

**VISION DOCUMENT for  
CAPACITY DEVELOPMENT PLAN**

**MINISTRY OF FOOD PROCESSING INDUSTRIES**

**Supported by:**

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# 1. Background and Approach

## 1.1. Mission Karmayogi

The Government of India launched the National Programme for Civil Services Capacity Building (‘NPCSCB’) – “Mission Karmayogi” in September 2020 with the objective of enhancing governance through Civil Service Capacity Building. Mission Karmayogi comprised the six pillars of (i) policy framework, (ii) institutional framework, (iii) competency framework, (iv) digital learning framework (integrated government online training Karmayogi platform (iGOT-Karmayogi), (v) electronic Human Resource Management System (e-HRMS), and (vi) monitoring and evaluation (M&E) framework. The institutional framework of the Mission includes (i) the apex body, Prime Minister’s Public Human Resource Council (PMHRC), to provide strategic direction and drive policy reforms and capacity building, (ii) Cabinet Secretariat Coordination Unit to monitor NPCSCB implementation, align stakeholders and provide mechanism for overseeing capacity building plans (CBPs), (iii) Capacity Building Commission (CBC) for functional supervision of training institutions and facilitate preparation of annual CBPs, (iv) Special Purpose Vehicle (SPV) to own and operate all the digital assets created for NPCSCB, and (v) programme management unit (PMU) to provide program management and support services.

## 1.2. Capacity Building Commission

The CBC was formally constituted as an independent body in April 2021 to drive standardization and harmonization across the Indian civil services landscape. The CBC as the custodian of civil services capacity building reforms is central to the government’s ambitious capacity building programme. The CBC is mandated to perform the following key functions: (i) preparing an annual state of civil services report, (ii) exercising functional supervision over training institutions and creating shared learning resources, (iii) facilitating the creation of annual CBPs for ministries and departments, (iv) organizing a global HR Summit, (v) evolving a harmonious, de-siloed approach to capacity building initiatives, (vi) undertaking an audit of human resources available in government, (vii) recommending policy interventions in areas of personnel/HR to DoPT, and (viii) approving knowledge partners for the Mission.

## 1.3. The Capacity Building Vision Document

The CBC has been engaging and supporting several Ministries as part of its mandate to support preparation of annual CBP. The starting point for the preparation of the annual CBP exercise that is aligned with the Mission’s stated objective of making the government employees more "creative, proactive, professional and technology-enabled" was in developing a Vision document specific for the Ministry’s capacity building initiative outlining (a) the larger goals and objectives, (b) preliminary gap analyses to identify critical competency needs that require immediate intervention, (c) strategic direction and broad parameters of the first year’s CBP, and (d) identify broad systemic requirements for instituting an effective, efficient and sustainable capacity building framework for MoFPI. The Capacity Building Vision Document for the Ministry of Food Processing Industries (MoFPI) is the precursor to the Ministry’s annual CBP and has been collaboratively developed between MoFPI and CBC.

## 1.4. Approach and Methodology

A time-spliced approach to evaluating capacity building and organizational development practices of the Ministry, wherein a preliminary understanding of the Departmental mandate and functions, operating environment and availability of and gap in requisite competencies and existing capacity building environment, based on which broad suggestions for decision-makers on the strategic direction that could be suitable for developing a robust and focused capacity building framework for the Ministry. A detailed institutional and HR audit will be a prerequisite for the preparation of a comprehensive CBP. The process adopted in the formulation of the Vision document is presented in brief below:

*Table 1: Process for developing Capacity Development Vision Document*

Step 1 – Introductory engagements	➤ Meeting with Secretary and all JS and AS. Introduce the CBC mandate, objective of developing CBC using standardized frameworks that will be institutionalize CB and democratize learning and bring transparencies to career path.
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	<ul style="list-style-type: none"> <li>➤ Introduce the larger framework of CBC – learning going beyond trainings – institutional, systemic and individual CB development</li> <li>➤ Take inputs on their expectations from the program</li> </ul>
Step 2 – Desk review and research	<ul style="list-style-type: none"> <li>➤ Desk review on the following: <ul style="list-style-type: none"> <li>○ Ministry’s mandate, policies, roles, functions, recent developments and trendlines from Ministry website, portals and documents, web search and study reports</li> <li>○ Ministry’s key programs, priorities, strategic objectives and goals, emerging trends/ focus areas</li> <li>○ National priorities and how Ministry fulfils/ contributes to same</li> </ul> </li> <li>➤ Research on each division/ unit headed by a JS/AS before the meeting covering following items: <ul style="list-style-type: none"> <li>○ Identify the areas of responsibility of the division/unit</li> <li>○ Understand/ identify emerging trends, government priorities and Ministry objectives that fall within purview of division/unit</li> <li>○ Understand specific schemes/programmes managed by division/unit</li> <li>○ Identify possible skills and competencies that might be required</li> </ul> </li> </ul>
Step 3 – JS Meeting	<ul style="list-style-type: none"> <li>➤ Discuss and understand the following: <ul style="list-style-type: none"> <li>○ Entire spectrum of roles and responsibilities, functions and activities undertaken by each unit and the priority and frequency of respective activities</li> <li>○ Interrelationships with other units within the Ministry and coordination/ cooperation with government agencies outside the Ministry and the larger set of stakeholders the unit engages with for each functional responsibility</li> <li>○ Current and emerging trends and future possibilities and how it could impact the role and functioning of the unit</li> <li>○ Understand the broad staffing structure and operational practices adopted by the unit to deliver outputs and outcome</li> </ul> </li> <li>➤ Competencies for each task and priority area, <ul style="list-style-type: none"> <li>○ Define the level of competency required at each staff level</li> <li>○ identify &amp; shortlist the most critical 3 competency gaps that require immediate addressing at each staff level</li> <li>○ Discuss current organizational practices and institutional mechanisms to address competency deficits, and ongoing capacity building and training initiatives</li> </ul> </li> </ul>
Step 4 – Situational analysis and key findings	<ul style="list-style-type: none"> <li>➤ Preliminary findings from the engagements with the senior management</li> <li>➤ Competency and functional mapping requirements across different functional roles/levels within the Ministry</li> <li>➤ Identify available resources, systems and mechanisms including finances for training and capacity building</li> <li>➤ Systemic requirements for developing CB framework</li> <li>➤ Identify tactical direction for CBP</li> </ul>
Step 5 – Workshop on way forward	<p>Conduct Workshop with relevant stakeholders to:</p> <ul style="list-style-type: none"> <li>➤ discuss key findings, synergies and commonalities</li> <li>➤ Way forward for CBP preparation</li> </ul>

