

# STUDY OF HUMAN RESOURCE MANAGEMENT WITH REFERENCE TO URBAN GOVERNANCE- A CASE STUDY OF BHOPAL MUNICIPAL CORPORATION

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Received: May 20, 2018

Accepted: July 05, 2018

## ABSTRACT

*Municipalities are the sphere of government that is the closest to communities. The rapid transformation of municipalities has placed renewed emphasis on the employees in municipalities to be capacitated with the required competencies to meet the ever-increasing demands of citizens. This by implication means that human resources should be managed well, but many municipalities have a poor human resource development record. Human resource development is a fundamental component of human resource management. The effective management of human resource development activities and processes within municipalities has the potential to ensure that the municipalities continue to deliver services to their communities in an efficient and effective way.*

*This piece of research work refers to **The Study of Human Resource Management with reference to Urban Governance- A case Study of Bhopal Municipal Corporation.***

*For the purpose of the study, Bhopal town of Madhya Pradesh was chosen as the universe. It includes all the stakeholders of Bhopal Municipal Corporation i.e. the officers, public representatives, field employees and the customers. A stratified random sampling was used to select the sample from the population.*

*The research work has mainly relied on primary and secondary data for the analysis. The primary data is collected through structured interview schedule prepared by the researcher and also with face-to-face dialogue with the respondents. The secondary data particularly the historical data is also collected from the various sources e.g. Annual Budget document, Policy documents, Journals, Reports, Magazines, Newspapers, Books, BMC's website, Government Publications and Pamphlets and Brochures.*

*The researcher has made an attempt to analyze the problem critically and objectively and has suggested realistic and concrete recommendations/ solutions to the research problem.*

### Keywords:

## 1. Introduction:

Urban local Body needs high level technical manpower as urgently as it needs capital. A crucial factor in improving the coverage and quality of services is the availability of adequate number of personnel with task-oriented training. Among the three components required for developmental tasks -- men, money and material (M3) it is more the men (or the human element) duly qualified, than any other factor which determines the quality and quantity of the performance and output. After all, even the contribution of money and material to performance depends substantially upon their manipulation by the men in an organization. Thus, Human resources are critical for the success of any social activity.

We have discussed the problems of urban local bodies in all areas whether infrastructure, housing, drinking water, sanitation, solid waste management. These services instead of improving are rather deteriorating. In order to solve these problems, we have to provide professional, technical and dedicated Municipal Staff who can solve Municipal problems.

Failure of municipal administration has often been attributed to the absence of a well-organized personnel system and all the commissions or committees appointed since Independence have recommended the creation of provincial or State cadres of municipal services, particularly in respect of higher supervisory posts.

The Central Council of Local Self-Government consisting of State Ministers of Municipal Administration and presided over by the Union Minister has also adopted resolutions from time to time for the institution of municipal cadres. As a result, numbers of State governments have taken steps to centralize or provincialize municipal services for higher administrative and technical positions.

In some States, appointments to the posts of executive officers, municipal engineers and health officers have been integrated with the respective cadres of State services, or there is limited system of deputation to municipal service. This has a steadying effect on the functioning of municipal administration. But the progress in this direction has been halting.

Even where State cadres have been introduced, most of the lower level ministerial and technical staff is covered by a separate personnel system. But a far more serious matter that bedevils the effective functioning

of municipal authorities has been a total lack of emphasis on staff management, fixation of responsibility, lines of control and supervision, and a proper system of punishment and awards.

The need for improving the functional efficiency of ULBs has acquired greater importance after 74th CAA, which has devolved additional functions. The objectives of CAA cannot be achieved, unless the ULBs have skilled manpower to undertake the various additional tasks entrusted to them.

All the personnel of ULBs have to be trained in public – dealing so that they consider them as facilitators and provide efficient and committed service to the people.

Trained technical human resources are a must for successful implementation and maintenance of various water supply and sanitation schemes. However, in some States as well as in many ULBs the water utilities do not have adequate trained technical personnel, due to which the sector is affected badly.

Under the circumstances, the Public Health Engineering (PHE) training programme of the Ministry of Urban Development has to be toned up further with adequate funds to enable Central Public Health and Environmental Engineering Organization (CPHEEO) to impart training to the various technical personnel of the State Governments/ ULBs on a variety of technical subjects and management aspects.

