



CF Item = Barcode Top - Note at Bottom =  
CF\_Item\_One\_BC5-Top-Sign

Page 2  
Date 3/10/2004  
Time 12:39:14 PM  
Login jtran



CF-RAI-USAA-DB01-EV-2004-00180

Full Item Register Number [Auto] **CF-RAI-USAA-DB01-EV-2004-00180**

Ext Ref: Doc Series / Year / Number **EVL/EDB/IND/1992-0321**

Record Title

**India - Training Need Assessment of Municipal Functionaries for Urban Basic Services for the Poor - 1 of 2**

Date Created - on item  
3/10/2004

Date Registered in RAMP-TRIM  
3/10/2004

Date Closed

Primary Contact  
Owner Location  
Home Location  
Current Location

Evaluation Office, UNICEF NY-HQ = 5128  
LIR, Floor 01, Room 01, Aisle 01, Shelf 296, Level 01, Position 3R  
Evaluation Office, UNICEF NY-HQ = 5128

1: In, Out, Internal, Rec or Conv Copy  
Fd2: Sender or Cross Reference  
Fd3: Doc Type of Format

Container Record [Folder]  
Container Box Record (Title)

CF/RAF/USAA/DB01/2002-07800  
India - Training Need Assessment of Municipal Functionaries for Urban

Nu1: Number of pages  
0

Nu2: Doc Year  
0

Nu3: Doc Number  
0

Full GCG File Plan Code

Da1: Date Published

Da2: Date Received

Da3: Date Distributed

Priority

If Doc Series?:

Record Type A01 EVAL Item

Electronic Details

No Document

Electric [wasDOS] File Name

Alt Bar code = RAMP-TRIM Record Num : **CF-RAI-USAA-DB01-EV-2004-00180**

Notes

Print Name of Person Submit Images

Signature of Person Submit

Number of images  
without cover

JOHN TRAN

30

5

**Training Need Assessment  
of  
Municipal Functionaries  
for  
Urban Basic Services for the Poor**

*Consultant*

*Mr. G. L. NAG*

*Sponsored by*

Director Local Bodies, Govt. Of Rajasthan

*Conducted by*

Indian Institute of Rural Management, Jaipur

*Supported by*

**unicef**

JUNE , 1992



Training Need Assessment  
of  
Municipal Functionaries  
for  
Urban Basic Services for the Poor

## P R E F A C E

Since 1989 , urban poverty alleviation package has been formulated by Ministry of Urban Development . This package consists of number of programmes such as , Urban Basic Services for Poor (UBSP) , Nehru Rozgar Yojna (NRY) , Low Cost Sanitation scheme (LCS) , scheme of Night shelter for foot-path dwellers and scheme , of Environmental Improvment of Urban Slums (EIUS) .

Implementation of the above mention schemes call for development of a well knit team of fonctionnaries belonging to different specialist departments with Local Body as nodal agency . This underscores the need for a well designed system of training .

The Local Body at the town level and District Urban Development Authority (DUDA) at district level have to coordinate and implement the entire package. As such , there is a need for capacity building and skill development of different fonctionnaries of all the related departments. However , for developing a suitable package for training , Director , Local Bodies and UNICEF , Jaipur , decided to carry out the Training Needs Assessment of the Municipal Fonctionnaries for UBSP .

UNICEF , field office . Rajasthan . Jaipur , has entrusted us the resposibility of carrying out the Training Need Assessment Study .

Mr. G.L. NAG , ( Retd. ) Additional Chief Engineer , PWD , with expertise in UBSP programme , has assisted us as consultant and has carried out the above referred study . He visited 24 municipal towns , interveiwed various categories of municipal fonctionnaries and has come out with major recommendations and training programme for effective implementation of the UBSP .

I hope observations and recommendations made by us will help in developing appropriate training programme .

Our institute is thankful to UNICEF and Director Local Bodies for assigning us the responsibility for carrying out the training need assessment study .

We are also very much thankful to Mr. G. L. NAG who has put in untiring efforts for carrying out the study.

T.P. JAIN  
Executive Director  
Indian Institute of Rural Management

## EXECUTIVE SUMMARY

The urban development ministry has formulated guidelines for training of functionaries associated with implementation of the UBSP scheme. The guidelines envisage training of functionaries at different levels i.e. senior / middle / grass-root-levels , and includes officers of all concerned deptts. and project staff . Considering the importance of functionaries such as , Commissioner / Executive Officers , Engineering Officers and Health Officers of the municipalities in implementation of UBSP scheme , UNICEF field office , Rajasthan , agreed for a Training Need Assessment study to document the present educational status of municipal staff, their attitude towards development works and to suggest training programme for the municipal functionaries for implementation of the UBSP scheme.

The training need assessment survey covered 24 municipal towns including 14 towns where the UBSP scheme is in operation. During the survey Chairman/ Administrator, Commissioner / Executive officer, Executive /Assistant / Junior Engineers, and Health Officers/ Sanitary Inspectors were interviewed. In-depth discussions were also held with Chairman/ Administrator, and Commissioner/ Executive Officer working in the towns surveyed .

This report gives a comprehensive view of municipal functionaries and covers the following areas :--

- 1) Status of Local Bodies in Rajasthan.
- 2) Length of service of the functionaries in Local Bodies.
- 3) Educational and professional qualifications of the

functionaries.

- 4) Different types of trainings received.
- 5) The most important and less important areas of municipal working.
- 6) Constraints faced during execution of works and actions taken to solve the same.
- 7) Response from Chairman / Administrators for training of the municipal functionaries.

