

**Urban Development Management  
for the formulation of the Twelfth  
Five Year Plan (2012 – 2017)**

**Report of the Working Group on  
Capacity Building**

September, 2011



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**LIST OF ABBREVIATIONS**

ATI	Administrative Training Institute
ADB	Asian Development Bank
AFD	French Agency for Development
AIILSG	All India Institute of Local Self Governance
APUSP	Andhra Pradesh Urban Services for the Poor
ASCI	Administrative Staff College of India
BEE	Bureau of Energy Efficiency
CBULB	Capacity Building for Urban Local Bodies
CDM	Clean Development Mechanism
CDP	City Development Plan
CGG	Centre for Good Governance
COE	Centre of Excellence
DEA	Department of Economic Affairs
DFID	Department for International Development
DOPT	Department of Personnel and Training
DPC	District Planning Committee
DPR	Detailed Project Report
EWS	Economically Weaker Section
GDP	Gross Domestic Product
GOI	Government of India
HPEC	High Powered Expert Committee
ICT	Information, Communication and Technology
IEC	Information, Education and Communication
IIPA	Indian Institute for Public Administration
IRMA	Independent Review and Monitoring Agency
ITI	Industrial Training Institute
JNNURM	Jawaharlal Nehru Urban Renewal Mission
KM	Knowledge Management
KSUDP	Kerala Sustainable Urban Development Project
LIG	Lower Income Group

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MIS	Management Information System
MOA	Memorandum of Agreement
MOHUPA	Ministry of Housing and Urban Poverty Alleviation
MOUD	Ministry of Urban Development
MPC	Metropolitan Planning Committee
NE	North - East
NERUDP	North Eastern Region Urban Development Programme
NIRD	National Institute for Rural Development
NIUA	National Institute of Urban Affairs
NMT	Non-Motorised Transport
NNRC	National Network Resource Centre
NUSP	National Urban Sanitation Policy
NUWA	National Urban Water Awards
O & M	Operation and Maintenance
PA & OE	Planning, Administrative and other Expenses
PEARL	Peer Experience and Reflective Learning
PHE	Public Health Engineering
PIU	Project Implementation Unit
PMES	Programme Monitoring and Evaluation System
PMU	Project Management Unit
PPP	Public Private Partnership
PRI	Panchayati Raj Institutions
RCUES	Regional Centres for Urban and Environmental Studies
RSWM	Regional Solid Waste Management
RUIDP	Rajasthan Urban Infrastructure Development Project
SFC	State Finance Commission
SIRD	State Institute for Rural Development
SLB	Service Level Benchmarking
SLNA	State Level Nodal Agency
TNUDP	Tamil Nadu Urban Development Project
UD	Urban Development

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ULB	Urban Local Body
ULCRA	Urban Land Ceiling and Regulation Act
UNDP	United Nations Development Programme
URL	Urban Resource Link
WG	Working Group
WSP – SA	Water and Sanitation Program – South Asia

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## CHAPTER 1 INTRODUCTION

### 1.1 INTRODUCTION

The Planning Commission constituted a Working Group (WG) on Capacity Building for the 12<sup>th</sup> Five Year Plan (2012-2017) under the Chairmanship of Dr. M. Ramachandran, Ex - Secretary (UD) (*Annexure - I*). The terms of reference for the Working Group are as follows:

- To critically evaluate the progress achieved under 11<sup>th</sup> plan in Capacity Building and set the goal to be achieved in 12<sup>th</sup> plan period.
- To estimate the financial outlay required to achieve the goal. To determine the gap in capacity in specific areas and suggest measures to remove them.
- To develop a set of clear deliverables for any capacity building exercise to ensure its effectiveness.
- To suggest measures to create adequate capacity for ramping up the e-governance programme.
- To examine the schemes currently implemented for capacity building and suggest their convergence to ensure a focused approach and to avoid duplication.

The Working Group met on 13<sup>th</sup> May, 2011, 10<sup>th</sup> August, 2011 and 14<sup>th</sup> September, 2011 received comments and suggestions from a small group of urban leaders and finalised the report on the basis of these deliberations.

### 1.2 MAJOR ISSUES IN CAPACITY BUILDING

Urban India is growing and in the times to come, it is likely to grow faster. India's urban population which was 285 million as per census 2001 has been provisionally projected at 377 million as per census 2011. The number of towns has increased from 5161 to 7935. The number of urban local bodies which was 3700 in 2001 is likely to be 4041 in 2011. The total number of elected representatives in the urban local bodies as on date is 68723<sup>1</sup>. *Annexure - II* gives the details. The total revenue of the urban local bodies during the year 2007-08 was Rs. 44429 crore out of which the own revenue accounted for Rs. 23521 crore<sup>2</sup>. The municipal bodies in India are faced with the problem of poor finances. The own revenue generated by ULBs across the country accounts for only 0.5 % of GDP and this varies from a measly Rs. 38 in Orissa to Rs. 2600 per

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<sup>1</sup> State of women in urban local government-India Report, UNESCAP

<sup>2</sup> The Thirteenth Central Finance Commission Report 2010

capita in Maharashtra. The total revenue of ULBs accounts for only 0.94% of GDP (2007-08). This is very small compared to 6% in South Africa and 7.4% in Brazil. The low percentage of revenue and expenditure in ULBs is hurting the competitiveness of cities and consequently national economic growth.

The 74<sup>th</sup> constitutional amendment act (CAA) envisaged creation of vibrant urban local bodies which would be empowered with funds, functions and functionaries. The intent of the 74<sup>th</sup> CAA can be realized only through the implementation of various governance, institutional, financial and administrative reforms which will pave the way for enhancing service delivery and effective local governance. The reforms can be categorized as Governance and Institutional, Process, Fiscal and Citizen centric reforms. Some of these reforms which were prioritised in the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) were as follows:

**Governance and Institutional Reforms** - Constitution of District Planning Committee and Metropolitan Planning Committee, Transfer of 12<sup>th</sup> schedule functions, encouraging Public Private Partnership, Introduction of computerized process of registration of land and property, Repeal of Urban Land Ceiling Regulation Act

**Process Reforms** - Byelaws on Reuse of Recycled Water, 100% cost recovery (Solid waste), 100% cost recovery (Water Supply), Administrative Reforms, E- Governance set-up, Earmarking 25% developed land in all housing projects for EWS/LIG, Introduction of Property Title Certification System, Property Tax (90% Collection efficiency), Reform in Rent Control, Revision of Building Bye laws - Mandatory Rainwater Harvesting in all buildings, Revision of Building Bye laws - streamlining the Approval Process, Simplification of Legal and Procedural framework for conversion of agricultural land for non-agricultural purpose and Structural Reforms.

**Fiscal Reforms** - Internal Earmarking of Funds for Services to Urban Poor, Property Tax (85% Coverage), Implementation of Accrual based Double Entry Accounting and Stamp duty rationalization to 5%.

**Citizen Centric Reforms** - Community Participation Law and Public Disclosure Law

**While reforms serve the purpose of institution building, project implementation is equally important, especially given the fact that service levels are extremely low in the country. It is also necessary for local governments to be able to respond to emerging challenges in areas such as disaster management and climate change.**

Sub-optimal performance in respect of projects as well as reform during the implementation of the JNNURM has highlighted the lack of capacity. The report on “India’s urban awakening: Building inclusive cities, sustaining economic growth” by McKinsey Global Institute (April 2010) states that “While the JNNURM has had some success in building physical capacity, it needs to invest more in financial and human capacity. Many states and cities have been unable to leverage available funds or implement reforms because of a lack of local capacity and technical

expertise”. The report also states that “many states and cities have been unable to leverage funds or implement reforms, mainly because of a lack of local capacity and technical expertise (e.g. the ability to prepare detailed project reports and making changes to the property tax regime)”. The High Powered Expert Committee (HPEC) Report on the Urban Infrastructure and Services (2011) has also expressed serious concern over lack of the capacity in Urban Local Bodies. The requirements for Capacity Building in terms of Demand – Supply gap is high not only on account of the number of people to be trained but also in terms of the competencies of the personnel required if the intended governance and service delivery standards are to be achieved.

Based on an analysis of the experience of implementing various reforms as well as infrastructure programmes, some of the key areas where capacity gaps have been identified include Urban Management and Administration, Financial Management including land and its monetization, Accounting & Revenue Mobilisation, Service Level Benchmarking, Development and Implementation of PPP Projects, Information Technology, Performance Management, Urban Planning, Architecture, Transport Planning & Heritage Conservation, Socio-Economic Development, Public Health Engineering, Operation and Maintenance, Project Implementation & Monitoring, Contract Management. *Annexure - III* gives the details of the capacity gaps. Short term re-training of lower level municipal staff and concepts such as “just in time” delivery needs to be emphasized. In addition, certain specific skills will be required to address issues identified under the National Mission for Sustainable Habitat. These would include augmentation of capacity for construction of buildings, certification of green buildings, transport planning and land use integration, implementation and certification of efforts in areas such as rain water harvesting, recycling and reuse of waste water, waste recovery, disaster management, identification and implementation of measures related to adaptation in the context of climate change.

***Capacity Building for better cities is the effort to strengthen and improve the abilities of personnel and organizations to be able to perform their tasks in a more effective, efficient and sustainable manner. It needs to be appreciated that capacity building is a long term and ongoing effort which needs to be institutionalised in the planning and implementation process starting from the ULB to state to the central level programs. Capacity Building needs to be a continuous and ongoing initiative whose aim is to improve and facilitate the skill sets and processes involving human and other perceivable inputs. There is a need to calibrate and benchmark continuously against measurable indicators over a period of time in order to make course corrections to achieve the desired results.***

The major constraint in the area of Capacity Building is the **lack of explicit demand** for Capacity Building. Capacity Building has been so far accorded very low priority and is largely limited to administrative training. Demand is limited, sporadic and event based with no evidence of systematic planning, resource allocation or execution of skill enhancement programmes. An Organizational Development Strategy at the State and ULB level is lacking. This is exemplified

by the absence of formal structures, comprehensive cadre and cadre rules, staffing norms, procedures, job descriptions, pay scales and introduction of new technologies. Shared norms and values amongst staff, commitment to vision and mission, management styles and budgetary support are also low. Communication channels with the private sector and civil society are not very effective. Issues such as autonomy to plan and govern cities, professional skills (technical and managerial) needed for city management, skill development of cutting edge staff, capacity building of elected representatives have been paid scant attention.

Lack of **credible supply side** institutions is also a critical issue. In the current context of rapid urbanisation, the challenges in urban management require not only specialised knowledge but also experiential learning to tackle the challenges faced by urban managers in managing the city. The lack of supply side capacity is particularly acute in certain regions and in certain areas of specialization. At the State or City level, very few Institutions are capable of meeting the capacity building needs of the urban local bodies on all the aspects. There is an absence of the following:

- quality resource materials,
- trainers who can impart cutting edge technical skills required for the technical manpower for the needs of the ULBs to equip them on reform and project implementation; and
- data on capacity requirement for achieving service delivery standards

The Institutions at the State level (*Annexure - IV*) are mainly Administrative Training Institutes, whose focus is on general administration rather than on urban management. Training is primarily classroom based and not suitable to the requirements of Urban Managers who need special attention to hone their skills based on best practices and the latest technological advancements.

The significance of capacity building in the urban sector is exemplified in the observation contained in the Report on the Mid-term Appraisal of the Eleventh Five Year Plan (2010) *“so far central assistance has been directed towards the hard infrastructure while improvements in the soft infrastructure have been stated as conditions for the cities and states to fulfil mostly on their own. Much more emphasis should now be on proactive assistance to cities and states to build their soft infrastructure”*. The report identifies governance, financing, planning, professionalization of service delivery and accelerating the development of local capacity and knowledge as key buildings blocks to strengthen the urban sector reforms process and improve capacities for management and local governance. Building personnel as well as institutional capacities is imperative to the successful management of the complexities of urban development. The High Powered Expert Committee (HPEC) Report on Urban Infrastructure and Services (2011) has pointed out that “JNNURM provided for capacity building on demand and found few

takers. The time available before the launch of the successor to the JNNURM should be used by the Government of India to help the states and ULBs to rebuild the basic structures of local government institutions by putting staff in place and by preparing the ground work for training. This period should be used for developing standards/templates.” The committee has made the following recommendations:

- To start a campaign of capacity building for the ULB’s and State Governments.
- Set up five Indian Institutes of Urban Management through partnership between the Government of India, state governments and the private sector, either anchored in existing IIMs or as standalone institutions of excellence.
- Lateral hiring of professionals into the municipal cadre for fostering professionalism.
- Infuse funds and new talent into existing Schools of Urban Planning.
- Promote think tank initiatives in urban policy through Centres of Excellence/Innovation in existing institutions.
- Create a Reform and Performance Management Cell (RPMC) in the Government of India (and at state level and in large cities) with a multidisciplinary team undertaking activities such as providing technical assistance to state governments, regulators, and ULBs in planning, finance, operations, and monitoring of urban programmes, encouraging projects under PPPs through model concession agreements, database, knowledge sharing, etc and creating a dedicated Municipal Information Unit to collect, collate, and analyze comparable data on municipal services and finances on an annual basis.
- Train 300 officers from the Indian Administrative Services (IAS) and other central services annually as urban specialists and place them systematically through deputation in cities and towns.
- Build/Reform Municipal cadres in all states with recruitment into the cadre at entry level through a competitive examination.
- Provide flexibility in lateral hiring of professionals with special skills into the cadre.
- Develop dedicated IT cadre with a Chief Information Officer for the larger cities

The Second Administrative Reform Commission in its report “Local Governance-An Inspiring journey into the future” has made the following recommendations on Capacity Building.

- State Governments should encourage local bodies to outsource specific functions to public or private agencies, as may be appropriate, through enabling guidelines and support. Outsourcing of activities should be backed by development of in-house capacity for monitoring and oversight of outsourced activities.
- Comprehensive and holistic training requires expertise and resources from various subject matter specific training institutes. This can be best achieved by ‘networking’ of institutions concerned with various subjects such as financial management, rural

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development, disaster management and general management. This should be ensured by the nodal agencies in State Governments.

- A pool of experts and specialists (e.g. engineers, planners etc.) could be maintained by a federation/consortium of local bodies. This common pool could be then accessed by the local bodies whenever required for specific tasks.

## CHAPTER 2

# REVIEW OF SCHEMES, PROGRAMS AND ACTIVITIES UNDERTAKEN DURING THE 11<sup>TH</sup> PLAN

### 2.1 GOVERNMENT OF INDIA LEVEL

#### 2.1.1 PRE-JNNURM

Prior to the launch of the JNNURM, Capacity Building efforts comprised the following components.

##### I. Public Health Engineering Training Programme

This plan scheme was started by the Ministry of Urban Development (MoUD) in 1956 with the objective of providing training to in-service Engineers and Para Engineering Staff of the various State Public Health Engineering Departments, Water Supply and Sewerage Boards, Urban Local Bodies etc. The following training programmes have been introduced and are being conducted through research & academic Institutes and field departments:

1. Post Graduate Course in Public Health Engineering/Environmental Engineering
2. Short Term Course in Public Health Engineering/Environmental Engineering
3. Refresher Courses on various aspects of design, construction, operation and maintenance of water supply and sanitation facilities including Solid Waste Management.

The expenditure on the scheme during the 11<sup>th</sup> plan period (up to 31<sup>st</sup> March 2011) was Rs 1.90 crore. Up to 31<sup>st</sup> March 2011, 2610 persons participated in the post graduate programme, 2594 persons participated in the short term course and 30319 persons participated in the refresher courses.

The impact of the programme has not been as high as intended and the supply exceeds the demand. However, there is a significant lack of trained capacity in the area which has a negative impact on service delivery. Accordingly, the Working Group recommends that the Training Programme be continued with modifications. Some of the measures that could be taken to stimulate demand include increasing the rate of stipend, increasing the number of recognised institutions and linking participation in the PG course to career prospects. Details of the Public Health Engineering Training Programme are given at *Annexure - V*.

##### II. Training of Elected Representatives

Urban local bodies/municipalities play an important role in the planning and development of urban areas. The municipalities in India are confronted with a number of problems, such as inefficiency in the conduct of business, ineffective participation by the weaker sections of the

population in local governance, weak financial condition, lack of transparency in the planning and implementation of projects, etc., which affect their performance adversely. Elected representatives of ULBs have to play a major role in ensuring proper service delivery to citizens. Performing the responsibilities of an elected representative needs considerable expertise and knowledge. Therefore, they require systematic training pertaining which would enable them to discharge their duties and responsibilities effectively without losing time. For this purpose MoUD, provides financial assistance under its plan budget to State Governments, specifically for training of elected representatives in the urban local bodies. Under this scheme, the State Governments are required to nominate one State-level institute to conduct the training programmes of three days duration. State Governments are provided with lumpsum financial grants @ Rs.2,500\* per day per participant. Also, financial assistance (maximum Rs. 50,000) is provided to States for preparation of training modules. The expenditure on this account during the 11<sup>th</sup> plan period was Rs. 4.15 crore.

The demand from the states for assistance has not been very high. However, the relevance of such a training programme cannot be denied. It is well known that informed and committed political leadership can provide a very big impetus in bringing about change. An impact study of the 74<sup>th</sup> Constitutional Amendment by the RCUES Mumbai found that the absence of well informed local leadership is the biggest obstacle to improve the performance of urban local bodies. The study observed that a large number of elected members are first time entrants to local bodies. Hence, it is necessary that they get a proper orientation about the working of municipal administration and service delivery mechanisms at the city and ward level. The study has also stated that there is a need for special emphasis on the training needs of women elected representatives for gender mainstreaming in local government policy making and service provision. A study by the National Institute of Urban Affairs (NIUA) has recommended that the training for women representatives should focus on topics such as legal rights, duties and responsibilities, management and leadership skills, plan formulation and implementation etc. Therefore, the Working Group strongly recommends that this programme be implemented in a more intensive and meaningful manner.

### **III. Regional Centres for Urban and Environmental Studies**

The Regional Centres for Urban and Environmental Studies (RCUES) at Lucknow, Hyderabad, Mumbai and the Centre for Urban Studies (IIPA), New Delhi were established in 1968 with the purpose of meeting the training and research needs in the urban sector in various States. These centres assist the State Governments in disseminating information about the various policies and programmes of Ministry in the field of urban governance and also undertake research activities and organise training courses, seminars, workshops and conference, etc. on topics relating to Local Self Government, Urban Development, Urban Management, Water Supply & Sanitation, Property Tax, Municipal Audit and Accounting, Public Housing and Low Cost Sanitation and Urban Poverty Alleviation programmes etc. The expenditure on these centres which is met from

the non plan budget of the MoUD during the 11<sup>th</sup> plan period up to 31<sup>st</sup> March 2011 was Rs. 21.26 crore. The details of the training programmes conducted by these centres are given in *Annexure – VI*. It has been found that the centres are not able to respond completely to the requirements of the MoUD and the capacity needs of the states within their catchment area. There is a need for the Ministry to evolve a clear set of deliverables in consultation with the centres as well as the state governments.

#### **IV. National Institute of Urban Affairs**

National Institute of Urban Affairs (NIUA), New Delhi is a premier institute for research, training and information dissemination in urban development and management established in 1976 as a registered society. The establishment expenditure of the institute is met by the Ministry of Urban Development from its non plan budget. The total expenditure during the 11<sup>th</sup> plan period was Rs 10.58 crore. The institute provides policy prescriptions, innovations for better local governance, information and training inputs to all those concerned with improving the living conditions and quality of life of urban residents. The important assignments taken up by NIUA during the last four years are monitoring of the reform agenda under the JNNURM, the Financial Institutions Reform and Expansion project, National Strategy for the Urban Poor, Tracking of SFC and CFC grants in certain states. However, it is found that the Institute is not able to respond in sufficient degree to the needs of the sector in terms of policy support and development of resources for higher end Capacity Building needs.

#### **V. Research and Capacity Building in Urban and Regional Planning**

The purpose of this plan scheme is to initiate, formulate and assist research under various components of urban development. For this purpose, grants-in-aid are released to various recognized organizations/institutions, especially governmental organizations/autonomous bodies under the Government and institutions for conducting research projects/studies, seminars, workshops, training programmes, etc. During the 11<sup>th</sup> plan period eighteen proposals were sanctioned. The total expenditure was Rs. 3.25 crore. There is a need for greater focus in the selection of areas and action oriented research. The Working Group recommends that this component be continued. However, the research studies should be such that they are of direct and immediate relevance to the challenges in urban service delivery and governance.

