

**Urban Governance and Development Management (UGDM)**  
**Prof. Uttam Kumar Roy**  
**Department of Architecture and Planning**  
**Indian Institute of Technology – Roorkee**

**Lecture - 13**  
**Capacity Building – 1**

Welcome to lecture 13. In the last lecture, we discussed about the transparency and accountability of which is required to maintain in a public organization including the urban local bodies. Today, will discuss very important part of the local governance that is the capacity building. Now from the lecture from the initial part of this course, we have been discussing that urban local government is the third tier of the government.

And it has got much more responsibility than the earlier times. We have discussed 74th Constitutional Amendment Act, Municipal Act and we have seen we have discussed that now the urban local bodies and urban local government they are enjoying or they are getting much work responsibility, they are having the responsibility of discharging essential services, they have the responsibility of conducting and doing the planning work in the municipality and developing the basic infrastructures.

So the moment we talk about more responsibility, more job, more task so similarly it comes that unless an organization is stronger if organization is improved than the earlier organization cannot perform. So one very important part of that organization improvement or development is that capacity building.

Now what is the meaning of capacity building and how we can do the capacity building that will discuss in two lectures, so today and next lecture, so let us start that part.

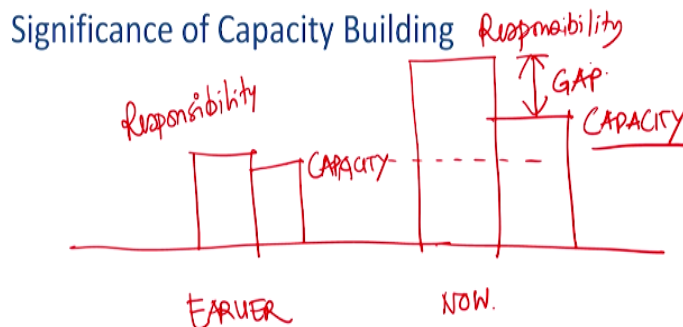
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## Contents

- Significance of Capacity Building in Urban Governance
- Dimensions of Capacity Buildings
- Role mapping

Today, will discuss the significance of capacity building in urban governance and the dimensions of the capacity building and the training and what is the role of the urban local governance.

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Now the significance of the capacity building is that this is the earlier responsibility of any government and you have enhanced the responsibility and now and because of that maybe earlier the capacity was like this and maybe now there is an enhancement of the capacity up to a certain limit. Now how do I fulfill this gap of larger responsibility and the capacity? So responsibility is very high and capacity is very less.

So as a result of this phenomenon, there is immense pressure on the urban local bodies functionaries, the people who are working in the development authority, the elected

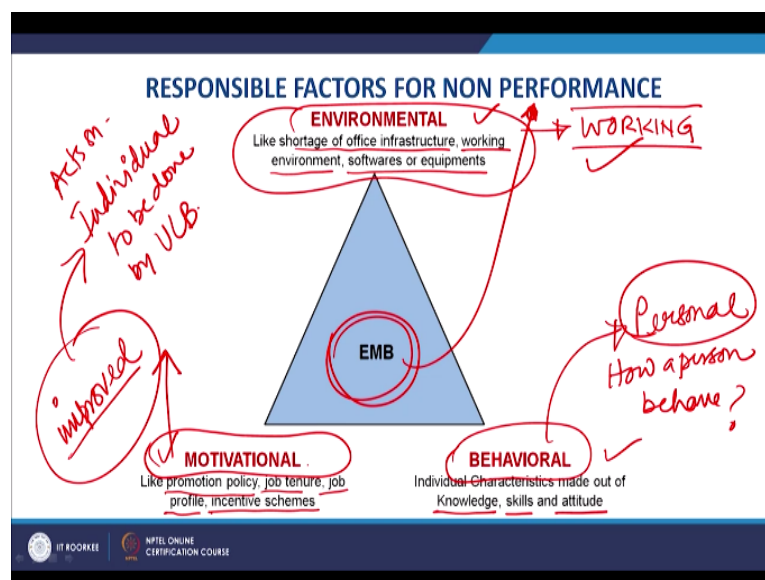
representatives and any persons who are working on the grassroots level. I tell you one of my example that in a short-term training course I was interacting with the public representative of any of some municipality.

