

CHAPTER VI

Human Resources in Urban Local Bodies

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As per Article 243W of the Constitution of India, the Municipalities were empowered to function as institutions of self-government. The broad framework of functions carried out by ULBs is depicted in **Table 6.1**.

Table 6.1: Broad framework of functions carried out by ULBs

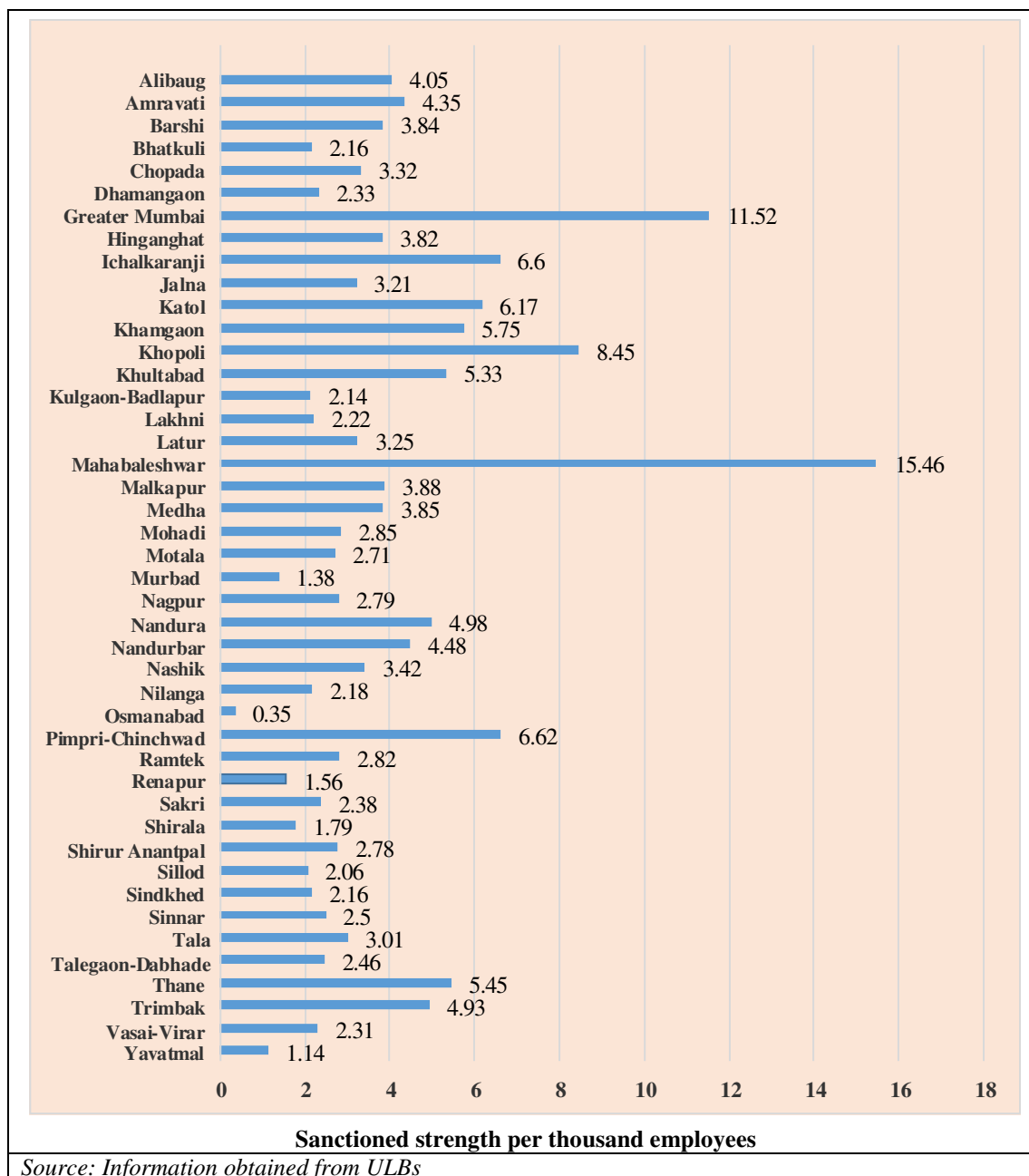
Sr. No.	Wings	Function
1	Secretariat	Secretarial function to the General Body and various committees
2	Administration	General administration, HR management
3	Revenue	Assessment and collection of various taxes, rent, advertisement and other property-related activities
4	Accounts	Preparation and maintenance of accounts, preparation of budget
5	Public Health	Sanitation, street sweeping, solid waste management and other public health-related activities
6	Engineering	Construction, operation and maintenance of roads, drains, buildings, parks, playgrounds, water supply and street lighting
7	Town Planning	Town planning activities such as issue of building licences
8	Welfare	Implementation of schemes relating to social and economic development
9	Disaster and Accident Mitigation/Prevention	Fire safety, rescue, fire safety plan in high rise buildings, rescue during waterlogging, removal of dangerous trees

