

Chapter VI

Human Resources of Urban Local Bodies

The availability of human resources such as Manpower, sufficiency and function of staff, constitution of local government services/Municipal services, capacity building of ULBs were not as per Rules/Provisions. The powers to assess, recruit and devise the service conditions of the staff in ULBs were retained completely by the State Government. Hence, there was no autonomy for ULBs in the matter of human resources. The ULBs lacked adequate manpower as 20 *per cent* of sanctioned posts were vacant in test-checked ULBs, affecting efficient delivery of services. Urban Local Bodies were largely dependent on outsourced staff for service delivery.

6. Human Resources of Urban Local Bodies

6.1 Limited powers to ULBs over manpower

Adequate and qualified manpower is essential for the empowerment of ULBs.

The assessment of the manpower should be based on the functions undertaken by ULBs with a view that majority of the functions are service oriented and must be discharged within a reasonable time. This assessment could be done by ULBs themselves considering various criteria such as the extent of geographical area to be covered, population to be served, the number of existing properties, nature of service to be provided *etc.*

We observed that ULBs had neither the power to assess the staff requirement nor to recruit the required staff. These powers are vested with the Government¹²⁸.

Further, Chapter IV of APMC Act and Part II & III of APM Act allow the State Government to appoint and transfer any Officer or Government Servant of a Municipal Corporation/Municipality from one ULB to another or to any other local authority. An appeal against any order of ULB imposing penalty on any officer or employee rests with the State Government.

6.1.1 Recruitment of staff

In accordance with the Acts governing ULBs, the State Government regulates the classification, method of recruitment, conditions of service, pay and allowance, discipline and conduct of staff and officers of ULBs. The Government is the appointing authority for all categories of posts in ULBs.

¹²⁸ as per Sections 72 to 80 of APM Act

6.1.2 Powers over staff

The powers to promote officials, initiate disciplinary action, impose penalties *etc.*, in respect of the officials of ULBs, other than on deputation; have also not been delegated to ULBs. The SARC also opined (2007) that City Government should have the power to appoint all officials including the Commissioner and to hold them to account.

6.1.3 Improper assessment of requirement of staff

To perform their functions effectively, norms have been formulated¹²⁹ for sanction of posts in Administration, Revenue, Public Health, Engineering and Town Planning sections based on population for the reasons that population is the basis for provision of civic services in ULBs. Further, ULBs have been classified into six categories based on population for development of norms as shown under:

Table 6.1: Classification of ULBs

Category	Population range	Income range
I	Less than 40,000	Upto ₹3 crore income
II	40,000-1,00,000	Above ₹3 crore and upto ₹10.00 crore
III	1,00,000-3,00,000	Above ₹10.00 crore and upto ₹20.00 crore
IV	3,00,000-5,00,000	Above ₹20.00 crore and upto ₹50.00 crore
V	5,00,000-10,00,000	Above ₹50.00 crore and upto ₹100.00 crore
VI	Above 10,00,000	Above ₹100.00 crore

However, audit observed that

- (i) Analysis of sanctioned strength in test-checked ULBs showed that the existing sanctioned strength was not commensurate with the norms fixed by the Government. Audit also noticed that there was excess sanctioned strength in some cadres and short fall in some cadres in each section. Illustratively, in Administration section of Eluru Municipal Corporation, there was a shortage (5) of sanctioned strength in the cadre of Senior Assistant and in the same section, there was an excess (13) sanctioned strength in the cadre of Junior Assistant. Similarly, in Revenue section, there was a shortage (1) of sanctioned strength in the cadre of Revenue Officer and there was excess (4) sanctioned strength in the cadre of Revenue Inspector. Likewise, there was excess sanctioned strength in one cadre and shortage of sanctioned strength in another cadre in each section of all test-checked ULBs.

