

Chapter-5
Human Resources of Urban Local Bodies

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5.1 Broad framework of functions

Adequate and qualified manpower is a *sine qua non* for the empowerment of ULBs. The broad framework of functions carried out by the ULBs is depicted in **Table-5.1** below.

Table-5.1: Broad framework of functions carried out by ULBs

Sl. No.	Wings	Functions
1	Administration	General administration including meetings of council
2	Revenue	Assessment and collection of various taxes, rent, charges, fee and other property related activities such as mutation <i>etc.</i>
3	Accounts	Preparation and maintenance of accounts, preparation of budget <i>etc.</i>
4	Health	Sanitation, street sweeping and solid waste management
5	Engineering	Construction/O&M of roads, drains, buildings, parks, play grounds and street lighting <i>etc.</i>
6	Welfare	Implementation of schemes relating to social and economic development like-PMAY and slum upgradation.

The staff of the ULB has been categorised into three categories: (i) Centralised, (ii) Non-centralised and (iii) Outsourced. The State Government regulates the classification, method and conditions of recruitment. The ULBs have the power to fill the vacancies in various cadres through outsourcing. The detailed posts under Centralised, Non-Centralised and Outsourced services for NN, NPP and NP have been shown in the **Appendix-5.1**.

The list of the appointing authorities for various categories of posts is shown in **Table-5.2**.

