

### HUMAN RESOURCE DEVELOPMENT AND TRAINING

**4.5.01** Grass root level governance has been entrusted to the Local Bodies squarely in respect of functions and the resource acquisition methods have also been broadly laid down. It therefore follows that these Local Governments have significant responsibility to plan and implement activities to bring about Economic Development and Social Justice. This aspect will place on the shoulders of Local Government a new pattern of responsibility and accountability. The democratic composition would naturally ensure accountability to the Local Public. The elected representatives of people and the administrative machinery under them have been entrusted with an onerous task of governance for the twin objectives of Economic Development and Social Justice.

**4.5.02** In the past, there have been cases of failures in the Local Government performance failures attributable to maladministration. This shows the need for Training and Human Resources Development (HRD).

**4.5.03** Successful and effective governance by local government cannot be realized if the people's representatives in the local governments and the officers and staff involved in the

activities of the local governments do not possess requisite aptitude and skills needed. Otherwise there would be huge wastage of resources and the institutions of governance may swiftly degenerate into deceased organizations draining out precious public resources.

**4.5.04** Unless such attitudinal changes and skill development are planned and achieved by a well conceived Training Plan, efflux of time can cause irreversible damage to the ideology of decentralisation, thus challenging the very roots of local governments as a vehicle of empowering people.

**4.5.05** A comprehensive Training plan to develop all those involved directly in civic administration, and in bringing about economic development and social justice in the different tiers of local governments, may cover

- i) Non-Official Leaders.
- ii) Officers and Staff of the Local Bodies.
- iii) Officers in the Line Departments and in the Secretariat in Rural Development Department and Municipal Administration and Water Supply Departments who are closely connected with Local Body Administration.

**4.5.06** Such personnel may be involved in enforcement, regulatory, inspectional or facilitating or catalytic role. In all these categories of people belonging to different levels of organisations, there are different hierarchial strata as follows:

- a. Policy making
- b. Top Management
- c. Middle Management
- d. First Level Management
- e. Supervisory
- f. Operational staff

**4.5.07** Devolution of powers and functions to the Local Governments has to be followed with commensurate change in the mindset of the personnel in the departments and agencies having like relationships. Tamil Nadu Water Supply and Drainage Board, Chennai Metropolitan Water Supply & Sewerage Board, Tamil Nadu Electricity Board, Highways, & Rural Works, Public Health, Medical etc., are some of the key departments/bodies whose personnel having relationships with Local Governments require attitudinal change for programmes as well as development.

**4.5.08** Performance depends not only on the skills and capabilities of people but also on their attitudes towards the jobs. Attitude is a disposition or state of mind which makes people contribute to the objectives of the organisation with dedication and devotion. The requirement is therefore attitudinal change and skills development.

**4.5.09** The enormity of the training can be visualized if the number of Local Body institutions is considered:

a. Village Panchayats	12,584
b. Panchayat Unions	384
c. District Panchayats	28
d. Town Panchayats	635
e. Municipalities and	104
f. Corporations	6
<b>Total</b>	<b>13,741</b>

**4.5.10** The elected representatives, officers and staff of these organisations are included for training along with the people in the State Government Organisations who are involved in the activities of the Local Bodies.

**4.5.11** The time frame available for completing the whole comprehensive Training Plan is very limited. While many key people in the local Governments have to be trained even before they get into operation, viz., the elected representatives, those who are already in service have to be trained in the course of 3 to 6 months. The infrastructure for imparting such a comprehensive Training will have to be identified and provided for immediately.

#### **The Training Plan**

**4.5.12** Before training, it is necessary to assess the training needs such as Training Centres, duration, Syllabus, etc. in the same way as any other manpower Planning and Development exercise. Technical Education Directors, Local Government training Institutions both in the Urban and Rural Sectors, Non-governmental Institutions, Institutes of Management, Schools of Social Work besides training Institutes attached to the Line Agencies and Government Departments in the State can participate in this type of assessment as well as in the training programme in collaboration with the Local Bodies.

**4.5.13** Considering the enormous number of personnel that need to be trained, the task could be approached by identifying suitable persons with aptitude and zeal, for training them as trainers, with special programmers for such training with suitable syllabus and material so that teams of trainers could be effectively utilized to train both non-officials and officials involved in local body administration.

**4.5.14** While the Panchayat Union Centres can be the nucleus for organizing the training activities of village Panchayat Presidents and Vice Presidents, the Regional Training Centres like Rural Extension Training Centres, and the State Institute of Rural Development Chennai and the Institute of Urban Studies Coimbatore can be utilised for training Panchayat Union Chairmen/Vice Chairmen, and Presidents/Vice-Presidents of Town Panchayats and Chairmen/Vice Chairmen of Grade I, II and III Municipalities respectively. Chairmen of District Panchayats, Chairmen/Vice Chairmen of the Special Grade and Selection Grade Municipalities can undergo training alongwith Mayors and Deputy Mayors of Municipal Corporations, Heads of Departments and Line Agencies at the State and National Level Training Institutions.