So one of the public representatives they told that in today's time the expectation of the people from the public representative and urban local government is huge. They not only come for the developmental and basic services to the municipality, they also reach to the municipality and the elected representative even for their family matters and for their matters related to their community disputes and conflicts.

Now the question is and they are saying that sir we do not get even essential minimum time for our own family. So that I do not believe that it is an isolated even it is an isolated example. It can it is happening in every grassroots level areas on the local governments where people are working. That means considering the huge responsibility and the job and task required to be done ahead, the capacity at the local level is very less.

So we need to enhance this capacity and to enhance that capacity, we need to learn that what to enhance, how to enhance, what to do, how to do. So with this thing in mind, let us discuss few theoretical very important parts.

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Now when there is a capacity to do some particular responsibility or particular function it comes to individual level on performance that how a particular person can perform better or a section can perform better or a municipality as a whole perform better. So the performance

depends on 3 factors, one is environmental, motivational, and behavioral. So let us see that what does all these terms mean for our purpose.

Now environment is like there are many officers which have the shortage of basic office infrastructure, working environment is not good, softwares and equipments was not there. I have seen many municipalities and urban local governance where the people were trained under the schemes or were trained for computers and (()) (05:55) but in the municipalities computers are not there.

So after the training they came to the municipality and they cannot use their enhanced knowledge and skill so that kind of problem. I have seen the municipal corporation and municipal office where there is not adequate space for the visitors seating. So these are fundamental issues and the problem or shortage which required to be improved.

I have seen municipal officers which is having tremendous political problem, political disturbance and disturbance is such that the functionaries cannot work properly within their work environment. So if you consider all this problem, the ultimate outcome or the result of this problem is the nonperformance or shortcomings in the service delivery. So environmental factors are the major important factors so please take a note that this environment is not the natural environment.

This environment is basically working environment of any organization. The second part is the motivational. Now each and every local government and their staffs need to be motivated for their better job. We have discussed earlier that municipal staffs are appointed by a Service Commission, set by the state government for particular local bodies.

Now there may be motivational problem, they may be demotivated if there is no promotion policy, job tenure, job security or maybe job profile is not good or there may be a lack of incentive schemes and in the vice versa if the municipality can provide a better promotional facility, job security, job tenure and accountability and better job profile, the motivation can be improved.

So you can understand that environmental factor is basically working level factor and motivational factors basically the factors which act on the individual level but it has to be

done by ULB. Now we have seen organizations where the organizations are having fantastic environmental condition, better in infrastructure equipments, better working atmosphere, all the rooms are air-conditioned, there is no problem.

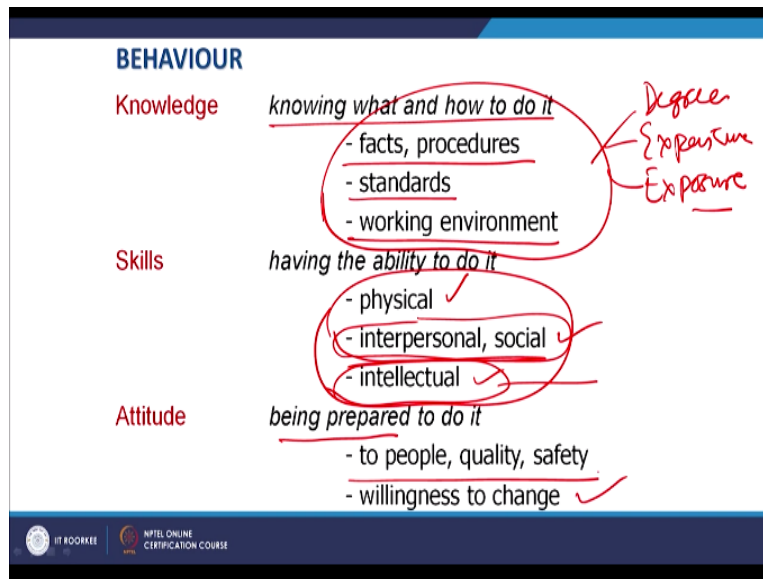
And they have comparatively better motivational or better staff promotional policy, staff, tenure security, working profile, etc even then there are few working staffs, there are few functionaries who do not work or they do not perform, simply because if they do not perform they are not punished or they do not want to perform, they do not have the adequate willingness to perform any particular job.