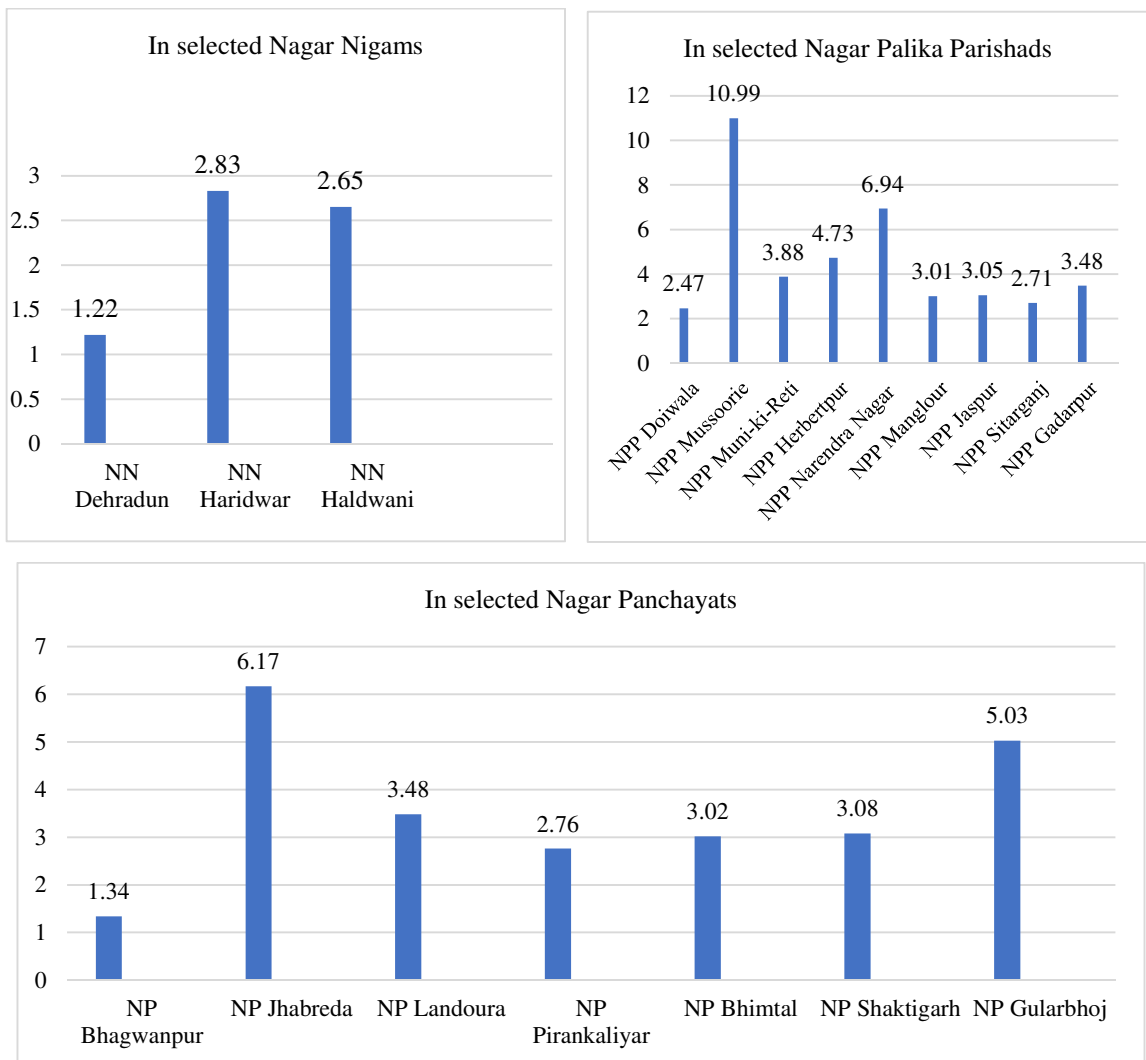
Table-5.2: Profile of Employees

Category	Example of Posts	Authority for appointment	Nature of Transfer Liability
Centralised	Municipal Commissioner, Sahayak Nagar Adhikari, Executive Officer, Sanitary Inspector, Accountant, Assistant Accountant, Administrative Officer, Tax & Revenue Inspector <i>etc.</i>	State Government/ Director	(a) Officers from IAS/PCS Cadre in NNs for the post of Municipal Commissioner. (b) Officials recruited for centralised post in ULBs, are liable to transfer within ULBs. (c) Officers such as Finance Controller, Veterinary Officer, etc on Deputation.
Non-Centralised	Draftsman, Paryavaran Paryavekshak, Accounts Clerk, Tax Collector/Tax & Revenue Moharrir <i>etc.</i>	President/ Executive Officer	Posted in the same ULBs till they opt or promoted to the centralised posts.
Outsourced	Paryavaran Mitra, Multi-task staff, Lineman, Driver <i>etc.</i>	By concerned ULBs	Not applicable.

5.2 Issues in Human Resources

The assessment of the manpower of the ULB should be based on the functions devolved and executed so that the functions executed are discharged within a reasonable period of time. This assessment could be done best by the ULBs themselves after considering various aspects such as type of population, the geographical conditions and the functions to be executed. The fourth SFC also recommended that the government should review the staffing norms after considering the representation of the individual ULBs for partly revising their staffing norms. The number of employees per thousand population in the selected ULBs is shown in the chart 5.1 below.

Chart 5.1: Number of Employees per thousand population in selected ULBs



Above charts show wide variation in the staff deployed within each category of ULBs (Municipal Corporation, Municipality and NP).

During the exit conference the Director, UDD stated that the observation has been noted.

5.3 Overall Vacancies

The human resource arrangement in ULBs is detailed in the following **Table-5.3**.

Table-5.3: Manpower position in ULBs

Sl. No.	Type of Service	Sanctioned Posts	Men-in-Position	Shortage (per cent)
1	Centralised	853	209	644 (75)
2	Non-Centralised	1,038	365	673 (65)
3	Outsourced	8,842	3,338	5,504 (62)

From the above table it is evident that there was an overall shortfall in manpower ranging from 62 to 75 per cent in ULBs. The highest shortfall lies with the centralised staff which provide leadership to the municipal bureaucracy. Since the State Government is responsible for policy formulation and recruitment of staff in centralized cadre, the acute shortage in the said cadres points out the Government's neglect and apathy.

On being pointed out, the Director, UDD stated that the demand of staff in the centralised cadre has been sent to State Public Service Commission and Uttarakhand State Staff Selection Commission.

5.4 Manpower position of main cadres in selected ULBs

The details of sanctioned strength/ Men-in-position and vacancy of the main cadres in the 19 selected ULBs is detailed in **Table-5.4** below.

Table- 5.4: Details of Sanctioned Strength, MIP and Vacancy Position in selected ULBs

Cadre	Sanctioned Strength	Men-In-position	Vacancy (per cent)
Junior Engineer	16	09	07 (44)
Assistant Accountant*	19	06	13 (68)
Sanitary Inspector	43	22	21 (49)
Tax and Revenue Inspector	32	12	20 (63)
Accounts Clerk	41	12	29 (71)
Junior Assistant /Data Entry Operator	93	73	20 (21)
Tax Collector	78	42	36 (46)
<i>Paryavaran Paryavekshak</i>	138	46	92 (67)
Outsourced	3,683	3,099	584 (16)

Source: Data collected from selected ULBs.

*The posts of Assistant Accountant are not in NPs.

From the above table, it is evident that there is acute shortage in the cadre of Accounts clerk, Assistant Accountants and Tax Inspectors. Shortage is also observed in the cadre of Junior Engineers and *Paryavaran Paryavekshak* cadre.