The section-wise required strength as per norms, existing sanctioned strength and excess/short operation of posts in test-checked ULBs is given in **Table 6.2** below:

¹²⁹ vide G.O.Ms.No.218 dt.15/06/2011

Table 6.2:

Particulars of excess/shortfall in sanctioned strength in test-checked ULBs

Sl. No	Name of the section	Required Sanctioned strength as per norms	Existing Sanctioned strength	Excess in certain cadres	Shortfall in certain cadres
1	Administration	2,087	2,214	241	114
2	Revenue	825	738	7	94
3	Accounts	139	114	6	31
4	Public Health	1,195	1,182	102	115
5	Engineering	1,061	993	43	111
6	Town planning	1,030	946	53	137
	Total	6,337	6,187	452	602

The ULB-wise required and existing sanctioned strength for each test-checked ULB was shown in the *Appendix 6.1 & 6.2* in detail for each category of post.

- (ii) The State Government notified (March 2021)¹³⁰ the areas covered under Mangalagiri Municipality and Tadepalli Municipality as larger urban area and upgraded as Mangalagiri-Tadepalli Municipal Corporation. Consequent to upgradation, the Corporation had submitted a proposal to CDMA for sanction of 336 posts to the newly constituted Municipal Corporation in July 2021. The cadre strength of Corporation was not yet finalised by State Government as of November 2021.

However, audit noted that the Corporation had submitted proposal against the norms laid down by the Government. It proposed 19 posts less in the category of sanitary maistry/sanitary jawan and 95 posts were proposed against the required eligibility of 55 posts for all cadres. The Corporation was eligible for Commissioner Post at a level of Joint Director, against which, the Corporation proposed the Commissioner post at a level of Regional Director in violation of norms. The details of cadre/category-wise proposals are given in *Appendix 6.2*.

Further, the Corporation has proposed 194 excess posts (*Appendix 6.3*) out of 336 posts in various cadres¹³¹, without following any criteria/rationality for such proposal as these posts were not permissible as per prescribed norms.

6.2 Sufficiency and functioning of staff

6.2.1 Insufficient staff in urban local bodies

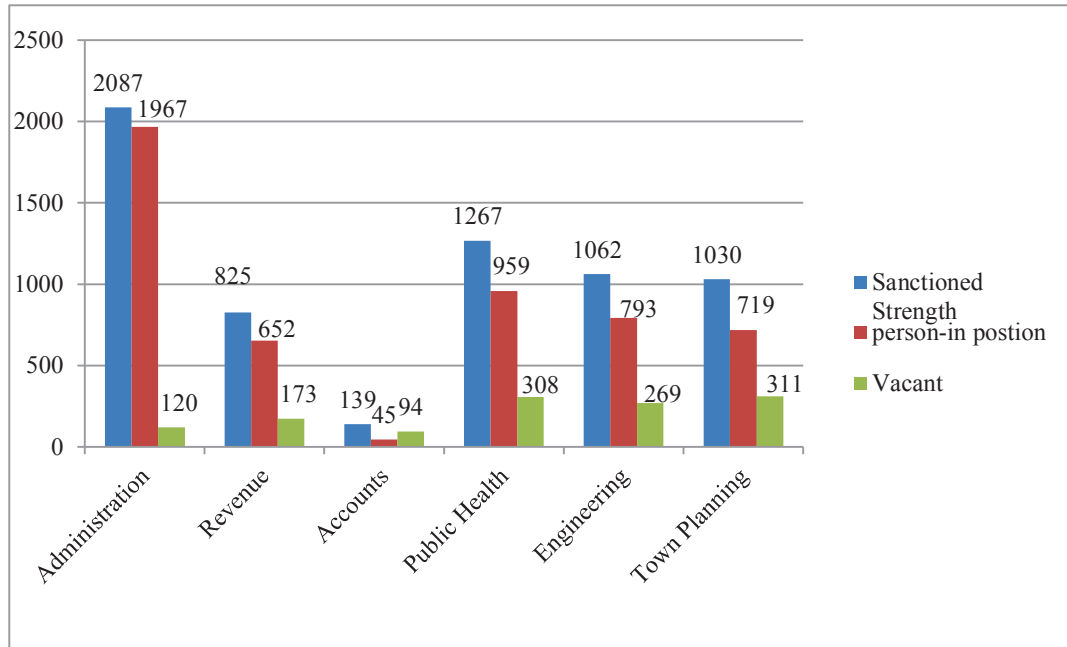
The discharge of functions would be ineffective with a huge vacancy position. Scrutiny of staff position of test-checked ULBs revealed that 1,275 posts were kept vacant as of

