

**Fifth State Finance Commission
GOVERNMENT OF TAMIL NADU**



Final Report
**Study on staffing and organization in Urban
Local Bodies in Tamil Nadu**

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ICRA Management Consulting Services Limited

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Abbreviations and Acronyms

DMA	Director of Municipal Administration
DTP	Director of Town Panchayat
FSFC	Fifth State Finance Commission
GCC	Greater Chennai Corporation
GoI	Government of India
GoTN	Government of Tamil Nadu
IMaCS	ICRA Management Consulting Services Limited
MoUD	Ministry of Urban Development Government of India
PPP	Public Private Partnership
SFC	State Finance Commission
TN	Tamil Nadu
TOR	Terms of Reference
TP	Town Panchayat
ULB	Urban Local Body
GPF	General Provident Fund
CPS	Contributory Pension Scheme
LFA	Local Fund Audit

Executive Summary

The Fifth State Finance Commission appointed by Government of Tamil Nadu (FSFC) retained iMaCS for a review of organizational and staffing position in Urban Local Bodies (ULBs) in Tamil Nadu. The Scope of Work covered a diagnostic review of organisation structure and sanctioned staffing positions in 11 ULBs in Tamil Nadu and formulation of recommendations on organization structure and staffing norms for various categories of ULBs in Tamil Nadu. The exercise was done based on information provided by the ULBs, the Directorate of Municipal Administration (DMA) and Directorate of Town Panchayats (DMA). This section summarizes key recommendations from this study.

Structure and categorization of ULBs

- The analysis of ULB classification and organization issues need to be preceded by a review, restructuring and possible consolidation of ULBs given the existing context:
 - **Corporations:** There is no formal classification within the 12 Corporations, which in terms of population can be grouped into three categories: (a) Chennai (a megacity with more than 69 lakh population), (b) next 5 Large Corporations (with more than 800,000 population each) and (c) 6 smaller Corporations (population < 550,000).
 - **Municipalities:** The classification is described in the TN Municipalities norms for classification of Municipalities, Rules 2008 issued vide. G.O.Ms.No.237, MAWS dated 2/12/08. Municipalities are classified based on revenues (Special Grade > Rs. 10 cr., Selection Grade between Rs. 6 cr. - Rs. 10 cr., Grade I: Rs. 4 cr.- Rs. 6 cr. and Grade II < Rs. 4 cr.). There appears to be overlaps across grades with a top-heavy ULB structure. If the classification is strictly applied, 59 ULBs ought to be classified as Selection Grade and only 9 ULBs will be in Grade II.
 - **Town Panchayats:** In Town Panchayats (TPs), the classification is done on the basis of a G.O (Ms) no. 142 dated 21/11/14, MAWS, as per which TPs are classified as per their revenues (Special Grade > Rs. 200 lakh, Selection Grade between Rs. 100 lakh- Rs. 200 lakh, Grade I: Rs. 50 lakh – Rs. 100 lakh and Grade II < Rs. 50 lakh). Here too, the classification is skewed and top-heavy.
 - **Overall:** The classification leads to overlaps (on revenue and population), and diffused ULB structure. A pyramidal hierarchy of ULBs could provide an effective basis for revenue devolution, staffing, and capital planning. Refer Exhibit 1.
- Recommendations with respect to structure of ULBs are summarized below:
 - Review, harmonise and consolidate ULB structure every 10 years, possibly within 2 years of Census data being available.
 - A framework for re-categorisation of ULBs has been suggested (Refer Exhibit 2) providing for one Mega City, two categories of Corporation, and three

categories of Municipalities and Town Panchayats (instead of four each at present). Application of this framework can enable a pyramidal urban hierarchy and could facilitate better planning and administration.

Exhibit 1a Municipalities: current classification and implications

Sl. No.	Grade and Revenue criteria (in Rupees Crore)	No. of Municipalities Actual	No. of Municipalities if basis strictly applied	ULB Revenues (Rs. Crore)		Population (Lakh)	
				Range	Average	Range	Average
1	Special Grade (Above 10.00)	16	59	7.5 – 42.2	27.2	0.36 – 3.25	1.62
2	Selection Grade (6.00 to 10.00)	30	26	5.2 – 20.0	13.3	0.32 – 1.43	0.78
3	First Grade (4.00 to 6.00)	33	31	5.6 – 17.8	9.4	0.23 – 0.96	0.62
4	Second Grade (Below 4.00)	44	9	3.0 – 25.8	5.4	0.19 – 0.66	0.38
	TOTAL			3.0 – 42.2	11.5	0.19 – 3.25	0.72

Source: CMA. IMaCS analysis.

Exhibit 1b Town Panchayats: current classification and implications

Grade and Revenue Criteria (In Rs. Lakh)	No. of TPs Actual	As per the rules (strictly applied)	Annual Income (Rs. Lakh)		Population (000s)	
			Min	Max	Min	Max
Special Grade (Above 20.00)	12	77	85.6	403.9	2.1	30.9
Selection grade (16.00 to 20.00)	222	235	50.9	497.9	4.5	50.5
Grade I (8.00 to 16.00)	215	137	34.5	594.3	3.7	47.8
Grade II (4.00 to 8.00)	80	20	31.1	330.7	2.5	30.4
TOTAL	529	529	31.1	594.3	2.1	50.5

Source: DTP. IMaCS analysis.

Exhibit 2 Recommended framework for classification of ULBs in TN

Grade	Municipal Corporation		Municipalities			Town Panchayats		
	C 1	C 2	G 1	G 2	G 3	TP 1 (Special)	TP 2 (Selection)	TP 3 (Grade I)
Population	P>8 Lakh	3 Lakh <P< 8 Lakh	100,000<P<3 Lakh	60,000<P<1 00,000	P<60,000	0.25 Lakh - 0.6 Lakh	0.125 Lakh - 0.25 Lakh	< 12.5 Lakh
Income	AND Greater than 130 Cr.	AND Less than 130 Cr.	OR Greater than 15 Crore	OR Greater than 10 Crore and less than 15 crore	AND Less than 10 crore	OR Rs. 3 Crore - Rs. 6 crore	AND Rs. 1 Crore - Rs. 3 Crore	OR < Rs. 1 Crore
No of ULBs	4	7	27	35	61	66	186	277

Cadres and service rules

- The Cadres and Service Rules for different categories of ULBs are defined separately and distinct from one another. Refer Exhibit 3 for the prevailing cadres under which Service Rules are defined for ULBs in Tamil Nadu.

Exhibit 3 ULB-category wise Cadres for which Service Rules have been framed

GCC	Corporations	Municipalities	Town Panchayats
General Service Revenue Service IT Service	General Service	General Service IT Service	No formal cadres
Engineering Service Electrical Service	Engineering Service	Engineering Service Town Planning Service	
Public Health Service Conservancy Service	Public Health Service	Public Health Service Medical Service	
DFWB		Community Organizer	
	Basic Service*		

Source: Service Rules. IMaCS analysis.

- Greater Chennai Corporation:** There are 8 cadres/service rules in GCC; General (covering administration, accounts and legal positions), Revenue, Engineering, Electrical, Public Health, District Family Welfare Bureau, Information Technology and Conservancy services.
 - Corporations:** As per the Tamil Nadu Municipal Corporations Service Rules, 1996, there are four functional cadres defined for Corporations consisting of General services, Engineering services, Public Health services and Basic Service.
 - Municipalities:** As per the Tamil Nadu Municipal Service Rules, 1970, there are rules defined for 5 cadres for the Municipalities viz. General Services, Engineering Services, Town Planning Services, Public Health Services and Municipal Medical Service. In addition, posts are sanctioned for IT and Community organiser.
 - Town Panchayats:** According to the Tamil Nadu Town Panchayat Establishment Rules of 1988, there are no defined cadres for posts. However, posts have been defined for the functions of Revenue, Health, Sanitation, Town Planning, Water Supply and Streetlight Maintenance.
 - A lot of additions have been made to the above service rules over the years owing to the change in needs but the comprehensive revision of service rules was never done.
- Key observations with respect to cadres and service rules are summarized below:
 - Existing Cadres and positions:** Without a formal class equivalence in service rules for municipalities and a different set of service rules for Corporations, the

potential for creating a vibrant state-wide municipal service cadre gets constrained in terms of limits to cross-cadre/ULB mobility, mobility between corporations and municipalities, and in some cases even across different grades of municipalities. The classification of positions across Municipalities and Corporations is inconsistent. The rationale for classification of posts is unclear for Municipalities with high number of designations. For Corporations, there is inconsistency in distribution of posts of classes across cadres, which to some extent limits clarity on grad equivalence.

- **Service Rules:** For Corporations, direct recruitment is restricted to Subordinate services, and the recruitment of most positions in the main services is only by promotion, deputation or transfer for all cadres. The report identifies a number of specific issues with respect to classification of posts, mode of recruitment, appointment authority and qualification / experience requirements.
- Recommendations relating to Cadres and service rules are summarized below:
 - A common set of Service Rules should be established for all ULBs covering Corporations, Municipalities and Town Panchayats.
 - Rules should be defined separately for (a) Administration, (b) Finance (Accounts & Revenue), (c) Engineering, (d) Town Planning, (e) Health, (f) Information Technology (g) Urban Poverty Alleviation and (h) Basic Services. Refer to *Exhibit 4* for recommended cadres.

Exhibit 4 ULB-category wise Cadres – Existing and proposed

MoUD HR Study	TN Existing			Proposed Cadres
	Corporations	Municipalities	GCC	
Executive Cadre	General Services (Accounts and Information Technology(IT) cadres proposed)	General Services (Accounts and IT cadres proposed)	Deputation	Administration
Accounts Cadre			General	Finance
Municipal Revenue and Finance			IT	IT
E-Governance			Engineering, Play field	Engineering
Engineering	Engineering	Engineering	DFWB, Health, Vet., Malaria	Engineering
Urban Planning and Transportation		Town Planning		Town Planning
Not Covered	Public Health	Public Health	Conservancy	Public Health and Medical services
Sanitary Services		Medical Services		Environment and Sanitation
Social Development		Community Organiser		Urban Poverty alleviation
Fire		Not part of ULB role yet		
Ministerial	Basic Services			Basic Services

- Grades can be defined as is being currently done in in case of Corporations (Main / Subordinate under 4 Classes). Grade 4 level can be defined separately covering all services, as is being done in GCC.
- Undertake a comprehensive revision of Service Rules (covering positions, appointment authority, recruitment method, qualification and experience).
- Recommendations on positions across various cadres/services have been made in this report and this can provide a base for the proposed revision of rules.

Staffing, Employee costs and pensions (in the 11 ULBs surveyed)

Staffing

- The analysis of sanctioned posts and vacancies has been done on the basis of data provided by 11 ULBs. Refer *Exhibits 5 and 6* for a summary of key data points on the cities surveyed.

Exhibit 5 ULBs surveyed and overall staffing position in these ULBs

ULB	Population	Sanctioned posts	Actual Posts	Vacancies	Sanctioned per 1000 population	Actual per 1000 Population
Chennai Corporation	69,22,074	23481	20579	2902	3.4	3.0
Coimbatore	16,70,000	4894	3537	1357	2.9	2.1
Vellore	5,04,079	1185	721	464	2.4	1.4
Hosur	2,44,518	342	293	49	1.4	1.2
Nagapattinam	1,02,905	323	232	91	3.1	2.3
Tiruvallur	56,685	144	125	19	2.5	2.2
Perambalur	49,648	87	79	8	1.8	1.6
Tiruneermalai	30,702	29	29	0	0.9	0.9
Chengam	26,980	51	48	3	1.9	1.8
Vilapakkam	8,172	7	5	2	0.9	0.6
Puthukkadai	9,099	13	11	2	1.4	1.2

- **Sanctioned per 1000 population** is highest in GCC followed by Corporations, municipalities and Town Panchayats. There are few exceptions such as nagapattinam which has a 3.1 and Hosur which has just 1.4. With a relatively higher population, Corporations should ideally enjoy greater economies of scale and should require lesser number of employees vis-à-vis municipalities and Town Panchayats. Yet the number of sanctioned positions reflects a counter-intuitive trend, suggesting that the sanctioned posts may not necessarily reflect the requirement-on-the-ground

Exhibit 6A GCC surveyed: Sanctioned posts, actual filled and vacancies

Service / Cadre	Grade I, II & III			Grade IV			TOTAL		
	Sanction	Actual	Vacant %	Sanction	Actual	Vacant %	Sanction	Actual	Vacancy %
Engineering	696	533	23%	--	--	--	696	533	23%
General	2191	1691	23%	--	--	--	1219	1691	23%
Public Health	2655	1909	28%	--	--	--	2655	1909	28%
Basic	--	--	--	17939	16446	8%	17939	16446	8%
TOTAL	5542	4133	25%	17939	16446	8%	23481	20579	12%

Exhibit 6B Corporations surveyed: Sanctioned posts, actual filled and vacancies

Service / Cadre	Grade I, II & III			Grade IV			TOTAL		
	Sanction	Actual	Vacancy %	Sanction	Actual	Vacancy %	Sanction	Actual	Vacancy %
Basic	--			4813	3470	28%	4813	3470	28%
Engineering	156	122	22%	--	--	--	156	122	22%
General	646	396	39%	--	--	--	646	396	39%
Public Health	464	270	42%	--	--	--	464	270	42%
TOTAL	1266	788	38%	4813	3470	28%	6079	4258	30%

Exhibit 6C Municipalities (4 Municipalities): Sanctioned posts, actual filled and vacancies

Service / Cadre	Grade I, II & III			Grade IV			TOTAL		
	Sanction	Actual	Vacancy %	Sanction	Actual	Vacancy %	Sanction	Actual	Vacancy %
Engineering	29	24	17%	83	50	40%	112	74	34%
General	113	98	13%	14	11	21%	127	109	14%
IT	6	4	33%	0	0	0%	6	4	33%
Public Health	49	43	12%	566	477	16%	615	520	15%
Town Planning	6	6	0%	3	3	0%	9	9	0%
Medical	11	5	55%	20	8	60%	31	13	58%
TOTAL	214	180	16%	686	549	20%	900	729	19%

Exhibit 6D Town Panchayats (4 TPs): Sanctioned posts, actual filled and vacancies

Service / Cadre	Grade I, II & III			Grade IV			TOTAL		
	Sanction	Actual	Vacancy %	Sanction	Actual	Vacancy %	Sanction	Actual	Vacancy %
Engineering	5	5	0%	10	9	10%	15	14	7%
General	16	14	13%	11	10	9%	27	24	11%
Public Health	3	2	33%	55	53	4%	58	55	5%
TOTAL	24	21	13%	76	72	5%	100	93	7%

- GCC: At 3.4 per 1000 population, it has one of the highest ratios of employees to population among ULBs surveyed. Its organization is however bottom heavy with over 77% of its sanctioned posts in Grade IV. Grades I and II account for

less than 3% of the total staff at GCC. The constraints at higher levels seem to be compounded by a higher level of vacancies in Grade I and II (23 % of positions vacant). In terms of services, vacancies are high in public health, engineering and general cadre. A benchmarking vis-à-vis Greater Hyderabad Municipal Corporation reveals that GCC has a relatively higher sanctioned positions in Grades III and IV and lower positions in Grades I and II.

- **Corporations:** The overall vacancy rate in Coimbatore and Vellore Corporation together is around 30%, with higher vacancy levels in Public Health (42%) and General (39%). Higher vacancy levels are observed in Class I, II and II in comparison to Class IV. Peer comparison shows that corporations have fewer sanctioned posts in Class I and II of Engineering and General cadres.
- **Municipalities:** An overall vacancy rate of 19% is seen across the four municipalities studied. Among cadres, vacancy rates are high in Medical (58%), Engineering (34%) and IT (33%). There are no vacant posts in the Town Planning cadre. Unlike in case of Corporations, vacancy rates in Class I, II and III (16%) is lower than vacancy in class IV (20%). Peer comparison shows that the municipalities studied have fewer sanctioned posts across most cadres in Class I and II, particularly in Town Planning, Engineering and Medical.
- **Town Panchayats:** Town Panchayats have the least vacancies (7% of sanctioned posts) among all ULBs. Vacancy rates are highest in general cadre (11%). Peer comparison of sanctioned posts in Town Panchayats indicates a need to augment the number of sanctioned posts across most cadres.
- **Overall:** Overall, the number of sanctioned positions in Grade I & II is sharply lower than peers. For instance, an analysis carried out for the Department of Municipal Administration in 2014, revealed that the share of Grand I&II sanctioned positions to total was 1.7% in ULBs (other than GCC) while the corresponding number for based on norms of ULBs in Andhra Pradesh was over 3%. Further, there is 27% vacancy among Grade I and II positions. At 17%, even in Grade III and IV, vacancy levels are fairly high.

Employee Costs

Refer *Exhibit 7* for analysis on employee costs in the cities surveyed.

- **Employee cost as a % of Revenue:** Employee cost as a % of revenue earned by the ULB is highest for GCC (40%) and lowest for Town Panchayats (27%). For Corporations, it is 33% and for Municipalities, it is 27%.

Exhibit 7 ULBs surveyed: Trends in Employee Costs

ULB Type	Employee Costs (Rs. Lakh)			Three year CAGR %	For FY 14		
	FY 12	FY 13	FY 14		Employee Cost/ Rev %	Employee cost per capita (Rs)	Cost per Employee (Rs. Lakh)
GCC	56650	65268	71199	8%	40%	1,029	3.3
Corporations	12172	13630	15886	9%	33%	731	3.7
Municipalities	1972	2129	2438	7%	27%	435	3.3
Town Panchayats*	158	164	216	11%	20%	328	2.6

Source: ULBs. IMaCS analysis. *Except Puthukkadai

- **Cost per capita:** As in the case of Cost as a percentage of revenue, per capita employee costs is highest for GCC (Rs. 1,029 per person) and lowest for Town Panchayats (Rs.328 per person).
- **Cost per employee:** The average cost per employee is highest in case of Corporations, at around 3.7 lakh per person. The cost per employee for GCC (lower than corporations owing to a large number of staff in Grade IV) and Municipalities is around 3.3 lakh per person. In case of Town Panchayats, it is 2.6 lakh per person.

Analysis of pensions

- Observations from info reported on pensions in ULBs surveyed are summarised below. Also refer Exhibit 8.
 - There are significant differences between Contributory Pension Scheme (CPS) and General Pension Fund (GPF) schemes, resulting in varying financial implications to the ULBs.
 - The proportion of employees under GPF scheme is much larger for larger ULBs, such as municipalities. The exception to this is GCC, where the number of CPS employees is higher. In case of Town Panchayats, most employees fall under CPS. This may be explained by the fact the municipalities forming part of the study have been established much before the Town Panchayats and hence have a larger proportion of employees who have joined before CPS was brought into force.
 - A significant proportion of GPS employees (59%) are retiring in the next 10 years, indicating a large financial outflow for the government. However, most employees (87%) under the CPS scheme will not retire in the next 10 years. No Significant differences in retirement patterns across ULBs.

Exhibit 8 ULBs surveyed: Split of Employees between GPF and CPS

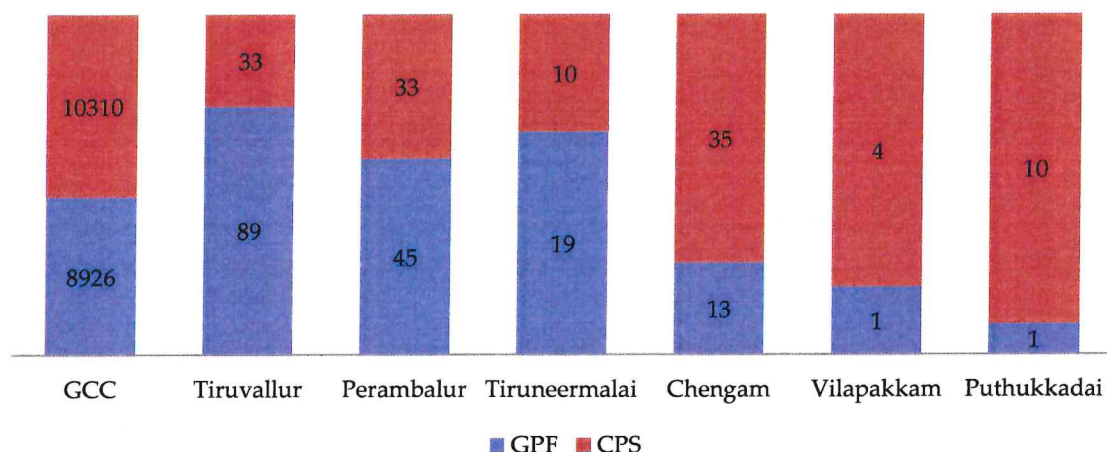
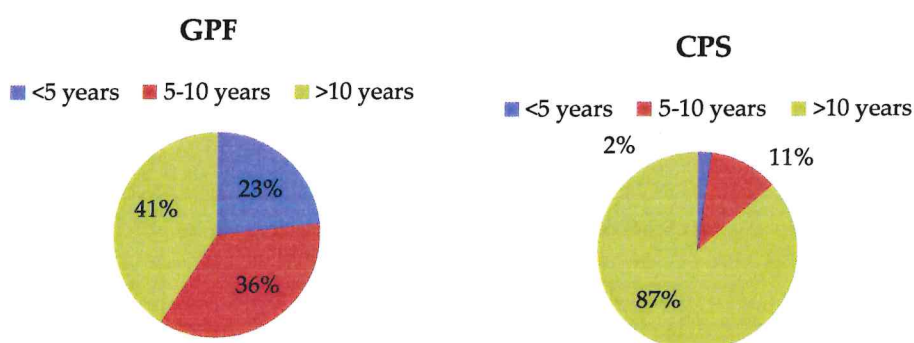


Exhibit 9 Retirement of Employees under GPF and CPS



- Recommendations with respect to staffing norms and implications on sanctioned positions and employee costs are discussed below:
 - GoTN should consider following up on the recommended revision of cadres and service rules with a comprehensive review of staffing norms and sanctioned positions.
 - A framework and proposed staffing norms have been recommended in this report. The framework has been derived after reviewing of existing staffing norms and benchmarking of the same vis-à-vis Karnataka and Andhra Pradesh staffing norms. The recommendations of MOUD report on HR cadre have also been reviewed. While there are some variations, the staffing norms are arrived at on the following basis:
 - ❑ Senior positions are based on minimum requirements for each category of ULB
 - ❑ Mid-level positions (senior and junior) are based on population and other operational parameters (property tax assessments, no. of households, etc.)
 - ❑ Lower grade positions are based on population.

- Exhibit 10 and 1 summarizes implications on the sanctioned positions and employee costs of the 11 ULBs surveyed.

Exhibit 10 ULBs surveyed: Application of proposed staffing norms on sanctioned positions

ULB TYPE	Actual			Sanctioned			Proposed		
	Class I+II	Class III+IV	TOT AL	Class I+II	Class III+IV	TOT AL	Class I+II	Class III+IV	TOT AL
GCC	570	20009	20579	744	22737	23481	1501	22737	24238
Corporation	105	4153	4258	146	5933	6079	127	5500	5627
Municipalities	21	708	729	23	873	896	62	1285	1347
Town Panchayats	4	89	93	4	96	100	8	216	224
TOTAL	700	24959	25659	917	29639	30556	1698	29739	31437

Exhibit 11 ULBs surveyed: Application of proposed staffing norms on employee costs

ULB Type	Actual			Sanctioned			Proposed		
	Class I+II	Class III+IV	TOT AL	Class I+II	Class III+IV	TOT AL	Class I+II	Class III+IV	TOT AL
GCC	3525	53586	57111	4624	61641	66265	9931	61641	71572
Corporations	665	11066	11731	916	15953	16869	952	14652	15604
Municipalities	139	1862	2001	158	2370	2528	494	3511	4005
Town Panchayats	19	231	250	24	495	519	48	631	679
TOTAL	4348	66744	71092	5722	80458	86180	11425	80434	91859

- **Sanctioned positions:** In case of GCC, the number of posts in GHMC in Class I and II is used as a reference to derive the recommended number of posts. The number of recommended Class III and IV posts in GCC is same as what has been sanctioned. In Other ULBs, an average increase (over sanctioned posts) of 100% in Class I and 20% in Class II is recommended. The recommended number of posts in Class III and IV is approximately the same as the sanctioned posts.
- **Employee costs:** The total gross salaries at recommended staffing level is approximately the same as gross salaries payable at sanctioned staffing levels and about 30% higher than actual gross salaries. The recommended salary for Class I& II put together is 100% higher in comparison to salaries payable at sanctioned levels and 163% higher than actual salaries. The recommended salary for Class III is almost equal to salaries payable at sanctioned levels and 40% higher than actual salaries paid. The recommended salary for Class IV is almost equal to salaries payable at sanctioned staffing levels and 14% higher than actual salaries paid.

1. Introduction

1.1. Engagement background

The Government of Tamil Nadu (GoTN) constituted the Fifth State Finance Commission (FSFC) to review the financial position of rural and urban local bodies and recommend:

- Principles which should govern (i) the distribution between the State and the said local bodies of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them and the allocation between the said local bodies of their respective shares of such proceeds; (ii) the determination of taxes, duties, tolls and fees which may be assigned to, or appropriated by, the said local bodies; (iii) the grants-in-aid to the said local bodies from the Consolidated Fund of the State; and
- Measures needed to improve the financial position of the local bodies and to suggest possible new avenues for tapping resources in rural and urban local bodies keeping in mind the local body tax structure in other States.

As a part of its preparatory research, the FSFC retained ICRA Management Consulting Services Limited (IMaCS) for assistance in a review of organizational and staffing position in Urban Local Bodies (ULBs) in Tamil Nadu and to identify actions required to address gaps thus identified.

1.2. Scope of work

The Scope of Work covered support to the FSFC in a diagnostic review of organisation structure and sanctioned staffing position in 10 selected ULBs in Tamil Nadu and to make recommendations on the possible organization structure and staffing norms for various categories of ULBs. The exercise is being undertaken based on information provided by the sample ULBs and additional inputs from departments of GoTN including the Directorate of Municipal Administration (DMA) and the Directorate of Town Panchayats (DMA).

1.3. Terms of Reference

The terms of reference for the study covered the following:

- Review the prevailing organisation structure, sanctioned positions and staffing levels in 10 Urban Local Bodies in Tamil Nadu.
- Analyze organizational and staffing gaps vis-à-vis sanctioned positions in the context of functions and responsibilities devolved to ULBs.
- Review the sanctioned positions and gaps vis-à-vis normative levels in any one peer State and vis-à-vis recommendations under the study on Human Resources Cadre undertaken by the Ministry of Urban Development Government of India.
- Recommendations on Organisation structure, staffing norms in Tamil Nadu covering organisation structure and staffing norms and actions required to strengthen organisation capacity in ULBs in Tamil Nadu

Based on discussions with the FSFC, the following 11 ULBs were covered as part of our primary research:

- 1 Megacity: Greater Chennai Corporation (GCC)
- Municipal Corporations: Coimbatore and Vellore
- Municipalities: Hosur, Nagapattinam, Tiruvallur and Perambalur.
- Town Panchayats: Tiruneermalai, Chengam, Vilapakkam and Puthukkada

Refer Exhibit 1-1 for summary details of the ULBs covered as part of this exercise.

Exhibit 1-1 ULBs selected for data compilation and analysis

Type	Cities/towns	Population Census 2011
Megacity	Greater Chennai Corporation	6,922,074
ULBs administered under DMA		
Corporations	Coimbatore Corporation	1,670,000
	Vellore Corporation	504,079
Municipalities		
Special	Hosur	244,518
Selection	Nagapattinam	102,905
Grade I	Tiruvallur	56,685
Grade II	Perambalur	49,648
Town Panchayats administered under DTP*		
Kancheepuram District	Thiruneermalai	30,702
Tiruvannamalai District	Chengam	26,980
Vellore District	Vilampakkam	8,172
Kanyakumari District	Puthukkada	9,909

Source: Census 2011. *Upon request of SFC, Puthukkada Town Panchayat was added as part of the analysis.

As guided by the FSFC, we have shared the raw data collected from 11 ULBs as Annexure to this report, and have attempted to address issues that have a bearing on the Terms of Reference of the FSFC, with focus on ULBs. The study reviews areas with potential for increase in productivity and benchmarks the norms vis-à-vis recent guidance document on Municipal Cadre by Ministry of Urban Development Government of Tamil Nadu and the staffing norms of Government of Andhra Pradesh (erstwhile combined State) in 2011-12.

1.4. Approach to this exercise

The exercise is being undertaken in three steps.

Step I: Review of as-is-staffing norms and primary data analysis in 11 ULBs

The first step was to review and analyze the 'as-is scenario' of the prevailing service rules, followed by a review and analysis of data on sanctioned positions, staffing and vacancies in the ten ULBs covered in this exercise, covering the following activities.

- **Review of Service Rules:** This covered a review of the service rules for Greater Chennai Corporation, for Corporations and Municipalities (as made available by DMA) and for Town panchayats (as provided by DTP). The review covered an analysis of the various services along which staffing positions are defined along with a further review of the grade-wise number of positions that have been provided for.
- **Review of functions handled by various ULBs:** This covered a review of the range of functions that are currently carried out by them vis-à-vis the 12th Schedule of 74th Amendment.
- **Collation and analysis of sanctioned positions and existing levels of staffing in the sample ULBs:** This was followed by an analysis of the actual data on sanctioned positions and existing database of employees provided by the respective ULBs.
- **Review of establishment expenditure and pension treatment (GPS Vs CPS) by ULBs:** This covered an analysis of information compiled from the said ULBs on pensions and establishment expenditure, on a best efforts basis and would be limited to an analysis of the proportion of employees covered under the two different schemes (GPF and CPS).

Refer *Exhibit 1-2* for the status of data provided by ULBs as of 23rd September, 2016.

Exhibit 1-2 Status of information provided by sample ULBs*

Cities/towns	Service Rules	Staffing details	Establishment Expenses*	Pension data		Gross Salary details Employee wise
				No. in CPS and GPF	Retirement dates of existing employees	
GCC	Y	Y [#]	Y	Y	Y	Y
Coimbatore	Y	Y	Y	Y*	Y*	Y
Vellore		Y	Y	Y*	Y*	Y
Hosur	Y	Y	Y	Y*	Y*	Y
Nagapattinam		Y	Y	Y*	Y*	Y
Tiruvallur		Y	Y	Y	Y	Y
Perambalur		Y	Y	Y	Y	Y
Thiruneermalai	Y	Y	Y	Y	Y	Y
Chengam		Y	Y	Y	Y	Y
Vilampakkam		Y	Y	Y	Y	Y
Puthukkadai	Y	Y	Y	Y	Y	Y

Source: Info provided by ULBs. IMaCS analysis. *Establishment expenses includes salaries and terminal benefits payable for the previous three financial years * partly data available

The report reflects our analysis of information compiled and sourced from these ULBs till 30th September 2016. As seen from *Exhibit 1-2* above, the study has been undertaken in the context of some data limitations. Information on pension (age of retirement and category of pensions – CPS vs GPF) were not available in some cities.

Step II Peer review and comparison

This involved a review of peer practices and guidelines including the following:

- Guidance report on Human Resource Cadre prepared by GoI prepared in 2015.
- Staffing positions of GCC vs. Greater Hyderabad Municipal Corporation
- Staffing norms for ULBs in (erstwhile and combined state of) Andhra Pradesh (2012)

Step III Crystallizing gaps, insights and recommendations

This involved a synthesis of findings and finalization of recommendations on Organization and staffing, covering analysis and recommendations on

- a. ULB types and categorization
- b. Cadres and Service Rules including adequacy and harmonization of cadres
- c. Framework for fixing staffing norms
- d. Financial implications of proposed staffing norms, based on sample of ULBs studies.

1.5. Report organization and contents

This document covers our Draft Final report and is organized as follows:

- **Chapter 1 Introduction (this chapter)** details the study background, scope of work and our approach to this exercise.
- **Chapter 2 Service Rules for ULBs in Tamil Nadu: an overview** summarizes salient aspects of Service Rules for GCC, Corporations, Municipalities, and Town panchayats in Tamil Nadu.
- **Chapter 3 to 6** details ULB category-wise findings from review of information provided by the ULBs surveyed in terms of staffing, establishment expenditure and staffing by pension type (GPF Vs CPS). These chapters also provide an analysis vis-à-vis a relevant peer comparison and analysis vis-à-vis HR cadre guidance issued by MOUD.
 - Chapter 3 Greater Chennai Corporation
 - Chapter 4 Corporations
 - Chapter 5 Municipalities
 - Chapter 6 Town Panchayats
- **Chapter 7 Analysis of Pension payments** discusses the features of the two pension schemes in operation and presents the split of employees covered under these schemes based on available data provided by select ULBs. The section also discusses recommendations with respect to the same.
- **Chapter 8 Consolidated Staffing position in ULBs in Tamil Nadu** analyses the staffing position of Corporations, Municipalities, Town Panchayats and all ULBs in Tamil Nadu.
- **Chapter 9 Recommendations** covers a summary of recommendations with respect to the following: ULB structure and categorization, Staffing norms, Cadre and service rules and Other actions for creating a HR cadre.

2. Services rules for ULBs in TN: an overview

This chapter presents a review of extant Service Rules for different categories of ULBs (namely Greater Chennai Corporation & other Corporations, Municipalities and Town Panchayats) in Tamil Nadu. These include the Tamil Nadu Municipal Corporations Service Rules, 1996, the Tamil Nadu Municipal Service Rules, 1970, and the Town Panchayat Establishment Rules, 1988 respectively.

It is pertinent to note that Service Rules for many categories are fairly old and have not been formally revised. Given that there have been a number of developments over the last 15-20 years (some of which include the shift to an accrual accounting and computerized financial management system, the need to adopt SWM Rules 2000 and the more recently issued SWM Rules 2016, additions to capital assets and investments including in water supply sewerage etc.), there is a need for a comprehensive review and harmonization of Service Rules in order to create a vibrant and appropriate HR cadres for municipalities in the State.

Nevertheless, this chapter provides an overview of the different cadres / services covered under the Service Rules, and a review of classification of posts, mode of recruitment and appointment authority for various posts. The section also provides a brief of the qualification / experience requirements across posts and summarizes some of the apparent gaps and discrepancies therein.

2.1. Cadres

Refer *Exhibit 2-1* for a list of cadres/services covered under Service Rules of different categories of ULBs in Tamil Nadu.

Exhibit 2-1 Cadres covered under Service Rules

GCC	Corporations	Municipalities	Town Panchayats
General Service Revenue Service IT Service	General Service	General Service IT Service	No formal cadres
Engineering Service Electrical Service	Engineering Service	Engineering Service Town Planning Service	
Public Health Service Conservancy Service	Public Health Service	Public Health Service Medical Service	
DFWB		Community Organiser	
	Basic Service*		

Note: *" Basic services" cadre in Corporations consists of class IV employees who are spread uniformly in the respective cadres in GCC and Municipalities

2.1.1. Greater Chennai Corporation

There are 8 cadres/ service rules in GCC; General (administration, accounts and legal positions), Revenue, Engineering, Electrical, Public Health, District Family Welfare Bureau, Information Technology and Conservancy services.

2.1.2. Other Corporations

As per the Tamil Nadu Municipal Corporations Service Rules, 1996, there are four functional cadres defined for Corporations consisting of General services, Engineering services, Public Health services and Basic Service. General Service comprises of post for general administration, revenue and accounts function. Engineering service cadre defines hierarchy in the Engineering and Town Planning function. Public Health Service cadre gives the hierarchy for health and conservancy functions. Basic Services comprise of the lower grade support staff. 52 posts have been defined under these four cadres

2.1.3. Municipalities

As per the Tamil Nadu Municipal Service Rules, 1970, there are rules defined for 5 cadres for the Municipalities viz. General Services, Engineering Services, Town Planning Services, Public Health Services and Municipal Medical Service. In addition to the 5 cadres, posts are sanctioned under the IT and Community organiser Cadre. General Service comprises of post for general administration, revenue and accounts function. Engineering service cadre defines hierarchy in the engineering function. Public Health Service cadre gives the hierarchy for conservancy functions whereas Medical Services define the hierarchy of medical officers and nurses. Unlike Corporations, there is a dedicated cadre for Town Planning Services. Close to 125 posts are defined under 7 cadres, a number of which are redundant and not in use. Each cadre has positions classified under various classes and categories, with varying number of classes / categories.

2.1.4. Town Panchayats

According to the Tamil Nadu Town Panchayat Establishment Rules of 1988, there are no defined cadres for posts. However, posts have been defined for the functions of Revenue, Health, Sanitation, Town Planning, Water Supply and Streetlight Maintenance. The Town Panchayat rules have been adopted from the Tamil Nadu Municipal Service Rules, 1970.

As seen above, there is a significant level of variation even in basic groups of services for which posts and cadre has been created, across different categories of ULBs, constraining establishment of grade equivalence and seamless employee mobility across and within categories of ULBs. The following sections provided further details on the various salient features of the Services Rules for various categories of ULBs.

2.2. Classification of posts

The posts defined under the Service Rules are classified into Classes and Categories for Municipalities and Corporations:

- In GCC, posts have been classified under Class I, II III and IV. Deputation posts have been classified under Group A, B and C.
- In other Corporations, the posts are classified under Class I, II, III, and IV where Classes I & II form the main services and Classes III & IV form subordinate services.

- In case of Municipalities, there are no standard classes for different cadres. For example, posts in engineering cadre are classified under 13 classes and 55 categories (3-5 category under each class) while General Service cadre has 14 Classes and 30 categories under which posts are covered. This lack of distinction of main / subordinate services in case of municipalities and the lack of a clear grade/post equivalence across services makes the Service Rules non-uniform, complex, and rigid. Apart from the 5 Cadres mentioned, additional posts have been sanctioned in IT and under Community organiser cadre.
- In case of Town Panchayats, posts have been classified under Classes and Categories. However, the basis of classification of posts is not clear.

Refer *Exhibit 2-2* and *Exhibit 2-3* for classification of posts in GCC. The classification of posts in other Corporations is summarized in *Exhibit 2-4*.

Exhibit 2-2 Classification of Posts - Greater Chennai Corporation

Service	Main (I & II)	Subordinate (Class III)	Last Grade (Class IV)
Engineering Services (Including Electrical)	<ul style="list-style-type: none"> Chief Engineer Superintendent Engineer Executive Engineer Asst. Exe. Engineer Chief Engineer Personal Assistant Superintendent of Parks Stadia Officer Park Supervisor Park Overseer Park Maistry Park Superintendent Stadium Officer Chief Vector Control Officer Senior Entomologist 	<ul style="list-style-type: none"> Assistant/ Junior Engineer Lighting Inspector Jointer/ Radio Electrician Plan Section Supervisor Electrical Overseer Head Draughtsman Assistant Draughtsman Park Overseer Park Supervisor Park Maistry Cleaner Compositor Play Ground trainer Time keeper Driver 	<ul style="list-style-type: none"> Thozhilali Garden Worker Electrician Permanent Labor Ground Worker Wireman Petrol Bunk Operator Road Worker Tapal Luscar Cleaner Assistant Motor Mechanic Carpenter Artisan Fitter Painter Mission Minder Pen ruler Riveters Tinker Turner Tier Man Varnish Man Welder Welder Artisan
Health Services	<ul style="list-style-type: none"> City Health Officer Additional Health Officer Zonal health Officer Director –CDH Resident medical officer – CDH Pathologist 	<ul style="list-style-type: none"> Pharmacist Junior Analyst Lab technician Medical Store Officer Graduate Technician Sanitary officer 	<ul style="list-style-type: none"> Burial Ground Assistant Female Ward Attender Male Ward Attender Part time Nurse Junior Cook Sanitary Worker (Hospital) Malaria Worker and Desilting Thozhilali

Service	Main (I & II)	Subordinate (Class III)	Last Grade (Class IV)
	<ul style="list-style-type: none"> Assistant Pathologist Medical Officer Senior analyst Public analyst Epidemiologist (CDH) Public Analyst Senior Analyst Statistical Supervisor Veterinary Medical Officer Veterinary Assistant Surgeon Veterinary officer Veterinary Asst. Surgeon 	<ul style="list-style-type: none"> Sanitary Inspector ECG technician Birth and Death Registrar Microbiologist Lab Assistant Bio Chemist Health Copy Writer Chief Pharmacist Microscopist Assistant Microscopist Junior Entomologist Basic Health Worker Field Assistant 	
DFWB	<ul style="list-style-type: none"> Deputy Project Coordinator DFWB Medical Officer Addl. DFWB MO Zonal Officer DFWB Medical officer DFWB Deputy Communication Officer Anesthetist 	<ul style="list-style-type: none"> Maternity Child Health Officer Health Visitor Staff Nurse Statistical Assistant Urban Health Nurse Lab Technician Projectionist Computer Cum Clerk Maternity Assistant 	<ul style="list-style-type: none"> Stretcher Barer Ward Attender Theatre Assistant Conservancy Worker Aayah
General Service	<ul style="list-style-type: none"> Zonal Officer Chief Account Officer Law officer Council Secretary Account Officer 	<ul style="list-style-type: none"> Chief Accountant Administrative Officer Assistant Law Officer Superintendent Assistant Junior Assistant Typist Chief Reporter SHT – Grade I, II, III Record Clerk Telephone Operator 	<ul style="list-style-type: none"> Watchman Jamader Duffadar Office Assistant
IT	<ul style="list-style-type: none"> Senior Systems Manager Systems Analyst 	<ul style="list-style-type: none"> Programmer Assistant Programmer Data Entry operator 	
Revenue Service	<ul style="list-style-type: none"> Revenue Officer Additional Revenue officer Assistant Revenue officer 	<ul style="list-style-type: none"> Assessor License Inspector Tax Collector 	

Service	Main (I & II)	Subordinate (Class III)	Last Grade (Class IV)
Conservancy Service	--	<ul style="list-style-type: none"> Conservancy Supervisor Conservancy Inspector Conservancy Maistry 	<ul style="list-style-type: none"> Conservancy Worker

Source: Chennai Corporation. IMaCS Analysis.

Exhibit 2-3 Classification of Deputation Posts - Greater Chennai Corporation

Types	Deputation Posts
Group A	<ul style="list-style-type: none"> Commissioner Deputy Commissioner – Works, Health, Education, R&F Regional Deputy Commissioner Assistant Commissioner District Revenue officer Financial Advisor Deputy Collector (Admin.), Regional Offices
Group B	<ul style="list-style-type: none"> Deputy Collector (Revenue), Regional Offices Thasildar PA to Mayor Vigilance Officer Vigilance Inspector Public Relations Officer Divisional Engineer (Technical Audit)
Group C	<ul style="list-style-type: none"> Constables Sub Inspector of Survey

Source: Chennai Corporation. IMaCS Analysis.

Exhibit 2-4 Classification of posts: Other Corporations

Services	Main (Class I & II)	Subordinate (Class III & IV)
General Service	<ul style="list-style-type: none"> Deputy Commissioner A.C. (Ward) A.C. Revenue A.C. Personal A.C.(Accounts) Secretary to Council Law Officer Administrative Officer Accounts Officer Public Relation Officer 	<ul style="list-style-type: none"> Asst. Revenue Officer Reporter Superintendent Assistant Accountant Junior Asst.cum Typist Personal Assistant Steno typist Tax Collectors Conservancy Inspector Driver Record Asst. Conservancy Supervisor Head Office Assistant Assistant Programmer Data Entry Operator
Engineering Service	<ul style="list-style-type: none"> City Engineer Executive Engineer 	<ul style="list-style-type: none"> AsstEngr./Junior Engr. Technical Assistant

Services	Main (Class I & II)	Subordinate (Class III & IV)
	<ul style="list-style-type: none"> Asst. Executive Engineer(Planning) Asst. Executive Engineer 	<ul style="list-style-type: none"> Skilled Assistant Gr.I Skilled Assistant Gr.II
Public Health Service	<ul style="list-style-type: none"> City Health Officer Assistant Health Officer Medical Officer Veterinary Asst. 	<ul style="list-style-type: none"> Sanitary Inspector Staff Nurse Pharmacist Health Visitor- (re-designated SHN) Maternity Assistant Computer cum Clerk Resident Matron Field Asst./Male/Female Asst. Lab Technician MPHW - (re-designated UHN) Malariya Head Mazdoor
Basic Service	--	<ul style="list-style-type: none"> Office Assistant Watchman Cleaner Male/Female attendant Unskilled worker Sanitary Worker Class IV woman Maternity Ayah

Source: CMA. IMaCS Analysis.

2.2.1. Posts in Corporations: observations

Observations on cadres in case of GCC and other Corporations are summarized below:

- **Rationale of Classification (GCC):** As per the Establishment rules in Chennai City Municipal Corporation Act, 1919, posts have been classified as below
 - Class I-A: A Health Officer, an Engineer, an Electrical Engineer, a water-works engineer, a drainage engineer, a revenue officer, a chief accounts officer and the educational officer. They are the heads of departments working under the commissioner.
 - Class I-B: Officers who, in the opinion of the council are of a status equivalent to the status of Class I-A officers
 - Class II: Assistants to Class I-A and Class I-B officers
 - Class III: All other persons (excluding last grade officers)
 - Class IV: Persons holding posts under last grade service

Deputation Posts have been classified under three categories namely Grade A, B and C based on qualifications and seniority of position.

- **Rationale of Classification (Other Corporations):** Strategic and Managerial level positions are placed under main services whereas the execution level post, assistants and field level positions are placed under subordinate services. Thus, the rationale for classification used is:

- Class I – Strategic heads
 - Class II– Managers
 - Class III – Supervisors
 - Class IV – Field execution
- **Inconsistency in distribution of posts:** Basic services cadre has posts only in subordinate services including the position of sanitary worker which is not included in Public health cadre.
 - **Absence of dedicated cadre for Sanitation and Solid Waste in GCC and Corporations:** Conservancy/ sanitary post are distributed across cadres with Conservancy supervisor in General services, Sanitary inspector in Public health and Sanitary worker in Basic Service cadre making the growth path and hierarchy unclear. Similarly there is no dedicated cadre for Planning function which is a part of Engineering Cadre.

2.2.2. Municipalities

Posts under municipalities are organised along Classes and Categories. Unlike in Corporations, the number of classes is different across Cadres. Each class is further divided into several categories and each category covers a certain number of designations. Classification of posts in Municipalities is summarized in Exhibit 2-5

Exhibit 2-5 Classification of posts: Municipalities

Particulars	General Services	Engineering	Public health	Medical Services	Town Planning
Class	14	13	5	-	-
Categories	30	55	12	17	-
No. of posts	36	56	13	17	6

Source: CMA. iMaCS analysis.

Key observations on Service Rules of municipalities are summarized below:

- **Heterogeneity of classes, categories and posts across cadres:** Posts under General services are classified into 14 classes while those in Public Health have been classified into 5 classes. The lack of grade equivalence and the disparity in Classes / Categories across cadres makes the Service Rules for municipalities across different cadres non-uniform, and complex.
- **Designations linked to type of ULB:** In some cases, designations are linked to type of ULB, and may possibly constrain flexibility required for transfers and promotions. For example: Separate posts for Managers (Managers, Special Grade, Manager, Selection grade, Manager Grade I, Manager Grade II), Accountant and Revenue officer are created for every grade of Municipality.
- **Unused and skill-based designations in the lower classes:** A number of designations have become redundant and there are no existing employees against these designations.