Adequate and qualified manpower was essential for the empowerment of ULBs to discharge the above functions effectively. Audit observed wide variation in the sanctioned strength of staff *vis-à-vis* the population and inadequate staff as discussed in the succeeding paragraphs.

6.1 Requirement of staff

The requirement of manpower in a ULB would *inter alia* depend on the geographical area, population, topography and extent of computerisation. The basis for determining the sanctioned strength was not furnished to Audit. Audit observed that the staff strength and the population to be served by each ULB had no relation, resulting in wide variation in the sanctioned strength of staff *vis-à-vis* the population in the 44 test-checked ULBs. The sanctioned strength ranged from 0.35 per thousand population to 15.46 per thousand population in the test-checked ULBs (**Appendix 6.1**). Analysis in audit revealed that in 26 ULBs, the sanctioned strength of staff per thousand population was upto three, while in 16 ULBs it ranged between four and eight and in two ULBs *viz.*, Municipal Corporation of Greater Mumbai and Mahaleshwar Municipal Council the sanctioned strength was 11.52 and 15.46 respectively. The sanctioned strength of staff per thousand population in the 44 test-checked ULBs is given in **Chart 6.1**.

Chart 6.1: Sanctioned strength per thousand employees



The sanctioned strength and men-in-position in the test-checked eight Municipal Corporation and 36 Municipal Councils/Nagar Panchayats are shown in Table 6.2.

Table 6.2: Sanctioned Strength vis-a-vis men-in-position in the test-checked ULBs

Employee category	Corporation			Council & Nagar Panchayat		
	Sanctioned Strength	Men-in-position	Vacancy (percentage)	Sanctioned Strength	Men-in-position	Vacancy (percentage)
Group A	5247	3389	1858 (35)	7	8	-1
Group B	20001	15423	4578(23)	39	39	0 (0)
Group C	51885	32059	19826(38)	2851	1283	1568 (55)
Group D	106471	76592	29879 (28)	5399	4244	1155 (21)
Total	183604	127463	56141(31)	8296	5574	2722(33)

Source: Information obtained from selected ULBs

The overall shortfall in the 44 test-checked ULBs was 31 *per cent*. In Municipal councils, the shortage was mainly at the cutting-edge level of Group 'C' staff. Analysis in audit revealed that two Municipal Corporations (Nagpur and Vasai-Virar), one Municipal Council (Sillod) and five Nagar Panchayats (Medha, Renapur, Sakri, Shirala and Tala) were having more than 60 *per cent* vacancy.

The fifth SFC recommended (August 2019) that the Government or ULBs must engage professional agencies to conduct systematic and detailed studies regarding the staffing requirement in the ULBs, which was, however, not accepted by the Government.

During the exit conference, the Principal Secretary stated (February 2022) that staffing pattern and recruitment rules have been finalised and the vacancies would be reduced.

Recommendation 10: Government may review the sanctioned strength in ULBs considering the recommendation of fifth SFC and ensure that the vacancies are filled in a time-bound manner.

