

Chapter VI: Human resources in Urban Local Bodies

Availability of human resources is a necessary condition for effective implementation of their mandate by the Urban Local Bodies (ULBs). There was variation in the sanctioned strength of staff vis-à-vis the population across ULBs. Proposal of the Director, Urban Development (DUD) to augment the sanctioned strength of ULBs is under consideration of the State Government.

The 74th Constitutional Amendment Act required the State Governments to devolve functions enumerated in the Twelfth Schedule to the ULBs as well as to endow them with the necessary powers and authority to carry out their functions. Broadly, the functional framework for the ULBs to discharge their responsibilities is as mentioned in **Table 6.1**.

Table 6.1: Functional framework in ULBs

Sl. No.	Wing/section	Functions
1.	Administration	General administration, including meetings of the Council, Committees, <i>etc.</i>
2.	Revenue	Assessment and collection of taxes, rent, advertisements, <i>etc.</i>
3.	Accounts	Preparation of budgets and maintenance of accounts.
4.	Public Health	Sanitation, street sweeping, solid waste management and other public health related activities.
5.	Town Planning	Issue of construction licenses, execution of development works.
6.	Engineering	Construction/Operation & Maintenance (O&M) of roads, drains, buildings, water supply and street lighting <i>etc.</i>
7.	Welfare	Schemes for social, economic development.

(Source: Information provided by the ULBs)

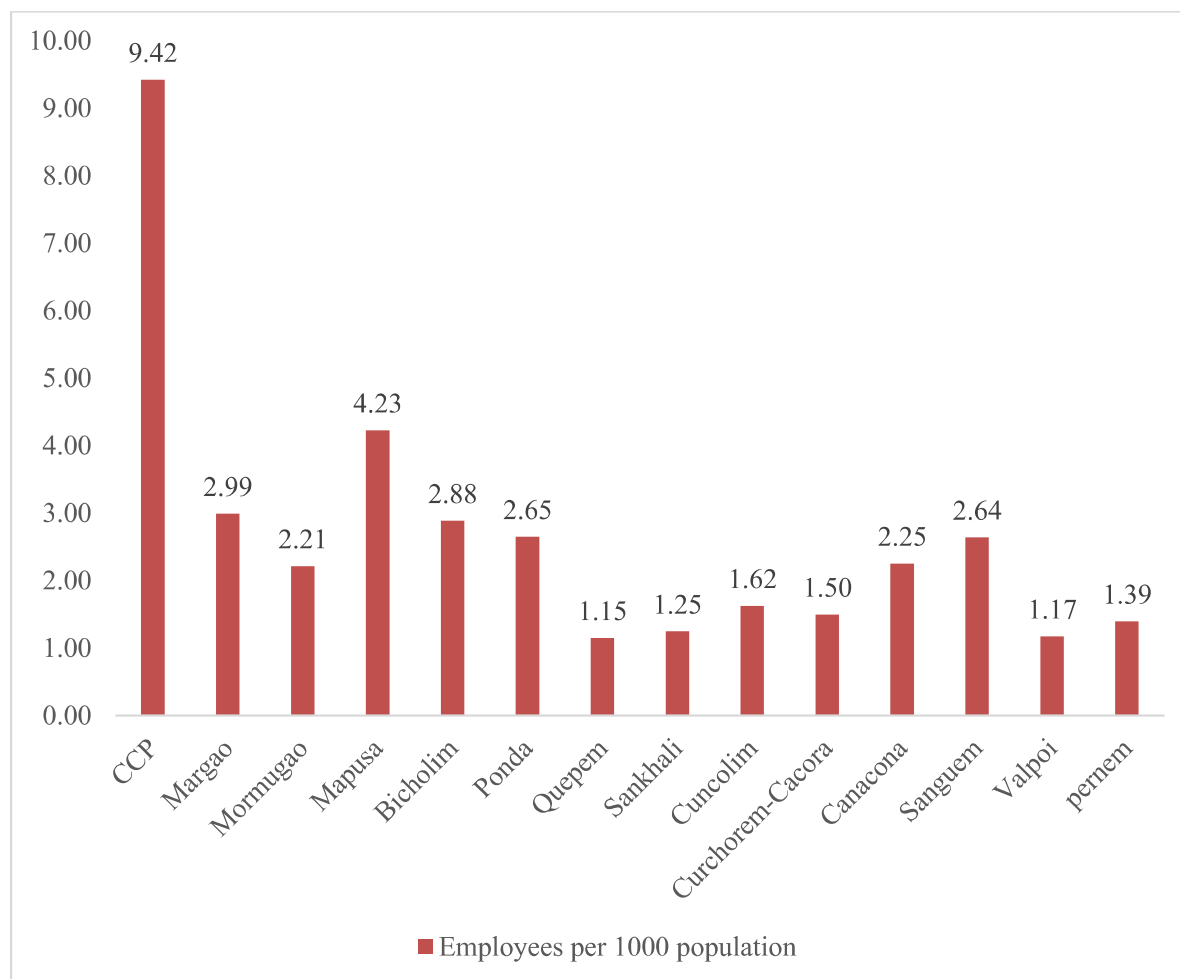
Availability of adequate and qualified manpower is a pre-requisite for any organization to discharge their functions in an efficient and effective manner. Audit observed wide variation in the sanctioned strength *vis-a-vis* the population and inadequacy of staff among the various ULBs. Adequacy of manpower and capacity building in ULBs are discussed below.