So that is related to their behavioral element. So behavioral elements is basically personal matters, internal matters how a person behave irrespective of environment and motivational. So behaviour matters basically consists the knowledge, skills and attitude. So knowledge can be in terms of the qualification and the educational degree what we acquire from the universities.

The skill sets are the competencies what we achieve from the professional courses and the academic courses and the attitude, attitude is basically the value system which enhances or which influences us to work or not to work. So that is the basic part which is there within all of us that is the part of behavioral element. So in short, we call it as EMB which is responsible for performance.

So out of this EMB, the environmental factors and motivational factors or the organizational factor within the organization other than individual factors but the behavioral factor is something some attributes which is there within a particular individual.

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So let us see how this affects now within behaviour we have told that there are knowledge, skills and attitudes. So wherever we call about knowledge, it is about knowing something about facts, procedure whether that particular person knows about that procedure, suppose a person is working in your organization, he is supposed to know how to assess a building valuation or how to sanction a building plan.

So he need to know the facts and the process and procedures involved on that particular job and then standards, a person who is working on the water supply and its network, he should know that what is minimum standards and benchmark for the water supply in an urban area. Then, working environment and most of the cases this knowledge can come from the degree, educational degree, experience or exposure.

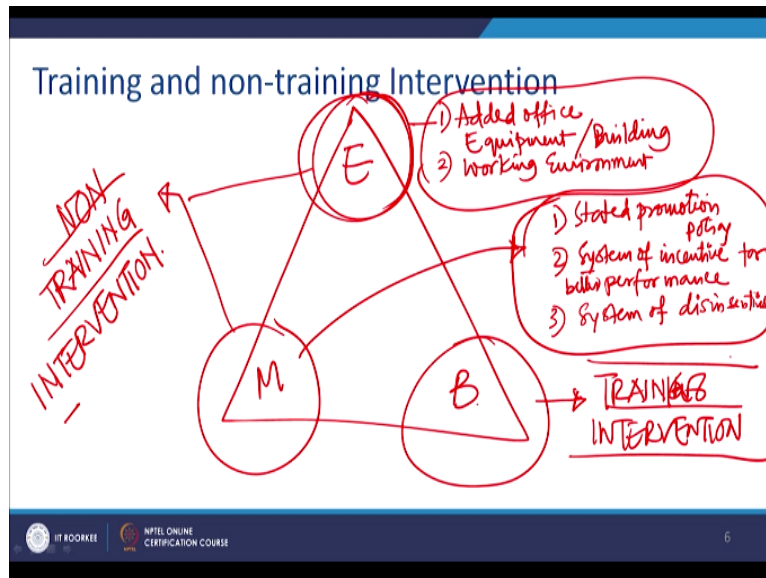
And then skills, there are various kind of skills which is required to be acquired. Some skills could be physical; some skills could be interpersonal, social, intellectual. For example, the people who are working at the grassroot level for the cleaning staff or the garbage collection and all those job, the people who are involved on those job they need to physically active and physically fit to do some particular job.