For instance, butler, lighting superintendent, welder, tube-well mechanic, pipe line fitter, lighting inspector, turner, head works fitter etc. The Engineering cadre requires a large contingent of unskilled manpower that can be trained to handle diverse jobs on the field. Instead of assigning designations based on skills/tasks, it may be better to assign a common designation say, Field Assistants that serve to address these multiple tasks.

2.2.3. Town Panchayats

In Town Panchayats, although posts have been identified under Classes and Categories, the rationale for classification is unclear. Unlike Municipalities and Corporations, no clear cadres exist in Town Panchayats. The classification of posts as per the Town Panchayats Establishment Rules, 1988 is shown in *Exhibit 2-6* and *Exhibit 2-7*.

Exhibit 2-6 Posts in Town Panchayats according to TP Establishment Rules, 1988

Class	Category	Posts
Class I	Category 1	Bill Collector
	Category 2	Record Clerk
Class II		Health and Field Assistant
		Sanitary Supervisors
Class III	Category 1	Town Planning Officer
	Category 2	Town Planning and Building Inspector
	Category 3	Town Planning Tracer
	Category 4	Surveyors
Class IV	Category 1	Water Supply Overseer
	Category 2	Pipe Line Fitter
	Category 4	Water Supply Fitter
	Category 5	Pump Mechanic
	Category 6	Pump Operator and Tube well Mechanic
	Category 7	Meter Reader
Class V	Category 1	Electrician
	Category 3	Lineman
Class IV	Category 1	Tractor Driver

Source: DTP. ImaCS analysis.

Exhibit 2-7 Posts in Town Panchayats - Basic Services

Class	Category	Post
Class I		Office Assistant
Class II	Category I	Public Health Maistry/ Sanitary Maistry
	Category II	Public Health Worker
		Sanitary Worker/ Scavenger Sweeper
Class III		Gardner, Watchman, Waterman-cum-watchman-turncock

Source: DTP. ImaCS analysis.

Subsequently, several posts, including the post of Executive Officer (EO), Systems Analysts, and Analyst Programmer were added to the service rules. Data received from the DTP

shows that the actual posts sanctioned are different from those present in the service rules. According to the information received from the DTP, posts are classified into Provincialised category and Non-Provincialised category. Unlike Corporations and Municipalities, posts are not classified into classes. Exhibit 2-8 shows the various posts actually sanctioned in Town Panchayats.

Exhibit 2-8 Sanctioned Posts in Town Panchayats

S. No.	Posts Actually Sanctioned
1	Executive Officer
2	Head Clerk
3	Junior Assistant
4	Bill Collector
5	Typist
6	Record Clerk
7	Office Assistant
8	Driver
9	Sanitary Officer
10	Sanitary Inspector
11	Sanitary Supervisor
12	Sanitary Worker
13	Other Non-Provincialized Category

Source: DTP. iMaCS analysis

The following discrepancies in classification of posts are observed:

- **Basis of classification of posts needs strengthening:** According to the TP establishment rules of 1988, posts in TPs have been classified into Classes and Categories. However, the classification does not seem to be on the basis of hierarchy of posts. For example, a bill collector (a clerical role) is classified under Class I while Town Planning Officer (a strategic and managerial role) is classified under Class III. It also appears that the classes represent functions/departments and not hierarchy. For example, Class II posts fall under the health cadre. Similarly, Class III posts fall under the town planning cadre.
- **Inconsistency between Service Rules and Sanctioned posts:** The posts actually sanctioned in Town Panchayats are different from those referred to in the Service Rules. Moreover, sanctioned posts are just split between provincialised and non-provincialized categories, and a hierarchy-wise or function-wise classification is not in place.

2.3. Method of recruitment

The methods for recruitment covered in service rules include Promotion, Deputation and Direct Recruitment.

2.3.1. Greater Chennai Corporation

Recruitments for Class I and II are done primarily through Deputation or Promotions. In IT Cadre, All posts can be filled by either Promotion or Direct Recruitment. Direct

Recruitments are done to fill some posts in Class III and most posts in Class IV, as in the case of posts such as Junior Engineer, Time Keeper, Lab Technician to name a few. Some posts in Class IV may be filled on the basis of compassionate appointments.

2.3.2. Corporations

Direct Recruitment is limited to Subordinate services and Recruitment to Main services is only by Promotion, Deputation or Transfer for all cadres. Direct recruitment is limited to the posts of Assistant engineer, Assistant, Junior Assistant, Steno, Driver, Technical assistant, Skilled assistant, Medical officer, Pharmacist, Multipurpose worker, office assistant, Unskilled worker and Sanitary worker.

2.3.3. Municipalities

The method of recruitment for various cadres is as described below:

- In the main service rules for **Engineering cadre**, direct recruitment is limited to Assistant Engineer while the posts of Assistant Executive Engineer and Executive Engineer are filled in through Promotion. The Superintendent Engineer and City Engineer are recruited through promotion or deputation. In subordinate services, some services are recruited directly while some are through promotion.
- In **Town Planning Cadre**, draughtsman and town planning assistant are directly recruited. Recruitment of town planning inspector and town planning officer grade II is partially by promotion and partially by direct recruitment. Town planning officer Grade II and Senior Town planning officer posts are filled through promotion only.
- For **Medical cadre** minimum qualification and training is prescribed wherever necessary. Most of the positions are on deputation or direct recruitment.
- In **Public Health** cadre most of the positions are recruited directly except for Sanitary officer, Selection grade Sanitary Inspector, Sanitary Inspector (partial) which are recruited by promotion from the lower designations.
- In **General Service** cadre the positions of Radio operators, Horticulture assistant, Park superintendent Grade II, Butler, Cinema operator, Telephone operator are recruited only by the method of direct recruitment. The positions that are partial recruited by promotion and direct recruitment are Junior Assistant, Shroff, Store keeper grade II, Revenue assistant grade I & II, Typist and steno, record clerk.

2.3.4. Town Panchayats

Employees in Town Panchayats are appointed by direct recruitment or by Promotion.

- The EO of a Grade II town Panchayat can be recruited directly or by promotion from the posts of Junior Assistant, Revenue Inspector, or Typist. EOs of Grade I, Selection grade and Special Grade town Panchayats are recruited on the basis of promotion.
- Some posts in basic services that fall under the non-provincialised category are filled on the basis of compassionate appointment.

2.4. Appointment Authority:

- In **GCC**, the appointment authorities for various posts are as below:
 - In case of Class I-A Posts, the appointment authority is the **State Government**
 - In case of Class I-B Posts, appointment may be made by the Council, subject to the confirmation by the State Government
 - Appointments in all other classes may be made by the appointments committee consisting of the Mayor, The Commissioner, and two Councilors elected by the Council.
- In case of **Corporations**, the appointment authority for most of the posts in subordinate services is the Municipal Commissioner of the concerned Corporation. For all other posts, the CMA is the appointment authority. The appointment of Chief Engineer, Superintending Engineer and Executive Engineer is done by State **Government**.
- In case of Municipalities, there are various appointment authorities involved:
 - The appointment authority for the lower grade/class/category is the **Municipal Commissioner** of the concerned Municipality.
 - The appointment authority for rest of the positions (except for select main service positions of Engineering Cadre) is the **Director of Municipal Administration** of the region.
 - The Appointment of Assistant Executive engineer and Assistant Engineer are appointed by **CMA**.
 - The Appointment of Chief Engineer, Superintending Engineer and executive engineer is done by the **Government**
- In Case of **Town Panchayats**, the posts falling under provincialised category (Executive Officer, Junior Assistant and Bill collector) are appointed under the district collector. All other employees, who fall under the non-provincialised category, are appointed by the Executive Officers of the respective Town Panchayats with the consent of appointment authority consisting of elected representatives.

2.5. Qualification and Experience Requirements

There are issues in Service rules with respect to qualification criteria. Some instances of discrepancies are summarized below:

2.5.1. Within specific posts

- Areas where qualification requirement are too narrow: In case of Municipalities
 - Town Planning Officer: Has many options but Masters in Architecture from Anna University only.
 - Female Social Worker : Requires training in venereal diseases from Madras Medical College in Chennai only

- Sanitary Officer and Special grade Sanitary Inspector: Requires certificate awarded by Principal of Medical College of Trivandrum
- In case of GCC, the position of Statistical Supervisor requires the incumbent to have undergone training in the management of statistical data at ICMR Chennai only.
- Qualification requirement too general: For instance,
 - Municipal Commissioner Grade II and Assistants in Corporations: *Needs graduation as requirement*
 - Pharmacist Grade II, Family Planning Welfare Worker Grade I and Veterinary Assistant Surgeon: *specifies 'minimum general educational qualification'*
 - Areas where qualification requirements are too broad: In case of Municipalities
 - Pharmacist (Allopathy) Grade II: Requires 'minimum general educational qualifications'
 - In GCC, positions such as Junior Assistant, Tax Collector, Conservancy inspector and supervisor – requires 'minimum general educational qualifications'
- **Minimum experience not specified:** Minimum experience for a number of posts have not been specified in the Service Rules.
 - In service rules of GCC, experience requirements are not provided for several posts across various cadres to be filled by direct recruitment and/or promotion. Some of these include posts such as Assistant Engineer, Junior Engineer, Chief Accounting officer, Administrative officer, Reporter, Assessor, License Inspector, Chief Vector Control officer, Assistant/Zonal Health Officer, etc.
 - In service rules for Municipalities, threshold experience requirements have not been specified for posts that are to be filled by means of promotion in General Service cadre and for posts of Sanitary Worker and Supervisor in Public Health Service cadre. Minimum experience requirements are also not provided for Senior Town Planning Officer, Town Planning Officer Grade I and Town Planning Inspector from Town Planning cadre, and Superintendents, Class II posts and Draftsman in Engineering Service cadre.
 - In case of Corporation Service Rules, experience requirements are not provided for the posts of Secretary to Council, law Officer, Public Relations Officer, Assistants and qualifications are not provided for Superintendent, Conservancy Inspector and Veterinary Assistant Surgeon.
- i. **Qualification requirements not specified:** Qualification requirements are not specified for posts appointed by means of promotion in General Service cadre and for the posts of Sanitary Worker and Supervisor in Public Health Service cadre for Municipalities.

- ii. **Irrelevant experience requirements:** In case of Corporations, In General Service cadre, Conservancy inspector to be appointed by promotion from position of junior assistant cum typist

2.5.2. Across posts within a cadre and across cadres

- **Qualification requirements for a senior post less compared to a lower post:**
 - In Engineering Service cadre, the experience requirement for Electrician Grade III is one year in pump and pumping machinery, and three years in electrical undertaking whereas for Electrician Grade II, only one year experience is required.
 - In Town Planning Service cadre, Town Planning Inspector and Draftsman have same qualification requirements with draftsman having more options. Same is the case for Sanitary Officer and Sanitary Inspector in Public Health Service cadre.
 - In case of GCC, the qualification requirements for assistant draughtsman are more than that of Draughtsman.
- **Different qualification requirements for similar job profiles across cadres:** The qualification requirements for the post of Draftsman in Engineering are different from the Draftsman post in Town Planning Service.

2.6. Summary

There appears to be a case for a comprehensive review and revision of Service Rules across various categories of ULBs, given some of the issues and discrepancies pointed above. This is also necessary as some of the stop-gap posts and interventions undertaken are at variance with the Service Rules (for instance in case of Town Panchayats, there is a difference between the Service Rules and sanctioned posts itself to start with). The following chapters (chapter 3 to 6) provide a specific analysis of the information collected from the ten ULBs.

3. Greater Chennai Corporation

Chennai is the largest Municipal Corporation in Tamil Nadu and one of the 12 corporations directly managed under the Department of Municipal Administration and Water Supply (MAWS). The Madras Municipal Corporation Act, 1919 (as amended) provides the basic statutory authority for the administration.

3.1. Organization Structure

The administrative wing of Greater Chennai Corporation (GCC) is responsible for the day-to-day functioning of the corporation and assists the deliberative wing in the decision-making process.

Exhibit 3-1,

Exhibit 3-2 &

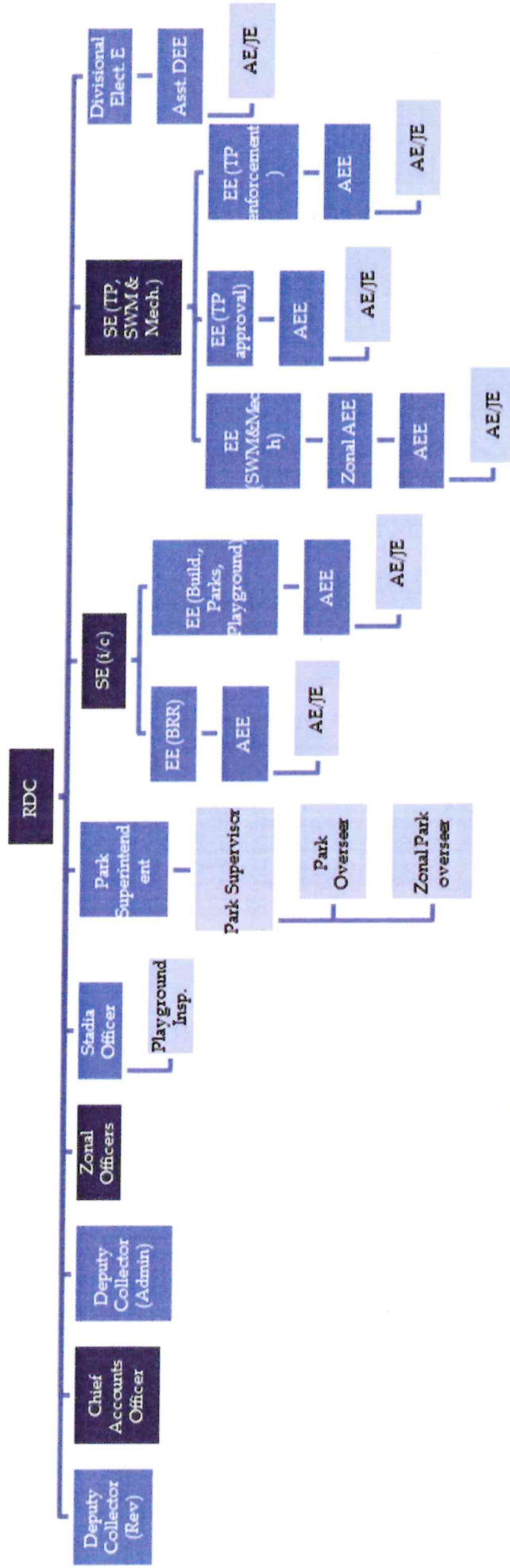
Exhibit 3-3 show the organizational structure of GCC. The Municipal Commissioner heads the executive wing of the ULB, and various officers in charge of different departments or sections assist the Commissioner in managing the ULB. Apart from its own employees, the ULB also employs daily wage basis workers or contractual workers. The Corporation has a Main office headed by Mayor and Commissioner, 3 regional offices each headed by Regional Deputy Commissioner and 15 Zonal offices each headed by zonal officers.

- The Corporation is headed by a Commissioner followed by one Joint and three Deputy Commissioners from the IAS cadre. The organization structure below the Commissioner is classified under five broad departments namely, **General Administration & Personnel (GA&P)**, **Revenue & Finance** (includes sub-departments of revenue, accounts and land & estate), **Works** (includes sub-departments of planning, parks & playgrounds, storm water drains, solid waste, mechanical, roads, bridges, buildings, IT and electrical), **Health** (which cover Public Health and District family Welfare Bureau) and **Education** functions. The E-governance function is at present handled under the Electrical department.
- The organization structure at the level of headquarters comprises officials in decision making roles including the Commissioner, Additional Commissioner, Deputy Commissioners, Chief Audit Officer, Town Planning Officer, Law Officer, Executive Engineer (EE) and Assistant Executive Engineer (AEE). All Grade III and Grade IV staffs are placed at the Regional and Zonal level. The Regional hierarchy is headed by the Regional deputy Commissioner (IAS cadre) and Zonal office is headed by Zonal Officer
- The Regional hierarchy handles Parks & Play grounds, Buildings, Solid Waste Management, Roads, Town Planning, Street lights, Revenue and Accounts functions.

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- The GA&P department, headed by an Assistant Commissioner (GA&P) deals with the general administration and training of the staff and personnel of the Corporation.

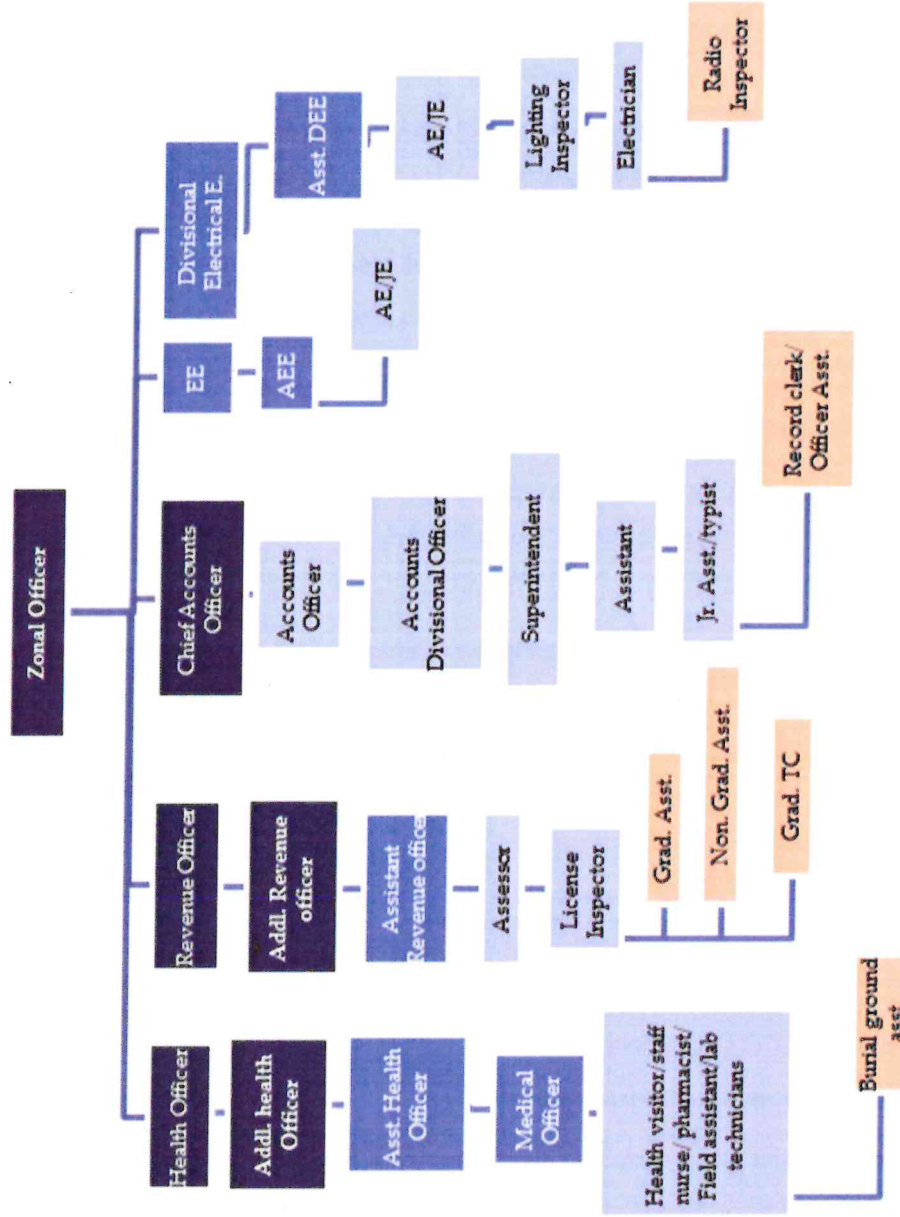


Exhibit 3-2 Organisational Structure of GCC - Regional office



Source: GCC, iMaCS analysis.

Exhibit 3-3 Organisational Structure of GCC - Zonal Office



Source: GCC, IMaCS analysis

- The Revenue & Finance department is headed by Deputy Commissioner (R&F). The Revenue sub-department is headed by Revenue Officer, Accounts sub-department is headed by Financial Advisor and Land & Estate sub-department is headed by District Revenue Officer.
- The Health department comes under purview of Deputy Commissioner (Health). The Health sub-department function is handled below by City Health officer, Addl. Health Officer and the Veterinary officer. The DFWB sub-department is headed by Deputy Project Coordinator.
- The Works department is headed by Joint Commissioner (Works) assisted by three Chief Engineers. Each sub-department is headed by a Superintendent Engineer followed by Executive Engineers, Assistant Executive Engineers and AEs/JEs along with Technical Assistants, Skilled assistants and unskilled workers.
- The Education department is headed by Deputy Commissioner (Education) followed by education officer and Additional education officer.

3.2. Staffing and Norms

The existing scenario of the sanctioned posts and the level of vacancies grade-wise and cadre-wise in the corporation are seen in Exhibit 3-4. There is an average vacancy of 12.35% across all departments. There are 3.10 employees per 1000 population.

Exhibit 3-4 Existing Scenario in GCC

S.No.	Particulars	Chennai Corporation
1	Population	6,922,074
2	Sanctioned Posts	23,481
3	Existing posts	20,579
4	Vacancy (%)	12.35%
5	Sanctioned per 1000 population	3.4
6	Existing staff per 1000 population	2.9
7	No. of Wards	200

Source: GCC, iMaCS analysis

3.2.1. Sanctioned posts and vacancy

For the purpose of analyzing staffing across different grades, various position/posts have been grouped into Classes. According to the Chennai Municipal Corporation Act, posts have been classified into Class I-A, I-B, II, II and IV. In addition, Deputation Posts are classified into Group A, B and C. Exhibit 3-5 summarises the functions performed by employees at various classes and typical roles in GCC.

Exhibit 3-5 Grade Equivalence in GCC

S. no	Positions	Function/Role	Typical Designations
1	Class IA & B	Department heads working under the Commissioner	Chief Engineer, Superintending Engineer, City Health Officer, Additional Health Officer, Chief Vector Control officer, Deputy Project Coordinator
2	Class II	Assistants to Class I employees	Executive Engineer, Divisional Engineer, Zonal Health Officer, Senior Entomologist, Deputy communications officer
3	Class III	All employees other than last grade employees	Assistant Programmer, Park Overseer, Record Clerk, Staff Nurse, Maternal and Child Officer, Lab Technician
4	Class IV	Last grade Employees	Unskilled worker, skilled worker, sanitary worker, driver, office assistant, Ayah, watchman

Source: Chennai Municipal Corporation Act. IMaCS analysis

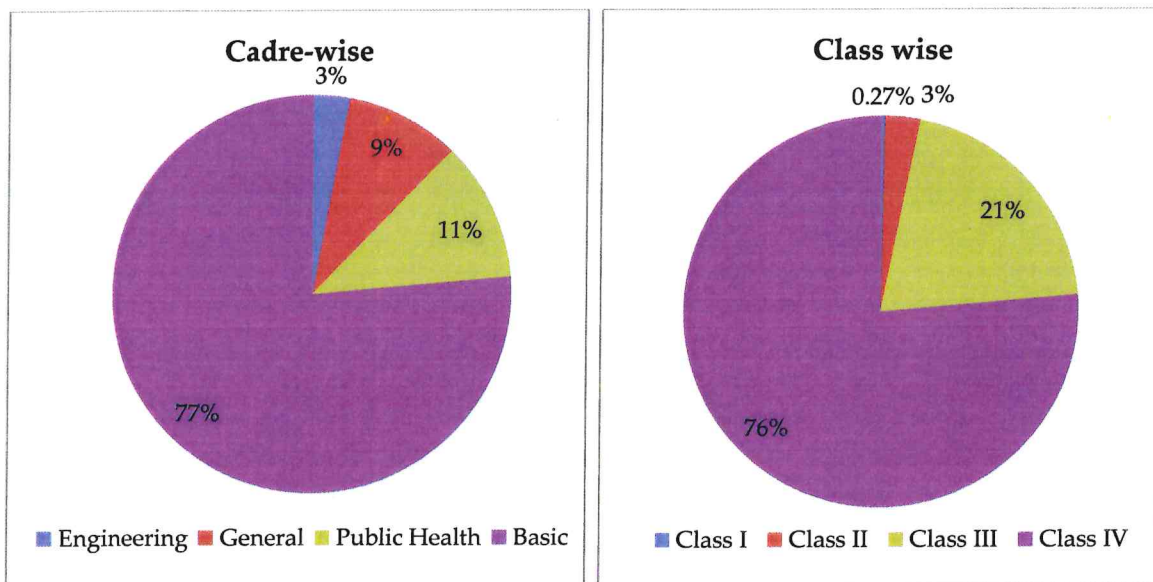
Exhibit 3-6 shows the distribution of sanctioned posts across classes and cadres. The total number of sanctioned posts in GCC is 23481

Exhibit 3-6 Distribution of Sanctioned Posts in GCC

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	12	208	476		696
General	23	127	2041		2191
Public Health	29	345	2281		2655
Basic				17939	17939
Grand Total	64	680	4798	17939	23481

Source: GCC. IMaCS analysis

Exhibit 3-7 Sanctioned Posts - Cadre-wise and Class-wise



Source: GCC. IMaCS analysis

An analysis of sanctioned positions reveals the following:

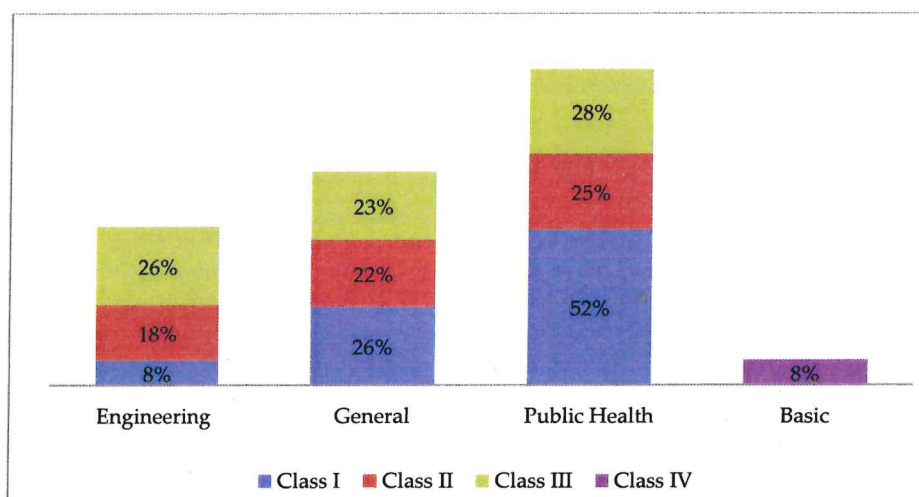
- **High number of employees in Basic Services cadre:** Among cadres, Basic Services has the highest number of Sanctioned positions (77% of total workforce). This is followed by Public Health Cadre which accounts for 11% of the sanctioned posts. Engineering accounts for 3% and General (including IT and Deputation) accounts for 9% of sanctioned positions.
- **Need for rationalization across classes:** Karnataka and Andhra Pradesh which have revised their staffing norms recently have provided for 3% of staff positions and 12% of positions under Class I and II respectively. In relation to the total number of positions, GCC seems to have a relatively lower share of positions in Class I and II vis-à-vis its peers. *Exhibit 3-8 and Exhibit 3-9* show the Vacancy levels across cadres and classes in GCC. The overall vacancy level in GCC is 12.35%.

Exhibit 3-8 Vacancy levels in GCC

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	1	38	124	--	163
General	6	28	466	--	500
Public Health	15	86	645	--	746
Basic	--	--	--	1493	1493
Grand Total	22	152	1235	1493	2902

Source: GCC, IMaCS analysis

Exhibit 3-9 Vacancies across Cadres & Classes



Source: GCC, IMaCS analysis

- **High Vacancy levels in Engineering and General:** The engineering and general cadres have Vacancy levels of 23% each, which is higher than the overall vacancy rate of 12%. Within the General cadre, high Vacancy levels are observed in Class III (26%) and Class II (22%). Within the Engineering cadre, Class I has a large number of vacancies, with 26% of positions unoccupied.

- **Public health has highest vacancies:** The Public health cadre has the highest vacancy rate (28%). Class III has a vacancy of 52%.
- **Relatively low Vacancy levels in Basic Services:** The vacancy level in the basic services cadre is at 8%, which is lower than the overall vacancy level of 12%, suggesting a propensity to fill these positions. As is reflected in the peer analysis, GCC seems to have a relatively higher number of positions in Basic Services and Class IV level staffing than its peers.
- **Higher vacancy in Class I and II:** Among classes, the incidence of higher vacancy is greater in case of Class I and II and relatively lower in case of Class IV, which is a cause for concern considering that staff in Class I&II perform planning, managerial and supervisory roles.

3.1 Peer comparison and analysis

Practices prevalent in peer city and the recommendations proposed by the MoUD study have been compared with the practices of GCC for benchmarking and to determine the standing of GCC vis-à-vis good practices.

- The Greater Hyderabad Municipal Corporation (GHMC) has been chosen as the peer city benchmark to compare staffing levels and practices. The population of GHMC (about 67 lakh) is approximately the same as GCC (about 69 lakh), hence serving as a good benchmark for comparison.
- The Ministry of Urban Development and the World Bank conducted a study on establishing Human resources cadres in India in 2014. The study recommended a uniform cadre across ULBs and provides norms to determine sanctioned positions in Class I, II and III across each cadre. No norms have been provided to determine the ideal number of sanctioned posts for Class IV.

It is important to factor the extent of devolution of functions while reviewing staffing norms. GHMC and GCC have a largely similar functional devolution (except in Urban forestry and fire services which are devolved to GHMC and not in GCC). The MOUD staffing norms include staffing for a few other services like water supply and therefore the comparison may not be fully appropriate for GCC. Refer

Exhibit 3-10 for a summary comparison of the services / functions covered in GCC, GHMC and as covered in MOUD's guidance document on HR Cadre.

Exhibit 3-10 Devolution of Functions – GCC, GHMC and HR study

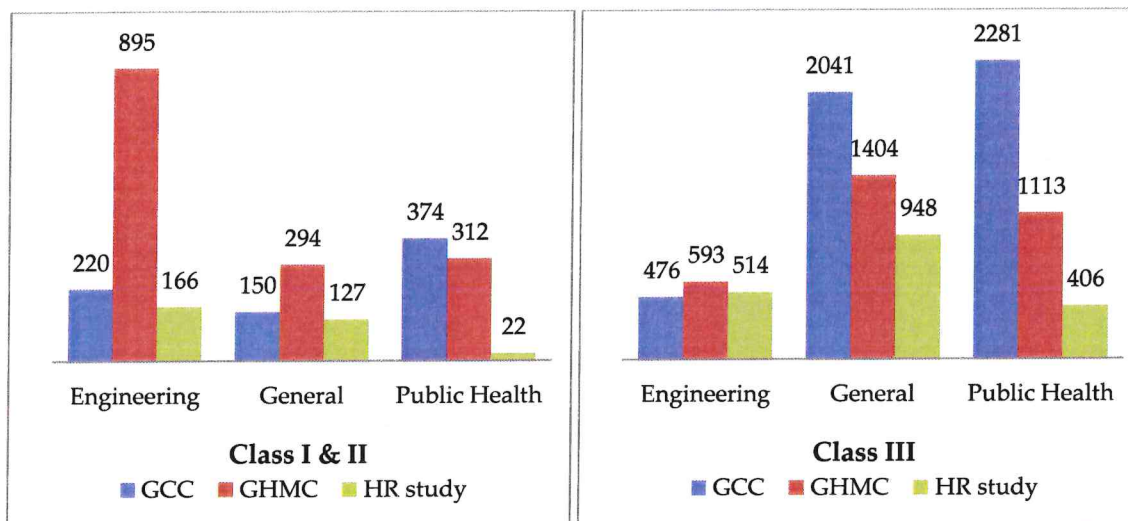
Functions	GCC	GHMC	HR study
General Administration	Y	Y	Y
Accounting	Y	Y	Y
Revenue	Y	Y	Y
Roads & Bridges	Y	Y	Y
Water Supply	N. CMWSSB	N. HWSSB	Y
Parks, Gardens & Playgrounds	Y	Y	Y
Burial & Cremation Grounds	Y	Y	Y
Street Lighting, parking, Public conveniences	Y	Y	Y
Slum Improvement & Up-gradation	N	N	N
Public Health & Conservancy	Y	Y	Y
Town Planning	Y	Y	Y
Land use regulation & Construction of buildings	Y	Y	Y
Poverty Alleviation	Y	N	N
Municipal Hospitals and birth/death registry	Y	Y	N
Cattle Pound, prevention of cruelty to animals	N	N	N
Safeguarding interests of weaker sections	N	N	N
Promotion of culture & education	N	N	N
Urban Forestry	N	Y	N
Socio-economic development	N	N	Y
Slaughter houses and tanneries	N	N	N
Fire Services	N (Handled by State)	Y	Y

Accordingly, the sanctioned posts in GCC have been compared with that of GHMC and the norms recommended by the HR Cadre Study by MoUD to identify staffing gaps, if any.

Exhibit 3-11 shows the comparison of sanctioned posts across cadres. In order to facilitate an accurate comparison of sanctioned positions in GCC with sanctioned positions in GHMC, and the positions recommended by the HR cadre study, cadres and grades in GHMC and HR study were reorganized to fall in line with those present in GCC.

Exhibit 3-11 shows the sanctioned posts in GCC and GHMC and the posts recommended in the HR study across cadres. It is to be noted that the Basic Services cadre has been omitted from the graph as the HR study does not provide norms for the same.

Exhibit 3-11 Comparison of Sanctioned posts across Cadres– GCC

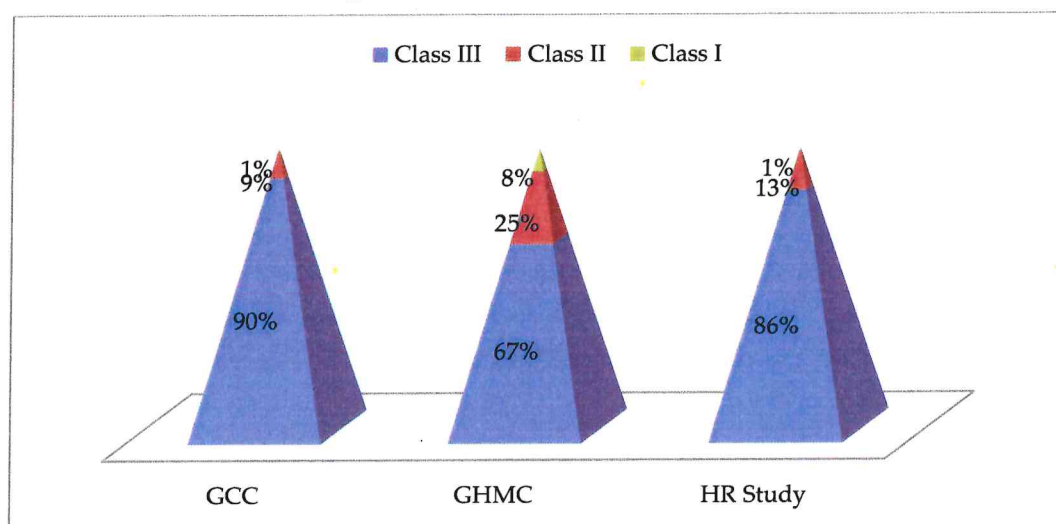


Source: GHMC, GCC, HR cadre study, IMaCS Analysis

- **Sanctioned positions in Engineering and General cadres:** The Combined number of sanctioned posts in Class I and II of the Engineering and General Cadre is lower in GCC in comparison to GHMC. In the same cadres, sanctioned positions in Class III are higher in case of GCC in comparison to GHMC.
- **Sanctioned posts in Public health cadre:** The combined number of sanctioned posts in Class I & II of Public Health cadre in GCC is marginally higher than GHMC. However, this number is significantly higher in case of Class III.

Exhibit 3-12 shows the distribution of sanctioned posts across Class I, II and III in GCC, GHMC and the HR study norms.

Exhibit 3-12 Comparison of Sanctioned posts across Classes– GCC



Source: GCC, GHMC, HR Cadre Study, IMaCS analysis.

A class-wise comparison of sanctioned posts reveals the following:

- In GCC, 90% of the posts sanctioned (excluding Class IV) are in Class III. This is much higher than In GHMC, where Class III employees account for only 69% of the total sanctioned employees. According to the HR study, 86% of employees should belong to Class III.
- Class I employees account for less than 1% of the total sanctioned posts in GCC. In case of GHMC, the corresponding figure is much higher at 8%. According to the HR study, 1% of the total recommended posts belong to Class I.

3.2 Personnel expenditure trends

Exhibit 3-13 shows the personnel expenses borne by GCC over three years. For computation of per capita expenses, population of 2011 has been considered. For computation of per staff expenses, the existing staffing level has been considered.

Exhibit 3-13 Personnel expenses in GCC

GCC	2011-12	2012-13	2013-14
Total Personnel Expenses (lakhs)	56650	65268	71199
Per Capita Personnel Expenses (Rs.)	818.4	942.9	1028.6
Per staff Personnel Expenses (Rs.)	2.6	3.0	3.3
% of Personnel Expenses to total Expenses	54%	55%	47%

Source: GCC. IMaCS Analysis

- **Increasing Total Personnel Expenses:** The Total Personnel expenses, which consists of salaries and terminal benefits have been increasing over between 2011 and 2014. However, the percentage of personnel Expenses to Total Expenses of GCC increased marginally between 2011-12 and 2012-13 but dropped by 8 percentage points between 2012-13 and 2013-14.
- **Increasing Per Capita and Per Staff expenses:** The Per Capita Personnel Expenses and Per Staff Personnel expenses show a rising trend between the period 2011 and 2014.

3.3 Summary

Key findings from a primary analysis of the organization structure, staffing, vacancies, peer comparison and personnel costs of the Greater Chennai Corporation are summarized below:

- Sanctioned Posts and Vacancies:
 - GCC has a high number of sanctioned posts under the Basic Services Cadre. GCC has a bottom-heavy organisational structure, with 77% of sanctioned posts falling under Class IV. Class I and II account for only 3% of the total sanctioned posts, indicating a weak top order
 - Highest Vacancy levels are seen in the Public Health Cadre. Engineering and General also have higher than average Vacancy levels
 - High number of vacancies are observed in Class I & II, while Class IV has a relatively lower vacancy rate

-
- Comparison with GHMC and HR study norms:
 - Relatively lower number of sanctioned posts in Class I&II of Engineering and General Cadres. Higher number of sanctioned posts in Public Health cadre.
 - There appears to be a higher number of sanctioned positions in the lower levels of hierarchy in GCC relative to both GHMC and MOUD study.
 - Trends in Personnel expenditure
 - The Total Personnel expenses, Per Capita Personnel Expenses and Per Staff Personnel expenses have grown over the last few years. However, in view of the expansion of the city in 2011-12, the relatively high levels of vacancies observed, and increase in the capital expenditure program of GCC in recent years and ambitious capital programs going forward (including expansion of its storm drain network, urban roads and waste processing facilities), there may be a need to factor a corresponding increase in employee expenditure going forward.

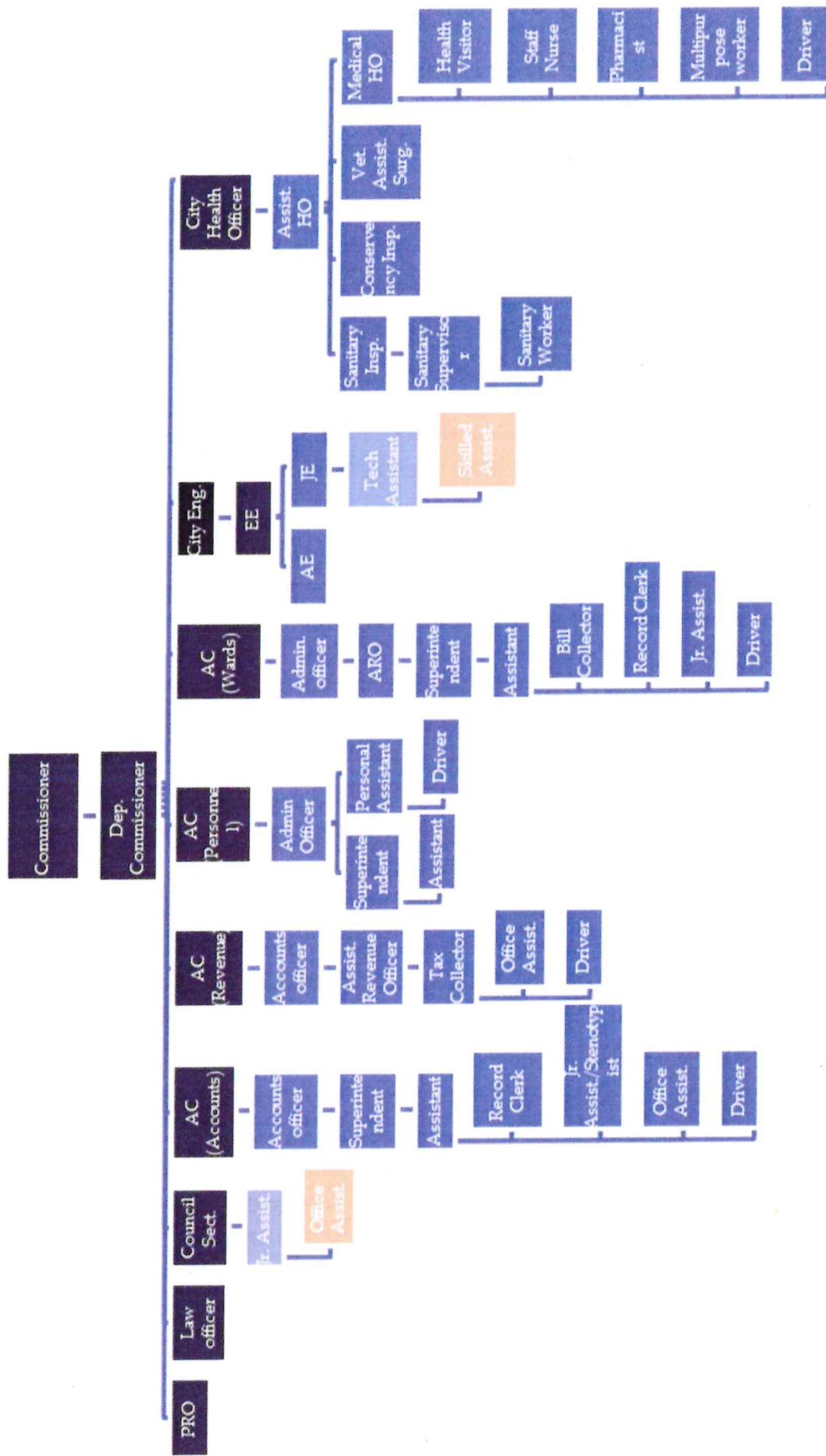
4. Other Corporations

4.1. Organization Structure

Refer Exhibit 4-1 for the typical organization structure prevalent in municipal corporations in TN. Key features of organization structure of Coimbatore and Vellore corporations (covered in this exercise) are summarized below:

- All the Municipal Corporations are headed by a **Commissioner**. At present, Coimbatore Corporation is headed by an IAS officer and Vellore Corporation by an officer from State Government cadre. The organization structure is organized under four departments namely, **General Services** (which comprise Accounts, Revenue, Administration and Public Relations), **Engineering**, **Public Health Service** (which cover Public Health and Solid Waste Management functions) and **Basic Service**.
- Under the **General services**, the organization structure for Coimbatore provides for a Deputy Commissioner to assist the Commissioner, which is not provided for in case Vellore Corporation. Coimbatore and Vellore Corporations have well-defined zones for functioning with a dedicated zonal set-up is in place where an Assistant Commissioner is designated to manage the revenue related activities of each zone. The **Zonal hierarchy** (headed by an Assistant Commissioner) handles the Revenue function. The **Zonal structure** comprises of Assistant Commissioner (Ward), one for each Zone followed by Assistant revenue officers, bill collectors and record clerks. The **Accounts department** is headed by Assistant Commissioner Accounts followed by Accounts officer, Superintendent, Assistant, Junior Assistant and Support staff.
- The **Public Health and Solid waste management** come under purview of City Health Officer followed by Assistant City Health officer, Medical Officer and the Veterinary officer. The Conservancy function is headed by Sanitary Inspector. The Conservancy inspector, Conservancy Supervisor and Sanitary workers report under the Sanitary Inspector who in turn reports to the City Health Officer.
- The **Engineering Department** is headed by City Engineer assisted by Executive Engineers, Assistant Executive Engineers and AEs/JEs along with Technical Assistants, Skilled assistants and unskilled workers. In Vellore, the department is headed by Assistant Executive Engineer (AEE), the higher posts are not sanctioned. The **Planning Department** is headed by the Executive Engineer (Planning) followed by the same hierarchy that of the Engineering Department. Assistant Commissioner (Personnel) heads the Personnel department assisted by Superintendent, Assistant and Jr. Assistant and support staff consisting of Drivers, office assistants etc. In Corporations, there is no dedicated town planning department and is merged with the engineering department. Vellore Corporation still has organization structure of a Municipality with positions defined in the Municipal/TP service rules.

Exhibit 4-1 Organizational Structure - Corporations



Source: CMA, iMaCS analysis Note: A.E./J.E.- Assistant Engineer or Junior Engineer, A.R.O.- Assistant Revenue officer, P.R.O.- Public Relations Officer

4.1 Staffing and staffing norms

Refer Exhibit 4-2 for the staffing summary in Coimbatore and Vellore corporations.

Exhibit 4-2 Existing Scenario in Corporations

Sl. no	Particulars	Coimbatore	Vellore
1	ULB Type	Corporation	Corporation
2	Population	1,670,000	504,079
3	Sanctioned Posts	4,894	1,185
4	Existing posts	3,537	721
5	Vacancy (%)	28%	39%
6	Sanctioned per 1000 population	2.9	2.3
7	Existing staff per 1000 population	2.1	1.4
8	No. of Wards	100	60

Source: Coimbatore Corporation. Vellore Corporation. IMAcS analysis.

- **Sanctioned posts:** There are 4500 sanctioned posts in Coimbatore Corporation and 1185 in Vellore translating to 2.9 and 2.3 sanctioned posts per 1000 population in Coimbatore and Vellore respectively.
- **Existing posts and Vacancy:** Overall Vacancy levels in Coimbatore and Vellore are 28% and 39% respectively. The number of existing posts per 1000 population in Coimbatore and Vellore are 2.1 and 1.4 respectively.

4.1.1 Sanctioned Posts and Vacancy:

For the purpose of analyzing staffing across different grades in Corporations, various position/posts have been grouped into classes. According to the Corporation Service rules, posts have been classified into Class I, II, III, & IV. Exhibit 4-3 summarises the functions performed by employees at various classes and typical roles in Corporations.