#### **VI. Central Public Health and Environmental Engineering Organisation (CPHEEO)**

The CPHEEO is the technical arm of the MoUD responsible for overall support for the urban water supply and sanitation sector which includes formulation of manuals and standards, appraisal of projects, formulation of schemes, monitoring of schemes etc. With the increasing importance of this sector from the perspectives of service delivery as well as sustainability and

given the overall growth of Urban India, the available manpower is far too little to be able to make a meaningful difference. There is a need for strengthening the organization.

## **VII. Town and Country Planning Organisation**

The Town and Country Planning organization is a subordinate office of the MoUD and is responsible for policy in the area of formulating Master Plans, urban design projects, tourism development plans, regional plans, empirical research studies in topical areas, manuals and guides on various aspects of planning and development, monitoring and evaluation of central sector schemes, information system, urban mapping, urban and regional development policies, development law etc. Given the vast challenge in the area of urban planning and acute shortage of capacity, there is a need to strengthen the organization.

### **2.1.2 CAPACITY BUILDING UNDER JAWAHARLAL LAL NEHRU NATIONAL**

#### **URBAN RENEWAL MISSION**

With the launch of the JNNURM, capacity building efforts received a significant boost in terms of scale as well as scope. Though the scheme guidelines permitted utilization of an amount up to 5 % of the total outlay of the Mission for capacity building (Rs. 5,400 crore approximately), the actual allocation was only Rs. 1,619 crore. The entire expenditure is met out of the plan budget. The details are as given below:

#### **Urban Infrastructure and Governance Component (UIG)**

##### **I. City Development Plan, DPR Preparation**

Toolkits and Guidelines for Preparation of City Development Plans (CDP) and Detailed Project Report (DPR) for the Cities were developed and circulated to the cities. The cost of preparation of CDPs and DPRs were reimbursed to the 65 Mission cities from the Capacity Building Fund under the Mission. The mid-term appraisal of the JNNURM indicates that the CDPs prepared were found to have a disconnect between development plan and the perspective plan for the city and were more in the nature of investment plans with more focus on projects rather than holistic development plans. It has also been pointed out that the urban local bodies should be the main stakeholder in the preparation of the CDP but the situation in the ground reflects that in many states, it had become a state led initiative and in some cases it was a development authority led initiative. In the case of DPRs, it was found that linkage of the projects under the CDP is limited by diluting the priorities of the CDP. Environmental and social aspects like Environmental Impact Assessment and Environmental Management plan were absent. DPRs did not cover O&M aspects of the assets created. Further, project implementation plan was not linked to the financial plan.

## **II. Independent Review and Monitoring Agency (IRMA)**

For the effective monitoring and implementation of the projects in the Cities, assistance has been extended to Cities to appoint Independent Review and Monitoring Agencies. The cost of appointment of the agencies is met on a reimbursement basis. Till date IRMAs have been appointed in 27 states. The mid-term appraisal has pointed out that the impact of the IRMAs has not been up to the mark.

## **III. Reform appraisal and Monitoring Agencies**

Since implementation of reforms as per the tripartite Memorandum of Agreement (MoA) signed by the Cities is critical, reform appraisal and monitoring agencies have been appointed with a mandate to assess the implementation of reforms periodically.

## **IV. Programme Monitoring and Evaluation System**

The Programme Monitoring and Evaluation System (PMES) was envisaged as a robust and secure management information system to monitor the status of various projects and reform initiatives of JNNURM. The key user groups for the PMES are the Ministry of Urban Development (MoUD), State Level Nodal Agencies, Urban Local Bodies in the Mission Cities and Implementation Agencies for projects. The PMES has extensive reporting capabilities, allowing users to query and search for programme - related information within the system. However, due to certain operational problems at the Central, State and the City level, this objective could not be achieved.

## **V. Programme Management Unit & Project Implementation Unit**

In view of the capacity constraints faced by the cities in project and reform implementation, the Mission has enabled States and Cities by providing financial support for the creation of Programme Management Unit (PMU) at the State level and Project implementation Unit (PIU) at the City level. Till date proposals for 50 PIUs and 20 PMUs have been approved, while 36 PIUs and 13 PMUs have been created. The standard composition of a PMU comprises a Programme Manager/Team Leader, Project Management and Procurement Specialist, Public Works and Public Health Engineer, MIS Expert, Municipal Finance Expert and Social Development Expert. The standard composition of a PIU comprises of Information Technology Officer, Municipal Finance Officer, Public Health Engineer, Social and Community Development Officer, Urban Planning Officer, Procurement Officer, Environment Officer and Human Resource Development Officer. The mid- term appraisal has highlighted issues such as inadequate staffing of PMUs and PIUs, recruitment of people with insufficient expertise.

## **VI. Rapid Training Programme (RTP)**

This programme was sanctioned for Rs. 7.81 crore and was implemented by six institutions. The programme comprised two components:

- A programme to upgrade the skills of municipal and para-statal staff involved in service delivery in 56 cities (all Mission cities excluding the 7 Mega cities). The Modules covered Governance & Reforms, Supervision and Preparation of DPRs & Project Implementation & Management
- An orientation programme for elected representatives to get sensitised on various aspects of the Mission relating to Governance and Reforms.

51 programs were conducted for staff of ULBs and para-statals and 45 were for elected representatives. Around 1800 ULB officials and 2000 elected representatives from 56 Mission cities participated in the training programs.

## **VII. Credit Rating of Urban Local Bodies**

The financial requirement for funding urban infrastructure is significant and it is recognised that public funding alone will not be sufficient. In order to facilitate leveraging of debt for urban infrastructure projects, credit rating of ULBs was undertaken. 62 ULBs in the Mission cities have been assigned ratings of which 38 ULBs have investment grade ratings. 12 cities have been assigned surveillance rating. Four regional workshops were conducted to facilitate the dissemination of ratings and to initiate a dialogue between the ULBs and financial institutions. However, further action was not taken to improve the rating.

## **VIII. Peer Experience and Reflective Learning (PEARL)**

To develop and nurture sharing of experiences through experiential learning and through exchanges with the peer networks, a network of cities under six categories i.e. “Megacities, Industrial Mega Cities, Mixed Economy class, Cultural/Religious cities, Hill Cities and North – East Cities” has been established. Four compendiums have been brought out showcasing Best Practices taken in different cities. PEARL fosters peer to peer learning, identifies knowledge gaps, promotes replication of best practices, etc. The details of the programme can be seen at <http://www.indiaurbanportal.in>

## **IX. JNNURM Awards**

Ministry of Urban Development has initiated performance based awards to the cities based on performance under the JNNURM (Urban Infrastructure & Governance) Sub-mission. It is an effort to recognize the achievement of Urban Local Bodies (ULBs) which have undertaken initiatives in the areas of urban reforms and service delivery achievements. In addition, it is envisaged that some of the innovative initiatives undertaken by the ULBs will be showcased and

shared with other ULBs, and, as such, this will provide an opportunity for ULBs to learn from the experience of their peers. The award categories are achievement for Improvement in Basic Services, Financial Sustainability through Reforms Implementation and Environmental Initiatives. The awards have had a positive impact and have generated innovation and initiative.

#### **X. National Mission Mode Project on E-Governance in Municipalities**

One of the components of the Mission was the implementation of a National Mission Mode Project for E-Governance which was initially implemented in 35 cities with more than a million population. Subsequently, it was extended to all the 65 cities covered under UIG component. Funds are provided for implementation of E-Governance solutions which will cover eight modules as envisaged in the detailed E-Governance design document under the NMMP project. 10 ULB level DPRs have been approved including 2 state level software solutions for Jharkhand and Uttar Pradesh. The total cost of the approved projects is Rs 124.63 crore, out of which ACA committed is Rs 55.49 crore. The fund requirement for all 65 cities is estimated at Rs 727 crore. A Program Management Unit (PMU) has been constituted in the MoUD.

#### **XI. Regional Capacity Building Hubs**

Following the Rapid Training Programme, the second phase of capacity building has been taken up under the JNNURM. Regional Capacity Building Hubs have been identified covering the entire country into Six Regions. The implementing agencies are the Administrative Staff College of India, Infrastructure Development Finance Company Ltd., and CEPT University, Ahmedabad. The total outlay on this component is Rs. 551 lakhs.

The details of the budget for the above elements are given at *Annexure – VII*. The entire expenditure is out of plan funds.

#### **2.1.3 CAPACITY BUILDING MEASURES OF THE MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION**

Under JNNURM, a Toolkit for financial support for comprehensive capacity building for improved Urban Governance and Poverty Alleviation has been prepared. A National Network for Resource Centres (NNRC) has been identified with the objective of contributing towards knowledge management, capacity development, policy and program support, project design, implementation, handholding, evaluation in different areas such as Human Settlements Management, Land management, Urban Management and Governance, Basic services to the Urban Poor, Skill and Livelihood Development, project development and Management, etc. Financial Allocation/Expenditure for Capacity Building by Ministry of Housing and Urban Poverty Alleviation is given at *Annexure – VIII*. The entire expenditure is out of plan funds.

The guidelines of newly launched scheme of Rajiv Awas Yojana (RAY) which aims at making the country slum free in a time bound manner stipulates the following provisions:

- An amount up to 5% of the total annual allocation of the scheme will be set aside for capacity building activities, of which 1% would be utilised by the Centre, 4% by the States/UTs. In addition, upto 5% of the total scheme allocation will be earmarked for preparatory activities regarding development of Slum-Free City Plans including pilot projects, preparation of DPRs, community mobilisation, IEC, planning and administrative expenses for both the Centre and the States/UTs and creation of institutional space and capacities.
- The activities will broadly be of the following types:
  - Setting up of institutes of national or regional level
  - Setting up of Multi-purpose Urban Resource Centre (MPURC)
  - Promotion of community involvement to partner with the ULBs in participatory planning, inclusive city development and execution of RAY;
  - Preparation of Slum-free city and Slum-free State Plans by states/involving all stakeholders in order to develop models and strategies and to implement innovative pilot projects in the areas of group housing, multiple models in slums, PPP projects in affordable housing, cross subsidization strategies, etc.

Originally, it was envisaged that five percent of the total allocation (approximately Rs 5000 crore) under the JNNURM would be used for Capacity Building activities. However, the final allocation of both the sub-missions (Urban Infrastructure and Governance & Basic Services for Urban Poor) was Rs 1619 crore. *Annexure - VII and VIII* gives the details of the financial resources allocated to capacity building during the 11<sup>th</sup> plan as well as the actual expenditure. It is evident that the expenditure is far below the allocation. This is an issue for concern. However, the Working Group believes that there is a need for identifying specific areas where absorption of funds is more likely. Some of the possible options are covered in detail in the recommendations. The Working Group also recommends that Phase II of the JNNURM should cover costs of implementation of reforms fully since the lack of funds with the cities has been one of the main constraints in the implementation of reforms.

### 2.1.4 OTHER CAPACITY BUILDING INITIATIVES

#### I. Capacity Building for Urban Local Bodies (CBULB)

Capacity building was also supported through the Capacity Building scheme for Urban Local Bodies (CBULB) scheme (*Annexure – IX*) which is a plan scheme. Under this programme which has a budget of Rs. 87.5 crore, Centre's of Excellence (CoEs) (*Annexure –X*) have been established in 10 institutions of repute. These institutions are working on different areas such as Septage Management, Rain Water Harvesting, implementation of 24 X 7 water supply, Municipal and Financial Management, decentralized waste water management systems,

curriculum for a post graduate course in Green Buildings, exposure to Urban Sector related issues to senior urban managers in the Government sector, specific issues related to urban transport, etc. Each of these centres is working with specific cities and is providing support to them for the implementation of specific projects. The centre at the Lal Bahadur Shastri National Academy of Administration focuses on sensitizing higher level management to the issues related to the urban sector. The Centres of Excellence have been effective in providing high quality technical support to some of the cities. Though there have been certain problems relating to delay in absorption of funds, the Working Group recommends that the Centres of Excellence scheme be continued since it has enabled cities to access high quality manpower for addressing service delivery and governance challenges.

In addition, Capacity Building programmes have been sanctioned for Chhattisgarh, Madhya Pradesh, Karnataka and Orissa. The programmes include training for elected representatives as well as officials. Detailed suggestions regarding the continuation of such programmes are given in the section on recommendations.

## **II. North Eastern Region Urban Development Programme (NERUDP)**

Under the NERUDP, which is an ADB assisted programme being implemented in 5 capital cities of the North East region at a total cost of Rs 1300 crore, technical assistance for project design, monitoring and implementation is being provided through appointment of Design Supervision and Monitoring Consultants at a cost of approximately Rs. 60 crore. For the implementation of institutional and financial reforms and institutional development, Institutional Development Consultants were appointed at a cost of approximately Rs. 25 crore. In addition, for creation of project management capacity at the State level, State Investment Programme Management and Implementation Units have been sanctioned in all 5 states with a provision of Rs. 25 crore over a 7 year period. The entire expenditure is out of plan funds. The capacity building component is a part of a larger scheme for infrastructure creation and will be coterminous with the programme.

## **III. Capacity Building in Urban Transport**

The MoUD has a Scheme for Capacity Building in Urban Transport which covers training, education and institutional development with a total allocation of Rs 99 crore during the period 2009-2014. A major component is Training (for strategic decision makers, technical staff, operators, etc.) covering various areas such as sensitization, institutional development, financing and cost and benefit analysis, demand assessment, urban transport planning, modal integration, environment issues implementation, operations and traffic management. The total number of trainees proposed to be covered over a five year period is 2,500. The other components included are Development and strengthening of Institute of Urban Transport which is a National level institute for, training, coordinating research and dissemination of information, Education; Development of curriculum and faculty development of academic Institutes, Dissemination of

information (Conferences and Journals), Development of legal and administrative frameworks, Development of manuals, codes and standards, Development of a National database, Promotion of National level consultancy organizations to provide a pool of professional manpower to assist State/city Governments, setting up of institutions for Research and Design; and safety certification of guided rail based transit systems and other new systems that may be developed and setting up of Unified Metropolitan Transport Authority (UMTA).

In addition, there is a centrally sponsored scheme for urban transport planning. Under this scheme, the MoUD has been assisting Cities to prepare Comprehensive Mobility Plan, launch awareness campaign on sustainable urban transportation and develop projects under Clean Development Mechanism through funding 80% of the project cost. For preparation of Detailed Project Reports in Urban Transport, assistance upto 50% for the project cost is provided. In addition, Training of Trainers and Practitioners has been taken up.

Four Centres of Excellence in Urban Transport have been set up in CEPT University, Ahmedabad, IIT Delhi, IIT Madras and NIT Warangal to build the Technical and Knowledge Management Capacity in Urban Transport.

Guideline and Toolkits on Comprehensive Mobility Plan, Non-Motorised Transport, Parking Measures, Bus Rapid Transit Measures, Alternative Analysis, Institutional Framework for Urban Metropolitan Transport Authority, Bus Operations and Management, Model concession agreements for Metro Projects, Urban Street Design Guidelines and Urban Bus Specifications have been circulated. In addition, knowledge management events have been organised through the COEs and the Institute of Urban Transport. The entire expenditure is out of plan funds.

In order to acknowledge best practices and projects in the Urban Transport sector across India, the Ministry of Urban Development organises “Urban Mobility India” which is an exhibition cum conference for recognising good performance, exchange of ideas and dissemination of information. The award categories are PPP initiatives in Urban Transport, Non Motorised Transport projects (Pedestrian/Cycle Rickshaw/Cycle Transport Project), Urban Mass Transit Projects (BRT, Metro, LRT, etc.), Clean Development Mechanism Projects, Intelligent Transport System Projects, Integrated Multimodal Transportation Systems, New Technological Applications/Innovations, Integrated Landuse Transport Planning, Transit Oriented Development, Best Practice in Urban Transport for inclusive development and Overall excellence for Urban Transport for the city – ‘Urban Transport Trophy’.

The detailed recommendations regarding the exact nature of the capacity building requirements for the Twelfth Plan are included in the report of the Twelfth Plan Working Group on Urban Transport.

#### **IV. Scheme of Urban Infrastructure Development in Satellite Towns**

This scheme is a pilot scheme for infrastructure development in eight satellite towns in the vicinity of seven megacities. Approximately Rs. 35 crore out of total provision of Rs. 500 crore has been set apart for capacity building in the areas of E-Governance, Property tax reforms; double entry accrual based accounting systems. The entire expenditure is out of plan funds. The towns covered under this scheme are typically small and medium towns that do may not have the financial and human resources that are required for implementing various reforms whether they are related to governance or service delivery. The Working Group recommends that the capacity building component be continued when the pilot scheme is eventually extended to other satellite towns.

#### **V. Establishment of National Technical Support Unit for Service Level Benchmarking**

With a view to bring about a much needed shift in focus on service delivery rather than infrastructure creation, the MoUD formulated service level benchmarks for the water and sanitation sector in the year 2008. A handbook of service level benchmarks was also prepared. The 13<sup>th</sup> Finance Commission has made notification by the cities (having municipal corporations and municipalities) of the baseline in terms of these benchmarks for the previous fiscal year and setting of the targets to be achieved over the next year mandatory for accessing performance grants. With a view to facilitating the cities in complying with this recommendation of the Finance Commission, the MoUD has established a National Technical Support Unit at ASCI, Hyderabad (under the CBULB scheme) and a National SLB Cell. A website has been developed and in the near future, online software will also be made available to the cities and states for computation of service level benchmarks. 1468 cities in 14 states have notified their benchmarks. The balance could not comply with this condition. There is a need to get these cities on board.

The Working Group observed that the National Technical Support Unit has been effective at ensuring that states have been able to comply with the requirements stipulated by the 13<sup>th</sup> Finance Commission. The NTSU has set up a SLB helpline which provides inputs on technical issues related to Service Level Benchmarking. There is a need for improving the quality of data, preparation and implementation of information systems improvement plans and performance improvement plans, institutionalization of the SLB framework for performance improvement and monitoring etc. Accordingly, such support needs to be expanded and broad based.

#### **VI. National Urban Sanitation Policy**

Under the National Urban Sanitation Policy adopted by GoI in 2008, support is provided to states and cities for preparation of state sanitation strategies and city sanitation plans. An amount of Rs 20.50 crore has been provided out of which an amount of Rs 13.27 crores has been sanctioned. 9 states and 43 Cities have already prepared their strategies and plans respectively. In addition an

amount of Rs 4.25 crore has been provided for carrying out capacity building activities in the area of sanitation. Capacity building initiatives are likely to be initiated in the near future. For the first time ever, rating of all Class I cities was carried out on various sanitation related parameters and this exercise has helped in generating awareness about sanitation. The entire expenditure is out of plan funds.

Preparation of city sanitation plans has been effective in sensitizing the cities to the need to address the issue of sanitation in a holistic manner taking into account aspects such as operation and maintenance, awareness generation and safe disposal. Given the implications of poor sanitation in terms of environmental and health outcomes, it is necessary for all cities to prioritise sanitation in a similar manner. Issues such as manual scavenging and protection of the health of sanitation workers are related concerns. Accordingly, the Working Group recommends the expansion of the scope and scale of activities under the National Urban Sanitation Policy.

## **VII. National Urban Water Awards**

The National Urban Water Awards (NUWA) have been instituted by Government of India with the explicit purpose of honouring urban local governments, water boards and organisations that are taking significant steps towards effective water management and effecting improvements in service delivery. The awards cover different categories i.e technical innovation, services to the poor, citizen services and governance reforms, financial reform, public private partnership, awareness generation and urban sanitation.

The Awards are a veritable showcase of innovative, inspiring and sustainable models in water management practices in urban India. They have been instrumental in highlighting some excellent and exemplary local level initiatives in addressing challenges related to service delivery, financial sustainability, awareness generation etc. There is a need to disseminate these best practices through networking of various utilities so that they can learn from each other. In view of the fact that this initiative has had a very positive impact, this initiative needs to be strengthened. In the future, it may be useful to include other categories such as “political leadership”. It would also be useful to create different categories of awards for different classes of cities since the challenges as well as availability of resources are at different levels.

## **VIII. Urban Resource Link**

Timely, customized and accurate information and knowledge support to practising city managers can help them in effectively implementing various reforms. The existing information gateways and knowledge portals established by national and international agencies are not designed to meet specific requirements of cities. In order to bridge this gap and meet the increasing need for timely, relevant and quality assured information that the Administrative Staff College of India (ASCI), in partnership with World Bank Institute (WBI) took up the Urban Resource Link which is a web based interactive platform for enabling the urban managers in accessing resources

related to urban issues. This initiative is supported by the Ministry of Urban Development (MoUD), Government of India. The Working Group recommends that this initiative be continued.