One important fact which has emerged from this study is that there is no provision for foundation training / departmental test in the Service Rules of these officers as provided in the service rules for all other State- Services. Another important fact is that all the Executive officers who were provided UBS training, at the time of starting the UBSP programme in 86-87, have been transferred and none of the officers working in the project towns are trained for UBSP scheme.

The Commissioners / Executive officers working in the project towns need UBSP training like other district / town level functionaries. The training programme may be designed to aim at generating confidence and improving the present skill and knowledge required for discharge of their duties in the Local Body. A six day training programme has been proposed for Commissioners / Executive officers, and Engineering officers. The training schedule for Commissioners / Executive officers / Engineering officers is outlined in chapter VIII.

The Health officers / Sanitary Inspectors are not directly related to the implementation of the UBSP programme and as



such they may be provided a two days orientation programme so that they turn out a good helping hand to project functionaries in approaching the target groups and communicating the project messages .

Without the active involvement / support of the Chairman / Administrator , no programme can be successful in the town. A two day orientation training programme is suggested for them .

Since the RMS officers are transferable in the state, the proposed training of Administrative and Engineering officers of RMS cadre may be provided to all the officers working in the state in a phased manner so that such officers as and when posted in the project town , may work efficiently .

## C O N T E N T S

	PAGES
1. INTRODUCTION	1-5
2. STATUS OF LOCAL BODIES IN RAJASTHAN	6-9
3. IDENTIFIED TRAINING NEEDS OF COMMISSIONERS AND EXECUTIVE OFFICERS	10-16
4. IDENTIFIED TRAINING NEEDS OF ENGINEERING OFFICERS	17-21
5. IDENTIFIED TRAINING NEEDS OF HEALTH OFFICERS AND SANITARY INSPECTORS	22-25
6. CONCLUSIONS AND RECOMMENDATIONS	26-29
7. PROPOSED 6 DAYS TRAINING PROGRAMME FOR COMMISSIONERS / EXECUTIVE OFFICERS / ENGINEERING OFFICERS	30-36a
8. PROPOSED 2 DAYS ORIENTATION PROGRAMME FOR CHAIRMAN / ADMINISTRATORS	37-39
9. PROPOSED 2 DAYS ORIENTATION PROGRAMME FOR SANITARY INSPECTORS	40-42
ANNEXURES	
1 DISTRICT AND CATEGORYWISE LIST OF MUNICIPALITIES FUNCTIONING AND ABOLISHED	43-45
2 SOCIO-ECONOMIC INDICATORS OF SELECT PROJECT TOWNS	46-48
3 CADRE STRENGTH OF RMS OFFICERS - 1991	49
4 STATEMENT SHOWING NO. OF SANCTIONED POST AND THOSE INTERVIEWED DURING SURVEY	50
5 FINANCIAL HEALTH OF SURVEY TOWNS	51-52
6 DEMOGRAPHY OF RAJASTHAN	53
7 DATA RELATING TO PROJECT AND NON PROJECT TOWNS	54
8 SET OF QUESTIONNAIRES UTILISED IN SURVEY	55-60

TRAINING NEED ASSESSMENT OF  
MUNICIPAL FUNCTIONARIES FOR  
EFFECTIVE IMPLEMENTATION OF  
URBAN BASIC SERVICES FOR POOR

CHAPTER — I

INTRODUCTION

The scheme of Urban Basic Services (UBS) was being implemented during the VIIth Five Year Plan (1986-90) in 168 towns located in certain selected districts of the country. This was aimed at promoting activities geared to women and child survival and development such as immunization, supplementary nutrition, skill upgradation and income generating activities; low cost water supply and sanitation and developing community structures for articulating the felt needs of the urban poor. In the light of experience gained during the VIIth plan, this scheme has been revised and is now known as "Urban Basic Services for the Poor" (UBSP). The UBSP is based on the principle of convergence. Whenever resources are available under the scheme of other Government departments, these are to be converged and pooled with resources available under this programme with a view to providing an integrated package of physical and social amenities to the urban poor.

Effective implementation of the UBSP programme presupposes the active involvement of Municipal functionaries at various stages of implementation. As has been the experience in the past, the Municipal functionaries have an inclination to pay more attention towards revenue areas than developmental activities. Though the Government of India has provided guidelines for

training of functionaries associated with implementation of the UBSP, the training strategy and guidelines provided by Govt. of India are national in perspective and are not specific to the conditions prevalent in a state. For example the conditions prevalent in Rajasthan are peculiar and are different from most part of the other states. In this backdrop it may be seen that the guidelines are general in nature and do not provide details of specific training programme for each category of the UBSP functionaries, and the municipal staff.

The guidelines for training of functionaries associated with implementation of UBSP scheme envisages training of functionaries at different levels and include (a) MLA's, Councillors; (b) Senior level officers of state government such as Secretary/Joint Secretary/Deputy Secretary of the concerned department, District Magistrates, Directors/Deputy Directors of concerned departments, (c) Middle level officers such as CEO of DUDA specialist officers of the concerned departments; (d) Project staff such as CO, PO, AGM and District UBSP coordinators, (e) Specialist workers at grass root level; (f) Trainers on Call and (g) Resident Community Volunteers. In this scheme of training, important municipal officers such as Commissioners, Executive officers who are Chief Executives of the municipalities and are involved in this programme right from the beginning; the Executive Engineers/Assistant Engineers/Junior Engineers who are responsible for the execution of the physical amenities of this programme and the health staff i.e. Health officers/ Sanitary Inspectors who are in direct touch with slum population and can oversee the health programmes more effectively, have not been included.