6.1 Adequacy of manpower

6.1.1 Inadequate sanctioned strength

The manpower requirement in a ULB would primarily depend on the geographical area, size of the population, services to be provided, *etc.* Creation of posts and recruitment in ULBs are governed by Sections 48, 51 and 52 of the Corporation of City of Panaji (CCP) Act and Section 72 and 73 of the Goa Municipal Act (GMA) and are vested with the State Government. Audit observed that there were no uniform criteria for sanctioned strength of ULBs. An analysis¹ of the sanctioned strength in ULBs, in terms of the number of employees per 1,000 population (as per 2011 census) showed that it ranged between 1.15 to 9.42 as indicated in **Chart 6.1**.

Chart 6.1: Employees per 1000 population



(Source: Information provided by the DUD)

¹ Staff strength ratio on per thousand population = (existing staff strength of ULBs x 1000)/Population of ULB

In six MCs (Quepem, Sanquelim, Cuncolim, Curchorem-Cacora, Valpoi and Pernem) there were less than two staff per 1,000 population while in six other MCs (Margao, Mormugao, Bicholim, Ponda, Cancona and Sanguem) there were two to three staff per 1000 population. The CCP was the outlier with 9.42 employees per 1000 population while the MC of Mapusa had the highest staff strength per 1000 population among the MCs at 4.23.

Thus, the staff strength and the population to be served by each ULB had no correlation as seen from the wide variation in the sanctioned strength of staff *vis-à-vis* the population, which can have adverse implications for the efficient discharge of services by the ULBs.

6.1.2 Shortage of staff *vis-a-vis* sanctioned strength

During scrutiny of test-checked MCs and CCP it was observed that 22.35² *per cent* posts of the total sanctioned strength were vacant at the end of March 2022 as given in **Table 6.2**.

² Total vacant post (235) x 100/1051 (Total Sanctioned Strength)

Table 6.2: Sanctioned strength (SS) vis-a-vis person in position (PIP) in test-checked ULBs

Designation	Margao MC			CCP			Mapusa MC			Curchorem – Cacora MC			Pernem MC		
	SS	PIP	Vacant	SS	PIP	Vacant	SS	PIP	Vacant	SS	PIP	Vacant	SS	PIP	Vacant
Officers ³	01	01	-	01	01	-	01	01	-	01	01	-	01	01	-
Technical Officer ⁴	10	10	-	09	09	-	05	05	-	03	03	-	01	01	-
Accounts ⁵	04	04	-	05	05	-	03	03	-	01	01	-	01	01	-
Revenue Recovery officer/Municipal Inspector	06	03	03	09	09	-	01	-	01	02	01	01	-	-	-
LDC/DEO/UDC	56	35	21	60	59	01	31	20	11	10	08	02	03	01	02
Skilled labour ⁶	98	46	52	37	35	02	19	18	01	14	09	05	01	01	-
Peon/MTS	09	06	03	-	-	-	05	03	02	02	02	-	02	02	-
Workers	199	130	69	294	280	14	133	96	37	13	05	08	-	-	-
Total	383	235	148	415	398	17	198	146	52	46	30	16	09	07	02

(Source: Data provided by test-checked ULBs)

Revenue Recovery/Municipal Inspectors were functionaries for effecting revenue recovery and hence were important from the perspective of revenue efficiency of ULBs. However, the sole post of Revenue Recovery/Municipal Inspector in the case of Mapusa was vacant, while in the case of Margao MC and Curchorem-Cacora MC half of the posts were vacant. The overall vacancy position of Margao MC was the most concerning with 38.60 per cent vacancies.

6.1.3 Cadre management in ULBs

In the CCP, powers of making rules and regulations for the post of Commissioner, Principal Officers (Deputy Commissioner, City Engineer, Health Officer and Municipal Secretary) and other officers, their appointment, transfer, salary and power of punishment are vested with the State Government. Similar was the case with the MC's functionaries as well.

The Government framed Rules for three types of Common Cadre staff – The Goa Municipalities (Common Cadre of Chief Officer) Rules, 1997, Goa Municipalities (Common Accounts Cadre of Municipal Employees) Recruitment Rules, 2006 and Goa Municipalities (Common Cadre of Municipal Engineers) Recruitment Rules 2006 under Section 72 of the

³ Officers include posts of Executive Officers, Commissioners, Additional commissioners, etc.