¹³⁰ vide Gazette No.162 dt.23/03/2021

¹³¹ sweeper, scavenger, school assistant, borewell attender, attender etc.,

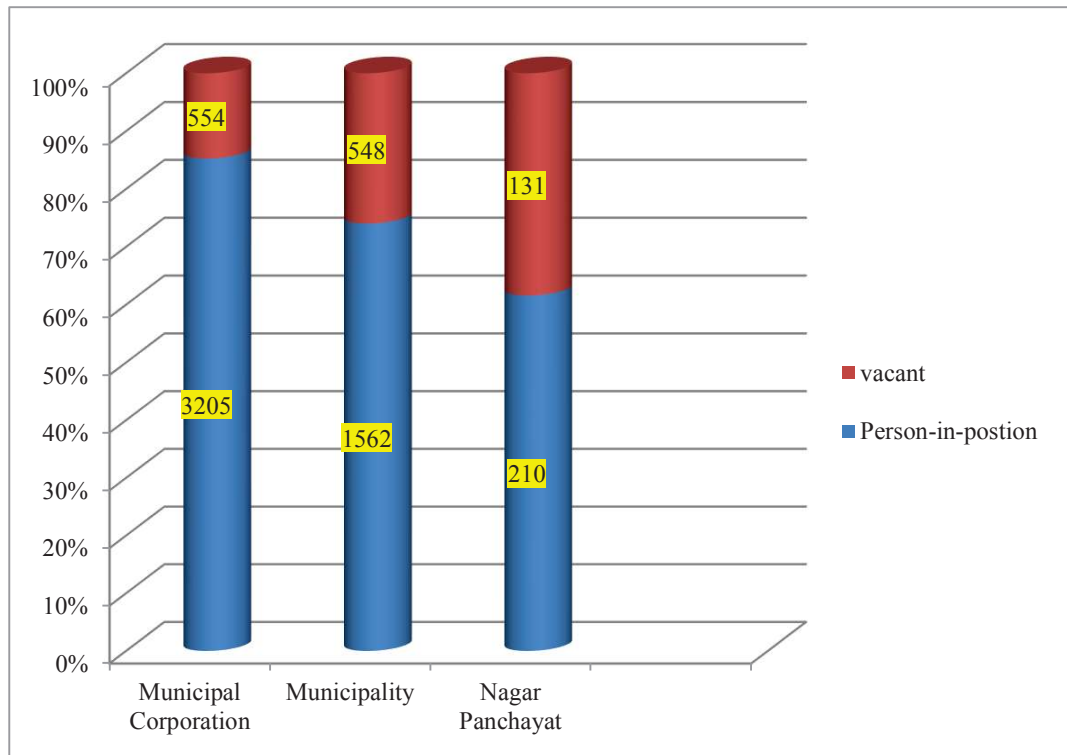
March 2021 against the sanctioned strength of 6,410 posts resulting in 20 per cent vacancies as shown in the **Chart 6.1** below (section-wise status of posts):

Chart 6.1: Section-wise status of posts and vacancies working in test-checked ULBs



Type-wise details of working strength of test-checked ULBs showing sanctioned posts, person-in-position and vacancies are also given in the **Chart 6.2** below:

Chart 6.2: Particulars of vacancies in test-checked ULBs



It can be seen from the above chart that all the three types ULBs *i.e.*, Municipal Corporations, Municipalities and Nagar Panchayats are functioning with 14.73, 25.99 and 38.42 *per cent* vacancies respectively of existing sanctioned strength. ULB-wise existing sanctioned strength and person-in-position are given in two tables under **Appendix 6.4**.