## **2. Human Resource Management: Public and Private sector Differences**

There are some important differences between HRM in the public and private sectors. The first is that in the public service HR practices are usually governed by a Civil Service Law which defines the basic principles of employment for all public service bodies, with procedural details established in subsidiary regulations.

A second difference is that employees in the public service are required to uphold certain ethical and behavioral standards, such as impartiality, which are derived from a common set of values.

A final critical difference is that, because the principle of entry to the service on merit must be upheld, special arrangements are necessary to check that the executive does not abuse his power to make appointments for reasons of nepotism or political patronage. Independent oversight of the executive can be achieved either by establishing a Public Service Commission or an Ombudsman Office reporting to Parliament or providing legal mechanisms for individuals to seek redressal through the Courts.

## **3. Bhopal Municipal Corporation's organizational set up**

The BMC comprises a Political Wing (Deliberative) and an Executive Wing. The Deliberative Wing is an elected body of councillors from different wards and is headed by a Mayor. The Executive Wing, which looks after the day-to-day functioning of the corporation, is headed by a municipal commissioner. It assists the Deliberative Wing in decision-making. As per its Annual report, the BMC has the following departments:

1. General Administration
2. Health and Environment
3. Education, Social Justice, Civil Supplies and Culture Department
4. Planning and Rehabilitation Department
5. Public Relations and Library
6. Fire Brigade and Transport
7. Electrical Engineering
8. Mechanical Engineering
9. Revenue, Wealth Tax and Schemes
10. Finance/Accounts
11. Water Works and Public Health Engineering
12. Urban Water Supply and Environment Improvement (A.D.B.)
13. Jawaharlal Nehru National Urban Renewal Mission (J.N.N.U.R.M.)
14. Madhya Pradesh Urban Slum Rehabilitation Program (M.P.U.S.P.)

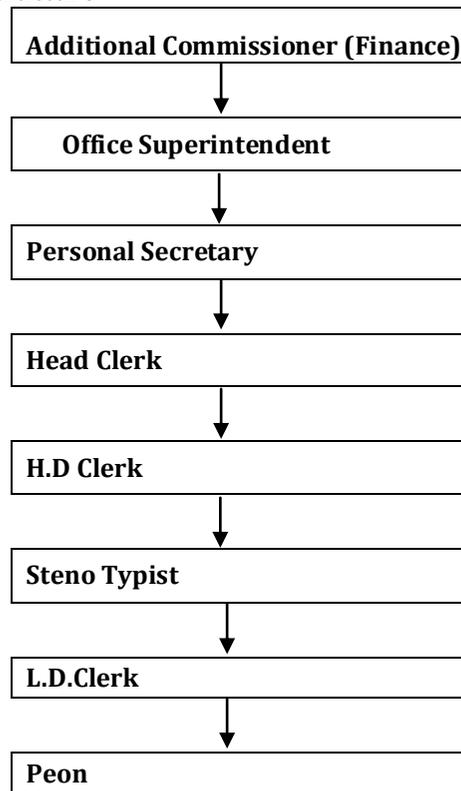
### **General Administrative Department**

There are following wings in G.A.D.:

1. General Administration
2. Law Section
3. Establishment
4. Pension
5. Central Stores and Printing Press
6. Public Grievances and Redressal
7. Computer
8. Finance/Accounts
9. Public Information

10. Security

11. Parishad

**Figure 1 GAD- Departmental Structure****Main Works and Responsibilities**

1. Important Communication with the Government
2. Give answers to Loksabha, Vidhansabha, Rajyasabha in case of queries.
3. Induction and Promotion of officers and employees
4. Disciplinary action against officers and employees
5. Postings of officers and employees
6. Making C.R'S OF officers and employees
7. Giving grants to various social organizations
8. Sanctioning loans and advances to the employees
9. Pay telephone bills of the corporation
10. To choose officers and employees for various trainings and workshops organized by various organizations

**4. Research Methodology****a) Objective of the Study**

There is a great scope in undertaking research work in functional areas of Urban Local Bodies, but this study is confined to '*Study of Human Resource Management with reference to Urban Governance- A case Study of Bhopal Municipal Corporation*'. The basic objective of the present study is to Study the Human Resource Management of Bhopal Municipal Corporation.