## 2. Overview of the Ministry

### 2.1. Functional Overview

The Ministry of Food Processing Industries (MoFPI), Government of India was set up in July, 1988 to give an impetus to development of food processing sector in the country. The mandate, guiding principles, policies and objectives [as set out in the National Food Processing Policy, approved in August 2021](#), are outlines in Table 1.<sup>1</sup>

Table 2: MoFPI Mandate & Operations

<b>MANDATE</b>	Planning and development of infrastructure related to food processing sector in India	
<b>VISION</b>	Comprehensive development of the food processing sector for India to emerge as a global leader in food processing	
<b>RELEVANT NATIONAL PRIORITIES</b>	<ul style="list-style-type: none"> <li>➤ Reduce post-harvest losses</li> <li>➤ Increase processing, preservation and value addition of agro-produce</li> <li>➤ Double farmers' income</li> <li>➤ Atmanirbhar Bharat</li> </ul>	
<b>OBJECTIVES</b>	<p>Enabling a significant increase in output and employment</p> <p>Long term (15 years ending 2034-35): Six-fold increase in investment in the sector</p> <p>Medium term (5-7 years): Three-fold increase in investment in the sector</p>	
<b>STRATEGY</b>	Infrastructure development	<ul style="list-style-type: none"> <li>➤ Cluster approach for common facilities and services</li> <li>➤ Farm level infrastructure</li> <li>➤ Preservation, processing and supply chain infrastructure</li> <li>➤ Testing and safety infrastructure</li> <li>➤ Marketing infrastructure</li> </ul>
	R&D in processing technologies	<ul style="list-style-type: none"> <li>➤ Production, processing, packaging, waste recycling</li> <li>➤ Incubation centers</li> <li>➤ Technology transfer and adoption to industries</li> </ul>
	Branding & promotion	<ul style="list-style-type: none"> <li>➤ Forward – backward linkages</li> <li>➤ Retail marketing</li> <li>➤ Publicity and dissemination</li> <li>➤ Export promotion</li> </ul>
	Sectoral development	<ul style="list-style-type: none"> <li>➤ Skills development &amp; knowledge dissemination</li> <li>➤ Enable access to credit to industries</li> <li>➤ Entrepreneurship promotion</li> <li>➤ Strengthen organized food processing units to move up the value chain</li> <li>➤ Mainstream unorganized food processing units</li> </ul>
<b>GUIDING POLICIES</b>	<ul style="list-style-type: none"> <li>➤ Foreign Trade Policy</li> <li>➤ FDI Policy</li> <li>➤ NE Region Policy</li> </ul>	

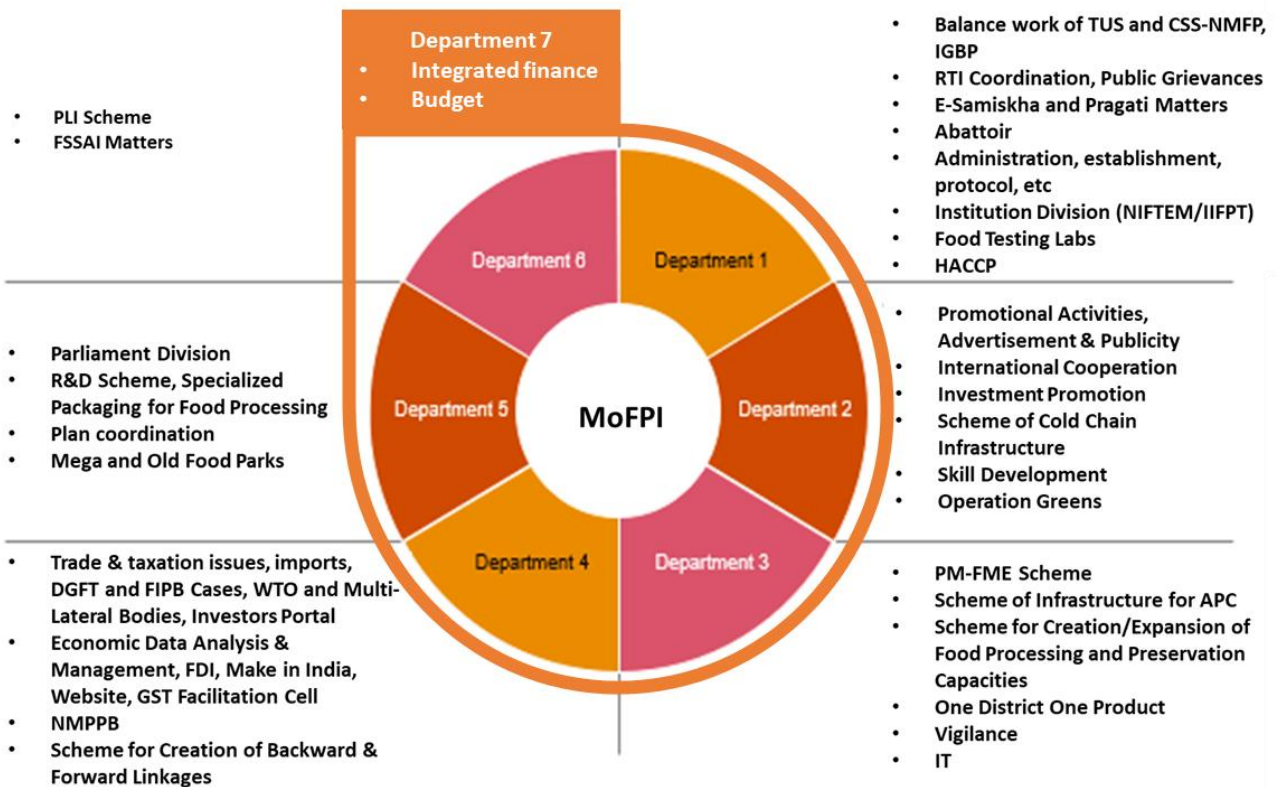
<sup>1</sup>

Source: MoFPI website and documents, and CBC Analysis

## 2.2. Organizational structure

For the ease of delivery of its services, the Ministry has divided its responsibilities amongst six departments where each department is headed by a Joint Secretary (see figure below). The portfolio of these departments is broad, covering a wide range of responsibilities such as managing centrally sponsored schemes (CSS) to branding and marketing for the ministry, drafting of policies for the sector and other allied activities. Their portfolio highlights the range of capabilities required in the Ministry to effectively deliver on its area of work.