Exhibit 4-3 Grade Equivalence in Corporations

S. no	Class	Function/Role	Typical Designations
1	Class I	Strategic heads	Commissioner, Deputy Commissioner, Assistant Commissioner, City Engineer, S.E., EE, Senior town planning officer, City Health officer
2	Class II	Manager	Manager, Accounts officer, Revenue officer, health officer, AEE, Medical officer, Administrative officer
3	Class III	Supervisor	Superintendent, Assistant, Jr. Assistant, sanitary inspector, conservancy inspector, Assistant Engineer, Junior Engineer
4	Class IV	Field execution	Unskilled worker, skilled worker, sanitary worker, driver, office assistant, Ayah, record clerk, watchman

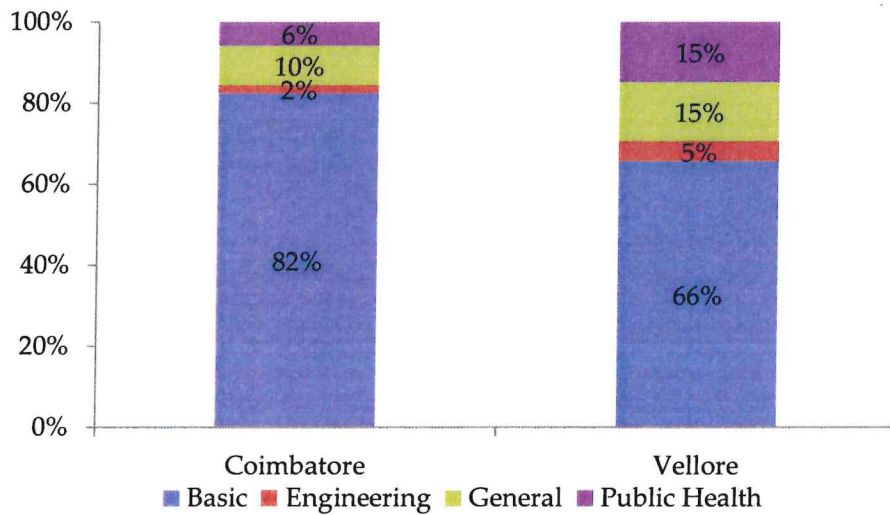
Source: Corporation Service Rules. IMAcS analysis. Exhibit 4-4 and Exhibit 4-5 shows the distribution of sanctioned posts across classes and cadres in Coimbatore and Vellore corporations.

Exhibit 4-4 Distribution of Sanctioned posts in Corporations

Cadre	Coimbatore					Vellore				
	Class I	Class II	Class III	Class IV	Total	Class I	Class II	Class III	Class IV	Total
Basic				4035	4035				778	778
Engineering	4	45	49		98		4	54		58
General	9	10	454		473	1	18	154		173
Public Health	1	40	247		288	1	13	162		176
Total	14	95	750	4035	4894	2	35	370	778	1185

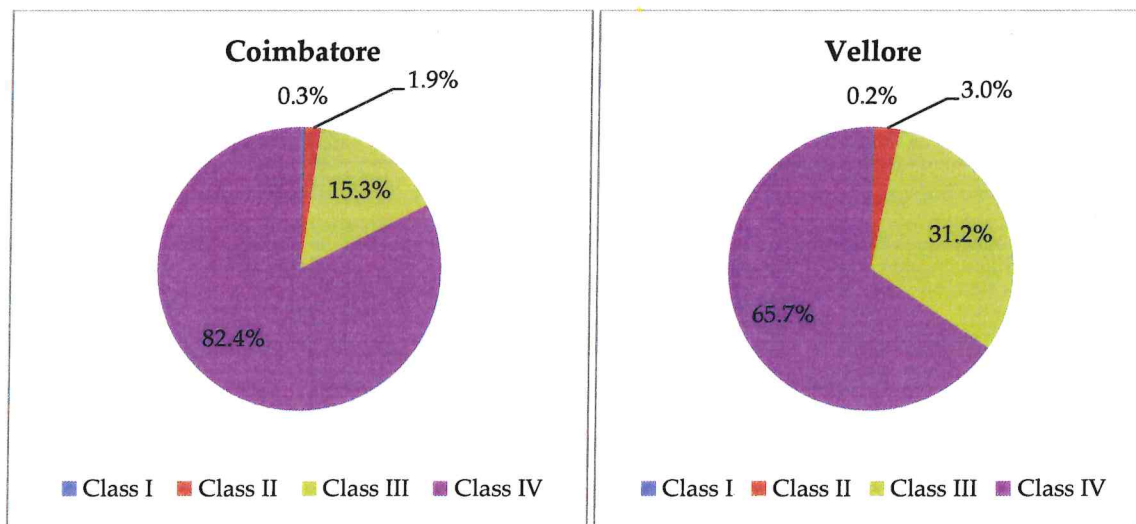
Source: Coimbatore Corporation. Vellore Corporation. IMaCS analysis.

Exhibit 4-5 Sanctioned posts in Corporations – Cadre-wise



Source: Coimbatore Corporation. Vellore Corporation. IMaCS analysis.

Exhibit 4-6 Sanctioned posts in Corporations - Class-wise



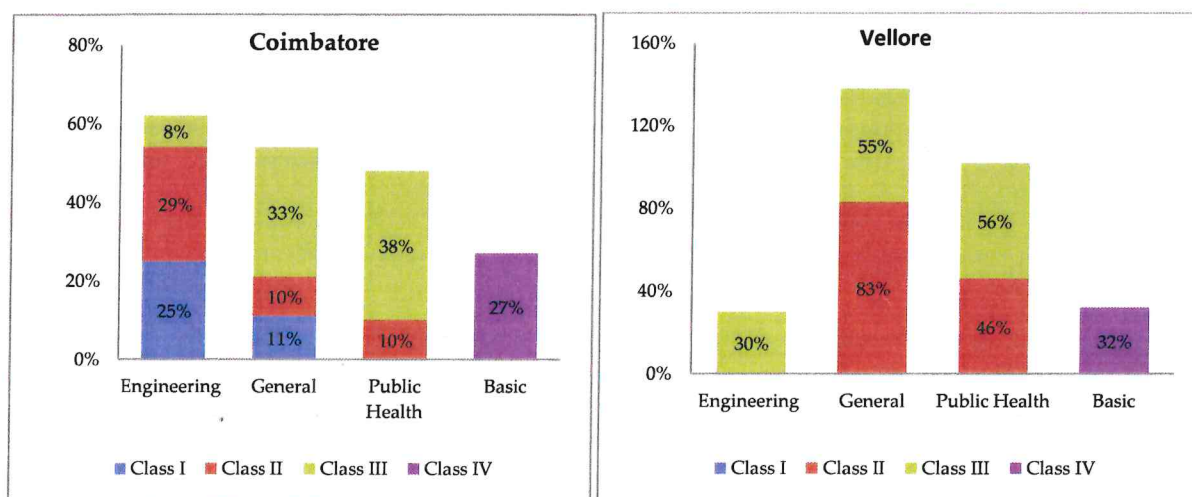
- **High number of employees in Basic Services Cadre:** In both Coimbatore and Vellore Corporation, majority of the sanctioned posts belong to the basic services cadre (82% and 66% respectively).
- **Low representation of Engineering Cadre:** In Coimbatore, the percentage of sanctioned posts belonging to the engineering cadre is only 2%. In Vellore, the corresponding figure is 5%. In Vellore, it is to be noted that no Class I posts have been sanctioned in the Engineering cadre.
- **Need for rationalization across classes:** Karnataka and Andhra Pradesh which have revised their staffing norms recently have provided for 3% of staff positions and 12% of positions under Class I and II respectively. In relation to the total number of positions, Similar to GCC, Coimbatore and Vellore seem to have a relatively lower share of positions in Class I and II vis-à-vis its peers with class I contributing to 0.3% in Coimbatore and 0.2% in Vellore. Exhibit 4-7 shows the Vacancy levels across cadres and classes in Coimbatore and Vellore Corporations.

Exhibit 4-7 Vacancy levels in Corporations - Coimbatore and Vellore

Cadre	Coimbatore					Vellore				
	Class I	Class II	Class III	Class IV	Total	Class I	Class II	Class III	Class IV	Total
Basic				1091	1091				252	252
Engineering	1	13	4		18		0	16		16
General	1	1	148		150	0	15	85		100
Public Health	0	4	94		98	0	6	90		96
Total	2	18	246	1091	1357	0	21	191	252	464

Source: Coimbatore Corporation. Vellore Corporation. IMAcS analysis.

Exhibit 4-8 Distribution of Vacancy levels across classes and cadres – Corporations



Source: Coimbatore Corporation. Vellore Corporation. IMAcS analysis.

From Exhibit 4-7&Exhibit 4-8, the following can be inferred:

- **Relatively lower Vacancy levels in Engineering Cadres:** In both the Corporations, the Vacancy rate in the Engineering cadre is the least (18% in Coimbatore and 28% in Vellore). While these vacancies are mostly occurring in Class I and II in Coimbatore, they are occurring in Class III in Vellore.
- **Highest vacancy in Vellore in General cadre:** In Vellore Corporation, the highest vacancy rate is observed in the General Cadre (58%). Within the General Cadre, the Vacancy levels are very high in case of Class II (83%) and Class III (55%).
- **High vacancy Public Health Cadre:** In Coimbatore Corporation, the highest vacancy rate is observed in the Public Health cadre (34%). In Vellore, the vacancy rate in Public Health cadre, although not highest, is at 55%.
- **Class-wise vacancy:** In case of Coimbatore, the Vacancy rate in Class III is the highest. In case of Vellore, there is no vacancy in Class I. Class II as the highest vacancy rate at 60%.

4.2 Peer comparison and analysis

Practices prevalent in peer city and the recommendations proposed by the MoUD study have been compared with the staffing practices in Coimbatore and Vellore for benchmarking and to determine the standing of the Corporations vis-à-vis good practices.

- The staffing norms of the erstwhile Andhra Pradesh have been chosen as the peer city benchmark to compare staffing levels and practices. Andhra Pradesh norms have been defined at different population levels in Cities and Towns across cadres including Administration, Revenue, Public Health, Engineering and Town Planning.
- The Ministry of Urban Development and the World Bank conducted a study on establishing Human resources cadres in India in 2014. The study recommended a uniform cadre across ULBs and provides norms to determine sanctioned positions in Class I, II and III across each cadre. No norms have been provided to determine the ideal number of sanctioned posts for Class IV.

It is important to factor the extent of devolution of functions while reviewing staffing norms. TN Corporations and AP norms have a largely similar functional devolution (except in fire services). Refer Exhibit 4-9 for a summary comparison of the services / functions covered in Coimbatore Corporation, Vellore Corporation, Andhra Pradesh (AP) norms, and the recommended functions according to the MoUD study.

Exhibit 4-9 Devolution of functions - Corporations, AP Norms, HR study

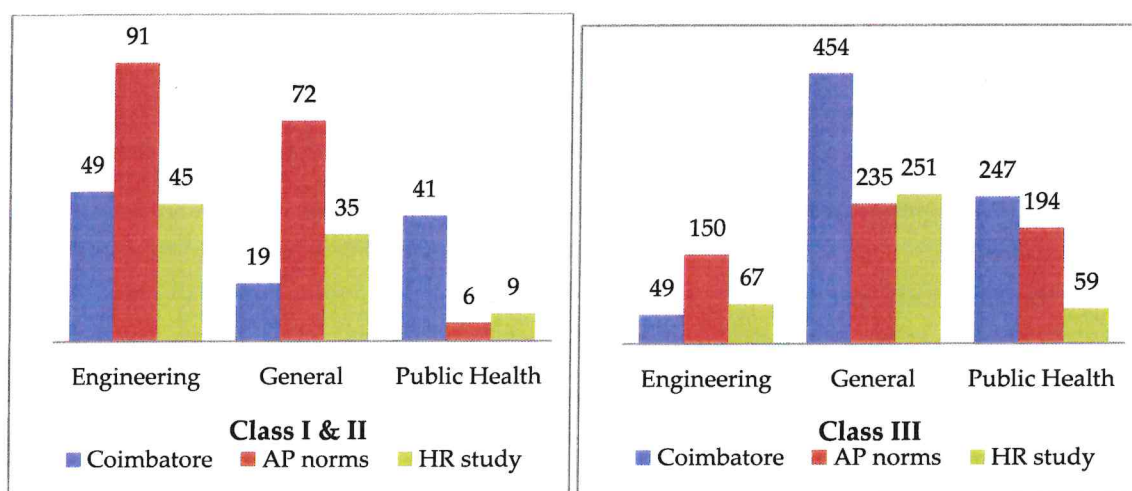
Functions	Coimbatore	Vellore	AP norms	HR study
General Administration	Y	Y	Y	Y
Accounting	Y	Y	Y	Y
Revenue	Y	Y	Y	Y

Functions	Coimbatore	Vellore	AP norms	HR study
Roads & Bridges	Y	Y	Y	Y
Water Supply	Y	Y	Y	Y
Parks, Gardens & Playgrounds	Y	Y	Y	Y
Burial & Cremation Grounds	Y	Y	Y	Y
Street Lighting, Bus stops, Public conveniences	Y	Y	Y	Y
Slum Improvement & Up-gradation	N	N	N	N
Public Health & Conservancy	Y	Y	Y	Y
Town Planning	Y	Y	Y	Y
Land use regulation & Construction of buildings	Y	Y	Y	Y
Poverty Alleviation	N	N	N	N
Municipal Hospitals and birth/death registry	Y	Y	Y	N
Cattle Pound, prevention of cruelty to animals	N	N	N	N
Safeguarding interests of weaker sections	N	N	N	N
Promotion of culture & education	N	N	N	N
Urban Forestry	N	N	N	N
Socio-economic development	N	N	N	Y
Slaughter houses and tanneries	N	N	N	N
Fire Services	N	N	Y	Y

Source: 74th CCA. Coimbatore Corporation. Vellore Corporation. AP norms. HR study. IMaCS analysis.

Accordingly, Sanctioned posts in Coimbatore and Vellore corporations were benchmarked against the staffing norms in Andhra Pradesh as well as the norms prescribed by the HR study, as seen in Exhibit 4-10 and Exhibit 4-11. In order to facilitate an accurate comparison of sanctioned positions in the Corporations with AP norms, and the positions recommended by the HR cadre study, cadres and grades as per AP norms and HR study were reorganized to fall in line with those present in the Corporations.

Exhibit 4-10 Comparison of Sanctioned posts - Coimbatore



Source: Coimbatore Corporation. HR study. IMaCS analysis.

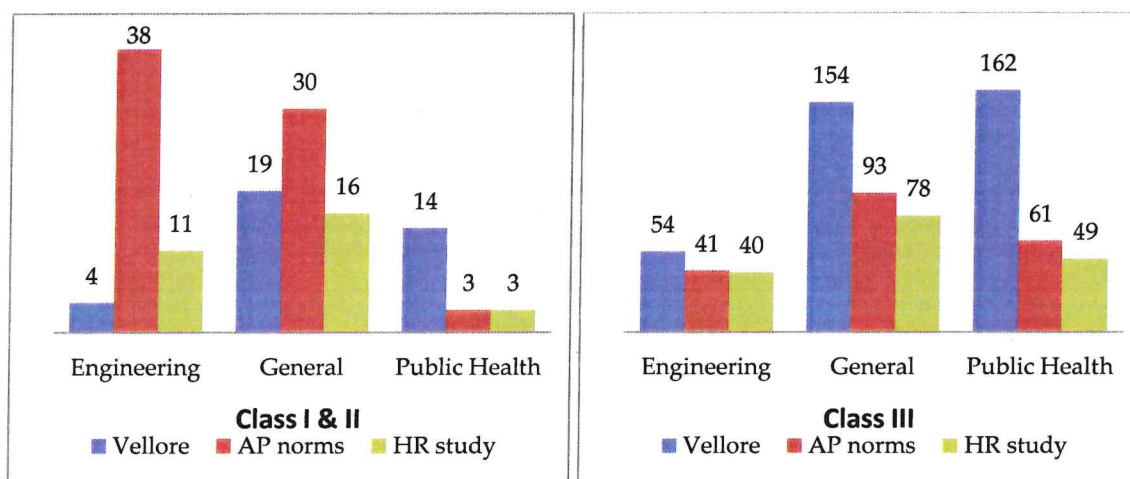
- **Sanctioned Positions in Engineering and General in Class I& II:** The number of Sanctioned positions in Coimbatore Corporation in Engineering and General Cadres

in Class I & II is lower in comparison to AP Norms. In the General Cadre, the number of sanctioned positions in General (Class I and II) is the lower than both the benchmarks used. This indicates the absence of managerial talent in these cadres.

- **Sanctioned position in Engineering Cadre in Class III:** The number of sanctioned posts in the Engineering Cadre of Class III is lower than the two benchmarks, indicating a need to increase sanctioned posts.
- **Sanctioned Posts in Class III:** Other than the Engineering Cadre, the number of sanctioned posts in Class III of all cadres (General and Public Health) is higher than in case of AP norms and HR study norms.

Refer Exhibit 4-11 for cadre-wise comparison of Vellore Corporation vis-à-vis benchmarks.

Exhibit 4-11 Comparison of Sanctioned posts - Vellore Corporation



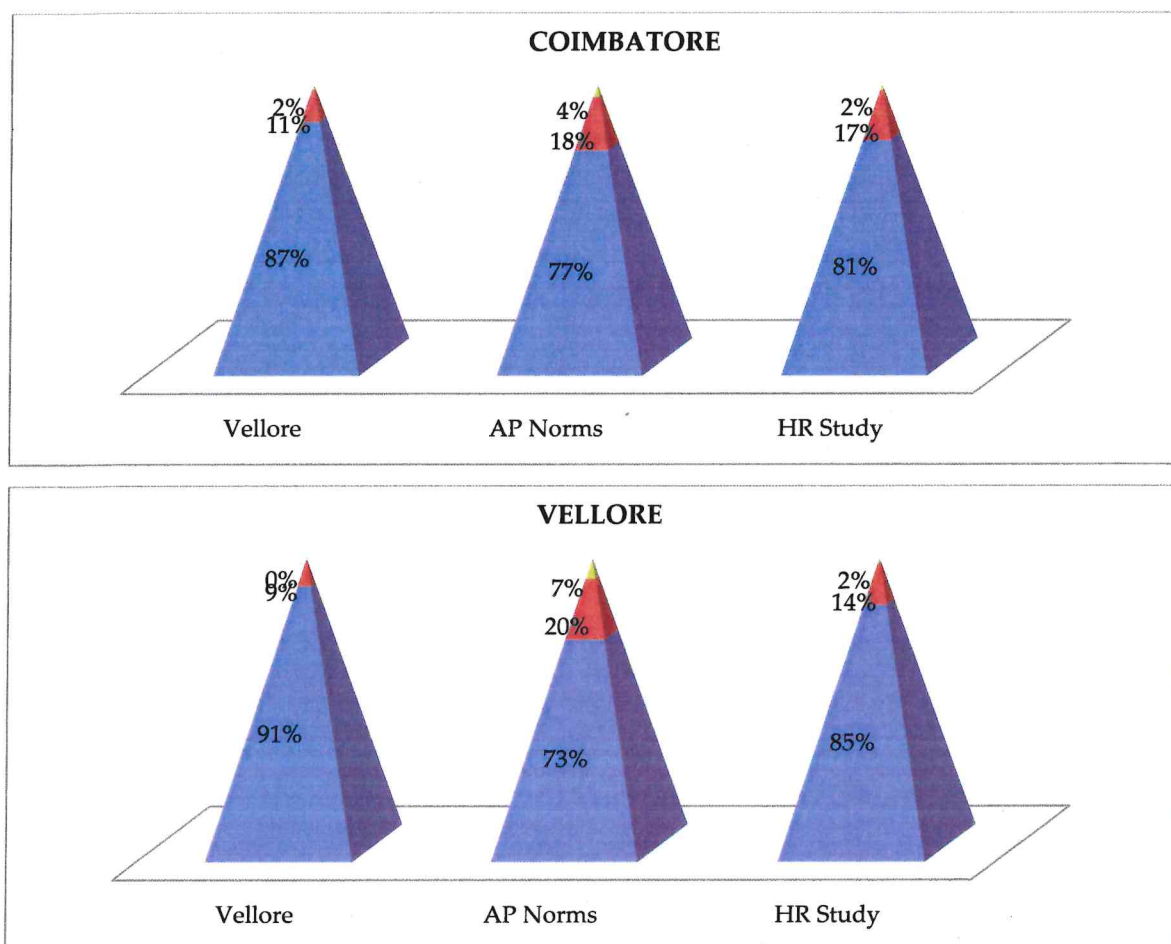
Source: Vellore Corporation. AP norms. HR Study. iMaCS analysis.

The following observations are made:

- **Sanctioned posts in Engineering and General Cadre of Class I&II:** In Class I and II of Engineering and General Cadre, the number of sanctioned posts in Vellore Corporation is much lower in comparison to that prescribed by the AP norms and the HR Study. This shows a dearth of key managerial personnel in both the cadres.
- **Sanctioned posts in Public Health:** The number of sanctioned posts in Public health across all three cadres seems to be lower than in case of that prescribed by AP norms or the HR study norms.
- **Sanctioned posts in Class III:** In Class III, the number of sanctioned posts in Vellore is higher across cadres in comparison to the two benchmarks used.

Exhibit 4-12 below shows the class-wise comparison of sanctioned posts in Corporations with AP and the HR study norms:

Exhibit 4-12 Comparison of Sanctioned posts across Classes - Corporations



Source: Coimbatore Corporation. Vellore Corporation. IMaCS analysis.

A class-wise comparison of sanctioned posts reveals the following:

- In both the Corporations, it is observed that the % of sanctioned posts in Class III is much higher than in case of AP norms and HR study. In Coimbatore, the percentage of Class III employees is 87% and in Vellore, it is as high as 91%. As per the AP norms, only 73% - 77% of employees should belong to Class III.
- In both the corporations, the percentage of Class I employees is much lower than what has been prescribed as per AP norms (7%). In Coimbatore, the percentage of Class I sanctioned posts is only 2% of total Sanctioned posts. In Vellore, the corresponding figure is less than 1%.

4.3 Personnel expenditure trends

Exhibit 4-13 below shows the personnel expenses borne by Coimbatore and Vellore over three years. For computation of per capita expenses, population of 2011 has been considered. For computation of per staff expenses, the existing staffing level has been considered.

Exhibit 4-13 Personnel Expenses in Corporations

Corporations	2011-12	2012-13	2013-14
Total Personnel Expenses (lakhs)	12172	13630	15886
Per Capita Personnel Expenses (Rs.)	559.9	626.9	730.7
Per staff Personnel Expenses (Rs.)	2.9	3.2	3.7
% of Personnel Expenses to total Expenses	39%	29%	32%

Source: Coimbatore Corporation. Vellore Corporation. IMaCS analysis.

- **Increase in total Personnel Expenses:** The total Personnel Expenses of Corporations (Coimbatore and Vellore) has seen a steady increase in the period between 2011 and 2014. However, the percentage of Personnel Expenses o Total Expenses for the two corporations dropped by 10 percentage points between 2011-12 and 2012-13. This increased by 3 percentage points between 2012-13 and 2013-14.
- **Rising trend in Per Capita and Per Staff personnel Expenses:** The Per Capita and Per Staff Personnel expenses for the two corporations are seen to be increasing between 2011 and 2014.

4.4 Summary

The key findings from a primary analysis of staffing, vacancies, peer comparison, and personnel expenses of corporations are summarized below.

- **Sanctioned Posts and Vacancies**
 - Like in the case of GCC, Corporations also have a large number of posts sanctioned under the basic Services Cadre. The Engineering cadre has a low representation among sanctioned posts.
 - In both the corporations, high vacancies are observed in the Public Health cadre, while the engineering cadre has low vacancy.
 - Unlike GCC, low Vacancy levels are observed in Class I. In Vellore, Class II has the highest vacancy rate. In Coimbatore, Class III has the highest vacancy rate.
- **Comparison with AP norms and HR study norms**
 - Relatively lower number of sanctioned posts in Class I&II of Engineering and General Cadres. In case of Coimbatore, number of Class III posts in engineering is also lower than norms. Higher number of sanctioned posts in Public Health cadre across corporations.
 - There appears to be a higher number of sanctioned positions in the lower levels of hierarchy in corporations relative to peers cities.

- Trends in Personnel Expenditure
 - The total Personnel expenses, Per Capita Personnel Expenses and Per Staff Personnel expenses in Corporations have grown over the last few years.

5. Municipalities

There are 125 Municipalities in Tamil Nadu, all of which are under the administration of the CMA. Municipalities under CMA are classified in four grades viz. Special grade, Selection Grade, First grade and second grade. Originally, the basis for classification of municipalities was revenue earned by each of them. Currently, the basis of classification of Municipalities is unclear. As part of this study, a detailed analysis of the organizational structure and staffing norms has been performed for four municipalities – Hosur, Nagapattinam, Tiruvallur and Perambalur.

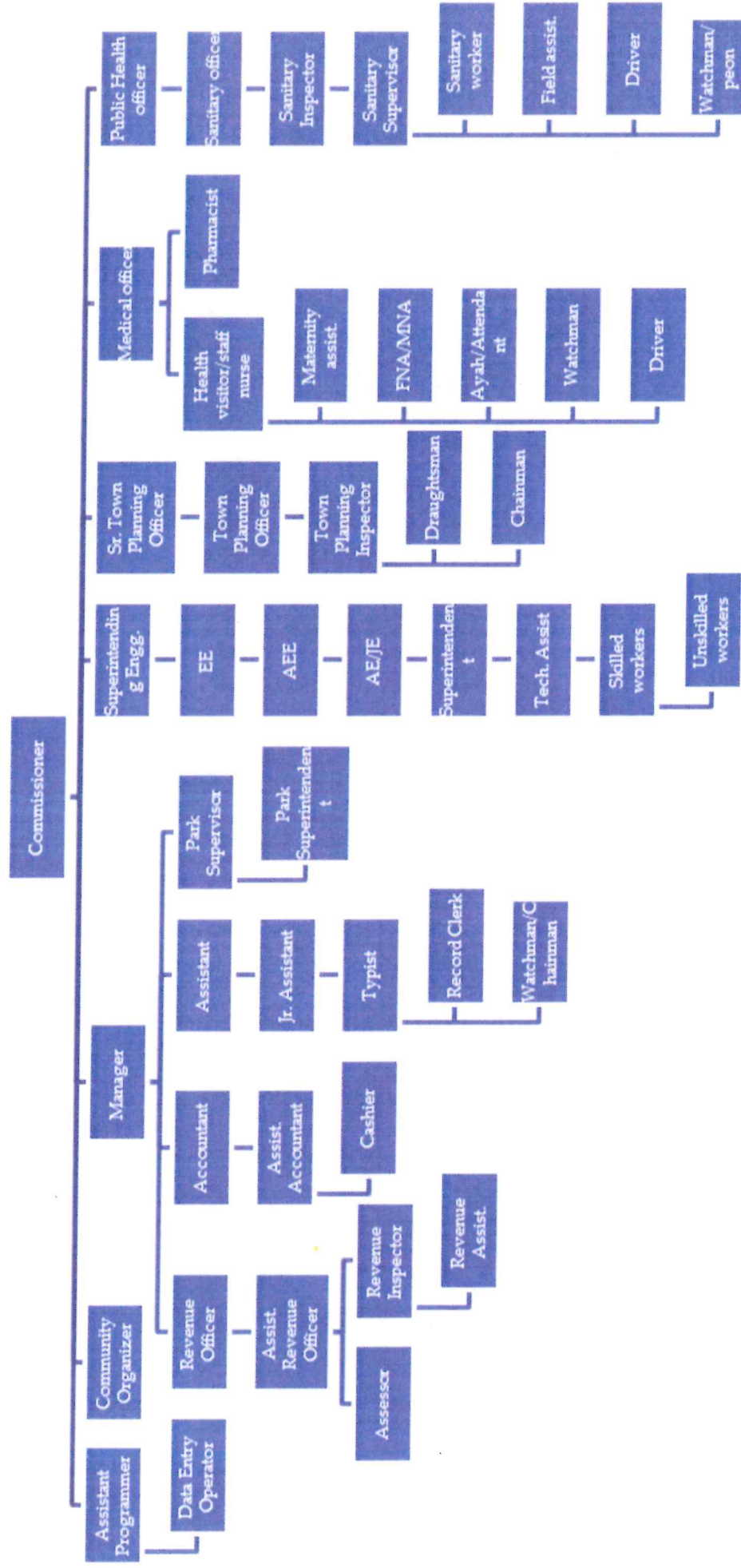
5.1. Organization Structure

Refer Exhibit 5-1 to Exhibit 5-4 for typical organisation structures prevalent in different categories of municipalities in Tamil Nadu. Key features of the organisation structure in Municipalities are summarised below:

- The functional departments in Municipalities are Engineering, Town Planning, Accounts, Admin, Revenue, IT, Public health, Medical and Community organiser.
- The **General services department** (Accounts, admin and revenue) is headed by Manager supported by Revenue officer, Account and Assistant who are further supported by Assistants and supporting staff. This hierarchy is for the Special grade and selection grade Corporations. There are no posts of Revenue officers and Accountant in Grade I and II Municipalities.
- The **Engineering department** is headed by Superintending Engineering Special Grade municipalities and the EE, AEE, AE/JE and supporting staff report the Superintending Engineer. In case of Selection Grade and Grade I /II municipalities, the Engineering department is headed by AEE.
- The **Town Planning Department** is headed by Senior Town Planning Officer assisted by Town Planning officer, Town Planning inspector and Draughtsman. In Grade II municipalities, there is no position of Town Planning officer.
- **Conservancy and Medical services** are organised along two sub-departments. The conservancy department is headed by Public Health Officers. The Sanitary officer(s), Sanitary inspector(s), Sanitary Supervisor(s) and Sanitary workers report below him. The medical department is headed by Medical officer supported by health nurse, pharmacist, Maternity assistants etc.
- There is **dedicated IT staff** in Municipalities with position of assistant programmer and data entry operator. A dedicated post of **community organizer** is also in place in municipalities

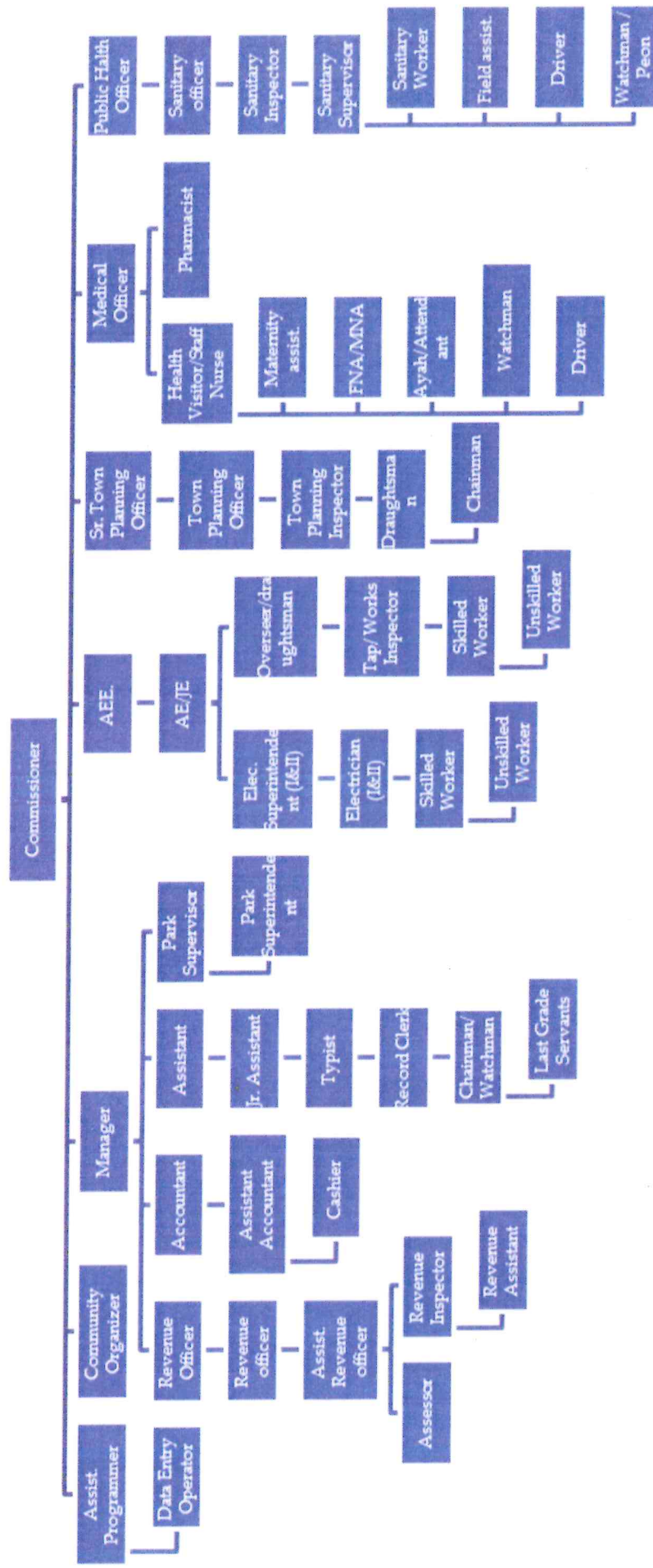
While the number of departments and organization structure is similar across various grades of municipalities, there are differences in sanctioned posts and levels of staff.

Exhibit 5-1 Organisational Structure - Special Grade Municipality



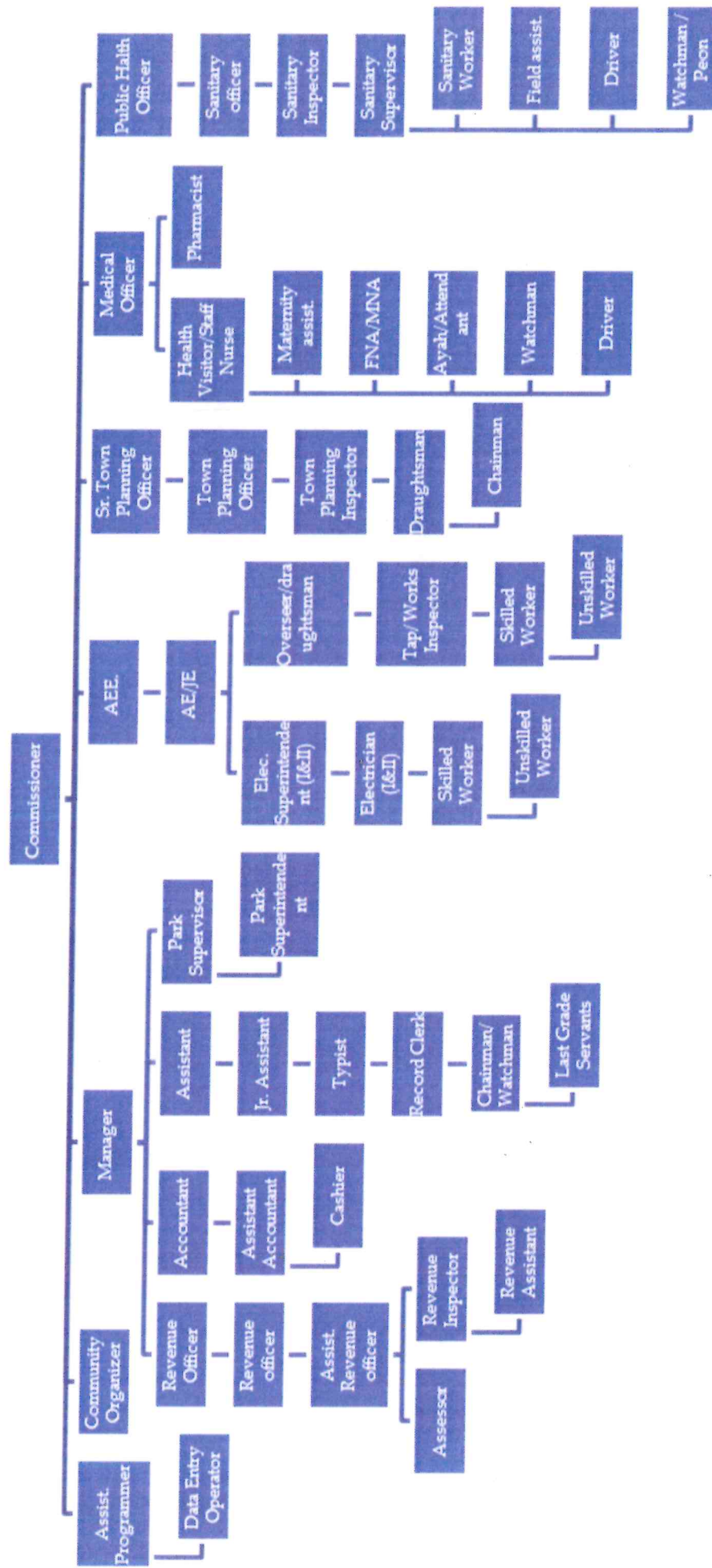
Source: CMA. IMaCS analysis.

Exhibit 5-2 Organisational Structure - Selection Grade Municipalities



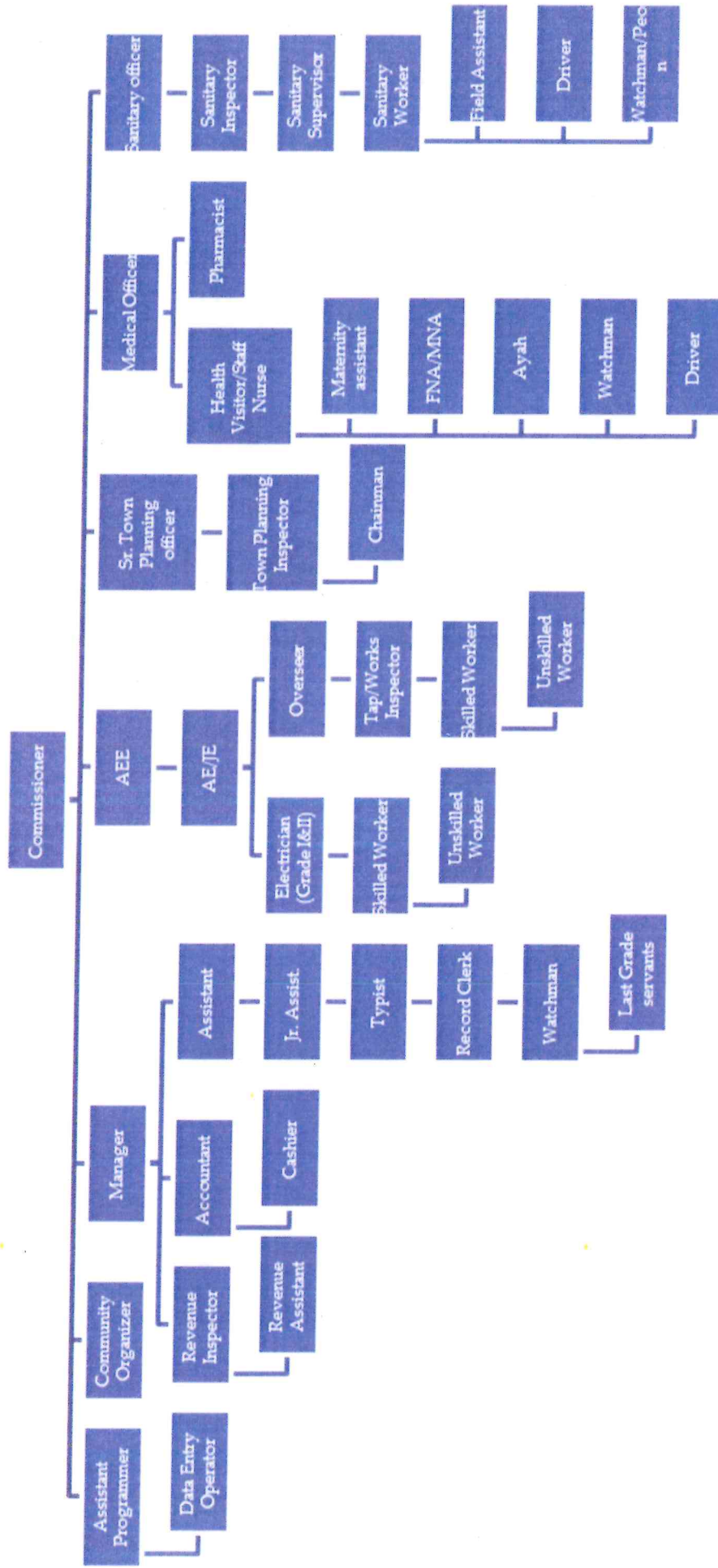
Source: CMA. IMaCS analysis.

Exhibit 5-3 Organisational Structure – Grade I Municipalities



Source: CMA. IMaCS analysis.

Exhibit 5-4 Organisational Structure - Grade II Municipalities



Source: CMA. IMaCS analysis.

5.2. Staffing and norms

The existing scenario of sanctioned posts and vacancy levels across the four municipalities across cadres and grades have been analysed. The abstract of the staffing positions in the four municipalities are show in Exhibit 5-5.

Vacancy levels range from 9% (Perambalur) to 29% (Nagapattinam) of sanctioned posts. The number of sanctioned posts per 1000 population ranges from 1.4 (Hosur) to 3.1 (Nagapattinam). The variation in sanctioned posts per 1000 population indicates that sanctioned positions are inconsistent with the population levels across the municipalities studied.

Exhibit 5-5 Existing Scenario in Municipalities

Sl. no	Particulars	Hosur	Nagapattinam	Tiruvallur	Perambalur
1	Population	244,518	102,905	56,685	49,648
2	Sanctioned Posts	342	323	144	87
3	Existing posts	293	232	125	79
4	Vacancy (%)	14%	29%	13%	9%
5	Sanctioned per 1000 population	1.4	3.1	2.5	1.8
6	Existing staff per 1000 population	1.2	2.3	2.2	1.6
7	No. of Wards	45	36	27	21

Source: Hosur Municipality. Nagapattinam Municipality. Tiruvallur Municipality. Perambalur Municipality. iMaCS analysis.

5.2.1. Sanctioned Posts and Vacancy

For the purpose of analyzing staffing across different grades, various position/posts have been grouped into Classes. As mentioned earlier, Service Rules for Municipalities do not provide for a uniform classification of posts into classes. Hence, the posts have been re-classified into Class I, II, III and IV to facilitate meaningful analysis and interpretation. Exhibit 5-6 summarises the Grade equivalence in Municipalities.

Exhibit 5-6 Grade Equivalence in Municipalities

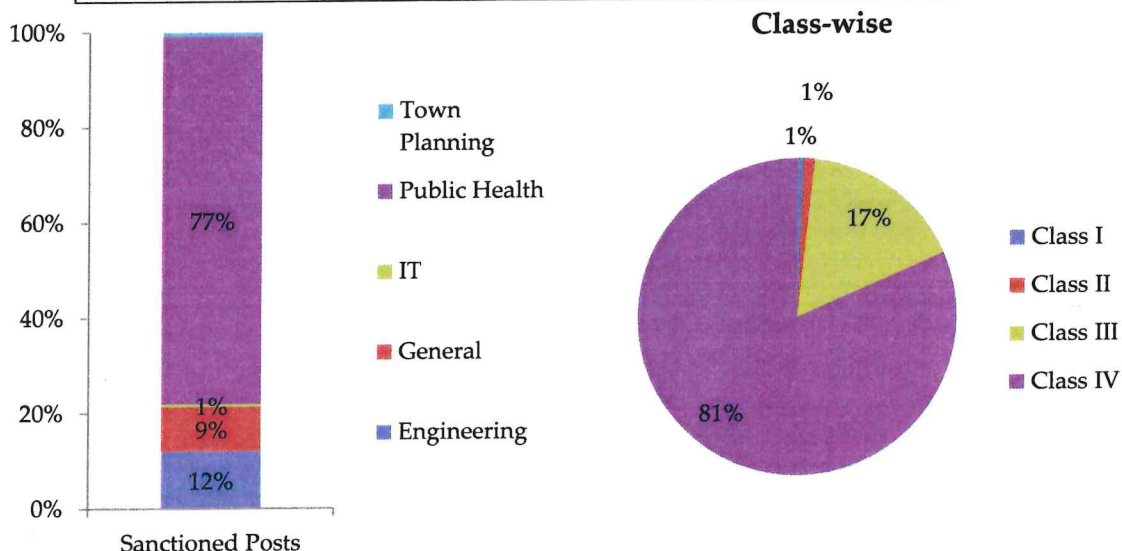
S. no	Class	Function/Role	Typical Designations
1	Class I	Strategic heads	Commissioner, Municipal Engineer
2	Class II	Manager	Manager, Accounts officer, Revenue officer, health officer, AEE, Town Planning Officer
3	Class III	Supervisor	Assistant, Jr. Assistant, Sanitary Inspector Assistant Engineer, Junior Engineer
4	Class IV	Field execution	Unskilled worker, skilled worker, sanitary worker, Driver, office assistant, Ayah, Record clerk, watchman

Source: Municipalities Service Rules. iMaCS analysis

Exhibit 5-7 shows the distribution of sanctioned positions in Hosur Municipality.

Exhibit 5-7 Distribution of Sanctioned Posts – Hosur

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	1		8	32	41
General	1	2	27	2	32
IT		1	1		2
Public Health			20	244	264
Town Planning		1	1	1	3
Grand Total	2	4	57	279	342



Source: Hosur Municipality. ImaCS analysis.

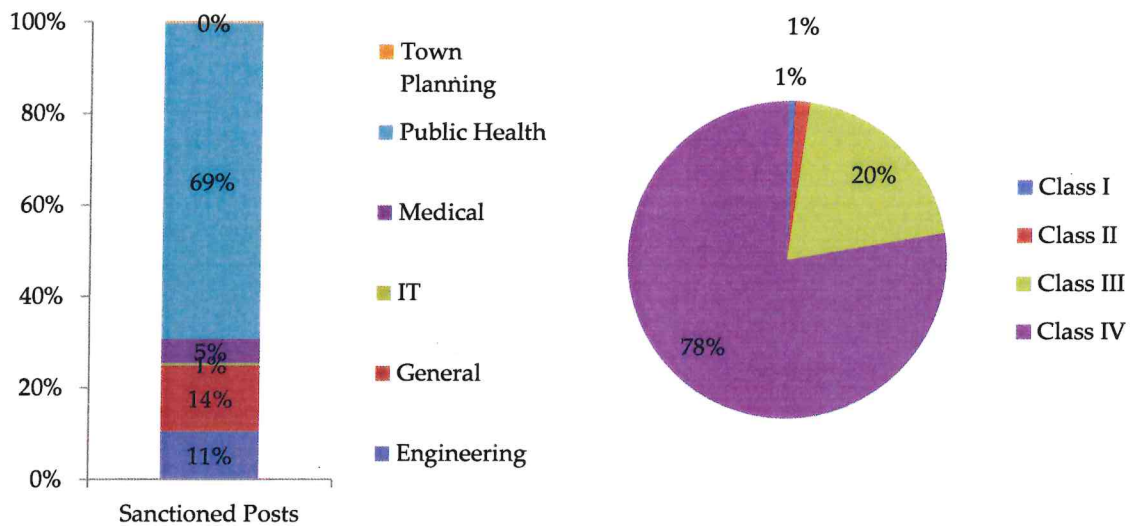
An analysis of the sanctioned posts in Hosur reveals the following:

- **High number of Employees in Public Health Cadre:** Close to 77% of the total sanctioned posts in Hosur belong to the Public Health cadre.
- **Absence of Medical Cadre:** Hosur Municipality does not have a Municipal Medical Cadre sanctioned.

Exhibit 5-8 shows the distribution of sanctioned posts in Nagapattinam.