**b) Research Design**

The methodology for the present study aims to fulfill the research objectives. The **research design** is a detailed plan of how the goals of the study will be achieved. It not only anticipates and specifies the seemingly countless decisions connected with carrying out data collection, processing and analysis but it presents a logical basis for the study. An **exploratory research design** is most appropriate for the present study.

### c) Sample Plan

Universe for the proposed study was Bhopal town of Madhya Pradesh. It includes all the stakeholders of Bhopal Municipal Corporation. A stratified random sampling was used to select the sample from the population.

The sample includes 30% of the officers, 30% of the public representatives, 30% of the field employees of Bhopal Municipal Corporation and 5% of the customers that is the general public. Structured interview schedules were prepared and circulated to officers, employees, public representatives as well as customers to get their responses.

**Table 3.1 Sample Composition**

S.No	Sample Unit		Sample
1.	Officers	30%	16
2.	Public Representatives	30%	24
3.	Field Employees	30%	25
4.	Customers	5%	210

From the 66 wards we randomly selected 7 wards which represented all sections of the society equally. From each of these 7 wards 30 samples were picked at random.

The Officers, Public Representatives, Field Employees and the customers were required to fill in a structured interview schedule, which had several open ended and close-ended questions to be rated on a Likert Scale of four to five points. The responses of each item on the interview schedule was analyzed on a specialized statistical software i.e. SPSS. The views of the Officers, Public Representatives, Field Employees and the customers on various strategic issues were then consolidated and important inferences and conclusions were drawn out.

### d) Data Collection

Both primary and secondary data were collected and used for the purpose of the present research work. The **Data collection** was done from two main sources people and paper. The major focus in data collection was through primary source, although available literature related to the study was also referred as secondary source of information.

The **primary data** was collected through structured questionnaires prepared by the researcher and also with face-to-face dialogue with the respondents. Before administering the questionnaires on the respondents a pilot study was conducted, which helped in improving the quality and content of the questionnaire.

#### 1. Structured Interview Schedule

Structured Interview Schedule was prepared separately for the stakeholders of the Corporation i.e. Officers, field employees, public representatives and customers. The respondents during the interviews have filled up the questionnaires. The samples of these questionnaires have been enclosed in the appendix at the end of the thesis.

#### 2. Observations

This is one of the most important tools used in studying the various aspects of the research. The data collected from the questionnaires was supplemented with the observations of the researcher on various important aspects and issues. This added a finishing touch to the raw data.

The **secondary data** particularly the historical data was also collected from the various sources mentioned below

11. Policy documents
12. Journals
13. Reports
14. Magazines
15. Newspapers
16. Books
17. Companies website
18. Government Publications
19. Pamphlets and Brochures
20. Other related websites

A detailed analysis of the information obtained from these documents was made to draw concrete conclusions.

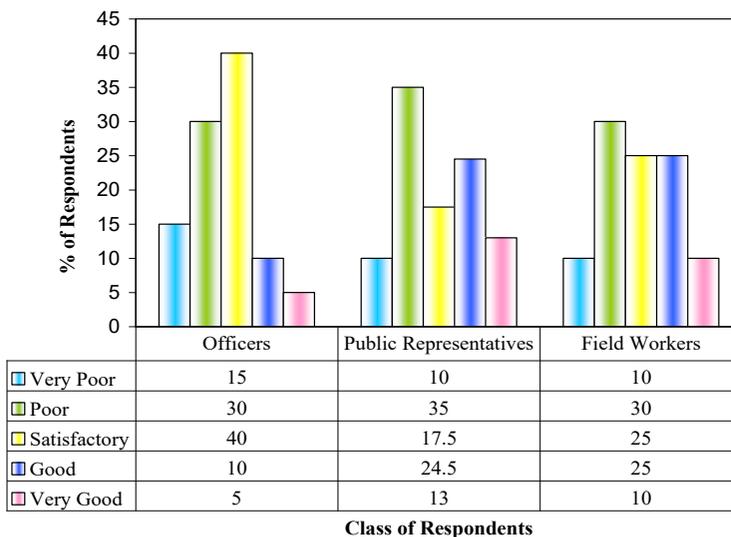
**5. Analysis of Human Resource Management in BMC**