Audit also noticed that ULBs were largely dependent on outsourced staff for service delivery¹³² and in test-checked ULBs, 14,282 outsourced staff were deployed as of March 2021. These outsourced staff were engaged for implementation of SWM (door to door collection of waste, segregation, transportation, sanitation *etc.*) in addition to the permanent sanctioned strength. The ULB-wise details of outsourced staff for test-checked ULBs¹³³ is shown in **Table 6.3** below:

Table 6.3: Details of outsourced staff in test-checked ULBs

Sl. No.	Name of the ULB	Outsourcing employees
1	GVMC	7,048
2	Guntur Municipal Corporation	2,583
3	Tirupati Municipal Corporation	1,366
4	Mangalagiri-Tadepalli Municipal Corporation	155
5	Eluru Municipal Corporation	512
6	Hindupur Municipality	341
7	Tadipatri Municipality	412
8	Chilakaluripet Municipality	332
9	Dharmavaram Municipality	223
10	Peddapuram Municipality	92
11	Ponnur Municipality	167
12	Kavali Municipality	345
13	Bobbili Municipality	24
14	Pedana Municipality	79
15	Tanuku Municipality	227
16	Palakonda Nagar Panchayat	89
17	Penukonda Nagar Panchayat	42
18	Addanki Nagar Panchayat	103
19	Nandigama Nagar Panchayat	142
	Total	14,282

6.2.2 Creation of posts at higher level

The Government issued (June 2011)¹³⁴ orders to assess the manpower for functioning of ULBs from lower level to higher level. Accordingly, sanctioned strength was

¹³² engaged largely towards solid waste management and sanitation

¹³³ Kuppam Municipality did not furnish the information

¹³⁴ vide G.O.Ms.No.218 dated 15/06/2011

provided for each ULB for each cadre. Subsequently, the Government appointed (July/August 2019) Ward Secretaries for each ward to deliver various services.

However, audit noticed that the Government did not appoint staff proportionately at middle and higher level to monitor ward secretaries. The ULBs were continuing to function with the existing staff at middle/higher level to monitor ward secretaries (approximately 120 to 300 secretaries in each ULB). Thus, the ratio of lower level to middle/higher level posts was not rational. Illustratively, the ratio of Revenue Ward Secretary (Previously its nomenclature was Bill Collector) to Revenue Inspector (RI) working in test-checked ULBs is given in **Table 6.4** below:

Table 6.4: Ratio of posts at supervisory level in test-checked ULBs

Sl. No.	Name of the ULB	Revenue Inspector post sanctioned at supervisory level	Number of Revenue Ward Secretary posts sanctioned	No. of Ward Secretaries sanctioned against one RI sanctioned
1	Tirupati Municipal Corporation	2	93	47
2	Guntur Municipal Corporation	9	207	23
3	Mangalagiri-Tadepalli Municipal Corporation	2	35	18
4	Tadipatri Municipality	1	30	30
5	Dharmavaram Municipality	1	39	39
6	Bobbili Municipality	1	16	16
7	Pedana Municipality	1	9	9
8	Chilakaluripet Municipality	1	29	29
9	Kavali Municipality	1	28	28
	Total	19	486	26

Thus, we observed that the ratio of Revenue Inspector to Revenue Ward Secretary ranged between 1:9 and 1:47 in nine test-checked ULBs, resulting in large span of control. Further, Revenue Inspector posts were not sanctioned to supervise the Revenue Ward Secretaries in nine test-checked ULBs as given **Table 6.5** below:

Table 6.5: Details of posts sanctioned at functioning level and supervisory level