The educational background and aptitude of the present municipal staff is not such which may make them conscious of their responsibilities to the town in general and municipal board in particular. Their efforts are mainly oriented towards revenue realization and maintenance of existing services. As such, the

training schedules should include such interventions which may draw their attention towards development works and specific schemes relating to urban poverty alleviation programme for the town.

Considering the above facts it was proposed to take-up a Training Need Assessment study to find out specific training inputs in terms of skill development, creating a knowledge base and obtaining positive attitudes for effective implementation of the UBSP programme. This responsibility was assigned to the Indian Institute of Rural Management, Jaipur which has a complement of faculty and consultants who specialize in TNA and UBS programme and is also the Field Training Institution under UBSP in Rajasthan.

## OBJECTIVES

The broad objective of this exercise is to identify and document the training inputs needed among various municipal functionaries to enhance their performance in the UBSP programme. The specific objectives are :

(i) To identify and document the current educational and training status of the municipal staff, their attitude towards development works, nature and extent of present duties within the UBSP programme etc.

(ii) To make pragmatic suggestions to the trainers of the UBSP programme so as to help them to design or improve and modify the training to suit the requirements of the UBSP programme.

## RESEARCH METHODOLOGY

The study utilized the following research tools :  
Three sets of interview schedules were used for:

- (1) Elected members/Administrators
- (2) Commissioners/Executive officers/Assistant Engineers/  
Junior Engineers
- (3) Health officers/Sanitary Inspectors.

These schedules have been used to gather information on personal data, knowledge and perception of UBSP programme, present training status, involvement in development works etc. The interview schedules used in this survey are attached as Annexure - 8. In depth discussions were held with Chairman/Administrator of each municipality visited and the Commissioner/Executive Officer working therein. Discussions were focussed on their perception of the UBSP programme and the role and relevance of municipal functionaries in operationalization of the UBSP.

In course of these discussions, the officers were asked to identify those areas needing skill development and or knowledge upgradation to enhance their performance within the UBSP.

At the time of the survey, 185 municipalities were functioning in the State (Annexure - 1). It was considered to include 10% of these towns in the survey. Ten municipal towns of Bhilwara and Banswara districts were taken under UBS programme in 1986 and 13 municipal towns of Jaipur and Dholpur districts have been included in this programme in 1990. Keeping in view the possibility that the UBSP programme is extended to more districts in near future, the survey included 14 project towns namely Jaipur, Sanganer, Chaksu, Bagru, Chomu, Dausa, Dholpur, Bari, Bhilwara, Gangapur, Mandal, Asind, Gulabpura, Shahpura, and 10 non project towns namely Alwar, Bharatpur, Newai, Tonk, Ajmer, Chittorgarh, Reengus, Sikar, Laxmangarh and Fatehpur. The percentage of project towns included with regard to total number of UBSP project towns of the state is 100.0% . 100.0%, 66.67% and 46.15% respectively for class I, Class II, Class III and Class IV towns as mentioned in Annexure - 7.

The operational deficiency of the study has been that it could cover only 11 Chairman, 6 Administrators, 1 UBS district coordinator, 4 Commissioners, 12 Executive officers, 2 Executive Engineers, 2 Assistant Engineers, 11 Junior Engineers, 4 Health Officers, 1 Chief Sanitary Inspector cum project officer, and 10 Sanitary Inspectors. Many officers were not available at the head quarter at the time of the study as they were either transferred or had proceeded on leave or were out on duty. In some cases all the posts sanctioned were not filled-up. The number of sanctioned posts for different categories and those interviewed during the survey are detailed in Annexure - 4.

## CHAPTER - II

### STATUS OF LOCAL BODIES IN RAJASTHAN

Nearly all the state capitals of covenanting states of Rajasthan, and number of other major towns had the system of Local Bodies for providing services in the field of sanitation, street lighting, roads, drains and water supply. In 1959 Rajasthan Municipalities Act was introduced to consolidate and amend the laws prevalent in different parts of the state. Municipalities were established in all the local areas having a population more than 8000 inhabitants and have been divided in 4 categories/classes according to their population as under :

1. Municipal council/Municipal Board class I      Towns having a population of more than 50,000
2. Municipal Board class II      Towns having a Population from 25001 to 50,000
3. Municipal Board class III      Towns having a Population from 15001 to 25,000
4. Municipal Board class IV      Towns having a population from 8000 to 15000

At the beginning of the current year, 198 Municipalities were working in the state. The state government has recently abolished 24 municipal boards considering their financial viability but 11 of them approached the courts of law and obtained stay orders. Thus 185 municipalities are functioning at present. A district and category wise list of municipalities functioning and abolished is appended at Annexure - 1

The population of Rajasthan has increased to 438.8 lakhs in 1991 which is slightly less than 3 times its population



in 1951. Though 1981-91 decade has an increase of 28.07% against All India increase of 23.5% . yet it is appreciably lower than the 1971-81 increase of 32.97% . In 1981 the urban population of Rajasthan showed decadal increase by 59.01% but during 1981-91 it was only 39.70% . It is interesting to note that annual rate of increase of urban population in Rajasthan during the decade ending 1991 has dropped from 0.34% to 0.19% whereas all India figures registered a decrease during the decade ending 1991 from 0.41% to 0.24%.

