

Chapter IV

4.1 Human Resources Management and Capacity Building

4.1.1 Classification of ULB functions

Devolution of functions to ULBs can be completed only when there is adequate manpower to discharge the services. The broad outline of functions carried out by ULBs is given below:

Table 4.1 – Details of Functions of ULBs

Sl. No.	Sections	Functions
1	Administration	General administration, including meetings of council and committees
2	Revenue	Assessment and collection of various taxes, rent, advertisements and other property related activities
3	Accounts	Preparation and maintenance of accounts, preparation of budget <i>etc.</i>
4	Public health	Sanitation, solid waste management and other public health related activities
5	Engineering	Construction/O&M of roads, drains, buildings, parks, play grounds, water supply and street lighting <i>etc.</i>
6	Town Planning	Town planning activities such as issue of building licences, <i>etc.</i>
7	Welfare	Implementation of schemes relating to Social and economic development.

The broad parameters that needs to be taken into account while assessing the manpower are:

- the jurisdictional area,
- population/nature of population,
- the number and type of properties, *etc.*

The recruitment of personnel in respect of ULBs is governed by Tamil Nadu Municipal Service Rules, 1970, Tamil Nadu Municipal Engineering Service Rules, 1997 and Tamil Nadu Engineering Sub-ordinate Service Rules, 1970.

4.2 Availability of Manpower

The position of employees per 1,000 population in respect of test checked ULBs is detailed below:

Table 4.2 – Range of ULB employees per 1,000 population

ULBs	No. of employees per thousand ranged between (in 36 sampled ULBs)			
	Sanctioned strength		Men-in-position	
	2011	2019	2011	2019
Corporations	3.56 to 4.93	2.76 to 3.57	2.06 to 2.78	1.46 to 2.15
Municipalities	1.03 to 6.38	0.86 to 5.84	0.88 to 3.72	0.62 to 3.43
Town Panchayats	0.69 to 4.14	0.55 to 3.67	0.69 to 3.78	0.55 to 3.35

Source: Data furnished by the Department

The above table indicates that while there was reduction in number of officials per 1,000 population between the period 2011 and 2019 since there was no increase in the number of sanctioned strength, the status of men-in-position also has reduced due to non-filling up of vacancies.

Audit analysis of the sanctioned strength with the population prevailing in 2011 and 2019 revealed that in five ULBs there was less than one employee for every 1,000 people, 14 ULBs had between one and two employees, 13 ULBs between two and seven employees for every 1,000 people.

Further, analysis in revenue section of three out of four Corporations test checked revealed that as against the sanctioned strength of 244 officials, the men-in-position was only 69 and the comparison in respect of test checked 16 Municipalities with regard to Revenue, Water supply and Public health and sanitation revealed the following:

Table - 4.3 – Sanctioned Strength *viz-a-viz* Men-in-Position in Municipalities

Section	Sanctioned Strength	Men-in-Position
Revenue	201	173
Water Supply	415	264
Public Health and Sanitation	3,479	1,590

Source: Data furnished by the Department

Recommendation: The Government may arrive at a desired sanctioned strength of ULB officials based on population. Government may also take steps for rationalisation and redeployment of officials among the ULBs.

4.3 Capacity Building

Capacity building is important for strengthening the capabilities of personnel and equipping them with skills in tune with latest developments for effective and efficient delivery of services. The training activities for ULB employees were carried out by Tamil Nadu Institute for Urban Studies (Institute). The Institute is located in Coimbatore and is responsible for designing and organizing programmes for all cadres of ULBs. An amount of ₹ 15 crore has been disbursed as special grant to the Institute during 2018-19 and 2019-20.

During the period 2015-16 to 2019-20, the Institute had conducted 49 courses pertaining to web based software training, in-service training, special training, *etc.* in 483 batches in which 23,125 ULBs officials were trained (including elected representatives). Out of this, two training programmes were also conducted to newly recruited Junior Engineers and Revenue Staff of ULBs of Karnataka State.

Audit observed that the coverage of the training program was in consonance with the nature of the functions and services rendered by the ULBs. Further, the number of participants for each program was also sufficient. The training center ensured near 100 *per cent* participation of the officials. However, there was lack of follow-up mechanism with respect to the domain in which the officials were trained.