On the other hand, a person who is working on the municipalities as an executive officer or officer or any other staff or the reception staff, they need to be very good in interpersonal skills and social skills and a leader especially the elected representative, the planner, engineer, architects who are working to make a plan for the municipality, to make the schemes, to make

the project planning of the municipality, they need to be intellectual in terms of getting actual information and doing something in a better way.

So that is the skill part and apart from this the attitude also qualifies a person, whether a person is being prepared or not, it can be to the people or the quality or the safety towards willingness to change or willingness to perform some particular job.

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So out of this EMB parameter what we discussed that is environmental, motivational and behavioral. Now for this environmental and motivational problem, we need few intervention which is called non-training intervention. Let me give you some example that if your office does not have essential equipments, essential infrastructure, so there could be added office equipments.

There could be if it is required or building many municipal offices does not have adequate and bigger building, the ward committees they also need a small building. So this is the essential part. Second is the working environment, how it can be improved in terms of the working hours, in terms of the protocols, norms and standards. For the motivational, there could be like stated promotion policy, then a system of incentive for better performance.

Now when we say incentive for better performance, it is very difficult to give financial incentive to a person who is working in the government sector but sometimes in the government sector the incentive could be given in terms of recognition. I know I have seen

few municipalities; they have started system of giving various color codes of the elected representative.

The elected representative who are performing, who are working in a better way sometimes they are called as a green coded municipal functionaries or municipal elected representative. Those who are performing in a moderate way they are called like yellow coded and those who are not performing or not working up to their expectations they are red colored. So they are displayed though so those kind of systems can also be tried in the municipality whether it can be incentivized.

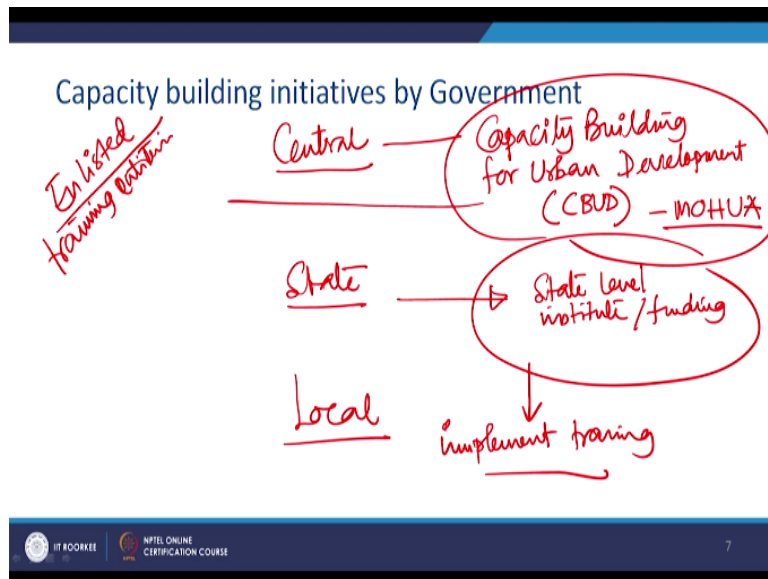
And also if there is some amount of non-performance or non-working, there should be a system of disincentives. So at the organization level or office level and at the administrative level you need to take few actions which will come under non-training intervention that means with training you cannot resolve these issues you have to do something at your organization level or at your administrative level.

But wherever you find behavioral issues like people are not performing or working because of their behaviour problem either they do not have the adequate knowledge or they have knowledge but not doing something because of the lack of skill or they have knowledge, skill both but not doing because of their lack of willingness. In that case, it needs basically training intervention.

So training intervention is a capsule of work related or work linked knowledge and skill which is given or which is provided either at the training institutes or at the urban local body itself. So those kinds of training interventions can be designed for every cadre or every level of the functionaries. Now let us see little bit more details that how training interventions work okay.

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Before that let me just mention that what are the capacity building initiatives by the government. When you say government, there are central government as I mentioned, state government and local government. So at the central government there is a programme called capacity building, in short it is CBUD. So ministry of urban development initially started this programme earlier.

