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REGIONAL CENTRE FOR URBAN  
AND ENVIRONMENTAL STUDIES  
INSTITUTE OF PUBLIC ADMINISTRATION  
LUCKNOW UNIVERSITY  
LUCKNOW



A. REGULAR TRAINING PROGRAMMES

1. FINANCIAL MANAGEMENT IN URBAN LOCAL AUTHORITIES

The course was organised from May 4 to 9, 1987 for the technical and non-technical finance executives from the urban local authorities of Bihar, Madhya Pradesh, Orissa and Uttar Pradesh. The course was designed to make the officials concerned with financial and budgetary control aware of the need to manage municipal finances in a scientific manner so as to ensure optimum utilisation of the available limited resources. The topics included Principles of Financial Management, Performance Budgeting, Performance Oriented Audit, Financial Decision-Making, Cash Flow Management, Institutional finance etc. At the end of the course, trainee officers submitted two Syndicate reports entitled as under:

- i) Administration and Assessment of Property tax.
- ii) Feasibility of Abolition/Continuance of Octroi.

In all, nineteen officers including one from Orissa participated in the course. A list of trainee officers is given at Appendix I.

Sri K.Chandra, Research Officer directed the course under the supervision of Dr.J.L.Seth, Incharge Programmes.

2. PROJECT FORMULATION, ESTIMATING AND COSTING

This course was conducted from June 22 to 27, 1987 for the benefit of technical and non-technical senior and middle level officers from municipal bodies, development authorities, housing boards and town and country planning department.

The course was organised with a view to familiarise the participants with the concept and techniques of project formulation, estimating and costing. Socio-Economic, financial and technical factors which need to be taken care of at the formulation stage were explained. Technical, social and financial aspects in project formulation, techniques of Cost-Benefit Analysis, Net Work Analysis and Use of Computers in project formulation, land costing and quality control etc. were discussed in detail. A few exercises on estimating and costing of projects were also undertaken.

In addition, the participants were required to carry out two Syndicate exercises and submit a report on the assigned subject. The Syndicate reports submitted at the end of the course were on (i) Formulation of Housing Project and (ii) Formulation of a Commercial Project.

The course was directed by Dr.K.Kishore, Research Associate under the guidance of Dr.J.L.Seth, Incharge Programmes.

Appendix II contains the list of participants.

### 3. PERSONNEL MANAGEMENT IN URBAN GOVERNMENT

This programme was held from July 13 to 18, 1987 with a view to highlight the role of personnel management in urban administration. The course content included lecture-discussions on different aspects of personnel management, covering manpower planning, human resource development, career management, performance management etc. Two case studies on 'Authority and Conflict' and 'Commotion in Promotion' formed part of the course.

The guest faculty besides others included Sri C.S.Rao, Dy.Secretary(Urban Development), Ministry of Urban Development, Government of India and Prof.D.D.Malhotra from Indian Institute of Public Administration, Delhi. The methodology included a Syndicate exercise by the participants in two separate groups. The reports produced are on: (i) Municipal Services after Centralisation: Positive Aspects; and (ii) Municipal Services after Centralisation: Negative Aspects.

The participants included senior and middle level officers drawn from the municipal bodies and development authorities of Uttar Pradesh. The list of officers given at Appendix III. The course was directed by Smt.U.Bagga, Research Associate, under the guidance of Dr.J.L.Seth, Incharge Programmes.

#### 4. CITY PLANNING, BUILDING REGULATIONS AND URBAN ENVIRONMENT

This short-term training course was conducted from August 17 to 29, 1987 for the executive officers, chief municipal officers and technical executives concerned with planning of cities and enforcement of building regulations in the four states. The main objectives of the course were to enable the participants to understand the methods and techniques of city planning and zoning; to examine the building regulation/by-laws for different categories of urban areas; and to demonstrate the importance of environmental improvement.

The trainee officers were taken out to Bhopal and Indore for field studies which included discussions with the authorities of Town and Country Planning Department and the concerned municipal corporations.



Based on the field-study and interaction among themselves the participants presented two separate Syndicate reports, done in two separate groups, as under:

- i) Do planning standards and building regulations motivate illegal development?
- ii) Planning standards in urban development.