Exhibit 5-8 Distribution of Sanctioned Posts - Nagapattinam

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	1		4	29	34
General	1	2	39	4	46
IT		1	1		2
Medical		2	2	13	17
Public Health			18	205	223
Town Planning			1		1
Grand Total	2	5	65	251	323



Source: Nagapattinam Municipality. IMaCS analysis.

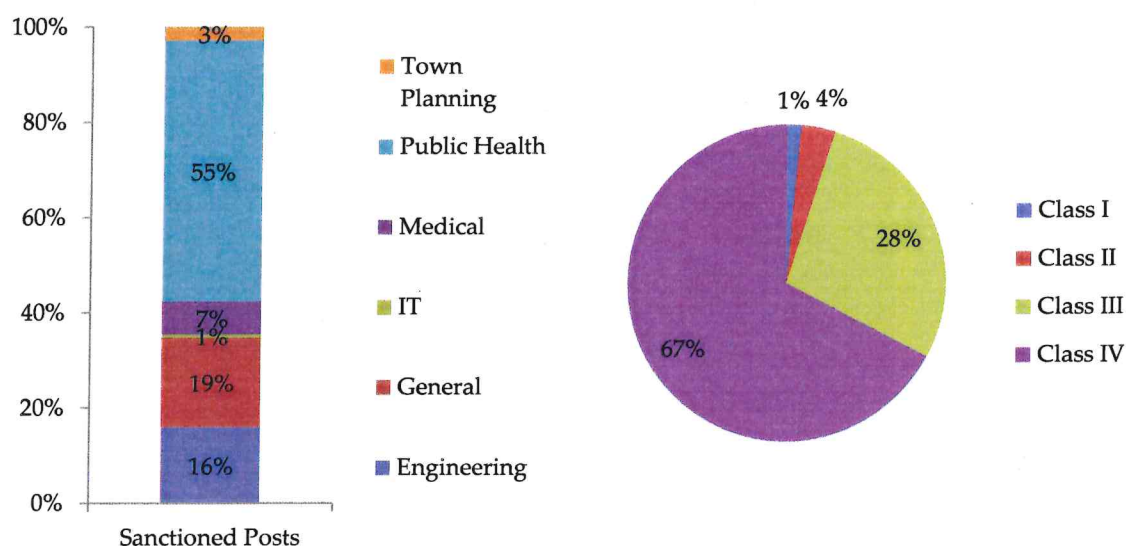
An analysis of the distribution of sanctioned posts in Nagapattinam reveals the following:

- **High number of employees in the Public Health Cadre:** 69% of the total sanctioned posts belong to the Public Health Service Cadre.
- **Low number of employees in Town Planning Cadre:** In Nagapattinam, there is only one sanctioned posts belonging to the town planning cadre.

Exhibit 5-9 shows the distribution of sanctioned positions in Tiruvallur Municipality.

Exhibit 5-9 Distribution of Sanctioned Posts - Tiruvallur

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	1	1	7	14	23
General	1	2	22	2	27
IT		1			1
Medical		1	2	7	10
Public Health			7	72	79
Town Planning			2	2	4
Grand Total	2	5	40	97	144



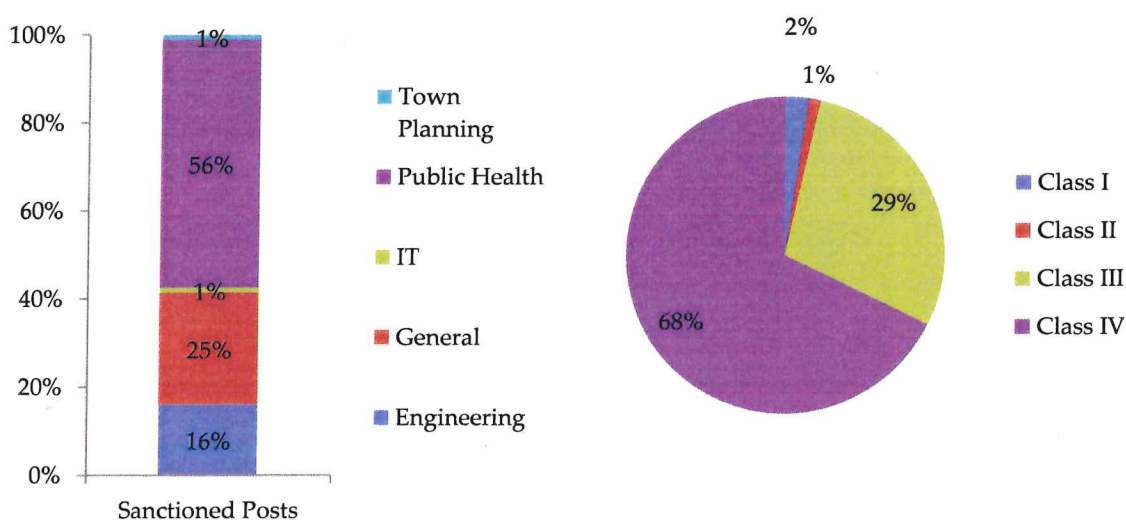
Source: Tiruvallur Municipality. IMaCS analysis.

An analysis of the above reveals that Compared to the Organizational structures of other municipalities forming part of this study, Tiruvallur municipality has a more balanced cadre-wise organizational structure.

Exhibit 5-10 shows the distribution of sanctioned posts in Perambalur Municipality.

Exhibit 5-10 Distribution of Sanctioned posts - Perambalur

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	1		5	8	14
General	1	1	14	6	22
IT			1		1
Public Health			4	45	49
Town Planning			1		1
Grand Total	2	1	25	59	87



Source: Perambalur Municipality. IMaCS analysis

An analysis of the above reveals the following:

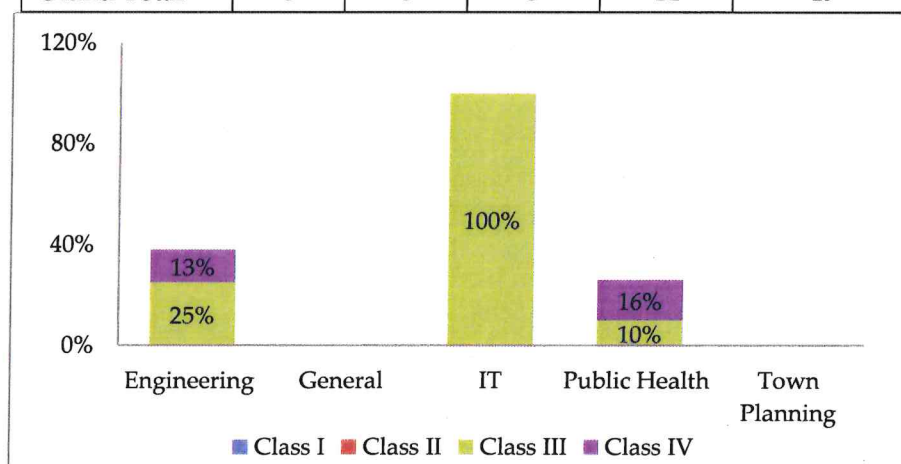
- **Weak representation of Town Planning Cadre:** In Perambalur Municipality, only one post has been sanctioned in the town planning cadre.
- **Absence of Medical Cadre:** No posts have been sanctioned under the Municipal Medical cadre in the Perambalur Municipality.

There is a need for rationalization the sanctioned positions across classes. Karnataka and Andhra Pradesh which have revised their staffing norms recently have provided for 3% of staff positions and 12% of positions under Class I and II respectively. In relation to the total number of positions, Municipalities seems to have a relatively lower share of positions in Class I and II (<2%) vis-à-vis its peers

The Exhibit 5-11 shows the Vacancy levels across classes and cadres in the Hosur Municipality. The overall vacancy level in Hosur Municipality is 14%.

Exhibit 5-11 Vacancy levels Vacancy levels in Hosur

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	0		2	4	6
General	0	0	0	0	0
IT		0	1		1
Public Health			2	40	42
Town Planning		0	0	0	0
Grand Total	0	0	5	44	49



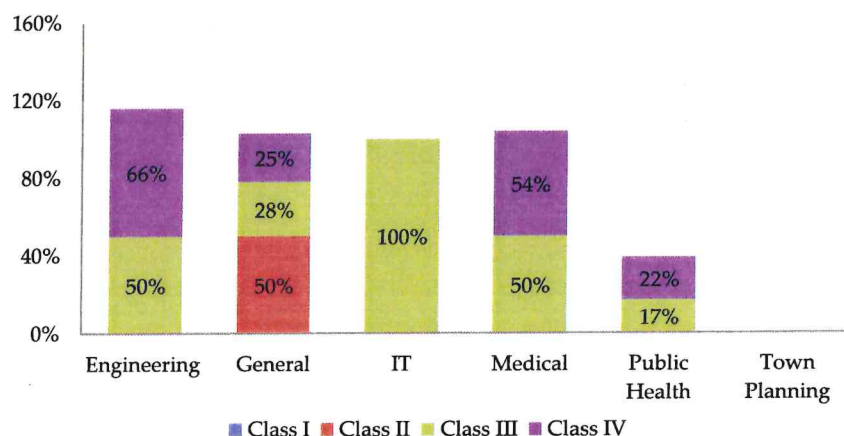
Source: Hosur Municipality. IMaCS analysis.

- **Zero vacancy in General and Town Planning Cadre:** All sanctioned posts in the General and Town Planning. There is one vacancy in class III of the IT cadre
- **Vacancies in Engineering and Public Health:** There are vacancies in Class III and IV of the Engineering and Public Health Cadre. The overall vacancy in Engineering and Public Health Cadres are 15% and 16% respectively.
- **No vacancies in Class I and II:** All sanctioned posts in Class I and II in Hosur Municipality have been occupied.

Exhibit 5-12 shows the vacancy levels Across Classes and Cadres in Nagapattinam. The overall vacancy level in Nagapattinam is 28%, which is the highest among the municipalities studied.

Exhibit 5-12 Vacancy levels in Nagapattinam

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	0		2	19	21
General	0	1	11	1	13
IT		0	1		1
Medical		0	1	7	8
Public Health			3	45	48
Town Planning			0		0
Grand Total	0	1	18	72	91



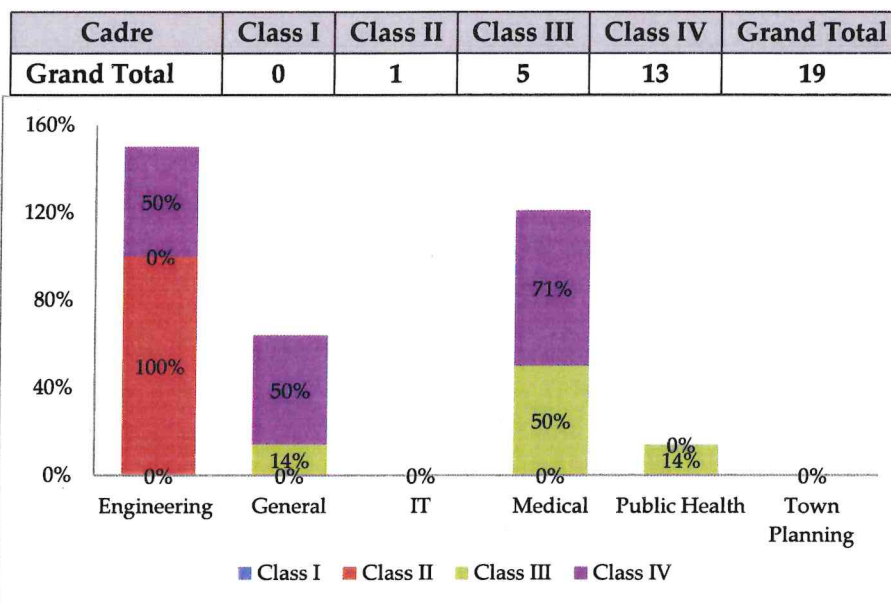
Source: Nagapattinam Municipality. IMAcS analysis.

- **High Vacancy rates in Engineering, IT and Medical cadres:** The vacancy rate in the engineering cadre is 62%, with vacancies occurring in Class II and IV. The vacancy rate in IT is 50%, occurring in class III. The vacancy rate in Medical Cadre is 47%, all of them occurring in Class III and IV.
- **Low Vacancy levels in Class I and II:** While Class I is fully occupied; the vacancy rate in Class IV is 20%. Most vacancies are observed to occur in Class III (28%) and Class IV (29%).

Exhibit 5-13 shows the Vacancy levels in Tiruvallur Municipality (overall vacancy rate~ 13%)

Exhibit 5-13 Vacancy levels in Tiruvallur Municipality

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	0	1	0	7	8
General	0	0	3	1	4
IT		0			0
Medical		0	1	5	6
Public Health			1	0	1
Town Planning			0	0	0



Source: Tiruvallur Municipality. IMaCS analysis.

- **High Vacancy levels in Medical and Engineering Cadre:** The vacancy rate in the Medical Cadre is the highest, with 60% of the sanctioned posts being unoccupied. All vacancies in the Medical cadre are observed to occur in the Class II and IV. The vacancy rate in the Engineering cadre is 35%. None of the sanctioned posts in Class II of the engineering cadre have been occupied.
- **No vacancies in Town Planning and IT cadre:** All sanctioned posts in the IT and Town Planning Cadre have been occupied.
- **No Vacancies in Class I:** All posts sanctioned in Class I have been occupied.

Exhibit 5-14 shows the Vacancy levels in Perambalur Municipality. The overall vacancy rate at the Perambalur Municipality is 9%, which is the least among the municipalities studied.

Exhibit 5-14 Vacancy levels at Perambalur

Cadre	Class I	Class II	Class III	Class IV	Grand Total
Engineering	0		0	3	3
General	0	0	0	1	1
IT			0		0
Public Health			0	4	4
Town Planning			0		0
Grand Total	0	0	0	8	8

Source: Perambalur Municipality. IMaCS analysis.

- **High Vacancy in engineering cadre:** The highest vacancy rate is observed in the engineering cadre (21%). All vacancies are occurring in Class IV.
- **No Vacancies in IT and Town Planning:** All sanctioned posts in the IT and Town Planning Cadre have been occupied.

- **No Vacancies in Class I, II & III:** All posts sanctioned in class I, II and III have been occupied. All vacancies across cadres are occurring in Class IV.

5.3. Peer Comparison and Analysis

Practices prevalent in peer state and the recommendations proposed by the MoUD study have been compared with the practices in Municipalities for benchmarking and to determine the standing of Municipalities vis-à-vis good practices.

- The norms proposed by the erstwhile Andhra Pradesh have been chosen as the peer state benchmark to compare staffing levels and practices. Andhra Pradesh norms have been defined at different population levels in Cities and Towns across cadres including Administration, Revenue, Public Health, Engineering and Town Planning.
- The Ministry of Urban Development and the World Bank conducted a study on establishing Human resources cadres in India in 2014. The study recommended a uniform cadre across ULBs and provides norms to determine sanctioned positions in Class I, II and III across each cadre. No norms have been provided to determine the ideal number of sanctioned posts for Class IV.

It is important to factor the extent of devolution of functions while reviewing staffing norms. Municipalities and AP norms have a largely similar functional devolution(except Fire). The extent of devolution of functions in the four Municipalities and the recommended functions according to the AP norms and the MoUD study is seen in Exhibit 5-15.

Exhibit 5-15 Devolution of Functions - Municipalities, AP norms and HR study

Functions	Hosur	Nagai.	Tiruvallur	Perambalur	AP Norms	HR study
General Administration	Y	Y	Y	Y	Y	Y
Accounting	Y	Y	Y	Y	Y	Y
Revenue	Y	Y	Y	Y	Y	Y
Roads & Bridges	Y	Y	Y	Y	Y	Y
Water Supply	Y	Y	Y	Y	Y	Y
Parks, Gardens & Playgrounds	Y	Y	Y	Y	Y	Y
Burial & Cremation Grounds	Y	Y	Y	Y	Y	Y
Street Lighting, Parking, Bus stops, Public conveniences	Y	Y	Y	Y	Y	Y
Slum Improvement & Up-gradation	N	N	N	N	N	N
Public Health & Conservancy	Y	Y	Y	Y	Y	Y
Town Planning	Y	Y	Y	Y	Y	Y
Land use regulation & Construction of buildings	Y	Y	Y	Y	Y	Y
Poverty Alleviation	N	N	N	N	N	N
Municipal Hospitals and birth/death registry	Y	Y	Y	Y	Y	N

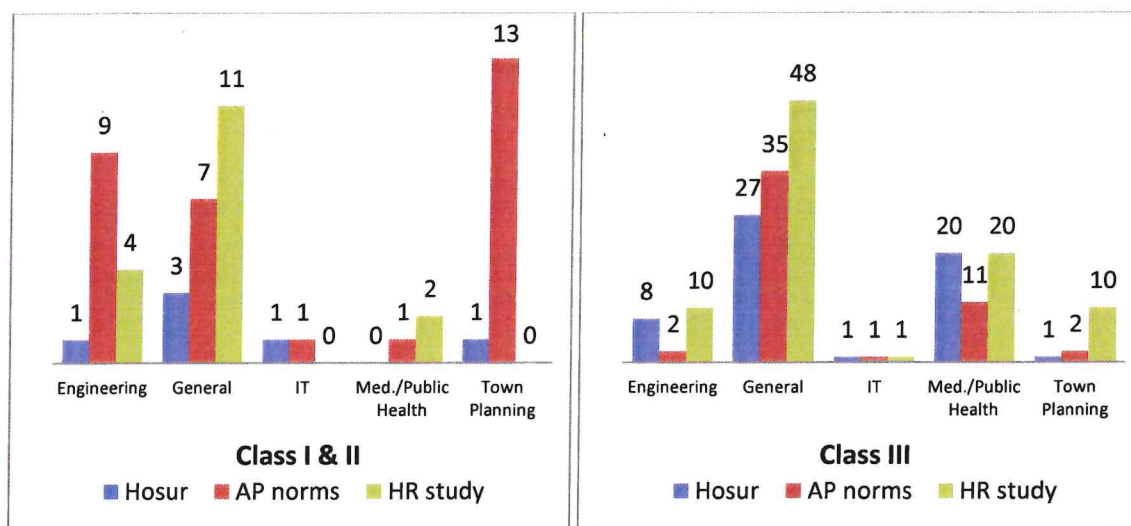
Functions	Hosur	Nagai.	Tiruvallur	Perambalur	AP Norms	HR study
Cattle Pound, prevention of cruelty to animals	N	N	N	N	N	N
Safeguarding interests of weaker sections	N	N	N	N	N	N
Promotion of culture & education	N	N	N	N	N	N
Urban Forestry	N	N	N	N	N	N
Socio-economic development	N	N	N	N	N	Y
Slaughter houses and tanneries	N	N	N	N	N	N
Fire Services	N	N	N	N	Y	Y

Source: 74th CCA. IMaCS analysis.

Accordingly, Sanctioned posts in Hosur, Nagapattinam, Tiruvallur and Perambalur Municipalities were benchmarked against the staffing norms in Andhra Pradesh as well as the norms prescribed by the HR study, as seen in Exhibit 5-16

In order to facilitate an accurate comparison of sanctioned positions in the Municipalities with AP norms, and the positions recommended by the HR cadre study, cadres and grades as per AP norms and HR study were reorganized to fall in line with those present in the Municipalities. The exhibit below shows the sanctioned posts in Municipalities and those recommended by AP norms as well as the HR study across cadres. It is to be noted that the Class IV has been omitted from the graph as the HR study does not provide norms for the same.

Exhibit 5-16 Comparison of Sanctioned posts across Cadres - Hosur



Source: Hosur municipality. IMaCS analysis.

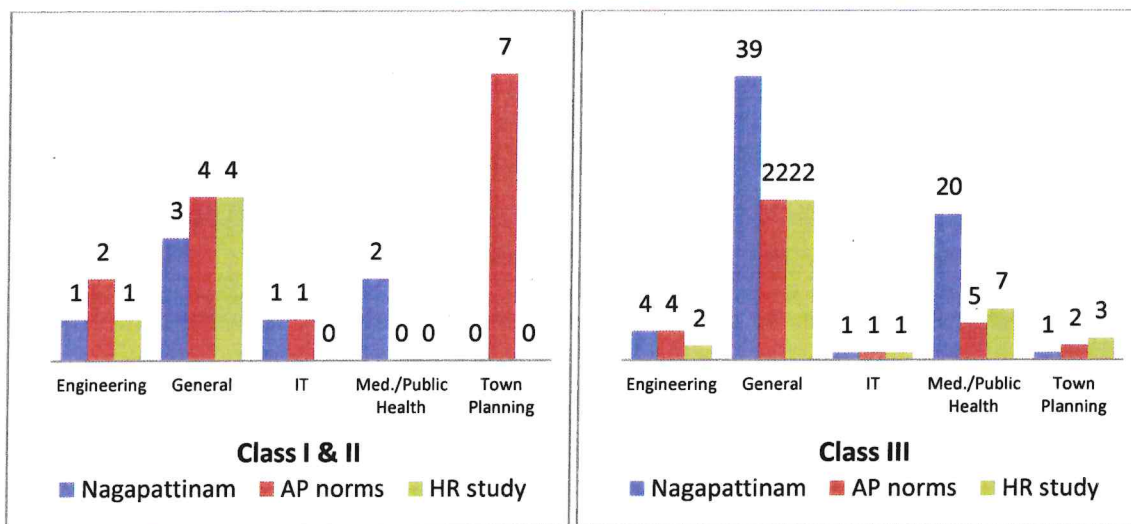
A comparison of sanctioned positions in Hosur reveals the following:

- **Sanctioned posts in Class I& II:** In Hosur Municipality, the sanctioned posts in Class I& II is lower than recommended norms across cadres. The number of sanctioned posts is

particularly low in case of Engineering, General, Town Planning and Public Health Cadres. A municipal Medical Cadre has not been sanctioned in Hosur.

- **Sanctioned posts in Class III:** Number of Sanctioned posts in General and Town Planning Cadre in Class III is lower than recommended norms. Number of sanctioned posts in Class III of Engineering and Public Health Cadre is higher than recommended norms.

Exhibit 5-17 Comparison of Sanctioned posts across cadres - Nagapattinam

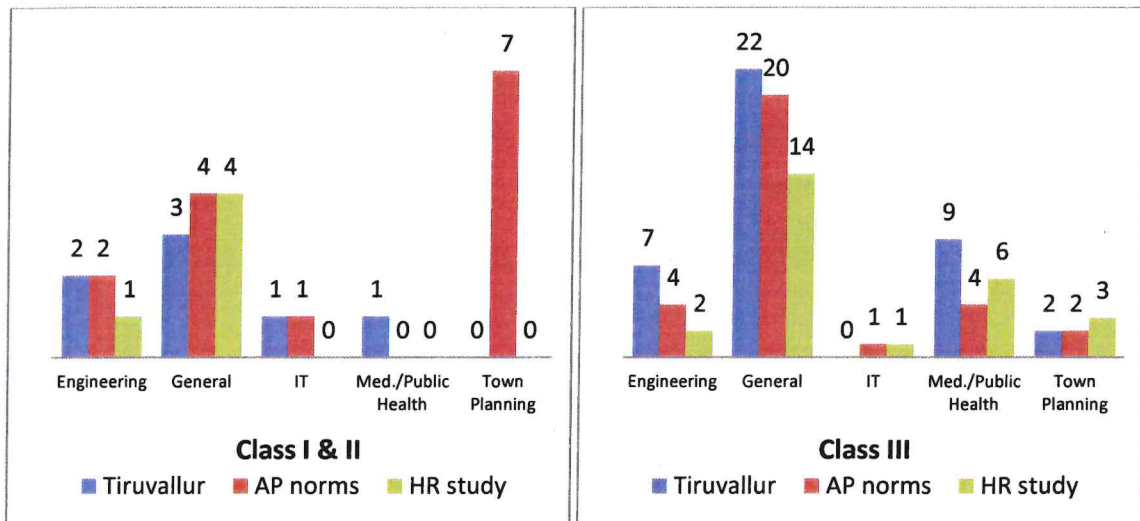


Source: Nagapattinam Municipality. IMaCS analysis.

A comparison of sanctioned posts in Nagapattinam, as seen in Exhibit 5-17, reveals the following:

- **Sanctioned posts in Class I&II:** Sanctioned posts in Class I & II of Engineering, General and Town Planning Cadre are lower than recommended norms. There are no sanctioned posts in Class I and II of Town Planning cadre.
- **Sanctioned posts in Class III:** Sanctioned posts in Class III of General and Medical and Public Health Cadres are higher than recommended norms. However, sanctioned posts in Class III in town planning cadre are lower than recommended norms.

Exhibit 5-18 Comparison of Sanctioned posts across Classes - Tiruvallur



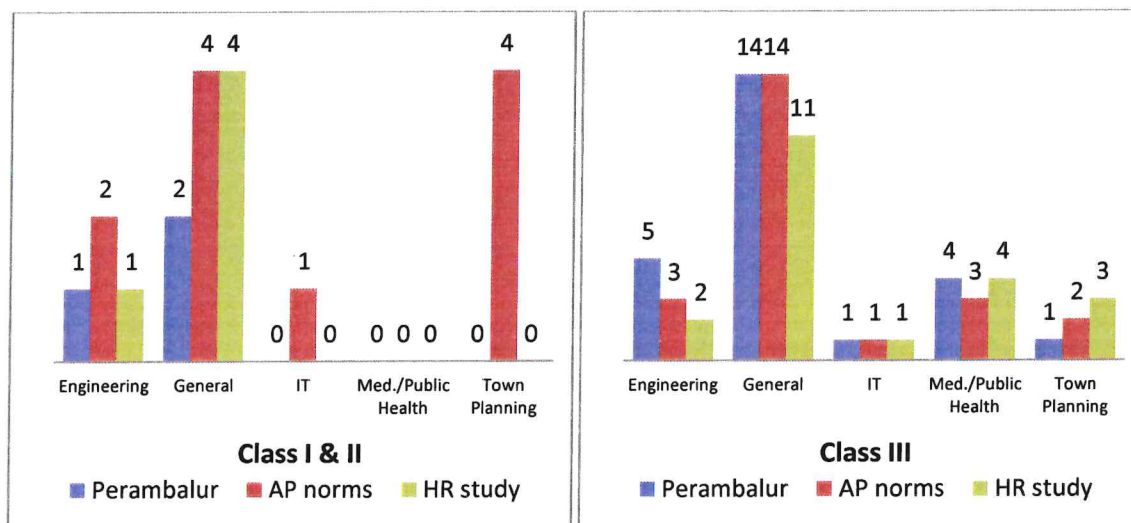
Source: Tiruvallur Municipality. IMaCS analysis.

Comparison of sanctioned posts in Tiruvallur, as seen in

Exhibit 5-18, reveals the following

- **Sanctioned posts in Class I&II:** In Class I&II of the General and Town Planning Cadre, the number of sanctioned posts is lower in comparison to norms.
- **Sanctioned posts in Class II:** In Class III of all cadres except IT, the number of sanctioned posts is higher than recommended norms. There are no class III employees in IT cadre.

Exhibit 5-19 Comparison of Sanctioned posts across Classes - Perambalur



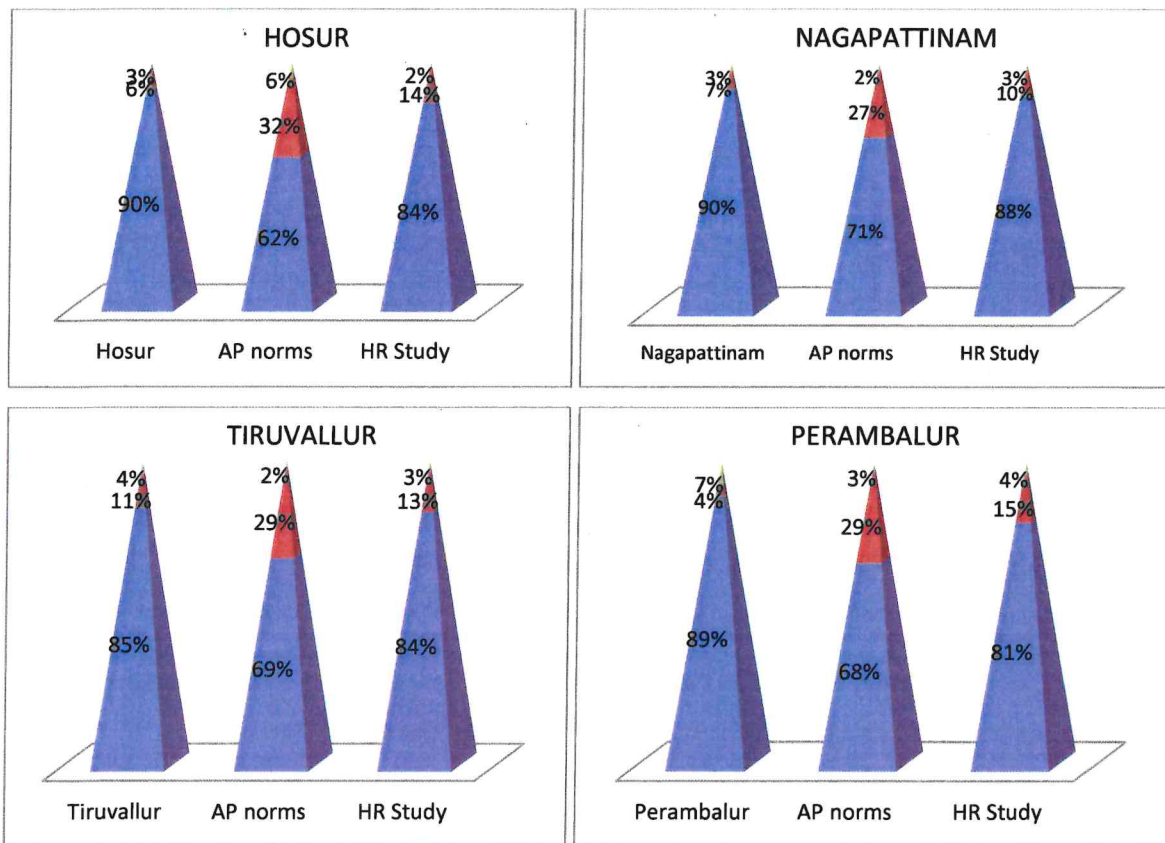
Source: Perambalur Municipality. IMaCS analysis.

A comparison of the sanctioned posts in Perambalur, as seen in Exhibit 5-19, reveals the following:

- **Sanctioned posts in Class I & II:** The number of sanctioned posts across all cadres in class I & II is less than the recommended norms. There are no Class I or II posts sanctioned in the IT and Town Planning cadres. No Medical Cadre is sanctioned in Perambalur Municipality.
- **Sanctioned posts in Class III:** In Engineering, General and Public Health Cadres, the number of sanctioned posts is higher than recommended norms. However, in the town planning cadre, the number of sanctioned posts is less than the recommended norms.

Exhibit 5-20 shows the class-wise comparison of sanctioned posts in the four municipalities.

Exhibit 5-20 Comparison of Sanctioned posts across Classes – Municipalities



Source: Hosur Municipality. Nagapattinam Municipality. Tiruvallur Municipality. Perambalur Municipality. AP Norms. HR Study. IMaCS analysis.

In all municipalities, the proportion of Class III employees is much higher than recommended norms. In case of Hosur and Nagapattinam, 90% of Class I, II and III employees belong to Class III. According to AP norms, around 60%-70% of the total sanctioned posts should belong to Class III.

The proportion of employees in Class I is much lower in Municipalities in comparison to AP norms and the norms proposed by the HR study. According to AP norms, close to 30% of employees should belong to class I and II. The HR study proposed a figure of close to 15% for the same. In reality, the municipalities studied only have around 10% of sanctioned posts in Class I and II (except for Tiruvallur, where a more balanced structure is seen).

5.4. Personnel expenditure trends

Exhibit 5-21 shows the combined personnel expenses borne by the 4 Municipalities over three years. For computation of per capita expenses, population of 2011 has been considered. For computation of per staff expenses, the existing staffing level has been considered.

Exhibit 5-21 Personnel Expenses - Municipalities

Municipalities	2011-12	2012-13	2013-14
Total Personnel Expenses (lakhs)	1972	2129	2438

Per Capita Personnel Expenses (Rs.)	435	469	537
Per staff Personnel Expenses (Rs.)	2.6	2.8	3.3
% of Personnel Expenses to total Expenses	26%	31%	27%

Source: Hosur Municipality. Nagapattinam Municipality. Tiruvallur Municipality. Perambalur Municipality. IMaCS analysis.

- **Increase in total Personnel Expenses:** The total Personnel Expenses of Municipalities has seen a steady increase in the period between 2011 and 2014. The percentage of Personnel Expenses to Total Expenses for the four municipalities rose by 5 percentage points between 2011-12 and 2012-13. However, this figure dropped by 4 percentage points between 2012-13 and 2013-14.
- **Rising trend in Per Capita and Per Staff personnel Expenses:** The Per Capita and Per Staff Personnel expenses for the four municipalities are seen to be increasing between 2011 and 2014.

5.5. Summary

Key findings from the primary analysis of municipalities including sanctioned positions, vacancies, peer comparison and personnel expenses are summarised below:

- **Sanctioned Posts and Vacancies:**
 - Highest number of sanctioned posts belongs to the Public Health cadre in all municipalities. Low staffing is observed in the Town Planning Cadres of Nagapattinam and Perambalur. Tiruvallur has a relatively balanced cadre-wise organisation structure.
 - Absence of Municipal Medical cadre in two out of four municipalities studies (Hosur & Perambalur).
 - Low number of vacancies observed in Class I & II of Municipalities. Most vacancies are in Class III & IV.
 - High Vacancy levels are seen in Engineering and Medical cadres.
- **Comparison with AP norms and HR study norms:**
 - Relatively lower number of sanctioned posts in Class I & II across all cadres in Municipalities. Significantly lower staffing in Engineering, Town Planning and Medical cadres.
 - There appears to be a higher number of sanctioned positions in the lower levels of hierarchy in Municipalities (except in Tiruvallur) vis-à-vis Peer States.
- **Financial impact:**
 - The total Personnel expenses, Per Capita Personnel Expenses and Per Staff Personnel expenses in Municipalities have grown over the last few years.

6. Town panchayats

Staffing in Town Panchayats in Tamil Nadu is regulated by the Town Panchayat Establishment Rules of 1988 and subsequent government orders. As mentioned in the earlier sections of this report, there are no formal cadres defined for Town Panchayats in Tamil Nadu. Town Panchayat service rules have been adopted from the Tamil Nadu Municipal Service Rules, 1970 and vastly differ from the actual staffing patterns observed on ground.

6.1. Organization Structure

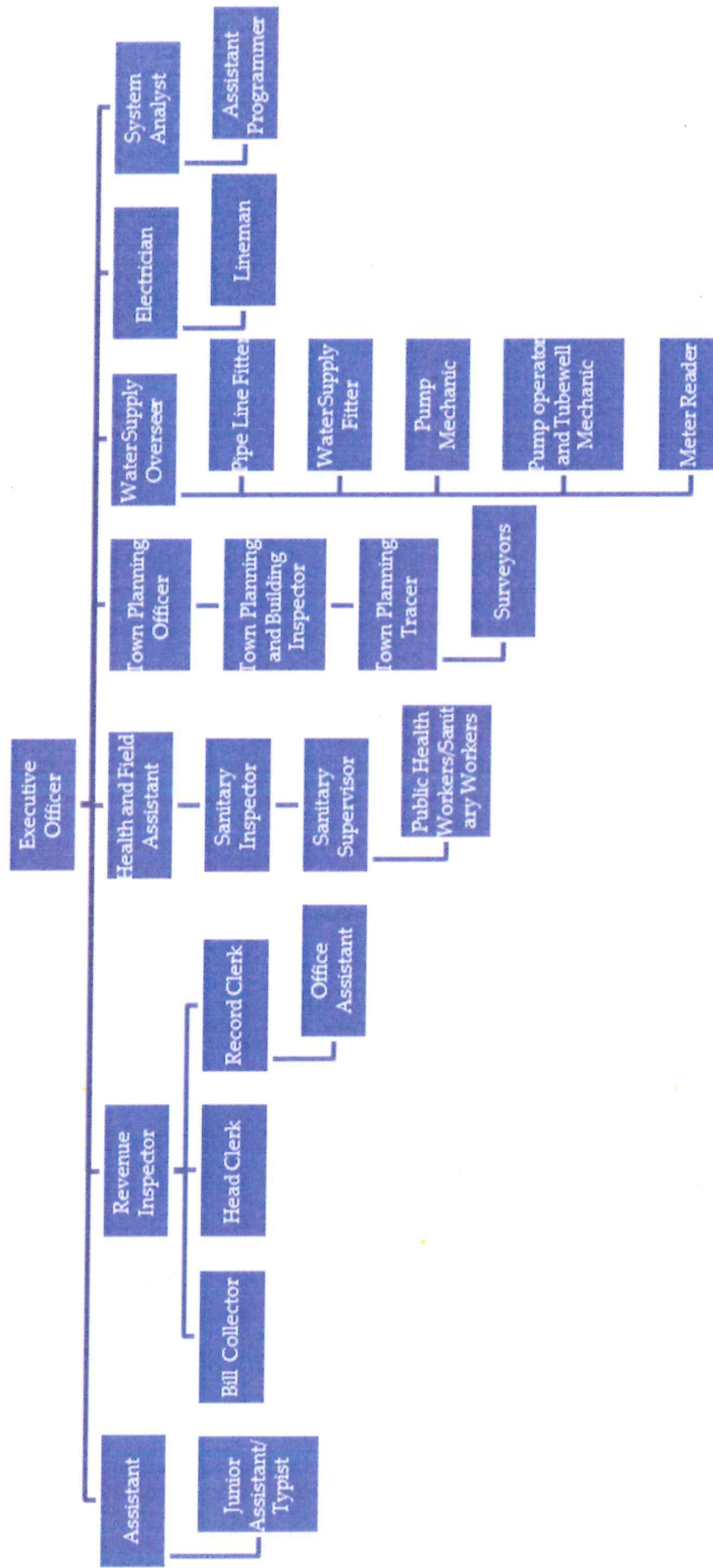
Exhibit 6-1 shows the organizational structure in Town Panchayats, as per the Town Panchayats Establishment Rules of 1988 and subsequent government orders.

The organization structure indicates that services such as Revenue & Accounting, Public Health, IT, Town Planning, Water Supply and Street Lighting are to be provided. Each Town Panchayat is headed by an Executive Officer (EO). The posts of Executive Officer, Junior Assistant and Bill Collector belong to the provincialised category. All other posts fall under the non-provincialised category.

- The Executive Officer is assisted by an Assistant and a Junior Assistant.
- The Revenue & Accounting function is headed by the Revenue Officer. Bill Collectors, Head Clerk and Record Clerks work perform the revenue function and are assisted by an Office Assistant.
- A Health and Field Assistant heads the Public Health Service. Sanitary Inspector and Supervisors report to the Health and field Assistant. Sanitary Workers provide the execute health services on-ground.
- A Town Planning Officer heads the Town Planning function and is assisted by a Town Planning Inspector, Tracers and Surveyors.
- A Water Supply overseer is responsible for providing water supply in Town Panchayats and is assisted by fitters, mechanics and meter readers.
- An electrician is responsible for maintenance of Street Lights and is assisted by Linemen.
- The IT function is provided by a Systems Analyst and an assistant programmer.

Visits to town panchayats and an analysis of their sanctioned positions reveal that several of the above mentioned posts are not sanctioned in reality.

Exhibit 6-1 Organisational Structure - Town Panchayats



Source: Town Panchayats Establishment Rules. iMaCS analysis.

6.1 Staffing and Norms

The Existing scenario of sanctioned posts and the level of vacancies in Town Panchayats are reviewed. The abstract of the analysis is provided in Exhibit 6-2. The highest number of sanctioned positions is in Chengam (51) and the least is in Vilapakkam (7). The number of sanctioned posts per 1000 population ranges from 1.89 (Chengam) to 0.86 (Vilapakkam). The vacancy rate is highest in Vilapakkam (40%) and least in Tiruneermalai (0%).

Exhibit 6-2 Existing Scenario in Town Panchayats

Sl. no	Particulars	Unit	Unit	Unit	Unit
1	ULBs	Tiruneermalai	Chengam	Vilapakkam	Puthukkada
2	Population	30658	26980	8172	9909
3	Sanctioned Posts	29	51	7	13
4	Existing posts	29	48	5	11
5	Vacancy (%)	0%	6%	40%	15%
6	Sanctioned per 1000 population	0.95	1.89	0.86	1.31
7	Existing staff per 1000 population	0.95	1.78	0.61	1.11
8	No. Of Wards	18	18	11	15

Source: Tiruneermalai TP. Chengam TP. Vilapakkam TP. ImaCS analysis.

6.1.1. Sanctioned Posts and Vacancy:

For the purpose of analyzing staffing levels in Town Panchayats, posts have been classified into Class I, II, III and IV, using the same rules used in case of Municipalities. Posts have been divided as per cadres mentioned in the Municipalities service rules. The distribution of sanctioned posts across cadres and classes is seen in Exhibit 6-3, Exhibit 6-4 and Exhibit 6-5.

Exhibit 6-3 Distribution of Sanctioned positions - Town Panchayats

Cadre / Class	Tiruneermalai				Chengam				Vilapakkam				Puthukkada			
	II	III	IV	Total	II	III	IV	Total	II	III	IV	Total	II	III	IV	Total
Engineering						4	7	11			1	1		1	2	3
General	1	3	3	7	1	6	6	13	1			1	1	5		6
Public Health			22	22		3	24	27			5	5			4	4
Total	1	3	25	29	1	13	37	51	1	0	6	7	1	6	6	13

Source: Tiruneermalai TP. Chengam TP. Vilapakkam TP. Puthukkada TP. ImaCS analysis

Exhibit 6-4 Sanctioned posts in Town Panchayats - Cadre-wise

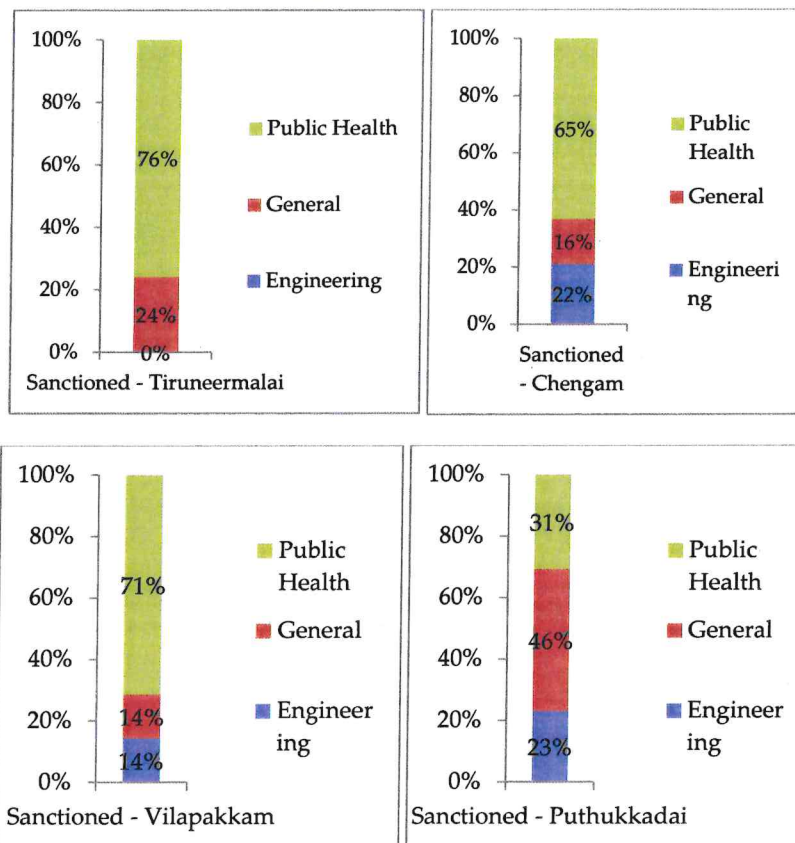
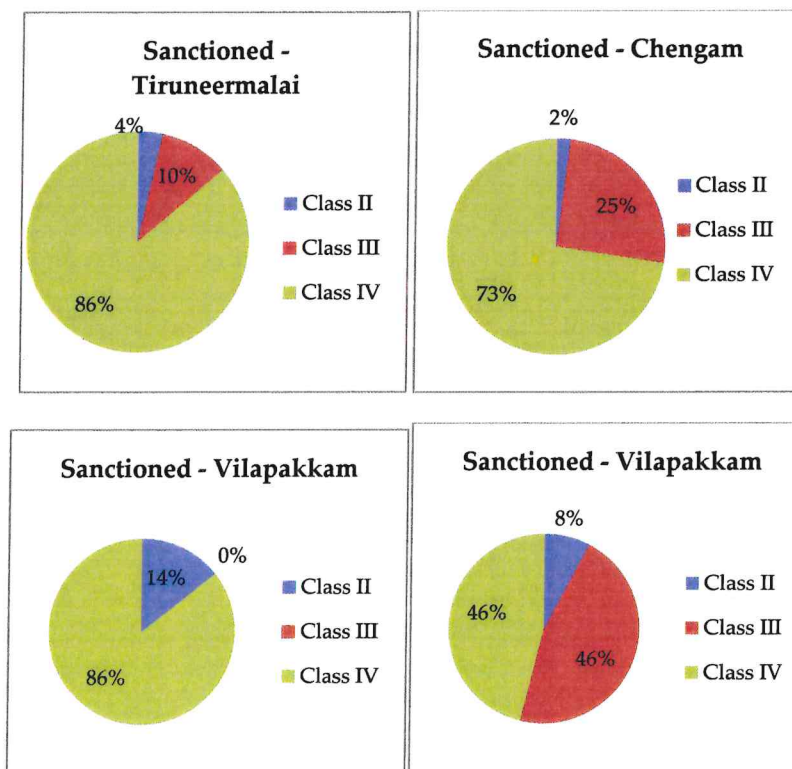


Exhibit 6-5 Sanctioned Posts in Town Panchayats – Class-Wise



Source: Tiruneermalai TP, Chengam TP, Vilapakkam TP, IMaCS analysis

An analysis of sanctioned posts reveals the following:

- **Absence of key cadres and posts in town panchayats:** In Tiruneermalai, no posts have been sanctioned under the Engineering cadre. Several posts that are present in the Town Panchayat Service rules, such as Fitter and Electrician have not been sanctioned in Vilapakkam, Tiruneermalai and Puthukkadai.
- **High number of sanctioned posts in Public health cadre:** Among almost all town panchayats, the highest number of posts has been sanctioned in the Public Health Cadre. Posts in the Public Health cadre make up 76%, 65%, 71% of total sanctioned posts in Tiruneermalai, Chengam and Vilapakkam respectively.
- As in the case of Municipalities and corporations, it is observed that Town Panchayats also have more people in IV. Of the total sanctioned positions, 86%, 73%, 86% and 46% of posts belong to Class IV in Tiruneermalai, Chengam, Vilapakkam and Puthukkadai respectively. In Vilapakkam, 6 out of the 7 sanctioned posts fall under Class IV.

Exhibit 6-6 shows the Vacancy levels across cadres and classes in Town Panchayats.