Now the ministry of housing and urban affairs in short it is MOHUA, they are implementing this programme and under this programme they have enlisted several training entities to deliver the training for the local government level and the developing authorities and similarly at the state government level there are state level institutes and funding. So all these are coming towards the local level for the training.

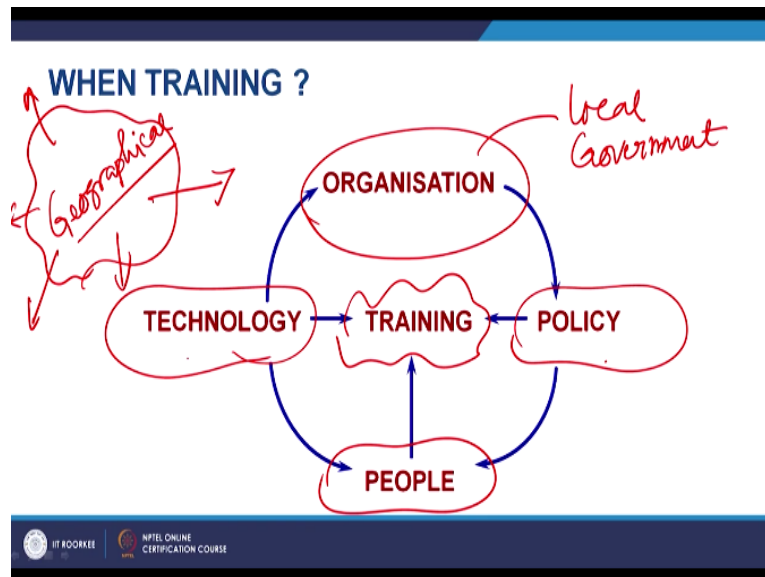
So at the local level, it is required to implement those training and you need to implement in collaboration state government because your state government will facilitate the process of the funding under the capacity building for urban development. Right now, there are various schemes going under Government of India like Smart City like AMRUT like Swachh Bharat Mission, HRIDAY.

So they have started integrated capacity building for the urban local, capacity building for the urban development that is indicated CBUD programme. So in this integrated CBUD programme all the urban local bodies they are supposed to get training capsules for their functionaries. Apart from that, whenever you do a large project where significant capital

investment is required, for those projects there are some amount of funding always reserved for the capacity building.

Usually, it is within 5% that is also given under the various schemes by the central and state government.

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So now let us just have a look of the conceptual dimensions of the training. Now why we need training and when we need training. So we need training when there is a change of organization, sometimes organizations changes for example in our case the municipalities or the corporations earlier they were not a government organization, after 1992 they become a local government.

So the moment they become local government, the accountability, responsibility and the expectation has increased many folds so that is why some kind of training is required for their staffs. When there is a technology and technological change, the municipal accounting system has changed from single entry to double entry, will come to some module about the municipal accounting system and the finance.

But I just mention that because of that change in the technology, earlier it was done fully by the manual methods. Now they are doing all the accounting and its procedure by computerized method so that change of technology, change of system also needs training of the concerned manpower. Then, if there is a change in the policy, let me write example say

when after the JNNURM in 2005 and subsequent other programs Government of India they wanted to have reform linked program for the urban local bodies.

And they took some other some policies like withdrawal of the urban land ceiling and regulation act and then starting of the user's fees in the urban service delivery. So some policies, some actions were mandatory some were optional. So when municipality or the urban local bodies they are supposed to implement of these policies, they need to know about the implications of the policy, the intricacies of the policies and reform and accordingly they need to apply.

Similarly, there are housing policies, there is environmental policy, lot of policies are applicable so for this policy they need to take training for those policy matters or the reform matters. Then, it is the people, when there is a change of people, sometimes I have told you that municipality is a geographical concept also and it happens that when the municipality expands beyond the geographic limit then after sometime you need to delineate or redelineate the municipal boundary to include the added population.