The course was directed by Ms.K.Mittal under the supervision of Dr.J. L.Seth. The participants included officers from Town and Country Planning Department, Municipal Bodies and Development Authorities in Madhya Pradesh and Uttar Pradesh. Their names (13) appear in appendix IV.

#### 5. MANAGEMENT OF WATER SUPPLY AND SEWERAGE SYSTEMS

This course, conducted from September 14-19, 1987 was primarily for the benefit of senior and middle level engineers from Jal Sansthan and Municipal Water Works. The main objectives of the course were: to expose the participants to the latest techniques of planning of water supply and sewerage projects, to familiarise them with the modern methods of execution of projects and techniques of operation and maintenance of the system.

The course contents covered: technical factors in formulation of water supply and sewerage projects, funding of projects, efficiency and effectiveness, cost-benefit analysis, water supply systems in hilly and rocky areas, control of Ganga Pollution through remodelling of sewerage systems, operation and maintenance checking of leakage and wastage.

Two group exercises-(i) on 'Problems in Operation and Maintenance of Water Supply and sewerage systems and their Remedies and(ii) on 'Causes for Growing Dissatisfaction Amongst

Consumers and Suggestions for their Removal' were carried out by the participants and separate reports were submitted.

The course was directed by Mrs. Richa Varmani, Research Associate under the supervision of Dr. J.L.Seth, Incharge Programmes.

Appendix V gives the list of 20 participants from Madhya Pradesh and Uttar Pradesh.

#### 6. MUNICIPAL BUDGETING AND FINANCIAL CONTROL

This course of one week's duration (December 7-12, 1987) was designed to introduce the latest techniques for financial planning and control to the participants and to give an opportunity to them to examine their applicability in municipal administration. Twenty-four senior and middle level officers including one from Madhya Pradesh, drawn from different local bodies and development authorities, attended the course.

The course-content included: performance budgeting, performance oriented audit, cost accounting for financial control, capital budgeting, computer appreciation for financial operations, financial information system and discounted cash flow.

The officers submitted separate group reports at the end of the course: (i) on 'Prospects and opportunities for improvements in the budget of a municipal body' and (ii) on 'Accounting principles and procedures: Need for improvements.'

Dr.K. Kishore, Research Associate, directed the course under the guidance of Dr.J.L.Seth, Incharge Programmes. Appendix VI gives the list of participants.

## 7. MANAGEMENT INFORMATION SYSTEM

This was the first course on MIS organised by the Centre from November 9 to 13, 1987 and was designed to meet the needs of the senior and middle level technical and non-technical officers from the urban local authorities. The participants were exposed to the concept, principles, and techniques of MIS keeping in view the specific needs of the urban local authorities. Topics like role of communication in optimising MIS, steps in designing MIS, financial and personnel information system, computerised information system etc. formed part of the programme.

In addition, a panel discussion on the 'Present State of Information System in the Local Bodies' was held. Also, the participants were taken to UPDESCO for a practical demonstration of computers.

The course was directed by Ms. P. Nair, Research Associate under the guidance of Dr. J. L. Seth, Incharge Programmes.

Appendix VIII gives the list of 18 participants from Uttar Pradesh and Madhya Pradesh who attended this course.

## 8. REGIONAL DEVELOPMENT PLANNING

This course of one week's duration (December 14 to 19, 1987) was organised, for senior and middle level officers of the Town and Country Planning Department, Development Authorities and Municipal Bodies with a special purpose. The objectives of the course was to familiarise the participants with the concept and various aspects of regional development planning.

in the urban context. Accordingly, emphasis was laid on subjects like regional disparities and regional variations in urbanisation, regional planning at the national and state levels backed by case studies, legislative and administrative implications of regional planning etc. Syndicate reports on 'Administrative Implications of Regional Planning' and 'Legislative Implications of Regional Planning' were presented by the trainee officers. The guest faculty, besides others, included Dr.K.Sreeram, Professor <sup>of</sup> Management Studies, National Institute of Urban Affairs, New Delhi.

The course was directed by Ms.P. Nair, Research Associate under the guidance of Dr.J.L.Seth, Incharge Programmes.

A list of 16 participants, who came from Madhya Pradesh, Orissa, and Uttar Pradesh is given at Appendix VIII.