Exhibit 6-6 Vacancy levels in Town Panchayats

Cadre / Class	Tiruneermalai				Chengam				Vilapakkam				Puthukkadai			
	II	III	IV	Total	II	III	IV	Total	II	III	IV	Total	II	III	IV	Total
Engineering						0	0	0			0	0			1	1
General	0	0	0	0	0	1	1	2	0			0		1		1
Public Health			0	0		1	0	1			2	2				0
Total	0	0	0	0	0	2	1	3	0		2	2	0	1	1	2

Source: Tiruneermalai TP, Chengam TP, Vilapakkam TP, IMaCS analysis

- **No vacancy in Tiruneermalai:** All sanctioned posts in Tiruneermalai have been occupied.
- **High Vacancies in Public Health Cadre:** Vacancies are highest in the Public health Cadre across Town Panchayats. In Chengam, 33% of Class III posts in Public Health are vacant. 40% of the Class IV Posts in Public Health are vacant in Vilapakkam.

6.2. Peer comparison and Analysis

Practices prevalent in peer state and the recommendations proposed by the MoUD study have been compared with the practices in Town Panchayats for benchmarking and to determine the standing of Town Panchayats vis-à-vis good practices.

- The norms proposed by the erstwhile Andhra Pradesh have been chosen as the peer state benchmark to compare staffing levels and practices. Andhra Pradesh norms have been defined at different population levels in Cities and Towns across cadres including Administration, Revenue, Public Health, Engineering and Town Planning.
- The Ministry of Urban Development and the World Bank conducted a study on establishing Human resources cadres in India in 2014. The study recommended a

uniform cadre across ULBs and provides norms to determine sanctioned positions in Class I, II and III across each cadre. No norms have been provided to determine the ideal number of sanctioned posts for Class IV.

It is important to factor the extent of devolution of functions while reviewing staffing norms. Town Panchayats and AP norms have a largely similar functional devolution(except Fire and Roads&Bridges). The extent of devolution of functions in the three Town Panchayats and the recommended functions according to the AP norms and the MoUD study is seen in Exhibit 6-7.

Exhibit 6-7 Devolution of Functions in Town Panchayats

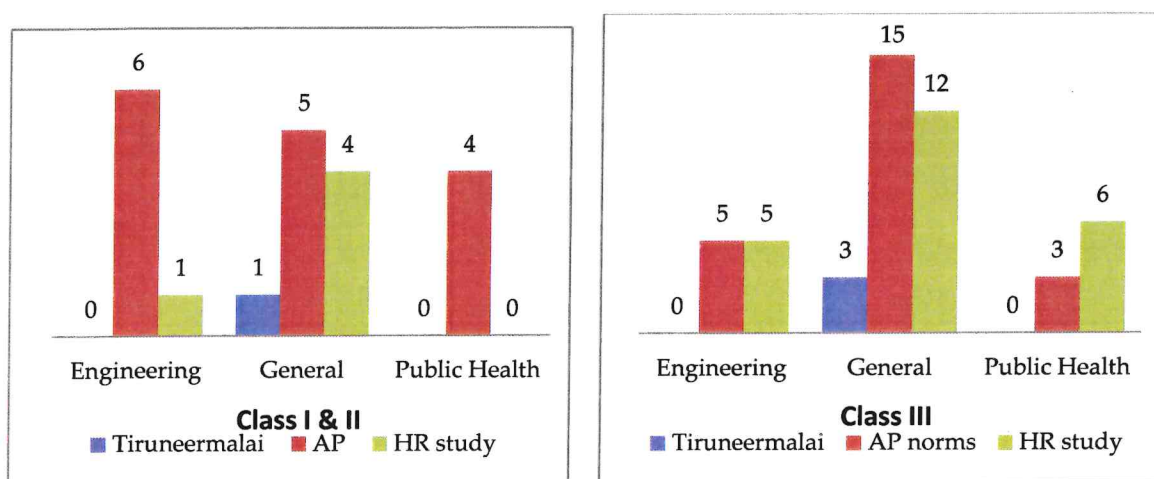
Functions	Tiruneermalai	Chengam	Vilapakkam	Puthukkadai	AP norms	HR study
General Administration	Y	Y	Y	Y	Y	Y
Accounting	Y	Y	Y	Y	Y	Y
Revenue	Y	Y	Y	Y	Y	Y
Roads & Bridges	N	N	N	N	Y	Y
Water Supply	Y	Y	Y	Y	Y	Y
Parks, Gardens & Playgrounds	N	N	N	N	Y	Y
Burial & Cremation Grounds	N	N	N	N	Y	Y
Street Lighting, Parking, Bus stops, Public conveniences	Y	Y	Y	Y	Y	Y
Slum Improvement & Up-gradation	N	N	N	N	N	N
Public Health & Conservancy	Y	Y	Y	Y	Y	Y
Town Planning	Y	Y	Y	Y	Y	Y
Land use regulation & Construction of buildings	Y	Y	Y	Y	Y	Y
Poverty Alleviation	N	N	N	N	N	N
Municipal Hospitals and birth/death registry	Y	Y	Y	Y	Y	N
Cattle Pound, prevention of cruelty to animals	N	N	N	N	N	N
Safeguarding interests of weaker sections	N	N	N	N	N	N
Promotion of culture & education	N	N	N	N	N	N
Urban Forestry	N	N	N	N	N	N
Socio-economic development	N	N	N	N	N	Y
Slaughter houses and tanneries	N	N	N	N	N	N
Fire Services	N	N	N	N	Y	Y

Source: 74th CCA. iMaCS analysis.

Accordingly, Sanctioned posts in Tiruneermalai, Chengam, Vilapakkam and Puthukkadai Town panchayats were benchmarked against the staffing norms in Andhra Pradesh as well as the norms prescribed by the HR study, as seen in Exhibit 6-8

In order to facilitate an accurate comparison of sanctioned positions in the Town Panchayats with AP norms, and the positions recommended by the HR cadre study, cadres and grades as per AP norms and HR study were reorganized to fall in line with those present in the Town Panchayats. The exhibit below shows the sanctioned posts in Town Panchayats and those recommended by AP norms as well as the HR study across cadres. It is to be noted that the Class IV has been omitted from the graph as the HR study does not provide norms for the same.

Exhibit 6-8 Comparison of Sanctioned Posts - Tiruneermalai

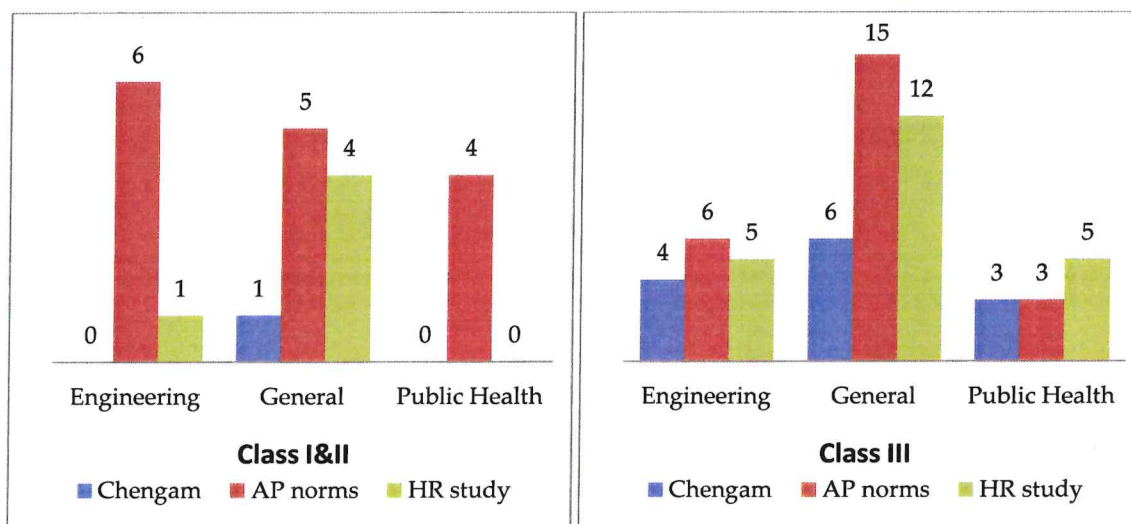


Source: Tiruneermalai TP. IMaCS analysis.

- **Sanctioned posts in Class I&II:** The number of sanctioned posts in Tiruneermalai in comparison is alarmingly low across cadres. There are no posts sanctioned in Class I&II of Engineering and Public health cadres. In General Cadre, the number of sanctioned post is significantly lower than recommended norms.
- **Sanctioned posts in Class III:** No posts have been sanctioned in Class III of Engineering and Public Health cadre. The number of sanctioned posts in Class III of general cadre is lower than recommended norms.

Exhibit 6-9 shows the comparison of sanctioned posts in Chengam.

Exhibit 6-9 Comparison of Sanctioned posts - Chengam

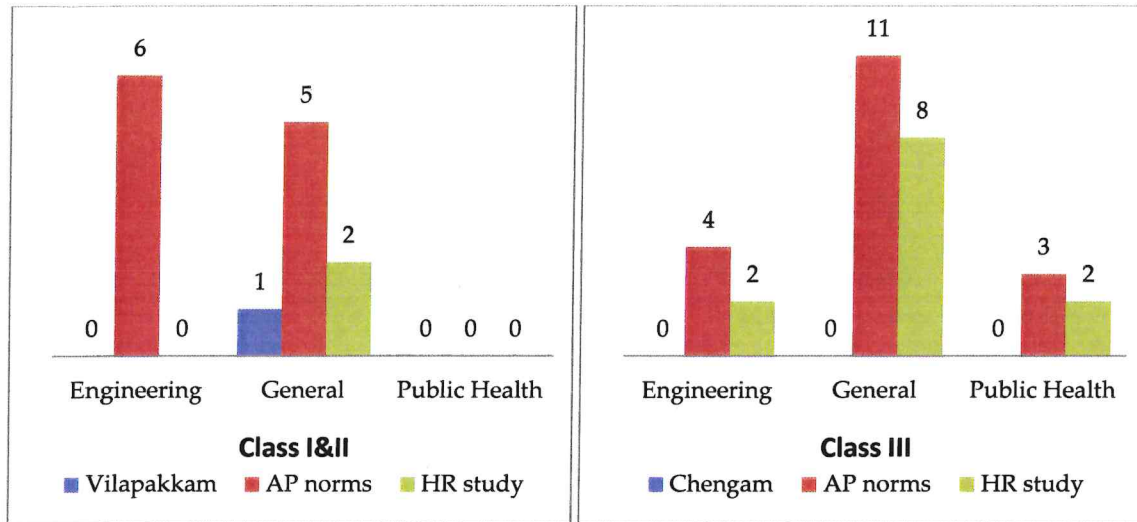


Source: Chengam TP. IMaCS analysis.

- **Sanctioned posts in Class I & II:** In Chengam, no posts have been sanctioned in Class I&II in Engineering and Public Health Cadres. The number of posts Sanctioned in engineering is lower than the recommended norms.
- **Sanctioned posts in Class III:** In Chengam, the number of posts sanctioned in Class III of engineering and general cadre is lesser than recommended norms.

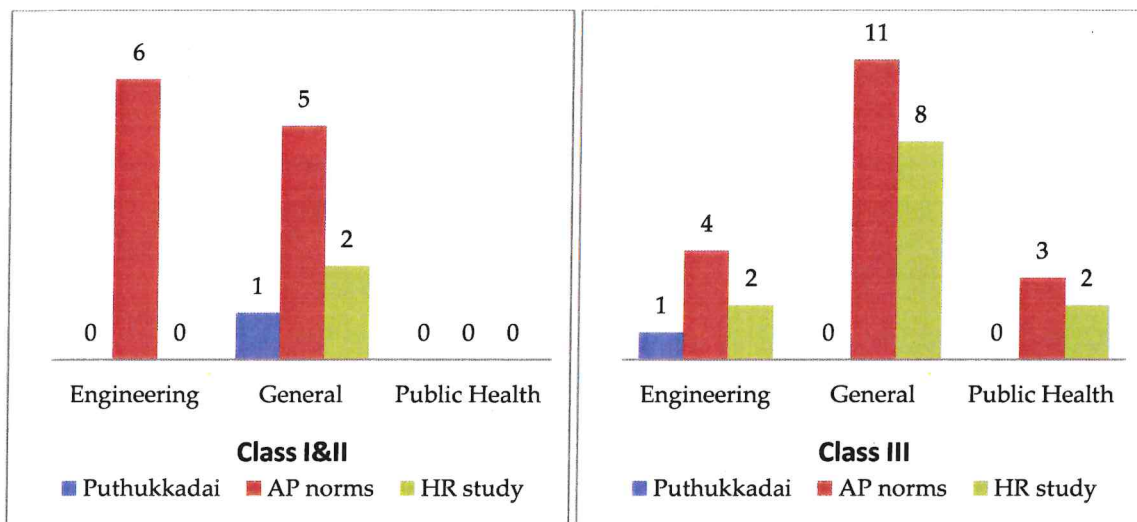
Exhibit 6-10 show the comparison of sanctioned posts in Vilapakkam.

Exhibit 6-10 Comparison of Sanctioned Posts - Vilapakkam



- **Sanctioned posts in Class I&II:** In Vilapakkam, no posts have been sanctioned in Class I&II of the Engineering and Public Health Cadres. The number of posts sanctioned in Class I & II of the general cadre is lower than recommended norms.
- **Sanctioned posts in Class III:** In Vilapaakkm, no posts have been sanctioned in Class III across all cadres.

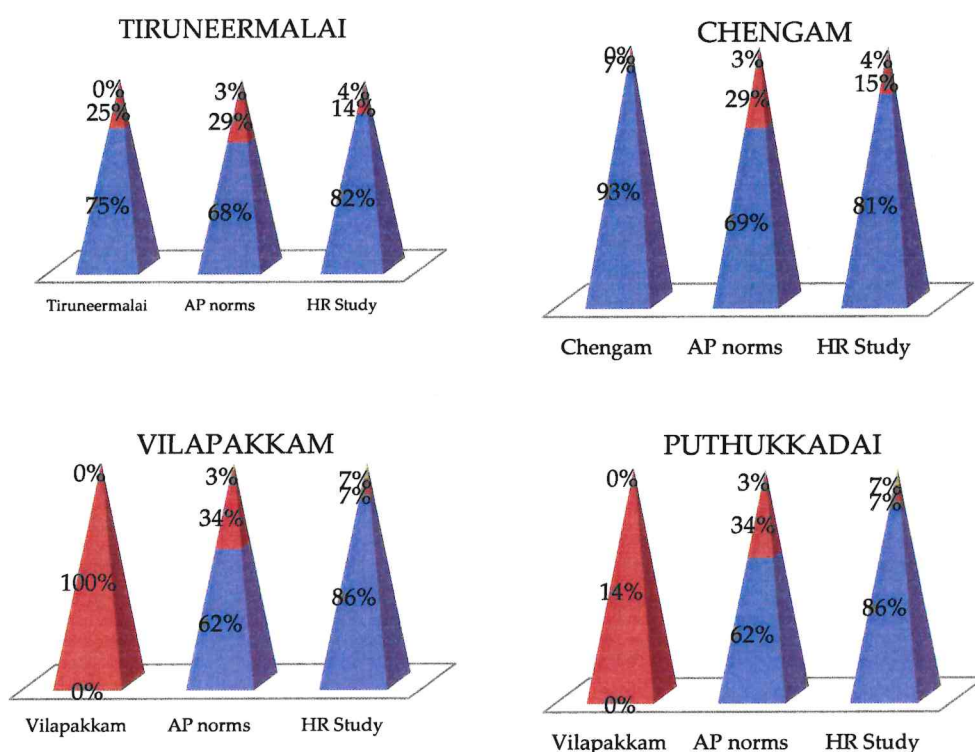
Exhibit 6-11 Comparison of Sanctioned posts - Puthukkadai



- **Sanctioned posts in Class I&II:** In Puthukkadai, no posts have been sanctioned in Class I&II of the Engineering and Public Health Cadres. The number of posts sanctioned in Class I & II of the general cadre is lower than recommended norms.
- **Sanctioned posts in Class III:** In Puthikkadai, 1 post in engineering has been sanctioned in Class III.

Exhibit 6-12 shows the class-wise comparison of sanctioned posts across Town Panchayats.

Exhibit 6-12 Comparison of Sanctioned posts in Town Panchayats



Source: Tiruneermalai TP. Chengam TP. Vilapakkam TP. AP norms. HR study Norms. IMaCS analysis.

- In Tiruneermalai, the proportion of Class II & III posts is in line with the norms.
- In Chengam, Class III employees constitute 93% of the total sanctioned posts, which is higher than AP norms (69%) and HR study (81%)
- Out of the seven posts sanctioned, one belongs to class II and six belong to class IV. There are no Class I or Class III posts sanctioned in Vilapakkam.

6.3. Personnel Expenditure trends

Exhibit 6-13 shows the combined personnel expenses borne by the 3 Town Panchayats (except puthukkadai) over three years. For computation of per capita expenses, population of 2011 has been considered. For computation of per staff expenses, the existing staffing level has been considered.

Exhibit 6-13 Personnel Expenses - Town Panchayats

Town Panchayats	2011-12	2012-13	2013-14
Total Personnel Expenses (lakhs)	158	164	216
Per Capita Personnel Expenses (Rs.)	239	249	328
Per staff Personnel Expenses (Rs.)	1.9	2	2.6
% of Personnel Expenses to total Expenses	17%	15%	20%

Source: Tiruneermalai TP. Chengam TP. Vilapakkam TP. IMaCS analysis.

- **Increase in total Personnel Expenses:** The total Personnel Expenses of Town Panchayats has seen a steady increase in the period between 2011 and 2014.

However, the percentage of Personnel Expenses to Total Expenses for the three Town Panchayats dropped by 2 percentage points between 2011-12 and 2012-13. This figure rose by 5 percentage points between 2012-13 and 2013-14.

- **Rising trend in Per Capita and Per Staff personnel Expenses:** The Per Capita and Per Staff Personnel expenses for the three Town Panchayats are seen to be increasing between 2011 and 2014. The rate of increase is higher between 2012-13 and 2013-14 in comparison to the previous year.

6.4. Summary

The key findings of the primary analysis of Town Panchayats including sanctioned posts, vacancies, peer comparison, personnel expenses and pension and retirement are summarized below.

- Sanctioned Posts and Vacancies
 - Highest number of sanctioned posts belongs to the Public Health cadre in all Town Panchayats. Important posts in key cadres such as Engineering are missing in Town Panchayats
 - Actual staffing in Town Panchayats differ significantly from service rules, key posts missing
 - Zero Vacancy seen in Tiruneermalai Town Panchayat
- Comparison with AP norms and HR study norms
 - Very low sanctioned positions across classes and cadres in all Town Panchayats in comparison to norms. Several cadres in Class I & II have no posts sanctioned.
- Financial impact
 - Increasing trend observed in Total Personnel expenses, Per Capita Personnel Expenses and Per Staff Personnel expenses in Municipalities. The rate of increase is higher between 2012-13 and 2013-14 in comparison to the previous years.

7. Analysis of Pension Data

7.1. Overview of Pension Schemes

7.1.1. GPF and CPS

At present, employees of local bodies in Tamil Nadu are paid retirement benefits under two schemes. These are the General Provident Fund (GPF) and the Contributory Pension Scheme (CPS). The Contributory Pension Scheme of the Government of Tamil Nadu came into effect on 6th August 2004. It is applicable to all employees who have joined government service on or before 1st April, 2003.

While the GPF and CPS are retirement schemes, there are significant differences between the two. Firstly, the CPS is applicable to employees who have joined after 1st April. Such employees will not be covered under the GPF scheme.

An employee covered under the GPF receives regular (monthly) pension post retirement. However, an employee under the CPS does not receive a periodic pension. He or she simply receives a lump sum amount as retirement benefits at the time of retirement.

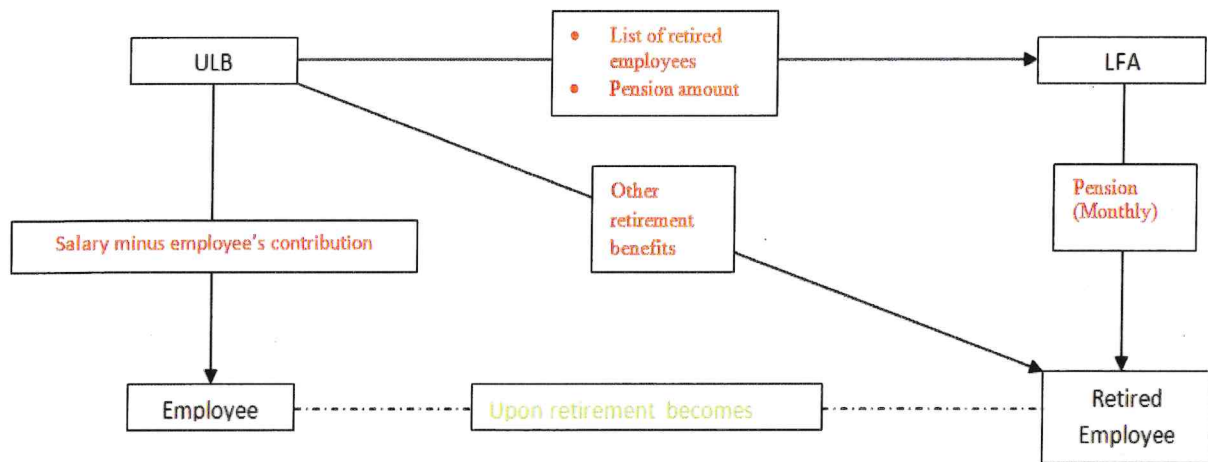
Further, there is no employer's (ULB's) contribution under the GPF scheme. In other words, ULBs do not have to make a periodic matching contribution towards an employee's retirement benefits. Under the CPS, ULBs make an equal (or matching) periodic contribution towards an employee's retirement benefits. The employee and employer each make a contribution amounting to 10% of the Basic Pay, Grade Pay and Dearness Allowance.

At the time of retirement, an employee under the GPF scheme receives other benefits such as gratuity, provident fund, leave encashment and other one-time benefits in addition to a monthly pension. However, under the CPS, an employee simply receives his and the ULBs contribution along with accrued interest as a one-time receipt.

7.1.2. Process of payment

As explained earlier, there are significant differences in the modus operandi of the two retirement schemes. The process of accrual and payment of retirement benefits under the two schemes are explained in Exhibit 7-1 and Exhibit 7-2.

Exhibit 7-1 GPF

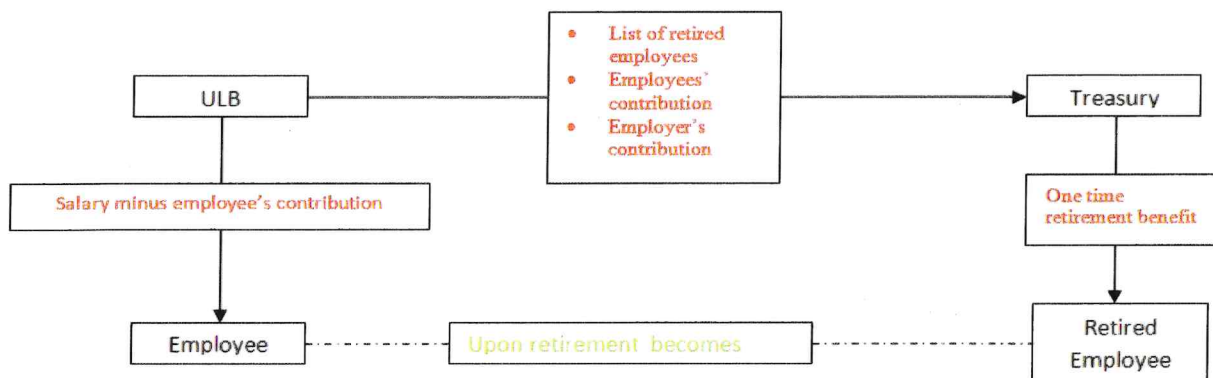


Source: IMaCS analysis.

An employee under the GPF scheme is paid a monthly salary after deducting his or her retirement contribution amounting to 10 % of Basic Pay, Grade Pay and Dearness allowance. The ULB does not make a matching contribution.

Retirement benefits are paid only when an employee retires. In other words, the ULB has a cash outflow only when an employee retires and not during the tenure of his service. Retirement benefits are of two kinds – a periodic (monthly) payment in the form of a pension and one-time payments of benefits such as gratuity. One-time payments are made directly by the ULB to retiring employees. Monthly payments are done by the Local Fund Audit (LFA). Every year, the LFA receives a list of retired employees and the amount to be paid to them from ULBs. Often, this amount is deducted from the SFC devolution amount that a ULB is supposed to receive and is deposited with the LFA. Thus, a retired employee under the GPF will receive one-time benefits from the ULB and monthly pensions from the LFA.

Exhibit 7-2 CPS



Source: IMaCS analysis

Under the CPS, an employee of a ULB is paid a salary after deducting his or her retirement contribution. An equal contribution is made by the ULB periodically. Both the employee and the ULB each make a contribution amounting to 10% of Basic Pay, Grade pay and Dearness Allowance. This amount is then deposited with the Treasury. It is to be noted that the ULBs experience a periodic cash outflow in the form of retirement benefits, even when the employee is still in service.

At the time of retirement, the employee receives a one-time retirement benefit from the treasury. The amount comprises of his or her contribution, the ULB's contribution and the interest accrued. No other retirement benefits (such as gratuity) are paid. The employee does not receive a periodic payment in the form of a pension.

7.1.3. Trends in terminal benefits

Exhibit 7-3 shows the expenses incurred by the 10 ULBs in the form of terminal benefits over three years. It can be inferred that for most ULBs, there has been an increase in Terminal benefits between 2011-12 and 2013-14. However, this is not the case for all ULBs.

Exhibit 7-3 Terminal Benefits

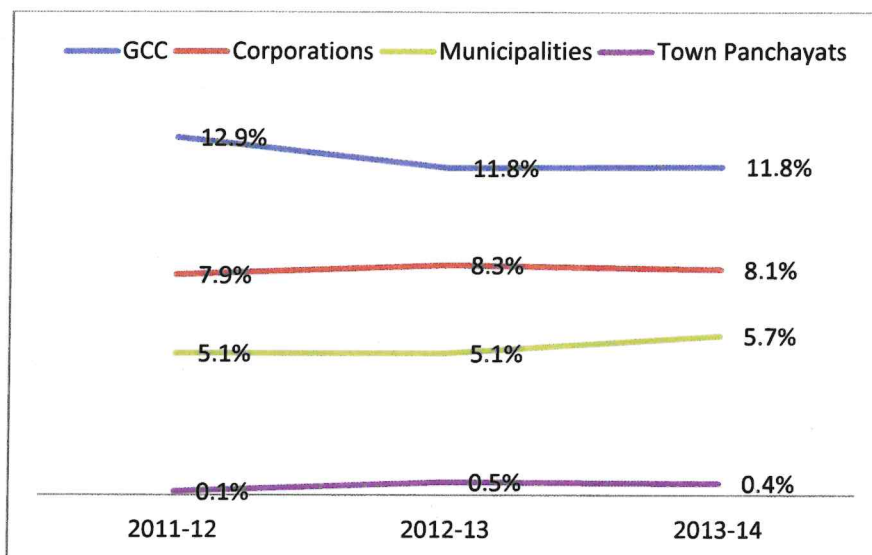
ULB	Terminal Benefits		
	2011-12	2012-13	2013-14
GCC	17,706.77	19,487.96	20,763.62
Coimbatore	2,601.36	2,494.73	3,109.68
Vellore	224.04	770.96	827.21
Hosur	2.37	56.92	130.38
Nagapattinam	189.77	179.76	260.60
Tiruvallur	113.71	108.08	112.37
Perambalur	16.11	17.63	16.96
Tiruneermalai	0	4.53	3.54
Chengam	1.03	1.03	1.09
Vilapakkam	0	0	0
Puthukkadai	--	--	2.2

Source: Selected ULBs. IMaCS analysis.

Exhibit 7-4 shows the terminal benefits of each category of ULB as a percentage of incomes earned. In GCC, the percentage of terminal benefits to total income fell by 1 percentage point (from 12.9 to 11.8) between 2011-12 and 2012-13. This has remained constant between 2012-13 and 2013-14.

In case of Corporations and Town Panchayats, Terminal benefits as a percentage of income fell between 2011-12 and 2012-13 but increased between 2012-13 and 2013-14. However, in case of Municipalities, the said percentage remained constant between 2011-12 and 2012-13 and saw an increase between 2012-13 and 2013-14.

Exhibit 7-4 Terminal Benefits as a percentage of Income



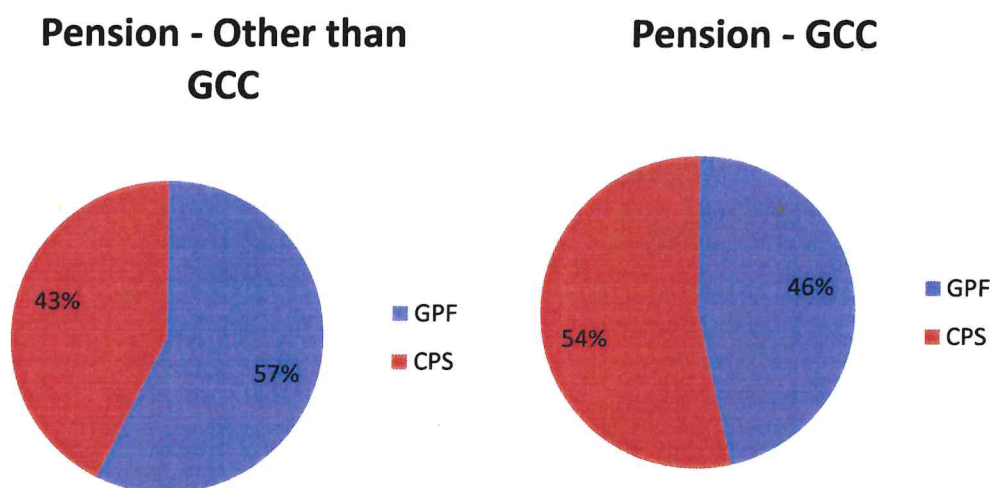
Source: Selected ULBs. IMaCS analysis.

7.2. Employees under GPF and CPS

7.2.1. Overall distribution of employees

Exhibit 7-5 shows the number of employees under the CPS and GPF schemes in the selected ULBs. Out of the 11 ULBs chosen for the study, data has been received from 7 ULBs (GCC, 2 Municipalities and 4 Town Panchayats)

Exhibit 7-5 Split between GPF and CPS

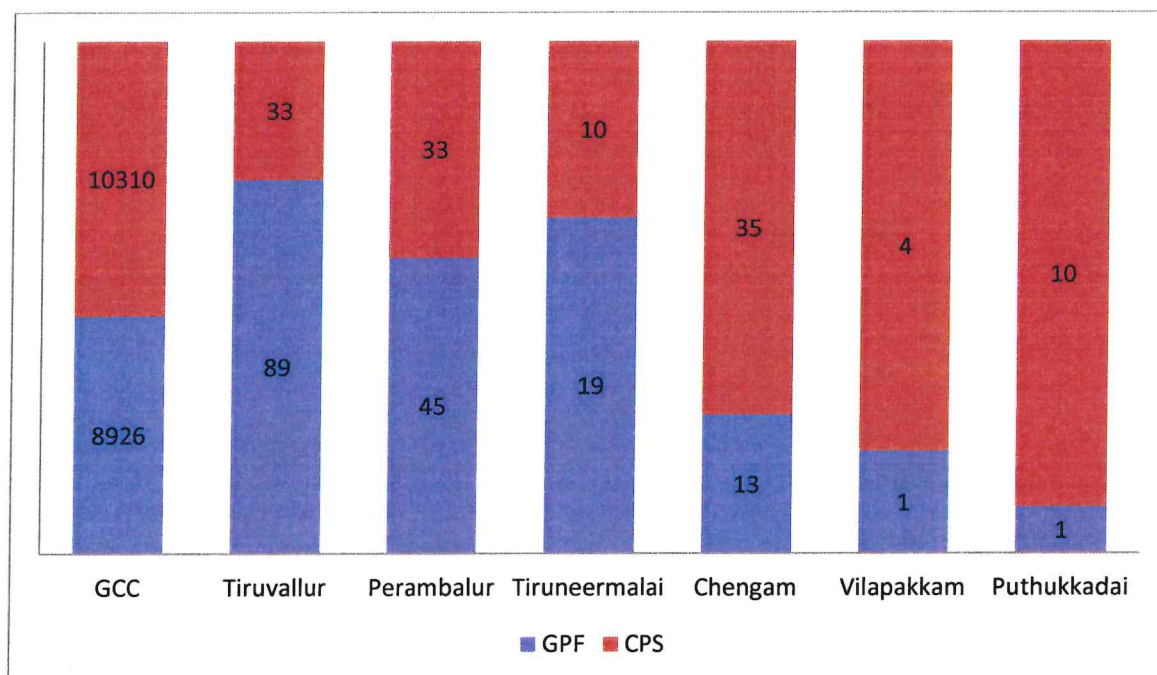


Source: Selected ULBs. IMaCS analysis

Out of a total of 293 employees in ULBs other than GCC, 168 (57%) belong to the GPF scheme while 125 (43%) employees fall under CPS. In GCC, 54% of employees fall under

CPS and 46% are part of the GPF. Exhibit 7-6 shows the split between GPF and CPS in individual ULBs.

Exhibit 7-6 GPF and CPS - ULBs



Source: Selected ULBs. IMaCS analysis.

In Municipalities, the number of GPF employees is more than the number of CPS employees. However, the trend is reversed in Town Panchayats, particularly the smaller ones. For example, in Vilapakkam and Puthukkadai, only one employee falls under the GPF scheme. In GCC, the number of CPS employees is higher than GPF employees.

7.2.2. Age Profile of employees

Exhibit 7-7 Age Profile of Employees

ULB	55+ yrs	50-55 yrs	less than 50 yrs
GCC	2299	4358	12579
Tiruvallur	13	27	82
Perambalur	4	17	57
Tiruneermalai	3	9	17
Chengam	2	13	59
Vilapakkam	0	1	4
Puthukkadai	1	1	9

Source: Selected ULBs. IMaCS analysis.

Exhibit 7-7 the age profiles of employees in the selected ULBs. It is observed that the larger ULBs (municipalities) have a large proportion of employees in the near-retirement age group (55+). In case of Town panchayats, a smaller proportion of employees are aged above 50 years.

7.3. Retirement

Exhibit 7-8 Retirement under each scheme

ULB	ULB Type	GPF				CPF			
		Current Employees		Retirement		Current Employees		Retirement	
		No. Of Employees	% of Total	Next 5 years	Next 10 years	No. Of Employees	% of Total	Next 5 years	Next 10 years
GCC	Corp	8926*	46%	2084	5276	10310	54%	215	1381
Tiruneermalai	TP	19	66%	3	8	10	34%	0	4
Chengam	TP	13	27%	2	8	35	73%	0	7
Vilapakkam	TP	1	20%	0	0	4	80%	0	1
Puthukkadai	TP	1	9%	0	0	10	91%	1	2
Tiruvallur	Mpty	89	73%	15	36	33	27%	3	8
Perambalur	Mpty	45	58%	7	23	33	42%	0	3

*Although the actual posts in GCC is higher, data on pension was received only for 19236 employees.

Source: Selected ULBs. iMaCS analysis.

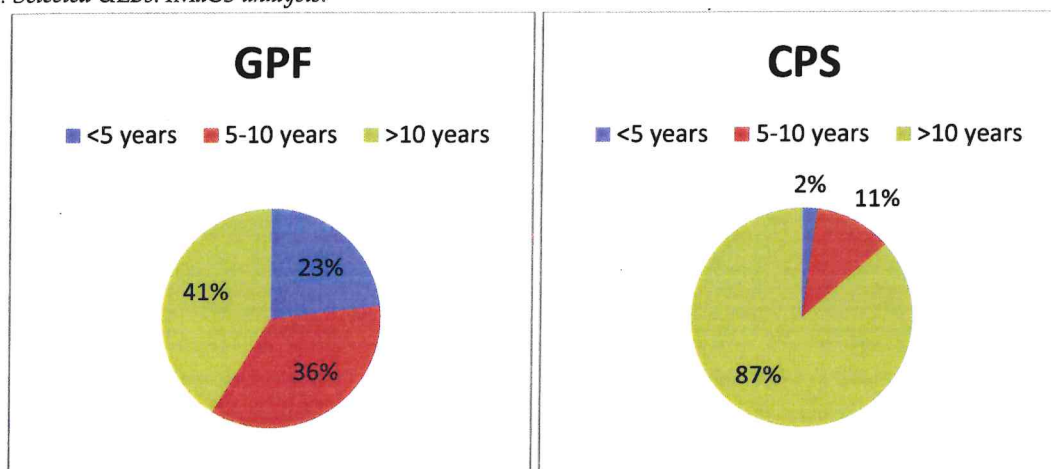


Exhibit 7-8 shows the number of GPF and CPS employees retiring in the next 5 and the next 10 years.

In the next 5 years, 23% of the GPF employees are due to retire while only 2% of the CPS employees are due to retire. In the next 10 years, 59% of GPF employees and 13% of CPS employees will retire.

7.4. Summary of observations

Based on the above analysis, the following observations may be made:

- There are significant differences between the CPS and GPF schemes, resulting in varying financial implications to the ULBs.
- The proportion of employees under the GPF scheme is much larger for larger ULBs (exception being GCC) such as municipalities. In case of Town Panchayats, most employees fall under the CPS. This may be explained by the fact the municipalities forming part of the study have been established much before the Town Panchayats and

hence have a larger proportion of employees who have joined before CPS was brought into force.

- A significant proportion of GPS employees (59%) will retire in the next 10 years, indicating a large financial outflow for the government. However, most employees (89%) under the CPS scheme will not retire in the next 10 years.
- No significant differences in retirement patterns across ULBs. However, a larger sample size may be needed to extrapolate findings to all ULBs.

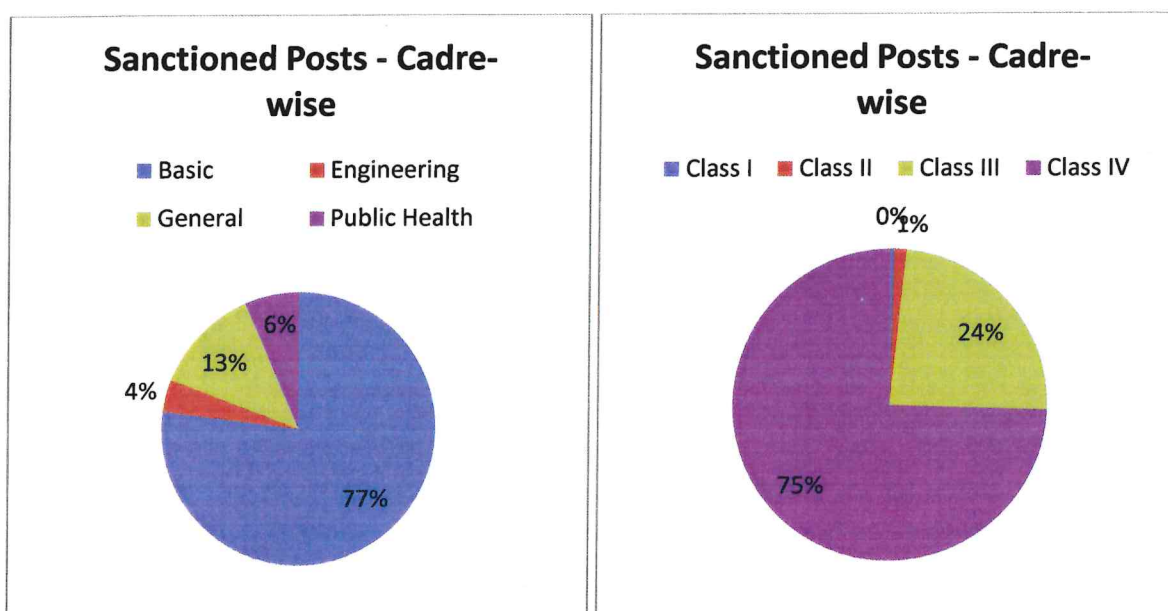
8. Consolidated Staffing position

This section discusses the overall staffing position and Vacancy levels across all ULBs in Tamil Nadu.

8.1. Corporations

There are 11 Municipal Corporations in Tamil Nadu, excluding the Greater Chennai Corporation. These include Madurai, Coimbatore, Tiruchirapalli, Tirunelveli, Salem, Tiruppur, Erode, Vellore, Thoothukudi, Thanjavur, and Dindigul. The overall cadre-wise and class-wise sanctioned posts are seen in Exhibit 8-1.

Exhibit 8-1 Sanctioned posts in Corporations - Overall



Cadre-wise		Class-wise	
Cadre	Sanctioned	Class	Sanctioned
Basic	16731	Class I	82
Engineering	826	Class II	285
General	2747	Class III	5365
Public Health	1405	Class IV	16731

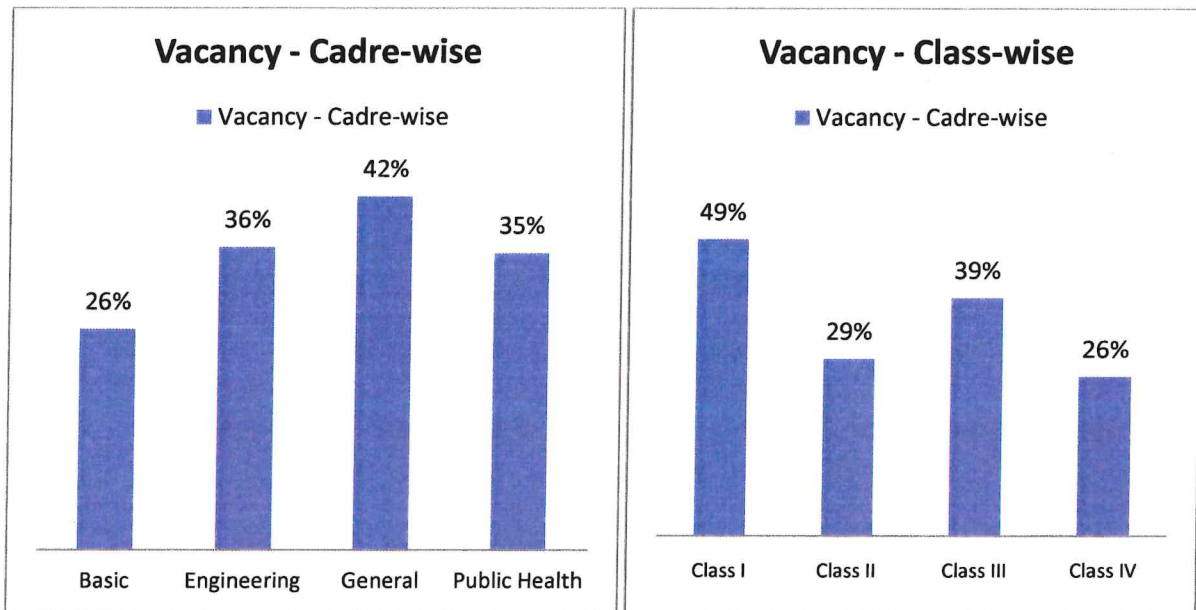
Source: CMA. iMaCS analysis.

The following observations may be made:

- The largest cadre in terms of employee strength is Basic services, with 77% of employees working there.
- Engineering cadre has the least number of employees (4% of total employees)
- 75% of sanctioned posts belong to Class IV. Less than 1% of posts fall under Class I. Class I and Class II put together form less than 2% of the posts.

Exhibit 8-2 shows the Vacancy levels across classes and cadres in corporations.

Exhibit 8-2 Vacancy levels in Corporations - Overall



Cadre-wise		Class-wise	
Cadre	Vacancy	Class	Vacancy
Basic	4383	Class I	40
Engineering	297	Class II	83
General	1152	Class III	2101
Public Health	495	Class IV	4383

Source: CMA. IMaCS analysis.

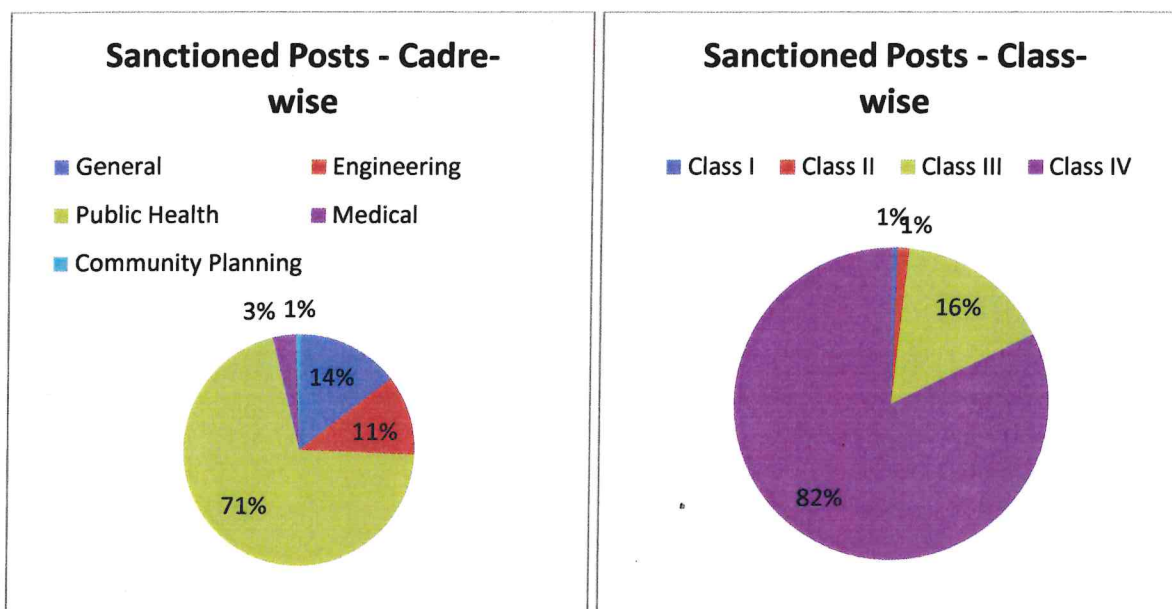
The following observations may be made:

- The overall vacancy rate for all corporations is 29%.
- The highest vacancy rate among cadres is in General service; where close to 42% of sanctioned posts are vacant. In Class I, close to 50% of the sanctioned posts are vacant. This is the highest among classes.
- The least vacancy rate among cadres is observed in the Basic services cadre. Among classes, Class IV has the lowest vacancy rate.

8.2. Municipalities

There are 123 Municipalities in Tamil Nadu. They are classified into four grades including Special Grade, Selection Grade, Grade I and Grade II. Exhibit 8-3 shows the number of sanctioned posts across cadres and classes.