## **IX. Advisories**

In order to create awareness and encourage cities and towns to improve their performance in service delivery and governance through technical, organisational, process and other improvements, the Ministry of Urban Development has issued several advisories and technical guidance notes to the states. Details of the Advisories issued during the last five years are as given below:

### **1. Water supply**

This advisory emphasizes the need for making water and energy audit mandatory, improved O & M through better monitoring and surveillance, judicious upgradation, rehabilitation and expansion of distribution systems, organisational reforms (training and skill upgradation, career review of existing man power, inducting fresh qualified man power, simplification of procedures and formalities, ring fencing functional areas of ULB's, better dove tailing with para-statal), etc.

### **2. Solid Waste Management**

This advisory focuses on having a more effective system for recovery of recyclables, provision of appropriate arrangements for primary and secondary collection, exploration of PPP arrangements, earmarking of land, waste characterisation, strengthening of IEC etc.

### **3. Urban Planning**

This advisory focuses on involvement of Urban Local Bodies in formulation and implementation of Master Plans, the need for mapping and database creation, preparation of Master plans within the framework of Regional Plans, stakeholder consultations, linking of land use planning with mobility planning, environmental management planning, economic planning, heritage conservation planning, etc.

### **4. State Finance Commission (SFC)**

This advisory focuses on timely constitution of State Finance Commissions synchronisation of State Finance Commission with Central Finance Commission, establishment of permanent SFC cells in each state, consistent methodologies for SFC's, defining minimum standards of performance linking SFC's grants with enhanced level of services, etc.

## **5. Property Title Certification**

This advisory focuses on the advantages of a property title certification, the different options, the preparatory actions that need to be initiated, the legal changes that would be required, etc.

## **6. Nagar Raj Bill (Community Participation)**

This is a model legislation which has been circulated to all the states it covers various actions related to the establishment of Area Sabhas, the constitution, governance, rights, duties, activities and functioning of the Ward Committees which are to be formed under the 74<sup>th</sup> Amendment etc. Further it covers various aspects related to setting up of Area Sabhas, election/nomination of representatives, functions and the duties of Area Sabhas, etc.

## **7. Metropolitan Planning Committee (MPC)**

This advisory covers various aspects related to operationalisation of MPCs such as the desirable composition of metropolitan planning committee, the nature of interface between the metropolitan planning committee and the development authority, the function of the MPC and frequency of the meeting, etc.

## **8. Regional Solid Waste Management (RSWM)**

In view of the fact that creation of landfill facilities is typically a problem area in the implementation of most solid waste management project. This advisory provides guidance on establishment of regional solid waste management facilities through different models including PPP model.

## **X. PPP toolkit for Solid Waste Management**

This toolkit prepared with the assistance of the Asian Development Bank covers various models of private participation, key clauses of model concession agreements, request for proposal, procurement guidelines, etc.

## **XI. Urban Transport**

On the Urban Transport side, several advisories have been issued covering aspects such as alternative technologies for public transport, institutional arrangements such as establishment of Unified Metropolitan Transport Authority, Green travel habits, reservation of lanes for public transport, common mobility card and automatic fare collection systems, parking policy, city bus service on PPP model, accessibility of transport facility to physically challenged persons.

The above advisories are available on the website of the MoUD ([www.urbanindia.nic.in](http://www.urbanindia.nic.in)). Implementation of the suggestions made in the advisories would require adequate (quantity and

quality) technical expertise in engineering, planning, law, information technology, finance etc both in the short/medium term and long term. Capacity building is critical in this context.

## **2.2 STATE GOVERNMENT LEVEL**

In addition to efforts by the Government of India, some of the state governments have also initiated capacity building programmes. With a view to obtaining a representative idea of such efforts the Working Group called for information from the states of Andhra Pradesh, Karnataka, Kerala, Tamil Nadu, Uttarakhand, Rajasthan, Himachal Pradesh, Maharashtra, Madhya Pradesh, Haryana and West Bengal. Replies have been received from Karnataka, Tamil Nadu, Maharashtra and Andhra Pradesh.

- In the state of Tamil Nadu, an amount of Rs. 11.92 crore was allocated for Capacity Building during the period 2007 – 2011. 118 training programmes which covered all four classes of government employees as well as elected representatives were implemented. Subjects covered included water supply, sewerage, accrual based accounting systems, Oracle and preparation of City Development Plan. The State has established an exclusive institution for the Urban Sector.
- In Karnataka, the total budget for Capacity Building was Rs. 11.73 crore. The training programmes covered Disaster Management, Urban Planning, Sanitation, benchmarking, continuous water supply, implementing PPP's, accounting reforms, project finance management, social audit, etc. During the period 2007- 2011, 24662 employees were trained. Karnataka has established a State Institute of Urban Development at Mysore which is taking the leadership role.
- In Andhra Pradesh, 700 officials were trained in General Administration, office procedures, personality development and public relations, project management, operation and maintenance, accounting, financial management and budgeting and geographic information systems. Training was offered through MCR Institute of HRD which is the state ATI and the Regional Centre for Urban and Environmental Studies.
- In Maharashtra, training was provided through All India Institute of Local Self-Government and the State Institute of Urban Development which is within YASHADA, Pune. The total budget of the State Institute of Urban Development during the 11<sup>th</sup> plan period was Rs. 3.75 crore.

**Capacity Building to Urban Functionaries by State Institute of Urban Development under Karnataka Municipal Reforms Project**

*The main objective of the Capacity Building undertaken by SIUD is by improving delivery of services in urban area by upgrading the skills of the functionaries through attitudinal changes and application of recent technology in urban governance.*

*The tasks carried out for implementation are:*

*Training Needs Assessment study conducted by appointment of an external consultant through eliciting the views from officials of ULBs, based on reviews and feedback, the course content prepared.*

*Identified areas of training are – HRM, Governance, Legal Issues, Technology Issues, Municipal Solid Waste Management, Social Sector, Financial Management, Municipal Water Audit and Water conservation practices*

*Target group of participant are:*

- *Level I - Elected Representatives*
- *Level II – Project directors of DUDC, Commissioners, Chief Officers, Superintending Engineers, Executive Engineers*
- *Level III – AEEs, Health Officers , Environmental Engineers, AEs, JEs, Senior Health Inspectors, Revenue Officers and Community officers*
- *Level IV – Revenue Inspectors, Accountants, Assistants, Junior Health Inspectors, Bill Collectors, Community Organisers, Water Operators and Pourakarmikas*

*Training Programme were carried out under 17 themes for 12,203 participants comprising, Level I- 1761, Level II-2569, Level III – 2488 and Level IV – 5385.*

*SIUD also developed an online Training Management Information System (TIMS) and all training modules and reading materials uploaded on SIUD website.*

## **2.3 INITIATIVES BY BI-LATERAL AND MULTI-LATERAL AGENCIES**

Several bi-lateral and multi-lateral development agencies have evinced a keen interest in the urban sector. Projects are being implemented with the of the World Bank, Asian Development Bank, Japanese International Cooperation Agency, Department for International Development (DFID) and recently the AFD (French Agency for Development). Most of these projects contain a Capacity Building component which may include provision of consultants, exposure visits, establishment of third party monitoring agencies, project implementation units and specific training programs focusing on the project of interest implemented by them. In addition, there are

agencies (WSP – SA, GIZ, Water Aid and UNDP) engaged purely in technical assistance focusing on newer areas of technology, operational efficiency, etc. The value of these efforts lies in the international perspective that they provide.

In states like Andhra Pradesh (APUSP- DFID), Karnataka (KSUDP - ADB), Kerala (KSUDP- ADB), Tamil Nadu (TNUDP - WB), Rajasthan (RUIDP- ADB), Madhya Pradesh due to implementation of major urban development projects funded by the multi- lateral agencies focusing on Urban Local bodies it was contingent on the local bodies to build training and capacity building programs as part of the project implementation. This has led to perceptible improvements in institutional capacity.

## **2.4 CONCLUSION**

The ongoing capacity building interventions have been wide ranging and comprehensive in terms of the components addressed and in a major part have focused on provision of technical assistance, training and knowledge support to enable implementation of programmes and related components. However, the absorptive capacity of the ULBs were limited and beset with inherent demand side constraints. The experience highlights a significant issue i.e. the inability of states and cities to implement capacity building programmes at a scale and pace that will make a significant difference to the way in which our cities are governed and large scale programmes are implemented as a result of which the cities are not in a position to bring about a quantum shift in the delivery of services. JNNURM, launched as a Mission mode project to build the infrastructure deficit in the 65 larger Cities and other small and medium towns, took a holistic view of capacity development but the absence of the right eco-system and the deficiencies on the supply side have led to sub-optimal achievement of intended objective. Based on these experiences, the Working Group arrived at certain conclusions:

- It might be preferable that Capacity Building interventions precede the implementation of programmes for infrastructure development and governance reform, rather than the present situation where they may be implemented either simultaneously or separately.
- While the reach of capacity building interventions have been country wide and on unprecedented scale, the uptake has been limited due to the supply driven approach, provision of support on a ‘first come-first serve’ basis, limited and unpredictable modalities of funding.
- The interventions have had a limited impact on organization wide intervention and human resource development due to emphasis on specific components, rather than facilitating a conducive environment for capacity building.
- The interventions have had limited success in engaging political leaders and elected representatives.

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- Absence of capacity building strategy at the programme administrations level and state level/city level has resulted in ad hoc and stand alone programmes with no measurable process and outcome indicators, save utilization of funding.
- Ongoing capacity interventions have not adequately engaged supply side agencies which are essential partners in any comprehensive capacity building programme for the urban sector.

## CHAPTER 3

### GOALS AND ACTION REQUIRED

#### 3.1 GOALS

In view of the issues brought out in the foregoing paragraphs, the Working Group identified the following goals to be aimed at and achieved in the sector during the 12<sup>th</sup> plan period:

1. To create a favourable enabling environment for capacity building through the right mix of policy prescriptions with financial incentives for result oriented implementation of activities. This would include a capacity building strategy at the state and ULB level which will comprise an organisational development strategy, a human resource development strategy as well as an institutional and legal framework at the state and ULB level.
2. The second important element would be strengthening supply side institutions to meet emerging demand.
3. Strengthening Civil Society Organisations so that they may become useful partners in governance and service delivery would be the third critical element.
4. To create a demand for capacity building through Advocacy for capacity building
5. Convergence of capacity building activities at the Centre, State and ULB level

The Working Group believes that while formulating a strategy, it is important to factor in the following considerations:

- Capacity Building should precede project/programme implementation so that there is a marked improvement in implementation of the projects on the ground.
- Capacity Building should result in measurable outcomes (results based approach)
- Capacity Building should be an integral part of urban infrastructure development.
- Creation of enabling environment for capacity building including stakeholder consultations and communication and preparatory action.
- Capacity building should be demand responsive and based on the formal articulation of a comprehensive state strategy deriving from state level urban sector policy and investments.
- Financing of capacity building activities should be predictable.
- Capacity building activities should focus both on human resource development (individual capacities, norms) on the one hand and organization development (results based performance) on the other.

- Capacity building activities should promote the use of Information Communication Technologies and robust information systems.
- Any capacity building effort should prioritise Innovation, Incubation and Implementation. Innovation is required in selecting the appropriate mode of training delivery. Incubation would imply encouragement of ideas, systems and processes towards change management, knowledge management through the creation of networks of sector managers for sharing of emerging trends, ideas and best practices.
- Implementation of capacity building programmes needs to be customer focused and geared towards result oriented process and project Implementation. There is a need for an incremental approach to building capacities of cities in the next 5 years to prepare the ground for bridging the infrastructure and governance gap over the next 20 years.

### 3.2 ACTION REQUIRED

The Report of the Mid-term Appraisal of the 11<sup>th</sup> five year plan, the High Powered Expert Committee Report, the Second Administrative Reforms Commission Report as well as field experience of members of the Working Group highlight the fact that Capacity Building has not been given adequate attention. Given the complexity of issues involved, any action plan for capacity building should cater to the short, medium and long term requirements of the sector.

**Short term steps** could include engagement with stakeholders on Capacity Development, assessment of training and capacity needs, development of Capacity Building framework, formulation of Capacity Development Plan, provision of consultants and lateral hiring of experts, development of templates, support by Centres of Excellence, a web-enabled framework covering all Capacity Building related initiatives, sensitization of political executives and augmenting of man power in the Ministry of Urban Development. **These measures should be initiated within six months of the commencement of the 12<sup>th</sup> plan.**

**Medium term measures** could include development of a road map for city's Capacity Building need and documentation of baseline, setting targets towards achievement of National Capacity Building Benchmarks, strengthening of the schemes of Centres of Excellence by broad basing their activities towards action oriented research, collaborating with Indian Institutes of Information Technology, encouragement of exposure trips and experiential learning, development of standardized modules, reorienting of the RCUES and National Institute of Urban Affairs, ramping up of the E-Governance Program, evolving PPP arrangements for Capacity Building, establishment of a dedicated unit for urban management including Capacity Building at the state level, induction and training of ULB personnel, etc. **These measures should be initiated within six months to one year of the commencement of the 12<sup>th</sup> plan.**

**Long term measures** could include creation of Municipal Cadre, monitoring of performance of Capacity Building Development Plan, taking mid-course correction, evaluation and assessment of effectiveness of the Capacity development Plan. **These measures should be initiated within one year to eighteen months of the commencement of the 12<sup>th</sup> plan and completed within five years.**

## CHAPTER 4

### RECOMMENDATIONS

#### 4.1 INTRODUCTION

Since the challenge of Capacity Building needs to be addressed at various levels, the Working Group felt that it is necessary to identify specific actions to be taken up at Government of India level, state level and urban local body level separately. The Working Group also felt that there is a need to build up capacity outside the government particularly in institutions which are already involved in capacity building as well as institutions which are not yet a part of the Capacity Building process. Finally, the Working Group felt that active citizen participation has the potential to create a much needed stimulus for capacity building. The detailed recommendations are discussed in the following paragraphs.

#### 4.2 CENTRAL LEVEL

##### 4.2.1 SHORT TERM

1) In view of the growing importance of the urban sector and its critical implications for economic growth as well as the well being of a large section of the country's citizens, the Government of India needs to play a leadership role in any future effort in the area of capacity building. **The GOI needs to evolve a Comprehensive Capacity Building framework which would address issues such as staffing, training and skill development, institutional issues and financing.** This framework will be used at the state level to determine the actual requirements based on the local requirements such as number of ULBs, manpower etc. In addition to the generic requirements, every state may identify state specific requirements which have not been covered otherwise. Government of India must finance the development of such frameworks. Such a framework should identify different categories of training/skilling needs as well as institutional arrangements that can fulfill them. This framework must also address the issue of building up the capacities of state ATIs to cater to the demands of the urban sector. The framework must also incorporate benchmarks for capacity building. Table 1 below gives some of the illustrative indicators and benchmarks.

**Table 1: Capacity Building Benchmarks**

Indicator	Measures of Indicator	Specific Results Indicator	Generic Results Indicator	Evidence	Benchmark
<b>Raised Awareness</b>	Number of People	Motivation Level of	Participants Awareness	Feedback from Participants,	Complete coverage of all categories of employees as

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<b>Enhanced Skills</b>	Trained	Participants	increased	Documentation of improved productivity.	the case may be.
<b>Fostered Networks</b>	Number of People took membership	Number of Networks created	Awareness of networks created.	Feedback from Participants, Documentation of improved productivity.	At least one network in each state for critical functional areas such as Water Supply, Sanitation, Solid Waste Management, Planning, Resource mobilization, transport.
<b>Best Practice Catalogue</b>	Number of Best Practices Listed on the self updating database	Motivation and confidence level of cities to report and document best practices	Awareness of best practices	Replication of best practices	-

The initial assessment of capacity needs of the ULB will give a clear picture of the present level of organizational capacity to work towards different goals such as the mission of the city, vision and strategy, governance and leadership, levels of service delivery and its impact on the well being of the citizens, resource mobilization and development ability of the city, strategic relationship with different stakeholders and the efficiency of internal operations and management and project management capacity. This framework should also factor in the capacity building requirement under the National Mission for Sustainable Habitat. Evaluation and reassessment of ability to achieve the National Benchmarks should be periodically undertaken and reviewed for better achievement of the goals of Capacity Building.

2) **There is a need for reorientation of the functioning of the Regional Centres of Urban and Environmental Studies.** The Regional centres need to emerge as repositories of data such as the functioning of local self government, status of water and sanitation infrastructure and service provision, matters related to Central and State Finance Commissions, the status of 74th CAA conformity legislation and its implementation in respect of states assigned to them. They need to carry out action research related to policy support to cities and also actively disseminate various policies and programs of Government of India and State Governments. The centres should carry out Capacity Building programs in respect of new initiatives and priorities identified by the MoUD. The MoUD has already started the process of restructuring through the introduction of institutional mechanisms such as a National Review and Monitoring Committee, a State Advisory Committee etc. The capacity of the centres also needs to be augmented keeping

in mind the capacity building needs of the states within their jurisdiction. The efforts of these centres can be supplemented by taking on board some of the state level institutions such as YASHADA, SIUD (Mysore), Uttarakhand Academy (Nainital), Tamil Nadu Institute of Urban Affairs (Coimbatore), Kerala Institute of Local Administration, RCVP Noronha Academy of Administration and Management (Bhopal) which have acquired reasonably good skills and standards in delivery of capacity building programmes.

3) **The functioning of the National Institute of Urban Affairs needs to be so oriented that it is capable of supporting the MoUD in carrying forward its mandate in the area of policy formulation and rendering of constant advice to states on changing/ increasing dimensions of urban governance.** NIUA needs to implement higher end capacity building activities for policy makers. Each participant could be asked to prepare a concept note based on field experience. If found useful, these concept papers could be disseminated. It can also position itself as a forum for promoting stakeholder interaction and advocacy for various issues that are of direct relevance to the agenda of the Ministry at the National level. The activities under PEARL should be rolled out to non- JNNURM cities. The PEARL city network membership needs to be formalized and should include urban local bodies other than those which are a part of JNNURM, NGOs, bi-lateral & multi-lateral agencies. Further e-groups can be created for solution exchanges in various sectors of development.

There is a need for active coordination between the NIUA and RCUES. These institutions may be networked with the Centres of Excellence and the NNRCs of the Ministry of Housing and Urban Poverty Alleviation.

4) The National Mission Mode Project in E-Governance implemented under the JNNURM initially in 35 cities and subsequently extended to 65 cities covers eight basic services (Registration and issue of Birth/Death Certificate, Payment of property tax, utilities bills and management of utilities, Grievances and suggestions, Building approvals, Procurement and monitoring of projects, Health programmes and Accounting system). **There is a need for ramping up this programme and extending it in the first stage to all the 700 class I cities and subsequently to other classes of cities.** The provision of e-governance services needs to be consistent with the Service Level benchmarks for e-governance. A decision has been taken within the JNNURM framework to support implementation of state level solutions rather than city level solutions since this would lead to economies of scale and also require less deployment of qualified manpower which is a scarce resource. Further, there is sufficient scope for extending e-governance to other areas of working such as social audit, asset valuation etc.

The Government of India can take a leadership role in this regard by identifying institutions which will support the cities in implementation of e-governance solutions. Such institutions could include the Indian Institutes of Information Technology, universities, NGOs as well as private sector institutions. The provision of staff to cities for implementation of e-governance programmes can also be considered. An attempt needs to be made to implement these

programmes in PPP mode to the maximum extent possible. The Government of India should take the initiative for preparation of a database of initiatives taken by various cities for implementation of e-governance solutions, dissemination thereof and provision of handholding support for adoption of these solutions by other cities.

Training is another important area where the Government of India (MoUD) needs to play an active role. The specific areas of intervention could be as follows:

- Need assessment and training need analysis- Identification of key officials to facilitate Capacity Building plan, rollout across the States and ULBs, training needs analysis of key officials of MoUD, assistance to SLNA/ULBs in engagement of external agencies and in preparation of EoI or RFP for engagement of external agencies.
- Content development- Development of content at National level, Guidelines for development of content (Content dimension, format of the content, content type, mode of content delivery, etc.) can be circulated at regular intervals.
- Preparation of a training plan.
- Monitoring and evaluation-Preparation of uniform reporting templates for assessing the ongoing plan, circulation of templates to all participating ULBs, generation of MIS for overall project monitoring at all levels.