#### 9. PROJECT IMPLEMENTATION, MONITORING AND EVALUATION

This programme was conducted from January 18 to 23, 1988. The objectives of the course were: (i) to provide the participants with a general appreciation of the concept of and factors involved in project identification and formulation, and (ii) to acquaint them with the modern management techniques used in implementation of projects. Importance of monitoring and evaluation for effective completion of projects was also emphasised. The course contents included social and technical dimensions in project formulation; project management, network analysis, inventory management, effective coordination, computerised systems and financial management of a project. At the end of the course, two syndicate reports on 'Implementation of a

Housing Project ' and 'Monitoring the Progress of a Commercial Project' were presented by the participants.

Mrs. U. Bagga, Research Associate directed the course under the supervision of Dr. J. L. Seth, Incharge Programmes.

Appendix IX gives the list of 16 participants who were drawn from the municipal councils and development authorities in Madhya Pradesh and Uttar Pradesh.

#### B. ORIENTATION TRAINING PROGRAMMES ON LOW COST SANITATION

Two courses on Low Cost Sanitation sponsored by the Directorate of Local Bodies, Government of Uttar Pradesh were organised by the Centre.

The first course was held on May 15 and 16, 1987. The objective of the course was to explain the various operations which had to be carried out by them in the planning, implementation and maintenance of low cost sanitation programme. Environmental, administrative and financial aspects of the programme were also explained. A panel discussion on 'Problems and Remedies in Implementation of Low Cost Sanitation Project' was also held.

Thirty-four officers from class IV municipal boards, Town and Notified Areas/Committees of Uttar Pradesh participated in the course. The detailed list is given in Appendix X. The course was directed by Sri U. B. Singh, Junior Research Associate under the guidance of Dr. J. L. Seth, Incharge Programmes.

The second course was conducted from June 19 to 20, 1987 with the same objectives. Twelve officers attended the course. Their names are listed in Appendix XI.

The course was directed by Sri K. Chandra, Research Officer under the guidance of Dr. J. L. Seth, Incharge Programmes.

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C. SPECIAL WORKSHOP ON URBAN BASIC SERVICES

Urban Basic Services is a recently introduced programme to bring about greater efficiency in the existing slum improvement programmes. It is a Centrally assisted programme and is carried out by the local bodies under the control of the state government. UNICEF provided necessary support.

An orientation Workshop on Urban Basic Services was organised by the Centre on March 13 and 14, 1988 at the instance of the Lucknow Nagar Mahapalika. The objective of the workshop was to familiarise the senior officials of the Lucknow Development Authority, Jal Sansthan and the Nagar Mahapalika with the concept of Urban Basic Services.

The Workshop focussed on such broad areas as the status of urban poor and dimensions of poverty, concept and components of the UBS programme, community participation, primary health care and nutrition for the urban poor, Water and sanitation facilities in poorer urban sectors, pre-school and adult education and various income generating activities.

The deliberations in the Workshop were supported by audio-visuals on community participation, sanitation, health care, etc.

Thirty-three officers from the local institutions including U.P. Jal Nigam participated in the Workshop. The list is given in Appendix XII. A wide range of recommendations emerged from the detailed deliberations of the Workshop. These are given in Appendix XXIII.

The Workshop was jointly directed by Dr. J.L.Seth and Ms. P. Nair.

D. TRAINING PROGRAMMES UNDER WORLD BANK AIDED  
UTTAR PRADESH URBAN DEVELOPMENT PROJECT

These special programmes were sponsored by the Government of Uttar Pradesh for providing training to the Executive Officers and Assistant Engineers of urban local bodies, development authorities and jal sansthans of those eleven towns which are receiving assistance under the World Bank Project.

In all, ten programmes were organised by the Centre under two categories- (i) Technical, and (ii) Non-technical.

I. Technical Programme covered six courses on CONSTRUCTION MANAGEMENT.

These courses were held for Assistant Engineers of the local authorities in eleven cities. Since the civil engineering staff of these organisations is required to execute different civil works under the projects, these courses were organised with a view to impart specific guidance to handle the projects properly so as to produce good quality work within the stipulated time-frame. Topics like Site Management, Quality Control in Building Construction Works, Soil Investigation, General and Detailed Specification of Buildings, Indian Standards for Civil Works etc. were discussed in detail. Field visits to PICUP, U.P. Rajkiya <sup>Nirman</sup> Nigam, and P.W.D., Research Institute were also arranged to enable the participants to have the first hand knowledge about the new experiments in the construction activity.

