

Chapter VI

Human Resources of Urban Local Bodies

Adequate and skilled manpower is a pre-requisite for efficient and effective discharge of various functions by the ULBs. This is also necessary for empowerment of ULBs. GoR promulgated (November 2011) Rajasthan Guaranteed Delivery of Public Services Act, 2011 (RGDPS Act) with the objectives of providing responsible, accountable, transparent and corruption free services to the people. GoR framed RGDPS Rules, 2011 under the Act and 11 services¹ were required to be provided by ULBs but in absence of adequate and well-trained staff, it is very difficult to provide these 11 services in stipulated time to the common people. The position of manpower, recruitment and training programmes imparted by the DLB are detailed in succeeding paragraphs.

6.1 Limited Powers Over Manpower

The broad framework of functions carried out by ULBs depending upon the availability of manpower, number of schemes being implemented and category of the ULBs, are depicted in **Table 6.1**.

Table 6.1: Broad framework of functions

S. No.	Wing/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 etc.
4.	Public health	Sanitation, street sweeping, 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 etc.
6.	Building	Issuance of building construction permission, land use change, conversion of agriculture land, sale of strip of land, etc.
7.	Development	Implementation of Centrally/State sponsored schemes
8.	Birth and Death Certificate	Compilation of data of birth and death and issue of certificates

Source: Administrative Report of DLB and website of ULBs

¹ (i) Approval of layout plan of building, (ii) Issue of marriage certificate, (iii) Issue of name transfer certificate, (iv) Works related to public health, (v) Booking of community centre, (vi) Refund of security deposit money (vii) NOC for firefighting, (viii) Birth/Death certificate, (ix) Issue of license other than food license, (x) To receive copy of documents/building maps, and (xi) Issue of lease exemption certificate.

The assessment of manpower should be based on the functions undertaken by ULBs with a view that majority of the functions which are service oriented have to be discharged within a reasonable time period. This assessment could be done best by ULBs themselves considering various criteria such as the extent of geographical area to be covered, the extent and type of population, the number of properties existing etc. Audit observed that ULBs neither had the powers to assess the staff requirement nor to recruit the required staff. These powers are vested with the State Government. The State Government assessed the requirement of staff based on population alone, as discussed in paragraph 6.1.1, and without seeking the actual requirement from ULBs.

As per Section 336 of RMA, any officer or servant of a corporation/municipal council who is a member of subordinate services, ministerial service or Class IV service may be transferred from the service of one municipality to another municipality or any other parastatal agencies such as Jaipur Development Authority, UIT, Housing Board, etc. Further, as per Section 330(4), it shall be not lawful for the municipality to take any officer or employee on deputation from any department of the State Government without obtaining prior approval of the State Government. DLB stated (January 2021) that there is no employee on deputation while during the test check of records of MCorp, Jaipur it was observed that 97 officers/officials from different department of State Government were posted on deputation basis which indicated that no prior monitoring was done.

6.1.1 Insufficient Staff in Urban Local Bodies

As per rule 6(ka) of Rajasthan Municipality Service (Administrative and Technical) Rules, the State Government would fill up the posts through direct recruitment for which a state level commission was to be constituted. Similarly, as per Rule 8(ka) of Rajasthan Municipality (Subordinate and Clerical services) Rules 1963, a commission would also be set up for filling up of vacancies. During the period from 4/2015 to 3/2020, the Commission recruited 1747 officers/ officials despite which a number of posts were lying vacant.

For effective discharge of devolved functions, sufficient and well-equipped staff is a primary condition. At State level, at the end of March 2020, position of posts of officers sanctioned and working is given in **Table 6.2**.

Table 6.2: Details showing position of vacant post

Post	Sanctioned strength	Working strength	Vacant (percentage)
Officers ²	596	233	363 (60.91)
Technical officer	1112	743	369 (33.18)

Source: Administrative report of DLB for 2019-20

² Officers include posts of Executive Officers, Revenue Officers, Sanitary/Revenue Inspectors, etc.

It is evident from the above table that almost 61 *per cent* post of Executive Officers, Revenue Officers, Revenue/Sanitary Inspectors were lying vacant which was affecting important functions such as revenue/tax collection and sanitation etc. drastically. Posts of Technical officers, such as Executive Engineer/Asstt. Engineers etc. were also lying vacant which hampered the desired progress of various Centrally/State Sponsored Schemes. In respect of ministerial staff as against total sanction strength of 45,831, 14,276 posts were lying vacant which implies that 31 *per cent* posts were lying vacant which affected the efficient functioning of the ULBs.

Scrutiny of staff position of test checked ULBs showed that working strength was 15.38 *per cent* to 73.98 *per cent* against the sanctioned strength. These vacancies had affected sanitation, revenue collection and other functions badly and services as devolved could not be delivered in an efficient and effective manner.

Further, it was also noticed that there were no uniform criteria for sanctioned strength of these test checked ULBs. The staff position in ULBs is given in **Table 6.3**.