The annual rate of increase of rural population has also shown a declining trend in Rajasthan. Annexure - 6 portrays the demography of rural/urban population of Rajasthan and the All India scenario.

Socio-economic indicators of some select project towns. appended at Annexure-2 reveal that decadal increase of population in the towns is varying from 17.0% (Asind) to 66.24% (Sanganer). The maximum increase of 66.24% has been observed for Sanganer and 66.13% for Gulabpura towns. The sex ratio is varying from 842 (Bari) to 993 (Mandal) as against the state average of 913. The literacy rate for females ranges from 17.99% (Bagru) to 54.92% (Jaipur) against the state average of 20.84% and for males against the state average of 55.07% the literacy rates vary from 49.85% (Bagru) to 68.62% (Gangapur). Though the literacy rates for males and females in most of the Urban areas/towns is higher than the state average. this does not mean that the large proportion of urban population . living in urban slums . is having the same literacy rate. The above statistics however indicate the characteristic features of individual towns.

#### STATUS OF MUNICIPAL STAFF IN RAJASTHAN

The municipal staff working in municipalities may be broadly divided into three categories. The first category in-

cludes administrative and technical officers who are governed by Rajasthan Municipal Services Rules 1963. The appointing authority for these officers is the Government of Rajasthan and they can be transferred in any of the municipalities in the state. The cadre strength of these officers is detailed at Annexure-3. The duties of the administrative officers have been prescribed under section 307 of the R.M. Act 1959. The powers and responsibilities, as mentioned above, make him the Chief Executive of the municipality. The second category includes ministerial and subordinate officers and the third category includes the remaining service personels working in the municipalities.

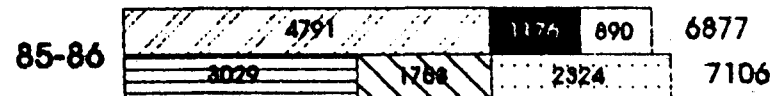
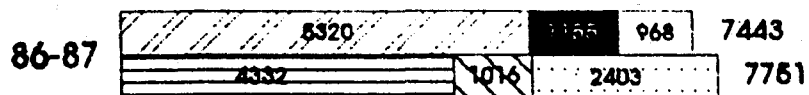
The Rajasthan Municipal Services (RMS) Rules 1963 do not have any provision for training these officers either at the start of the services or during the service period. Whereas the service rules for all other State Services in Rajasthan have specific provision for foundation training.

#### **FINANCIAL SCENARIO**

The financial condition of most of the municipalities is not sound. The main sources of income are Octroi Tax, House Tax and other Taxes; general and special grants, grants under different development schemes. The expenditure of the municipalities is increasing at much faster rate than that of the income. Pay and allowances of the staff form the major portion of the expenditure. Development works are taken-up as per availability of funds. Some of the municipalities find it difficult to disburse even the salary to their staff. The pattern of income/expenditure under the above mentioned sources/heads for the years 85-86 to 88-89 in respect of all the Local Bodies of Rajasthan is evident from the following chart. The financial health of the survey towns is detailed at Annexure - 5.

**EXPENDITURE / INCOME OF ALL MUNICIPALITIES**

Amount ( In Lakhs )



**Expenditure --**    Pay & Allowances    Dev. Works    Other Exp.

**Income --**        Other Tax            Other Taxes        Other Sources

**CHAPTER - III**  
**IDENTIFIED TRAINING NEEDS OF**  
**COMMISSIONERS AND EXECUTIVE OFFICERS**

During the TNA study 4 Commissioners and 12 Executive Officers were interviewed to assess their training needs for effective implementation of UBSP in their respective areas. The profile of these officers regarding length of service, educational background, training received, specific areas which consume major portion of the working time, constraints and difficulties experienced, is discussed in this section of the report. Training needs for effective implementation of UBSP in their own areas is also discussed.

**LENGTH OF SERVICE**

Usually the length of service spent in a particular cadre of service has its own impact in successful completion of the assigned work. Longer the duration, greater the skill and competence developed. The following table shows that all the officers have put in more than 10 years of service in Local Bodies and 68.75% of them are working for more than 5 years in the same cadre.

**TABLE - III (1)**  
**DISTRIBUTION OF COMMISSIONERS/ EXECUTIVE OFFICERS BY LENGTH OF SERVICE**

S.N.	Period of Service	Service in Local Bodies		Service in the cadre	
		No	%	No	%
1.	Less than 1 year	-	-	1	6.25
2.	1-5 Years	-	-	4	25.00
3.	6-10 Years	-	-	6	37.50
4.	More than 10 Years	16	100	5	31.25
TOTAL		16	100	16	100.00

## EDUCATIONAL AND PROFESSIONAL QUALIFICATIONS

The above category of officers possess adequate educational and professional qualifications as is evident from the following table.

TABLE - III (2)  
DISTRIBUTION OF COMMISSIONERS/EXECUTIVE OFFICERS BY EDUCATIONAL AND PROFESSIONAL QUALIFICATION

Educational Qualification	Professional Qualification				Total
	LSGD Dip	LSGD + Assessor dip	LL.B.	No Prof. Qualification	
Graduate	3	4	-	2	9
Post Graduate	1	2	4	-	7
Total	4	6	4	2	16

## TRAINING RECEIVED

The study has brought to light the fact that no foundation / orientation training has been received by any one of them. Only 1 Commissioner and 3 Executive Officers have attended two weeks, refresher course in HCM RIPA Jaipur and 1 Commissioner attended short term IUDP training as would be clear from the following table.