Figure 1: Organizational Structure of MoFPI



Source: MoFPI inputs and CBC analysis

## 3. Operational Objectives of Units

Each Unit/Section within the Ministry manage a wide portfolio of responsibilities, of which management of various schemes and programs feature predominantly. This section discusses the functions and operational goals of each department.

### 3.1. Unit – CEFPPC, APC& PMFME Schemes and IT Division

**Functions:** The principal functions of the Unit are as below:

- (i) Design of programme/schemes, including formal and informal stakeholder consultations with investors and industry associations, concerned Ministries, agencies such as Niti Aayog, financial institutions and public feedback; processing of key findings and recommendations of impact evaluation; financial and economic impact and formulation of objectives, guidelines and performance indicators. The process usually takes about 12 months.
- (ii) Project Management and implementation of the CEFPPC, APC and PMFME schemes of the Ministry. The schemes involve modernization/formalization of food processing units at the micro- and medium- size, including support in terms of capital investment subsidies, access to credit, technical evaluation, branding and marketing and capacity building of entrepreneurs and workers in the sector. The schemes are implemented through PSUs, respective state government departments, SHGs, private sector investors, NGOs, FPOs, cooperatives, etc.
- (iii) Vigilance activities including inquiries and investigations into complaints received by or designated to the section, usually related to compliance with guidelines of CVC, DOPT, scheme/project guidelines, etc. This includes independent investigation through desk research and field visits, reporting on findings and recommendations for administrative action or criminal prosecution.
- (iv) IT section activities comprise (i) management of portals and dashboards for various schemes, and (ii) internal Ministry level activities. As the actual IT infrastructure and networks are managed by the NIC, the Section acts as a nodal point for the NIC.

**Gaps:** The key gaps identified are:

- The staff usually require a 2 – 3 months familiarization period with the assigned role and responsibilities. A formal induction and training period with functional and domain knowledge capacity building could significantly improve operational efficiencies.
- All projects/schemes implementation personnel at all levels require periodic and extensive trainings in DPR evaluation (Do1) and various project implementation aspects (Fo4), including procurement, project finance, ~~proposal and DPR evaluation~~, project management and M&E besides basic skills in such fields as financial management and credit linkages (Fo5).
- Domain knowledge, such as CVC guidelines, food production technologies (Do2), branding and marketing (Do3), etc. are also critical competencies that require periodic strengthening.
- Other skills and competencies such as investigation and evaluation skills, Theory of Change for setting goals, objectives and realistic performance indicators for formulation and target setting of schemes (Fo1, Fo2, Fo3), leadership skills (Bo1), etc. are also required for different personnel based on respective work allocation.
- Knowledge management (Do4) is a critical competency to manage and distil experience and apply learnings institutionally for more effective future project design.
- Wider dissemination of the Ministry's activities and schemes in order to reach out to the right set of stakeholders is a critical functional gap. Targeted stakeholder management (Bo2) including outreach towards investors, partners, agencies and institutions at all levels needs to be prioritized by the Department and corresponding capacities need strengthening.
- The specialized competency required for vigilance activities (D10) require structured induction and regular refresher trainings. Similarly is the case with IT section, which will benefit from induction and refresher trainings (D13–15).



### 3.2. Mega and Old Food Parks, R&D, Specialized Packaging for Food Processing, Plan and Coordination, and Parliamentary Division

**Functions:** The principal functions of the Unit(s) are as below:

- (i) Management of Schemes for Mega Food Parks, including technical, financial and commercial evaluation of project proposals from potential investors. This activity is supported by consultants who undertake the evaluations and recommend appropriate actions to the Expert Committee constituted under the JS, and comprising of representatives from research institutions and industry associations.
- (ii) Management of R&D Schemes, which covers commercially viable technological innovations across the entire gamut of food processing sector, from production, processing, packaging, waste recycling, etc. The scheme supports purchase of machinery, staff salaries, etc., requiring the Unit to be able to assess commercial and financial viability of the various projects proposed for support.
- (iii) Plan and Coordination activities involve medium- and long- term planning and budgeting of Ministry's activities and schemes. This requires translating policy directions into specific outcomes and targets, for the respective Units to formulate/refine schemes to meet targets.
- (iv) Parliamentary procedures include all activities related to Parliament, including responding to Parliamentary questions. There is a dedicated coordination team that collects and collates information from all sections of the Ministry and presents the information.

**Gaps:** The key gaps identified are:

- Competency to understand and judge the veracity of recommendations by the consultants is a critical gap among the staff at all levels, primarily because they lack the educational background for such evaluations (Do1, Do2). Trainings in the complete set of project management competencies (Fo2–05) would be useful. A formal-structured training programme to build capacities in such functional and domain knowledge is essential to strengthen operational efficiencies.
- Specific domain competency (D17) for managing planning and coordination functions of the Ministry, including Business Rules, Cabinet matters, etc. are critical and require structured induction and periodic refresher training courses.
- Active engagement with industry partners to source problem statements for lab innovations, research collaborations, promote functional foods and leverage state-level schemes (Do2a, Bo2).
- The parliamentary sub-unit requires specific skills and competencies (D16) and might benefit from structured refresher course.

### 3.3. Cold Chain Infrastructure, Promotional Activities, Skills Development, Investment Promotion & International Cooperation

**Functions:** Barring Cold Chains division, which is a project management division focused on development of cold chain infrastructure from the farm to the consumer and is managed typical to other project divisions within the Ministry, all other divisions deliver specialized functions and services that are delivered through domain specialist agencies. The division (barring Cold Chain section) currently has 2 staff who manage all the functions. As the domain specific services are provided by the respective specialist agencies, the role of the Ministry staff are largely related to coordination within and outside the Ministry to align activities with Ministry objectives and external requirements. The principal functions of the Unit(s) are as below:

- (i) Cold Chains Infrastructure section is a typical programme focused unit that is mandated to deliver farm-to-fork cold chain infrastructure to reduce wastage and increase life of produce. The section is structured and staffed along the lines of other scheme divisions with a Technical Officer and Section Officers, supported by consultancy firm.
- (ii) Promotional Activities section manages dissemination of Ministry activities and schemes and public interface, including social media and other targeted outreach programmes for specific stakeholders and beneficiaries of various schemes of the Ministry. As mentioned above, the activities are managed through specialist agencies and in coordination with Press Information Bureau, GoI. Promotion activities cover the gamut of programme/scheme specific dissemination, outreach with industry association, entrepreneurs and the general public. Stakeholder & beneficiary identification, in coordination with the respective programme unit, and designing scale and levels of promotion and

outreach activities targeting such identified groups are among the critical functions undertaken by the unit.