6.2 Recruitment of staff

The posts of Commissioner and Additional Commissioner of the Municipal Corporations are manned mostly by the officers of the Indian/State Administrative Service. The officers below the rank of Additional Commissioner are from the Corporation or appointed on deputation from State Government. No cadre service has been created for the Municipal Corporations.

In Municipal Councils and Nagar Panchayats, there is a separate cadre of Chief Officers who are directly recruited. Out of 369 posts of Chief Officer in Municipal Councils and Nagar Panchayats, only 289 posts were filled. Thus, 80 posts of Chief Officer were vacant.

Apart from the Chief Officer cadre, common services have been created for municipal councils *i.e.*, (i) Maharashtra Municipal Engineering Service (Civil, Electrical, Computer), (ii) Maharashtra Municipal Water Supply, Sewerage and Sanitation Engineering Service, (iii) Maharashtra Municipal Audit and Accounts Service, (iv) Maharashtra Municipal Taxation and Administrative Service, (v) Maharashtra Municipal Fire Service and (vi) Maharashtra Municipal Town Planning and Development Service. The common services are divided into three grades Grade A, B and C.

Selection to Grade A, B and C was done by promotion from the feeder promotional cadre or by holding combined open/limited competitive examination or by transfer of a person holding an equivalent post in any department of Government or local authority or State Government Undertakings. The Director of Municipal Administration was the Appointing Authority for these services. As per the Maharashtra Municipal Councils, Nagar Panchayats and Industrial Townships State Services (Absorption, Recruitment and Conditions of Service) Rules, 2006, (Rules) all appointments to the post were required to be done by the Appointing Authority after consulting the Consultative Authority. The Maharashtra Public Service

Commission (MPSC) was the Consultative Authority under the Rules. The Rules stipulated that until MPSC took on the responsibility as the Consultative Authority, the Selection Committee constituted under the Rules would function as the Consultative Authority. Audit noticed that MPSC was not given the responsibility to function as the Consultative Authority due to which the Selection Committee functioned as Consultative Authority for appointment of staff. Cadre-wise sanctioned strength and vacancy in respect of these common services¹ are shown in **Table 6.3**.

Table 6.3: Sanctioned strength and vacancy in common services in Municipal Councils/Nagar Panchayats in the State

Sr. No.	Name of Service	Sanctioned Strength	Men-in-position	Vacancy (percentage)
1	Municipal Engineering Service (Civil)	928	437	491 (53)
2	Municipal Engineering Service (Electrical)	205	134	71 (35)
3	Municipal Engineering Service (Computer)	241	175	66 (27)
4	Municipal WSSS Engineering Services	338	243	95 (28)
5	Municipal Audit and Accounts Service	842	524	318 (38)
6	Municipal Taxation and Administrative Service	1965	1267	698 (36)
7	Municipal Fire Service	467	148	319 (68)
Total		4986	2928	2058 (41)

Source: Information furnished by DMA

As seen from **Table 6.3**, the overall vacancy in the cadre service was 41 per cent. Audit noticed that during the period 2015-16 to 2020-21, recruitment for the common services posts (Serial number 1 to 6 of **Table 6.3**) was advertised by the Director of Municipal Administration only once and 1,541 common services posts were filled between December 2018 and November 2019. The adverse impact of the vacancy in the vital cadre service posts, on the preparation of annual accounts, recovery of taxes and attaining the service level benchmarks are discussed in **paragraphs 5.2.1, 5.6 and 7.1.1 to 7.2.5**.

6.2.1 Cadre services in Municipal Corporations

Unlike the Municipal Councils/Nagar Panchayats, the Municipal Corporations did not have specialised cadre services.

The Fifth State Finance Commission had recommended the development of staff cadre for Municipal Corporation in a slow calibrated manner beginning with the creation of Finance and Accounts cadre. The recommendation was partially accepted (December 2020) by the State Government. However, action on the matter was pending (October 2021).

Recommendation 11: Government may take action to assign responsibility to Maharashtra Public Service Commission to function as the Consultative Authority for appointment of staff for common services and take expeditious action for the development of cadre services for Municipal Corporations.

¹ Men-in-position in respect of Municipal Town Planning and Development Services was not furnished