TABLE III (3)

DISTRIBUTION OF COMMISSIONERS / EXECUTIVE OFFICERS BY TRAINING RECEIVED

S.No.	TRAINING	COMMISSIONERS	EXECUTIVE OFFICERS
1.	Foundation training	-	-
2.	Refresher course	1	3
3.	Orientation training	-	-
4.	Training on UBS	-	-
5.	Other short term training	1	-
TOTAL		2	3

MOST IMPORTANT AND LESS IMPORTANT AREAS OF WORK

Efforts were made to ascertain which activities and areas of work consume major portion of their working hours and such activities/areas of works where they are not able to devote required time. The major portion of working time is used in sanitation work by 2 (50.0%) Commissioners and 5 (41.66%) Executive Officers ; in office work by 3 (25%) Executive Officers ; in revenue realization work by 1 (8.33%) Executive Officer and in cases pertaining to permission and sale of land by 1 (8.33%) Executive officer. At the same time 1 (25.00%) Commissioner and 2 ( 16.66%) Executive Officers have revealed that they are not able to devote required amount of time for building permission cases and 1 (25.00%) Commissioner and 1 (8.33%) Executive Officer revealed that they could not devote time for octroi checking as would be evident from the following tables.

TABLE III (4)

DISTRIBUTION OF COMMISSIONERS/EXECUTIVE OFFICERS BY AREAS OF WORK WHICH CONSUME MAJOR PORTION OF WORKING HOURS

AREAS OF WORK	COMMISSIONERS	EXECUTIVE OFFICERS
SANITATION WORK	2	5
OFFICE WORK	-	3
REVENUE WORK	-	1
PERMISSION & SALE OF LAND	-	1
NO RESPONSE	2	2
TOTAL	4	12

TABLE - III (5)

DISTRIBUTION OF COMMISSIONERS/EXECUTIVE OFFICERS BY AREAS OF WORK WHERE DESIRED TIME COULD NOT BE DEVOTED

AREAS OF WORK	COMMISSIONERS	EXECUTIVE OFFICERS
BUILDING PERMISSION	1	2
STREET LIGHT	-	1
CHECKING OF OCTROI POST	1	-
NEW PROJECTS	-	1
NO RESPONSE	2	8
TOTAL	4	12

## TRAINING NEEDS

The foregoing tables reveal that in the eyes of the Municipal Commissioners/Executive Officers, development works are neither as important as other routine works nor they are able to devote much time for them. In this backdrop efforts were made to identify the training needs of the above officers for effective implementation of the UBSP Programme in Rajasthan. The approach adopted included interaction with the concerned officials to gather their views on various training inputs which will enhance their own performance and contribution to the UBSP Programme. In addition to the above, detailed discussions were held with the elected chairmen and Administrators. The above process revealed the following functional areas needing training inputs :

1. It was pointed out by 2 Chairman that the letters received from higher authorities and other departments, are properly receipted but the letters received from public particularly those concerning grievances are neither receipted nor put up with concerned files. Disposal of the pending papers depend on the tact and skill of the Executive officers.
2. It came to light that Knowledge of General Finance and Account Rules and Public Works Finance and Accounts Rules is generally lacking. The Commissioner/Executive officer has to depend on the advise given by the Accounts officers/Accountants/Jr. Accountants posted in the municipality. As chief Executive of the municipality he feels helpless when objections are raised by the accounts branch. Training inputs specially in the area of Accounting & Financial Management would enhance their performance.
3. The financial condition of the municipalities in general is not good as they are unable to collect the due revenues. There are loopholes in the revenue collection system. Moreover all possible areas for mobilization of resources are not explored. Executive officers need training of different aspects of resource mobilization and management.
4. There is a growing tendency among the municipal staff for not reporting encroachments on-time and after a lapse of



certain time it becomes difficult to remove the encroachments. The prime-lands of the municipality are encroached and development plans are shelved.

#### **SUGGESTED TRAINING INPUTS**

It is imperative that the UBSP programme can not be implemented effectively without the active involvement of the Commissioners/Executive Officers in the programme. To obtain their involvement and contribution, the following training inputs are suggested :

##### **A . URBANIZATION AND RELATED ISSUES WITH FOCUS ON URBAN POVERTY**

This topic would cover trends in urbanization ; growth of urban population ; availability and accessibility of urban services to slum population ; status of women and children in urban slums etc. detailed coverage of factors leading to urban poverty ; present status and living conditions in the low-income urban settlements. The vicious cycle of poverty-illiteracy- ill-health-unemployment- poverty may be extensively covered.

##### **B. URBAN POVERTY ALLEVIATION PROGRAMMES**

Aims & objectives of various on-going development programmes, their contents and activities including financing pattern must be covered. Community participation in development programmes specially in slums may also be touched-up on.

##### **C. URBAN BASIC SERVICES FOR THE POOR**

The philosophy, Objectives, guiding principles, programme components, institutional frame work and the flow of finances may be covered.

##### **D. ROLE CLARITY FOR EFFECTIVE IMPLEMENTATION OF UBSP**

Roles and responsibilities of Commissioners/Executive Officers for effective implementation of UBSP must be clarified

through group discussions and panel discussions. This will go a long way in helping these officials to comprehend their importance in the overall implementation of UBSP.