All these courses were conducted under the direction of Sri Satya Prakash, Consultant (Chief Engineer (Retd.) P.W.D.).



These courses were held as under :

- (i) From August 24 to 29, 1987. In all 14 officials attended. List of participants at Appendix XIII).
- (ii) From November 6 to 12, 1987. In all 8 officials attended. List of participants at appendix XIV.
- (iii) From November 23-28, 1987. In all 18 officials attended. List of participants at appendix XV.
- (iv) From December 7 to 12, 1987. In all 10 officers participated. (List of participants at appendix XVI.).
- (v) From January 11-16, 1988. In all 10 participants attended. (List at appendix XVII).
- (vi) From March 14-19, 1988. In all 5 officers had attended. List at appendix XVIII.

## II. Non-Technical Programmes

### (i) MUNICIPAL RESOURCE MOBILISATION

Keeping in view the resource constraint of municipal bodies and the general deterioration of the standard of civic services in most areas, this course was designed to assess the adequacy or otherwise of urban local finance and to stress on the urgent necessity to mobilise the existing resource. Emphasis was placed on exploring the alternate resources to augment the municipal revenue. The course was held from May 25 to 28, 1987. Two group reports: (i) on 'Assessment of Municipal Taxes' and (ii) on 'Collection of Municipal Taxes' were presented by the trainee officers on the concluding day.

The course was directed by Mrs. U. Bagga, Research Associate under the guidance of Dr. J. L. Seth.

Appendix XIX gives the list of 15 participants.



(ii) MUNICIPAL TASKS AND RESPONSIBILITIES

This course was held from November 25 to 28, 1987. In the face of increasing demands on city management and inadequate municipal resources, this course was organised with a view to review the functions entrusted and resources available to urban local bodies for performing the basic tasks. Certain effective measures to strengthen and improve the tax base and tax management were also to be evolved. The course laid strong stress on the use of currently available managerial tools for achieving the desired goals. Two separate Syndicate reports on 'Implementation of the Municipal Tasks: Problems & Remedies' and 'Municipal Services and Citizens' satisfaction: Problems and Remedies' were presented by the Trainee officers. The course was directed by Mrs. U. Bagga, Research Associate under the guidance of Dr. J. L. Seth. A list of eleven officials who attended the course is given in Appendix XX.

(iii) PUBLIC HOUSING WITH SPECIAL REFERENCE TO LOW COST HOUSING

This programme was of four days' duration and was conducted from December 21 to 24, 1987. It was designed to focus on the existing situation of public housing and on the methods and techniques which could be carefully employed for planning and executing the housing projects specially with regard to the low cost housing projects. The participants at the end of the programme presented a group report on 'Target Group and Their Satisfaction Through Public Housing'.

Mrs. Richa Varmani, Research Associate directed the course under the guidance of Dr. J. L. Seth.

A list of eight officials, who participated in the course, is given at Appendix XXI.

(iv) LOW COST SANITATION

A four days training programme on the above subject was conducted from February 3 to 6, 1988. The objectives of the course were to acquaint the officials concerned with the various aspects of planning, execution and maintenance of the low cost sanitation projects. 'Problems and Remedies in the implementation of Low Cost Sanitation Projects' were discussed in detail in a panel discussion session.

A list of trainee officers(11) from the eleven cities is given in Appendix XXII.

Sri U.B.Singh, Junior Research Associate directed the course under the guidance of Dr.J.L.Seth.

II. WORKSHOP ON INTEGRATED DEVELOPMENT ON SMALL AND MEDIUM TOWNS IN MADHYA PRADESH.

A two day workshop on INTEGRATED DEVELOPMENT OF SMALL AND MEDIUM TOWNS IN MADHYA PRADESH: ACHIEVEMENTS, CONSTRAINTS AND REINVESTMENT was organised at Bhopal in collaboration with the Environment and Housing Department of Government of Madhya Pradesh, M.P. Vikas Pradhikaran Sangh and Academy of Administration, Bhopal. The Workshop was held at the Academy of Administration, Bhopal on November 19 and 20, 1987.