Sl. No.	Name of the ULB	Ward Secretary sanctioned	Revenue posts	Revenue Inspector posts sanctioned
1	Eluru Municipal Corporation		62	0
2	Hindupur Municipality		43	0
3	Peddapuram Municipality		14	0
4	Tanuku Municipality		27	0
5	Ponnur Municipality		17	0

Sl. No.	Name of the ULB	Ward Secretary sanctioned	Revenue posts	Revenue posts sanctioned	Inspector
6	Palakonda Nagar Panchayat		9		0
7	Nandigama Nagar Panchayat		10		0
8	Addanki Nagar Panchayat		10		0
9	Penukonda Nagar Panchayat		2		0
	Total		194		0
1	Kuppam Municipality		Not sanctioned		Not sanctioned

Note: GVMC did not furnish the information

Posts at functioning level without posts at supervisory level would result in lack of communication, control and coordination to achieve intended performance.

6.2.3 Executive head of ULBs

The Municipal Commissioner is the executive head of the Municipality. As per Section 29 read with Section 72 of APM Act and Sections 104 to 111 of APMC Act, the appointment, transfer, pay & allowances *etc.*, of the Municipal Commissioner rest with the Government. The cadre of AP Municipal Service are eligible for the post of Commissioners, categorised under different grades of officers eligible for different grades of ULBs.

Review of the postings of the Municipal Commissioners in all ULBs showed that Seven (7)¹³⁵ out of 123 posts, which were not from A.P. Municipal Service, were discharging the functions of the Municipal Commissioner on deputation as of September 2021. We observed that out of 123 Municipal Commissioners of ULBs, in 48 cases, officials belonging to ineligible cadres such as Dy. Executive Engineer, Sanitary Inspector, Panchayat Secretary, Project Director, Manager, Revenue Officer, Superintendent to the post of Commissioner, were holding the charge and posted as Commissioners. Discharging the duties of Municipal Commissioner by personnel who are neither from Municipal Service nor of a sufficient senior rank may jeopardise the efficacy of service delivery by ULBs and is against the provisions of Acts. Further, the post of Commissioner were vacant (as of September 2021) in five ULBs¹³⁶ and were functioning with in-charge Commissioners.

6.3 Constitution of Local Government Services

Section 130 of APMC Act specified that Local Government Service (LGS) shall be constituted for regulating the powers and duties of the posts mentioned in Schedule C¹³⁷. Government shall have the power to appoint, dismiss, transfer and to take disciplinary action against officers belonging to the said service and prescribe

¹³⁵ Mandal Praja Parishad Development Officer -2 (for Bhimavaram and Srikalahasti); Executive Officer (PR&RD department) -1 for Vinukonda; Extension Officer (PR&RD department)-1 for Nandikotkur; Panchayat Secretary-1 for Rajampeta; Assistant Director of Horticulture department -1 for Palamaneru and Assistant Audit Officer of State Audit department for Venkatagiri ULBs

¹³⁶ Hindupur, Proddatur, Tanuku, Saluru & Jaggaiahpet ULBs

¹³⁷ Commissioner, Additional Commissioner, Chief Engineer, Superintending Engineer, Chief Medical Officer of Health, Chief City Planner, *etc.*,

conditions of their service. However, the Local Government Service was not constituted by the Government as of February 2022.

6.4 Constitution of Common Municipal Services

As per Section 132-A of APMC Act, Government may, after consulting all Urban Development Authorities, other Municipal Corporations, Municipalities and Nagar Panchayats in the State, constitute a Common Municipal Service for the State consisting of any class of officers or employees of all Urban Development Authorities, Municipal Corporations, Municipalities and Nagar Panchayats in the State. Upon the issue of a notification under sub-section (1), the Government shall have power to make rules to regulate the classification, methods of recruitment, conditions of service, pay and allowances and discipline & conduct of the Common Municipal Service thereby constituted and such rules may vest jurisdiction in relation to such service in the Government or in such other authority or authorities as may be prescribed therein.