- (iii) Skills Development provides support to agencies imparting skills training and does not directly deal with skills building, and hence not much requirements in terms of staffing or competencies are required.
- (iv) Investment promotion involves engaging and facilitating potential and current investors—international and national—in the food processing sector. The facilitation could cover a wide range of activities and potential difficulties including land acquisition, statutory compliance, revenue structuring, etc. The activities are demand-driven and the outreach includes bilateral meetings, awareness raising programs, coordination with state and central departments, etc. This is also undertaken with support from specialized agency and Invest India, the Ministry staff requirements are minimal.
- (v) International cooperation: As the name suggests, sovereign cooperation and other multilateral and bilateral treaties, agreements, technical cooperation and other arrangements come under this section. Ministry of External Affairs is the nodal department through which all activities are routed, besides support to APEDA under the Ministry of Commerce, etc. for specific trade related issues. As most of the activities are undertaken on the specific advice from MEA, specific capacities, competencies were not deemed particularly required.

**Gaps:** The key gaps identified are:

- As the requisite domain expertise are managed by specialist agencies, the structure of the division precludes necessity for immediate or extensive capacity building. However, working knowledge and understanding of regulatory and policy frameworks (D07, D08) and issues involved in international relations (D06) is necessary. Induction and regular refresher trainings for the junior levels and advanced trainings for middle management with adequate remaining tenure in the section would be useful.
- Working knowledge of multimedia information management competencies (F10) for disseminating Ministry and GoI plans and activities could be provided through induction and refresher courses.
- The entire array of project management skills (FO1–05), including pProject appraisal, project management, monitoring and evaluation and reporting, are requisite competencies in the Cold Chain infrastructure section that would benefit from further augmentation of staff capacities.

### 3.4. Food testing labs, Institutional Division and Administration

**Functions:** The principal functions of the Unit(s) are as below:

- (vi) Development and management of Food Safety Labs is a unique and highly specialized function undertaken by the Unit. The Unit, based on recommendations of the Technical Scrutiny Committee, handles lab establishment and disbursements linked to progress.
- (vii) Management of and Coordination with Research and Training Institutions include management of IIFPT, NIFTEM and all other training institutions directly managed by the Ministry and coordination with all other knowledge centers and training agencies across the country. The unit is particularly concerned with building capacities at the sectoral level. IIFPT and NIFTEM are also part of the expert committees/technical scrutiny committees to scrutinize and recommend project proposals for Ministry's support. Not many dedicated training programmes for Ministry staff were formulated by these 2 premiere institutions.
- (viii) Administration, covers the entire gamut of activities ranging from protocol and establishment, national language, leave, etc.

**Gaps:** The key gaps identified are:

- Domain expertise (D05) in terms of FSSA regulations set by the Ministry of Health, understanding of functional expertise such as lab operations, commercial awareness in terms of NABL certification and industry requirements, etc are critical for effective operations of the Unit and further strengthening is required. Project management skills (FO4) is a crosscutting competency required for this division also.

- [Administration and establishment unit requires specific domain competencies in such portals such as e-procurement and GeM portal \(D11\), SPARROW \(D12\), HRMS and those specific to the Ministry's internal functioning including HR \(Fo9\), service rules, contract rules \(D10\), grievance and complaints management, Citizen Charter, RTI \(Fo8\), etc.](#)

### 3.5. Economic Advisory Unit

**Functions:** The Economic Advisory Unit undertake the following broad spectrum of functions:

- Economic and statistical data analyses generated by other departments, such as GVA and employment from MOSPI, Credit flows from RBI, export-import from MOC for use by the Ministry for formulating appropriate policy response various purposes, including formulation of schemes;
- Evaluation/scrutiny and recommendation of all requests/ applications related to FPI sector for concessional imports of P&M under Project Imports Scheme of CBIC, D/o Revenue; FDI proposals under Press Note 3 of DPIIT; Advanced Authorization scheme benefits of DGFT, D/o Commerce. These schemes relate to other Ministries and benefits various manufacturing sectors.
- Inputs for international negotiations and treaties related to processed food exports/imports, tariffs and impacts, FDI, etc. While the Unit is not involved in negotiations directly, it provides critical information for such undertakings.
- Commission and monitor studies on (1) processing level in the country and (2) assessment of post-harvest losses to enable the Ministry to respond suitably through policy or schematic means.

The above functions require interdepartmental coordination with Ministries of Agriculture, Animal Husbandry, Commerce, Finance, DPIIT, etc as well as with institutions like ICAR and Niti Aayog. No direct citizen or stakeholder interface in the public domain is involved in the Unit's operations.

**Competencies and Gaps:** The Unit, headed by the Economic Advisor (EA), is comprised of 1 Deputy Director (STS level) and one Assistant Director (JTS level). All the personnel in the Unit, including the EA, are usually sourced from Central Services, such as Indian Economic Service, India Statistical Services, etc and hence, the Unit's domain expertise [and competencies \(Do9\)](#) is deemed to be adequate.

### 3.6. Integrated Finance and Budget Unit

**Functions:** The principal functions of the Unit are as below:

- Integrated Finance Division (IFD) primarily relates to financial management activities of the Ministry's schemes and processes, including examination of fund release proposals for compliance with respective guidelines of schemes/projects and disbursements in line with progress milestones. Besides this, the division also is part of the consultative process during formulation of guidelines for various schemes by the Ministry. Feedback based on learnings from ongoing and past schemes enhances improved implementation and meeting project objectives while achieving value for money. Such a consultative process is also undertaken during implementation and guidelines are refined for more effectiveness, where appropriate. A good understanding of the guidelines of the various schemes and disbursement linked milestones for physical and financial progress is needed.
- Budget Division undertakes activities related to the assessment and allocation requirements of various schemes and the preparation of the Ministry's annual budget to be fed into the larger GoI exercise during the Union Budget and the Central Finance Commission cycles, as well as for reallocations, new project sanctions outside the budgetary process. This is a highly technically complex activity requiring in-depth understanding of the budget preparatory process. Extensive interaction with the Department of Economic Affairs, Budget Division, MoF as well as with each section of the Ministry and Planning and Coordination is required during the process. Budgetary requirements and allocation under the annual budgetary exercise and for the Finance Commission cycle are assessed.