Exhibit 8-3 Sanctioned posts in Municipalities - Overall



Cadres	Sanctioned	Class	Sanctioned
General (incl. IT)	3954	Class I	132
Engineering (incl. Town Planning)	3070	Class II	329
Public Health	19318	Class III	4340
Medical	877	Class IV	22407
Community Organizer	171		

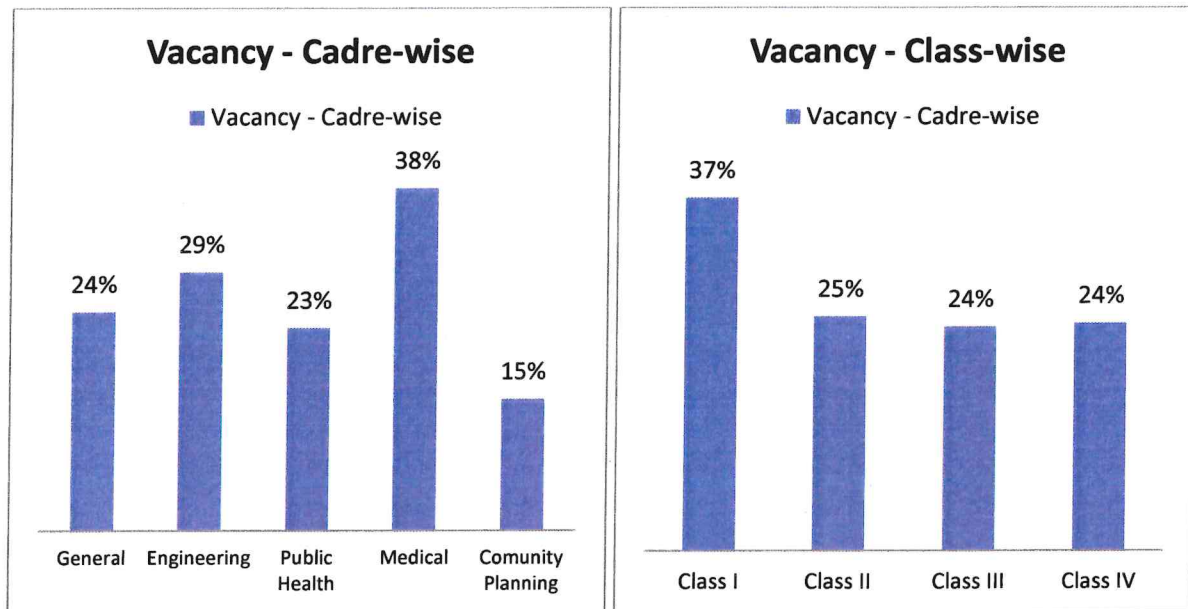
Source: CMA. IMaCS analysis.

The following observations may be made:

- Among cadres, Public health service had the highest number of sanctioned posts (71%). The community planning cadre has the least number of sanctioned posts (1%) followed by Medical (3%).
- Among classes, Class IV posts constitute 82% of the total sanctioned posts. Class I and II have the least number of sanctioned posts (1% each).

Exhibit 8-4 shows the Vacancy levels across classes and cadres in Municipalities.

Exhibit 8-4 Vacancy levels in Municipalities - Overall



Cadres	Vacancy	Class	Vacancy
General (incl. IT)	962	Class I	49
Engineering (incl. Town Planning)	883	Class II	81
Public Health	4352	Class III	1022
Medical	334	Class IV	5363
Community Organizer	25		

Source: CMA. IMaCS analysis.

The following observations may be made:

- The overall vacancy rate in Municipalities is around 24%.
- Among cadres, Medical has the highest vacancy rate at 38%, followed by Engineering at 29%. The least vacancy rate is observed in Community planning at 15%, followed by Public health at 23%.
- Among classes, Class I has the highest vacancy rate at 37%. The least vacancy rate is observed in Class III and Class IV (24% each).

8.3. Town Panchayats

There are 529 Town Panchayats in Tamil Nadu. Town Panchayats are also classified into four grades, similar to the classification of municipalities. The staffing position in Town Panchayats is seen in the Exhibit 8-5.

Exhibit 8-5 Staffing Position of Town Panchayats - Overall

Particulars	Sanctioned	Vacancy
Town Panchayats	12548	849

Source: DTP. IMaCS analysis.

The total sanctioned posts in Town panchayats is 12548. The average number of posts in each Town Panchayat is 20. The overall vacancy rate is only 7%, which is considerably lower than in case of corporations and municipalities.

8.4. Overall

Exhibit shows the overall staffing position of all ULBs in Tamil Nadu, excluding the Greater Chennai Corporation.

Exhibit 8-6 Overall staffing position in Tamil Nadu

Particulars	Sanctioned Posts	Vacancies
Corporations	21709	6327
Municipalities	27390	6556
Town Panchayats	12548	849
OVERALL	61647	13732

Source: CMA. DTP. IMaCS analysis.

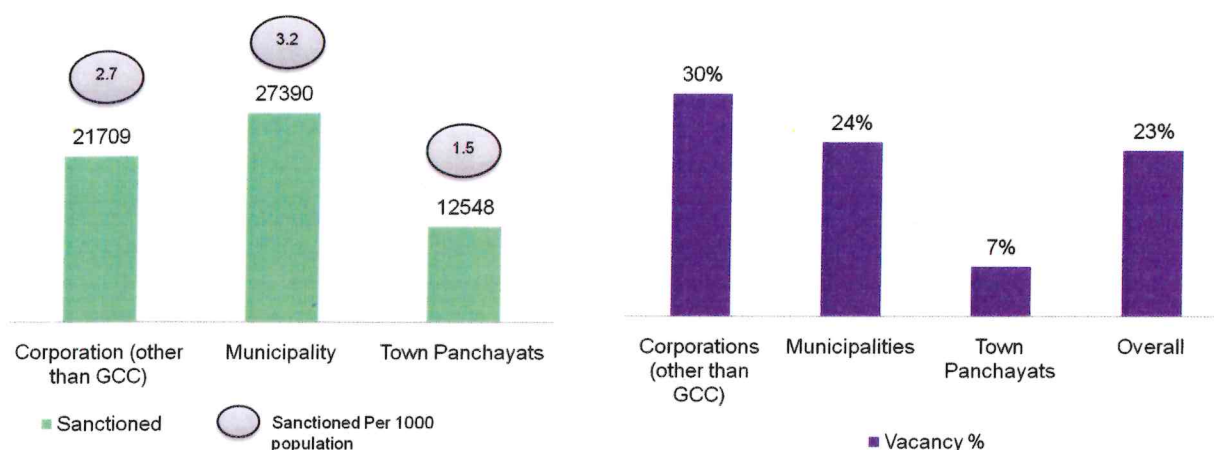
The overall number of sanctioned posts is 61647 and the overall vacancy rate is 22%.

8.5. Summary

Analysis of staffing position of urban bodies in Tamil Nadu lead to the following observations (Refer Exhibit 8-7)

- Highest vacancies in Corporations- 29% and lowest in Town Panchayats- 7%
- Class I had the highest vacancies in Municipalities (37%) and Corporations (49%)
- Class IV had the lowest vacancies

Exhibit 8-7 Staffing position in Tamil Nadu- Summary



Source: IMaCS Analysis. CMA. DTP

Exhibit 8-8 summarises the overall staffing pattern in Tamil Nadu vis-à-vis other states.

Exhibit 8-8 Staffing position in TN vis-à-vis Other States

Types	Norms	No of Cadres defined	Sanctioned posts across categories (Grade A, B, C, D)
Andhra Pradesh	Existing	7	Grade A – 5% , Grade B – 7%, Grade C – 87%
Karnataka	Existing	8	Grade A – 1% , Grade B- 2% Grade C – 31% , Grade D- 66%
Tamil Nadu	Not Operational yet.	4 for Corporations and 7 for Municipalities.	No standardisation in grades. Grade A + B < 2%, Grade C+D > 98.3%

Key issues arising from an analysis of staffing pattern in ULBs in Tamil Nadu along with a comparison of staffing pattern and norms from other states are summarised below:

- A lack of standardization of cadres and positions across Corporations and Municipalities constrains establishment of an effective municipal cadre.
- Overall, there is a high level of vacancies even relatively to existing sanctioned positions, which by themselves need a review. It is of concern that the vacancies in Grade I and II (strategic positions) and important cadres like Engineering are very high.
- The basis for sanctioned positions is unclear and inconsistent. The distribution of staff across various categories suggests a heavy bottom order and weak top order when compared to the ULBs in Karnataka & Andhra Pradesh. (Refer Exhibit 8-9)
 - Category A & B (decision making positions) constitute to less than 2% of the total employee strength
 - Karnataka and AP provides for greater 3% of staff positions under Grade A and B. **TN share of A&B positions is half that of Karnataka**
 - This is exacerbated when we factor the high level of vacancies in in Category A and B positions

Exhibit 8-9 Class wise staffing- TN overall

Municipalities			Corporations		
Categories	% of Total staff	% Vacancy of Sanctioned	Categories	% of Total staff	% Vacancy of Sanctioned
Class I	0.5%	37%	Class I	0.4%	49%
Class II	1.2%	25%	Class II	1.3%	29%
Class III	16.0%	24%	Class III	23.9%	39%
Class IV	82.3%	24%	Class IV	74.4%	26%

9. Recommendations

9.1. Framework for categorisation of ULBs

In Tamil Nadu, there is no categorization existing for the Corporations under CMA.

Exhibit 9-1 Corporations

Sl. No.	Corporation	Population (Lakh) Census 2011	Area (Sq. Km)	Income (Rs Cr.)
1	Coimbatore	15.6	257	288
2	Madurai	14.6	148	202
3	Tiruppur	8.8	159	159
4	Trichy	8.5	167	157
5	Salem	8.3	91	130
6	Vellore	5.0	88	48
7	Erode	5.0	110	71
8	Thirunelveli	4.7	109	69
9	Thoothukudi	4.1	91	41
10	Thanjavur	3.2	110	41
11	Dindigul	2.1	14	35

Source: CMA.

- The Corporations can thus possibly be demarcated under two categories on the basis of income and population
- The top five Corporations viz., Coimbatore, Madurai, Tiruppur, Salem and Tiruchirappalli have a population of more than 800,000 while the other Corporations have a population ranging between 200,000 and 600,000 as of 2011.
- The income levels also exhibit a clear break across these two categories. While the top five Corporations have revenues of more than Rs. 130 crore, the other corporations have an income of less than Rs. 75 crore

Municipalities (as per G.O (Ms.) No. 237 in 2008) and Town Panchayats (as per GO (Ms.). Nos. 142 in November 2014) are classified into four grades; Special Grade, Selection Grade, First Grade and Second Grade. Categorization of Municipalities was based on revenue as given below:

- **Special Grade** - Income above Rs.10 Crore
- **Selection Grade** - Income between Rs. 6 Crore to Rs 10 Crore
- **First Grade** - Income between Rs. 4 Crore to Rs 6 Crore
- **Second Grade** - Income less than Rs. 4 Crore.

Similarly, Town Panchayats are also classified on the basis of income as

- **Special Grade** - Income above Rs.200 lakh
- **Selection Grade** - Income between Rs. 100 lakh to Rs 200 lakh
- **First Grade** - Income between Rs. 50 lakh to Rs 100 lakh
- **Second Grade** - Income not exceeding Rs. 50 lakh

There are several issues with the methodology used for classification of ULBs in Tamil Nadu. Classification is based on income levels in the past and which have not been changed to reflect the increased revenues of ULBs and thus leading inconsistencies and overlaps with respect to population and revenue across different categories of ULBs. Refer Exhibit 9-2 and Exhibit 9-3 for the discrepancies in the classification in Municipalities and Town Panchayats.

Exhibit 9-2 Municipalities- Status

Sl.No.	Grade	No. of Municipalities Actual	No. of Municipalities if basis strictly applied	ULB Revenues (Rs. Crore)		Population (Lakh)	
				Range	Average	Range	Average
1	Special Grade	16	59	7.5 – 42.2	27.2	0.36 – 3.25	1.62
2	Selection Grade	30	26	5.2 – 20.0	13.3	0.32 – 1.43	0.78
3	First Grade	33	31	5.6 – 17.8	9.4	0.23 – 0.96	0.62
4	Second Grade	44	9	3.0 – 25.8	5.4	0.19 – 0.66	0.38
	TOTAL			3.0 – 42.2	11.5	0.19 – 3.25	0.72

Exhibit 9-3 Town Panchayats- Status

Grade	No. of TPs Actual	As per the rules (strictly applied)	Annual Income (Rs. Lakh)		Population (000s)	
			Min	Max	Min	Max
Special Grade	12	77	85.6	403.9	2.1	30.9
Selection grade	222	235	50.9	497.9	4.5	50.5
Grade I	215	137	34.5	594.3	3.7	47.8
Grade II	80	20	31.1	330.7	2.5	30.4
TOTAL	529	529	31.1	594.3	2.1	50.5

Also the existing categorization does not provide sufficient logical basis for prioritizing administrative and planning actions including revenue devolution and planning, organization structuring / application of service rules and project development/infrastructure planning.

Although the 74th Constitutional Amendment Act (74th CAA) has provided for three types of ULBs, namely Corporation, Municipal Council and Nagar Panchayat, different states have evolved their own approaches to classification of ULBs, as summarized in Exhibit 9-4. It can be observed that even though other parameters such as population density and income potential appear important factors, the categorization of ULBs has been largely on the basis of population in other states.

Exhibit 9-4 Basis of Classification - Comparison

Types	Municipal Corporation	Other ULBs
Andhra Pradesh	Categories: 3 (> 10 lakh, 5-10 lakh, 3-5 lakh)	Categories: 3 (1-3 lakh, 40,000 – 1 lakh, less than 40,000)
Karnataka	Categories: 4 (> 12 lakh, 9-12 lakh, 6-9 lakh, 3-6 lakh)	Categories: 3 (1.5-3 lakh, 50,000 – 1.5 lakh, less than 50,000)
MoUD HR study	Categories: 8 (> 50 lakh, 20-50 lakh, 20-10 lakh 5-10 lakh, 3-5 lakh, 1-3 lakh, 25000-1 lakh, <25000)	
Tamil Nadu	Categories: 1 (Basis not clear)	Categories: 5 (Basis not clear): Municipalities (Special, Selection Grade I, Grade II), Town Panchayats (Special, Selection Grade, Grade I, Grade II)

Source: AP staffing norms. Karnataka staffing norms. HR cadre study. Tamil Nadu service rules. IMaCS analysis.

The proposed framework for categorization of ULBs is summarized as below:

- **Basis for categorization:** The categorization of ULBs in Tamil Nadu should be done with **population** as a primary parameter and **revenue income**, as a secondary parameter as shown in Exhibit 9-5.
- **Rationalization of categories:**
 - Two categories of Corporations (C1 and C2) are proposed to reflect the sharp differences in Income and Population between the larger corporations and the smaller / relatively newer corporations.
 - The number of categories of municipalities is reduced from the current four categories (Special, Selection, Grade I and Grade II) to three categories.
- **Handling exceptions and transitioning to new categories:** The proposed categorization can be applied with very limited down-grades¹. A transition matrix of current and proposed classification of Municipalities is given in the Exhibit 9-6.
 - Proposed categorization when applied will result in up-gradation of 72 ULBs.
- **Review of categorization:** Since population has been used as a primary basis for categorization, the shift of ULBs between categories should be reviewed and revised at least after every Population Census.

¹There are very few exceptions Kodaikanal (which is currently classified as Special Grade, but on its population / income, can get classified as G 3 in the new dispensation) and Thuraiyur, (which is currently classified as Selection Grade, but on its population / income, can get classified as G 3 in the new dispensation). The roadmap for such ULBs needs to be discussed to finalize the transition plan.

Exhibit 9-5 Suggested approach and parameters for categorising ULBs in Tamil Nadu

Grade	Municipal Corporation		Municipalities			Town Panchayats		
	C 1	C 2	G 1	G 2	G 3	TP 1 (Special)	TP 2 (Selection)	TP 3 (Grade I)
Population	P>8 Lakh	3 Lakh <P< 8 Lakh	100,000<P< 3 Lakh	60,000<P< 100,000	P<60,000	0.25 Lakh - 0.6 Lakh	0.125 Lakh - 0.25 Lakh	< 12.5 Lakh
Income	AND Greater than 130 Cr.	AND Less than 130 Cr.	OR Greater than 15 Crore	OR Greater than 10 Crore and less than 15 crore	AND Less than 10 crore	OR Rs. 3 Crore – Rs. 6 crore	AND Rs. 1 Crore - Rs. 3 Crore	OR < Rs. 1 Crore
No of ULBs	4	7	27	35	61	66	186	277

Source: IMaCS analysis

Exhibit 9-6 Transitioning from existing to proposed categories – Municipalities

Proposed	Existing				Total
	Special	Selection	Grade I	Grade II	
Special (G1)	17	11	1		29
Selection (G2)		18	16	1	35
Grade I (G 3)	1	1	16	43	61
Total	18	30	33	44	125



9.1.1. Consolidation of Town Panchayats

As per census 2011, 89 Town Panchayats formed part of Urban Agglomerations (UAs) as seen in A. Urban Agglomeration has been defined by the census as 'a continuous urban spread constituting a town and its adjoining outgrowths (OGs), or two or more physically contiguous towns together with or without such outgrowths'.

There is a case for consolidation of number of Town Panchayats by adding them to the limits of the nearest corporation or municipality in their respective district as this may result in economies of scale and reduction of per capita expenses. Other advantages also include ease of administration, land use planning and provision of urban services. The process of consolidation of TPs has taken place in several UAs (Chennai and Coimbatore, for example). There is, however, a need to periodically review the TPs forming part of UA and explore the option of adding them under the limits of larger ULBs in the vicinity.

Exhibit 9-7 Town Panchayats in UAs (Census 2011)

Name of Urban Agglomeration	No. Of Town Panchayats (2011)	Name of Urban Agglomeration	No. Of Town Panchayats (2011)
Chennai UA	20	Ranipet UA	1
Coimbatore UA	32	Karur UA	0
Madurai UA	4	Udhagamandalam UA	3
Tiruchirappalli UA	3	Hosur UA	1
Tiruppur UA	3	Kancheepuram UA	1
Salem UA	1	Karaikkudi UA	5
Tirunelveli UA	2	Neyveli UA	3
Vellore UA	6	Kumbakonam	1
Toothukkudi UA	0	Pollachi UA	2
Dindigul UA	0	Gudiyatham UA	0
Thanjavur UA	0	Vaniyambadi UA	1

Source: Census 2011. IMaCS analysis.

9.2. Proposed services/cadres

The existing service rules for GCC, Corporation, Municipalities and Town panchayats have been reviewed to highlight issues and discrepancies. The principles and changes required in the existing service rules with respect (1) Standardisation and identification of Cadres for Corporation and Municipalities, (2) Grade equivalence of employees across all cadres and (3) Appointment authority and method of recruitment are presented below.

- **Standardized Service Rules for all ULBs:** A common set of Service Rules should be established for all ULBs covering Corporations, Municipalities and Town Panchayats.
- **List of cadres for which Service Rules need to be defined:** Service Rules should be defined separately for the following cadres:
 - Administration
 - Finance (Accounts and Revenue)
 - Engineering
 - Town Planning
 - Health
 - Environment
 - Information Technology
 - Basic Service

The above list has been arrived at to enable an easy transition from the existing Service Rules. Key actions with respect to the list of cadres and transition are summarised below:

- **Split General Services into Administration and Accounts:** This is consistent with the recent directive by CMA office to create a new cadre for Accounts.

- **Retain separate cadre for Engineering and Town Planning:** At present, Corporations have a single Service Rules for Engineering and Town Planning. This needs to be separated as is already in existence in Municipalities
- **Information Technology:** Given the importance of E-governance, there is a need for substantially strengthening the Information Technology cadre as is being proposed by the CMA's office (which has recently come out with Service Rules for IT staff)
- **Separate service rules for Public Health and Environment:** Given the growing complexity and additional skill sets needed for addressing Environment (covering Solid Waste Management and Sanitation) as different from Public Health, it is suggested that different Service Rules be formulated for Environment cadre. A matrix mapping the transitioning of the cadres from the existing to proposed is detailed in Exhibit 9-8. A possible transition approach could be to introduce new Cadres / Service Rules in Corporations. In other ULBs they can be adopted in a phased / time-bound manner
- **Grades and Grade equivalence across cadres:** We recommend that that current approach (already in place for Corporations) of having all cadres organized along four Grades be adopted for all ULBs. This categorization also helps to maintain consistency with the structure of pay band designed under State Pay Commissions and could potentially facilitate clearer mechanism for inter-cadre shift if required.

Exhibit 9-8 Mapping with MoUD cadres and transitioning from existing cadres in TN

MoUD HR Study	TN Existing			Proposed Cadres
	Corporations	Municipalities	GCC	
Executive Cadre	General Services (Accounts and Information Technology(IT) cadres proposed)	General Services (Accounts and IT cadres proposed)	Deputation	Administration
Accounts Cadre			General	Finance
Municipal Revenue and Finance				
E-Governance			IT	IT
Engineering	Engineering	Engineering	Engineering, Play field	Engineering
Urban Planning and Transportation		Town Planning		Town Planning
Not Covered	Public Health	Public Health	DFWB, Health, Vet., Malaria	Public Health and Medical services
Sanitary Services		Medical Services	Conservancy	Environment and Sanitation
Social Development		Community Organiser		Urban Poverty alleviation
Fire	Not part of ULB role yet			
Ministerial	Basic Services			Basic Services

Note: There are no formal cadres mentioned in the Town Panchayats establishment rules.

Source: Service Rules. IMaCS analysis.

Exhibit 9-9 Grade Equivalence

S. no	Positions	Function/Role	Typical Designations
1	Grade I	Strategic heads	Commissioner, Deputy Commissioner, Assistant Commissioner, City Engineer, S.E., EE, Senior town planning officer, City Health officer
2	Grade II	Manager	Manager, Accounts officer, revenue officer, health officer, AEE, Medical officer, Administrative officer
3	Grade III	Supervisor	Superintendent, Assistant, Jr. Assistant, sanitary inspector, conservancy inspector, Assistant Engineer, Junior Engineer
4	Grade IV/Basic Service	Field execution	Unskilled worker, skilled worker, sanitary worker, driver, office assistant, Ayah, record clerk, watchman

- **Hierarchy, appointment authority and recruitment method:** Exhibit 9-11 provides an approach to streamline hierarchy, appointment authority and recruitment method for illustrative positions for various cadre. Key principles and steps for this streamlining are summarized below:
 - **Rationalisation of positions under each Grade/Cadre:** The positions within a particular Service Cadre for Corporations, Municipalities and Town Panchayats should be standardised and rationalised.
 - **Unit of appointment:** The unit of appointment should be the State as a whole for Grades I and II positions, while in case of Grades III and IV, the unit can be the ULB. The unit of appointment for specific categories of ULBs/ regions for Grade I and II positions should be avoided.
 - **Appointing authority:** The appointing authority all Grade I and Grade II positions should be a designated authority (CMA at present and ideally in future, a Municipal Services Recruitment Board) at the state level, to enable creation and nurture of an effective and capable HR Cadre at the state level for strategic and managerial positions.
 - **Recruitment method:** At present, the recruitment at senior levels is solely on the basis of promotion from the existing hierarchy and this curtails flexibility. It may be necessary to for the Service Rules to allow for lateral recruitments (under specific circumstances say, when internal mobility is constrained due to vacancies, non-availability of internal resources with requisite capabilities in terms of qualification/experience for a particular position)
 - **Clarity and consistency of qualification and experience requirements:** The discrepancies pointed earlier in the existing service rules need to be corrected.

Exhibit 9-10 Streamlining key aspects of Service Rules - a possible approach

S.No.	Name of the post	Grade	Method of Recruitment	Appointing authority	
				Corporation	Municipality
Administration					
1	Commissioner	I	Deputation	State	State
2	Additional Commissioner	I	Promotion	State	-
3	Assistant Commissioner	I	Promotion	CMA	DMA
4	Municipal Secretary	I	Promotion	CMA	DMA
5	Manager Admin	II	Promotion /Direct (state Cadre)	CMA	DMA
6	Public Relation officer	II	Promotion /Direct (state Cadre)	CMA	DMA
7	Superintendent	III	Promotion	Commissioner	Commissioner
8	Senior Assistant	III	Promotion	Commissioner	Commissioner
9	Junior Assistant	III	Direct/Promotion	Commissioner	Commissioner
10	Stenographer/ data entry operator	III	Direct/Promotion	Commissioner	Commissioner
Legal					
1	Chief Legal Officer	I	Deputation	State	
2	Law Officer	II	Promotion	CMA	DMA
3	Legal Asst.	III	Direct	CMA	DMA
Engineering Cadre					
1	Chief Engineer	I	Deputation	State	State
2	Superintendent Engineer	I	Promotion/Deputation	CMA	CMA
3	Executive Engineer	I	Promotion	CMA	CMA
4	Assistant Executive Engineer	II	Promotion	CMA	CMA
5	Assistant Engineer/JE	II	Direct/Promotion	CMA	DMA
7	Work Inspector	III	Direct	Commissioner	Commissioner
Basic Service					
1	All Grade IV	IV	Direct	Asst. Comm	Commissioner
Conservancy cadre (Part of Environment engineering hierarchy)					
1	AEE (Environment)	I	Promotion	CMA	CMA
2	Horticulture officer	II	Direct/Deputation	CMA	CMA
3	Sanitary officer	II	Promotion	CMA	DMA
4	Sanitary Inspector	III	Promotion	Commissioner	DMA
5	Sanitary Supervisors	III	Promotion/Direct	Commissioner	Commissioner
Finance					
1	Assistant Commissioner (Finance)	I	Promotion	CMA	DMA
2	Accounts Officer	II	Promotion	CMA	CMA
3	Junior Accounts Officer	II	Promotion	Commissioner	DMA
4	Sr. Accountant	III	Direct/ Promotion	Commissioner	DMA
5	Jr. Accountant	III	Direct/ Promotion	Commissioner	Commissioner
6	Revenue Officer	II	Promotion	CMA	DMA
7	Asset officer	II	Promotion	CMA	DMA
8	Revenue Inspector	III	Promotion/Direct	Commissioner	DMA

S.No.	Name of the post	Grade	Method of Recruitment	Appointing authority	
				Corporation	Municipality
9	Bill Collector	III	Direct	Asst. Comm	Commissioner
Health					
1	Medical Officer / Veterinary Officer	I	Deputation	State	DMA
2	License Officer	II	Promotion	CMA	DMA
3	Supervisor	III	Direct	Commissioner	Commissioner
Information Technology					
1	Manager IT	II	Direct/Promotion	CMA	
2	Programmer	III	Direct/Promotion	CMA	
3	Data Entry Operator	III	Direct	Commissioner	
Town Planning					
1	Chief City Planner	I	Deputation/Promotion	State	
2	Transport Planner	I	Direct/Deputation	CMA	
3	City Planner	I	Promotion	CMA	DMA
4	Dy. City Planner	I	Direct/Promotion	CMA	DMA
5	Town Planning Officer	II	Direct/Promotion	Commissioner	DMA
6	Town Planning Supervisor	III	Direct/Promotion	Commissioner	DMA
7	Building Oversees	III	Direct/Promotion	Commissioner	Commissioner
8	CAD/GIS Operator	III	Direct	Commissioner	Commissioner
9	Tracer	III	Direct	Asst. Comm	Commissioner
Urban Poverty Alleviation					
1	Assistant Commissioner (Admin Cadre)	I	Promotion	CMA	
2	AEE	II	Promotion	CMA	DMA
3	Social Development officer	II	Promotion	CMA	DMA
4	Community affair organiser	III	Direct	Commissioner	DMA
5	Supervisor	III	Direct/ Promotion	Commissioner	Commissioner
6	Work Inspector	III	Direct	Asst. Comm	Commissioner

9.3. Proposed Organizational structure and Staffing norms

Three types of organisation structure are proposed to cover the five categories of ULBs suggested in the previous section.

- **Larger Corporations (C - I):** Here the extent of decentralization would be higher and a strong Zonal hierarchy is proposed. The head office is proposed with all Strategic and Managerial positions, with execution level work decentralized at Zone level. The Zones are proposed to be headed by Zonal Commissioners (Assistant Commissioner Grade). The functions proposed to be decentralized for larger corporations are Engineering, Conservancy, Accounts, Revenue, Community organizer, Grievance Redressal, Basic Service and IT.
- **Smaller Corporations (C-2) and Municipalities (G-1):** A common organization structure is proposed. In these ULBs, a Zonal hierarchy is proposed only for revenue and conservancy functions

- **Municipalities (G-2 and G-3) and Town Panchayats (TP):** These ULBs are provided a central organization structure without a formal zonal hierarchy given that their size and complexity is relatively lower.

Annexure 9 shows the proposed organisation structure for the different types of ULBs.

Staffing Norms have been derived by comparing the norms used in different states to arrive at the most suitable norm for a particular designation for all grades of ULBs proposed. Comparison of norms is done for Karnataka, Andhra Pradesh, MoUD and draft norms prepared under CMA for Municipalities in Tamil Nadu. Following rationale is used for arriving at the norms

- Strategic positions are based on minimum requirements for each category of ULB
- Middle level positions (senior and junior) based on population and other parameters (such as no. of property tax assessments, no. of households, etc.)
- Lower grade position based is based on population. The number of sanitary workers has been determined using the Karnataka norms as a basis.
- Staffing norms for GCC have been arrived at by comparing Class I and II staff with GHMC's staff.

The norms for various Grades of ULBs are discussed below:

9.3.1. Norms for Larger Corporations

Exhibit 9-11 Norms for Larger Corporations

S.No.	Posts	MoUD	Karnataka	Andhra Pradesh	Proposed norms		Remarks
		Mun. Corpn.	G-3 (6-9 Lakh)	5-10 lakh	Larger Corp (G-I)		
Administration							
1	Commissioner	1 per ULB	1	1 in the cadre of Addl. Dir. Of M.A	1		
2	Addl. Commissioner	1 per 10 lakh population	-	1 in the cadre of Sel. Gr. M.C.	1		
4	Secretary	-	1+1*	1 in the cadre of First Gr. M.C.	1		
5	Asst. Commissioner	1 per 2 lakh population	1*	-	5		1 in head office and 1 in each zone.
6	PRO	-	1	1 (in the cadre of Dist. PRO)	1		
7	Grievance officer	-			4		1 for each zone
8	Manager (Personnel)	-	-	-	1+4		1 head office + 1 each for Circle office
9	Superintendent	-	-	9	7		2 each with Manager Personnel & PRO, 1 with IT, 1 with legal and 1 with Enforcement
10	Sr. Asst.	1 per 3 assistants	1*	18 (@ two Sr. Asst. Per section)	30		1 for each section + 2 for each Zone
11	Jr. Asst.	1 per 20 k pop		18 (@ two Jr. Asst. Per section)	52		2 for each section + 2 for each zone
12	Steno Typist		28	5	22		1 for each section
Revenue							
1	Assistant Commissioner	1 per 2 lakh pop	1*	1	1		
2	Revenue Officer	5 lakh to 10 lakh : 1 per ULB 10 lakh to 50 lakh : Min 2 20 lakh to 1 Cr: 1 per	5	4(Two for each Circle)	5		One for each circle considering 4 circle and for main office

S.No.	Posts	MoUD	Karnataka	Andhra Pradesh	Proposed norms	Remarks
		Mun. Corpn.	G-3 (6-9 Lakh)	5-10 lakh	Larger Corp (G-I)	
3	Asset officer	10 lakh pop	-	-	1	
4	Revenue Inspector	one for 5 Tax assistant	5*	one for 4 Bill Collectors	one for 4 Bill Collectors	
5	Bill Collector	1 per 4000-5000 HH	75	One for 3000 Assessments	One for 3000 Assessments	
Accounts						
1	Chief Accounts Officer	1 per ULB	1*	1	1	
2	Accounts Officer	1 per 10 lakh pop	1	1	1	Manager Grade
3	Junior Accounts Officer	1 per 2 Accountant	1*	1	1	
4	Senior Accountant	1 per 2 lakh pop	1	4	7	One for each circle considering 4 circle and for 2 main office
5	Junior Accountant	-	-	6	10	14 per Junior accountant
Engineering						
1	Chief Engineer	10 lakh to 50 lakh: 1 per ULB 50 lakh to 1 Cr: 2 per ULB	1*	-	1	
2	Superintendent Engineer	1 per 5 lakh pop	-	1	1	
3	EE	10 lakh to 20 lakh: 3 per 1 SE 20 lakh to 1 Cr: 1 per 3 lakh	3	One for every 2 lakh population	5	One for every 2 lakhs population
4	Dy. EE/AEE	-	7*	Two for each EE	8	4 in Head office and 1 in each zone
5	AE/JE/M.E.Gr.III	1 per 1 lakh pop	77*	-		One for 50,000 population+ two for SE office and one for each EE in head office and 4 for each zone
6	Horticulture Officer	-	10	1 (In the cadre of Asst. Dir.)	1	
7	Work Inspector/	-	50	8	Two for each Asst. Engr.	

S.No.	Posts	MoUD	Karnataka	Andhra Pradesh	Proposed norms	Remarks
		Mun. Corpn.			Larger Corp (G-I)	
	Technical Maistry					
8	CAD/GIS Operator	-	-	1	5	1 each for SE, WS&UGD, Civil, electrical
Public Health & Sanitation						
1	Chief Medical Officer	-	1*	1	2	1 medical officer and 1 vet officer
2	Asst. Medical officer/License officer	-	-	4 (One for each circle)	7	One for each circle+ 1 for medical officer + 1for vet officer
3	Supervisor	-	26+11*	-	5 for each license	
Environment/conservancy cadre						
1	AEE (Environment)	-			1	
2	Horticulture Officer	-	5+5*	1 (In the cadre of Asst. Dir.)	1	
3	Sanitary officer	1 per 5 lakh pop			4	1 for each zone
4	Sanitary Supervisor	1 per 1 lakh pop	42	One for every 5 Sanitary Inspector	One for every 5 Sanitary Inspector	
5	Sanitary Inspector	1 per 30,000 pop	-	One for every 40,000 population	One for every 40,000 population	
6	Health Assistant/ Birth & Death Registrar	-	-	one for every 1 lakh population	one for every 1 lakh population	
7	Sanitary Maistry/Jawan	-	1054	three for one Sanitary Inspector	Three for one Sanitary Inspector	
Town Planning						
1	Chief City Planner	20 Lakh to 1 Cr: 1 per ULB	1*	-	1	
2	Transport planner	-		1	1	
3	City Planner	1 per 2 Dy. CP	1*	1	1	
4	Dep. City Planner	1 per 2 Assistant Town Planner	1*	-	1	
5	TPO	-	-	2	4	
6	Town Planning Supervisor	-	-	one for every 60,000 population	one for every 60,000 population	
7	Town Planning	1 per 40000 to 50000 pop	-	one for every 40,000 population	one for every 40,000 population	

S.No.	Posts	MoUD Mun. Corpn.	Karnataka (6-9 Lakh)	Andhra Pradesh 5-10 lakh	Proposed norms Larger Corp (G-I)	Remarks
8	Building Overseer	-	-	one for every 2 lakh population	one for every 2 lakh population	
9	Tracer	-	-	2	2	
10	CAD/GIS Operator	-	-	2	2	
	Town Surveyor	-	4	2	2	
Legal						
1	Chief Legal Officer	-			1	
2	Law Officer	-			1	
3	Dist. Attorney	-			-	
4	Legal Asst.	-			2	
IT						
1	Manager IT	-			1	
2	Programmer	-			1	
3	Data Entry Operator	-	93	2	22	1 for each section
UPA						
1	Assistant Commissioner	-			1	
2	AEE	-			1	
3	Social Development officer	-			1	
4	Community affair organiser	-			5	
5	Supervisor	-			12	2 for head office and 2 for each community affair officer
6	Work Inspector	-			12	
Audit						
1	Chief Audit Officer	-	1		1	
2	Audit officer		2		2	
3	Auditor		3		3	

9.3.2. Norms for Smaller Corporations and Grade I Municipalities

Exhibit 9-12 Norms for Smaller Corporations and Grade I Municipalities

Posts	Working Group Report	Karnataka	Andhra Pradesh	Proposed norms		Remarks
	Mun. Council 1- 5 Lakh	CMC Gr. I (1.5 -3 Lakh)	1-3 lakh	Smaller	Corp (G-I) & Grade I	
Administration						
Commissioner	1 per ULB	1	1 as per grade of ULB	1		
Assistant Commissioner	1 per 2 lakh pop			1		(only for Municipalities with pop over 2 lakh)
Municipal Secretary	-			1		
Manager (Personnel)	-	1	1	1+ 4 For Corporations, 1 for Municipalities		1 head office + 1 each for Circle office
PRO	-			1		
Superintendent	-			1+4 for Corporations, 1 for Municipalities		1 head office + 1 each for Circle office
Sr. Asst.	1 per 3 Assistants	4	6 (@ two Sr. Asst. Per section)	14		(@ two Sr. Asst. each for personnel, accounts and revenue) + 2 @ each circle office
Jr. Asst.	1 per 20K pop	14	12 (@ two Jr. Asst. Per section)	20		(@ two Jr. Asst. per Sr. Assistant) + 2 @ each circle office
Steno-typist	-	2	1	3		
Data Entry Operator	-	4	1	1+4		1 head office + 1 each for Circle office
Revenue						
Assistant Commissioner (Revenue)	-			1		Only for Municipalities with pop over 2 lakhs
Revenue Officer	1 per ULB	1	1	5 for Corporations, 2 for Municipalities		1 head office + 4 for zone
Revenue Inspector	1 per 5 TA	-	one for 4 Bill Collectors	one for 4 Bill Collectors		

Posts	Working Group Report	Karnataka	Andhra Pradesh	Proposed norms		Remarks
				Smaller Corp (G-I) & Grade I	One for 3000 Assessments	
Bill Collector	1 per 4000-5000 HH	9	One for 3000 Assessments	One for 3000 Assessments		
Accounts						
Accounts Officer (Manager)	1 per ULB	-	1	1		
Junior Accounts Officer	1 per 2 accountant	-	0	1		
Senior Accountant	1 per 1.5 lakh pop	2	3	1		1 under each JAO
Junior Accountant	-	-	3	1		
Engineering						
SE	1 per ULB			1		Only for Municipalities with pop over 2 lakhs
EE	2 per ULB		1	One for every 2 lakhs population		
AEE	-	1	2	5 (2 for municipality)		1 in head office and 1 in each zone
AE/JE/M.E.Gr.III	1 per 1 lakh pop	1+3*	-	One for 40,000 population		
Horticulture Officer	-	-	1	1		
Work Inspector/ technical Maistry	-	-	4	1 for each AE		
CAD/GIS Operator	-	-	1	1		
Public Health & Sanitation						
Municipal health Officer	-	3+3*	1	2		1 Medical + 1 vet
License office	-			1+4 for Corporations, 1 for Municipalities		1 for each zone
Health Assistant/ Birth & Death Registrar	-	-	2	one for every 1 lakh population		
Town planning						
TPO	1 per ULB	-	-	1		
Town Planning Supervisor	1 per 2 TPI	-	2 (one for every 60,000 population)	2 (one for every 60,000 population)		
Town Planning Building	one for every 40,000	-	4 (one for every 40,000)	4 (one for every 40,000)		

Posts	Working Group Report	Karnataka	Andhra Pradesh	Proposed norms		Remarks
				Smaller	Corp (G-I) & Grade I	
Overseer	Mun. Council 1-5 Lakh	CMC Gr. I (1.5 -3 Lakh)	1-3 lakh population)	40,000 population)		
Tracer	-	-	1	one for every 2 lakh population		
CAD/GIS Operator	-	-	1	1		
Town Surveyor	-	-	1	2		
Conservancy						
Sanitary officer	1 per 5 lakh pop			4		1 for each zone
Sanitary Supervisor	1 per 1 lakh pop	9	-	One for every 5 Sanitary Inspector		
Sanitary Inspector	1 per 30000 pop	-	One for every 40,000 population	One for every 40,000 population		
Sanitary Maistry/Jawan	-	225	three for one Sanitary Inspector			Three for one sanitary worker
UPA						
AE	-			1		
Community organiser	-			5		
Work supervisor	-			5		

9.3.3. Norms for Grade II and III municipalities and Town Panchayats

Exhibit 9-13 Norms for Grade I & II Municipalities and Town Panchayats

Posts	Working Group Report	Karnataka	Andhra Pradesh	Proposed norms	Remarks
	Below 1 Lakh	TMC (0.2 -0.5 Lakh)	Below 50,000	Grade II & III Municipalities	
Administration					
Commissioner	1 per ULB	-	1 as per grade of ULB	1	Only for Municipality
Manager	-	-	1	1	
Sr. Asst.	1 per 3 JAs	2*	3 (@ two Sr. Asst. Per section)	6 (3 for all Selection & Special Gr. TPs, 1 for Gr. 1 TPs)	@ two Sr. Asst. each for personnel, accounts, revenue in Municipalities; @ 1 Sr.



Posts	Working Group Report	Karnataka	Andhra Pradesh	Proposed norms	Remarks
	Below 1 Lakh	TMC (0.2 -0.5 Lakh)	Below 50,000	Grade II & III Municipalities	
Jr. Asst.	1 per 20 K pop	3*	3 (@ two Jr. Asst. Per section)	9 (6 for Special and Selection Town Panchayats, 3 for Gr 1 Town Panchayats)	Asst. for personnel, accounts, revenue in TPs @ three Sr. Asst. each for personnel, accounts, revenue in Municipalities; @ two Jr. Asst. each for personnel, accounts, revenue in TPs
Steno Typist	-	1	1	1	
Data Entry Operator	-	2	1	1	
Revenue					
Revenue Officer	1 per ULB	1	1	1	Only for Municipality
Revenue Inspector	1 per 4 Bill Collectors	-	one for 4 Bill Collectors	one for 4 Bill Collectors	
Bill Collector	1 per 4000-5000 HH	2	One for 3000 Assessments	One for 3000 Assessments	
Accounts					
Junior Accounts Officer	1 per 2 accountant	-	1	1	Only for Municipality
Senior Accountant	1 per 2 lakh population	1*	1	1	Not for Gr 1 TP
Junior Accountant	-	-	1	2 (1 for TP)	
Engineering					
EE	2 per ULB			1	Only for Municipality
AEE	-	-	-	1	Only for Municipality
AE/JE/M.E.Gr.III	1 per 1 lakh pop	-	1	2 (1 for TP)	
Horticulture Officer	-			-	
Work Inspector/ technical Maistry	-	-	1	4 (2 for Selection & Special Gr. TPs, 1 for Gr. 1 TPs)	
CAD/GIS Operator	-	-	1	1	Only for Municipality
Public Health & Sanitation					
Municipal health Officer	-	2+1*	-	1	Only for Municipality

Posts	Working Group Report	Karnataka	Andhra Pradesh	Proposed norms	Remarks
	Below 1 Lakh	TMC (0.2 -0.5 Lakh)	Below 50,000	Grade II & III Municipalities	
Sanitary Supervisor	1 per 1 lakh pop	2	-	1	
Sanitary Inspector	1 per 1 lakh pop	-	One for every 40,000 population	One for every 40,000 population	
Health Assistant/ Birth & Death Registrar	-	-	2	1	
Sanitary Maistry/Jawan	-	35	three for one Sanitary Inspector		three for one sanitary inspector
Town Planning					
TPO (AE)	-	-	1	0	
Town Planning Supervisor	-	-	1	1	Not for Gr 1 TPs
Town Planning Building Overseer	1 per 40,000- 50,000	-	2	1	Only for Municipality
Tracer	-	-	1	1	
CAD/GIS Operator	-	-	1	2 (1 for TP)	Not for Gr 1 TP
Town Surveyor	-	-	1	0	

Based on the recommended staffing norms, the recommended number of posts across services and classes has been computed for all ULBs except GCC. A detailed comparison of the actual, sanctioned and recommended posts for all ULBs is given in Annexure. An illustrative example (for each type of ULB) showing the comparison of staffing levels is seen below.

Exhibit 9-94 Comparison of Actual, Sanctioned and Recommended staff – Ex. Of Coimbatore

Service/ Class	Actual				Sanctioned				Recommended			
	I	II	III	IV	I	II	III	IV	I	II	III	IV
Basic				2944				4035				3911
Engineering	3	32	45		4	45	49		8	16	150	
General	8	9	306		9	10	454		11	30	342	
Public Health	1	36	153		1	40	247		3	15	258	

Exhibit 9-15 Comparison of Actual, Sanctioned and Recommended staff –Ex. Of Nagapattinam

Cadre/ Class	Actual				Sanctioned				Recommended			
	I	II	III	IV	I	II	III	IV	I	II	III	IV
Engineering	1		2	10	1		4	29	2	3	7	214
General	1	1	28	3	1	2	39	4	1	7	49	
IT		1	0			1	1				5	
Medical		2	1	6		2	2	13	2			
Public Health			15	160			18	205		6	25	
Town Planning			1				1			1	9	

Exhibit 9-16 Comparison of Actual, Sanctioned and Recommended staff – Example of Chengam

Cadre/ Class	Actual			Sanctioned			Recommended		
	II	III	IV	II	III	IV	II	III	IV (total)
Engineering		4	7		4	7	0	3	45
General	1	5	5	1	6	6	2	15	
IT								1	
Public Health		2	24		3	24		6	
Town Planning							0	3	

9.3.4. Recommended staffing norms for GCC

Recommended staffing levels for the Greater Chennai Corporation have been determined by comparing the existing staffing position with that of GHMC. The peer analysis performed in Chapter 3 shows that GHMC has considerably higher number of sanctioned posts in Class I and II. A comparison of Class III and IV has not been done as many corresponding posts in GHMC have been outsourced and hence existing Class III and IV numbers in GCC are retained. Exhibit 9-17 shows the Actual, Sanctioned and Recommended posts in GCC.

Exhibit 9-17 Actual, Sanctioned and Recommended posts in GCC

Cadre / Class	Actual				Sanctioned				Recommended (based on GHMC)			
	I	II	III	IV	I	II	III	IV	I	II	III	IV
Engineering	11	170	352		12	208	476		119	776	476	
General	17	99	1575		23	127	2041		200	94	2041	
Public Health	14	259	1636		29	345	2281		51	261	2281	
Basic				16446				17939				17939
Total	42	528	3563	16446	64	680	4798	17939	370	1131	4798	17939

The recommended number of posts is 3% higher than sanctioned posts and 18% actual posts. An increase is recommended only Class I and II (over sanctioned posts).

9.3.5. Recommended staffing level across ULBs in Tamil Nadu

The staffing norms recommended in the previous section have been used to compute the recommended for all 11 ULBs across services and cadres. Apart from GCC, the recommended average percentage increase in sanctioned positions across each class is seen in Exhibit 9-18.

Exhibit 9-18 recommended % increase in sanctioned posts (excluding GCC)

Class	Average % increase over sanctioned positions (recommended)
I	100%
II	20%
III	0%
IV	0%

The recommended increase in sanctioned posts in Class I and II is around 100% and 30% respectively. In Class III and IV, an increase over the sanctioned posts is not recommended. The recommended staffing levels across all ULBs in Tamil Nadu have been determined by applying the above percentages on the aggregate staffing data for the state. Exhibit 9-19 shows the actual, sanctioned and recommended number of posts across all ULBs in Tamil Nadu.

Exhibit 9-19 Actual, Sanctioned and Recommended staffing - Overall

ULB type	Actual					Sanctioned					Recommended				
	I	II	III	IV	Total	I	II	III	IV	Total	I	II	III	IV	Total
Corporations	42	202	3264	12348	15856	82	285	5365	16731	22463	164	371	5365	16731	22630
Municipalities	83	248	3318	17039	20688	132	329	4340	22407	27208	264	428	4340	22407	27438
IPs		468	2340	8891	11699		502	2510	9536	12548		652	2510	9536	12698
Total	125	918	8922	38278	48243	214	1116	12215	48674	62219	428	1451	12215	48674	62768

The total number of recommended posts is 62768, which is marginally higher than sanctioned positions and about 30% higher than actual positions.