The State of Human capital in BMC was analyzed on the basis of following criteria:

- 1) Discipline within the organization
- 2) Grievance handling mechanism
- 3) Accountability of employees
- 4) Vacant posts
- 5) Perception of Field Workers
- 6) Training and development

**1. Discipline within the organization**

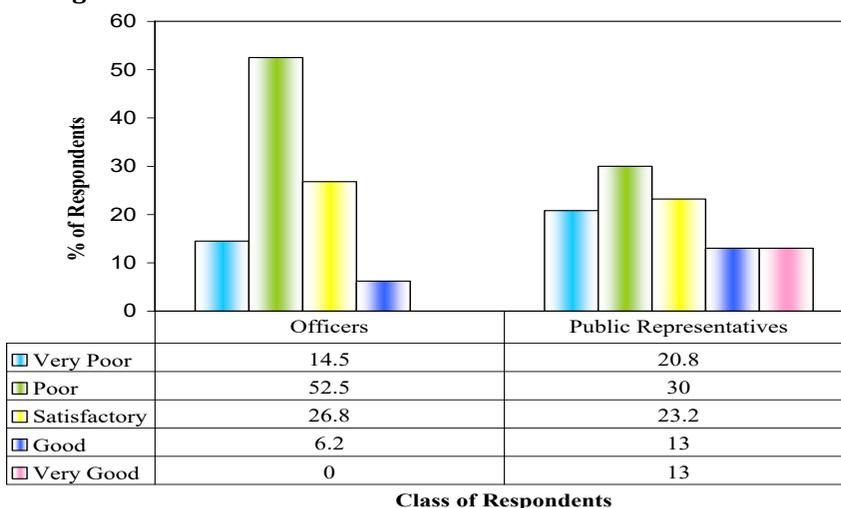
**Graph 1**



**Interpretation:**

Graph 1 clearly brings out the poor state of discipline in the corporation. 45% of the officers and the public representatives and 40% of the field workers hold a poor opinion about it. The officers further stated that M.P. Workers conduct rules are followed in BMC and time to time rules are made but are not firmly implemented and followed by all. Occasionally senior officers check attendance registers too.

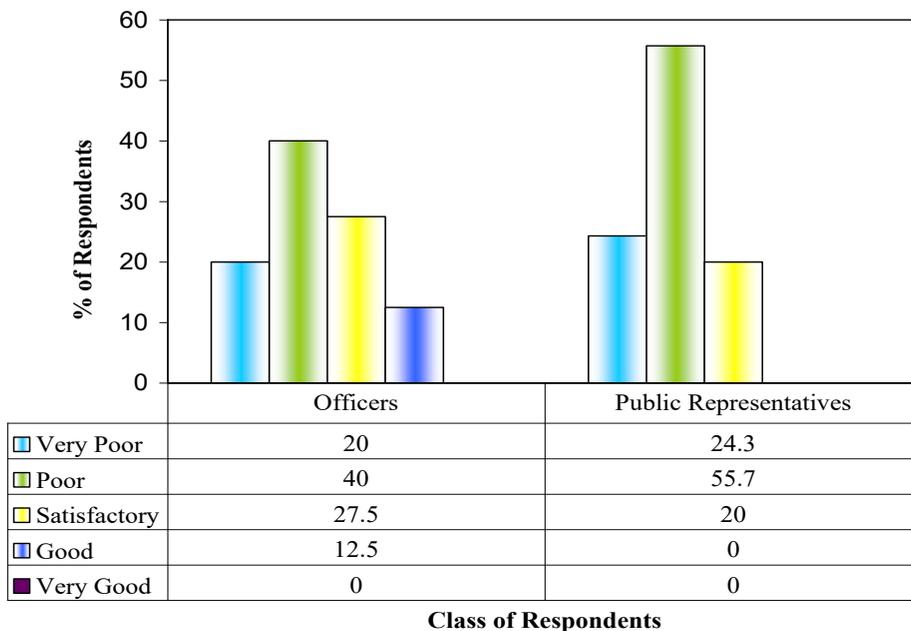
**2. Grievance Handling Mechanism**



**Graph 2: Grievance Handling Mechanism**

**Interpretation:** Graph 2 indicates that there is a grievance handling mechanism is not satisfactory. 67% of the Officers and 50% of the People’s Representatives find it in a poor shape.