**Gaps:** The key gaps identified are:

- Knowledge repository for all activities undertaken by the Unit is critical as it is essential to institutionalize individual knowledge and handing over [\(Do4\)](#).
- Induction training for new joinees to the Ministry is important to familiarize the staff in a structured setting the systems, processes and functioning of the Ministry and its various responsibilities [\(Fo3\)](#).

- Trainings for IFD can be introductory levels [or specific to some modules](#) to understand the guidelines and procedures for the different schemes and programmes and compliance requirements for disbursements [\(some modules of Fo4\)](#).
- Activities undertaken in the Budget Division requires multiple levels of trainings, introductory level for finance staff of all sections and the Plan and Coordination unit, while more advanced levels of trainings are needed for the staff deputed in the Budget Division, including such aspects as entering data into MOF portal, etc. Currently, the staff in the Division are competent and domain related trainings are not required [\(Fo6, Fo7\)](#).

### 3.7. Indian Institute of Food Processing Technology (IIFPT) and National Institute of Food Technology Entrepreneurship and Management (NIFTEM)

**Functions:** The two premier autonomous Institutes play a critical role in building sectoral capacities across the country as well as in R&D in cutting edge indigenous food processing technologies, patenting and transfer of technologies and commercialization, business incubation and knowledge sharing. The institutions undertake research in food fortification and nutraceuticals, nanomaterials for food packaging, green technologies for reducing wastage and increasing value addition, besides industry collaboration for contract research in developing manufacturing equipment, etc.

**Analyses:** Based on a preliminary analysis of the capacity building activities undertaken by the institutions internally for its staff and at the larger sectoral level, some of the observations are:

- Both the institutions have a well-structured and comprehensively formulated capacity building plan for its staff, with mandatory professional trainings and exposure to emerging technologies; with such trainings constituting an important part of annual performance assessment of staff. Developing such a structure for the Ministry staff could be an excellent starting point for capacity building at the Ministry level.
- The institutions also provide trainings in food business management, emerging technologies, IPR regime, technology transfer and commercialization, among others, which are critical competencies that require augmentation at the Ministry staff levels. A curriculum could be specially designed for required themes/ topics by the institutions with appropriate delivery methodologies.
- The institutions also manage NABL and FSSAI certified labs that are recognized referral labs besides other facilities that can be extended for on-the-job trainings to Ministry staff in the concerned divisions.
- Similarly, some of the modules for induction training for new joiners to the Ministry can also be developed by the institutions.
- [Creation of facilitation bridges between startups and labs by engaging with incubators for potential research collaborations and transfer of technology.](#)
- [Aggregation of technologies, infrastructure, and expertise at R&D labs across sector for a single-point access to technologies available across food processing sector.](#)
- A key gap identified by the institutions is the lack of a robust outcome monitoring mechanism for the training programs conducted by the institutions which could validate the importance of the program as well as provide key feedback and lessons learnt for refining the existing and designing new training programs. This also needs to be one of the critical outputs of the Capacity Building Plan of the Ministry to ensure value for money of the trainings provided and track and measure benefits.

## 4. Competency requirement

### 4.1. Competency Framework and Functional Mapping

A competency framework is a broad description of performance excellence expected in all the occupational roles within an organization, including a number of competencies that define excellence in working behavior and establishes benchmarks against which staff are assessed. A competency is usually a combination of skills, knowledge, attributes and observable behaviors that can be measured and evaluated and enable an individual to perform a task or an activity successfully within a given job/role.<sup>2</sup> The competencies are usually categorized as:

- Domain competencies describe specific technical knowledge, skills and practices;
- Functional competency denotes capacities specific to respective roles and the duties and responsibilities assumed by such role; and
- Behavioral competencies encompass standards of behaviors and actions that reflect and conform to organizational values and ethics.

For the purpose of identifying competency requirements, the functional roles and responsibilities within the Ministry were mapped and found to be broadly clustered around 3 levels. The hierarchy of functions and roles are mapped in Figure 2.

Figure 2: Competency Requirement in Organizational Hierarchy



**LEVEL 1:** The senior management level consists of staff responsible for creating an enabling environment and take policy-level actions and decisions impacting the entire programme /functional area. Within the Ministry, this level comprises of the Secretary and Joint Secretaries (Head of Departments) who translated national priorities into Ministry- and department- level priorities, defined overall vision, goals and objectives and thereon formulated specific policies to achieve the same. Staff at this level largely deal is concerned with strategy, governance and planning & development for the food processing sector at the national level.

**LEVEL 2:** At the middle tactical layer are the Joint Secretaries, Additional Secretaries, Deputy Secretaries and Under Secretaries who translate policies into specific and measurable actions/programmes, monitor progress and evaluate outcomes and outreach to target beneficiaries. This is a critical layer as this is where theory is translated into actions. From a competency perspective, this layer requires high level of domain-specific knowledge, programme development & management functional competencies as well as management capabilities.

**LEVEL 3:** This is the operational layer comprising of project staff, section officers, additional section officers, technical officers, accountants, etc. who normally do not have supervisory responsibilities and are accountable for his/her individual performance and contribution to the outputs of the team who implement the policy and programmatic actions and deliver the outputs at ground level. Domain knowledge expectancy for this layer is usually high and require intensive trainings in operations.

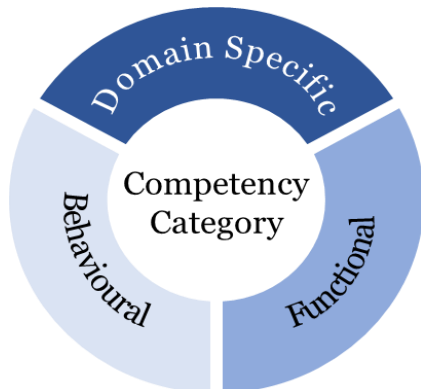
<sup>2</sup> [International Atomic Energy Agency, United Nations. The Competency Framework: A guide for IAEA managers and staff.](#)



## 4.2. Competency Categorization

Competencies required in an organization can be typically classified into three categories: technical competency, behavioral competency and strategic competency. These competencies include combination of theoretical and practical knowledge, cognitive skills, values and behavior to improve performance.

Figure 3: Competencies



The hierarchy of each Unit is usually headed by a Joint Secretary. Staff are broadly categorized into 4 levels: (i) SOs, ASOs and Ads, (ii) US and DD, (iii) DS and Directors, and (iv) JS and AS, with each level requiring different competency levels for different functions. Additionally, there are also consultants/PMA firms engaged to support specific schemes as the bridge between potential investors and the Ministry as well as providing support for technical, commercial and financial evaluation of the grant proposals and field inspections before and during implementation of the respective schemes. Based on initial discussions and prima facie interactions with the Joint Secretaries, some competency improvement areas and proficiency levels for

different groups of staff are identified. The preliminary findings are in Table 2.