Table 6.3: Sanctioned and Working Strength in ULBs

S. No.	Name of the unit	Population as per 2011 census	Projected population for the year 2020	Sanctioned strength	Working strength (Per cent)	Sanctioned Strength Per 1000 population (census 2011)	Working Strength) Per 1000 population (census 2020 projected)
1	M Corp Jaipur	34,71,847	39,09,000	9,761	6048 (62.69)	2.81	1.55
2	M Board Phulera	23,284	25,049	87	62 (71.26)	3.74	2.48
3	M Board Jobner	11,354	12,215	129	77 (59.69)	11.36	6.30
4	M Board Chaksu	33,432	35,969	182	104 (57.14)	5.44	2.89
5	M Board Niwai	37,751	40,613	234	155 (66.23)	6.20	3.82
6	M Board Shahpura	33,895	36,465	73	54 (73.98)	2.15	1.48
7	M Board Thanagazi	21,742	23,391	39	06 (15.38)	Constituted in 2018	0.26
8	M Board Lalsot	34,363	36,968	119	83 (69.74)	3.46	2.25
9	M Board Nawalgarh	63,948	72,389	179	108 (60.33)	2.80.	1.49
10	M Council Kishangarh	1,54,886	2,06,401	534	332 (62.17)	3.44	1.60
11	M Board Chomu	64,413	81,817	193	139 (72.02)	2.99	1.69
12	M Council Sikar	2,37,532	3,03,447	739	508 (68.74)	3.11	1.67
13	M Board Bagru	31,229	44,142	77	42 (54.54)	2.46	0.95
14	M Corp Ajmer	5,42,321	5,99,590	2662	1787 (67.12)	4.90	2.98

Source: Information provided by the concerned ULBs

The 4th SFC had identified that day to day development works were affected by vacancies and recommended filling up all vacant posts. No action was taken to fill the vacancies though the status of manpower was furnished to the DLB by ULBs at regular intervals.

Recommendations 10: ULBs should have adequate powers over manpower resources regarding assessment, requirement and recruitment of skilled staff to effectively discharge devolved functions and efficiently collect revenue. Sanctioned strength of manpower in ULBs should be commensurate with the functions (Tax collection load/Accounting/regulatory role etc.) in consultation with the State Government. Administrative costs should be passed on to the ULBs where they are implementing agencies.

6.1.2 Functioning of the Municipal Commissioner/Chief Officer

As per Section 49 of RMA, the Commissioner or Chief Municipal Officer was responsible for the custody and maintenance of all the records of municipality. Further, Section 332 provides that the State Government shall appoint one Chief Executive Officer for MCorp, Commissioner for MCorp and MCouncils and Executive Officers for MBoards. It was observed that 111 post of Executive Officers (Gr II to IV) were lying vacant and personnel of lower levels were holding the charge which affected the municipal administration adversely. MCorp officers/officials are responsible for execution of development plans in ULBs, ensuring preparation of schemes as per master plan/zonal development plan, agriculture land conversion, approval of building maps and suitable action to enhance/collect the revenue. Hence, absence of competent staff is bound to affect their working adversely.

6.2 Capacity Building

For strengthening the capacities of the personnel and preparing them with advanced skill to perform in a better way, training play an important role. LSGD issued office order dated 5.11.2015 for establishment of a training institute namely Institute of Urban Development and Governance which is now known as Rajasthan Shahri Vikas Kendra (RSVK) in Centre for Management Studies, Harish Chand Mathur Public Administration Institute. RUIDP under Rajasthan Urban Infrastructure Development Project (IIrd Phase) allotted a sum of ₹ 3.55 crore to the Centre for Management Studies for undertaking training programme for ULBs' personnel. The annual training calendar is prepared by RSVK and approved by the Centre for Management Studies, Harish Chand Mathur Public Administration Institute. Nomination of trainees was being done by the DLB. During the period from 2015-16 to 2019-20 following training programmes were conducted:

Table 6.4: Details showing position of year wise training programme

Year	No. of total training programme	Nominated participants	Attended participants	Attended per cent
2015-16	NIL	NIL	NIL	NIL
2016-17	21	1109	831	75
2017-18	23	3323	3065	92
2018-19	21	1987	1206	61
2019-20	20	1499	763	51
Total	85 ³	7918	5865	74

Source: Information provided by the DLB

It was observed that only 74 per cent of the nominated participants attended these training programmes, and consequently optimum benefits could not be derived. Further, out of total 33,731 employees of ULBs, only 5,865 employees (17 per cent) were imparted training despite incurring an expenditure of ₹ 3.55 crore during the period from 2015-16 to 2019-20. This also hindered timely delivery of qualitative services to the urban habitants. Further, no performance evaluation of these trainees was found made to ascertain as to how these training programmes helped the participants in performing their function in a better way. Hence, the efforts for capacity building of staff were not up to the requisite levels.

6.3 Performance Management

Performance management is an essential tool of management and plays an important role in developing the competence of employees involved in service delivery. It involves classification of duties, defining performance standards, deployment of right personnel at right place and the capacity of staff to achieve their targets. The DLB intimated that no such departmental/continuous professional development examinations are organized.

The State Government stated (July 2021) that recruitment of various posts was under process which would enable the ULBs to work more efficiently. The department was also organizing workshops for staff from time to time and efforts were being made to enhance trainings.

Recommendations 11: Officers of Municipal Services should be posted in municipality as Executive Officers and capacity building/training needs of municipal staff should be ensured by regular training programme/ fixed training period for enhancing the efficiency.

³ Include orientation programme for elected representatives of various ULBs; newly recruited AEnS; RIs; ARIs, Town Planning Asstt; Jr Accountants, RUIDP projects, etc.