5) A large scale capacity building program along the lines envisaged by the Working Group can succeed only if there is adequate dedicated leadership for overseeing various aspects related to demand creation, augmenting supply side capacity, strengthening linkages between institutions and cities, identifying new areas in which Capacity Building is necessary, conducting impact evaluation of capacity building programs, initiating mid-course corrections, etc. Capacity Building efforts need to be mandatorily monitored. The Working Group noted that the Ministry of Rural Development has a Joint Secretary Officer especially entrusted with training and capacity building of PRI's. **There is a need for augmentation of capacity at the Government of India level for planning, monitoring, evaluation of various Capacity Building initiatives. This would include the capacities of the Ministry where a dedicated division needs to be set up for capacity building, the Town and Country Planning Organisation (TCPO) and the Central Public Health and Environmental Engineering Organisation (CPHEEO).**

### 4.2.2 MEDIUM TERM

6) There is a need for **designing and implementing sensitization and training programmes for political executive at ULB level.** The leadership role should be taken by MoUD. Such programmes can be organised on a regional basis. The duration can be of three days per programme and should cover issues related to leadership and governance, showcasing best practices as well as failures in service delivery, the need for reforms, issues related to sustainability. Resource Mobilisation is an issue that needs to be emphasised from the

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perspective that the powers conferred on ULBs by the 74<sup>th</sup> Amendment come to nought in the absence of financial sustainability. Exposure Trips also need to be organised. These programmes can be used as a forum for a tripartite dialogue between the Government of India, State Governments and the urban local bodies and also for recognising exemplary achievements and leadership. These channels can also be used effectively for broad basing the agenda of strengthening local governance. Training programmes should preferably be in the vernacular language.

**7) The Government of India needs to address the issue of supply side capacity by identifying/ establishing at least one institution which would specialise and cater to the higher level capacity building and human resource needs of ULBs. One institution each in the following areas would be the bare minimum.**

S.No.	Subject	Indicative Areas of Specialisation
1	Housing	Energy efficiency in consumption and construction, innovative technologies for low cost housing, conservation of water
2	Planning	Integration of economic and spatial planning with concerns related to sustainability and inclusion, regional and urban planning, etc.
3	Water and Sanitation	Use of state of art technologies like trenchless technology and micro tunnelling, water and energy audit, demand management, the use of water efficient fixtures, zero waste technologies for liquid and solid waste, technologies for water quality improvement, etc.
4	Disaster Management	Development and implementation of vulnerability assessment plans both in relation to natural and man-made disasters including climate change disasters, implementation of early warning systems, evacuation systems, etc.
5	Urban Finances and PPP	Accounting and revenue mobilisation, land monetisation, preparation of PPP projects, etc.
6	E-governance	Implementation of e-governance packages both in relation to citizens services as well as internal organisational improvements, implementation of enterprise resource planning (ERP), supply chain management (SCM) and Customer Relationship Management Solutions (CRM),

		developing synergies with the department of Information and Technology, etc.
7	Urban Governance related issues	Improving political participation in governance, operationalization of ward committees and areas sabhas, creating and sustaining forums for citizens participation, devolution of funds, functions and functionaries, operationalization of metropolitan planning committee, a framework for governance of megacities, establishment of municipal service regulatory mechanism, law and litigation management, etc.
8	Urban Poverty Alleviation and Housing	Skills and Livelihoods and Urban Community Development and Affordable Housing.

One alternative could be to expand the existing support to Centres of Excellence. The focus areas in which the centres need to work and the deliverables should be measurable and should be of direct relevance in bringing about an improvement in the functioning of cities. Centres of excellence should be engaged for capacity building programs in highly specialised areas and application of new technologies which have been proven to be useful and effective in addressing the current challenges faced by cities. Potential centres of excellence could include universities, the Administrative Staff College of India, Indian Institutes of Technology, Indian Institutes of Management, deemed and private universities such as the upcoming Indian Institute of Habitat and Settlements and other reputed organisations. In the Governance area, collaborating with Indian Institutes of Information Technology to facilitate the use of ICT (ERP, CRM, SCM and Procurement Modules) in urban management could be considered. The Government of India can get such applications customised to the ULB context and templates can be developed. Subsequently these templates can be customised to specific situations.

8) **The Government of India must encourage exposure visits (both national and international) and experiential learning amongst urban managers.** While exposure trips can be of a shorter duration and cater primarily to the requirements of decision makers and higher management, experiential learning should typically be of longer duration (maximum of two months) and should cater to the requirements of middle level managers.

9) **A system of training and certifying trainers as is done by Training Division of DoPT, Government of India) needs to be evolved.** An organization can be identified to coordinate this effort of recognizing of trainers on fulfilling certain criteria, and also get modules for Training of Trainers Courses in various broad categories of urban development and management prepared, where after Training of Trainers courses (may be 5 to 10 each year for each State and another 20 to 25 each year at national level) could be got organized. A pool of recognized

trainers needs to be created in various sub sectors or fields of Urban Development and Management. Incentives need to be provided to trainers.

10) **Standardised training modules for classroom training need to be prepared and made available to State level training institutes to adapt and adopt (and even translate into local language).** Training modules for training in themes pertaining to the urban sector could be got prepared over the next 2-3 years. The 4 Organizations funded under non plan by MoUD (i.e. RCUES Lucknow, AIILSG Mumbai, IIPA (Centre for Urban Studies) New Delhi and RCUES, Hyderabad) as well as some of the state Administrative Training Institutes could each be asked to prepare some of the training modules and to test them in actual training situation before they are circulated across the country for use in regular training. MoUD needs to develop a master list of themes and individual institutions will be identified to work in different areas.

11) **Theme specific IT based knowledge sharing platforms need to be encouraged. Self learning packages which simulate real life situations relating to operations and maintenance need to be developed.** Specific institutions can be identified to anchor them. Some of the themes could be urban water supply and sanitation, solid waste management, urban planning. A separate allocation needs to be made for this purpose.

12) **MoUD should support professional networks and institutions of professional and peer groups** like Engineering Staff College of India (subsidiary organisation of the Institution of Engineers (India), Indian Water Works Association, Association of Metropolitan Development Authorities, All India Mayors Council, etc.) with a view to channelizing their expertise in order to address various concerns related to urban development.

13) **Encouragement for long term courses of study should be seriously considered.** Institutions should be encouraged to design and offer long term courses which would help in the capacity building of the in-service candidates. Specific areas where in-service candidates could be encouraged to pursue professional courses are urban planning, public health engineering, accounting and financial management, project management, etc. The MoUD needs to tie up arrangements with well recognised institutions for this purpose. Successful completion of such courses should be linked to career prospects and promotions by the state governments. In addition, an effort should be made to collaborate with the Ministry of Human Resource Development to establish more Schools of Planning.

14) **Infrastructure Projects to improve service provision under the direct funding of the Ministry should include a separate component for Capacity Building in order to meet the capacity constraints related to that project.** This is the practice adopted in the case of most projects implemented with bi-lateral and multi-lateral assistance where in the personnel of the agency implementing the project are given an exposure to international best practices not only in

terms of short term study tours but also longer and detailed exposure through on the job training, etc.

15) **There is a need for evolving PPP arrangements for Capacity Building.** While such arrangements can be worked out for almost all functional areas, a definite case exists for roping in the Industrial Training Institutes and Industrial Training Centres in building up the capacity of Operational and Technical Personnel of ULBs. The government ITI's (1817) and Industrial Training Centres (3338) run by the private sector producing over 7 lakh trained and skilled man power hold a potential opportunity for skilling and re-skilling of skilled and semi-skilled trained man power needs of ULB's. The steps to be followed could include the following:

- Identification of nodal ITI's across various States
- Developing tailor made courses for Operational and Technical people involved in Water Supply, Sewerage, Storm Water Drainage and Solid Waste Management on specific areas of skilling and re-skilling
- Developing a result based monitoring & evaluation framework for evaluating the training received by the technicians and operators
- Capture the results and impact of training on the service level improvement over the 12<sup>th</sup> Plan period for future planning and fixing of promotional and employee benefits of ULB employees.

Synergies with the National Skill Development Corporation also need to be attempted.

16) Since Urban Development is a multi-disciplinary area, it is natural that capacity building programmes conducted by various other Ministries and organizations would have an impact on the overall level of capacity development in the sector. These could include the Department of Economic Affairs and the Planning Commission in the area of PPP, the Ministry of Environment and Forests and the Ministry of Water Resources in areas such as water and sewage treatment, solid waste management, the Ministry of Power in energy audit etc. **A Steering Committee under the Chairmanship of member of Planning Commission in charge of the urban sector needs to be constituted for identifying such efforts with a view to bringing about greater synergy.** The Steering Committee could also include a representative of the Department of Personnel and Training. This committee needs to meet at regular intervals with a view to identifying and strengthening the linkages between various ongoing efforts during the plan period.

17) Given the current level of infrastructure gap, it is acknowledged that PPP arrangements require issues to be addressed at the state and ULB level. **In order to facilitate the PPP processes a separate cell at the state level to encourage and support ULBs to take up projects may be set up.** Where ever, it is feasible establishing a separate PPP cell at the ULB level to facilitate the process can be considered. Such PPP cells should comprise legal specialists, procurement experts, municipal finance specialists, communication and social/environmental assessment specialists and water and sanitation specialists. These PPP cells need to build

linkages with the PPP cells established by the State Government, which may be in the planning and finance departments or agencies directly involved in implementing projects like financing and urban development corporations. The Government of India could consider supporting development of projects in PPP mode.

18) **Since building up of internal capacity of local bodies and all other implementation bodies is a long gestation activity and neither reforms nor project implementation can be delayed till such time that such capacity is available, outsourcing should be facilitated for activities such as development of City Development Plans, Master Plans, Resource Mobilisation Plans, Information System Improvement Plans, pilot projects in water and energy audits and Utility Mapping.** Under the National Rural Health Mission support is provided for hiring of contractual staff in various categories such as community health workers, nurses, medical officers including specialists. In addition they also support strengthening of mid-wife services under medical services.

19) There is a critical need for institutional strengthening at the state and city level with an overall objective of improving the quality of service delivery and governance. **Accordingly, the Working Group proposes that support can be provided to states and cities for setting up of a SFC cell, operationalization of Metropolitan Planning Committee which is a constitutional obligation, supporting rating of water fixtures and fittings, establishment of meter testing labs and water quality testing labs, and establishment of Municipal Service Regulators.**

20) The lack of updated and authentic information on various issues related to urban development and management is a major constraint in the planning, implementation and monitoring of various programmes. **There is a critical need for developing a database on various issues related to urban areas such as demographic profile, establishment and functioning of the urban local bodies, service levels and availability of infrastructure, revenue mobilisation, etc.**

#### **4.2.3 LONG TERM**

21) As is well known, most of the ULBs do not have adequate institutional strength and capacities to meet emerging challenges of urban growth particularly in the larger cities. Since municipalities are required to provide better urban services to the citizens and also to ensure planned development of the urban areas, there is a need to have a dedicated Municipal Cadre to meet the requirement of functional domain of the urban local bodies. Significant increase in urban population as well as financial transactions of ULB and implementation of urban reforms along with centrally sponsored/externally aided projects are added responsibilities of ULBs. These challenges necessitate separate municipal cadres in administrative, accounts, engineering and other technical services. **Creation of Municipal Cadre professional in nature, covering**

key areas of modern day urban governance, capable of meeting ever increasing complexities of city management will help in improving the performance of the urban local bodies and attract qualified people to the services. Such personnel should be available at every level of Urban Local Bodies. A cadre will facilitate career opportunities for the persons working in the municipalities and sharing of experiences across cities. A detailed note which is based on the draft advisory prepared by the MoUD is at *Annexure – XI*. Specific positions need to be established to address issues related to Urban Poverty and Housing which have not been covered in the detailed advisory. In order to mainstream E - governance in urban local bodies, there is a need to enhance Professional Capacity in the area of information technology in Local Bodies. Basic Staff Capacity for different categories of urban local bodies should be as per the norms given in Table 2.

**Table 2: Basic Staff Capacity for different categories of Urban Local Bodies**

Category of IT Professionals	Class-I cities				Class-II cities	Class-III cities	Class-IV cities
	Above 30 lakh	10-30 lakh	5-10 lakh	1-5 lakh			
Senior Manager – Software Systems	1						
Manager – Software Systems	2	1					
System Analyst	4	2	1				
Senior Programmer	8	4	4	1	1		
Software Developer	5	3	3	2	1	1	1
Junior Programmer	10	5	5	4	2	2	1

At the Government of India level, an arrangement needs to be evolved for addressing the financing requirements of setting up such cadres which may include part financing by the Government of India during the 12<sup>th</sup> plan period. Such financing may be reduced gradually over a period of time. The need for such an exclusive cadre has been highlighted by the McKinsey Report and the report of the High Powered Expert Committee for Urban Infrastructure

estimation. Both the reports have highlighted the need for lateral hiring of professional since such a move is likely to bring in high calibre human resources. This needs to be taken into account while formulating the cadre structure.

22) The Ministry of Rural Development has a web-enabled platform called <http://ruraldiksha.nic.in> which provides comprehensive linkage to the Capacity Building initiatives taken by State Institutes of Rural development, Extension Training Centres and National Institute of Rural Development. The training programs and the courses, training material, publications, videos and e-books and other educational tools are put on this common platform for easy dissemination. **A similar platform which would cover all the capacity building initiatives in the urban sector needs to be developed for which the NIUA could be the nodal agency.**

23) **To foster sustainable urban development and to attain equitable service delivery to meet the challenges of faster urbanisation in our urban areas, Ministry of Urban Development should foster an Ecosystem for Innovation.** The Ecosystem for Innovation should encompass challenges (through creation of demand for new ideas) , an effective medium for collation and dissemination of ideas (portals, selected pilots, toolkits, guidelines), partnering Civil Society Organization for evaluation of pilots, funding of pilots created as innovative practice and a Knowledge sharing Network for Innovation among Cities. For the Innovations to percolate, flourish and find acceptance and adaptability among all the stakeholders, the key activities to be undertaken during the 12<sup>th</sup> Plan are as follows:

- Identification of procedural, cultural and institutional changes needed in Cities to take up the innovative ideas. This may be in the form of changes in rules and manuals adopted over a long time.
- Design a self-updating database of best practices and innovative ideas as well as documentation of failures which will serve to avoid the repetition of the same mistakes.
- Identification of list of innovation across the spectrum of all tiers of cities related to process, systems, procedures, technology and development of a comprehensive tool for communication among all the ULBs across the country.

With a view to encouraging such innovation, the Government of India should strengthen the National urban Water Awards and also institute awards in other areas such as planning, governance, service improvement, exemplary performance in citizen's interface and fiscal management.

## **4.2 STATE LEVEL**

The Constitution of India specifies that local government is a state subject. Despite the enactment of the 74<sup>th</sup> constitutional amendment act which transfers a significant number of local government functions to the third tier of government, it is essential that the state government

plays a leadership role in enabling the urban local bodies to achieve the status assigned to them by the constitutional amendment. **While the Working Group has recommended a substantial provision for capacity building on the part of the Government of India, it is also necessary that state governments invest in capacity building.** While some of the states have already started to do so, it is necessary for all states to come on board. The State Finance Commissions could take a lead in this regard by taking into account the capacity building requirements of urban local bodies while determining their overall resource requirement. The states should also consider using the funds that will be available to them under the Thirteenth Finance Commission grant for this purpose.

A. Based on the GOI framework, **the states should evolve a human resource development strategy for ULBs comprising staffing norms, cadre rules which should reflect the service delivery and governance norms to be met by the ULBs to meet the needs and requirement of Human Resources and for caderising municipal services for better performance.** Building up of adequate municipal cadre through specific policy decisions at the state level to meet the functional requirements of urban local bodies is a long neglected issue that needs to be addressed upfront. This is a decision that should not be postponed further. States need to take a formal decision and also frame a time bound implementation plan.

B. **The states need to prepare state specific capacity building strategy.** Such strategies should map existing arrangements/requirements/gap analysis/identify specific measures for strengthening existing facilities and expertise. This framework should incentivise knowledge and skill development and provide an environment for the use of skills acquired. While preparing such strategies, the state should focus on smaller ULBs. The essential elements of a state strategy could include the following:

- Promotion of Municipal cadre (Commitment to establishing and professionalizing municipal cadre).
- Developing effective organisation structure and staffing norms.
- Human resources development covering induction training, career development, certification, performance appraisal, incentive system.
- Training plan based on training needs assessment in alignment with HRD policy.
- Establish and work towards achievement of performance standards for the organisation (Sevottam model).
- E-governance rollout and effective and optimal use of ICT in services, governance and administration.
- Defining measurable indicators for inputs processes and outcomes.
- Dedicated capacity building fund at the state level.

C. **Supply side capacity at the state level needs to be aligned with the requirements of the urban local bodies within the state. The states may consider establishing separate training institutions exclusively catering to the requirements of the urban sector.** In some states such training institutions have already been set up as mentioned earlier. They need to be strengthened. MoUD could consider supporting such efforts by state governments as is being done by the Ministry of Rural Development. While establishment of a separate institute for the urban sector would be the preferable option especially for highly urbanized states, a bare minimum requirement would be the establishment of an urban cell in the existing Administrative Training Institutes (ATI's). This can be factored into the state specific capacity building strategy. Alternatively, the state governments need to make concerted efforts to enter into Memoranda of Understanding with other institutions such as Administrative Staff College of India (ASCI), CEPT University, Centre for Science and Environment (CSE), The Energy Research Institute (TERI), Management Development Institute (MDI), Centre for Good Governance (CGG), Tata Institute for Social Sciences (TISS), All India Institute of Local self Government (AIILSG), Centre for Urban Studies of IIPA, the Human Settlements and Management Institute of the Housing and Urban Development Corporation or some of the state level institutes which have the capacity to serve the needs of other states. **It would be desirable that the state government also makes a contribution towards the establishment of such a centre since this would create a sense of ownership.**

D. **The states should support establishment of City Managers Associations in the States where they do not exist and strengthen them in the states where they are functioning/formed.** Networking among such associations for fostering professional networking among city managers and others involved in service delivery functions is also necessary.

E. **It is essential for the states to establish a dedicated unit for urban management at state level for addressing issues such as implementation of urban sector reforms and best practices in solid waste management, water supply, sewerage, revenue mobilisation, planning, disaster management, PPP, support for formulation of master plans and CDPs and master plans for cities and cases of failures etc.** Such a unit should comprise Urban Planners, Municipal Finance Experts, IT personnel, Public Health Engineers, etc.

F. **There is a need for introduction of Induction training and Refresher courses for ULB personnel at the ATIs.** There is a lack of induction training opportunities for new recruits to urban local bodies, urban development authorities, town and country planning bodies, etc. Arrangements for induction training course (3 to 6 months duration) should be made in institutes which could offer one such broad level induction course a year. Since a large number of municipalities (especially smaller ones) have personnel who have never been trained, special training courses on municipal matters should be made available for all such personnel. Each such course could cover all municipalities in a group of contiguous districts. In addition,

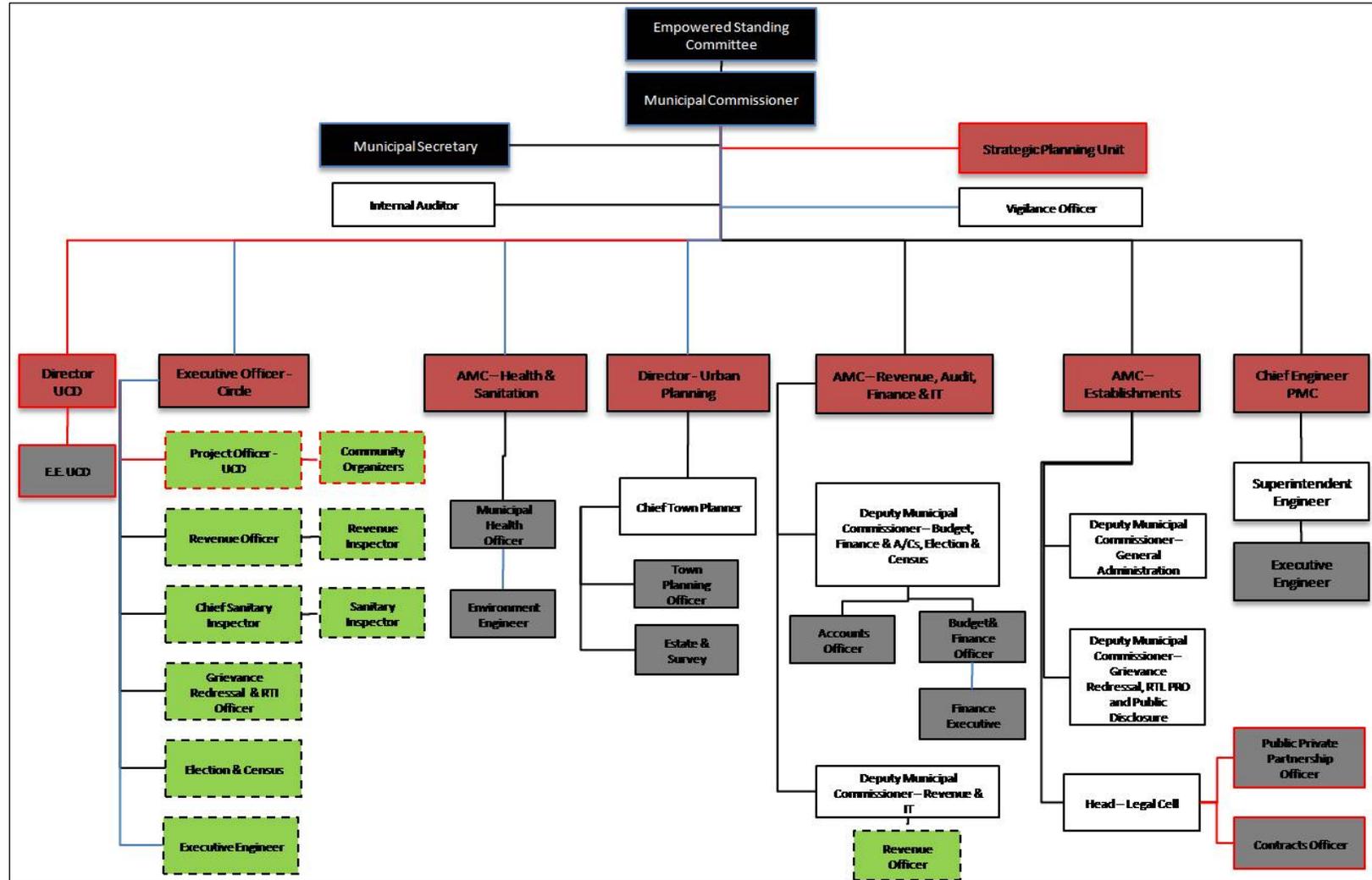
refresher courses need to be conducted for officials with six to nine year seniority, and fifteen year seniority.