Table 3: Competency Requirement Matrix

UNIT/ SECTION	COMPETENCY		MoFPI Staff				
			Code	SO/ ASO/ AD	US/ DD	DS/ Director	AS/ JS
Infrastructure development Schemes, Programme management	Domain	Technical, financial and commercial evaluation of DPR/proposals	<a href="#">Do1</a>	A	A	B	B
		Food processing & preservation technologies	<a href="#">Do2</a>	A	A	B	B
		Marketing & branding	<a href="#">Do3</a>	B	B	A	B
		Knowledge management	Do4	A	A	B	B
	Functional	Evidence based public policy formulation & Guidelines	<a href="#">Fo1</a>	B	A	A	A
		Business case development	<a href="#">Fo2</a>	B	B	A	A
		Design & formulation Schemes/programmes	<a href="#">Fo3</a>	B	B	A	A
		Project management skills (procurement, planning & budgeting, assurance & quality control, implementation, monitoring and evaluation, benefits management, etc.)	<a href="#">Fo4</a>	B	B	A	A
		Basic financial management & Credit linkages	<a href="#">Fo5</a>	B	A	A	B
	Behavioral	Leadership	<a href="#">Bo1</a>	B	B	A	A
Stakeholder engagement		<a href="#">Bo2</a>	A	A	B	B	
R&D	Domain	Emerging food technologies	<a href="#">Do2a</a>	A	A	B	B
		Technical & Financial evaluation of DPR/proposals	<a href="#">Do1</a>	A	A	B	B
		Testing, certification, FSSA and import-export regulations	<a href="#">Do5</a>	A	A	B	B

	Functional	<a href="#">Project/scheme management skills</a>	<a href="#">Fo4</a>	A	A	B	B
	Behavioral	<a href="#">Stakeholder engagement</a>	<a href="#">Bo2</a>	A	A	B	B
Trade & Economics	Domain	Bilateral/ Multilateral issues	<a href="#">Do6</a>	B	A	A	B
		International Treaties & cooperation, MoUs	<a href="#">Do7</a>	B	A	A	A
		Exim Policy, IT (HS), Custom Rules, GST matters	<a href="#">Do8</a>	B	B	A	A
		Economic/ data analysis	<a href="#">Do9</a>	B	A	A	B
Integrated Finance Division and Budget	<a href="#">Domain</a>	<a href="#">Knowledge management</a>	<a href="#">Do4</a>	<a href="#">A</a>	<a href="#">A</a>	<a href="#">B</a>	<a href="#">B</a>
	Functional	Financial, Budget & Accounts management	<a href="#">Fo6</a>	A	A	A	A
		<a href="#">Budgetary processes</a>	<a href="#">Fo7</a>	A	A	A	A
		<a href="#">Programme guidelines formulation</a>	<a href="#">Fo3</a>	B	B	B	B
General administration, Establishment	Domain	Service rules, contract rules, e-HRMS	<a href="#">D10</a>	A	A	B	B
		e-procurement, GeM	<a href="#">D11</a>	A	A	B	B
		SPARROW	<a href="#">D12</a>	A	A	B	B
	Functional	Public grievance, RTI, Citizen Charter	<a href="#">Fo8</a>	A	A	B	B
		Human resource management	<a href="#">Fo9</a>	B	B	A	A
Vigilance	Domain	Preventive vigilance measures, CVC guidelines	<a href="#">D10</a>	A	A	B	B
Publicity & Advertisement	Functional	Media management, social media publicity and dissemination, Government Guidelines for publicity	<a href="#">F10</a>	B	B	A	A
IT	Domain	MS Office, Excel, e-Office, website & portal	<a href="#">D13</a>	A	A	A	B
		AI, Machine Learning, DGQI	<a href="#">D14</a>	A	A	A	B
		Cyber security	<a href="#">D15</a>	A	A	A	B
Parliament	Domain	Parliamentary procedures, Bills, Questions, Assurance, Rule 337, Committee matters	<a href="#">D16</a>	A	A	A	B
Planning & Coordination	Domain	Allocation of Business Rules, CoS & SGoS, CCEA/Cabinet matter, Coordination	<a href="#">D17</a>	B	B	A	A

A = Advanced, B = Basic

## 5. Capacity Building Framework

### 5.1. MoFPI Vision for Capacity Building

Based on a broad functional and responsibility mapping supported by a preliminary systemic, institutional assessment, an indicative strategic vision and direction of the capacity building initiative specific for the Ministry has been developed as presented in Table 3.

Table 4: Capacity Building for MOFPI

<b>VISION</b>	Strengthen and sustain capacities of staff and systems for effective delivery of programmes and sector development
<b>CITIZEN-CENTRIC GOALS</b>	Develop and deliver programmes that create and improve economic value to people engaged in the sector.
<b>TECHNOLOGY CENTRIC GOALS</b>	Deepen adoption of modern and emerging technologies to build and improve economic value chains in the sector.
<b>SYSTEM REQUIREMENTS</b>	<ul style="list-style-type: none"> <li>➤ Separate Budget head for CBP</li> <li>➤ Structured training calendar for CBP</li> <li>➤ Resource planning—internal &amp; external, institutional, financial, time requirements of staff—for CBP</li> <li>➤ Staff incentives for meeting individual CBP targets</li> <li>➤ Outcome monitoring mechanism for trainings</li> <li>➤ Knowledge repository framework</li> </ul>
<b>IDENTIFICATION OF TRAINING PARTNERS</b>	<ul style="list-style-type: none"> <li>➤ NIFTEM and IIFPT</li> <li>➤ iGOT Platform</li> <li>➤ To be identified</li> </ul>
<b>IMMEDIATE-TERM TRAINING TARGETS</b>	<ul style="list-style-type: none"> <li>➤ Identify immediate training needs</li> </ul>

### 5.2. Steps in the Capacity Building Planning Process

An indicative compilation of the distinct activities to be undertaken for developing the CDP has been presented in Table 4.

