

Municipal Cadres in Andhra Pradesh – A study in the light of reforms under AMRUT

1. AMRUT and Governance Reforms

Atal Mission for Rejuvenation and Urban Transformation (AMRUT) was launched by Government of India (GoI) in 2015. The Mission ensures that every household has access to basic services like water tap and sewerage connection. Besides these basic services, the AMRUT desires development of urban amenities which improves quality of life for urban dwellers, especially the poor in the form of developing green open spaces and parks; and encouraging non-motorised transport through foot-paths and cycle-ways, unlike major infrastructure projects envisaged under Jawaharlal Nehru National Urban Renewal Mission (JNNURM). The duration of the Mission is five years from 2015-16 to 2019-20.

Sound institutional structure is a foundation for any Mission to be successful. Accordingly and also in line with earlier Urban Missions, AMRUT also envisaged certain reform measures. The AMRUT reforms aimed at improved service delivery, mobilisation of resources, making municipal functions transparent and municipal functionaries accountable. Eleven (11) reforms including milestones and implementation timelines have been set under the Mission. One of the reforms (No.2) reads as '*constitution and professionalization of municipal cadre*'. The milestones are (i) establishment of municipal cadres, (ii) cadre-linked training, (iii) policy for engagement of interns in urban local bodies (ULBs) and its implementation, and (iv) preparation of a policy for right-sizing the number of municipal functionaries depending on certain parameters. The timelines to implement the milestones are also set at 24 months, 24 months, 12 months and 36 months respectively.

2. Municipal Cadre – The Need

Irrespective of the reference under AMRUT, study of municipal cadre has become a necessity. Increased urbanization in the recent past brought tremendous pressure on civic infrastructure, like water supply, sewerage, solid waste management, open spaces, transportation etc. Further, municipalities have to take up poverty alleviation, slum development, urban housing and infrastructure development under various programmes and projects. Highly qualified personnel are needed to manage the municipal institutions in the changed scenario.

As a known factor, cadres play a major role in Human Resource Management of any institution, more so in a government organization. It is recognized worldwide that people are a greatest asset for any organization and employees need to be properly recruited, trained and managed in order to achieve efficiency in the functioning of the organization. Municipalities are mainly providers of

services to the community and Municipal Cadres play crucial role in providing services on a sustainable manner. Besides the need, study on Municipal Cadres is also envisaged under AMRUT.

3. State of Andhra Pradesh - Municipal Cadres

Though municipalities include Municipal Corporations, Municipalities and Nagar Panchayats under Art. 243 Q of the Constitution (inserted under 74th Amendment), only municipalities and nagarpanchayats are covered in the paper. The municipalities including nagarpanchayats in the State of Andhra Pradesh are governed under Andhra Pradesh Municipalities Act, 1965 (Municipal Act or Act). For all purposes, nagarpanchayats are considered as municipalities under the Act. Well established Municipal Cadres exist in the State of Andhra Pradesh.

4. Functional Distribution in Municipality

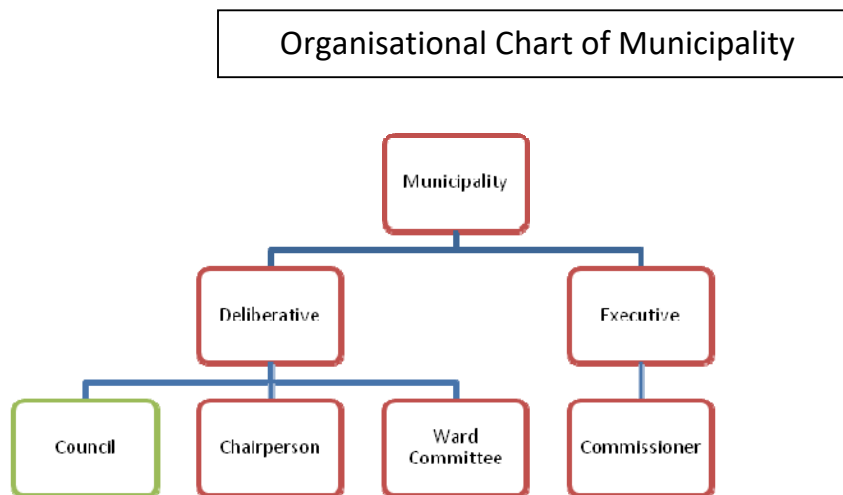
As per the Municipal Act, municipality has to perform various functions and different sections in the municipality perform these functions. The sections and the broad framework of functions are:

| S. No. | Section | Broad functions |
|--------|------------------------------|---|
| 1. | Administration | Look after general administration, including meetings of council and committees |
| 2. | Revenue | Assessment and collection of various taxes; and collection of rents from municipal properties |
| 3. | Accounts | Maintenance of accounts, preparation of annual accounts and budget, and attending audit of accounts |
| 4. | Public health and sanitation | Look after sanitation, scavenging, solid waste management and other public health related activities |
| 5. | Engineering | Look after public works like roads, drains, buildings, parks and play grounds; water supply and sewerage; and street lighting |

| | | |
|----|---------------------------------|---|
| 6. | Town Planning | Regulation of town planning activities including land use, layouts, building activities, advertisements and encroachments |
| 7. | Urban Poverty Alleviation (UPA) | Look after urban poverty alleviation programmes |

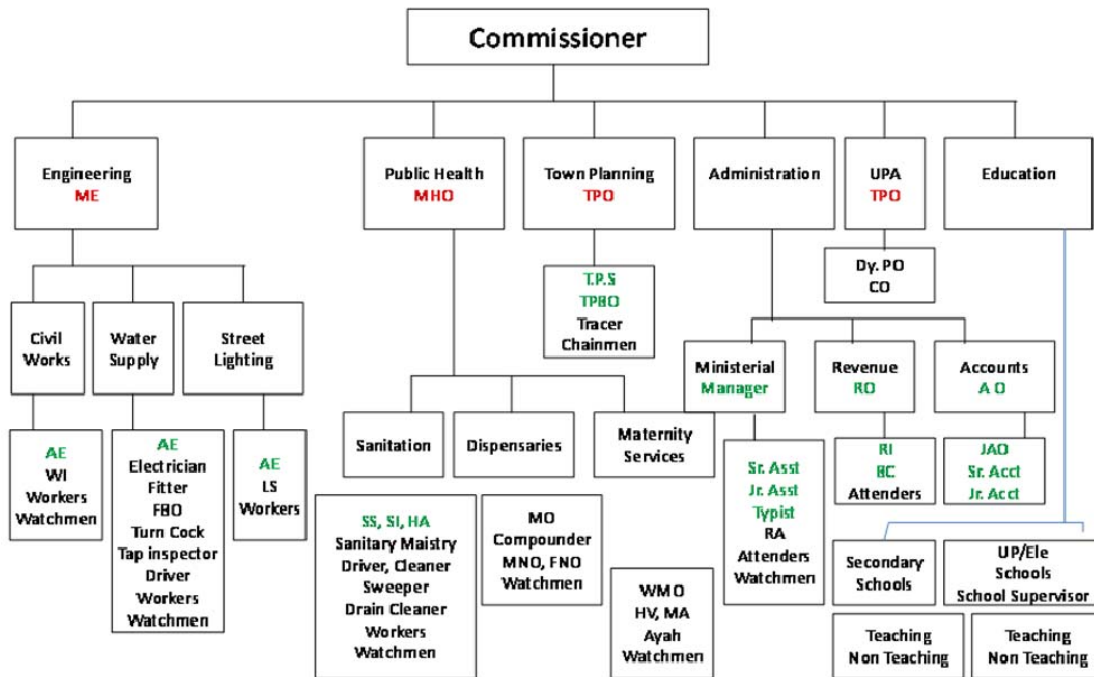
5. Municipal Organisation

The municipality consists of broadly (i) Deliberative wing and (ii) Executive wing. While deliberative wing is headed by Chairperson, the Executive wing is headed by Commissioner.



While deliberative wing takes political and policy decisions, executive wing implements these decisions. The following chart depicts typical executive wing/functional hierarchy (staff model) in the municipal system in the State.

Organisational Chart of Municipalities - Executive Wing



6. Executive Authority - Commissioner

The Commissioner heads Executive wing of the Municipality and he is the Executive Authority as per the Municipal Act. He is assisted by officers and employees from different sections, such as administration, revenue, accounts, public health and sanitation, engineering, town planning etc. All officers and employees work under administrative control of Commissioner.

7. Roles and Responsibilities

The State Government has prescribed roles and responsibilities of various officers and employees in the ULBs; and during the year 2009 published 'Manual of Roles and Responsibilities of Various Functionaries in Urban Local Bodies in Andhra Pradesh' and it is very comprehensive.