**G. The State Governments should support the E-Governance programme by establishing State Level Nodal Agency (SLNA) which shall be responsible for the overall program execution.** SLNA should be the nodal agency for implementation of e-Governance initiatives for all the ULBs. SLNA should identify training needs for officials of SLNA, identify key officials to facilitate Capacity Building Plan Rollout across the States and ULBs, prepare a standard template and circulate it across all the ULBs for training need analysis, coordinate with the ULBs in identification of training needs at ULB level, consolidate the gap findings with reference to training needs of all participating ULBs in the state and coordinate with MoUD, consolidate & prepare training plan for all the ULBs at State level for identified trainings and coordinate execution of the training plan across all the ULBs. In addition, it should be responsible for monitoring at State level.

**H. State Governments can also consider outsourcing capacity building activities.** Since adequate capacities may not be available for procurement of such services, MoUD/States could initiate a scheme for certifying such institutions (government, private, universities etc) based on examination and confirmation of laid down parameters by a committee comprising atleast 50% specialists so that cities will be encouraged and on the other hand a good variety and spread of institutions will be available for training and exposure.

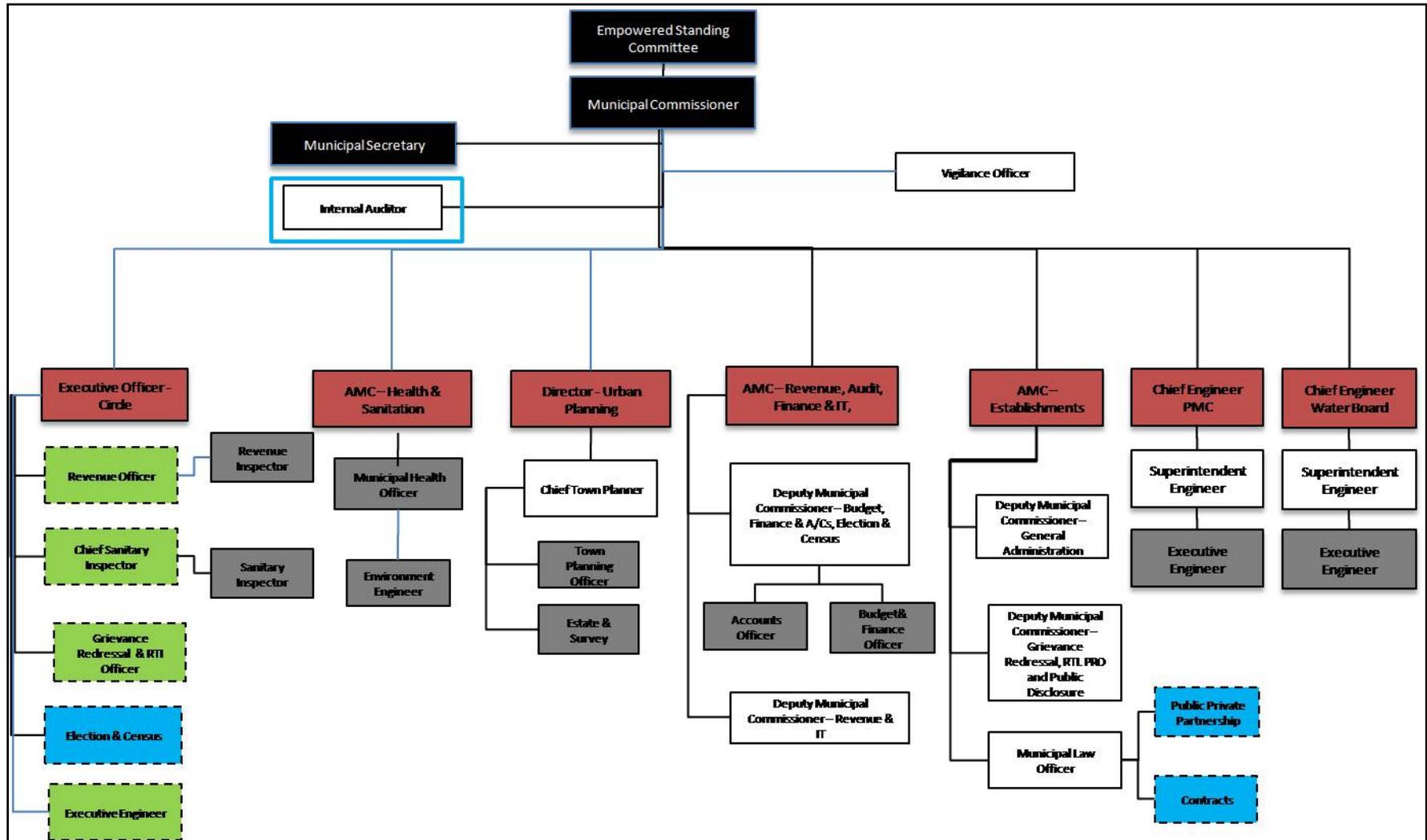
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Figure 1: Model Organisational Structure for Municipal Corporation



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Figure 2: Model Organisational Structure for Municipality



### 4.3 URBAN LOCAL BODY LEVEL

By recognising the local bodies as an integral part of the governance structure, the Constitution envisages a crucial role for them in improving the quality of day to day life of the citizens. The principle of subsidiarity has been acknowledged by the Second Administrative Reforms Commission in its Report titled “Local governance: An Inspiring Journey into the Future”. In addition to various recommendations relating to electoral process, devolution of powers and responsibilities and state finance commission, the report has laid great emphasis on capacity building which must attend to both organisational building requirements and professional and skill upgradation of individuals, elected or officials. It has stated that the relevant legislations and manuals framed there under must contain clear enabling provisions.

A recent development in quite a few states/cities is the provision of guarantees regarding timeliness of service provision. States such as Delhi, Madhya Pradesh and Chhattisgarh have adopted such provisions. Given the legal implications of such provisions, it is essential for ULB staff to improve levels of performance in order to reduce default. There is a need for sensitising the ULB personnel to the role expected out of them in the context of rising expectations from the citizens in terms of service delivery, greater transparency and accountability etc.

**The Working Group recommends that every urban local body should prepare a capacity building action plan taking into account its local circumstances and challenges.** This needs to be prioritised by the political executive in the form of a charter listing the capacity available as well as the improvement planned. The urban local body may consider benchmarking its performance in improving its capacity.

In respect of the E-Governance Program, the ULB will need to identify overall training needs, generate MIS and coordinate with SLNA for assistance, organize the training programme on the basis of content developed SLNA etc. The ULB has to conduct a campaign on the benefits of the change to the recipients through media (print, local cable television, internet, etc.), pamphlets, banners (cloth/ electronic), KIOSKS, workshops, campaigns, helpdesks, etc.

### 4.4 INSTITUTIONAL LEVEL

The lack of adequate institutional capacity at various levels has been highlighted in the foregoing paragraphs in detail. The issue will need to be addressed by the Government of India and the State Governments in an integrated manner. While the Government of India can pioneer efforts to set up institutions that will offer high end support as well as capacity building programmes through the establishment/identification of nodal institutions/centres of excellence, the reorientation of the Regional Centres, financial support to state level institutions etc, it is for the state governments to take the initiative in establishing state level centres that would cater to the capacity building needs of the municipalities, be it in terms of short term professional support or

long term capacity building programmes. **State Governments should make a specific mention of the institution building measures that they propose to undertake in the State Level Capacity Building Strategy.**

**The independent institutions which are already active in the urban arena will also have to rework their strategies in tune with the current urban agenda.** It would be necessary for the institutions to specialise in various areas such as urban planning, sanitation, water supply, solid waste management, revenue mobilisation, e-governance, development of City development Plans and Slum development plans, Livelihood and Asset valuation. It would also be useful to network with institutions which are working with other ministries such as Ministry of Environment and Forests, Ministry of Water Resources, Ministry of Panchayat Raj, etc. It might be useful to encourage multiple institutions to working in the same area.

#### **4.5 ROLE OF CIVIL SOCIETY**

Implementation of projects and reforms involves increased stakeholders participation among the general public, NGOs and the private sector. **There is a need to create forums where different stakeholders can articulate their demands for better service delivery and governance levels.** The MoUD has advocated forums such as the Area Sabha for the creation of which a model bill titled the Nagar raj bill was prepared and circulated. There are quite a few examples of committed and independent civil society organisations which have been working with good results such as Janaagraha in Bangalore, SPARC in Mumbai, FORCE in Delhi, Guardian in Tiruchirapalli, etc. There is a need to nurture such forums and partner with them in order to bring about overall improvement and service delivery. Such forums could focus on specific issues such as service levels, citizen's cooperation in the implementation of projects and reforms, general consensus on issues related to revenue mobilization and other civic concerns so that this can translate into demand for better capacity.

#### **4.6 RECOMMENDATIONS FOR URBAN TRANSPORT SECTOR**

Capacity Building in the urban transport sector is essential for the realization of various objectives of the Government of India as enunciated in the National Urban Transport Policy and other policy statements of the Government of India. **The Working Group on Urban Transport has made detailed recommendations which are broadly along the following lines. This Working Group endorses these recommendations.**

##### **Institutional arrangements**

- There is an urgent need for the states to constitute a dedicated agency for urban transport in each city and at the state level, identify officials to be appointed to these agencies, send them for training and on return post them to these agencies/departments. The table below suggests the initial staff strength of such agencies for different size cities and the

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associated cost. Similar staff strength will be needed in each state/UT HQ. The staff strength will need to be increased based on need and with experience.

**Table 3: Suggested Staff Norms for Urban Transport Sector**

S.No.	Population Range (in million)	No. of cities (2017)	Assumed no. of staff per city	Estimated cost per city for 5 years (Rs. in crore)	Total no. of staff	Total cost for 5 years (Rs. in crore)
1	> 10	4	20	15	80	60
2	4 to 10	10	16	13	160	130
3	1 to 4	42	12	10	500	420
4	0.5 to 1.0	125	5	3.5	625	435
5	< 0.5	425	3	2.0	1275	850
	<b>Total</b>	<b>606</b>			<b>2640</b>	<b>1895</b>

- Setting up a National as well as State level Database for urban transport
- Strengthening of the institute of urban transport to serve as premier research, training and advisory body for states and urban local bodies
- Strengthening of the existing institution of Commission of Railway Safety to discharge the responsibility of safety certification of Metro Rail systems
- Setting up of a dedicated transport authority in million plus cities or regional transport authority for a group of urban centres to work closely with land-use planning authorities (this can be integrated with the Metropolitan Planning Committee),
- Setting up of an urban transport cell and non-motorised transport cell in each municipal corporation and parastatal.

### Implementation

- Continue to support cities in planning, design, implementation and monitoring of programs and activities and devise mechanisms to support sustainability of this facility by plough back of a part of returns of the Transport Funds or mandatory support from 1.5% of the cost of each project to be earmarked for capacity building activities;
- Strengthening project development support by way of long term associations with entities/ centres of repute.
- Centralized support in structuring PPP projects in urban transport infrastructure and transport projects.

## **Human Resources**

- Establishment of cadre of transport professionals including requirements for progression in the system;
- Continue support to CoE's in addressing HR needs of the sector by Govt of India sponsoring M. Tech and research programs in the field of Urban transport planning and management, metro technology;
- Establishment of Education Programmes in Urban Transport Planning and Management through existing Planning/Architecture institutions
- Taking up training programs for the in service professionals and officials in the field of urban transport planning and management through the Centres of Excellence and Institute of Urban Transport as well as chosen institutes of repute outside India.

## **Knowledge Management**

- Continued support to IUT, CoEs' and cities/States/UTs/parastatals in organizing knowledge management events (workshops and conferences), research, data bank and information dissemination;
- Domestic funding support for participation in conferences and workshops abroad, presentation of papers in these conferences
- Promotion of e-learning
- Establish and fund an Urban Transport Research Programme
- Promotion of Knowledge Exchange between City to city within and outside the country through setting up of exchange programmes.
- Encourage sector professional movement between government departments, academia and private sector through a specific programme
- Set up six more centres of excellence in Urban Transport in 12<sup>th</sup> FYP with financial support from Govt of India
- Fund research, innovations and developmental orders for low cost indigenous technologies in the field of Urban Transport
- Development of toolkits, manuals and standards

## CHAPTER 5 PROJECTED FINANCIAL REQUIREMENTS AND SUGGESTED ACTIVITIES

The Report on the Mid Term Appraisal of the Eleventh Five Year Plan observes that “so far central assistance has been directed towards the hard infrastructure while improvements in the soft infrastructure have been stated as conditions for the cities and states to fulfill mostly on their own. Much more emphasis should now be on proactive assistance to cities and states to build their soft infrastructure”. The High Powered Expert Committee (HPEC) on Financing Urban Infrastructure had recommended investment of 5% of the New JNNURM proposed for implementation over the next 20 years. It has suggested that an amount of Rs 1,00,000 crore approximately be allocated for capacity building.

**The Working Group proposes an overall allocation of Rs. 13,000 crore approximately during the 12<sup>th</sup> plan period. The detailed allocation between various components is indicated in Table 4. The Working Group is of the opinion that each of these is critical for the urban sector and accordingly strongly recommends that they be provided for in full measure. The utilisation of this amount should be through creation of a unified and ‘single window’ capacity building scheme which could be referred to as the “National Capacity Building Scheme” and build upon the existing scheme “Capacity Building for Urban Local Bodies”.**

The Working Group recommends that the criteria adopted by the 13<sup>th</sup> Finance Commission for inter-se- allocation between the various states be adopted for determining the share of various states.

The Working Group recommends that it is necessary to encourage the states to invest in Capacity Building. While it may not be possible to estimate the exact amount to be invested by the states, the Planning Commission could consider prescribing a state government contribution in the scheme. It would also be desirable to evolve a mechanism for incentivising states that are more proactive. These suggestions need to be factored into the proposed JNNURM phase II.

The fund requirement for capacity building for the Urban Transport sector has been estimated at Rs. 5,000 crore by the Working Group on Urban Transport for the Twelfth Plan.

## Report of the Working Group on Capacity Building for the Twelfth Plan

**Table 4: Action Plan for Government of India for Capacity Building in the Urban Sector during the 12<sup>th</sup> Plan Period**

1.0 OUTPUT 1 - PROFESSIONALIZING URBAN MANAGEMENT THROUGH CREATION OF A MUNICIPAL CADRE, CITY MANAGERS WHO CAN MANAGE AND GOVERN CITIES ESPECIALLY IN URBAN PLANNING, E GOVERNANCE/IT, MUNICIPAL INFRASTRUCTURE AND SERVICE DELIVERY						
	ACTIVITY PROPOSED	DELIVERABLE	TIME FRAME	UNIT	UNIT COST (Rs. in Lakh)	TOTAL COST (Rs. In Lakh)
1.1	Municipal Cadre	Creation of Municipal Cadre in all 700 Class-I Cities	2012-14	ULB	7	50,000
1.2	Creation of separate division for Capacity Building within the Ministry of Urban Development and strengthening of CPHEEO and TCPO.	Establishment of a division and enhancement of the manpower of CPHEEO and TCPO	2011-13	-	2,000	2,000
1.3	Comprehensive Capacity Building Framework	Development of Capacity Building Framework at GOI level	2011-12	-	-	-
1.4	Support for Establishment of a Dedicated Unit for Urban Management at the State Level	Establishment of a Dedicated Unit for Urban Management at the State Level	2012-14	Per state	200	5,600
1.5	Support for Establishment of City Managers Associations at the State level	Support Existing City Managers Association in States like, Karnataka, Tamil Nadu, Maharashtra, Orissa, Madhya Pradesh, Rajasthan, Uttarakhand, Gujarat and in other cases establishment of	2012-14	One for all North Eastern States and one each for all bigger States	250	4500

## Report of the Working Group on Capacity Building for the Twelfth Plan

		City Managers Associations				
1.6	Training for approximately 1,00,000 Elected Representatives in all Urban Local Bodies	All the elected representatives in all ULBs are trained in the initial 2 years of their elected term	2012-17	Per Person	0.1	10,000
1.7	Support to GoI for Impact Evaluation of various Urban Development Programmes, including Capacity Building		2012-17	-	2,500	2,500
1.8	Establishment of National Level Database		2012-2014	-	10,000	10,000
2.0	OUTPUT 2 - ENHANCING CAPACITIES/SUPPLY SIDE/AGENCIES TO PROVIDE STATE OF THE ART SKILLS AND RESOURCES TO MEET REQUIRED DEMANDS OF CITY MANAGERS AND ASSOCIATED AGENCIES THEREBY ENHANCING THEIR CAPACITIES TO IMPROVE CITY MANAGEMENT, GOVERNANCE REFORMS, MUNICIPAL INFRASTRUCTURE AND SERVICE DELIVERY					
2.1	Creating a Network of 50 Institutions/Centre of Excellence (CoE) to address capacity gaps	Network of institutions to provide specialised capacity	2012-17	Per centre	500	25,000
2.2	Collaborating with Indian Institute of Information Technology(10 Nos) to facilitate use of ICT in urban management	ICT tools developed for Urban Management using ERP,SCM,CRM solutions	2012-17	Per IICT-Region	100	1,000
2.3	Standard Training Module (50 Nos) for Class Room Training to be prepared and given to State Level Training Institutions	Standardised Training Modules developed to meet the requirements of State Level Institutions	2012-14	Module	50	2,500
2.4	Development and implementation of a Training of Trainers Framework	All Trainers covered and trained to meet the demands and needs of Capacity Building	2012-13	-	1,500	1,500

## Report of the Working Group on Capacity Building for the Twelfth Plan

2.5	Reorienting the functioning of three Regional Centres for Urban Environmental Studies(RCUES) and the Centre for Urban Studies(IPA)	RCUES are developed as an important component in the Hub and Spokes Model, by developing them as Regional Hubs	2012-17	per centre	500	2,000
2.7	Support to states (28) for urban centres in Administrative Training Institutes/ existing State Institute of Urban Studies.	Urban Centres established in all the 28 ATIs	2012-17	per state	500	14000
2.8	Re-orientation of activities of National Institute of Urban Affairs(NIUA) including enhancement of Technical skills	Transformation of NIUA as a premier National Think Tank and Knowledge Hub for higher end Capacity Building	2012-17	-	10,00	1,000
2.9	Capacity Building through PPP arrangements with Industrial Training Institutes and other organisations	700 class I cities are networked with ITIs/other institutions to meet skilling and re-skilling for tradesmen and technical personnel in regular operation and maintenance including better septic tank construction, masonry, plumbing, etc.	2012-14	Per City/ Per Institute	50	35,000
2.10	Support for Utility Mapping for Infrastructure Services in selected Cities		2012-17	-	5,000	5,000
3.0	OUTPUT 3 - INSTITUTIONALISE THE USE OF APPROPRIATE TOOLS AND PROCESSES TO ENABLE BETTER PLANNING AND IMPLEMENTATION OF MUNICIPAL INFRASTRUCTURE, SERVICE DELIVERY AND GOVERNANCE REFORMS.					
3.1	E-Governance in Class-I Cities - Need Assessment and Training	All 7 modules covered under the Reform	2012-17	Per city	Unit cost will differ from city	400,000