We observed that instead of framing Common Municipal Services, the Government framed various services to regulate the staff in ULBs as detailed in **Table 6.7** below:

Table 6.7: Particulars of Services regulating the staff in ULBs

Sl. No.	Name of the Service	Posts covered
1	Andhra Pradesh Municipal Ministerial Subordinate Service (APMMSS)	Ministerial and subordinate employees working in Municipalities
2	Andhra Pradesh Municipal Accounts Subordinate Service	Officers and accountants working in accounts section of Municipalities
3	Andhra Pradesh Urban Poverty Alleviation (Municipal Administration) Subordinate Services	Town Project Officer, Community Organiser
4	Andhra Pradesh Municipal Engineering Services	Municipal Administration Executive Engineer (MAEE), Municipal Assistant Engineer (MAE)
5	The Andhra Pradesh Municipal Town Planning Subordinate Service	Town Planning Officer (TPO), Town Planning Supervisor (TPS), Town Planning Building Overseer (TPBO), Draftsman, Surveyor
6	The Andhra Pradesh Municipal Health Subordinate Service Rules	Sanitary Supervisors, sanitary inspectors and Health Assistants working in Municipalities
7	Greater Visakhapatnam Municipal Corporation Ministerial Subordinate Service Rules 2014	Ministerial employees in GVMC
8	Andhra Pradesh Municipal Commissioners Subordinate Services Service Rules	For Grade-III Municipal Commissioners working in Municipal Administration Department

The CDMA replied that action is initiated (July 2019) to frame unified Municipal Service rules for Municipalities/Municipal Corporations.

However, the reply is not relevant as the proposal is related to A.P General Subordinate Service Rules to include ward secretary posts and proposed the unified service rules incorporating the promotional channel to the ward Secretaries' is not relevant as it is not related to forming the Common Municipal Services for all category of posts in the ULBs as per Act provisions.

6.5 Capacity Building for human resources of ULBs

Second Administrative Reforms Commission (SARC) recommended (October 2007) that the capacity building efforts in rural and urban self-governing institutions must attend to the professional and skills up-gradation of individuals associated with these bodies, whether elected or appointed. Relevant Panchayat and Municipal Legislations and manuals framed thereunder must contain clear enabling provisions in this respect. Training of elected representatives and personnel should be regarded as a continuing activity. There should be special capacity building programmes for women members. As an aid to capacity building, suitable schemes need to be drawn up under State Plans for Rural and Urban Development for documentations of case studies, best practices and evaluation with reference to the performance of the prescribed duties and responsibilities of such bodies.

GoI while realizing 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 on National Training Policy.

Audit noted that the State Government has not incorporated provisions towards capacity building in APMC and APM Acts. No relevant manuals/guidelines were also framed for strengthening the capabilities of personnel working in the ULBs.

However, induction trainings were imparted to 24 Municipal Commissioners appointed during 2016-21. We observed that no trainings were provided to the staff working in the test-checked ULBs for strengthening of their capabilities to discharge the duties effectively.

Thus, no structured mechanism was in place for capacity building of the various cadres for effective service delivery in the ULBs.

The Department accepted (December 2022) audit observations.

Conclusion:

- *The powers to assess, recruit and devise the service conditions of the staff in ULBs is retained completely by the State Government. Hence, there is no autonomy for ULBs in the matter of human resources.*
- *The ULBs lacked adequate manpower as 20 per cent of sanctioned posts were vacant in test-checked ULBs, affecting efficient delivery of services. Urban Local Bodies were largely dependent on outsourced staff for service delivery.*

Recommendation:

The State Government may delegate adequate powers to Urban Local Bodies to assess and recruit staff required on their own for efficient service delivery.

Vijayawada

The 24 AUG 2023

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The 25 अगस्त
AUG 2023

(GIRISH CHANDRA MURMU)

Comptroller and Auditor General of India