#### **E. INSTITUTIONAL FRAME-WORK FOR UPA AND UBSP**

As it stands today, there is absence of conceptual clarity among these officers on various aspects of the UBSP. Therefore it is important that the institutional frame-work envisaged for operationalizing the UPA and UBSP programmes at various levels may be made clear to them.

#### **F. MANAGEMENT TECHNIQUES**

For effective implementation of the UBSP, the middle level officers such as the Commissioners/Executive officers need to be exposed to formal training in management functions such as, planning, organizing, staffing, Implementing, Co-ordinating, Monitoring etc. Scientific monitoring and evaluation as also objective reporting must also be covered.

#### **G. COMMUNITY PARTICIPATION AND INVOLVEMENT OF NGOs**

Development projects would never embrace success if they do not reflect the felt-needs of the community. Therefore, it is important that local level communities are involved from the planning stage onwards. Similarly recognizing the importance of voluntary organizations and obtaining their support would also go a long way in successful implementation of developmental programmes. Any training for middle-level officials must cover the above aspects and through participatory methods the officials must be made to identify ways and means to obtain community participation.

## CHAPTER — IV

### IDENTIFIED TRAINING NEEDS OF ENGINEERING OFFICERS

During the survey 2 Executive Engineers, 2 Assistant Engineers and 11 Junior Engineers were interviewed. Profile of these technical officers regarding length of service educational and technical qualification trainings received and difficulties experienced is detailed below. Views of the Chairman and Administrators on the training needs of these officers is also discussed .

#### LENGTH OF SERVICE

Length of service of technical officers indicate their experience and competence for execution of development works. The study has revealed that length of service of both the Executive Engineers is more than 5 years but they have put-in only 2-3 years service in the present cadre. One Assistant Engineer has put in less than 1 year service and another has put-in 3 years of service in Local Bodies whereas their length of service in present cadre is 8 years and 3 years respectively. Both the Assistant Engineers are on deputation from PWD. Five Junior Engineers have put-in less than a year's service in Local Bodies as all of them are on deputation from PWD/Irrigation Department. Six Junior Engineers are having more than 10 years service in Local Bodies. Eight (78.00%) JEN's have put-in more than 10 years service in the present cadre as would be clear from the following table.

TABLE - IV (1)

DISTRIBUTION OF TECHNICAL OFFICERS BY LENGTH OF SERVICE

LENGTH OF SERVICE (Years)	EXEC. ENGINEER		ASST. ENGINEER		Jr. ENGINEER	
	Local Body	Present Cadre	Local Body	Present Cadre	Local Body	Present Cadre
0-1	-	-	1	-	5	1
1-5	-	2	1	1	-	-
5-10	1	-	-	1	-	2
>10	1	-	-	-	6	8
TOTAL	2	2	2	2	11	11

EDUCATIONAL QUALIFICATION

The study brought out that 4 (26.6%) officers are having degree in civil engineering and 11 (73.3%) officers are having diploma in civil engineering. The minimum qualifications prescribed for Jr. Engineer is diploma in civil engineering. This shows that officers are having proper qualifications.

TRAINING RECEIVED

The study reveals that 1 (50%) AEN and 2 (18%) JEN have received foundation training as these officers are on deputation. One JEN (9%) has received UBS training when he was working as Community Organizer. One (50%) Executive Engineer and 2 (18%) JEN have received short term training. It is gathered that UBS training was not given to any of the engineering officers working in the project towns.

## DIFFICULTIES EXPERIENCED

6 (40%) Officers have expressed about difficulties observed in execution of works. The difficulties are relating to public non-cooperation, official red-tapism, public resistance about alignment of roads and drains, delay in arrangement of materials etc.

## TRAINING NEEDS

In view of the above analysis efforts were made to identify the training needs of Engineering Officers for effective implementation of UBSP Programme. The approach adopted included interaction with the concerned officials to gather their views on various training inputs which will enhance their own performance and contribution to the UBSP Programme. In addition to the above, detailed discussions were held with the elected Chairman and Administrators. The above process revealed the following functional areas needing training inputs :

1. The quality of work output is below the accepted norms but the defect lies more in the system and environment prevalent in the Local Bodies. Nothing specific can be attributed to the engineering officers.
2. The engineering officers of the RMS cadre do lack knowledge of financial rules pertaining to civil works. Training regarding knowledge of Rajasthan Municipalities (Purchase of Materials and Contract) Rules, GF & AR and PWF&R may be provided to these officers.
3. Refresher courses for these officers be arranged at regular intervals so as to impart latest knowledge of the technical subjects, amendments in concerned rules, circulars and directives of the Government.

4. Proper UBSP training regarding its activities, strategies, convergence, role of UBS functionaries and their linkage with engineering officers is also necessary so that they may participate effectively in implementation of the programme.

#### SUGGESTED TRAINING INPUTS

It is imperative that the UBSP programme can not be implemented effectively without the active involvement of the Engineering Officers in the programme. To obtain their involvement and contribution, the following training inputs are suggested :

##### A . URBANIZATION AND RELATED ISSUES WITH FOCUS ON URBAN POVERTY

This topic would cover trends in urbanization ; growth of urban population ; availability and accessibility of urban services to slum population ; status of women and children in urban slums etc. detailed coverage of factors leading to urban poverty ; present status and living conditions in the low-income urban settlements. The vicious cycle of poverty-illiteracy- ill-health-unemployment- poverty may be extensively covered.

##### B. URBAN POVERTY ALLEVIATION PROGRAMMES

Aims & objectives of various on-going development programmes, their contents and activities including financing pattern must be covered. Community participation in development programmes specially in slums may also be touched-up on.