**4.5.15** Based on the needs assessed and the priorities, a Training Plan has to be formulated which inter-alia should cover Institutions to be selected, duration, syllabus, facilities required, outside faculty members required, funds required etc., The existing Training Centres viz 5 Rural Extension Training Centres, the State Institute of Rural Development (S.I.R.D.) Maraimalai Nagar and the Institute of Urban Studies at Coimbatore need to be strengthened with all facilities to meet the challenge. Further, the S.I.R.D. and the Institute of Urban Studies, Coimbatore shall also be institutions for Research & Development work in Rural and Urban Local Body affairs.

#### **4.5.16 The Commission therefore recommends that**

i) an integrated training package of inductional, functional and managerial training shall be imparted to officials and non-official elected representatives involved, on the functions and responsibilities of local bodies.

ii) the Anna Institute of Management, Chennai being an apex body having expertise in the field of Human Resource Development may be retained as a consultant to assess the training needs of various sectors, levels and functions involved in Local Government structure and in Line Department/ Agencies structures and to give a Comprehensive Training Plan.

iii) the Anna Institute of Management, the State Institute for Rural Development (S.I.R.D.), and the Institute of Urban Studies Coimbatore may take up training of trainers as well selectively, impart training to certain categories of officers from both Local Governments and Line Agencies/ Departments in the aspects of " Financial Management of Local Bodies" and "Management of Services by Local Bodies".

iv) it will be necessary to utilize the training modules already developed by the National Institute of Rural Development, Hyderabad to train the trainers in Panchayatiraj Systems and National Institute of Urban Affairs , New Delhi for Urban Local Bodies. As the whole exercise is people oriented, extensive utilization of Non-Governmental Agencies should be taken up. Agencies like Madras Institute of Development Studies, Chennai, UNICEF, Gandhigram Rural Institute (Deemed University), Institute for Financial Management and Research Chennai, Madras School of Economics Chennai, National Institute of Financial Management and Policy (N.I.P.F.F) New Delhi, All India Institute of Local Self Government, Mumbai, MYRADA, C.P.R. Environmental Education Centre, Chennai, Sathiamoorthy Foundation, Chennai can be sources of expert resource persons to disseminate concepts and to bring about attitudinal transformation and such opportunities should be tapped regularly and fully.

v) In as much as all departments and undertakings of government have already been directed by government in G.O.Ms.No.239 Personnel and Administrative reforms Department (Trg.III) dated 17.7.95 to allocate upto 0.5 percent of their expenditure on salaries annually as their training budget, local body institutions like Panchayat Unions, District Panchayats, Town Panchayats, Municipalities and Municipal Corporations may be requested to contribute not less than 0.5 percent of their annual salary expenditure to a training fund to be set up for this purpose for strengthening the Rural and Urban training centres and for the training programmes, under the overall management of the Director of Rural Development, Director of Municipal Administration, Director of Town Panchayats respectively. Funds set apart for training components under JVVT, UBSP, NRY, Prime Ministers Self Employment Programme, besides assistance from UNICEF, MUDF TNUDF may also be accessed for funding the training programme.

vi) In all departments including line agencies who have functional relationship with the Local Bodies, a compact training cell shall be set up in the office of concerned Head of the Department at the state level by re-deploying the existing staff, where such a cell is not already functioning. This cell will take up this responsibility, assess the training needs, process the deputation of officers to various institutions, review the progress annually, and update the curriculum with special reference to the training needs of the department.

vii) Considering that the number to be trained may be around one lakh, a crash programme of training be initiated immediately, due precedence in the programme given to elected representatives; training programme for officials may also be commenced.

viii) The Training Cell to be set up for formulating the training programmes should bear in mind that the training format for non-officials is essentially one to expose them to their rights and

responsibilities in managing and administering the local self-government in the light of powers and functions devolved on them consequent on the constitutional amendments whereas the training format meant for officials, besides exposing them to the new role they may have to play in the revised set up where powers of Government vest with the elected representatives, could also comprise of inductational, functional and managerial programmes. The main theme for all the training programmes shall be development of skill and attitude for realization of local governance by people.

ix) The training given to junior assistants and new entrants, recruited through Tamil Nadu Public Service Commission and State level selection committees, in the Civil Services Training Institute, Bhavani Sagar, shall be a pre-service training and shall be before appointment, so that they join in their jobs, fully trained on the fundamentals of Governmental/local body administration.

x) The functional training to be imparted will cover both new entrants and those who are already in service, but who have not undergone such training programme earlier. While new entrants will join the regular package of functional training module conducted periodically, a one time assessment of all the personnel in service who have not undergone such training programme, shall be made and a crash programme be conducted to complete the training within a fixed time frame. Such functional training programme should have in its curriculum modules of administration and maintenance of accounts. Only when the staff are thorough with the provisions of the Acts, rules and regulations, utilization of funds will be proper, maintenance of accounts will be regular and benefit will reach the people fully on time.

xi) The infrastructure facilities in the existing Rural Extension Training Centres, State Institute of Rural Development, Maraimalai Nagar, and the Institute of Urban Studies, Coimbatore is to be strengthened for meeting the training needs. The S.I.R.D., Chennai and the Institute of Urban Studies, Coimbatore shall also undertake Research and Development work in Rural and Urban Local Body affairs respectively.