9.4. Other actions for creating an effective HR cadre

- **Shared pool of resources:** Shared resourcing is recommended for the following areas:
 - **PMU approach for non-recurring matters:** Expertise requirements that are non-recurring such as project development, management of specific government schemes etc. are best addressed through creation of Project Management Units/ Project Implementation Units.
 - **Shared resourcing for drawing specialist yet recurring expertise:** To address resourcing for positions which are recurring, but may not justify full-time employees at the ULB level, it may be useful to create such positions on a shared basis at the level of say the RDMA. This common pool could be then accessed by the local bodies whenever required for specific tasks.
- **Transitioning from rigid/narrow titles for Class III and IV employees to generic titles:** Several positions such as 'Typist', 'Night Watchman', 'Valve operator' are too rigid and specific. Incumbents of these posts possess skills that may be used in a variety of ways. For example, a typist can function as a data entry operator or even a junior assistant. Moreover, during visits to ULBs, it was found that employees often used their skills in more than one way, depending on the requirement of the ULB. Usage of more generic titles will help ULBs plan manpower resources more optimally. This will also result in job enrichment for Class III and IV employees. An illustrative example of how Hosur Municipality could transition from narrow titles to generic titles is shown in Exhibit 9-20.

Exhibit 9-20 Possible framework for transitioning from narrow titles to generic titles in Hosur

Sanctioned Posts (Class III & IV)	Nature of Work	Possible Generic Titles
Typist	Class III - Administrative	Administrative Assistant
Junior Assistant		
Office Assistant		
Data entry operator		
Overseer	Class III - Technical	Technical Assistant
Draughtsman		
Works inspector		
Tap inspector		
Fitter	Class IV - Technical	Technical Junior Assistant
Helper		
Valve Operator		

- **Strategic outsourcing and PPPs:** Urban local bodies should be encouraged to outsource specific functions to private operators through enabling guidelines and support. PPPs should be backed by development of in-house capacity for monitoring and oversight of outsourced activities.

- **Municipal Recruitment Board:** Given the diverse and complex requirements of municipal cadre, GoTN should consider creation of Municipal Services Recruitment Board (on the lines of its Health Services Recruitment Board) to cater to the Human resource requirement of the ULBs and to look after the promotions and transfers of the Municipal employees, particularly in handling recruitment and promotion matters for all Grade I and II positions and advisory role for all other positions. The Municipal Board could also be vested with the responsibility of identifying training needs for skill up-gradation of the existing employees.
- **Minimum tenure for stability and accountability in senior positions:** A minimum tenure should be specified for all Grade I and II positions to enable stability and accountability.
- **Training:** Plan for capacity building should cater to the short, medium and long term requirements of the sector need be devised on following lines:_
 - Short term steps could include engagement with stakeholders on Capacity Development, assessment of training and capacity needs, development of Capacity Building framework, formulation of Capacity Development Plan, provision of consultants and lateral hiring of experts, development of templates, support by Centres of Excellence, a web-enabled framework covering all Capacity Building related initiatives and sensitization of political executives
 - Medium term measures could include development of a road map for city's Capacity Building need and documentation of baseline, setting targets towards achievement of National Capacity Building Benchmarks, strengthening of the schemes of Centres of Excellence by broad basing their activities towards action oriented research, collaborating with Indian Institutes of Information Technology, encouragement of exposure trips and experiential learning, development of standardized modules, ramping up of the E-Governance Program, evolving PPP arrangements for Capacity Building, establishment of a dedicated unit for urban management including Capacity Building at the state level, induction and training of ULB personnel, etc.
 - Long term measures could include creation of Municipal Cadre, monitoring of performance of Capacity Building Development Plan, taking mid-course correction, evaluation and assessment of effectiveness of the Capacity development Plan.

9.5. Financial implications of staffing at recommended levels

The staffing norms recommended in the previous section were used to determine the recommended number of staff across the ULBs under study. An average annual gross salary per person was determined for employees under each class and was used to compute the gross salaries payable in each ULB (a) sanctioned level of staffing and (b) recommended level of staffing, as seen in Exhibit 9-21.

Exhibit 9-21 Gross Salaries - Actual, Sanctioned and Recommended

City	Actual (Rs. Lakhs)					Sanctioned (Rs. Lakhs)					Proposed (Rs. Lakhs)				
	I	II	III	IV	Total	I	II	III	IV	Total	I	II	III	IV	Total
GCC	357	3168	12471	41115	57111	544	4080	16793	44848	66265	3145	6786	16793	44848	71572
Coimbatore	102	462	1764	7360	9688	119	570	2625	10088	13402	170	456	2580	8698	11903
Vellore	17	84	627	1315	2043	17	210	1295	1945	3467	68	258	749	2625	3700
Hosur	9	29	175	554	767	17	24	200	698	938	60	126	508	1274	1967
Nagapattinam	5	37	185	396	623	17	30	228	628	902	43	120	322	536	1020
Tiruvallur	8	33	127	239	407	17	30	140	243	430	34	36	168	295	533
Perambalur	6	13	56	130	205	17	6	88	148	258	34	42	151	259	485
Tiruneermalai	0	5	4	67	76		6	4	68	77	0	12	98	128	238
Chengam	0	5	49	74	128		6	46	93	144	0	12	98	112	222
Vilapakkam	0	4	0	10	14		6		15	21	0	12	60	34	106
Puthukkadai	0	5	14	13	32		6	21	15	42	0	12	63	38	113
TOTAL	504	3844	15471	51273	71092	748	4974	21438	58785	85945	3553	7872	21588	58846	91859

The class-wise and overall financial impact of staffing at recommended levels may be summarized as follows:

- Class I & II: The recommended salary for Class I& II put together is 100% higher in comparison to salaries payable at sanctioned levels and 163% higher than actual salaries



- Class III: The recommended salary for Class III is almost equal to salaries payable at sanctioned levels and 40% higher than actual salaries paid.
- Class IV: The recommended salary for Class IV is almost equal to salaries payable at sanctioned staffing levels and 14% higher than actual salaries paid.
- Overall: The total salaries payable at recommended staffing levels is approximately the same as salary payable at sanctioned levels and 30% higher than actual salaries paid.

The financial implication of staffing at recommended levels (approx.) for all ULBs in Tamil Nadu is seen in Exhibit 9-22 Exhibit.

Exhibit 9-22 Financial implications - All ULBs (excluding GCC)

ULB Type	Actual			Sanctioned			Proposed		
	Class I+II	Class III+IV	TOTAL	Class I+II	Class III+IV	TOTAL	Class I+II	Class III+IV	TOTAL
GCC	3525	53586	57111	4624	61641	66265	9931	61641	71572
Corporations	665	11066	11731	916	15953	16869	837	14722	15559
Municipalities	139	1862	2001	158	2370	2528	422	3553	3975
Town Panchayats	19	231	250	24	495	519	48	631	679
TOTAL	4348	66744	71092	5722	80458	86180	11238	80546	91784

Annexures

Annexure 1

Discrepancies in Service Rules

General Issues	Specific Examples				
	General Services	Town Planning	Engineering Services	Medical Services	Public Health Services
Qualification					
Within specific posts	1. Qualification requirements too narrow	Town Planning Officer – Has many options but Masters in Architecture from Anna University only		Female Social Worker - requires training in venereal diseases from Madras Medical College in Chennai only	Sanitary Officer and Special grade Sanitary Inspector - requires certificate awarded by Principal of Medical College of Trivandrum
	2. Qualification requirements too general	Corporations: Municipal Commissioner Grade II and Assistants : <i>Needs graduation as requirement</i>		Pharmacist Grade II, Family Planning Welfare Worker Grade I and Veterinary Assistant Surgeon: <i>specifies 'minimum general educational qualification'</i>	
	3. Minimum experience not specified	Municipalities: Threshold experience requirements have not been specified for posts that are to be filled by means of promotion Corporations: experience requirements are not provided for the posts of Secretary to Council, law Officer, Public Relations Officer and Assistants	Municipalities: Minimum experience requirements not provided for Senior Town Planning Officer, Town Planning Officer Grade I and Town Planning Inspector	Municipalities: Minimum experience requirements not provided for Superintendents, Class II posts and Draftsman	Municipalities: Threshold experience requirements have not been specified for posts of Sanitary Worker and Supervisor
	4. Qualification requirements not specified	Municipalities: Qualification requirements are not specified for posts appointed by means of promotion Corporations: Qualifications are not provided for Superintendent and Conservancy Inspector			Municipalities: Qualification requirements are not specified for posts of Sanitary worker and Supervisor Corporations: Qualifications are not

General Issues		Specific Examples				
		General Services	Town Planning	Engineering Services	Medical Services	Public Health Services
						provided for Veterinary Assistant Surgeon
Across posts within a cadre	1. Qualifications of the senior post are less compared to a lower post.		Town Planning Inspector and Draftsman have same qualification requirements with draftsman having more options.	The experience requirement for Electrician Grade III is one year in pump and pumping machinery, and three years in electrical undertaking whereas for Electrician Grade II, only one year experience is required		The qualification requirement for the sanitary officer and sanitary inspector is same.
Across Cadres	1. Different qualification requirements for similar job profiles.		The qualification requirements for the post of Draftsman in Engineering are different from the Draftsman post in Town Planning Service.			
Promotion						
Additional certificate requirement	Public Health Services: Sanitary supervisors or workers have to get a Sanitary Inspector certificate before getting promoted to Sanitary Inspector means that inspector can be appointed only after the supervisors attend and complete a course which is a very tiresome process leading to high vacancy in the post of Sanitary Inspector.					
Ambiguity in Promotion criteria	Engineering Services: Minimum qualification requirement of AE is degree in engineering whereas for JE is diploma in engineering. While method of recruitment for AEE is by promotion of AE/JE in the ratio of 3:1, qualification criteria for AEE is not specified.					

Annexure 2

Staffing in GHMC

<u>Administration Department :</u>	<u>Town Planning Department:</u>
Addl. Commissioner	Director(HNC) (In the category of DT&CP)
Zonal Commissioner	Chief City Planner
Senior Assistant	Addl. Directors(Addl. Chief City Planner)
Joint Commissioner	Dy. Directors (City Planner)
Deputy Commissioner	Senior Architect Planner (Additional Director)
Spl. Category Steno	Assistant City Planners (Assistant Directors)3(DT&CP)+2(GHMC)
U D Steno	Town Planning Officer(Spl. G)
Superintendent	Town Planning Officer(Ordinary Grade)
Junior Assistant	Town Planning Assistants (i/c ACP)
	Town Planning Supervisors 4(DT&CP)+2(GHMC)
<u>Council Department :</u>	TPBO
Secretary	Draughtsman Gr.III
Assistant Secretary	Section Officer
OSD to H W Mayor in the category of Grade - II Municipal Commissioner	Draughtsman
	AADM Gr.III
<u>Health Department :</u>	<u>Urban Community Development Department:</u>
Chief Medical Officer of Health	Project Officer
Statical Officer	DyProject Officer
Food Inpsectors	Community Organiser
License Inspector	Community Organiser(MEPMA Outsourcing)
License sub Inspector	Senior Specialists / Junior Specialists(MEPMA Outsourcing basis)
Assistant Medical Officer of Health	Community Development Officer
Assistant License Officer	Town Project Officer
Sanitary Supervisors	Slum Development Officer
Sanitary Inspector	Social Worker
Sanitary Jawan	
Health Assistants	
Health Inspector	
<u>Solid Waste Management Department:</u>	<u>Finance and Accounts Department :</u>
SE(SWM & Transport)	Chief Financial Advisor
Executive Engineer(SWM)	Financial Advisor
Executive Engineer(Transport)	Divisional Accounts Officer
Dy. Executive Engineer	Cashiers
Assistant Engineer(SWM)	Bill Collector
Assistant Engineer(Transport)	Rent Collector
<u>Engineering(Projects) Department</u>	<u>Audit Department :</u>
Engineer-in- Chief	Chief Examiner of Accounts
Executive Engineer	Examiner of Accounts
Dy. Executive Engineer	Assistant Examiner of Accounts
AEs / AEEs	Senior Auditor
Superintendent Engineer	Junior Auditor
Executive Engineer	
Dy. Executive Engineer	
AEs / AEEs	
DAO	
<u>S E (Quality Control)</u>	<u>Estate Department :</u>
Superintendent Engineer	Estate Officer
Executive Engineer	Rent Collector
Dy. Executive Engineer	Marketing Inspector
AEs / AEEs	
<u>S E (Electrical)</u>	<u>Advertisement Department :</u>
Superintendent Engineer	Advertisement Officer
Executive Engineer	Advertisement Inspectors
Dy. Executive Engineer	
AEs / AEEs	
<u>Electrical Wing</u>	<u>Parks Department :</u>
Executive Engineer	Chief Horticulturist
Dy. Executive Engineer	Garden Supervisor(Gr-II)
	Director Urban Forestry
	Dy. Director of Forest
	Assistant Director of Horticulture
	Horticulture Officer
	Garden Supervisor
	Garden Supervisor(Gr-I)
	Garden Supervisor(Gr-III)
	Forest Section Officer

AEs / AEEs	Forest Range Officer
Engineering(Maintenance)	Sports Department :
Chief Engineer(Maintenance)	Director of Sports
Executive Engineer	Assistant Director of Sports
Dy. Executive Engineer	Games Inspector
AEs / AEEs	Player-cum-Coaches
DAO	Coach-cum-Lifeguard
Head Draughtman	Veterinary Department :
Draughtsman Gr-I	Chief Veterinary Officer
Draughtsman Gr-III	Veterinary Officer
Superintendent Engineer	Assistant Director of Veterinary
Executive Engineer	Chief Entomologist
Dy. Executive Engineer	Senior Entomologist
AEs / AEEs	Health Assistants
Executive Engineer(Disaster Management)	Field Assistants
Executive Engineer	Insect Collector
Dy. Executive Engineer	Health Inspector
Chief Valuation Officer	Inspector of Police
Valuation Officers	Public Relations Department :
Assistant Municipal Commissioners	Chief Public Relations Officer
Revenue Officers	Labour Welfare Department :
Manager	Personnel Officer
Tax Inspector	Assistant Personnel Officer
Bill Collector	Fire Prevention Wing
Accountant	Additional Director
Rent Collector	District Fire Officers
	Station Fire Officers

Annexure 3

Staffing Details of all ULBs under study

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Coimbatore	Commissioner	General	I	1	1	0
Coimbatore	Deputy Commissioner	General	I	1	1	0
Coimbatore	Assistant Commissioners (Ward)	General	I	4	3	1
Coimbatore	Assistant Commissioners (Personnel)	General	I	1	1	0
Coimbatore	Law Officer	General	II	1	0	1
Coimbatore	Secretary To Council	General	II	1	1	0
Coimbatore	Assistant Commissioners (Accounts)	General	I	1	1	0
Coimbatore	Assistant Commissioner (Revenue)	General	I	1	1	0
Coimbatore	Public Relation Officer	General	II	1	1	0
Coimbatore	Administrative Officer	General	II	4	4	0
Coimbatore	Accounts Officer	General	II	3	3	0
Coimbatore	Superintendent	General	III	7	7	0
Coimbatore	Reporter	General	III	1	0	1
Coimbatore	Assistants Accountant	General	III	36	32	4
Coimbatore	Personal Assistant	General	III	2	0	2
Coimbatore	Steno Typist	General	III	2	0	2
Coimbatore	Junior Assistant -Cum- Typist	General	III	117	90	27
Coimbatore	Assistant Revenue Officer	General	III	4	4	0
Coimbatore	Conservancy Inspector	General	III	72	0	72
Coimbatore	Record Assistant	General	III	18	18	0
Coimbatore	Head Office Assistant	General	III	1	1	0
Coimbatore	Tax Collector	General	III	83	58	25
Coimbatore	Driver	General	III	39	28	11
Coimbatore	Conservancy Supervisor	General	III	72	68	4
Coimbatore	City Engineer	Engineering	I	1	0	1
Coimbatore	Executive Engineer	Engineering	I	2	2	0
Coimbatore	Executive Engineer(Planning)	Engineering	I	1	1	0
Coimbatore	Assistant Executive Engineer	Engineering	II	5	5	0
Coimbatore	Assistant Executive Engineer(Planning)	Engineering	II	4	4	0
Coimbatore	Assistant Engineers/ Junior Engineer	Engineering	II	36	23	13
Coimbatore	Technical Assistant	Engineering	III	7	7	0
Coimbatore	Skilled Assistant Grade -I	Engineering	III	5	5	0
Coimbatore	Skilled Assistant Grade - Ii	Engineering	III	37	33	4
Coimbatore	City Health Officer	Public Health	I	1	1	0
Coimbatore	Assistant Health Officer	Public Health	II	1	1	0
Coimbatore	Medical Officer	Public Health	II	39	35	4
Coimbatore	Computer Cum Clerk	Public Health	III	10	2	8
Coimbatore	Lab Technician	Public Health	III	1	0	1
Coimbatore	Sanitary Inspector	Public Health	III	22	18	4
Coimbatore	Shn	Public Health	III	20	19	1
Coimbatore	Pharmacist	Public Health	III	20	12	8
Coimbatore	Uhn	Public Health	III	158	96	62
Coimbatore	Field Asst./Male/Female Asst.	Public Health	III	11	1	10
Coimbatore	Sanitary Officer	Public Health	III	5	5	0
Coimbatore	Office Assistant	Basic	IV	20	19	1

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Coimbatore	Unskilled Worker	Basic	IV	721	275	446
Coimbatore	Sanitary Worker	Basic	IV	3226	2635	591
Coimbatore	Class IV Woman	Basic	IV	20	1	19
Coimbatore	Dispensary Sweepers	Basic	IV	15	9	6
Coimbatore	Female Nursing Assistant/Male Nursing Assistant	Basic	IV	33	5	28
Vellore	Commissioner	General	I	1	1	0
Vellore	P.A.To.Commissioner	General	III	1	0	1
Vellore	Manager	General	II	1	0	1
Vellore	Accountant	General	III	1	0	1
Vellore	Assistant	General	III	16	13	3
Vellore	Junior Assistant	General	III	47	12	35
Vellore	Typist	General	III	4	0	4
Vellore	Record Clerk	General	III	5	5	0
Vellore	Jeep Driver	General	III	1	0	1
Vellore	Assistant Programmar	General	II	1	1	0
Vellore	Data Entry Operator	General	III	3	1	2
Vellore	Revenue Officer	General	II	1	0	1
Vellore	Revenue Inspector	General	III	4	4	0
Vellore	Market Superintendant	General	III	1	1	0
Vellore	Revenue Assistant	General	III	38	14	24
Vellore	Executive Officer	General	II	6	0	6
Vellore	Village Secretary	General	II	9	2	7
Vellore	Office Assistant	General	III	28	16	12
Vellore	Night Watch Man	General	III	5	3	2
Vellore	Engineer (Assistant Executive Engineer)	Engineering	II	1	1	0
Vellore	Assistant Engineer	Engineering	II	2	2	0
Vellore	Junior Engineer	Engineering	III	1	1	0
Vellore	Electrical Superintendent	Engineering	III	2	2	0
Vellore	Draughtsman	Engineering	III	1	1	0
Vellore	Overseer	Engineering	III	2	2	0
Vellore	Work Inspector	Engineering	III	3	0	3
Vellore	Meter Reader	Engineering	III	1	0	1
Vellore	Wire Man	Engineering	III	6	5	1
Vellore	Lorry Driver	Engineering	III	1	0	1
Vellore	Road Rollar Driver	Engineering	III	1	0	1
Vellore	Tap Inspector	Engineering	III	4	2	2
Vellore	Fitter Grade I	Engineering	III	3	2	1
Vellore	Fitter Grade Ii	Engineering	III	6	5	1
Vellore	Turn Cock	Engineering	III	5	5	0
Vellore	Jeep Driver	Engineering	III	1	1	0
Vellore	Electrician Grade I	Engineering	III	4	3	1
Vellore	Electrician Grade Ii	Engineering	III	5	3	2
Vellore	Town Planning Officer (Senior Grade)	Engineering	II	1	1	0
Vellore	Town Planning Inspector	Engineering	III	5	4	1
Vellore	Assistant Draughtsman	Engineering	III	1	0	1
Vellore	Chain Man	Engineering	III	2	2	0
Vellore	City Health Officer	Public Health	I	1	1	0
Vellore	Sanitary Inspector	Public Health	III	15	5	10
Vellore	Driver	Public Health	III	22	18	4
Vellore	Sanitary Supervisor	Public Health	III	32	26	6
Vellore	Filed Assistant	Public Health	III	2	0	2

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Vellore	Woman Medical Office	Public Health	III	1	1	0
Vellore	Health Visiter	Public Health	III	2	2	0
Vellore	Maternity Assistant	Public Health	III	14	0	14
Vellore	Medical Officer	Public Health	II	10	4	6
Vellore	Pharmacist	Public Health	III	10	3	7
Vellore	Maternity Ayah	Public Health	III	10	2	8
Vellore	Male Attendant	Public Health	III	10	0	10
Vellore	Female Attendant	Public Health	III	10	0	10
Vellore	Night Watchman	Public Health	III	10	0	10
Vellore	Medical Officer	Public Health	II	3	3	0
Vellore	PHN(Maternal And Child Health Officer)/H.V	Public Health	III	1	1	0
Vellore	Multipures Health Worker	Public Health	III	20	12	8
Vellore	Ipp-V Assistant (Class-4)	Public Health	III	3	2	1
Vellore	Helper(Wireman)	Basic	IV	6	2	4
Vellore	Sweage Farm Masthri	Basic	IV	1	0	1
Vellore	Lorry Cleaner	Basic	IV	1	0	1
Vellore	Tap Cleaner	Basic	IV	25	13	12
Vellore	Pumpset Watchman	Basic	IV	2	2	0
Vellore	Gang Mazdur	Basic	IV	43	11	32
Vellore	Watch Man	Basic	IV	2	0	2
Vellore	Oht Opeartor&Hp Operator	Basic	IV	23	19	4
Vellore	Cleaner	Basic	IV	1	1	0
Vellore	Mulla	Basic	IV	1	0	1
Vellore	Sanitary Worker	Basic	IV	673	478	195
Hosur	Commissioner	General	A	1	1	0
Hosur	Manager	General	B	1	1	0
Hosur	Accountant	General	B	1	1	0
Hosur	Assistant	General	C	2	2	0
Hosur	Junior Assistant	General	C	9	9	0
Hosur	Typist	General	C	2	2	0
Hosur	Record Clerk	General	D	1	1	0
Hosur	Office Assistant	General	C	2	2	0
Hosur	Night Watchman	General	D	1	1	0
Hosur	Revenue Inspector	General	C	2	2	0
Hosur	Revenue Assistant	General	C	10	10	0
Hosur	Assistant Programmer	IT	B	1	1	0
Hosur	Data Entry Operator	IT	C	1	0	1
Hosur	Municipal Engineer	Engineering	A	1	1	0
Hosur	Asst. Engineer	Engineering	C	1	1	0
Hosur	Overseer	Engineering	C	1	1	0
Hosur	D.Man	Engineering	C	1	1	0
Hosur	Work Inspector	Engineering	C	2	2	0
Hosur	Tap Inspector	Engineering	C	3	1	2
Hosur	Fitter	Engineering	D	3	2	1
Hosur	Helper (Water Supply)	Engineering	D	1	0	1
Hosur	Valve Operator	Engineering	D	10	10	0
Hosur	Tank Watchman	Engineering	D	2	2	0
Hosur	Wireman	Engineering	D	5	5	0
Hosur	Helper (Street Light)	Engineering	D	5	3	2
Hosur	Driver	Engineering	D	6	6	0
Hosur	Town Planning Officer	Town Planning	B	1	1	0
Hosur	Town Planning Inspector	Town Planning	C	1	1	0

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Hosur	Chainman	Town Planning	D	1	1	0
Hosur	Sanitary Inspector	Public Health	C	6	6	0
Hosur	Sanitary Supervisor	Public Health	C	12	10	2
Hosur	Driver	Public Health	D	4	4	0
Hosur	Community Organiser	Public Health	C	2	2	0
Hosur	Sanitary Worker	Public Health	D	240	200	40
Nagapattinam	Commissioner	General	A	1	1	0
Nagapattinam	Manager Class Ii	General	B	1	0	1
Nagapattinam	Accountant Class Iv	General	B	1	1	0
Nagapattinam	Assistant Class V	General	C	6	6	0
Nagapattinam	Revenue Inspector Class V	General	C	2	2	0
Nagapattinam	Junior -Assistant Classvii	General	C	14	8	6
Nagapattinam	Revenue Assistant Class Viia	General	C	12	7	5
Nagapattinam	Typist Class Vii A	General	C	1	1	0
Nagapattinam	Record Clerk Class X	General	D	1	1	0
Nagapattinam	Office Assistant	General	C	4	4	0
Nagapattinam	Watchman	General	D	3	2	1
Nagapattinam	Assistant Programmer	IT	B	1	1	0
Nagapattinam	Data Entry Operator	IT	C	1	0	1
Nagapattinam	Municipal Engineer	Engineering	A	1	1	0
Nagapattinam	Assistant Engineer	Engineering	C	1	1	0
Nagapattinam	Electrician Gr.I	Engineering	C	1	0	1
Nagapattinam	Electrician Gr.Ii	Engineering	C	1	1	0
Nagapattinam	Wireman	Engineering	D	2	0	2
Nagapattinam	Wireman Helper	Engineering	D	2	0	2
Nagapattinam	Tap Inspector	Engineering	C	1	0	1
Nagapattinam	Fitter	Engineering	D	1	0	1
Nagapattinam	Driver	Engineering	D	3	2	1
Nagapattinam	Cleaner	Engineering	D	17	8	9
Nagapattinam	Road Worker	Engineering	D	4	0	4
Nagapattinam	Town Planning Inspector	Town Planning	C	1	1	0
Nagapattinam	Sanitary Inspector	Public Health	C	4	4	0
Nagapattinam	Sanitary Supervisor	Public Health	C	14	11	3
Nagapattinam	Field Assistant	Public Health	D	1	0	1
Nagapattinam	Sanitary Worker	Public Health	D	197	153	44
Nagapattinam	Driver	Public Health	D	7	7	0
Nagapattinam	Medical Officer	Medical	B	2	2	0
Nagapattinam	Urban Health Visitor	Medical	C	2	1	1
Nagapattinam	Urban Health Nurse	Medical	D	11	5	6
Nagapattinam	Office-Assostamt	Medical	D	2	1	1
Tiruvallur	Commissioner	General	A	1	1	0
Tiruvallur	Manager	General	B	1	1	0
Tiruvallur	Accountant	General	B	1	1	0
Tiruvallur	Junior Assistant	General	C	10	10	0
Tiruvallur	Office Assistant	General	C	3	1	2
Tiruvallur	Night Watchman	General	D	1	0	1
Tiruvallur	Record Clerk	General	D	1	1	0
Tiruvallur	Revenue Inspector	General	C	1	1	0
Tiruvallur	Revenue Assistant	General	C	7	6	1
Tiruvallur	Office Assistant	General	C	1	1	0
Tiruvallur	Assistant Programmer	IT	B	1	1	0
Tiruvallur	Municipal Engineer	Engineering	A	1	1	0
Tiruvallur	Overseer	Engineering	C	1	1	0
Tiruvallur	Office Assistant	Engineering	C	1	1	0
Tiruvallur	Wireman	Engineering	C	2	2	0

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Tiruvallur	Helper	Engineering	C	1	1	0
Tiruvallur	Gang Mazdoor	Engineering	C	2	2	0
Tiruvallur	Electrician Grade II	Engineering	D	2	2	0
Tiruvallur	Fitter	Engineering	D	1	1	0
Tiruvallur	Meter Reader	Engineering	D	1	1	0
Tiruvallur	Switch Board Operator	Engineering	D	1	0	1
Tiruvallur	Turn Cock	Engineering	D	1	0	1
Tiruvallur	Pump House Watchman	Engineering	D	5	2	3
Tiruvallur	Pump House Cleaner	Engineering	D	3	1	2
Tiruvallur	Electrician Grade I	Engineering	B	1	0	1
Tiruvallur	Town Planning Inspector	Town Planning	C	2	2	0
Tiruvallur	Chain Man	Town Planning	D	2	2	0
Tiruvallur	Sanitary Officer	Public Health	C	1	1	0
Tiruvallur	Sanitary Inspector	Public Health	C	1	1	0
Tiruvallur	Sanitary Supervisor	Public Health	C	5	4	1
Tiruvallur	Driver	Public Health	D	4	4	0
Tiruvallur	Cleaner	Public Health	D	1	1	0
Tiruvallur	Field Assistant	Public Health	D	1	1	0
Tiruvallur	Sanitary Worker	Public Health	D	66	66	0
Tiruvallur	Medical Officer	Medical	B	1	1	0
Tiruvallur	Pharmacist	Medical	C	1	1	0
Tiruvallur	Male/Female Nurse	Medical	D	2	0	2
Tiruvallur	Health Visitor	Medical	C	1	0	1
Tiruvallur	Maternity Assistant	Medical	D	2	1	1
Tiruvallur	Maternity Ayah	Medical	D	3	1	2
Perambalur	Commissioner	General	A	1	1	0
Perambalur	Manager (Class-Iv)	General	B	1	1	0
Perambalur	Assistant	General	C	2	2	0
Perambalur	Revenue Inspector	General	C	1	1	0
Perambalur	Junior Assistant	General	C	5	5	0
Perambalur	Revenue Assistant	General	C	3	3	0
Perambalur	Typist	General	C	1	1	0
Perambalur	Driver	General	D	5	4	1
Perambalur	Recorded Clerk	General	D	1	1	0
Perambalur	Office Assistant	General	C	2	2	0
Perambalur	Data Entry Operator	IT	C	1	1	0
Perambalur	Municipal Engineer	Engineering	A	1	1	0
Perambalur	Assistant Engineer	Engineering	C	1	1	0
Perambalur	Public Works Overseer	Engineering	C	2	2	0
Perambalur	Work Inspector	Engineering	C	1	1	0
Perambalur	Fitter	Engineering	D	1	1	0
Perambalur	Field Assistant	Engineering	D	1	1	0
Perambalur	Electrician	Engineering	C	1	1	0
Perambalur	Wire Man	Engineering	D	2	0	2
Perambalur	Wire Man Helper	Engineering	D	2	2	0
Perambalur	Tank Watchman	Engineering	D	2	1	1
Perambalur	Town Planning Inspector	Town Planning	C	1	1	0
Perambalur	Sanitary Inspector	Public Health	C	2	2	0
Perambalur	Sanitary Supervisor	Public Health	C	2	2	0
Perambalur	Sanitary Worker	Public Health	D	45	41	4
Tirunelmalai	Executive Officer	General	B	1	1	0
Tirunelmalai	Junior Assistant	General	C	1	1	0
Tirunelmalai	Bill Collector	General	D	2	2	0

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Tiruneermalai	Office Assistant	General	D	1	1	0
Tiruneermalai	Driver	General	D	1	1	0
Tiruneermalai	Night Watchman	General	D	1	1	0
Tiruneermalai	Sanitary Worker	Public Health	D	22	22	0
Chengam	Executive Officer	General	B	1	1	0
Chengam	Sanitary Inspector	Public Health	C	1	0	1
Chengam	Assistant/Head Clerk	General	C	1	1	0
Chengam	Junior Assistant	General	C	2	1	1
Chengam	Bill Collector	General	C	3	3	0
Chengam	Record Clerk / Record Assistant	General	D	1	1	0
Chengam	Driver (Sanitation)	Public Health	D	1	1	0
Chengam	Tractor Driver	General	D	1	1	0
Chengam	Office Assistant	General	D	1	0	1
Chengam	Watchman /Market/Park/Bus Stand/ Shandy	General	D	2	2	0
Chengam	Sanitary Supervisor	Public Health	C	2	2	0
Chengam	Sanitary Worker /Public Health Worker	Public Health	D	23	23	0
Chengam	Electrician Grade I	Engineering	C	1	1	0
Chengam	Fitter Gr.I, II / Head Works Fitter	Engineering	C	1	1	0
Chengam	Pipeline Fitter Gr.I, Gr.Ii	Engineering	C	1	1	0
Chengam	Watchman	General	D	1	1	0
Chengam	Filter Bed Operator	Engineering	D	1	1	0
Chengam	Oht/Motor Opeartor	Engineering	D	3	3	0
Chengam	Electrician (Head Works)	Engineering	C	1	1	0
Chengam	Others (Specify) Water Supply Maintanance	Engineering	D	3	3	0
Vilapakkam	Executive Officer	General	B	1	1	0
Vilapakkam	Public Health Staff	Public Health	D	5	3	2
Vilapakkam	Water Supply	Engineering	D	1	1	0
Puthukkadai	Executive Officer	General	B	1	1	0
Puthukkadai	Junior Assistant	General	C	2	2	0
Puthukkadai	Office Assistant	General	C	1	1	0
Puthukkadai	Bill Collector	General	C	2	1	1
Puthukkadai	Electrician	Engineering	C	1	1	0
Puthukkadai	Meter Reader	Engineering	D	2	1	1
Puthukkadai	Sanitary Worker	Public Health	D	4	4	0
Chennai	Commissioner	Deputation	A	1	1	0
Chennai	Deputy Commissioner (Works)	Deputation	A	1	1	0
Chennai	Deputy Commissioner (Health)	Deputation	A	1	1	0
Chennai	Deputy Commissioner (Education)	Deputation	A	1	0	1
Chennai	Deputy Commissioner (R&F)	Deputation	A	1	0	1
Chennai	Regional Deputy Commissioner (North)	Deputation	A	1	1	0
Chennai	Regional Deputy Commissioner (Central)	Deputation	A	1	1	0
Chennai	Regional Deputy Commissioner (South)	Deputation	A	1	0	1
Chennai	Assistant Commissioner (GA&P)	Deputation	A	1	1	0
Chennai	District Revenue Officer (L&E)	Deputation	A	1	1	0
Chennai	Financial Adviser	Deputation	A	1	1	0
Chennai	Deputy Collector (Admin), Head	Deputation	B	1	1	0

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
	Quarters					
Chennai	Deputy Collector (Revenue), Regional Offices.	Deputation	B	3	3	0
Chennai	Deputy Collector (Admin) Regional Offices.	Deputation	B	3	3	0
Chennai	Tahsildar (L&E)	Deputation	B	1	1	0
Chennai	Tahsildar, Regional Offices	Deputation	B	3	1	2
Chennai	P.A to Mayor	Deputation	B	1	0	1
Chennai	Vigilance Officer	Deputation	B	1	1	0
Chennai	Vigilance Inspector	Deputation	B	2	2	0
Chennai	Public Relations Officer	Deputation	B	1	1	0
Chennai	Divisional Engineer (Technical Audit)	Deputation	B	1	0	1
Chennai	Head Constables	Deputation	C	5	0	5
Chennai	Sub Inspector of Survey	Deputation	C	7	2	5
Chennai	Assistant P.R.O	Deputation	C	2	1	1
Chennai	Zonal officer	General	B	15	15	0
Chennai	Administrative Officer	General	C	20	20	0
Chennai	Superintendent	General	C	222	222	0
Chennai	Assistant	General	C	620	504	116
Chennai	Junior Assistant	General	C	318	195	123
Chennai	Typist	General	C	129	120	9
Chennai	Chief Reporter	General	C	1	1	0
Chennai	Reporter	General	C	8	8	0
Chennai	SHT (Grade-I)	General	C	2	2	0
Chennai	SHT (Grade-II)	General	C	19	18	1
Chennai	SHT (Grade-III)	General	C	41	21	20
Chennai	Record Clerk	General	C	121	108	13
Chennai	Telephone Operator	General	C	7	3	4
Chennai	Watchman	General	D	87	70	17
Chennai	Jamader	General	D	1	1	0
Chennai	Duffadar	General	D	21	21	0
Chennai	Office Assistant	General	D	516	499	17
Chennai	Council Secretary	Council	A	1	1	0
Chennai	Chief Accounts Officer	Finance and Accounts	A	6	5	1
Chennai	Asst. Accounts Officer	Finance and Accounts	B	29	23	6
Chennai	Revenue Officer	Revenue Officer	A	1	1	0
Chennai	Additional Revenue Officer	Revenue Officer	A	2	1	1
Chennai	Assistant Revenue Officer	Revenue Officer	B	46	33	13
Chennai	Assessor	Revenue Officer	C	101	97	4
Chennai	License Inspector	Revenue Officer	C	102	52	50
Chennai	Tax Collector	Revenue Officer	C	276	196	80
Chennai	Senior Law Officer	Legal	A	1	0	1
Chennai	Law Officer	Legal	B	1	1	0
Chennai	Assistant Law Officer	Legal	C	12	2	10
Chennai	Chief Engineer	Engineering	A	3	3	0
Chennai	Superintendent Engineer	Engineering	A	9	8	1
Chennai	Executive Engineer	Engineering	B	59	56	3
Chennai	Asst. Exe. Engineer	Engineering	B	146	113	33
Chennai	Assistant / Junior Engineer (Civil, Mech)	Engineering	C	357	318	39

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Chennai	Draughts Man	Engineering	C	26	1	25
Chennai	Assistant Draughts Man	Engineering	C	13	11	2
Chennai	Press Foreman	Engineering	D	1	0	1
Chennai	Proof Reader	Engineering	D	1	0	1
Chennai	Carpenter Artisan (SAG-I)	Engineering	D	1	1	0
Chennai	Machine Operator (SAG-I)	Engineering	D	1	0	1
Chennai	Machine Minder (SAG-II)	Engineering	D	4	3	1
Chennai	Binder (SAG-II)	Engineering	D	11	9	2
Chennai	Colour Printer (SAG-II)	Engineering	D	1	1	0
Chennai	Compositor (SAG-II)	Engineering	D	17	1	16
Chennai	Fitter Artisan (SAG-I)	Engineering	D	1	0	1
Chennai	Fitter (SAG-II)	Engineering	D	1	0	1
Chennai	Layer-on (SAG-II)	Engineering	D	2	2	0
Chennai	Letter Painter (SAG-II)	Engineering	D	2	1	1
Chennai	Motor Mechanic (Grade-II)	Engineering	D	83	62	21
Chennai	Painter (SAG-II)	Engineering	D	3	1	2
Chennai	Pen ruler (SAG-II)	Engineering	D	1	1	0
Chennai	Riveter Artisan (SAG-I)	Engineering	D	1	0	1
Chennai	Riveter (SAG-II)	Engineering	D	10	8	2
Chennai	Tinker (SAG-II)	Engineering	D	1	0	1
Chennai	Turner (SAG-II)	Engineering	D	1	0	1
Chennai	Tyre man (SAG-II)	Engineering	D	2	1	1
Chennai	Varnish Man (SAG-II)	Engineering	D	1	1	0
Chennai	Welder Artisan (SAG-I)	Engineering	D	3	2	1
Chennai	Welder (SAG-II)	Engineering	D	7	7	0
Chennai	Wireman (ME Dept.)(SAG-II)	Engineering	D	22	6	16
Chennai	Driver (Class-III)	Engineering	D	1140	1105	35
Chennai	Assistant Motor Mechanic	Engineering	D	23	16	7
Chennai	Time Keeper	Engineering	D	87	25	62
Chennai	Gate Keeper	Engineering	D	2	0	2
Chennai	Petrol Bunk Operator	Engineering	D	4	0	4
Chennai	Road Cart Thozhilali	Engineering	D	1	0	1
Chennai	Apprentice Luscar	Engineering	D	1	1	0
Chennai	Cleaner	Engineering	D	112	103	9
Chennai	Rubbish Cart Driver	Engineering	D	1	0	1
Chennai	Thozhilali (Mechanical)	Engineering	D	119	79	40
Chennai	Road Worker	Engineering	D	1600	1571	29
Chennai	Workers Foreman	Engineering	D	1	0	1
Chennai	Diesel Mechanic (SAG-II)	Engineering	D	3	0	3
Chennai	Plant Operator	Engineering	D	6	0	6
Chennai	Assistant Plant Operator	Engineering	D	6	0	6
Chennai	Operator	Engineering	D	5	5	0
Chennai	Electrician (CAP-Works)(SAG-II)	Engineering	D	3	0	3
Chennai	Superintending Engineer (Ele)	Electrical and Lighting	D	1	1	0
Chennai	Divisional Electrical Engineer	Electrical and Lighting	D	4	4	0
Chennai	Assistant Divisional Electrical Engineer	Electrical and Lighting	D	24	22	2
Chennai	Assistant / Junior Engineer (Electrical)	Electrical and Lighting	D	118	86	32
Chennai	Lighting Inspector (Supervisor)	Electrical and Lighting	D	53	31	22

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Chennai	Jointer	Electrical and Lighting	D	73	52	21
Chennai	Electrician (SAG-I)	Electrical and Lighting	D	113	95	18
Chennai	Electrical Overseer (Un-Skilled)	Electrical and Lighting	D	1	0	1
Chennai	Wireman (SAG-II)	Electrical and Lighting	D	42	3	39
Chennai	Permanent Labour (Un-Skilled)	Electrical and Lighting	D	1108	771	337
Chennai	Lift Attender	Electrical and Lighting	D	6	1	5
Chennai	City Health Officer	Public Health	A	1	0	1
Chennai	Additional City Health Officer	Public Health	A	4	3	1
Chennai	Zonal Health Officer	Public Health	A	17	8	9
Chennai	Medical Officer	Public Health	B	94	74	20
Chennai	Health Education Officer	Public Health	B	1	1	0
Chennai	Senior Analyst	Public Health	B	2	1	1
Chennai	Public Analyst	Public Health	B	1	0	1
Chennai	Statistical Supervisor	Public Health	B	1	0	1
Chennai	Pharmacist	Public Health	C	72	55	17
Chennai	Junior Analyst	Public Health	C	5	1	4
Chennai	Lab Technician (Grade-II)	Public Health	C	71	59	12
Chennai	Medical Store Officer	Public Health	C	1	0	1
Chennai	Graduate Technician	Public Health	C	1	0	1
Chennai	ECG Technician(Health)	Public Health	C	2	0	2
Chennai	Sanitary Officer	Public Health	C	52	50	2
Chennai	Sanitary Inspector	Public Health	C	200	159	41
Chennai	Birth and Death Registrar	Public Health	C	30	0	30
Chennai	Burial Ground Assistant	Public Health	D	40	38	2
Chennai	Female Ward Attender(Health)	Public Health	D	74	47	27
Chennai	Male Ward Attender(Health)	Public Health	D	74	19	55
Chennai	Director (CDH)	Health	B	1	1	0
Chennai	Resident Medical Officer(CDH)	Health	B	1	0	1
Chennai	Pathologist	Health	B	1	0	1
Chennai	Asst. Pathologist	Health	B	1	0	1
Chennai	Epidemiologist	Health	C	1	0	1
Chennai	Microbiologist	Health	C	1	0	1
Chennai	Lab Assistant	Health	C	2	0	2
Chennai	Bio-Chemist	Health	C	1	0	1
Chennai	Assistant Bio-Chemist	Health	C	1	0	1
Chennai	Chief Pharmacist	Health	C	1	0	1
Chennai	Microscopist	Health	C	1	0	1
Chennai	Assistant Microscopist	Health	C	1	0	1
Chennai	Nursing Superintendent	Health	C	1	1	0
Chennai	Research Assistant	Health	C	2	0	2
Chennai	Asst. Nursing Superintendent (Ward Sister)	Health	C	2	1	1
Chennai	Staff Nurse	Health	C	12	8	4
Chennai	Auxiliary Nurse Midwife	Health	D	8	4	4
Chennai	Steward	Health	D	1	0	1
Chennai	Head Cook	Health	D	1	0	1
Chennai	Junior Cook	Health	D	5	1	4
Chennai	Sanitary Worker(Hospital)	Health	D	3	2	1
Chennai	Animal Attender	Health	D	2	0	2
Chennai	Lab Attender	Health	D	3	0	3

City	Post	Cadre	Class & Grade	Sanctioned	Actual	Vacancy
Chennai	Chief Vector Control Officer	Health	A	1	1	0
Chennai	Senior Entomologist	Health	B	5	4	1
Chennai	Junior Entomologist	Health	C	16	10	6
Chennai	Basic Health Worker	Health	D	223	95	128
Chennai	Field Assistant	Health	D	40	27	13
Chennai	Malaria Worker and Desilting Thozhilali	Health	D	1490	1490	0
Chennai	Veterinary Medical Officer	Health	B	1	1	0
Chennai	Veterinary Assistant Surgeon	Health	B	19	18	1
Chennai	Deputy Project Co-ordinator	DFWB	A	1	1	0
Chennai	District Family Welfare Medical Officer	DFWB	A	2	1	1
Chennai	Additional DF WB Medical Officer	DFWB	A	3	0	3
Chennai	Zonal Medical Officer (DFWB)	DFWB	B	15	14	1
Chennai	Medical Officer (DFWB)	DFWB	B	169	121	48
Chennai	Anaesthetist	DFWB	B	5	0	5
Chennai	Deputy Communication Officer	DFWB	B	5	3	2
Chennai	Maternal and Child Health Officer	DFWB	B	23	21	2
Chennai	Statistical Assistant	DFWB	C	3	3	0
Chennai	Staff Nurse(D.F.W.B)	DFWB	C	99	97	2
Chennai	Pharmacist (Allopathy)	DFWB	C	39	36	3
Chennai	Sector Health Nurse (HV)	DFWB	C	126	96	30
Chennai	Computer Cum Clerk	DFWB	C	63	12	51
Chennai	Urban Health Nurse	DFWB	C	780	590	190

Annexure 4

Andhra Pradesh Staffing Norms

Post	10 lakhs and above	5 lakhs and above and below 10 lakhs	3 lakhs and above and below 5 lakhs	1 lakh and above and below 3 lakhs	40,000 and above and below 1 lakh	Below 40000	Remarks
Commissioner	1 In the cadre of IAS	1 In the cadre of Addl. Dir. of MA	1 In the cadre of Regl. Dir. of MA	*1 In the cadre of Jt. Dir. of MA	1 As per grade of ULB	1 As per grade of ULB	* With regard to Municipalities as per grade of ULB.
Addl. Commissioner	1 In the cadre of Addl. Dir. Of M.A.	1 In the cadre of Sel. Gr. M.C.	1 In the cadre of Spl. Gr. M.C	*1 In the cadre of Spl. Gr. M.C	--	--	*for Municipalities no Addl. Commr. post is suggested
Secretary	1 In the cadre of Spl. Gr. M.C	1 In the cadre of First Gr. M.C.	1 In the cadre of First Gr. M.C.	*1 in the cadre of First Gr. M.C	--	--	*for Municipalities, no Secretary post is suggested
Asst. Commissioner	--	--	--	*1 in the cadre of Second Gr. M.C.	--	--	*for Municipalities only
Asst. Commissioner (Adm.)	1	1	1	*1	--	--	The existing post of Manager may be re-designated as Asst. Commissioner (Adm.) as in the case of GHMC. *for Corporations only
Public Relation Officer	1 (in the cadre of Dist. P.R.O)	1 (in the cadre of Divl.. P.R.O)	1 (in the cadre of Divl.. P.R.O)	*1 (in the cadre of Divl.. P.R.O)	--	--	Officers will be taken on deputation from I&PR Dept. *for Corporations only
Education Officer (in the category of Dy. Educational Officer)	1	1	1	*1	--	--	Officers will be taken on deputation from Education Dept.
Manager	--	--	--	1	1	1	*for Corporations only In the relevant category of Managers (Category I, II and III of APMSS) depending on grade of the Municipality. But

Post	10 lakhs and above	5 lakhs and above and below 10 lakhs	3 lakhs and above and below 5 lakhs	1 lakh and above and below 3 lakhs	40,000 and above and below 1 lakh	Below 40000	Remarks
Superintendent	11 (7 + 4) One for each section excluding accounts, viz., 1. Admn. 2. Revenue. 3. Secretary 4. Public Health. 5. Engineering. 6. Town Plng 7. UPA. + 1 for each circle.	9 (7 + 2) One for each section excluding accounts, viz., 1. Admn. 2. Revenue. 3. Secretary 4. Public Health. 5. Engineering. 6. Town Plng 7. UPA. + 1 for each circle.	7 One for each section excluding accounts, viz., 1. Admn. 2. Revenue. 3. Secretary 4. Public Health. 5. Engineering. 6. Town Plng 7. UPA	*7 One for each section excluding accounts, viz., 1. Admn. 2. Revenue. 3. Secretary 4. Public Health. 5. Engineering. 6. Town Plng 7. UPA	--	--	not in Corporations. *for Corporations only
Sr. Assistant	22 (@ two Sr.Asst. per section	18 (@ two Sr.Assts. per section)	14 (@ two Sr.Assts. per section	*14 & **6 (@ one Sr.Asst. per section	6 (@ one Sr.Asst. per section	#3	*for Corporations **for Mplts. # One Asst. per 2 sections - These posts are exclusive of the posts in the schools.
Jr. Assistant	33 (@ three Jr.Assts. per section	18 (@ two Jr.Assts. per section)	14 (@ two Jr.Assts. per section	*14 & **12 (@ two Jr.Assts. per section	6 (@ one Jr.Asst. per section	#3	*for Corporations **for Mplts. # One Asst. per 2 sections - These posts are exclusive of the posts in the schools.
Sr. Stenographer (PA to Commr.)	7	5	3	1	1	1	One Sr. Steno each for Commissioner, Addl. Commr. & Dy. Commr. inMpl Corps., and one senior steno for Commr. in Mplties.
Typist	Existing posts to be continued	Existing posts to be continued	Existing posts to be continued	Existing posts to be continued	Existing posts to be continued	Existing posts to be continued	Existing incumbents will be continued till they vacate the posts



Post	10 lakhs and above	5 lakhs and above and below 10 lakhs	3 lakhs and above and below 5 lakhs	1 lakh and above and below 3 lakhs	40,000 and above and below 1 lakh	Below 40,000	Remarks
Record Assistant	Existing posts to be retained	Existing posts to be retained	Existing posts to be retained	Existing posts to be retained	Existing posts to be retained	Existing posts to be retained	There is wide divergence in the number as well as duties of Record Assts in various Mpl. Corps/ Mplties. Hence existing posts may be retained.
System Manager	2	1	1	1	1	1	These posts are essentially required in view of computerization taking place in ULBs.
System Assistants / Data Entry Operator	5	2	2	1	1	1	In the cadre of Addl. Director of Mpl. Admn.
Additional Commissioner	1	--	--	--	--	--	In the cadre of Spl. Grade Mpl. Commr. *for Corporations only
Deputy Commissioner	--	1	1	*1	--	--	In the cadre of Spl. Grade Mpl. Commr.
Deputy Commissioner (Circle Offices)	4	2	--	--	--	--	Covered under A.P. Municipal Ministerial Subordinate Service Rules.* Category II
Revenue Officer	8	4	2	*1	**1	-	In the cadre of Senior Assistant. There shall be at least one RI in every ULB
UD Revenue Inspector	One for 4 Bill Collectors	One for 4 Bill Collectors	One for 4 Bill Collectors	One for 4 Bill Collectors	One for 4 Bill Collectors	One for 4 Bill Collectors	One for 3,000 Assess- ments
Bill Collector	One for 3,000 Assessments	One for 3,000 Assess- ments	One for 3,000 Assess- ments	One for 3,000 Assess- ments	One for 3,000 Assess- ments	One for 3,000 Assess- ments	In the cadre of Civil Surgeon
Chief Medical Officer of Health	1	1	--	--	--	--	In the cadre of Asst. Civil Surgeon
Asst. Medical Officer of Health	4	2	--	--	--	--	In the cadre of Asst. Civil Surgeon
Municipal Health Officer	--	--	1	1	--	--	In the cadre of Asst. Civil Surgeon

Post	10 lakhs and above	5 lakhs and above and below 10 lakhs	3 lakhs and above and below 5 lakhs	1 lakh and above and below 3 lakhs	40,000 and above and below 1 lakh	Below 40000	Remarks
Sanitary Supervisor	One for every 5 Sanitary Inspectors	One for every 5 Sanitary Inspectors	One for every 5 Sanitary Inspectors	*One for every 5 Sanitary Inspectors	--	--	In municipalities, existing incumbents will be continued till they vacate the posts. *for Corporations only.
Sanitary Inspector	One for every 40,000 Population	One for every 40,000 Population	One for every 40,000 Population	One for every 40,000 Population	One for every 40,000 Population	*One for every 40,000 Population	In municipalities, existing incumbents will be continued till they vacate the posts. *subject to minimum of one post
Health Assistant / Birth & Death Registrar	One for every 1 lakh population	One for every 1 lakh population	One for every 1 lakh population	2	2	2	
Sanitary Maistry / Sanitary Jawan	Three for one Sanitary Inspector	Three for one Sanitary Inspector	Three for one Sanitary Inspector	Three for one Sanitary Inspector	Three for one Sanitary Inspector	Three for one Sanitary Inspector	In municipalities, existing incumbents will be continued till they vacate the posts.
Chief Engineer	1	--	--	--	--	--	In the cadre of Chief Engineer (PH)
PA to Chief Engineer	1	--	--	--	--	--	In the cadre of EE(PH)
Superintending Engineer	One for every 5 lakh population One for Environmental Engineering	1	1	--	--	--	In the cadre of SE (PH)
PA to Superintending Engineer	One for each SE	1	1	--	--	--	
Executive Engineer / Municipal Engineer Gr.I	Two for each SE	One for every 2 lakh population +1 for Env.Engg	2 +1 for Env.Engg	1	--	--	In the cadre of DyEE(PH)
Dy. Executive Engineer / Municipal Engineer Gr.II	Two for each EE	Two for each EE	4	2 + 1 for Env.Engg	1	--	In the cadre of EE(PH)
Asst. Enggr. / A.E.E / M.E.Gr.III	-	-	-	-	1 for Env.Engg.	1 + 1 for Env.Engg	In the cadre of Dy.EE (PH)
Horticulture Officer	1 In the cadre of Asst.Dir.	1 In the cadre of Asst.Dir.	1 in the cadre of Asst.Dir.	1 in the cadre of Hort. Officer	-	-	On deputation from Horticulture Department.

