CHAPTER - 7

TRAINING FOR CAPACITY BUILDING
Richard Batley and Nick Devas opine that massively expanded training programmes are a *sine qua non* for the upgrading of urban management to acceptable levels. Capacity building is necessary for the Urban Local Governments to re-energise themselves to face the ever-increasing complex urban challenges efficiently, coming out of the rigid, outdated, inflexible working cultures and deteriorating administrative standards. The impact of programmes aimed at providing infrastructure needed for expanding urban areas depends on the quality of institutions responsible for planning and implementing these programmes. It is through the urban institutional machinery that urban sector issues and priorities are articulated, projects are planned and implemented. The economic resources and human skills available in the ULGs are to be utilised for promoting urban development. It is, therefore, imperative that the capabilities of the ULGs are to be so strengthened as to meet the challenge of rapid urbanisation.

Performance, excellence, productivity and motivation for work would have to be woven around two factors, technical and
human, by catering to the needs of both the sectors. The staff should be trained in the right type of leadership, strengthening the communication system, promoting socially acceptable work ethos through positive policy framework, objectively formulated reward distribution system, organizational requirements etc. The apathy, indifference, withdrawal, conflict, lack of motivation, goal-response have dominated the work scene in most of the public offices. This is more in Urban Local Governments than in government departments, since the staff of local governments are recruited from local people who have more local self-interest than interest in impartial discharge of their duties.

In order to improve work culture, knowledge, skills and insight among the employees, each ULG will have to publish an office manual to enable the employees to thoroughly understand the office procedures and strictly follow it. Although the District Office Manual originally was intended for District Collectorates, it is extended to all other offices. But in view of the formation of several departments in the government for different subjects in order to facilitate more specialisation in the particular fields of governmental functioning, the publication of separate departmental manuals has become absolutely necessary. The Greater Hyderabad Municipal Corporation is the first ULG in A.P. to publish such a manual for the guidance of its employees which gives a crystal clear description of the office procedures, organisational structure, work distribution, general discipline, attendance, maintenance of records etc.

Knowledge of the organisational objective to a public functionary is like the North Star to the mariner. Training helps to broaden his knowledge, information base, create deeper awareness about the urban problems and motivate the stakeholders of urban
management to perform their tasks through enhanced skills and techniques.³

Training for skill upgradation is meant for organisations, systems and municipal functionaries. Realising the need for capacity enhancement of municipal functionaries, to introduce greater efficiency in municipal functioning the Centre for Good Governance (CGG), Hyderabad has prepared a detailed manual on Capacity Enhancement Needs Assessment (CENA) prescribing various kinds of training to municipal functionaries at all levels from top to bottom, which has to be implemented in toto.⁴ The training for skill upgradation should aim at increasing dynamism, drive, enthusiasm, imitative and positive approach in terms of result-orientation. The prevailing conditions in the ULGs are also responsible for work apathy or lack of commitment. Staff members have no performance-orientation despite high individual skill or ability (punishments and rewards). There is no performance-based reward and punishment system which makes local government service lack lustre. Added to this, there are no scientifically developed manpower norms. Where there is excess manpower there are seen excessive absenteeism, lack of discipline, inadequate linkage between productivity, wages and rewards, low commitment, demoralization among the ministerial staff of the ULGs.

The problems of urban management have become more complex due to the inclusion of several subjects relating to social welfare and infrastructure development in urban local administration. But the ULGs in India, including Andhra Pradesh, lack an adequate administrative and technical capacity and have a weak resource base. In view of the important role the ULGs are expected to play in the light of the Constitution (74th) Amendment Act 1992 the urgency to improve the administrative, technical and
financial capabilities of the ULGs need no elaboration. But the state legislatures have not taken any steps towards this end. Thus the ULGs have failed to perform to the best satisfaction of the urbanites.