**3. Accountability of employees**

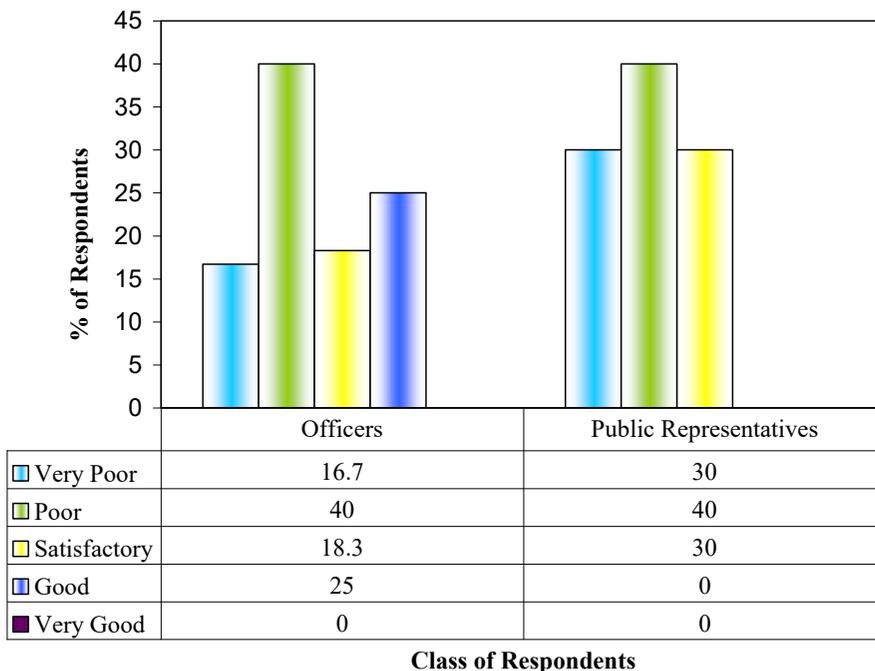


**Graph 3: Accountability of employees**

**Interpretation:**

Graph 3 shows the dissatisfaction of officers and Public Representatives regarding the accountability of employees. 60% of the officers and 70% of the Public Representatives find it in poor state of affairs.

**4. Vacant posts**



**Graph 4: Vacant posts**

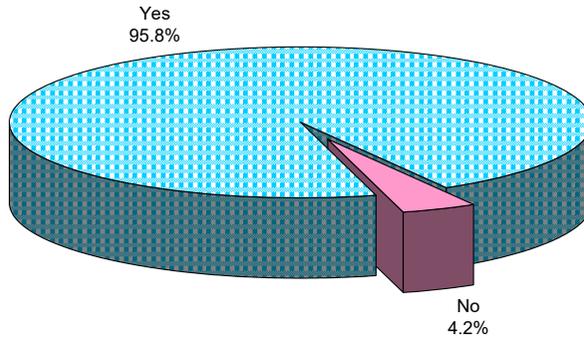
**Interpretation:**

There is a clear mandate which we get from Graph 4. 56% of the Officers and 70% of the Public Representatives opined the poor state of affairs of BMC in this regard. According to the BMC's year 2008-09 administrative report there are around 18 posts vacant in class I category, 33 in class II, 447 in class III and 1575 in class IV employees. BMC needs to look into the reasons behind this and work in the direction.