Table 5: CBP Development Process

Capacity Diagnostics	<ul style="list-style-type: none"> <li>➤ Detailed competency framework assessment for all personnel to be covered under the Annual CDP: <ul style="list-style-type: none"> <li>○ Functional competencies</li> <li>○ Domain knowledge</li> <li>○ Behavioral competencies</li> </ul> </li> <li>➤ A structured and comprehensive institutional capacity and systems diagnostics</li> <li>➤ Assess knowledge repository processes initiated/adopted by Ministry and assess requirement for future data mining, particularly for better understanding of the sustainability and efficiency contexts and draw appropriate lessons therefrom.</li> </ul>
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	<ul style="list-style-type: none"> <li>• <a href="#">Technology Roadmap and training requirements. AGNI and ETG will develop advice on technology commercialisation roadmap based on regular industry feedback and professional evaluation of public R&amp;D innovations to increase visibility on available technology and its utilization for sector upgrade.</a></li> </ul>
CDP preparation	<ul style="list-style-type: none"> <li>➤ Prepare detailed training manual for <ul style="list-style-type: none"> <li>○ induction training for staff at all levels in each section/ Unit</li> <li>○ periodic refresher trainings with real life examples and case studies</li> </ul> </li> <li>➤ The training manual (latest version) should be available online to all staff for self-learning and career advancement</li> <li>➤ Develop online resources for self-learning through real life examples in FAQs and Help functions</li> <li>➤ Develop training modules and material for each competency and proficiency level</li> </ul>
Training Delivery	<ul style="list-style-type: none"> <li>➤ Identify partner institutions</li> <li>➤ Identify appropriate training delivery models, including web-based e-Learning, online Help and FAQs</li> <li>➤ Prepare approximate cost estimates and resource requirements (time, institutional, financial, etc)</li> </ul>
Training calendar	<ul style="list-style-type: none"> <li>➤ Develop training calendar and support the rollout of training programs and all allied activities identified in the CDP</li> </ul>
Training Outcomes monitoring mechanism	<ul style="list-style-type: none"> <li>➤ Develop knowledge and training outcomes for each training module</li> <li>➤ Certification/ outcome validation process for trainings</li> <li>➤ Structure modality to institutionalize the internal capacity development and training in MoFPI</li> <li>➤ Mechanism to track training outcomes and obtain feedback and suggestions for improvements for future training programs</li> </ul>

### 5.3. Structure of CBP

[The Table 5 suggests the contents of the CBP based on analyses of available competencies for executing the Ministry's mandated and meet its objectives. In view of the lack of a detailed evaluation of operational capacities of the organization and systems, and the lack of a structured capacity building mechanism, the following suggested are made:](#)

- [Year 1 CBP may target addressing those critical capacity gaps that require immediate addressal be provided in the initial phase. In parallel, the CBP can propose undertaking a detailed and comprehensive institutional, systems and HR audit of available capacities. Training calendar, course curriculum for selected modules and training pedagogies needs to be developed in partnership with identified training institution. While some domain competencies may be delivered in collaboration with IIFPT and NIFTEM, identification of training partner institutions for other modules, particularly those planned to be delivered in year 1, need to be finalized. A preliminary outcome monitoring mechanism may be developed and rolled out as a pilot in Year 1. Knowledge repository practices and international best practices specific to the Ministry's context may be undertaken in Year 1.](#)
- [Year 2 CBP: The findings of the above institutional, systems and HR audits and analysis may be used as the basis for developing a comprehensive capacity building initiative covering all aspects of systems](#)

strengthening and individual competency building. The outcome monitoring mechanism may be reviewed and revised based on feedback from staff and training institutions. Knowledge repository system needs to be developed and adopted across the organization and associated trainings can be commenced from Year 2. An important activity that will be undertaken during Year 1 and Year 2 is developing the institutional mechanism for incentivizing CB and incorporating the competency assessments as part of staff performance, incentives, benefits and promotions.

- Year 3 CBP would be the most comprehensive and complete of CBPs which will incorporate all the findings of various evaluations, studies of international best practices and develop and adopt systems, mechanisms and processes to build and retain organizational and staff capacities, and review and refine pilots and other practices introduced in previous years. The year 3 CBP would require periodic review (once in 3 years suggested) for which detailed review mechanism also need to be developed and incorporated in the CBP.

## 6. Immediate Capacity Enhancing Initiatives

### 6.1. Stakeholder Workshop

The First Stakeholder Workshop on Capacity Building Plans was held (in person and through VC) on 30.07.2021 with all concerned stakeholders to brainstorm the key findings of the Vision exercise, discuss the key tenets of CBP to bring about large-scale tangible change in the current capacities of Ministries and build a collaborative de-siloed working environment, develop critical immediate actions and way forward in CBP preparation. The key outputs of the Workshop for MoFPI are below:

<u>National Goals</u>	<u>Strengthen the capacities of current staff and systems for effective delivery of on-going programs</u>
<u>Technology Goals</u>	<u>Enable and promote technology transfer; establish end to end project management system; indigenize existing technologies</u>
<u>Citizen centricity</u>	<u>Transparent and accountable stakeholder management system; establish better staff welfare systems; launch outreach programs to spread awareness about the existing programs</u>
<u>Key constraints and resources required</u>	<u>Separate budget head for Capacity Building Programs; prepare a structured training calendar; identify and reach out to partner training institutes; establish outcome measurement mechanism for trainings; develop a knowledge repository framework</u>
<u>Observations of the Secretary, MoFPI</u>	<u>Important to introduce training modules on ethics in government Institutionalize life-long mentoring</u>

The workshop also brainstormed possible solutions to systemic issues such as institutionalizing training, alignment to the national goals at the micro level and knowledge management system, and identify possible high – impact large scale interventions. Based on the brainstorming session and the visioning exercise detailed in previous sections, the following critical CBP considerations based on MoFPI’s requirements and key high impact initiatives have been developed, and potential training partnerships for some competency needs have been suggested.

#### 6.1.6.2. Ministry-Specific training requirements

An in-depth competency assessment is required for each role, that is supported by a comprehensive assessment of systems, processes and institutional mechanisms to understand the systemic and procedural transformations needed to fully realize the benefits of the capacity building programme. An institutionalized systems-driven approach would include the following components:

- Budget: Budget head for annual capacity development plan needed to focus and monitor training outcomes.
- Schedule/Time: Training Calendar to be part of Annual CDP to embed into Ministry operations.
- Pedagogy: Flexibility in learning and engaged practical problem-solving and learning methodologies to be emphasized.
- Certification: Incentives in the form of certifications, etc to be devised to ensure stakeholder buy-in and successful roll-out of CDP.
- Knowledge repository: Understanding gained from on-the-job experience and trainings to be retained within the Ministry

Figure 4: Kinds of Trainings at different phases of tenure



Based on the preliminary assessment of competency requirements, certain high-impact initiatives that can immediately be rolled out have been identified.