##### C. URBAN BASIC SERVICES FOR THE POOR

The philosophy, Objectives, guiding principles, programme components, institutional frame work and the flow of finances may be covered.

**D. ROLE CLARITY FOR EFFECTIVE IMPLEMENTATION OF UBSP**

Roles and responsibilities of Engineering Officers for effective implementation of UBSP must be clarified through group discussions and panel discussions. This will go a long way in helping these officials to comprehend their importance in the overall implementation of UBSP.

**E. INSTITUTIONAL FRAME-WORK FOR UPA AND UBSP**

As it stands today, there is absence of conceptual clarity among these officers on various aspects of the UBSP. Therefore it is important that the institutional frame-work envisaged for operationalizing the UPA and UBSP programmes at various levels may be made clear to them.

**F. MANAGEMENT TECHNIQUES**

For effective implementation of the UBSP, the middle level officers such as the Engineering officers need to be exposed to formal training in management functions such as , planning, organizing, staffing, Implementing, Co-ordinating, Monitoring etc. Scientific monitoring and evaluation as also objective reporting must also be covered.

**G. COMMUNITY PARTICIPATION AND INVOLVEMENT OF NGOs**

Development projects would never embrace success if they do not reflect the felt-needs of the community. Therefore, it is important that local level communities are involved from the planning stage onwards. Similarly recognizing the importance of voluntary organizations and obtaining their support would also go a long way in successful implementation of developmental programmes. Any training for middle-level officials must cover the above aspects and through participatory methods the officials must be made to identify ways and means to obtain community participation.

CHAPTER V

**IDENTIFIED TRAINING NEEDS OF  
HEALTH OFFICERS/SANITARY INSPECTORS**

During study 4 Health officers and 11 Sanitary Inspectors have been interviewed. The questionnaire prepared for these officers was to collect information on the length of service in Local Bodies in the present cadre, educational and professional qualifications and training received as also job responsibilities associated with health related programmes. The profile of these officers observed during study is as under.

**LENGTH OF SERVICE**

Three (75%) health officers were found to be having service more than 10 years in Local Bodies and also in the present cadre; nine Sanitary Inspectors (81%) have put-in more than 10 years service in Local Bodies and also in the present cadre as is evident from the following table

TABLE V (1)

**DISTRIBUTION OF HEALTH OFFICERS/SANITARY INSPECTOR BY LENGTH OF SERVICE**

LENGTH OF SERVICE	HEALTH OFFICERS		SANITARY INSPECTORS	
	LOCAL BODY	Pr. CADRE	LOCAL BODY	Pr. CADRE
0-1 YEARS	-	-	1	1
1-5 YEARS	1	1	-	-
5-10 YEARS	-	-	1	1
10 YEARS	3	3	9	9
TOTAL	4	4	11	11



## EDUCATIONAL AND PROFESSIONAL QUALIFICATION

All 4(100%) Health officers are medical graduates and 2 (50%) are having additional diploma in public health. Eleven(100%)Sanitary Inspectors are having Sanitary Inspectors diploma.

TABLE V-(2)

### DISTRIBUTION OF HEALTH OFFICERS/SANITARY INSPECTORS BY EDUCATIONAL AND PROFESSIONAL QUALIFICATION

Education Qualification	Professional Qualification		
	MBBS	MBBS + Dip PUBLIC HEALTH	SANITARY INSPECTOR DIP.
HIGHER SEC.	2	2	7
GRADUATE	-	-	4
TOTAL	2	2	11

### TRAINING RECEIVED

One officer has received UBS training as he is working as UBS project officer in Bhilwara. He has attended number of workshops on UBS programme. The remaining 14 (93.33%) officers have not received any training after joining the service.

## **SUPERVISION OF HEALTH RELATED PROGRAMMES**

Immunization/Vaccination work is done by the medical department and the Municipal Health officers have never been required to supervise such activities. The duties of these officers are confined to sanitation work in the municipality. The Sanitary Inspectors are not professionally competent to supervise/oversee the health programmes in the urban areas.

## **OBSERVED TRAINING NEEDS OF HEALTH PERSONNEL**

The importance of active involvement and contributions from the health personnel of Municipalities for effective implementation of UBSP programme can not be undermined. Therefore it is important that the Health Officers and Sanitary Inspectors of Municipalities be exposed to short duration training in UBSP and the following areas be covered in such training.

### **A. URBANIZATION AND URBAN POVERTY**

This topic will cover areas such as the process of urbanization and related issues such as availability and accessibility to urban services specially by the slum population. Issue relating to urban poverty - illiteracy, ill health, poor sanitation and living conditions etc. Focus must be on urban services in relation to low-income settlements.

### **B. URBAN POVERTY - CAUSES AND REMEDIAL MEASURES**

Factors leading to large scale urban poverty and the extent to which rapid urbanization has contributed to this phenomenon. Present status of the living conditions in the low-income urban settlements and their consequences. Urban Poverty alleviation Programmes-an overview.

### **C. INSTITUTIONAL FRAME WORK FOR UPA AND UBSP PROGRAMMES**

An exhaustive analysis of the institutional framework envisaged at different levels alongwith an analysis of detailed functions and chain of command need be made. Participants will be made to realize where they stand in the organizational hierarchy and what are the channels for upward and downward communication.