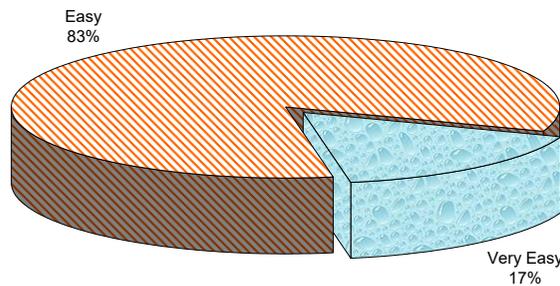
**5. Perception of Field workers**

**i) Satisfaction regarding sufficient leave to the employees**

**Graph 5: Satisfaction regarding sufficient leave to the employees**



**ii) Procedure for leave sanction:**

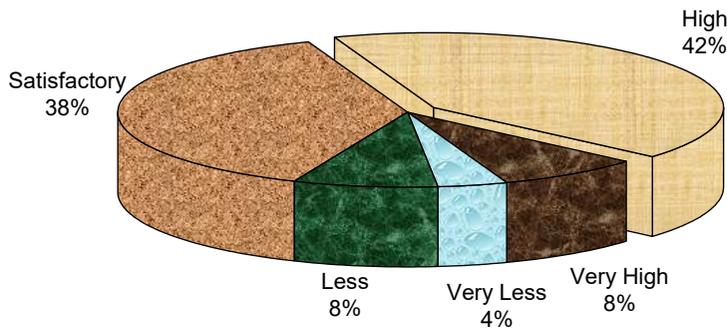


**Graph 6: Procedure for leave sanction:**

**Interpretation :**

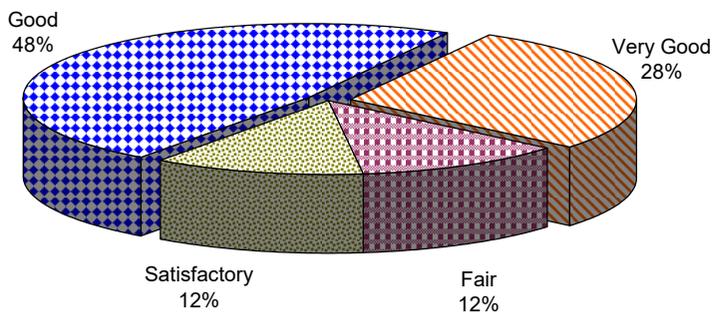
Field workers seem to be satisfied with the leaves and the procedure for sanctioning of leaves.

**iii) Perception of the employees of the workload**



**Graph 7 : Perception of the employees of the workload**

**iv) Overall feeling of the employees working in BMC**



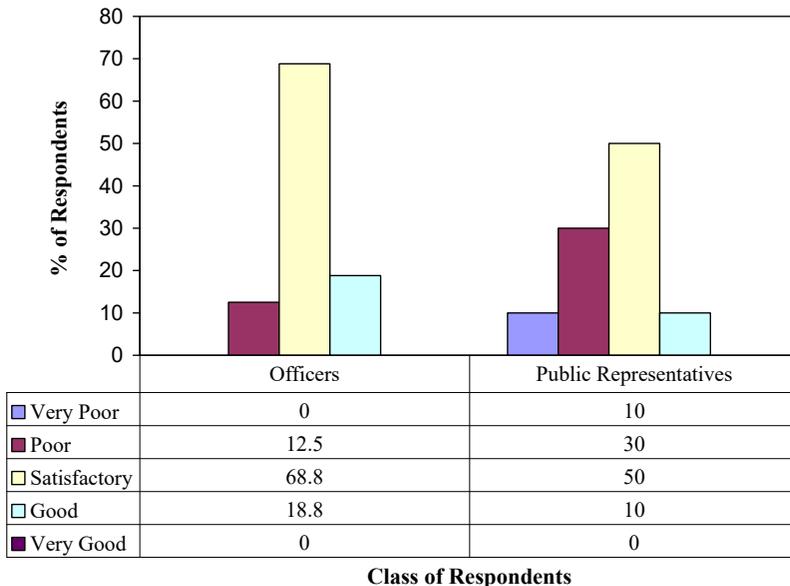
**Graph 8 : Overall feeling of the employees working in BMC**

**Interpretation:**

Graph 7 indicates that majority of the employees feel that the workload is on the higher side and Graph 4.15 indicates that majority (76%) of the field workers are happy working in BMC.