In regard to capacity enhancement of the ULGs, although inadequate financial sources are a major constraint for providing and extending urban services, other resources are also needed to improve the ULGs' service delivery capacity. Most of the ULGs, particularly in smaller urban areas, lack skilled personnel to plan and manage service delivery, especially to slum areas. The shortage of qualified technical and administrate personnel in the ULGs is often as serious a problem for ULGs as inadequate revenue. It stunts urban development and obstructs new development projects.

The organizational efficiency of the ULGs can be improved by adopting policies that encourage the use of market surrogates. This is an approach that seeks to improve performance in public sector institutions through institutional reforms, which increases incentives by enhancing competition, choice and accountability. A market surrogate society alters the competitive environment in which an organization must operate so that there are adequate pressures to improve its service delivery and rearranges conditions within the ULGs, so that internal incentives reinforce the competitive pressures from the external environment.

The appropriate market surrogates that increase the effectiveness of the ULGs that provide better urban service are: encouraging direct competition among public service institutions; encouraging the active marketing of local government services and using performance agreements for urban service delivery.
Shortage of qualified and trained personnel in most of the ULGs is always a constraint on the effective provision of urban services. Personnel structures are characterised by unequal promotion opportunities to the various cadres, political interventions and favouritism in recruitment and promotion, redtapism, rigid service conditions and personnel regulations, policy inadequacies for personal development etc. Non-recognition of performance through a system of rewards is also responsible for the growing inefficiency in municipal services. This results in poor performance and, hence, increased resistance to devolution of powers and resources needed to improve staff skills and performance. Urban management covers the entire gamut of administrative functions that make for efficiency and excellence in handling city organisations. All Urban Local Governments in India have to envision a city, set their priorities, formulate strategy to achieve their statutorily set objectives, organise public consultations, promote civil society participation in civic affairs, set the norms of good urban governance, prepare budget for expenditure, raise resources, monitor works, collect revenues etc.5 The efficient performance of these tasks is possible only when the official machinery carrying on urban administration is well-informed and well-capacitated. Each State in India has made certain efforts at toning up municipal management but they are partial and sporadic, and generally sectoral rather than holistic.

Sustainable municipal efficiency needs capacity not only for municipal functionaries (officials and elected representatives) but also for civil society stakeholders. Capacity building for good urban governance is complex because the urban scene, unlike in the past, is dynamic and capacities required vary from one ULG to another. Stakeholders of urban affairs in a smaller urban area
cannot handle the affairs of a larger urban area and vice-versa. Capacity building should, therefore, be need-based and dynamic in its content. It should cover a wide spectrum of stakeholders and should address itself to a sufficiently large and widespread group to achieve the expected impact. In view of the limited resources of the ULGs, they should underline their optimum use through a well-designed capacity building programme.

Administrators of Urban Local Governments (City or Town Managers) have not been imparted with the training needed for capacity building or skill development for achieving their tasks efficiently. They also do not have adequate opportunity of exposure to practical administration unlike their counterparts in developed countries. They have only a perspective for conceptualisation. Hence arises the need for practical study of well-organised Urban Local Governments in India and abroad. Lack of responsiveness, commitment, awareness and accountability on the part of policy implementing agencies very often results in poor performance in achieving the tasks entrusted to them. The tasks to be carried out in the process of urban development have become increasingly complex. These include: information exchange systems, urban and regional development research for policy preparation, strategic and corporate planning and progress monitoring. The effective performance of these tasks requires vocational, professional and managerial skills dealing with project development, management and evaluation. There are many stakeholders in the urban development process who have to be imparted a common training to collectively perform their tasks and to be collectively accountable for urban development.6
There is an urgent need to impart expert training combined with exposure to best practices to the official machinery of Urban Local Governments in India in order to

- Enable the officials entrusted with the responsibility of urban development and urban development management acquire the knowledge and skill required for formulation and implementation of various urban development projects and government sponsored schemes;
- Strengthen the role of Urban Local Governments (Municipalities as well as Municipal Corporations) in the development of infrastructure needed for urban areas, keeping pace with their needs; and
- Contrive innovative methods and emulate best examples in the fields of urban development and management of urban affairs.