Sri Mahesh Joshi, Minister of State for Environment and Housing, Government of Madhya Pradesh, inaugurated the Workshop. The presidential remarks were given by Sri K.C.S.Acharya, Chief Secretary to Government of Madhya Pradesh.

The concluding session was presided over by Sri R.C.Jain, Principal Secretary, Department of Environment and Housing, Government of Madhya Pradesh who delivered the valedictory address also. Sri D.S.Meshram, Additional Chief Planner, Town and Country Planning Organisation, Government of India, made his observations on the Workshop.

The objectives of the Workshop were:

- (i) to review the achievements made in Madhya Pradesh in the light of aims and objects of the IDSMT Scheme;
- (ii) to examine the constraints and opportunities in project planning and implementation:
  - (a) Formulation
  - (b) Flow of funds.
  - (c) Monitoring, co-ordination and control
  - (d) Personnel system;
- (iii) to determine the procedure for disposal of assets to the target groups; and
- (iv) to develop reinvestment policy: fundwise and schemewise.

The Workshop was divided into four business sessions, each devoting itself to <sup>one</sup> of the four specific areas. A panel session on 'IDSMT AS A CONSTITUENT OF URBAN DEVELOPMENT STRATEGY' was also organised. It was presided over by Sri C.S.Rao, Deputy Secretary, Government of India.

The participants included representatives from various institutions, concerned departments of the Central and State Governments, Regional Centres, Municipal Councils, Development Authorities, Town and Country Planning Departments, Town Improvement Trusts etc. A list of 95 participants who attended the Workshop is given in Appendix XXIV.

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In the absence of Sri K.Chandra, Research Officer, the Workshop was directed by Dr.J.L.Seth, Incharge Programmes. Dr.K. Kishore and Sri U.B.Singh assisted him.

### III. RESEARCH STUDIES

The following study has been completed. The first draft of the Report is ready.

DETERMINING TRAINING NEEDS IN MUNICIPAL ADMINISTRATION  
AND URBAN DEVELOPMENT IN THE STATES OF BIHAR, MADHYA  
PRADESH, ORISSA AND UTTAR PRADESH.

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## WORKSHOP

## ON

## URBAN BASIC SERVICES

## RECOMMENDATIONS

1. Every attempt should be made to appoint/select the personnel highly motivated for working under the programme. After selecting, the proper personnel system should be devised for the persons. Preference should be given to the persons belonging to the slums/downtrodden section having a proper attitude of serving the community.
2. Training should form the one of the main basis of the programme. Hence, an intensive training to the paid-functionaries should be imparted. Field study, should made part of the practical training. Without a trained and skilled personnel it is not possible to run the programme effectively and efficiently. The training contents should be prepared after studying the localities concerned and the problems involved therein. The staff should be made aware about identifying the slum population and all the socio-economic and demographic data should be collected and analysed.
3. The group is of the opinion that the programme cannot be run in a real sense in the absence of public participation. Hence, the group advises first to mobilise the public opinion in the favour of the programme. The slum population should be mentally prepared for coming out with their problems. They should not be made just at receptive end. If need be, the community should be taken into confidence for identifying the problems.

Thus the primary role of the community organiser would be motivation and also to prepare motivators to give success to the scheme.

4. As far as the implementing agencies are concerned, the group feels that it would have been better if Nagar Mahapalika, Lucknow Development Authority, Jal Sansthan, Jal Nigam and also the state education department have been/are consulted at the time of framing the programme. The concerned agencies should be taken into confidence in running the programme.

5. The municipal institutions which earlier had a health component should be revived <sup>and be</sup> given the responsibility plus the facilities and resources required to look after the health and nutrition of the target group.

The following role can be taken up by Nagar Mahapalika:

1. Child and woman care
2. Health, Sanitation, Nutrition and immunization
3. Provide shelters (with cooperation of LDA)
4. Construct loans and drains in slums (with cooperation of Jal Sansthan)
5. Public latrines
6. Low cost sanitation
7. Child and adult education (As part of Basic Education)
8. Provide facility for running self-employment (By Establishing Community Centres)
9. Provide taps for drinking water and hand pump mark II.

6. It is suggested that a multipurpose building be constructed as a community centre in which all the activities of UBS mainly educational activity, nutrition and woman and child and welfare programme as well as income generation activity can also be run.