## Report of the Working Group on Capacity Building for the Twelfth Plan

	Need Analysis, Content Development, Training Programme Design and Implementation, Monitoring and Implementation	Programme are to be covered under the E-governance programme in all 700 Class-I Cities			to city	
3.2	Project Development Facility for Urban Areas under PPP	Atleast 100 projects are developed under PPP	2012-17	Per City	100	10,000
3.3	Support for Preparation of Master Plan for all Statutory Towns	Availability of Master Plan to control and aid their development through formulation of spatial planning instrument	2012-17	Per City	Million Plus Cities-50-@600 lakhs/city Other Class-I Cities- 550@150 lakhs per city Other Cities - 3440@ 22.5 lakhs per city	94,950
3.4	Support for preparation of City Sanitation Plan for all Class-I Cities	700 CSPs formulated	2012-17	per city	20	14,000
3.5	Support for preparation of Information System Improvement Plans and Service Improvement Plans within the SLB Framework	700 ISIPs formulated for investment to pave way for Performance Improvement Plan	2012-17	per class-I City	50	35,000
3.6	Support for Preparation of Resource Mobilisation Plans	Resource Mobilisation Plans created for all 700 Class-I Cities	2012-17	per class-I City	25	17500
3.7	Support for Preparation of CDPs	CDP prepared for all Class I cities	2012-17	700	25	17,500
3.8	State Finance Commission(SFC)Cells	SFC cells created in all the States to support SFCs	2012-17	Per State	200	5,600

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3.9	Support Water Testing Labs and Meter Testing Labs	Setting up of Water Testing Laboratory in all 700 Class-I Cities	2012-14	Per Class-I City	30	21,000
3.10	Support for Initiation of a scheme for rating of water fixtures and fittings	National Rating for Water Fixtures and Fitting Developed and rating done for all the major manufacturers in the country	2012-17	-	1,000	1,000
3.11	Support for pilot projects in Water and Energy Audit		2012-17	100 projects	50	5,000
3.12	Support for Creation of Forum for Citizen's Participation		2012-17	Per Class-I City	30	21,000
3.13	Support for Metropolitan Planning Committees		2012-17	50	2 crore per city	10,000
4.0	OUTPUT 4 - PROVIDE SUSTAINED MECHANISMS FOR KNOWLEDGE SHARING MANAGEMENT ON URBAN DEVELOPMENT/MANAGEMENT THROUGH PEER LEARNING, TAUGHT COURSES, KNOWLEDGE PRODUCTS, EXPERENTIAL LEARNING AND TRAINING.					
4.1	Urban Resource Network - a Self Updating Database of Best Practices and Knowledge Platform for Capacity Building Tools	Best Practices developed and disseminated for replication Creation of Capacity Building Tools	2012-13	National	-	5,000
4.2	Exposure Visits and Experiential Learning among Urban Managers (within the country and abroad)	All officers in the top operational and administrative hierarchy of ULBs to undergo an exposure visit	2012-17	per city	50	2,500
4.3	Exposure trip for Mayors of Million Plus Cities (within the country and	Mayors of million plus cities taken to the	2012-17	per city	50	2,500

## Report of the Working Group on Capacity Building for the Twelfth Plan

	abroad)	selected Cities in the identified countries to foster local governance network and understand democratic functioning of the ULBs in other countries				
4.4	Creation and fostering of National Urban Innovation Network through support for National Urban Water Awards and Institution of Urban Awards in other areas, like Urban Planning, Governance, Service Improvement, Exemplary performance in Fiscal Management and Citizens Interface	Peer learning will be promoted through information exchange and experience sharing.	2012-14	National Network	25,000	25,000
5.0	<b>OUTPUT 5 - STRENGTHENING INSTITUTIONAL FRAMEWORK TO ENSURE BETTER GOVERNANCE AND SERVICE DELIVERY</b>					
5.1	Support for Establishment of Municipal Service Regulator	Municipal Regulator established in all the States to support the functions like Water Supply, SWM and others	2012-17	Per State	200	5,600
						Rs 1379750 lakhs

## CHAPTER 6 EXPECTED OUTCOMES

The final objective of any capacity building programme as emphasised several times in the report is to bring about an improvement in the levels of service delivery and governance. Enhancement of capacity is a means towards this end. Some of the expected outcomes of the implementation of various measures recommended in the report would include the following:

- A perceptible improvement in the level of manpower available to the urban local bodies
- Institutionalisation of a process of addressing the issue of capacity building in a systematic and comprehensive manner at Government of India, State and Urban Local Body level.
- Availability of basic information and data in the form of master plans, city development plans, city sanitation plans, information systems improvement plans and service improvement plans, resource mobilisation plans which will help in better project planning and implementation and also improve overall functioning of the urban local body.
- Upgradation of the skills of the political executive and urban managers through training and exposure
- Significant improvement in quantitative and qualitative terms of the capacity building activities of the Regional Centres of Urban and Environmental Studies, the state Administrative Institutes and the State Institutes of Urban Development.
- Emergence of the National Institute of Urban Affairs and other institutions as think tanks for identifying critical urban issues and addressing them
- Rollout of E Governance programme to all Class I cities
- Augmentation of managerial and technical capacity within MoUD for steering the activity and overall monitoring
- Availability of higher end manpower to cities through Centres of Excellence
- Encouragement to web based learning
- Involvement of professional networks in the urban development process

The Working Group recommends the adoption of a log frame (*Appendix I*) to monitor the implementation of various activities covered in the report. The log frame details out the goal, the purpose, various output and activities thereof as well as objectively verifiable indicators, the means of verification and assumptions.

# APPENDIX

**APPENDIX I**

**LOG FRAME FOR MONITORING OF ACTIVITIES**

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<b>Output 1 Professionalizing urban management through creation of a municipal cadre, city managers who can manage and govern cities especially in urban planning, E Governance/IT, municipal infrastructure and service delivery</b>			
<p>1. Professionalizing urban management through creation of a municipal cadre, city managers who can manage and govern cities especially in urban planning, E Governance/IT, municipal infrastructure and service delivery</p>	<p>Development of competencies of a professional municipal cadre</p> <p>Human resource and capacity strategy operationalized in all states</p> <p>Establish, staff and strengthen dedicated agency to manage capacity building efforts at the national and state level</p> <p>Ensure engagement of political representatives and elected leaders in the capacity building process</p>	<p>Government orders</p> <p>Strategy and Action Plan documents</p> <p>Impact assessment and evaluation reports</p>	<p>Political and Administrative will.</p> <p>Additional financial costs shall be compensated by improved resource mobilization through improved governance.</p>
<b>Activities</b>			
<p>1.1 Support for human resource capacity development</p>	<p>Creation of municipal cadre in all 700 Class I cities</p> <p>Identification of needs and Formulation of norms for cadre creation</p> <p>Provision of staff for a period of five years</p>	<p>Municipal cadre created</p> <p>Norms as per advisory of MoUD and order issued</p> <p>Appointment of staff as per identified need</p>	<p>Political and administrative support to bring about</p> <p>Professionalization will result in enhanced revenue base and this will help sustain the dedicated municipal cadre beyond five years</p>

## Report of the Working Group on Capacity Building for the Twelfth Plan

1.2 Creation of a separate division for capacity building within the Ministry of Urban Development and Ministry of Housing and Urban Poverty Alleviation	Dedicated unit set up for Capacity Building within the Ministry of Urban Development to facilitate and monitor the Capacity Building programme	Formalization of a unit Operational Guidelines issued	Approval received for a well-staffed separate and dedicated unit.
1.3 Support for attached and subordinate offices of the Urban Development Ministry	Enhancing capacity of Central Public Health and Environmental Engineering Organization and Town and Country Planning Organization.	Reports on capacity enhancement	
1.4 Comprehensive framework for capacity building at the state level and creation of dedicated unit for urban management at the state level	Capacity building framework and Action Plan  Implementation of Action Plan initiated  Responsible agency identified  Dedicated management unit	Periodic reports  Evaluation reports	Each state will prepare a comprehensive Capacity Building Strategy
1.5 Support for establishment of City Managers Association	Capacity support to existing City Managers Association in States like, Karnataka, Tamil Nadu, Maharashtra, Orissa, Madhya Pradesh, Rajasthan, Uttarakhand, Gujarat and in all the remaining states City Managers Associations are established except for the North east region where one Association will be established.	Formal establishment of City Managers' Association in new states  Financial and technical assistance under the CB-ULB scheme  Activity reports of City Managers Association	Willingness of states to establish /upgrade activities of City Managers Association. Support to activities subsequent to the 12 <sup>th</sup> FYP by the respective states
1.6 Training for elected representatives in all ULBs	All elected representatives trained within two years – general and theme based training	Training reports  Feedback from elected representatives	Training of elected representatives would form part of the comprehensive

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		Periodic impact assessment/evaluation reports	capacity building strategy of the state
1.7 Support for project implementation – monitoring evaluation and impact assessment	Monitoring and Assessment of Capacity Building	Number of Impact Evaluation reports	Impact Evaluation will enable mid-course corrections, where necessary.
1.8 Establishment of National Level Database	Preparation of templates for data collection and software.	Compilation of data	Availability of accurate data
<b>Output 2 Enhancing /supply side /agencies to provide state of the art skills and resources to city managers and associated agencies thereby enhancing their capacities to improve city management, governance reforms, municipal infrastructure and service delivery.</b>			
2. Enhancing /supply side /agencies to provide state of the art skills and resources to city managers and associated agencies thereby enhancing their capacities to improve city management, governance reforms , municipal infrastructure and service delivery	<p>Development of theme specific Centres of Excellences to provide specialized support to address capacity gaps</p> <p>Develop competencies of training institutes and provide state of the art learning material including effective deployment of ICT</p> <p>Develop Urban Studies centres at state level</p> <p>National and state level agencies reoriented to function as think tanks</p> <p>Establish centres to provide competencies in basic infrastructure and service delivery</p>	<p>Action Taken Reports of state and national level agencies</p> <p>Evaluation and impact assessment reports</p>	Core activities related to strengthening supply side institutions are implemented along with generating demand.
<b>Activities</b>			

## Report of the Working Group on Capacity Building for the Twelfth Plan

2.1 Creating a network of Institutions/Centres of Excellence to address capacity gaps in all million plus cities	Network of Centres of Excellence are able to address capacity gaps in at least 50 million plus cities by providing specialized technical assistance.	CoE reports Periodic impact assessment reports	Ability to match demand and supply
2.2 Collaborating with Indian Institutes of Information Technology to facilitate the use of ICT in urban management	ICT tools development for cutting edge technology application for urban management in at least 50 cities to improve their processes as well as service level outputs	Information Systems Improvement Plan and data reliability Service Level Benchmarking data	Ability to match demand and supply
2.3 Standardized training modules for classroom training to be prepared for the use of State Level Training Institutions	Identification and development of standardized training modules on thematic areas Consultations and Training of Trainers for use and delivery of the training modules.	Report of Training of Trainers programme Consultation workshops Curriculum of the State Training Institutions	Demand and development of quality assured theme specific modules.
2.4 Development of a training of trainers network framework for adoption by state level training institutes	All trainers participate in Training of Trainers module in thematic areas Informal meetings and training of trainers organized based on themes Formal arrangements to engage the services of trainers by the State Urban Training Institutes	Training reports ToT Network Framework report by the State Level Training institutes Periodic evaluation reports/impact assessment reports	Resource Pool of trainers available for key thematic areas
2.5 Reorienting the functioning of RCUES.	RCUES develop as the Regional Resource Hub for training , research activities in urban management in a hub and spokes model Capacity of associated institutes enhanced.	RCUES reports Periodic evaluation and monitoring reports	Adoption of new strategy by RCUES.

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2.6 Support for existing State Institute of Urban Studies	Capacity enhancement support extended to existing SIUDs through technical and financial assistance, resources centre etc	Reports of SIUDs Periodic evaluation and monitoring reports	Integration of capacity enhancement component in the State strategy and willingness of State Training Institutes to undertake appropriate activities for successful implementation of capacity enhancement initiatives.
2.7 Support for Administrative Training Institutes to establish Centre for Urban Studies	Establishment of Centre for Urban Studies in all ATIs Budget provision for staffing and infrastructure	Constitution of new Centre-proceedings in this regard Earmarked in the budget	Willingness to constitute new centres of urban studies and its ability to attract talent and expertise
2.8 Reorientation of the activities of National Institute of Urban Affairs	Transformation of NIUA as a premier National Think Tank and Knowledge Hub for higher end Capacity Building	Reports of NIUA Evaluation reports/impact assessment reports	Willingness and availability of staff
2.9 Capacity building through PPP arrangements with Industrial Training Institutes and other organizations	500 cities are networked with the ULBs nearby to meet the skilling and re-skilling needs of ULBs across the country for tradesmen and technical personnel in regular operation and maintenance	Report on number of personnel undergoing training at ITIs.	Matching demand and supply
<b>Output 3 Institutionalize the use of appropriate tools and processes to enable better planning and implementation of municipal infrastructure, service delivery and governance reforms.</b>			
3. Institutionalize the use of appropriate tools and processes to enable better planning and implementation of municipal infrastructure,	Provision and capacitation in the use of various tools and mechanisms, both process and output based, for enhanced planning, implementation and monitoring of service delivery	Use and development of process and output based tools Improved management of service delivery Evaluation and impact assessment	Willingness of states and ULBs / supply side institutions to deploy the tools and mechanisms and build capacities in adoption.

## Report of the Working Group on Capacity Building for the Twelfth Plan

service delivery and governance reforms	activities such as e-governance, Master Plans, City Development Plans, Resource Mobilization plans devolution of funds	reports	
<b>Activities</b>			
3.1 E - Governance in Class 1 Cities-Need assessment and training need analysis, content development, training programme design and implementation, monitoring and implementation	All 7 modules covered under the Reform Programme are to be covered under the E-governance programme in all 700 Class-I Cities  E Governance Cell at state level	Detailed Projects on E Governance Benchmarking of E Governance services  Status / progress reports by respective states  Evaluation and impact assessment reports	State support and coordination
3.2 Project development facility for urban areas under PPP	At least 200 projects are developed under PPP	Number of PPP projects put up  Thematic areas covered  Status reports	Conduct of feasibility and viability study and establishing the benefits of PPP in relation to the project
3.3 Support for preparation of Master Plan for all statutory towns , million plus cities	Preparation of Master Plan for all Statutory Towns Million Plus Cities-50-@600 lakhs/city Other Class-I Cities-550@150 lakhs per city Other Cities - 3440@ 22.5 lakhs	Master Plan reports  Stakeholder consultations	Expertise and state support to prepare Master Plans including availability of data
3.4 Support for preparation of City Sanitation Plans for all Class 1 cities	700 cities prepare City Sanitation Plans	City Sanitation Plan reports and City Sanitation Ratings	Willingness and ability  Sanitation strategy at state level  Basis for allocation of resources

## Report of the Working Group on Capacity Building for the Twelfth Plan

3.5 Support for preparation of Information System and Performance Improvement Plans	700 SIPs (ISIPs and PIPs) formulated for investment to pave way for Services Improvement Plan	Service Level Benchmarks of financial year Report on approved ISIPs and PIPs Impact assessment	Completion of baseline data development to identify current service levels and data reliability
3.6 Support for preparation of Resource Mobilization Plans	Resource Mobilization Plans developed for all 700 Class-I Cities	Reports on Resource Mobilization Plans including implementation plan	Plans will be implemented, especially given the resource deficit.
3.7 Support for preparation of City Development Plans	At least 700 City Development Plans prepared in a consultative manner	Reports of the City Development Plans Implementation initiated	Coordinated effort at the state level to enable roll out of CDP preparation
3.8 State Finance Commission Cells	SFC Cells created in all states to support SFCs in timely recommendations for devolution for the 14 <sup>th</sup> CFC	SFC reports and recommendations Orders on constitution of a cell	Existence of State Finance Commission and recommendations on state-ULB devolution formula
3.9 Support Water Testing and Meter testing labs	Setting up of Water and Meter Testing laboratories in all 700 Class I towns	Laboratory set up formalized City Sanitation Rating	State of the art equipment and application of test results in decision making
3.10 Support initiation of a scheme for rating of water fixtures and fittings	Support for initiation of a scheme for rating of water fixtures and fittings	National rating for water fixtures and fittings carried out for all major manufacturers in the country	Rating methods formalized
3.11 Support for Water and Energy Audit	Technical assistance for ULBs/parastatals desiring to undertake water/energy audit	Audit reports Action taken reports Third party evaluation reports	Demand generated from ULBs/parastatals/states and commitment to water and energy efficiency

## Report of the Working Group on Capacity Building for the Twelfth Plan

3.12 Support for creation of a Forum for Citizens' Participation	Forums constituted and Number of meetings organized Issues flagged and resolved Website developed to post reports and allow online discussions and suggestions	Constitution of the Forum Minutes of the meetings Action taken reports	Adequate publicity to citizens on the constitution of the forum, meetings, online provisions etc.
3.13 Support for Metropolitan Planning Committee	Provision of independent staff for Metropolitan Planning Committee.	Preparation of draft development plan for the Metropolitan Region.	
<b>Output 4 Provide sustained mechanisms for knowledge sharing management on urban development /management through peer learning, taught courses, knowledge products, experiential learning and training.</b>			
4. Provide sustained mechanisms for knowledge sharing management on urban development /management through peer learning, taught courses, knowledge products, experiential learning and training	Development of knowledge networks and resources Mechanisms for experiential and continual learning for political representatives and officials Awards system to enable and document better performance Create a favourable environment for innovations	Establishment of Urban Resource networks Experiential learning opportunities Knowledge products and services accessible Innovative projects and proposals Evaluation and impact assessment	Political and administrative willingness to participate and support in fostering a creative learning environment.
<b>Activities</b>			
4.1 Urban Resource Network	Information requests received and responded Proactive information provided Online database Events/roadshows and meetings Knowledge products dissemination	Network membership Reports on information requests Database Number and type of knowledge products circulated	National as well as regional centres as network members

## Report of the Working Group on Capacity Building for the Twelfth Plan

		Website/online activity	
4.2 Exposure visits and experiential learning among urban managers	Officials and Mayors of million plus cities to undergo exposure visits nationally and globally for experiential training through indepth exposure to good practices	All Class I Officers undergo exposure visits All Mayors of million plus cities undergo exposure visits Tour Reports	State and ULB support and interest in applying new concepts and practices
4.3 Creation and fostering of National Urban Innovation network	Proposals developed and proposed outcome Themes addressed Actionable Plans Identification and clearing house of innovative practices	Reports on implementation of proposals Evaluation and impact assessment reports	Developing a platform to enable harnessing innovative ideas and practices
4.4 National Urban Water Awards	Number of entries submitted under each theme Geographic representation Replication of features from the initiatives Database Recognition and incentives	Total number of screened entries Field validation reports and presentations Impact achieved	Institutionalizing the National Urban Water Awards and system in place to validate the entries received
4.5 Urban Awards in other areas like urban planning, governance, service improvement, performance etc	Institution of Urban Awards in other areas, like Urban Planning, Governance, Service Improvement, Exemplary performance in Fiscal Management and Citizens Interface	Total number of entries received- thematic areas Shortlisted entries	Setting up awards is an effective means to motivate, sustain and improve performance through competition, recognition and information.
<b>Output 5 Strengthening institutional framework to ensure better governance and service delivery.</b>			

## Report of the Working Group on Capacity Building for the Twelfth Plan

5. Strengthening institutional framework to ensure better governance and service delivery			
<b>Activity</b>			
5.1 Municipal regulator	Municipal regulator in all states to support functions like water supply, solid waste management etc.	Issuance of orders, regulation of services	Regulation shall have adequate capacity.

# **ANNEXURES**

## ANNEXURE I

No. PC/H//5/4/2010-HUA

Planning Commission

(Housing and Urban Affairs Division)

Yojana Bhawan, New Delhi

May 18, 2011

### OFFICE MEMORANDUM

Subject: Constitution of a Working Group on Capacity Building for formulation of 12<sup>th</sup> Five Year Plan – (2012-17).