⁴ Municipal Engineer, Automobile Engineer, etc.

⁵ Accounts and Taxation Officer, Accounts and Administrative Officer, Accountant, etc.

⁶ Driver, Mechanic, Electrician, Plumber, Carpenter, Gardener, Pound keeper, etc.

GMA. The Goa Municipalities (Common Accounts Cadre of Municipal Employees) Recruitment Rules, 2006 and Goa Municipalities (Common Cadre of Municipal Engineers) Recruitment Rules, 2006 were extended to the CCP.

The post of Commissioner of the CCP is manned mostly by the officers of the Indian/State Administrative Services. The officers below the rank of Commissioner are from the Corporation or appointed on deputation from State Government. In the MCs, the Chief Officer is appointed by the State Government from the State Administrative Services. The Administrative, Accounts employees and Engineers in the CCP and MCs are from the Common Cadre of ULBs. The Common Cadre employees are recruited by a Departmental Selection Committee comprising of Director of Urban Development as Chairman, senior most Municipal Engineer Grade I and Under Secretary dealing with Municipal Administration as Members. Subordinate staff of the CCP is recruited through a selection process and approved by a Selection Committee comprising the Mayor, Commissioner and the DUD. The Selection Committee for subordinate staff in the case of MCs comprised the Chairperson of MCs, the Chief Officer and a representative of the DUD.

Audit observed that the DUD carried out an assessment in all 14 ULBs on the request of ULBs to increase the sanctioned strength to address the increase in workload. The DUD proposed creation of 2,510 additional posts other than common cadre and deputation posts (February 2019). The Secretary, Urban Development informed (February 2024) that the proposal was returned by the State Government for rectification and the revised proposals are under preparation by DUD.

Similarly, DUD's proposal (October 2021) to create 51 posts⁷ under Common Cadres was only partially approved (24.11.2021) by the Government and as per the recommendation of the Administrative Reforms Department (ARD) only 10⁸ posts were sanctioned. Thus, an exercise carried out to rationalize and increase the manpower of ULBs at subordinate level as well as in Common Cadres was pending approval/partially accepted by Government.

The Secretary, Urban Development informed (February 2024) that proposal of the DUD and ULBs to create additional posts was under revision.

Recommendation 11: Government may consider rationalizing the sanctioned strength as per the functional requirements of ULBs.

⁷ Municipal Engineers (ME), Asst Accounts Officer, Accounts cum Taxation Officer (ATO) and Accountant under the common cadre staff

⁸ Four and six posts under ME grade II and ME grade III respectively

6.2 Capacity building

Capacity building of employees to improve their competencies in terms of skills, knowledge and mindsets for improved service delivery are an important aspect of strengthening the performance of ULBs.

6.2.1 Lackadaisical approach to training of ULB personnel

The training institute ‘Goa Institute of Public Administration and Rural Development’(GIPARD) was established to provide training to Government and Local Body employees as well as elected representatives of Local Bodies, Self Help Groups (SHGs), etc. Audit observed the following with regard to capacity building of ULBs:

Scrutiny of records of GIPARD revealed that only three training programmes for elected councilors were conducted by GIPARD during 2016-17 to 2020-21 and no training programmes were planned or carried out for ULBs staff⁹ as given in **Table 6.3**.

Table 6.3: Details showing position of year-wise training programme

Year	Funds provisioned	Utilization of fund	Total no. of training programmes planned	Total no. of training programmes organized	₹ in lakh	
					Nominated participants	Attended participants
2016-17	40.00	--	--	--	--	--
2017-18	40.00	--	--	--	--	--
2018-19	19.49	1.70	01	01	250	250
2019-20	05.00	0.22	02 (Workshops)	02	95	95
2020-21	01.00	0.54	--	--	--	--
Total	105.49	2.46	03	03	345	345

(Source: Information provided by the DUD)

DUD had provisioned ₹ 1.05 crore for awareness/training on environmental issues in urban areas in their annual budget during 2016-17 to 2020-21. Out of the budgeted funds, an amount of only ₹ 2.46 lakh was spent on conducting three training programmes. No training for capacity building was imparted during 2016-17, 2017-18 and 2020-21. Further, the total trainees (345) included only 50 staff members of MCs, who were provided one day training.

⁹ Fifty MCs staffs were imparted in a training programme during 2018-19.

During scrutiny of records of test-checked ULBs, it was observed that only Margao MC made provisions for training programmes in their annual budget. However, out of provision amounting to ₹ 1.40 crore only ₹ 8,260 were spent on participation in a workshop.

Thus, poor utilization of training budgets resulted in loss of opportunities for enhancement of skills and knowledge by ULB personnel.

Recommendation 12: Need based trainings may be imparted to the functionaries of ULBs.



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**Panaji
The 06 May 2024**

Countersigned



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