So when there is added population means added responsibility added expectations. So that is another reason that your concern person's concerned functionaries they need to be trained for the new areas, for the new people or the new geographical locations from the setting. So this is the reasons why we need training in any organization, so it can be either organizational change or even organizational matter. It can be policy matter or it can be technology matter or the people.

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## WHY TRAIN ?

- More rapid development
- Increased output — HR
- Improved quality of products and services
- Less waste - time, money, materials, people
- Better utilisation of resources
- Fewer accidents

So we organize training as a training intervention for the capacity building for more rapid development, increased output in terms of human resource, improve quality of the product and services and less wastage of time, money, materials or people and better utilization of the resources in terms of land, in terms of finance, in terms of human resource and also we can avoid accidents.

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So through training, we can definitely change the behaviour of the people and we can enhance the service. So the change of behaviour is basically resulting to change of service.

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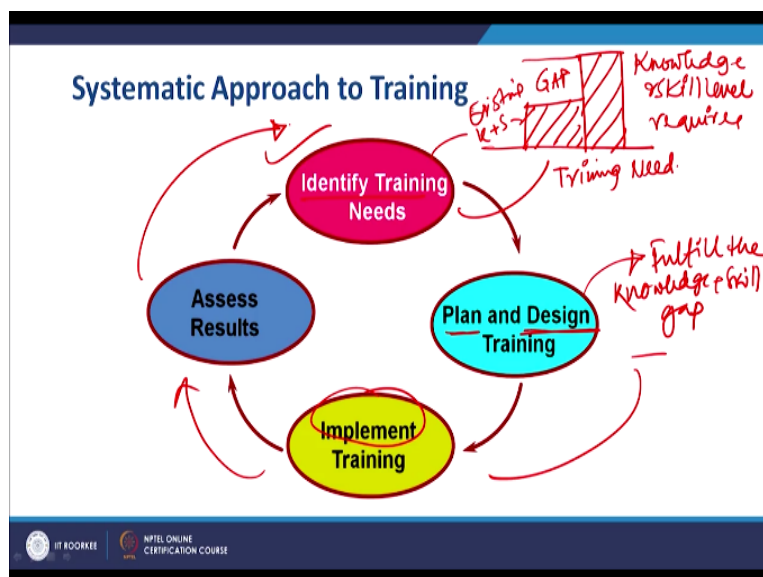
## DEFINITION OF 'TRAINING'

- 'A planned process
- to modify attitude, knowledge or skill
- through learning experience
- to achieve effective performance ↑
- in an activity or range of activities ....
- to satisfy ... needs of organisation'

Next, just have a quick look of the definition of the training. Training is basically a planned process to modify attitude, knowledge and skill through a learning experience to achieve effective performance in an activity or range of activity to satisfy the needs of the organization. So please see the keywords in the definition of the training. The first key word is the organization.

Second key word in that it is the learning experience. Third is the attitude, knowledge and skill and it is aimed to improve your performance through the range of activity. So please keep this few four, five points because in your organizations either as an officer you have to conduct the training program for your staff or sometimes you need to give the exposure to the staffs or sometimes you also need training for the betterment of the performance.

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Let us see quickly that what is the systematic approach in training. This is required to know because in municipalities and urban local bodies often you will be asked to organize training or to conduct training. Now what is the systematic approach and the stages in a training? Now the first stage of a training is the identifying the training needs. So training needs means the gap of the knowledge between what is required and what is existing.

So if a particular function if the knowledge level is this, so if the knowledge and skill level required and this is a knowledge and skill level which we have existing knowledge and skill, so this is becoming the gap. So if we can measure this gap and we can list out this gap this amounts to training need. Then, after knowing this need, we need to plan that how to fulfill that gap of knowledge and skill and how to bridge that gap by using some training or capsule of training.