The Steering Committee on Urban Development Management for the formulation of the Twelfth Five Year Plan (2012-2017), during its first meeting held on 18<sup>th</sup> April, 2011, under the Chairpersonship of Shri. Arun Maira, Member, Planning Commission has decided to constitute a Working Group on Capacity Building. The composition and Terms of Reference of the Working Group are as under:

- |  |           |
|--|-----------|
| 1. Shri. M. Ramachandran, ex-Secretary, UD                       | -Chairman |
| 2. Prof. Rajni Abbi, Mayor, Delhi                                | - Member  |
| 3. Shri. Rakesh Hooja, Director, IIPA                            | - Member  |
| 4. Shri. SPS Parihar, Pr. Secretary (UD), Govt. of MP            | - Member  |
| 5. Smt. Sudha Krishnan, JS & FA, MoUD                            | - Member  |
| 6. Shri. Parimal Rai, NDMC, Chairperson                          | - Member  |
| 7. Shri. A.K. Mehta, CVO, DFCI                                   | - Member  |
| 8. Shri. S.D. Meena, Secretary UD, Govt. of Karnataka            | - Member  |
| 9. Shri. Ashish Bhutani, Secretary (GDD), Govt. of Assam         | - Member  |
| 10. Shri. Sudhir Rajpal, Commissioner, Gurgaon                   | - Member  |
| 11. Prof. Chetan Vaidya, Director, NIUA                          | - Member  |
| 12. Shri. Saswat Bandhopadhyay, CEPT                             | - Member  |
| 13. Dr. VS Chary, ASCI   | - Member  |
| Representative of Planning Commission                            | - Member  |
| 14. Shri. Cherian Thomas, Group Head,<br>Capacity Building, IDFC | - Member  |
| 15. Ms. E.P. Nivedita, Director LSG                              | - Member  |

The terms of reference of the Working Group are as under:

- 1) To critically evaluate the progress achieved under 11<sup>th</sup> Plan in capacity building and set to goal to be achieved in 12<sup>th</sup> plan period. To estimate the financial outlay required to achieve this goal.

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- 2) To determine the gap in capacity in specific areas and suggest measures to remove them.
  - 3) To develop a set of clear deliverables for any capacity building exercise to ensure its effectiveness.
  - 4) To suggest measures to create adequate capacity for ramping up the E-Governance programme.
  - 5) To examine the schemes currently implemented for capacity building and suggest their convergence to ensure a focused approach and to avoid duplication.
3. General
- i. The Chairman may co-opt any other member.
  - ii. The chairperson of the Working Group may expand the ToR in consultation with chairman, Steering Group.
  - iii. The expenditure towards TA/DA in connection with the meetings of this Working Group in respect of Official Members would be borne by their respective Ministries/Departments. In respect of Non-Official members, the expenditure would be met by the Ministry of Urban Development, as admissible to class – I officers of the Government of India. As per extant guidelines, air travel required for attending the meeting may be undertaken on Air India.
  - iv. The report of the Working Group would be submitted to the Steering Committee on Urban Development on Urban Development Management for the formulation of Twelfth Five Year Plan by August 31, 2011.
  - v. Secretarial assistance to the Committee would be provided Ministry of Urban Development or any other Government agency as decided by the Ministry.

(N.K. Santoshi)

Director (Housing and Urban Affairs)

To

The Chairman and all Members of the Working Group

Copy forwarded to:

- 1) Secretary, ministry of Housing and Urban Poverty Alleviation
- 2) Secretary, Ministry of Urban Development
- 3) PS to Deputy Chairman, Planning Commission
- 4) PS to Minister (HUPA)
- 5) PS to Minister (Urban Development)
- 6) PS to Minister of State (Planning)
- 7) PS to all Members, Planning Commission
- 8) PS to Member-Secretary, Planning Commission
- 9) All Principal Advisors/Sr. Advisors/Advisors/HODs, Planning Commission

## Report of the Working Group on Capacity Building for the Twelfth Plan

- 10) Director (HUA), Planning Commission
- 11) Information Officer, Planning Commission – for uploading in the website of Planning Commission.
- 12) Library, Planning Commission

## ANNEXURE- II

### Details of the Elected Representatives across various States

State/Union territory	Municipal Corporation	No. of Elected Representatives	Municipal Council	No. of Elected Representatives	Nagar Panchayat	No. of Elected Representatives	Total Urban Local Bodies	Total Elected Representatives
Andhra Pradesh	7	395	94	2,853	15	314	116	3,542
Assam	1	-	25	353	42	204	68	557
Bihar	6	-	70	-	93	-	169	169
Goa	-	-	13	155	-	-	13	155
Gujarat	6	468	86	2,745	60	1,260	152	4,473
Haryana	1	-	20	-	32	-	53	1,359
Himachal	1	25	19	183	29	221	49	429
Karnataka	6	410	122	3,196	89	1,355	214	4,961
Kerala	5	298	53	1,597	-	-	58	1,895
Madhya Pradesh	2	1,067	106	2,527	283	4,537	409	8,131
Maharashtra	15	1,417	228	4,901	-	-	243	6,318
Manipur	-	-	7	-	20	-	27	-
Orissa	2	70	29	560	72	1,056	103	1,686
Punjab	3	-	97	-	34	-	134	1,699
Rajasthan	3	-	11	-	169	-	183	4,412
Tamil Nadu	6	480	102	3,494	611	9,794	719	13,768
Tripura	-	-	1	-	12	-	13	-
Uttar Pradesh	11	841	226	5,970	444	5,518	681	12,329
West Bengal	6	-	112	-	4	-	122	2,706
A & N Islands	-	-	1	-	-	-	1	-
Chandigarh	1	-	-	-	-	-	1	-
Delhi	1	-	1	-	-	-	2	134
Pondicherry	-	-	5	-	-	-	5	-
Daman & Diu	-	-	2	-	-	-	2	-
<b>Total</b>	<b>83</b>	<b>5,471</b>	<b>1,430</b>	<b>28,534</b>	<b>2,009</b>	<b>24,259</b>	<b>3,537</b>	<b>68,723</b>

Source: State of Women in urban local government-India Report, UNESCAP

## ANNEXURE- III

### Details of specific Capacity Gaps

The specific areas relate to Increasing Energy Efficiency in the Residential and Commercial Sectors, Capacity Building in transport planning and land use integration, optimisation of various public transport modes, rainwater harvesting measures, strengthening institutional and technical capacity of all ULBs for effective O & M of sewerage system and for recycling and reuse of waste water for non-potable uses, sustainable technologies like waste recovery, waste to energy projects, segregation, carrying out adaptation measures due to climate change, developing CDM projects relevant urban sector. Within these broad functional areas capacity gaps in other functional areas at the ULB level should be identified and their capacity needs to be built up.

#### **A. Urban Management and Administration**

It is necessary for a city manager irrespective of the level at which he or she is functioning to have an appreciation of the ecosystem of city operations with their myriad complexities. There is a need to appreciate Issues related to the economic and social realities of cities, their likely growth trajectory so that implementation of major policy prescriptions can be carried out with a focus on long term benefits. A special focus on management aspects is necessary.

#### **B. Financial Management, Accounting & Revenue Mobilisation**

Given the need for cities to strive towards financial sustainability in terms of better revenue collections, sustainable service delivery through better management of user charges and improvement of overall financial administration, every city needs to develop a dedicated pool of manpower resources which is well versed with the latest accounting standards and processes, management of sources and application of funds, efficiency and transparency in public spending. There is a need for cities to make an attempt to identify and develop alternative means of resource mobilization other than mere budgetary support. Eventually, the urban local bodies need to move towards preparation of an Outcome Budget. The need for transparency in financial reporting is higher if ULBs are to engage extensively in PPPs through the formation of SPVs etc. In the long term, ULBs need to equip themselves with skills for complying with National and International Accounting Standards and also exercising fiscal responsibility.

#### **C. Information Technology**

The utility of Information technology to automate and speed up cyclic and repetitive processes, storage of legacy information for record and retrieval, availing the power of location based technologies in identification of assets and properties under the geographical coverage of ULBs and tracking the infrastructure service delivery assets, their performance and for seamless flow of information within and outside the organization is well recognized. Effective customer relationship management requires the power of optimal use of computers and software. Creation

and development of a specialised IT Cadre across the State with the following resource skill identified will go a long way in harnessing the power of ICT (Information, Communication, Technology) in providing good governance.

1. Software engineering
2. Geographic Information System
3. Database & RDBMS
4. ERP & CRM

Standard packages suitable to the urban sector need to be developed.

#### **D. Performance Management**

Budgeting for resource availability and planning to meet the expenditure targets should also result in the perceptible improvement in performance in different sectors where investments are made. ULBs require specific skills in performance management and monitoring. This should also include people specialised in monitoring performance improvement in various sectors like water supply, sewerage, solid waste management, urban transportation, finance & budgeting

#### **E. Urban Planning, Architecture, Transport Planning & Heritage Conservation**

Other than providing the basic services to the Citizens, Cities should also plan for the orderly, efficient and sustainable development. The concerns of a city need to be incorporated in the City Development Plan and in the overall spatial planning process (Master Plan). This can be addressed only by having a strong team of qualified professionals in Urban Planning, Architecture, Transport Planning and Heritage Conservation. To protect the city from environmental degradation and from the ill-effects of rampant development, capacity in Environmental Planning and Environmental Impact Assessment are also necessary.

#### **F. Socio-Economic Development**

Cities act as engines of growth due to the successful operation of scale economies and agglomeration economies. This kind of comparative and competitive advantages help the economic development of the Cities and in turn the country. City managers should understand this dynamics at operation in their areas and plan for the evolution of City Development Strategies based on sound economic development enabling activities which is good for city management and economic performance. Hence, developing a stronger framework for aggregation of data on the local economic activity and actors and tracing the trends of socio-economic development is essential. For this activity, people trained in urban economics, economic geography and social studies and applied economics may be required.

#### **G. Public Health Engineering & Operation and Maintenance**

Provision of standard service level in water supply, sewerage, solid waste management and storm water drainage requires a team of well qualified, trained and operationally effective staff

with high morale and commitment. The failure of provision of standard service levels in these 4 sectors is partly due to the absence of preventive maintenance and breakdown maintenance at regular intervals leading to permanent breakdown. Capacity in this area needs to be ramped up and the ULBs facilitated for improving the service levels through the preparation and implementation of information systems improvement plans and service improvement plans. Specific capacity gaps include the following:

**Water Supply** –Hydraulic modeling, technologies for piping, network, water treatment plant, electro-mechanical and trenchless technologies, microtunneling, water audit and energy audit

**Sewerage** – Sewerage Systems, Sewage Treatment Plants, Piping and Network, Decentralized wastewater management, septage management, ecosan, methane capture, energy audit

**Solid Waste Management** – Waste Conveyance and Storage System, Waste Treatment Plants, Landfills

#### **H. Project Implementation & Monitoring**

The capacity gap in cities in terms of service infrastructure availability and the need to build critical infrastructure to improve the service delivery requires a major shift in the way by which the projects are implemented in the ULBs. There is a need for bringing scale, technology, skills and modern project management techniques which would help the city managers in ramping up the service provision to cater to demand within the quickest possible time. Hence, there is a need for building the availability of following skill sets in ULBs:

1. Procurement
2. Project Management
3. Engineering Design
4. Operation & Maintenance skills
5. Project Document Preparation

#### **I. Disaster Management**

Urban areas are prone to natural and man-made disasters such as floods, earthquake, landslides, drought, climate change induced disasters such as sea level rise, urban heat island, etc. The man – made disasters such as fire, environmental pollution, outbreak of epidemics and contagious diseases. There is a need for building capacity for taking up immediate measures such as warning systems as well as responding to such disasters and also for long term planning for disaster prevention than management.

#### **J. Development and Implementation of PPP**

There is clarity of PPP concept at higher level but at the cutting edge level it is conspicuous by its absence. Cities/ULBs lack the skills required for initial structuring of PPP projects. They lack

capacities to prepare detailed project report. PPP requires a totally different procurement process. However, ULBs are used to traditional procurement process. Further, PPP projects require constant dialogue with private operators with regard to grant, tariff revision, compliance of various clauses of the concession agreement, the absence of which creates a problem during the implementation phase.

## ANNEXURE IV

### List of Administrative Training Institutions (ATI)

S.No	State	Administrative Training Institute
1	Andhra Pradesh	Dr. MCR Human Resource Development Institute
2	Arunachal Pradesh	Administrative Training Institute
3	Assam	Assam Administrative Staff College
4	Bihar	Bihar Institute of Public Administration & Rural Development
5	Chattisgarh	Chattisgarh Academy of Administration
6	Delhi	Directorate of Training UTCS
7	Goa	Goa Institute of Rural Development & Administration
8	Gujarat	Sardar Patel Institute of Public Administration
9	Haryana	Haryana Institute of Public Administration
10	Himachal Pradesh	Himachal Pradesh Institute of Public Administration
11	Jammu & Kashmir	J & K Institute of Management, Public Administration & Rural Development
12	Jharkhand	Dr. Sri Krishna Institute of Public Administration
13	Karnataka	Administrative Training Institute
14	Kerala	Institute of Management in Government,
15	Madhya Pradesh	R.C.V.P Noronha Academy of Administration & Management
16	Maharashtra	Yashwantrao Chavan Academy of Development Administration
17	Manipur	State Academy of Training
18	Meghalaya	Administrative Training Institute
19	Mizoram	Administrative Training Institute
20	Nagaland	Administrative Training Institute
21	Orissa	Gopabandhu Academy of Administration
22	Punjab	Mahatma Gandhi State Institute of Public Administration
23	Rajasthan	HCM Rajasthan Institute of Public Administration
24	Sikkim	Accounts & Administrative Training Institute
25	Tamil Nadu	Anna Institute of Management
26	Tripura	State Institute of Public Administration & Rural Development
27	Uttar Pradesh	UP Academy of Administration and Management
28	Uttarakhand	Uttarakhand Academy of Administration
29	West Bengal	Administrative Training Institute

**List of Institute of Urban Studies**

<b>S.No.</b>	<b>State</b>	<b>Institute of Urban Studies</b>
1	Tamil Nadu	Tamil Nadu Institute of Urban Affairs
2	Karnataka	State Urban Development Institute
3	Kerala	Kerala Institute of Local Self Government
4	Gujarat	Gujarat Urban Development Institute

## ANNEXURE V

### Public Health Engineering Training Programme

#### 1. Post Graduate Course in Public Health Engineering/ Environmental Engineering

The duration of the Post Graduate Course is 24 months. Central support is presently extended to meet the stipend @ Rs.2000/- per month for 24 months for outstation trainees and tuition & examination fee for all trainees. In addition, contingency grant at the rate of Rs. 2, 500/- per semester per candidate for 4 semesters is admissible and staff support for one Professor and one Assistant Professor is also extended to the Institutes.

This training is imparted at the following academic institutions:-

S.No.	Academic Institutions
1	All India Institute of Hygiene and Public Health, Kolkata
2	Veer mata Jeejabai Technological Institute, Mumbai
3	Anna University, Chennai
4	Visvesvaraya National Institute of Technology, Nagpur
5	Motilal Nehru National Institute of Technology, Allahabad
6	Shri Jayachamarajendra College of Engineering, Mysore
7	G.S. Institute of Technology & Science, Indore
8	I.I.T., Powai, Bombay, Mumbai
9	Malviya National Institute of Technology, Jaipur
10	I.I.T., Kharagpur, West Bengal
11	I.I.T., Delhi, New Delhi
12	Jawaharlal Nehru Technological University, Hyderabad

#### 2. Short Term Course in Public Health Engineering

This programme has been tailored in such a way that Diploma Engineers working in State Public Health Engineering Departments/ Water Supply and Sewerage Boards/Urban Local Bodies get adequate exposure towards the finer points of Public Health Engineering, so that they can apply the same in the field. The course is of three months duration. Financial support in the form of stipend, tuition fee, expenses on field visits etc. is extended, thus sharing a major portion of the expenditure. At present, the Short Term Course is conducted in two Institutes:

S.No.	Academic Institutions
1	Anna University, Chennai
2	Shri Jayachamarajendra College of Engineering, Mysore

#### 3. Refresher Courses

Several refresher courses on various specializations are conducted by the Ministry through different academic, research & professional institutions and State Departments. Financial support in the form of honorarium to lecturers, expenses on field visits, preparation of lecture

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materials etc. is extended to the institutes conducting the training courses. The name of the institutions conducting Refresher Courses are given under as:

S.No.	Name of the Institution
1	All India Institute of Hygiene & Public Health (AIHH&PH), Kolkata
2	Gujarat Jalseva Training Institute, Gandhinagar
3	Institution of Public Health Engineers, Kolkata
4	Visvesvaraya National Institute of Technology (VNIT) Nagpur
5	Kerala Water Authority, Thiruvananthapuram
6	Centre for Environmental Studies, Anna University, Chennai
7	Research & Training Centre, Nashik\
8	Shri G.S. Institute of Technology & Science, Indore
9	TWAD Board, Chennai
10	Shri Jayachamarajendra College of Engineering (SJCE), Mysore
11	PHE Department, Government of Rajasthan, Jaipur
12	Rajasthan Institute of Local Self Government, Jaipur
13	Public Health & Preventive Medicine, Institute of Public Health, Chennai
14	Public Health Department Palasoni, Government of Orissa, Bhubaneshwar
15	Metro Water Training Centre, Chennai Metropolitan Water Supply & Sewerage Board, Chennai
16	Motilal Nehru National Institute of Technology (MN NIT), Allahabad
17	All India Institute of Local Self Government, Mumbai
18	All India Institute of Local Govt., Bhopal
19	Municipal Corporation of Greater Mumbai, Civic Training Institute and Research Centre,
20	All India Institute of Local Self Govt., New Delhi
21	Institute of Technology, Civil Engineering Department, Banaras Hindu University, Varanasi

## ANNEXURE VI

### Details of the Training Programmes conducted by Regional Centre for Urban and Environmental Studies

	2008-09		2009-10		2010-11	
	No. of Training Programme	No. of Participant	No. of Training Programme	No. of Participant	No. of Training Programme	No. of Participant
RCUES, Mumbai <sup>3</sup>	12	539	12	416	19	985
RUCES, Hyderabad <sup>4</sup>	51	2544	81	3085	88	3129
Indian Institute of Public Administration, New Delhi	10	209	12	280	15	400

<sup>3</sup>**RCUES Mumbai** has conducted following training programmes such as Solid Waste Management and Carbon Credits for Municipal Bodies, Role of ULBs, NGOs and Civil society organisations in Disaster Management, Capacity Building Programme for Elected Representatives (for Municipal Corporations and Councils), E-Waste Handling and Management and Bio-Medical Waste Handling and Management, Municipal Finance and Resource Mobilisations and Property Tax & GIS applications in Urban Management, Gender Budgeting in Urban Local Bodies, Change Management in ULB's, Accrual Based Double Entry Accounting for ULBs, Water Supply – Leakage Control and Water Conservation in Urban Centres, Sustainable Development for ULB's, Effective Enhancement & Benchmarking in Water Supply and Sanitation, Purchase Procedures and Guidelines for ULB's, Standardizing Service Delivery & Citizen's Charter, Property Tax Administration, Capacity Building for Municipal Women Elected Members, Eco Cities Area wide Environmental Improvement through Comprehensive Urban Management System, Municipal Asset Management, UIDSSMT/IHSDP & ULB's, Human Resource Development Motivational Technical and Communication Skills for Responsive Local Government, City Sanitation Plan & Requirements at Municipal Level and Green Buildings and ULB's.

<sup>4</sup>**RCUES Hyderabad** has conducted following training programmes such as Management Development Programs, Urban Basic Services, Slum Improvement Project, Micro Level Planning, Swarna Jayanti Sahari Rojgar Yojana and Extension Education.