Post	10 lakhs and above	5 lakhs and above and below 10 lakhs	3 lakhs and above and below 5 lakhs	1 lakh and above and below 3 lakhs	40,000 and above and below 1 lakh	Below 40000	Remarks
Municipal Asst. Executive Engineer / Municipal Asst. Engineer	One for 40,000 Population + Two for S.E. Office and One for E.E. office	One for 40,000 Population + Two for S.E. Office and One for E.E. office	One for 40,000 Population + Two for S.E. Office and One for E.E. office	5	2	1	One Electrical MAE for every 4 MAEs (Min. One)
Draughtsman	One for each EE	2	2	1	1	1	--
Work Inspector / Technical Maistry	One for each MAE / AME	8	8	4	2	1	--
CAD / GIS Operator	2	1	1	1	1	1	--
Chief City Planner	1	--	--	--	--	--	In the cadre of Director of Town & Country Planning
City Planner	2	1	--	--	--	--	In the cadre of Joint Director of Town & Country Planning
Deputy City Planner	4 Two for each City Planner with minimum of 2	2	1	--	--	--	In the cadre of Dy. Director of Town & Country Planning
Asst. City Planner / Town Planning Officer (Selection Grade)	8 Two for each Dy. City Planner with minimum of 8	4	2	1	--	--	In the cadre of Asst. Director of Town & Country Planning
Town Planning Officer (Special Grade)	--	--	--	--	1	--	--
Town Planning Officer (Ordinary Grade)	--	--	--	--	--	1	--
Transportation Planner	*1	*1	**1	**1	--	--	* In the cadre of Dy. Director of Town & Country Planning ** In the cadre of Asst. Director of Town & Country Planning



Post	10 lakhs and above	5 lakhs and above and below 10 lakhs	3 lakhs and above and below 5 lakhs	1 lakh and above and below 3 lakhs	40,000 and above and below 1 lakh	Below 40000	Remarks
Town Planning Supervisor	One for every 60,000 population	One for every 60,000 population	One for every 60,000 population	One for every 60,000 population (Min.2)	2	1	--
Town Planning Building Overseer	One for every 40,000 population	One for every 40,000 population	One for every 40,000 population	One for every 40,000 population (Min.4)	4	2	--
Tracer	One for every 2 lakh population	One for every 2 lakh population	One for every 2 lakh population	1	1	1	--
CAD / GIS Operator	4	2	2	1	1	1	New post to be outsourced
Town Surveyor	4	2	2	1	1	1	To be taken on deputation from Rev.Dept

Urban Local Bodies - INCOME RANGE for Accounts Department							Remarks
Post	Grade	Above Rs.100 crores	Above Rs.50 crores and upto Rs.100 crores	Above Rs.20 crores and upto Rs.50 crores	Above Rs.10 crores and upto Rs.20 crores	Above Rs.3 crores and upto Rs.10 crores	Upto Rs.3 crores
Examiner of Accounts	A	1	1	1	-	-	-
Accounts Officer	B	2	1	1	1	-	-
Junior Accounts	B	2	1	1	0	1	1
Senior Accountant	C	6	4	3	3	2	1
Junior Accountant	C	8	6	5	3	2	1

In the cadre of Deputy Director of State Audit Department
Norms proposed vide Govt. Memo.No.20331/G1/2004-38,
dated 5.3.2008

Annexure 5

HR Study Norms

Service	Posts	ULB Categories							
		50L - 1 Cr	20 - 50	10-20L	5-10L	3-5 L	1-3 L	25K - 1L	<25K
Municipal Executive Service	Municipal Commissioner	1 per ULB - IAS	1 per ULB - IAS	1 per ULB - IAS	1 per ULB - IAS	1 per ULB	1 per ULB	1 per ULB	1 per ULB
	Additional Commissioner	1 per 10 lakh pop - IAS	1 per 10 lakh pop - IAS	1per 10 lakh pop - IAS	1per 10 lakh pop - IAS	1per 10 lakh pop - IAS	1 per ULB	NIL	NIL
	Dy. Commissioner	1 per 5 lakh pop	1 per 5 lakh pop	1 per 5 lakh pop	1 per 5 lakh pop	1 per 5 lakh pop	1 per ULB	NIL	NIL
	Assistant Commissioner	1 per 2 lakh pop	1 per 2 lakh pop	1 per 2 lakh pop	1 per 2 lakh pop	1 per 2 lakh pop	1 per 2 lakh pop	1 per ULB	1 per ULB
	Chief Social Development Officer	1 per ULB	1 per ULB	1 per ULB	NIL	NIL	NIL	NIL	NIL
Municipal Social Development Service	Social Development Officer	1 per 10 lakh pop	1 per 10 lakh pop	1 per 5 lakh pop	1 per ULB	1 per ULB	1 per ULB	NIL	NIL
	Asst. SDO	1 per 2 CO	1 per 2 CO	1 per 2 CO	1 per 2 CO	1 per 2 CO	1 per 2 CO	1 per ULB	NIL
	Community Organizer	1 per 1 Lakh pop	1 per 1 Lakh pop	1 per 1 Lakh pop	1 per 50K pop	1 per 50K pop	1 per 50K pop	2 per ULB	1 per ULB
Municipal Staff Service	Senior Assistant	1 per 3 SCs	1 per 3 SCs	1 per 3 SCs	1 per 3 SCs	1 per 3 SCs	1 per 3 SCs	Min 1	NIL
	Assistant	1 per 3 JCs	1 per 3 JCs	1 per 3 JCs	1 per 3 JCs	1 per 3 JCs	1 per 3 JCs	1 per 3 JCs	Min 1
	Junior Assistant	1 per 20 K pop	1 per 20 K pop	1 per 20 K pop	1 per 20 K pop	1 per 20 K pop	1 per 20 K pop	1 per 20 K pop	1 per 10 k pop
	Engineer in Chief	1 per ULB	NIL	NIL	NIL	NIL	NIL	NIL	NIL
Municipal Engineering Service	Chief Engineer	2 per ULB	1 per ULB	1 per ULB	NIL	NIL	NIL	NIL	NIL
	Superintending Engineer	1 per 5 lakh	1 per 5 lakh	1 per 5 lakh	1 per ULB	1 per ULB	NIL	NIL	NIL
	Executive Engineer	1 per 3 lakh	1 per 3 lakh	3 per 1 SE	3 per 1 SE	2 per ULB	1 per ULB	NIL	NIL
	Assistant Engineer	1 per 1 lakh	1 per 1 lakh	1 per 1 lakh	1 per 1 lakh	1 per 1 lakh	1 per 1 lakh	1 per ULB	NIL
Municipal Sanitation Service	Sub Engineer	1 per 25K pop	1 per 25K pop	1 per 25K pop	1 per 25K pop	1 per 25K pop	1 per 25K pop	2 per ULB	1 per ULB
	Sanitary Officer	1 per 5 lakh	1 per 5 lakh	1 per 5 lakh	1 per 5 lakh	1 per 5 Lakh; Min 1	Min 1	NIL	NIL

Service	Posts	ULB Categories						
		50L - 1 Cr	20 - 50	10-20L	5-10L	3-5 L	1-3 L	25K - 1L
	Sanitary Supervisor	1 per 1 lakh pop	1 per 1 lakh pop	1 per 1 lakh pop	1 per 1 lakh pop	1 per 1 lakh pop	1 per 1 lakh pop	Min 1
	Sanitary Inspector	1 per 30,000 pop	1 per 30,000 pop	1 per 30,000 pop	1 per 30,000 pop	1 per 30,000 pop	1 per 30,000 pop	Min 1
	Chief Town Planner	1 per city	1 per city	NIL	NIL	NIL	NIL	NIL
Urban Planning and Transportation Service	Senior Town Planner	1 per 2 Dy. TP	1 per 2 Dy. TP	1 per ULB	NIL	NIL	NIL	NIL
	Dy. Town Planner	1 per 2 ATPs	1 per 2 ATPs	1 per 2 ATPs	1 per ULB	1 per ULB	NIL	NIL
	Asst. Town Planner	1 per 2 TPis	1 per 2 TPis	1 per 2 TPis	1 per 2 TPis	1 per 2 TPis	1 per 2 TPis	1 per ULB
	Town Planning Inspector (Building)	1 per 40,000 - 50,000	1 per 40,000 - 50,000	1 per 40,000 - 50,000	1 per 40,000 - 50,000	1 per 40,000 - 50,000	1 per 40,000 - 50,000	2 per ULB
	Chief Fire Officer	1 per ULB	1 per ULB	1 per ULB	NIL	NIL	NIL	NIL
Municipal Fire Service	Fire Officer	1 per fire station	1 per fire station	1 per fire station	1 per ULB	1 per ULB	1 per ULB	NIL
	Leading Fireman	1 per 50 K (per shift)	1 per 50 K (per shift)	1 per 50 K (per shift)	1 per 50 K (per shift)	1 per 50 K (per shift)	1 per 50 K (per shift)	1 per 50 K (per shift)
	Fireman	2 per 50K (per shift)	2 per 50K (per shift)	2 per 50K (per shift)	2 per 50K (per shift)	2 per 50K (per shift)	2 per 50K (per shift)	Min 2
Municipal E-governance Service	E-Governance Officer	1 per ULB	1 per ULB	1 per ULB	1 per ULB	1 per ULB	NIL	NIL
	MIS Associate	1 per 5 lakh pop	1 per 5 lakh pop	1 per 5 lakh pop	1 per ULB	1 per ULB	1 per ULB	1 per ULB
	GIS Associate	1 per 10 lakh pop	1 per 10 lakh pop	1 per 10 lakh pop	1 per ULB	1 per ULB	NIL	NIL
	Revenue Officer*	1 per 10 lakh pop	Min 2	Min 2	1 per ULB	1 per ULB	1 per ULB	NIL
Municipal Revenue & Financial Service	Asst. Revenue Officer	1 per 2 RI	1 per 2 RI	1 per 2 RI	1 per 2 RI	1 per 2 RI	1 per 2 RI	1 per ULB
	Rev Inspector	1 per 5 TA	1 per 5 TA	1 per 5 TA	1 per 5 TA	1 per 5 TA	1 per 4 TA	2 per 1 ARO
	Tax Assistant	1 per 4,000-5,000 HH	1 per 4,000-5,000 HH	1 per 4,000-5,000 HH	1 per 4,000-5,000 HH	1 per 4,000-5,000 HH	1 per 3,000 - 4,000 HH	1 per 2,000 - 3,000 HH



Service	Posts	ULB Categories							
		50L - 1 Cr	20 - 50	10-20L	5-10L	3-5 L	1-3 L	25K - 1L	<25K
Municipal Accounting Service	Chief Finance & Accounts Officer	1 per ULB	1 per ULB	1 per ULB	NIL	NIL	NIL	NIL	NIL
	Senior Accounts Officer	1 per 10 Lakh pop	1 per 10 Lakh pop	1 per 10 Lakh pop	1 per ULB	1 per ULB	NIL	NIL	NIL
	Accounts Officer	1 per 2 Accountant	1 per 2 Accountant	1 per 2 Accountant	1 per 2 Accountant	1 per 2 Accountant	1 per 2	1 per ULB	NIL
	Accountant	1 per 2 lakh pop	1 per 2 lakh pop	1 per 2 lakh pop	1 per 1.5 lakh pop	1 per 1.5 lakh pop	1 per 1 lakh pop	1 per 50K pop;	Min 2

Annexure 6

Personnel Expenses of all ULBs studied

ULB	Personnel Expenses (in Lakhs)			Per Capita Personnel Expenses (Rs.)			Per Staff Personnel Expenses (Rs.)		
	2013-14	2012-13	2011-12	2013-14	2012-13	2011-12	2013-14	2012-13	2011-12
Greater Chennai Corporation	71199	65268	56650	1028.6	942.9	818.4	2.8	2.6	2.3
Coimbatore	12613	11286	10446	755.3	675.8	625.5	2.6	2.3	2.1
Vellore	3273	2345	1726	649.3	465.1	342.4	2.8	2.0	1.5
Hosur	863	724	616	352.9	296.1	252.0	2.5	2.1	1.8
Nagapattinam	859	735	770	1003.7	858.4	900.0	2.7	2.3	2.4
Tiruvallur	517	518	445	911.6	913.7	784.6	3.2	3.2	2.7
Perambalur	199	152	141	690.0	528.3	488.9	2.3	1.8	1.6
Tiruneermalai	70	60	55	228.8	194.4	178.8	2.4	2.1	1.9
Chengam	128	89	89	473.3	328.3	328.3	2.5	1.7	1.7
Vilapakkam	18	16	14	223.9	193.1	174.0	2.6	2.3	2.0

Annexure 7

Existing and Proposed grades of Municipalities

Sl. No	City	Population	Income Rs. In Lakh 2011-12	Existing Grade	Proposed Category
Grade I					
1	Aruppukotai	84,029	1,781.63	I	1
2	Pudukottai	1,43,063	2,000.68	SEL	1
3	Virudhunagar	72,144	1,858.27	SEL	1
4	Villupuram	1,39,237	1,758.26	SEL	1
5	Mettupalayam	69,128	1,740.53	SEL	1
6	Thiruchengodu	96,431	1,641.88	SEL	1
7	Karaikudi	1,07,963	1,634.64	SEL	1
8	Nagapattinam	1,03,525	1,568.65	SEL	1
9	Sivakasi	71,034	1,558.39	SEL	1
10	Mayiladuthurai	85,599	1,508.33	SEL	1
11	Namakkal	1,14,016	1,417.45	SEL	1
12	Ambur	1,13,856	1,312.87	SEL	1
13	Avadi	3,25,381	4,217.26	SPL	1
14	Tambaram	1,64,830	3,934.21	SPL	1
15	Thanjavur	2,22,913	3,886.13	SPL	1
16	Nagarkoil	2,46,753	3,592.59	SPL	1
17	Dindigul	2,07,225	3,545.00	SPL	1
18	Maraimalai nagar	81,361	3,250.12	SPL	1
19	Pallavaram	2,15,452	2,961.30	SPL	1
20	Kumbakonam	1,45,414	2,831.53	SPL	1
21	Kancheepuram	1,59,497	2,712.30	SPL	1
22	Cuddalore	1,73,031	2,648.80	SPL	1
23	Karur	2,14,683	2,483.05	SPL	1
24	Uthagamandalam	88,422	2,471.88	SPL	1
25	Pollachi	90,124	2,270.94	SPL	1
26	Rajapalayam	1,30,119	2,045.34	SPL	1
27	Hosur	2,44,518	2,012.19	SPL	1
28	Thiruvannanalai	1,30,567	1,857.32	SPL	1
29	Kovilpatti	94,482	1,556.00	SPL	1

Sl. No	City	Population	Income Rs. In Lakhs 2011-12	Existing Grade	Proposed Category
Grade II					
1	Gudiyatham	91,666	1,373.60	I	2
2	Krishnagiri	72,009	1,266.98	I	2
3	Arani	63,263	1,257.76	I	2
4	Paramakudi	95,547	1,256.48	I	2
5	Arakonam	79,029	1,185.95	I	2
6	Ramanathapuram	64,257	1,167.30	I	2
7	Komarapalayam	72,801	1,088.37	I	2
8	Dharapuram	56,163	1,073.99	I	2
9	Srivilliputtur	75,592	1,060.14	I	2
10	Kadayanallur	90,344	1,050.67	I	2
11	Chengalpet	64,136	1,041.18	I	2
12	Virudhachalam	73,415	1,007.42	I	2
13	Bodinakkanur	73,430	964.13	I	2
14	Tenkasi	71,235	957.58	I	2
15	Cumbum	69,183	898.79	I	2
16	Panruti	60,629	883.84	I	2
17	Puliangudi	66,015	790.48	II	2
18	Thirupattur	63,974	1,472.97	SEL	2
19	Theni allinagaram	94,423	1,421.86	SEL	2
20	Palani	70,456	1,407.98	SEL	2
21	Chidambaram	62,168	1,319.65	SEL	2
22	Mettur	52,806	1,273.10	SEL	2
23	Dharmapuri	68,595	1,238.00	SEL	2
24	Manargudi	66,997	1,163.63	SEL	2
25	Udumalpet	61,150	1,158.54	SEL	2
26	Valparai	70,771	1,157.10	SEL	2
27	Vaniyampadi	95,426	1,152.04	SEL	2
28	Coonoor	45,534	1,145.70	SEL	2
29	Gobi	59,505	1,131.44	SEL	2
30	Pattukottai	73,097	1,124.63	SEL	2
31	Athur	61,800	1,119.51	SEL	2
32	Pammal	73,374	1,110.01	SEL	2
33	Tindivanam	72,812	1,089.46	SEL	2
34	Ranipet	50,638	1,044.00	SEL	2
35	Thiruverkadu	62,289	889.43	SEL	2

Sl.No	City	Population	Income Rs. In Lakh 2011-12	Existing Grade	Proposed Category
Grade III					
1	Sankarankoil	57,315	936.94	I	3
2	Thiruvarur	58,279	918.06	I	3
3	Thiruvallur	55,722	873.63	I	3
4	Rasipuram	50,068	865.79	I	3
5	Sivagangai	42,053	823.20	I	3
6	Arcot	56,417	815.57	I	3
7	Sathyamangalam	37,805	751.37	I	3
8	Devakotai	51,892	749.92	I	3
9	Edapaddi	53,385	701.94	I	3
10	Manaparai	40,578	678.22	I	3
11	Poonamalle	56,685	658.23	I	3
12	Thiruthangai	55,343	631.39	I	3
13	Aranthangi	41,485	610.10	I	3
14	Palladam	42,243	591.38	I	3
15	Colachel	23,155	581.32	I	3
16	Kallakurichi	51,854	563.83	I	3
17	Melur	40,003	830.03	II	3
18	Bhavani	39,352	739.01	II	3
19	Thirumangalam	52,593	699.22	II	3
20	Perambalur	49,578	696.23	II	3
21	Gudalur	50,860	651.77	II	3
22	Thivakkudi	38,875	650.98	II	3
23	Periyakulam	42,966	585.79	II	3
24	Nellikuppam	46,691	581.18	II	3
25	Anakaputhur	48,002	554.25	II	3
26	Vikramasingapuram	47,163	551.32	II	3
27	Thiruthani	47,455	541.29	II	3
28	Chinnamanur	42,297	541.05	II	3
29	Vellakoil	41,353	536.55	II	3
30	Oddanchathram	30,274	518.57	II	3
31	Kangeyam	33,264	515.87	II	3
32	Sattur	29,390	514.83	II	3
33	Thiruvattipuram	37,771	511.09	II	3
34	Rameshwaram	45,693	506.62	II	3
35	Amabasumdrum	36,538	483.74	II	3
36	Sirkazhi	35,403	480.10	II	3
37	Keelakarai	47,730	474.85	II	3
38	Ariyalur	28,862	473.60	II	3
39	Usilampatti	35,225	462.79	II	3
40	Vandavasi	31,317	461.52	II	3

41	Pallipalayam	41,010	457.65	II	3
42	Kuzhithurai	21,314	454.57	II	3
43	Nelliyalam	45,837	443.13	II	3
44	Pernampet	51,249	434.38	II	3
45	Gudalur	41,924	432.80	II	3
46	Walajapettai	32,001	425.71	II	3
47	Jayakondam	33,899	417.32	II	3
48	Madurantagam	30,793	412.54	II	3
49	Melvisharam	45,336	410.32	II	3
50	Punjaipuliyampatti	18,974	394.76	II	3
51	Kayalpattinam	44,800	391.99	II	3
52	Padmanabhapuram	21,115	372.81	II	3
53	Vedaranyam	34,262	365.83	II	3
54	Thirutharipoondi	24,334	351.39	II	3
55	Kullitalai	27,901	332.06	II	3
56	Jolarpet	29,558	313.43	II	3
57	Narasingapuram	23,076	307.12	II	3
58	Koothanallur	25,481	299.32	II	3
59	Sengottai	26,808	258.00	II	3
60	Thuraiyur	32,411	524.98	SEL	3
61	Kodaikannal	36,463	750.00	SPL	3

Annexure 8

Actual, Sanctioned and Recommended staff for all ULBs under the study

(a) GCC

Cadre	Actual				Sanctioned				Recommended (based on GHMC)			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV
Engineering	11	170	352		12	208	476		119	776	476	
General	17	99	1575		23	127	2041		200	94	2041	
Public Health	14	259	1636		29	345	2281		51	261	2281	
Basic				16446				17939				17939
Total	42	528	3563	16446	64	680	4798	17939	370	1131	4798	17939

(b) Coimbatore Corporation

Cadre	Actual				Sanctioned				Recommended			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV
Basic				2944				4035				3479
Engineering	3	32	45		4	45	49		8	16	150	
General	8	9	306		9	10	454		11	30	342	
Public Health	1	36	153		1	40	247		3	15	258	
Total	12	77	504	2944	14	95	750	4035	22	61	750	3479

(c) Vellore Corporation

Cadre	Actual				Sanctioned				Recommended			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV
Basic				526				778				1050
Engineering		4	38			4	54		3	8	55	
General	1	3	69		1	18	154		3	18	95	
Public Health	1	7	72		1	13	162		2	10	71	
Total	2	14	179	526	2	35	370	778	8	36	221	1050

(d) Hosur Municipality

Cadre	Actual				Sanctioned				Recommended			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV (Basic)
Engineering	1		6	28	1		8	32	2	4	15	509
General	1	2	27	2	1	2	27	2	3	7	68	
IT		1	0			1	1				5	
Public Health			18	204			20	244		6	43	
Town Planning		1	1	1		1	1	1		1	17	
Medical									2			
Total	2	4	52	235	2	4	57	279	7	18	148	509

(e) Nagapattinam Municipality

Cadre	Actual				Sanctioned				Recommended			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV (Basic)
Engineering	1		2	10	1		4	29	2	3	7	214
General	1	1	28	3	1	2	39	4	1	7	49	
IT		1	0			1	1				5	
Medical		2	1	6		2	2	13	2			
Public Health			15	160			18	205		6	25	
Town Planning			1				1			1	9	
Total	2	4	47	179	2	5	65	251	5	17	95	214

(f) Tiruvallur Municipality

Cadre	Actual				Sanctioned				Recommended			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV (Basic)
Engineering	1	0	7	7	1	1	7	14	1	1	7	118
General	1	2	19	1	1	2	22	2	2	3	27	
IT		1				1					1	
Medical		1	1	2		1	2	7	1			
Public Health			6	72			7	72			10	
Town Planning			2	2			2	2		0	5	
Total	2	4	35	84	2	5	40	97	4	4	50	118

(g) Perambalur Municipality

Cadre	Actual				Sanctioned				Recommended			
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV (Basic)
Engineering	1		5	5	1		5	8	1	1	7	103
General	1	1	14	5	1	1	14	6	2	2	24	
IT			1				1				1	
Public Health			4	41			4	45			10	
Town Planning			1				1				5	
Medical									1			
Total	2	1	25	51	2	1	25	59	4	3	47	103

(h) Tiruneermalai TP

Cadre	Actual			Sanctioned				Recommended			Class IV Basic
	Class II	Class III	Class IV	Class II	Class III	Class IV	Class II	Class III	Class IV		
Engineering							0	3		51	
General	1	1	5	1	1	5	2	15			
IT								1			
Medical											
Public Health			22			22		6			
Town Planning							0	3			
Total	1	1	27	1	1	27	2	28		51	

(i) Chengam TP

Cadre	Actual				Sanctioned				Recommended			
	Class II	Class III	Class IV		Class II	Class III	Class IV		Class II	Class III	Class IV	Class IV Basic
Engineering		4	7			4	7		0	3		45
General	1	5	5		1	6	6		2	15		
IT										1		
Medical												
Public Health		2	24			3	24			6		
Town Planning									0	3		
Total	1	11	36		1	13	37		2	28		45

(j) Vilapakkam TP

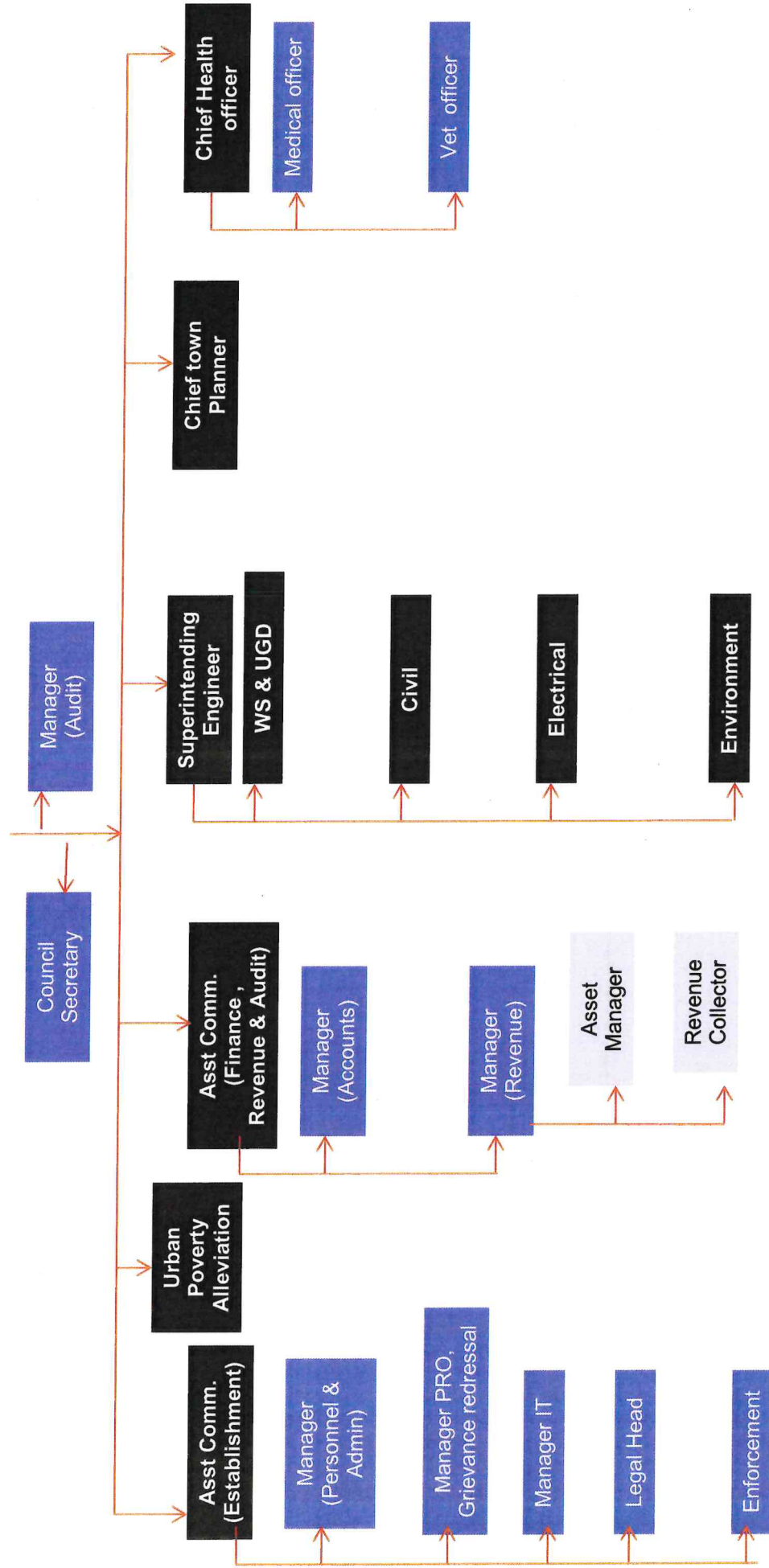
Cadre	Actual				Sanctioned				Recommended			
	Class II	Class III	Class IV		Class II	Class III	Class IV		Class II	Class III	Class IV	Class IV Basic
Engineering			1				1		0	2		14
General	1				1				2	7		
IT										1		
Medical												
Public Health			3				5			6		
Town Planning									0	1		
Total	1	0	4		1	0	6		2	17		14

(k) Puthukkadai TP

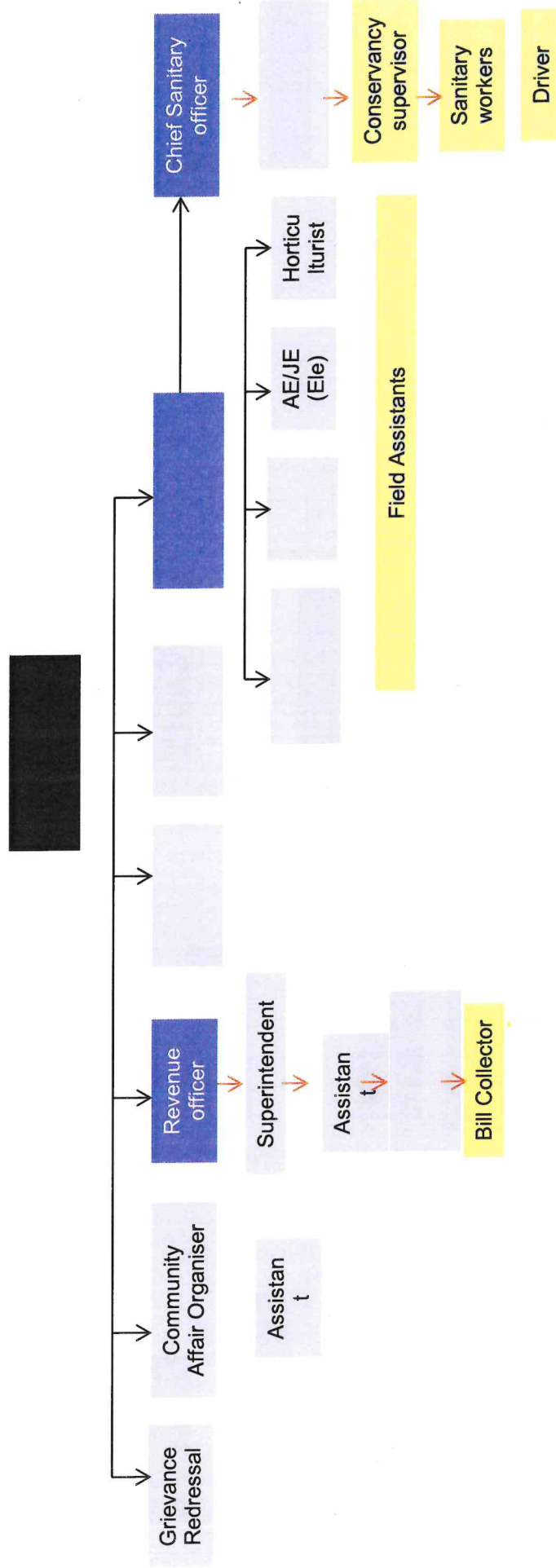
Cadre	Actual				Sanctioned				Recommended			
	Class II	Class III	Class IV		Class II	Class III	Class IV		Class II	Class III	Class IV	Class IV Basic
Engineering		1	1			1	2		0	2		
General	1	4			1	5			2	8		
IT										1		
Medical												
Public Health			4				4			6		
Town Planning									0	1		
Total	1	5	5		1	6	6		2	18		15

Annexure 9- Proposed Organization Structures

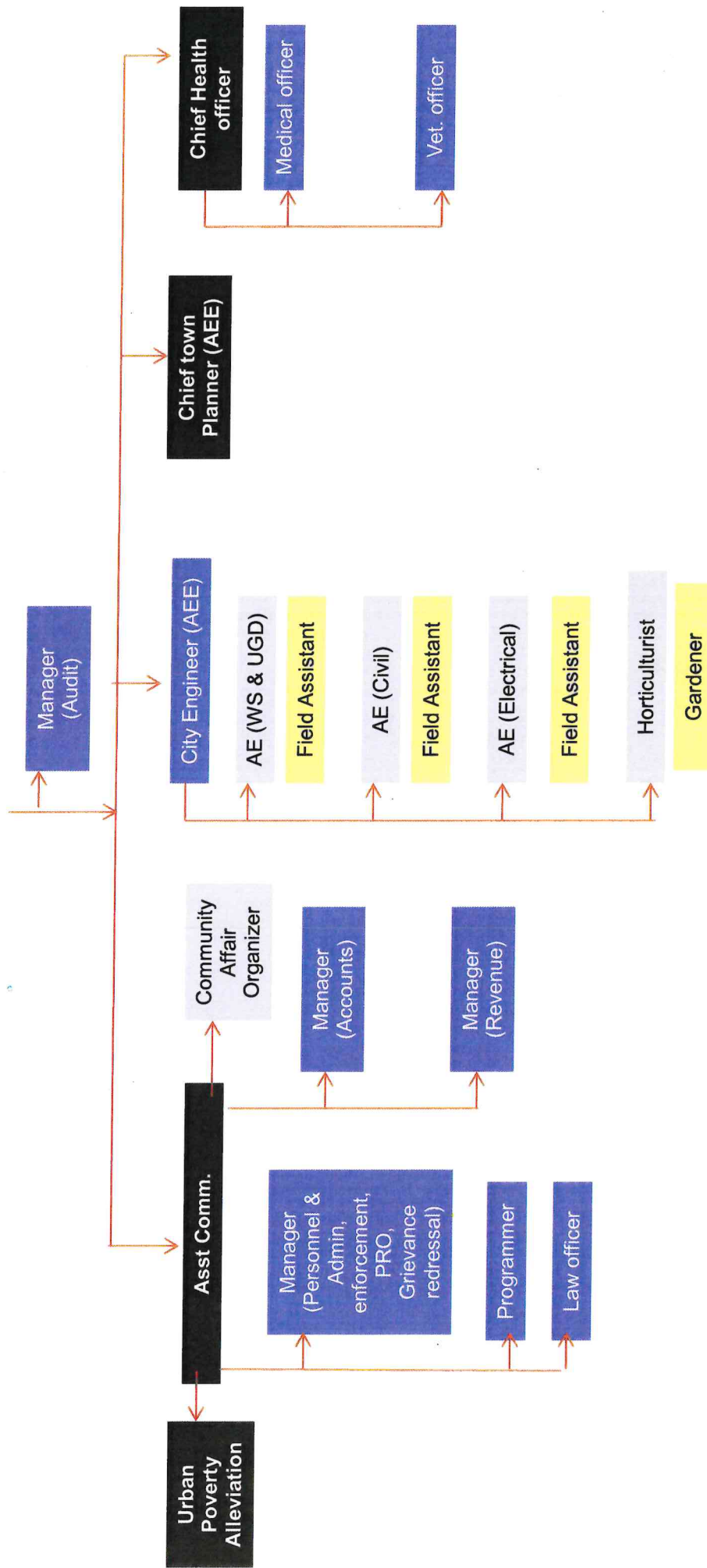
Larger corporations (C1) at Main/Head Office



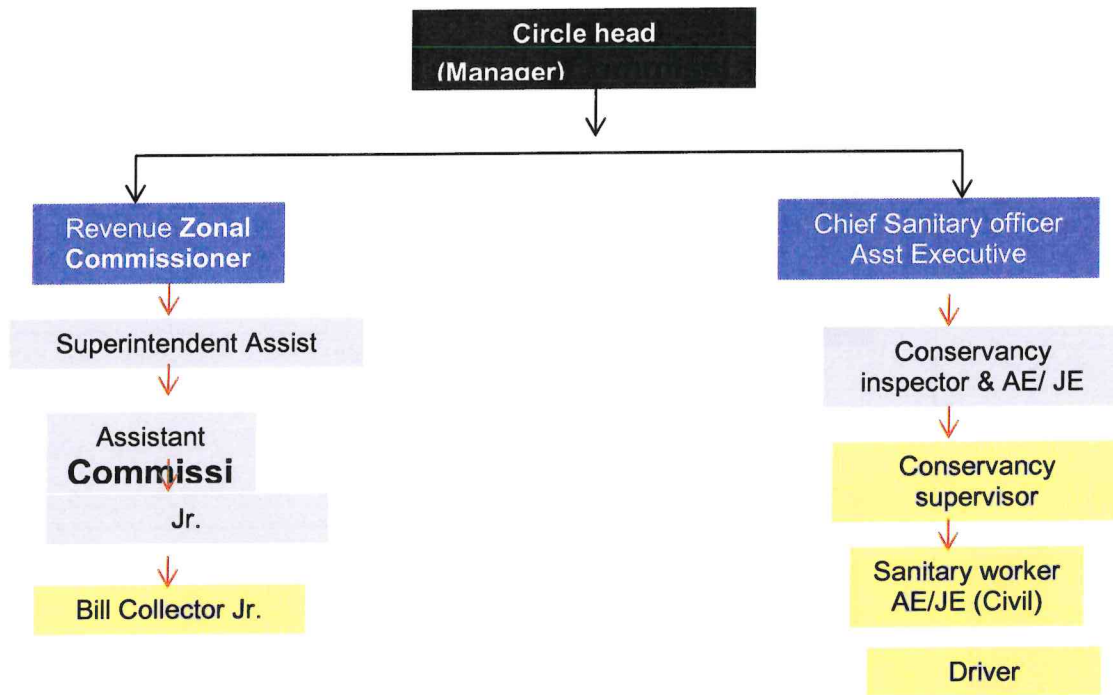
Larger corporations (C1) at Zonal level



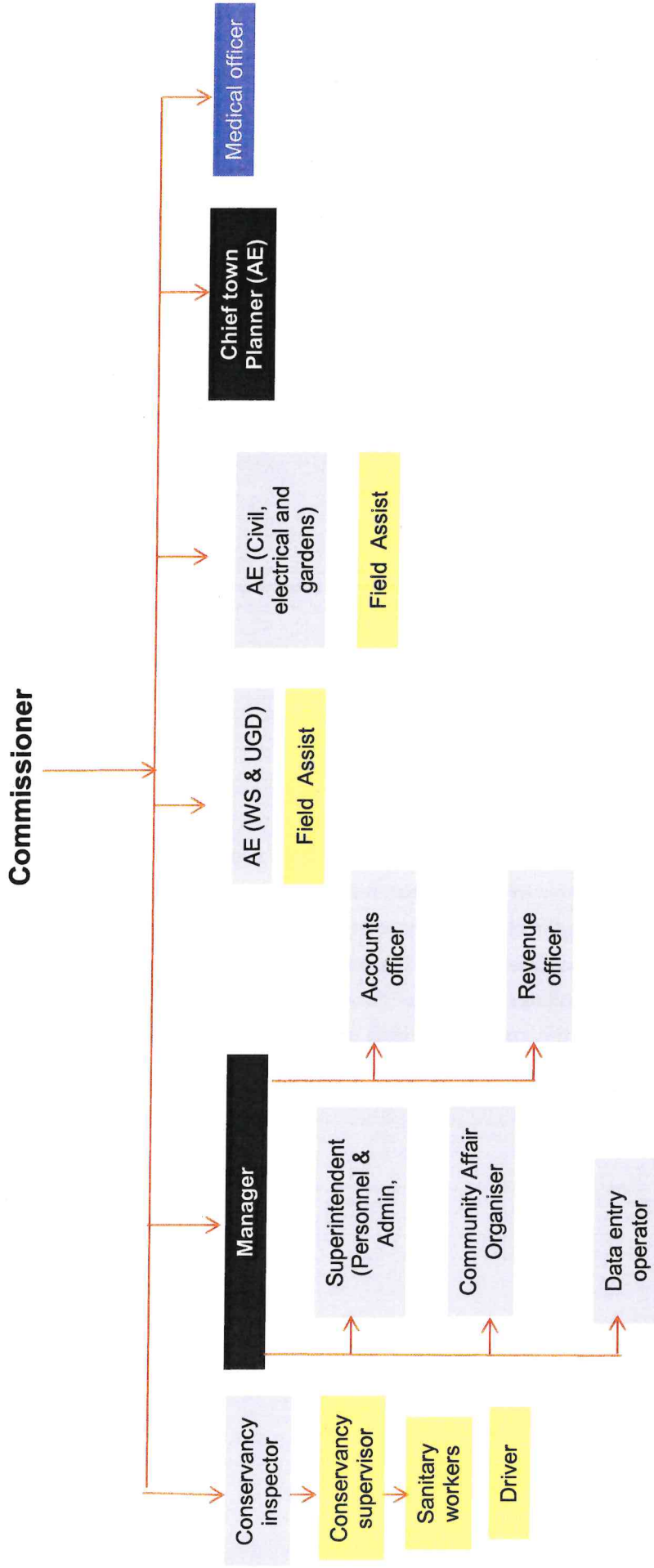
Smaller Corporations (C-II) and Grade I Municipality at Main/ Head office level



Smaller Corporations (G-II) and Grade I Municipality at Zonal level



Grade II& III Municipalities and Town Panchayats



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