That part we are calling as a plan and design of the training. So in the plan and design of the training, our objective is to fulfill the knowledge gap and skill gap by designing. So here the keywords are design and planning. Designing the duration of the course, the venue of the course, target participants, target training entities or the training institutions and the modalities of the course whether the course will be online course, course will be offline course.

Then, the methods, media, everything, faculty and after this designing part is done then the next job is to implement the course. The course could be implemented at your place or maybe in the training institutes and after implementation next is assess the result whether the training course could fulfill the gap which was identified at the first day that is training need analysis stage.

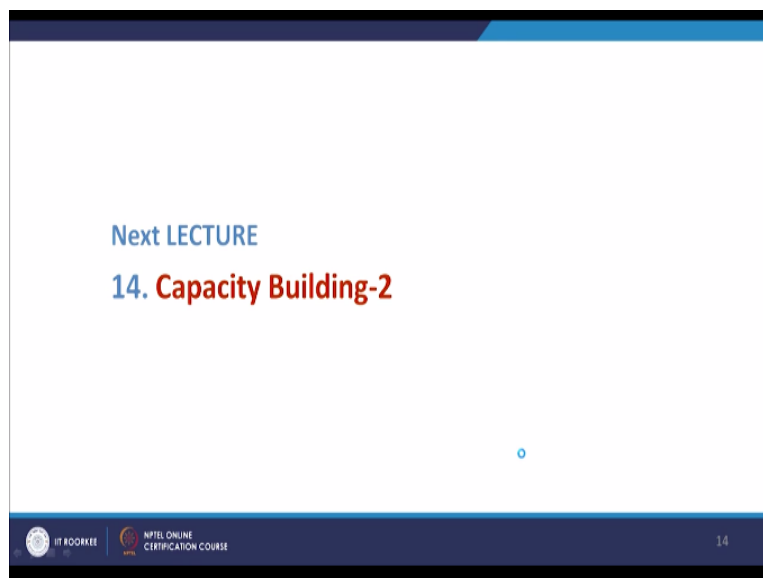
So if you find that for the training is required, so you go back again to the first stage and measure the remaining gap what is required and maybe you have some refresher course in later time. So this is called the systematic approach to training.

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And to remember this we have so IN for identifying needs, D for design and I for implementation and A for assessment. In short, it is India. So it is very easy to remember that identifying needs, design, implementation and assess is the basic stages of a systematic approach in training. So do not forget the stages because often as a functionaries or as an elected representative or as a technical person, you have to conduct many training in your organization.

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So with this we will summarize today's lecture. Today, we discussed the essential factors of the capacity building. In the capacity building we discussed that why it is required, capacity building is required to improve the organization's efficacy in terms of the individual and as a group. In organization, there is lack of performance or lack of the results and it is caused due

to 3 factors, one is environmental which is basically the organizational infrastructure, working environment, etc.

Then, motivational, motivational is the reasons or the elements which motivates people in terms of the work like promotional policy, the work security, etc and there could be behavioral which is basically a person's individual internal matter which enables a person to work or not to work. When you say behaviour, it is the combination of the knowledge, skill and attitude.

And knowledge and skill and attitude combinedly makes the behaviour part. For any organization, the environmental and motivational change can be done by the non-training intervention by taking organizational and administrative actions whereas the behavioral change or the behaviour improvement can be done in terms of knowledge, skill and attitude by training interventions.

And then we also discussed that training interventions has various methods. We discussed the dimensions, the need for the training, the definitions of the training and also we have discussed the systematic approach in training or set. To remember, it is the identification of the need that is the first stage of the systematic approach that is identification, second is the design and then it is implementation and then is assessment of the training results.

So in short it is India to remember. So next lecture, will discuss about the capacity building and training part with some example and cases that how it can actually be organized and how the result can be assessed so that you can get some actual idea that about the training and its efficacy, so with this thank you very much for attending this lecture. I hope you are enjoying the lecture. See you in the next lecture. Thank you.