**D. ROLES AND RESPONSIBILITIES OF HEALTH PERSONNEL UNDER UBSP**

Detailed discussions may be held on the roles and responsibilities of Health Personnel with in the UBSP programme. This must be basically a sensitization session and will provide an opportunity to the Health Personnel to know and understand their own importance for the successful implementation of the programme.

**E. UBSP PROGRAMME-APPLICATION OF MANAGEMENT TECHNIQUES**

Application of simple management techniques to plan and implement the UBSP plans must be explained to the participants to enable them to guide the local communities in carrying-out their tasks. These may include preparation of simple base-line survey schedules, conducting of surveys and filling-up of plan documents, preparation of simple project proposals; explaining the techniques of scheduling the project work, preparation of progress reports, assisting the needy in filling the necessary forms, motivating the people to shoulder the responsibilities establishing rapport with the communities etc. The techniques so imparted must be very simple and must have relevance to their day-to day work.

**DURATION**

It is recommended that a two days Orientation programme be designed based on the above recommendations.

## CHAPTER - VI

### CONCLUSIONS AND RECOMMENDATIONS

#### CONCLUSIONS :

From the foregoing profile of administrative officers of the RMS cadre working in the municipal towns following facts may be concluded.

1. The academic and professional qualifications of the officers working in the municipal towns is sufficient for their job requirements.
2. None of the officers have received any foundation training after joining the service. This is because of the fact that Rajasthan Municipal Services Rules 1963 do not have any provision for such training.
3. In the project towns the number of officers having UBS training are a few. Practically all the administrative officers, who were provided UBS training while working in the project towns, have been transferred and the present set of officers do not have the UBS training.
4. The Administrative officers need one time comprehensive training regarding financial rules relating to execution of development works in the town.
5. Commissioner / Executive officer of the town is a very important and a key functionary for implementation of the UBSP programme. The Engineering officers are no less important for implementation of the UBSP programme. They may be imparted proper training for UBSP programme.

## RECOMMENDATION :

Considering the status report of municipalities, profile analysis of the administrative /engineering officers and the conclusions drawn here before, following recommendations are made.

1. The rules governing State Services of other departments., do have a provision for foundation training which is provided immediately after joining the service. There is no such provision in the Rajasthan Municipal Services Rules 1963. It is recommended that the RMS Rules be suitably amended to provide for such training so as to bring them at par with all other State Services . A one time comprehensive foundation training programme be arranged for the RMS officers already working in the Local Bodies.

2. The Executive Engineer , Assistant Engineer . Junior Engineer posted in their respective municipalities are responsible for implementation of some of the UBSP activities such as Low Cost Sanitation schemes (LCS) , Environmental Improvement of Urban Slums (EIUS) , Integrated Development of Small and Medium Towns (IDSMT) , Scheme of Night Shelters for Footpath Dwellers. The Commissioner / Executive officer posted in the municipality has to take policy decisions and administrative actions for implementation of the UBSP programme in the town . Considering the role of the above mentioned officers for effective implementation of the said programme , a 6 days, UBSP training programme is proposed .

3. The training programme for the aforesaid category of officers be designed so as to provide for (i) knowledge regarding UBSP objectives, strategies to be followed, activities to be adopted, convergence of socio-educational facilities, organizational set up and its linkage with municipal administration and preparation of mini-plans / community-plans / town plan; (ii) generating confidence and improving the present skill and knowledge required for normal discharge of their duties in the

municipality. The suggested training programme for these officers has been detailed in the subsequent chapter - VII.

4. It is also proposed that the above training programme for Commissioner / Executive officer, Executive Engineer / Assistant Engineer / Junior Engineer may be arranged district-wise. And in such training programmes middle level officers of other departments, such as PWD, PHED, Medical & Health, Town Planning, Social Welfare, Integrated Child Development Scheme (ICDS), Women Development Programme (WDP) and Technical Education etc. may also be included so that the question of proper linkages at different levels may be sorted out and proper understanding is developed.

5. The RMS officers are transferable in the State. With the increasing importance of Urban Poverty Alleviation programmes in the urban towns, it is recommended that the above training may be provided to all the RMS officers working in the state as Commissioner / Executive Officer, Executive Engineer, Assistant Engineer and Junior Engineer. In the first phase, the officers working in the project towns be trained for UBSP programme and the remaining officers may be provided such training, subsequently, in a phased manner.

6. The Administrator / Chairman of the municipal Council / Board is required to take policy / financial decisions in the implementation of the UBSP programme. Without the active involvement of the Administrator / Chairman no programme can be successful in the town. It is proposed that a two day UBSP orientation programme may be arranged for them. Where elected municipal boards are functioning, the Chairmen of various sub committees of such boards, play important role in policy decision mechanism of the municipalities. Such chairmen of the sub-committees may also be included in the proposed two days orientation programme. The suggested training programme has been detailed in Chapter - VIII.

7. The Health officers / Sanitary Inspectors working in the Local Bodies are in direct touch with the slum dwellers i.e. the target group of the UBSP. These officers are in a better position to oversee the UBSP activities being undertaken. Though these officers are not directly related to the implementation of the UBSP programme, but they can be a good helping hand to the community organizers and other project functionaries in approaching the target groups and communicating project messages. They are, no doubt, a good media for feed-back also. It is recommended that the above officers be provided a 2 days orientation programme. In this training they may be made familiar with UBSP activities, strategies to be followed by project staff, socio-educational facilities to be provided in a convergent manner, organizational set up of the UBSP programme and methodology for preparation of mini plans. The suggested training programme has been detailed in Chapter - IX.