### 6.2.6.3. High impact initiatives

- **Domain specific trainings:**
  - a. Emerging technologies in food processing sector – To align with findings of the AGNI National Technology Commercialization Program under the Prime Minister's Science, Technology, and Innovation Advisory Council (PM-STIAC). [Workshops on transfer of technology aimed at de-stigmatizing public R&D technology transfer and educating ministry officials on technology valuations.](#)
  - a.b. Safety and hygiene testing processes, Quality certifications, Patenting and Intellectual Property Rights (IPR) regime
  - b.c. Logistics services and infrastructure
- **Functional competency trainings:**
  - a. **Project management program** that strengthens the capacities of staff in various aspects of managing schemes, particularly in such areas as procurement, M&E, benefits monitoring, and techno-commercial and financial evaluation of DPRs.
  - b. **Scheme formulation based on Theory of Change** could be an important functional competency for those involved in formulation of schemes and programs for the Ministry. The structuring of evaluation evidences and lessons learnt from past schemes and projects, designing of right set of incentives for target investors/entrepreneurs, and developing performance indicators for outputs, outcome and impact for each scheme would be valuable.
  - c. **Business Case tools** – Departments require deep understanding of strategic, economic, financial, commercial and management aspects for formulating a comprehensive business case for schemes and programs formulated by it. Advanced level trainings to decision-makers could be beneficial.
- **Behavioral competency trainings:**
  - a. Evidence-based public policy design
  - b. Outreach and stakeholder engagement

### 6.3.6.4. Training partners

The autonomous institutions under the Ministry, NIFTEM and IIFPT, conduct research and disseminate knowledge in food technology, entrepreneurship and management and already have functional autonomy to design new innovative courses. These institutions may be tapped for developing customized training programmes specifically for different levels of competency requirements of the Ministry staff in domain specific themes and specific functional competencies.

### 6.4.6.5. Systems level initiatives for capacity enhancement

- **IT enabled Systems:**
  - c. **Decision support systems (DSS):** A dedicated DSS, that is integrated across all the schemes and programs of the Ministry, with advanced big data analytics and AI capabilities and alert systems that can go beyond mere data entry to situation analysis including automated monitoring and alerts systems with different interfaces for decision makers and field/operational staff, would greatly improve operational efficiencies and support evidence-based policy making.
  - d. **Knowledge management tools:** It would support in maintaining repository of past actions, discussions and research materials. An AI enabled search engine/portal customized for the specific department would help the staff improve efficiency and quality of output. A similar repository for Parliamentary questions would be most useful and time efficient.

## Appendix 1: Sample Career Training Courses for MoFPI Staff

Some of the relevant courses suggested in the CMCTP (Common Mid-Career Training Program) conducted by DoPT at LBSNAA in July 2021 are listed below. Each of these courses need to be further categorized into different competency levels (refer [Table 3: Competency Requirement Matrix](#))

Table 6: Sample Training Programs

Name of University/ Program	Competency Category	Course Name	Course Link
CMCTP Classroom course	Functional	Budgeting and Financial Management	DoPT
CMCTP Classroom course	Functional	Program/Project Management	DoPT
CMCTP Classroom course	Functional	Data based policymaking	DoPT
CMCTP Classroom course	Functional	Contract Management	DoPT
CMCTP Classroom course	Functional	Parliamentary and Legislative Processes	DoPT
CMCTP Classroom course	Functional	Media Management	DoPT
CMCTP Classroom course	Functional	Data and Information Visualization	DoPT
Wharton Online	Functional	Business and Financial Modelling	<a href="https://online.wharton.upenn.edu/business-and-financial-modeling/">https://online.wharton.upenn.edu/business-and-financial-modeling/</a>
ISTM	Functional	Knowledge Management	<a href="https://www.istm.gov.in/home/view_annual_calendar/2021">https://www.istm.gov.in/home/view_annual_calendar/2021</a>
ISTM	Functional	Workshop on Public Policy Formulation	<a href="https://www.istm.gov.in/home/view_annual_calendar/2021">https://www.istm.gov.in/home/view_annual_calendar/2021</a>
ISTM	Functional	Workshop on Policy Formulation to Legislation	<a href="https://www.istm.gov.in/home/view_annual_calendar/2021">https://www.istm.gov.in/home/view_annual_calendar/2021</a>
Harvard Business School Online	Functional	Disruptive Strategy	<a href="https://online.hbs.edu/courses/disruptive-strategy/">https://online.hbs.edu/courses/disruptive-strategy/</a>
CMCTP Online course- Harvard Business School	Behavioral	Management Essentials	<a href="https://online.hbs.edu/courses/management-essentials/">https://online.hbs.edu/courses/management-essentials/</a>
CMCTP Online - Yale School of Management	Behavioral	Leading Effective Decision-Making	<a href="https://som.yale.edu/programs/executive-education/for-individuals/leadership/leading-effective-decision-making">https://som.yale.edu/programs/executive-education/for-individuals/leadership/leading-effective-decision-making</a>
CMCTP Online course- Berkley Executive Education	Behavioral	High-Impact Leadership	<a href="https://executive.berkeley.edu/programs/high-impact-leadership">https://executive.berkeley.edu/programs/high-impact-leadership</a>
Wharton Online	Behavioral	Leadership and Management	<a href="https://online.wharton.upenn.edu/leadership-and-management-certificate/">https://online.wharton.upenn.edu/leadership-and-management-certificate/</a>
Institute of Secretariat Training and Management (ISTM)	Behavioral & Functional	Workshop on Citizen Centric & Service Delivery Approach	<a href="https://www.istm.gov.in/home/view_annual_calendar/2021">https://www.istm.gov.in/home/view_annual_calendar/2021</a>

Wharton Online	Behavioral & Functional	Leadership in the age of Digital Disruption	<a href="https://online.wharton.upenn.edu/leadership-in-the-age-of-digital-disruption/">https://online.wharton.upenn.edu/leadership-in-the-age-of-digital-disruption/</a>
CMCTP Classroom course	Domain	Blockchain and its application in Government	DoPT
CMCTP Classroom course	Domain	Opportunities and challenges of Investment Promotion as a tool for regional Development	DoPT

Legend: CMCTP = Common Mid-Career Training Program, DoPT = Department of Personnel & Training, Government of India, ISTM = Institute of Secretariat Training and Management