During exit conference the Director, UDD stated that the demand of staff in the centralised cadre has been sent to State Public Service Commission and Uttarakhand State Staff Selection Commission.

5.5 Ad-hoc appointments in critical posts

5.5.1 Lack of Policy/Criteria for appointment of In-charge Executive Officer

As per rule 2 of Uttarakhand local Bodies (Centralised) employees service rules, 2019, the promotion to the post of Executive Officer (class 2 & class 3) of NPPs, shall be based on the completion of period of seven and eight years of continuous service respectively subject to seniority in the seniority list of the Department and eligibility of the employee. Further, the EOs in NPs shall be appointed through Uttarakhand Public Service Commission.

Scrutiny of the records available on the website and the information provided by the UDD relating to the EOs posted in various NPPs and NPs, revealed that, besides regular EOs, the Department had given the charge of EOs in the ULBs to the employees who belonged to various cadres viz. Sanitary Inspector, Clerk, Tax Collector/Superintendent, Senior Assistant and also the employees on deputation. Further, cross verification of the In-charge EOs posted in various NPPs and NPs with the seniority list of the Department revealed that the criteria of seniority in the respected cadres was also not followed. Thus, the charge of EO was given on random basis without following any criteria.

The UDD informed that the In-charge EOs were appointed due to acute shortage of regular EOs and would be reverted as soon as the posts of EOs are filled on regular basis. However, the Department was silent on the policy/criteria for appointment of In-charge EOs. This indicates that EOs were being appointed on random/ad-hoc basis.

During the exit conference the Director, UDD stated that the observation has been noted.

5.5.2 Human Resources in Nagar Panchayat Bhagwanpur

State Government created NP Bhagwanpur in February 2014. As of December 2020, all the posts were lying vacant in the Panchayat since its inception. The employees were outsourced in all the cadres except EO.

During exit conference the Director, UDD stated that the demand for centralised staff has been sent to State Public Service Commission and Uttarakhand State Staff Selection Commission. As soon as appointments are made, centralised staff would be posted.

5.6 Applicability of Annual Transfer Act, 2017

The Uttarakhand Government formulated Annual Transfer Act, 2017 for the employees of the State Government. The act provides the policy for transfer of the State Government employees. Section 1(3) of the Act provides that the State Government can, by notification, make it applicable for the ULBs also.

It was noticed that the State Government did not issue any notification for its implementation in ULBs and thus the above Act was not applicable for the ULBs.

During exit conference the Director, UDD stated that the observation has been noted.

5.7 Capacity Building

Government of India while realising the need for development of human resources in view of the changed environment in all spheres of governance, which *inter-alia* include 73rd and 74th CAA, issued National Training Policy in January 2012. The policy *inter-alia* recommended that each State would formulate a training policy based on National Training Policy. The State Government did not formulate its Training Policy. The capacity building is a process by which individuals and organisations obtain, improve and retain skills knowledge tools, equipment and other resources needed to do their jobs competently. It allows individuals and organisations to perform at a greater capacity. During field Audit it was noticed that trainings were not imparted to the staff to enhance their knowledge and skills.

During the exit conference the Director, UDD stated that the Urban Development has tie up with Administrative Training Institute, Nainital for imparting training and it has agreed to set up State Institute of Urban Development at Nainital.

5.8 Conclusion

The Urban Local Bodies were not carrying out proper assessment of the required manpower. There was wide variation in number of employees per thousand population within each category of Urban Local Bodies. Shortfall in the centralized staff was also seen in the Urban Local Bodies particularly in the critical cadres. Acute shortfall in the centralised staff indicate that the Government was not paying adequate attention to the staffing of Urban Local Bodies. Further, the charge of Executive Officer had been given to the employees of various cadres *viz.* Sanitary Inspector, Clerks, Tax Collector/ Superintendent, Senior Assistant on random basis without formulating a policy or criteria. So, the decision making and monitoring capacities of ULBs are likely to be greatly affected. All the posts were lying vacant in the Nagar Panchayat, Bhagwanpur from the date of its inception. The employees were outsourced in all the cadres except Executive Officer.

The State Government did not implement the Annual Transfer Act 2017 in Urban Local Bodies. The State Government did not formulate a Training Policy based on the National Training policy. As a result, training was not being imparted to enhance the capacity building of the staff of the ULBs in a planned and regular basis.

5.9 Recommendations

State Government may scientifically assess the workload of each Urban Local Body and accordingly sanction human resources. The Department may formulate policy/criteria for appointment of In-charge Executive Officer. The vacancies in the critical posts may be filled.