7. The above mentioned community centres shall be basically run and assisted by residential community volunteer backed and guided by the community organizer. It shall be the duty of the Project Officer to visit the area and the centre at least once a week in the initial stages and report the progress to co-ordinating officer. The responsibility of maintenance and up keep will lie on RCV in which he will be assisted by concerning departments.

8. Khadi and Village Industries Corporation should also be requested to extend their services to the slum areas to educate, train and motivate the women for self employment. This will go a long way in income generation activities.

9. It is worth mentioning that per capita cost for Urban Basic Services is Rs.250/- which is on a lower side. It should be sufficiently increased keeping in view the various activities of the Urban Basic Services programme.

WORKSHOP-ONIDSMT IN MADHYA PRADESH

1. The Workshop recommends that a properly equipped technical cell should be created for helping the agencies in the formulation of plans. Similarly the implementing agencies should have the needed technical man-power.
2. There should not be any hesitation in revising the proposals if necessary. The workshop recommends that the guidelines which cover all such issues be revised.
3. The Workshop, recommends that instead of restricting the number of towns, the Government of India should specify the central allocation for the scheme for each State. This will help the State to cover more towns with lesser but required outlay based on the absorption capacity of the towns and the potential as growth centres and will also discourage the present tendency of spill over of towns to next Plan Period.
4. All the schemes/projects in a particular town should be the part of an overall package of IDSMT and the resources should be pooled together at the town level for the better utilization of funds.
5. The personnel handling various components of the scheme should be trained adequately so that the aims and objectives of the scheme are realized by the implementing agency. The aim is not to incur expenditure on the approved scheme but to have the overall development of the town so that it can act as a service and employment centre.



6. The implementing agencies for the IDSMT Scheme Municipal Council as far as possible as identified in the guidelines instead of Development & Area Development authorities etc.
7. Changes in the scheme should be permitted with the approval of the Government of India and State Governments, however, to certain extent only.
8. M.P. Vikas Pradhikaran Sangh should act as a parent body to guide the different implementing agencies.
9. In the case of residential scheme the disposal in the normal course should be on the offset price so far as EWS and LIG plots are concerned. However, for MIG and HIG housing the asset should be sold through auction or for a 30 years lease only, and outright sale should not be resorted to.
10. The commercial plots, being the major remunerative component in the IDSMT scheme, the workshop recommends that the shops constructed, or plots developed should be disposed off through auction only. If any reservation for S.C./S.T.'s is made by the state, it should be adhered to.
11. Some method should be evolved whereby the actual benefit flows only to the members of the E.W.S. in the projects undertaken fully or partially for their benefit. The workshop endorsed the recommendations made by a study group constituted for the purpose. They are as under :

1. There must be a uniform system of disposal of assets.

2. The eligibility factor under this needs some revision.
3. There should be a single window despatching system specially for the E.W.S.
4. The affordability of the beneficiary must be kept in view. The size of the house may be reduced or the specifications changed in order to keep the price within the reach of the normal beneficiary. Otherwise, the benefit is likely to be grabbed by sections other than E.W.S.

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WORKSHOP ON IDSMT AS A STRATEGY FOR URBAN DEVELOPMENT IN BIHAR  
ACHIEVEMENTS & CONSTRAINTS

RECOMMENDATIONS

1. The workshop feels that there is a pressing need for creation of an independent implementing agency.
2. The workshop also desires that orientation training of all the officials involved in the implementation of the scheme should be arranged.
3. The workshop desires that allocation of funds for five years on a perspective basis should become an essential ingredient of the scheme right from the beginning.
4. The workshop recommends that the central financial assistance should be divided into two parts :-
  - (i) funds for non-remunerative components should be given as grant ; and
  - (ii) money for remunerative schemes alone should be given as loan.
5. The workshop recommends that the number of components should be reduced and only major, essential and remunerative components which are of essential nature should be retained in the scheme.
6. The workshop recommends that the funds in no case should be diverted to works, other <sup>than</sup> those approved under the IDSMT scheme.
7. The workshop recommends that the surplus should be utilized for only two purposes :-
  - (i) partly for investment in remunerative project; and
  - (ii) partly for repayment of loan.