8. Staffing norms

The State Government has developed norms for staffing pattern in various categories of posts in ULBs to improve governance and service delivery. While population of the ULB was considered as norm for the posts in administration, revenue, public health, engineering and town planning sections

(reason being population is the basis for provision of civic services), income of the ULB has been taken as criteria for the posts in accounts section. Orders were issued by Government (2011) approving the norms and on the basis of norms, additional posts in different sections were also sanctioned.

9. Personnel system in Municipalities

There are three services which cater to the personnel requirement of municipalities in Andhra Pradesh as per the provisions of the Act as shown hereunder:

- (i) State Service to cater both for municipalities and departments of Government (Sections 29 and 71). These officers are at the top of hierarchy.
- (ii) State Municipal Subordinate Service i.e. a common service consisting of middle level officers and employees to cater exclusively for municipalities on state-wide basis. (Section 80)
- (iii) Municipal Service to cater to the requirements of each municipality in the lower level of hierarchy. (Section 73)

10. State Service

Senior officers working in municipalities like Commissioner, Municipal Engineer, Municipal Health Officer and Town Planning Officer belong to this service, ie. State / Government Service. The following State Services (constituted by Government) cater to the needs of municipalities and concerned departments of Government.

- (i) AP Municipal Administration Service
- (ii) AP Municipal Commissioners Subordinate Service
- (iii) AP Public Health and Municipal Engineering Service
- (iv) AP Town Planning Service
- (v) AP Urban Poverty Alleviation (Municipal Administration & Urban Development) Service
- (vi) AP Urban Poverty Alleviation (MA&UD) Subordinate Service
- (vii) AP Health & Family Welfare Service

The officers of these Services work both in municipalities and Government Departments. When the officers work in municipalities, they are considered as municipal officers and they are under the administrative control of the Commissioner, who is the Executive Authority in the Municipality. Disciplinary control over these officers however remains with the Government. When they work in the Government, they are considered as government officers and they work under the administrative control of their respective departments. Exhaustive Service Rules to regulate the classification, recruitment, conditions of service, discipline and conduct etc. of the officers belonging to the respective Services were also issued.

10.1 A.P. Municipal Administration Service

The categories of officers covered under this service are Municipal Commissioners of different grades. They work in municipalities as well as in Municipal Administration Department of Government. Municipal Commissioners of relevant grades are posted in corresponding grades of municipalities. When the officers work in municipalities, they work as Municipal Commissioners; and when they work in the Government Department, they work as Additional Director, Regional Director, Joint Director or Deputy Director etc. Government is the appointing authority and effects postings and transfers for all categories of posts.

10.2 A.P. Municipal Commissioners Subordinate Service

This Service covers only one post, ie. Municipal Commissioner (Third Grade). Government is the appointing authority and effects postings and transfers of the post. Municipal Commissioners of this Service are posted to Third Grade Municipalities as well as Nagarpanchayats.

10.3 A.P. Public Health and Municipal Engineering Service

The service covers the posts of (i) Superintending Engineer (ii) Executive Engineer (iii) Deputy Executive Engineer and (iv) Assistant Executive Engineer. Government is the appointing authority of all categories of posts. Government in respect of posts (i) and (ii); and Chief Engineer (Public Health) in respect of posts (iii) and (iv) effects postings and transfers. Transfers can be affected among Government departments and municipalities.

10.4 A.P. Town Planning Service

Categories of officers covered in the Service are (i) Director (ii) Joint Director (iii) Deputy Director (iv) Assistant Director and (v) Town Planning Assistant. Government is the appointing authority for all

categories and can effect transfers and postings. Assistant Director and Town Planning Assistant work both in Government and in the Municipalities.

10.5 A.P. Urban Poverty Alleviation (Municipal Administration & Urban Development) Service

The service covers the posts of (i) District Project Officer and (ii) Town Project Officer- Grade I / Project Officer (UBS) / (UBSP). The appointing authority for these posts is the Government. The postings and transfers are also effected by Government.

10.6 A.P. Urban Poverty Alleviation (MA&UD) Subordinate Service

The service covers the posts of (i) Town Project Officer, Grade II, (ii) Town Project Officer, Grade III and (iii) Community Organiser. While the Commissioner & Director of Municipal Administration is the appointing authority in respect of categories (i) and (ii), the District Collector is the appointing authority for category (iii). All these officers work in Urban Poverty Alleviation (UPA) section in the municipalities. As regards postings and transfers, they are exercised by Commissioner & Director of Municipal Administration for all categories.

10.7 AP Health & Family Welfare Service

Municipal Health Officer is governed under this service. The equivalent post in the Government is Civil Assistant Surgeon. While Government is the appointing authority, postings and transfers are effected by the Director of Health Services.