Capacity building is to equip the official machinery with the knowledge, information and ability necessary to adapt, handle and manage development; work with enthusiasm, energy and resilience; improve excellent communication, negotiating and influencing skills; adapt analytical and innovative skill in solving problems; develop sound judgement and decision making skills; develop sound organisational skill; and draft clear and concise reports on matters relating to local governmental and inter-governmental issues.

The Human Resources Development Institute of Andhra Pradesh, located in Hyderabad, has identified the training needs of various functionaries in Urban Local Governments and designed training programmes for different target groups. The important
programmes needed for functionaries accountable for management of Urban Local Governments and urban developmental activities are:

- Financial Resources Mobilisation
- Municipal Accounts and Budgeting
- Municipal Management and Capacity Building
- Urban Planning, Programmes and Projects
- Poverty Alleviation Programmes
- Public Health and Sanitation
- Computer Applications
- Geographical Information System (G.I.S.)
- Orientation Course for Municipal Engineers/Municipal Health Officers/Town Planning Officers.
- Refresher Courses for various Municipal functionaries.

Good governance of Urban Local Government is possible only for City or Town Managers who have developed the capacity for handling down authority. Capacity building amounts to increase in efficiency and enhancement in effectiveness ultimately ensuring improved service delivery, prompt disposal of public grievances and efficient handling of men and matters directly and indirectly connected with urban administration. The stakeholders of urban management and urban development who are empowered to manage and develop should have the information, technology, skills and support to exercise their powers effectively, to perform their functions efficiently and bring about sustainable development. Urban managers need institutional and organizational support in their efforts for enforcing an efficient administration, utilizing their energies and capacities efficiently and effectively. Capacity building has three aspects: Organisational development, Institutional development and human resource development.
Organisational development is the strengthening of the organisation (Urban Local Government) in attending to the public needs, in making itself accountable to Central Government, State Government and Civil Society and to fulfil its obligations to the public. It deals with rules and regulations, job descriptions and allocation of work, establishment of hierarchy, management practices and procedures. ULGs need to provide for a more flexible and responsive management style for improvement and management of urban areas. It envisages new organisational structure in the Urban Local Governments besides team-work, shared goals, objectives, values among the different organisations which have a role in the management of urban development, besides a common vision.

Institutional development envisages legal and regulatory changes in the local governance structures in order to enable different institutions, organisations and agencies having a common vision and common goal enhance their capacities.

Human resource development is to train the policy implementing machinery with the required understanding and skill, with the information and knowledge so as to enable them to perform their task effectively with increased efficiency. Incentives and rewards for meritorious services, better career opportunities for the skilled officials and competitive pay scales will go a long way in improving human resource development. A dynamic and responsive organisational environment is required to achieve this objective.

The Official machinery involved in the management of urban development who have to deal with different fields of activity have to build up their capacity which amounts to acquisition of
knowledge of all branches of the Urban Local Government, modern
techniques in administration and service delivery, updated
information of the institutions of the Urban Local Governments,
knowledge of the best practices available in the country etc.
Improved Capacity enables to distinguish the important from the
unimportant, the more important from the less important aspects
of various issues of urban governance, application of modern
knowledge to current problems etc. In particular situations certain
issues in Urban Local Governments take precedence over others in
their need for attention and for resources. The Urban Local
Governments in our country are constrained by obsolete laws,
restrictive practices and outmoded equipment in delivering goods.
The management role of urban managers has been hampered and
traditional development is stunted by inadequacy of knowledge,
information and skill of the Urban Governmental machinery. Hence
arises the need to rebuild the capacity of Urban Local Governments
and their officials with the skill, knowledge and information to
prepare and implement the new urban agenda keeping pace with
the requirements of towns and cities. The new urban agenda
includes the globalisation of urban economy; sustainability of
urban environment; reduction of urban poverty; a concern for
democratic and accountable, corruption-free, citizen-friendly urban
governance. The next important aspect is the complete
restructuring of local authorities, enterprises and citizens’
organisations in order to bring about a new style of functioning of
the ULGs. This includes decentralization of powers, functions and
responsibilities, devolution of finances; privatisation of the delivery
and maintenance of urban services; formation of new partnerships
for the supply and management of public services and amenities;
empowering the communities in the effective management of their
localities. The third important aspect is the creation of work
environment and career structure in every Urban Local Government so as to attract and motivate the best talent-professionals, technicians and managers.