## ANNEXURE VII

### Capacity Building Programme under JNNURM (December 2005 – 2012)

S.NO	DETAILS OF CAPACITY BUILDING PROGRAM	BUDGET ALLOCATION (Rs. in Lakhs)	EXPENDITURE (Rs. in Lakhs)
<b>Jawaharlal Nehru National Urban Renewal Mission (JNNURM)</b>			
1	Rapid Training Program	738	346
2	IRMA	11400	70
3	PEARL	185	25
4	Credit Rating of Cities	507	486
5	CDP Reimbursement	1,300	95
6	DPR Reimbursement	23,000	1,727
7	PIU & PMU	3,523	541
8	Regional Capacity Building Hub (Post RTP)	551	-
9	PMES Implementation & Training		50
10	City Volunteer Technical Corps	1,300	-
11	TAG	456	90
12	National Mission Mode Project - E-Governance in Cities	72,700	729
13	Community Participation Fund	9,000	400
14	Reform Appraisal & Monitoring Agencies		
		1,24,204	4,509

## ANNEXURE VIII

### Allocation/Expenditure for Capacity Building – Ministry of Housing & Urban Poverty Alleviation (December 2005 – 2012)

S.NO	DETAILS OF CAPACITY BUILDING PROGRAM	BUDGET ALLOCATION	EXPENDITURE (Rs. in Lakhs)
<b>Basic Services for Urban Poor</b>			
1	DPR Reimbursement	836	859
2	PMU	3,054	532
3	PIU	4,412	1,742
4	Third Party Inspection & Monitoring (TPIM)	1,518	
5	Resource Centres	22,000	
<b>IHSDP</b>			
6	DPR Reimbursement	22	
7	PMU		
8	PIU	3,690	
9	Third Party Inspection & Monitoring (TPIM)	2,217	
10	Resource Centres		
11	Capacity Building Program		201
		<b>37,749</b>	<b>3,334</b>

## ANNEXURE IX

### Capacity Building for Urban Local Bodies (CBULB) Programme of Ministry of Urban Development 11<sup>th</sup> plan (November 2009 – March 2012)

<b>S.NO</b>	<b>DETAILS OF CAPACITY BUILDING PROGRAM</b>	<b>BUDGET ALLOCATION (Rs. in Lakhs)</b>	<b>EXPENDITURE (Rs. in Lakhs)</b>
<b>Capacity Building for Urban Local Bodies (CBULB) of MoUD</b>			
<b>1</b>	Centers of Excellence	3,668	2,180
<b>2</b>	Service Level Benchmarking - NTSU	206	103
<b>3</b>	Capacity Building - UD	1,403	877
<b>4</b>	Information System Improvement Plan	1,360	865
		<b>6,637</b>	<b>4,025</b>

## ANNEXURE X

### List of Centres of Excellence under Ministry of Urban Development

S.No.	Name of Centre of Excellence	Focus Area of Centre of Excellence
1	Administrative Staff College of India, Hyderabad	Municipal service Delivery, urban reforms and public private partnership
2	Centre for Environment and development, Thiruvananthapuram	Waste Water Management and Solid Waste Management
3	Centre for Science and Environment, New Delhi	Sustainable Water Management
4	Indian Institute of Management, Bangalore	Urban Administration and Financial Management
5	Indian Institute of Technology, Guwahati	Integrated Land Use Planning & Water Resource Management
6	Indian Institute of Technology Madras, Chennai	Decentralised Waste Water Management and PPP
7	Integrated Research and Action for Development (IRADe), New Delhi	Climate Change Vulnerability and Adaptation
8	Lal Bahadur Shastri National Academy of Administration	Urban Development and Management
9	The Energy and Resources Institute, New Delhi	Urban Development
10	IIT Chennai	ITS application in urban areas, urban transport planning systems
11	IIT Delhi	Public transit planning, integration of urban planning, road safety
12	CEPT University	Land use –transport integration, BRT planning and management, Sustainable
13	NIT Warangal	Modeling urban growth landuse-transport integration, developing capacity analysis for urban streets, modeling and mapping environmental pollution.

## ANNEXURE XI

### Draft Advisory note for Municipal Cadre

**Navin Kumar**

**Secretary (UD)**

Dear .....

As you are aware, under the Constitution Seventy-Fourth Amendment Act, 1992 there is a mandatory provision for constitution of Municipalities in all the urban areas by the State Government. The Act provides for constitution of three types of municipalities i.e. Nagar Panchayats for a transitional area i.e. to say an area in transition from a rural area to an urban area, a municipal council for a smaller urban area and a municipal corporation for a larger urban area. It further specifies that “a transitional area” “a smaller urban area” or “a larger urban area” means such area as the Governor may, having regard to the population of the area, the density of the population therein, the revenue generated for local administration, the percentage of employment in non-agricultural activities, the economic importance or such other factors as he may deem fit, specify by public notification for this purpose.

2. Provision under the 74<sup>th</sup> Constitutional Amendment Act and reforms under JNNURM envisage a significant role for the change in the process of planning and delivery of urban infrastructure services. However, in reality several state govt. agencies and parastatals play a significant role. Often these organizations work independent of the ULBs thereby leading to uneasy relations. For instance, Public Health Engineering Departments or Water Boards are responsible for water supply, Town Planning Departments and Urban Development Authorities are responsible for spatial planning and development, Police for traffic management etc. In some cases, several organizations including the ULBs are jointly responsible. For example, maintenances of roads is the responsibility of the both ULBs and State PWD. Such overlapping functions and divided responsibilities make accountability very difficult. It is also important to recognize that most ULBs lack the institutional resources to discharge functions delegate to them under the Constitution.

3. As is well known, most of the ULBs do not have adequate institutional strength and capacities to meet emerging challenges of urban growth particularly in the larger cities. The municipal systems designed decades ago continue even today with only marginal changes. Administrative and structural reforms mandated under JNNURM are to be undertaken by ULBs with a view to revamp the organizational structure and improve the municipal performance. Administrative reforms include streamlining processes for public disclosure, administration of user charges, resource management, personal management, internal systems and processes, citizen interface processes. Structural reforms include creation of cadre of municipal staff for

different discipline, decentralization of municipal administration, organizational structure review, and optimization of staffing pattern. As of March 2011, only 21 and 27 cities respectively out of 65 had achieved administrative and structural reforms.

4. All the States have amended the Municipal Acts and laws in conformity with the constitutional provision and ULBs have also been constituted in most of the cities. It was expected that the states will undertake a comprehensive review of the municipal legislation and bring changes in conformity with 74<sup>th</sup> Constitutional Amendment Act. However, only a few states have taken the opportunity to review the functional domain of the urban local bodies in conformity with the constitutional provision as indicated in the Twelfth Schedule. Kerala, West Bengal, Tamil Nadu, Maharashtra, Gujarat, Haryana, Madhya Pradesh and Punjab have amended the municipal laws comprehensively in terms of Constitution and Composition of municipalities, empowered subject matter Committees, functional domain, structural changes etc. As on March 2011, eleven states transferred all the 18 functions listed in Twelfth Schedule to the urban local bodies, sixteen States had transferred the City Planning functions and 17 States assigned water supply and sanitation functions to the local bodies. In this regard, the situation varies considerably from state to state. Every State needs to conduct a review in this regard and address issues thereof.

5. Since municipalities are required to provide better urban services to the citizens and also to ensure planned development of the urban areas, there is a need to have a dedicated Municipal Cadre to meet the requirement of functional domain of the urban local bodies. Significant increase in urban population as well as financial transactions of ULB and implementation of urban reforms alongwith centrally sponsored/externally aided projects are added responsibilities of ULBs. These challenges necessitate separate municipal cadres in administrative, accounts, engineering and other technical services. Creation of Municipal Cadre will help in improving the performance of the urban local bodies and attract qualified people to the services. A Cadre will facilitate career opportunities for the persons working in the municipalities and sharing of experiences across cities. An analysis of the Recruitment Rules for officers and employees in urban local bodies in the states of Karnataka, Maharashtra, Kerala, West Bengal, Andhra Pradesh and Haryana reveal that these rules mainly contain details on classification of posts, appointing authority for various categories of post, methods of recruitment, minimum qualifications, proportion of appointment by direct recruitment, by promotion or deputation, service conditions etc. The Municipal Bodies are vested with a long list of functions delegated to them by the State Governments under the Municipal Legislation and accordingly the recruitment rules have provisions for appointment of specific posts at various levels. These functions broadly relate to public health, welfare, regulatory aspects, public safety, public works, development activities etc. Provisions in the recruitment rules also specify the requirements of various categories of posts as per the functions of the local bodies. However, there is no clear-cut provision for creation of specific common Municipal Cadre at the State level either in the Municipal legislation or in the

Recruitment Rules framed there under. A review of the recruitment rules of some of the states reveals the following:

(i) in most of the ULBs, population has been adopted as a norm for creation of posts in various sections of the municipalities in view of the services to be rendered to the population. In some states like Andhra Pradesh, income of ULBs has been adopted as a norm for creation of posts in accounts section of ULB;

(ii) in most of the States, Recruitment Rules are applicable for officers and employees connected with affairs of urban local bodies in the state except for the provincial civil service officers appointed to posts in Urban Local Bodies and the persons employed on work charge basis;

(iii) for Group A posts, government is the appointing authority. Director Municipal Administration or other officers empowered by the state government is competent to appoint Group B and C Posts. Deputy Commissioner or an officer empowered by the state government is competent to appoint group D posts;

(iv) in States like Maharashtra, for the purpose of seniority in respect of A and B category, it is a state wise cadre, for Group C it is region wise cadre and for others it is ULB wise;

(v) Generally, direct requirement is through State Public Service Commission or Director of Municipal Administration as the govt. decides from time to time;

(vi) In many states there is a common recruitment of officers and staff in the Municipal Corporations and they are transferable while it is separate for municipalities. In Maharashtra, there is a separate Act for each of the Municipal Corporations and other municipalities are constituted under Maharashtra Municipal Council, Nagar Panchayat and Industrial Township Act. Group A officers are liable to be transferred anywhere in the state of Maharashtra. Group B officers are liable to be transferred within the same revenue division and Group C and D officers are liable to be transferred within the same district.

6. As a first step in this direction, State government should therefore, create the municipal cadre considering the following issues:

### **I. Municipal Cadre in sync with functional domain**

The experiences show that the existing staff in the municipalities is posted in various sections as per the work load from time to time. The need is to assess the functional requirements keeping in view the adequacy or redundancy of staff in a particular section. With the changing requirement of urban areas and as per the provisions of 74<sup>th</sup> Constitutional Amendment Act particularly the functions listed in twelfth Schedule, the functional domain of urban bodies may be restructured under the following heads :

#### **A. General Administration & Tax Collection**

- B. Planning & Regulations**
- C. Water & Sewerage Service**
- D. Health**
- E. Sanitation and Solid Waste Management**
- F. Public Works and Civic Amenities**
- G. Urban Forestry & Recreational Infrastructure**
- H. Urban Poverty Alleviation & Social Welfare**
- I. Public Education**
- J. Other Services and Support Functions**

Each main head may be sub-divided into sub-heads as per the local conditions and the requirement of municipal staff may be worked out accordingly.

## **II. Classification of Municipalities**

The 74th Constitutional Amendment Act provides for three types of municipalities namely Corporation, Municipal Council and Nagar Panchayat. But there is no uniformity in classification of municipalities in the state. Even the nomenclature also varies from state to state. It would be advisable that all the municipalities should be reclassified into three categories i.e. Municipal Corporation for large urban areas of 5 lakh and above; Municipal Council for urban areas of 1 lakh to 5 lakh; and Nagar Panchayat for towns below 1 lakh population. For mega cities we may have Greater Municipal Corporation. This will help in assessing the requirement of municipal cadre in various types of municipalities.

## **III. Norms and Standards for creation of Municipal posts**

The analysis of existing recruitment rules for urban local bodies in various states reveal that there is no standard norm or criteria of creation for a specific post. For Administrative, Accounts, Technical and Engineering posts norms have been formulated for State Departments which need to be followed while working out requirement of posts in various section of the municipalities. Similarly, hierarchy of posts in different sections should also follow the pattern established in the State Departments. Indicative norms are given in the Annexure.

## **IV. Separate Cadre for Municipal Corporations and other Municipalities**

As is prevalent in many of the states it would be logical to have separate municipal cadre for Greater Municipal Corporation and the Municipal Corporation considering a complexity of the problems and issues to be addressed in the larger cities. For municipal councils and nagar panchayats there could be a separate municipal cadre as the requirement in these towns is of a lower order.

## **V. Deployment of State Cadre Officer for Chief Executive**

In most of the state's, Chief Executives of the Municipal Corporations for the large municipalities are either from the Indian Administrative Services or Provincial Administrative

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Services which has been working satisfactory particularly in view of the coordination of various functions at city level. This may be kept in view while working out the municipal cadre.

### VI. Provision for lateral entry

The existing recruitment rules have provision for taking the officer on deputation from various state government departments such as public works department, town planning and other technical services. Similar provision is required to be retained while working out the municipal cadre as lateral entry at senior level and would provide benefit of the experiences of the experts for improving the functioning of the urban local bodies.

### VII. Equivalency in Cadre Post and Service Conditions

The recruitment rules of various state government show that the scale of some of the post in urban local bodies are not at par in the state government officers and the service conditions also differ between local bodies and state government department. In order to attract the right kind of talent in the municipal cadre the position of the municipal officer should be at par with the state government officer and the service conditions should also be same.

Suggested norms for staffing patterns are given in the annexure (**Norms for Staffing Pattern**). Creation of municipal cadre will go a long way to ensure orderly, integrated and coordinated development of urban areas. I would therefore urge you to take immediate action to facilitate the creation of a municipal cadre in your State.

...Sd/-

Secretary (UD)

### Norms for Staffing Pattern

Norms for employing officers and staff in various grade of municipalities are based on population of the municipalities, levels of services and utilities provided, number of assessies, amount of annual transactions, users and beneficiaries of schemes and programmes and the general workload. Keeping in view the proposed cadre strength in various categories of municipalities in Andhra Pradesh, Haryana, Karnataka, staffing norms are suggested in Municipal Corporation, Municipal Council and Nagar Panchayats. An indicative list of staffing pattern is given in Table.

### Suggested Norms for Staffing Pattern in Municipalities

Section/Wing	Mun. Corpn. Above 10 lakh	Mun. Corpn. 5-10 lakh	Municipal Council 1-5 lakh	Nagar Panchayat Below 1 lakh	Remarks
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1	2	3	4	5	6
<b>Administration</b>					
Commissioner	1 (in the Cadre of IAS)	1 (in the Cadre of Add. Dir)	1 (in the Cadre of Jt. Dir.)	1 (as the grade of ULB)	As per the grade of ULB
Addl. Commissioner	2 (in the Cadre of Add. Dir)	1 (in the Cadre of Jt. Dir.)	1	--	
Secretary	1	1	1	--	
Asst. Commissioner	1	1	1 (in the Cadre of Div. PRO)	--	
PRO	1 (in the Cadre of Dist. PRO)	1 (in the Cadre of Div. PRO)	1	--	
System Manager				--	
<b>Supporting Staff</b>					
Supdt.		1	1 for each Section		
Sr. Asst.	1 for each Section	1 for each Section	One for each Section		

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Jr. Asst.	2 for each Section	2 for each Section	1 for each Section		
Steno-typists	3 for each Section	2 for each Section	3	--	
Data Entry Operators	7	5	2	1	
	5	3		1	

**Suggested Norms for Staffing Pattern in Municipalities**

Section/Wing	Mun. Corpn. Above 10 lakh	Mun. Corpn. 5-10 lakh	Municipal Council 1-5 lakh	Nagar Panchayat Below 1 lakh	Remarks
1	2	3	4	5	6
<b>Revenue</b>					
Addl. Commissioner	1	--	--	--	
Dy. Commissioner	--	1	1	--	

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Rev. Officer	2 for each circle	1 for each circle	1	--	
Revenue Inspector	1 for 4 Bill Collector	At least one RI in every ULB			
Bill Collector	1 for 3000 Assessments				

**Suggested Norms for Staffing Pattern in Municipalities**

(Income Range per Annum)

Section/Wing	Mun. Corpn. Above 10 lakh (Rs. 500 Crore)	Mun. Corpn. 5-10 lakh (50-100 Crores)	Municipal Council 1-5 lakh (20-50 Crores)	Nagar Panchayat Below 1 lakh (Upto 3 Crores)	Remarks

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1	2	3	4	5	6
<b>Accounts</b>					
Examiner of Accounts	1	1	--	--	
Accounts Officer	2	1	1	--	The post will be as per income of ULB
Junior Accounts Officer	2	1	1	--	
Sr. Accountant	2 under each JAO	1 under each JAO	1 under each JAO	1	
Junior Accountant	2 under each Sr. Acctt.	1 under each Sr. Acctt.	1 under each Sr. Acctt.	1	

Suggested Norms for Staffing Pattern in Municipalities

Section/Wing	Mun. Corpn. Above 10 lakh	Mun. Corpn. 5-10 lakh	Municipal Council 1-5 lakh	Nagar Panchayat Below 1 lakh	Remarks
1	2	3	4	5	6
<b>Engineering</b>					
Chief Engineer	1	--	--	--	
Supt. Engineer	One for every 5 lakh Pop. One for Env. Engineering	1	1	--	
Executive Engineer	2 for each S.E.	One for every 2 lakh Pop.	1	--	
Dy. E. Engineer					
Assistant Engineer	2 for each E.E.	2 for each E.E.	2	1	

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Hort. Officer	One for 40000 Pop. 2 for S.E. Office one for E.E. Office	One for 40000 Pop. 2 for S.E. Office one for E.E. Office	One for 40000 Pop.	1	
<b>Supporting Staff</b>					
Work Inspector/Tech. Maistry	1 In the cadre of Asst. Dir.	1	1	--	
CAD/GIS Operator	One for each Asst. Eng.	One for each Asst. Eng.	1	1	
	2	1	1	1	

**Suggested Norms for Staffing Pattern in Municipalities**

Section/Wing	Mun. Corpn. Above 10 lakh	Mun. Corpn. 5-10 lakh	Municipal Council 1-5 lakh	Nagar Panchayat Below 1 lakh	Remarks
1	2	3	4	5	6
<b>Public Health and Sanitation</b>					
Chief Medical Officer	1	1	--	--	

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Asstt. Medical Officer	One for each circle	One for each circle	--	--	
Municipal Health Officer	--	--	1	1	
Sanitary Supervisor	One for every 5 Sanitary Inspector	One for every 5 Sanitary Inspector	One for every 5 Sanitary Inspector	1	
Sanitary Inspector					In addition one Sanitary Supervisor for each landfill site with supporting staff
<b>Supporting Staff</b> Health Asstt.	One for every 40000 Pop.	One for every 40000 Pop.	One for every 40000 Pop.	1	
Sanitary Maistry	One for every one lakh Pop.	One for every one lakh Pop.	One for every lakh Pop.	1	
	Three for one Sanitary Inspector	Three for every lakh Pop.	Three for every lakh Pop.	3	

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One Pump house operator for each shift of 8 hours

One person each for Booster Station, Filter Bed, Mother Tank and STP for each shift of 8 hours.

**Suggested Norms for Staffing Pattern in Municipalities**

Section/Wing	Mun. Corpn. Above 10 lakh	Mun. Corpn. 5-10 lakh	Municipal Council 1-5 lakh	Nagar Panchayat Below 1 lakh	Remarks
1	2	3	4	5	6
<b>Town Planning</b>					
Chief City Planner	1	--	--	--	In the Cadre of Director
Transport Planner	1	1	--	--	In the Cadre of Dy. Dir.
City Planner	One for every 10 lakh Pop.	1	--	--	In the Cadre of Jt. Dir.
Dy. City Planner	Two for each City Planner	2	1	--	In the Cadre of Dy. Dir.
Town Planning Officer	Two for each Dy. City Planner	4			In the Cadre of Asst. Dir.

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Town Planning Supervisor	One for every 60000 Pop.	One for every 60000 Pop.	2	1	
Building Oversees			One for every 60000 Pop.	1	
<b>Supporting Staff</b>	One for every 40000 Pop.	One for every 40000 Pop.			
CAD/GIS Operator					
Tracer	4	2	One for every 40000 Pop.	1	
Town Surveyor	One for every 2 lakh	One for every 2 lakh	2	1	
	4	2	1	1	
			1	1	

**Suggested Norms for Staffing Pattern in Municipalities**

Section/Wing	Mun. Corpn. Above 10 lakh	Mun. Corpn. 5-10 lakh	Municipal Council 1-5 lakh	Nagar Panchayat Below 1 lakh	Remarks
1	2	3	4	5	6

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<b>Legal wing</b>					
Chief Legal Officer	1	--	--	--	
Law Officer	2	1	--	--	
Dist. Attorney					
Legal Asst.	2	1	--	--	
	4	2	1	1	

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**Suggested Norms for Staffing Pattern in Municipalities**

<b>Section/Wing</b>	<b>Mun. Corpn. Above 10 lakh</b>	<b>Mun. Corpn. 5-10 lakh</b>	<b>Municipal Council 1-5 lakh</b>	<b>Nagar Panchayat Below 1 lakh</b>	<b>Remarks</b>
1	2	3	4	5	6
<b>Fire Wing</b>					
Chief Fire Officer	1	--	--	--	
Div. Fire Officer			--		
	2	1		--	
Sub Fire Officer					

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	4	1	1	1	
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