11. Municipal Service for State

Section 80 of APM Act empowers Government to constitute any class of officers or employees of municipalities into a Municipal Service for the State (unified common service). The basic objective of constituting this Service is to establish a middle tier of Service in between Municipal Service and State Service and to create a common seniority among municipal employees at the State level which in turn make them eligible for various posts at the State level. So far, Government have constituted six State Municipal Services covering different classes of officers and employees to work exclusively in municipalities and service rules were also issued.

- (i) A.P. Municipal Ministerial Subordinate Service
- (ii) A.P. Municipal Town Planning Service
- (iii) A.P. Municipal Town Planning Subordinate Service
- (iv) A.P. Municipal Engineering Service

(v) A. P. Municipal Accounts Subordinate Service

(vi) A. P. Municipal Health (Municipalities) Subordinate Service

11.1 A.P. Municipal Ministerial Subordinate Service

Six categories of posts are covered under this service and they are Managers, Revenue Officers, Revenue Inspectors, Senior Assistants, Junior Assistants and Bill Collectors. Commissioner & Director of Municipal Administration and Regional Director of Municipal Administration are appointing authorities as well as transferring authorities for various category or posts.

11.2 A.P. Municipal Town Planning Service

One post is covered in the Service and it is Town Planning Officer. The Director of Town and Country Planning makes the appointment as well as effects postings and transfers in respect of this post. The post exists in Special Grade and First Grade municipalities.

11.3 A.P. Municipal Town Planning Subordinate Service

The posts covered in the service include (i) Town Planning Supervisor and (ii) Town Planning and Building Overseer. The Director of Town and Country Planning makes the appointment as well as effects postings and transfers in respect of two categories of posts.

11.4 A.P. Municipal Engineering Service

The posts covered in the service include (i) Municipal Assistant Executive Engineer and (ii) Municipal Assistant Engineer. The Chief Engineer, Public Health makes the appointments and effects postings and transfers for all posts in the service.

11.5 A. P. Municipal Accounts Subordinate Service

The categories of posts in the Service are (i) Accounts Officer, (ii) Junior Accounts Officer, (iii) Senior Accountant and (iv) Junior Accountant. While Commissioner & Director of Municipal Administration exercises the powers of appointment, posting and transfer in respect of categories (i) and (ii), the Regional Director of Municipal Administration exercises such powers in respect of categories (iii) and (iv).

11.6 A. P. Municipal Health (Municipalities) Subordinate Service

The Service covers three categories of posts covering (i) Sanitary Supervisor, (ii) Sanitary Inspector and (iii) Health Assistant. While the Commissioner & Director of Municipal Administration exercises the power of appointment, posting and transfer in respect of categories (i) and (ii), the Regional Director of Municipal Administration exercises such power in respect of category (iii).

12. Municipal Service

All other posts are covered under this Service. They are basically in the lower level of hierarchy. Each municipality is a unit of appointment for these posts. The Chairperson of the Municipality is the appointing authority and he makes the appointment from a panel prepared by the Panel Committee constituted under second proviso to Section 74. No Service Rules were prepared for these posts under the Act. The general Service Rules applicable to state government employees are being followed in recruitment and other service related matters in respect these posts.

13. Transfer of employees

There is a provision in the Act (Section 75) that the State Government has power to effect transfer of any officer or employee of a municipality to any other municipality enabling horizontal movement. This power has been delegated to the Commissioner and Director of Municipal Administration.

14. Reforms under AMRUT

The reform contemplated under AMRUT on '*constitution and professionalization of municipal cadre*' has been in vogue in the state of Andhra Pradesh. It is well tested and is in operation for the last 2-3 decades effectively. Three milestones under the reform like establishment of municipal cadres, cadre-linked training, and right-sizing the number of municipal functionaries are already in place in the state.

The organizational set up dividing municipal functions into various sections and designating different categories of officers and employees with different skill set-up is an in-built system in the State. Roles and responsibilities of various functionaries have been defined and norms for creation of posts in different sections have also been notified by Government. Creation of state common municipal service provides career growth as well as vertical and horizontal movement of officers and employees. The State Service provides integrated working arrangement among municipalities and government departments and helps in experience sharing of government to municipalities and vice

versa. There is a channel of promotion from Municipal Service to State (common) Municipal Service and finally to State Service providing career growth path (vertical movement) to municipal employees of all sections. Further there is provision for inter-municipality transfers enabling horizontal movement of municipal officers and employees in the State.

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