The Community-based organisations and Non-Governmental organisations, which function as parallel institutions to local self-governing units and guards the interests of the citizens, play a decisive role as a new tier in urban governance. The competitive ability of these units has to be encouraged through legislative deregulation and incentives to enable them to play a better role.

There are many stakeholders in urban development and urban development management whose capacity building should be a continuous, flexible, need-based process. There are institutions, which are specialized, in providing capacity building services. These institutions play an important role in human resource development. (E.g. Indian Institute of Public Administration, and Human Settlement Management Institution, New Delhi, All India Institute of Local Self-Government, Mumbai, Regional Centre for Urban and Environmental Studies, Hyderabad, Administrative Staff College of India, Hyderabad, Engineering Staff College of India, Hyderabad etc). The role of these training institutions is stymied by their inability to keep pace with the prevailing conditions of radical and rapid change taking place in urban areas.

The concern of training institutes is to identify the training needs, arrange for exposure of Urban Local Governments to new techniques in development and management, deviate from their outmoded traditions, insertion and lack of content with the real and fast changing needs and objectives of municipal government
and keep pace with their new responsibilities. The training institutes have to initiate changes in their approach to urban administration and formulate strategies for urban development, help the Urban Local Governments to initiate and implement managerial and structural changes needed for their effective functioning as full-fledged Local self-government units.

The training centres have to be centres of excellence in urban issues such as urban protected water supply, sanitation, traffic management, good urban governance, municipal finance, urban housing, infrastructure development etc. The centres should function as urban planning habitats wherein experts in different branches of urban administration can experiment with new layouts, building materials, landscaping, heritage preservation etc.

**Training of Urban managers for skill upgradation**

Training the urban managers and the municipal staff involved in grievance redressal and service delivery is a prerequisite particularly in these days of deteriorating administrative standards and the inadequate comprehension of the stakeholders of urban management about the role they have to play in regard to efficient urban governance. Training for specialisation in the particular line of activity enables the trained officials perform their task better. Training should be imparted in the following directions:

(a) There should be a closer link between training and operational programmes and projects in order to offer field experience to trainees. The trainees should be enabled to undertake particular tasks within their work organization.

(b) Training programmes should be geared to whole institutions, instead of training isolated individuals.
The training modules should be so designed as to aim at transforming the overall competence and style of organizations.

(c) Training should aim at analytical and problem-skills rather than concentrating on professionally-oriented standards and techniques.

(d) Training should reorient professionals to a management role in Plan implementation rather than mere plan preparation.

(e) Training implications in the development of new approaches to management should be concerned more with enabling rather than with direct provision which implies the need for new skills in communication, response to and support for community and individual initiatives. Training is also required in new skills in revaluation, monitoring, quality assurances etc.

(f) Training should aim at the output value of training programme. This implies the need for training programme to be tailored precisely to the specific needs of a particular situation; this involves a great deal of preparation, research and material gathering. There is a need for rigorous selection of trainees according to suitability and relevance to the course, and for participants to be given adequate time to prepare for training.

(g) New infrastructure has to be constructed and handed over to another agency which has no funds for maintenance.
References


6. G.Sai Prasad, op. cited, p