**6) Training & Development**

**i) Capacity Building of the employees**

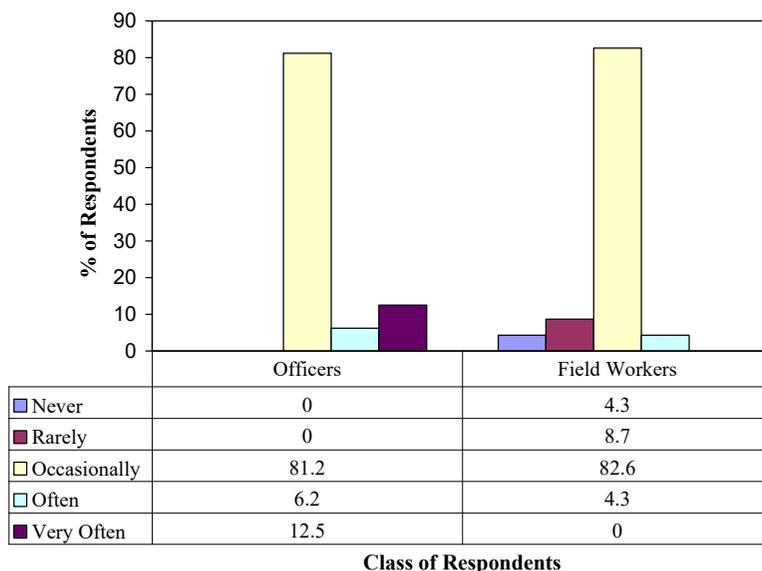


**Graph 9 : Capacity Building of the employees**

**Interpretation :**

Just 18% of the officers have expressed that the capacity building of employees is good. The people’s representative’s expressed dissatisfaction with the capacity building of the employees which is further expressed by them in the questionnaire also. Hence capacity building of the employees is a matter of concern for BMC.

**ii) Frequency of employees being sent for training and development**

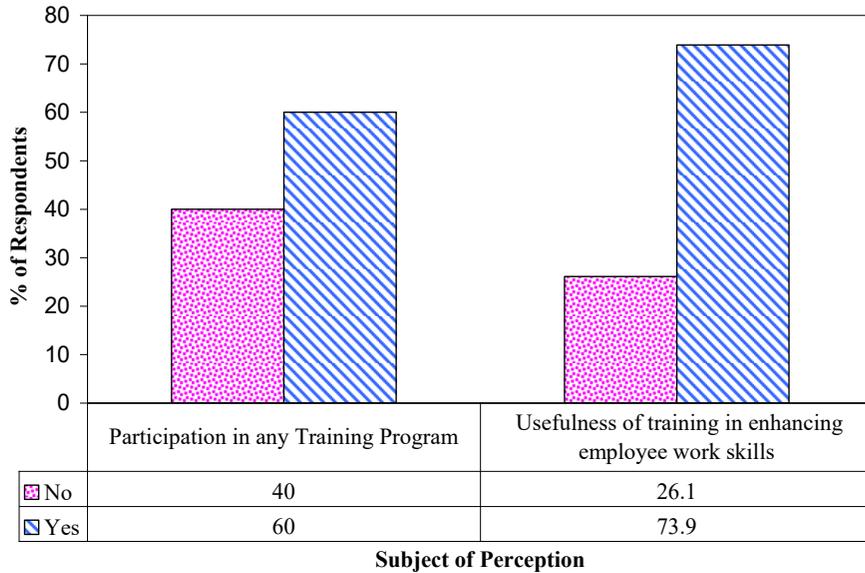


**Graph 10 : Frequency of employees being sent for training and development**

**Interpretation :**

Data in Graph 10 reflects that most of the officers (81%) and field workers (83%) find it occasional. The perception of the 19% of the officers is clearly on the positive side, however 13% of the field workers have expressed that they have never/remotely been for training. This calls for the attention of the BMC officials regarding the need for capacity building and hence for the training of their employees.

iii) Field Workers Perception on Training



Graph 11 : Field Workers Perception on Training

Interpretation :

60% of the employees have attended training and they seem to be happy with 74% of them finding the training useful. This data speaks about the utility of training and capacity building of employees of all hierarchies. It also expresses the need to identify and send more and more employees for training programs.

6. Findings:

In the present research work it was observed that:

- There exists an **organization policy to maintain discipline** but is not firmly implemented and followed by all.
- There was a general consensus amongst the respondents regarding the **grievance handling mechanism** which they found as fairly effective.
- Field workers seem to be satisfied with the leaves and the **procedure for sanctioning of leaves**.
- Majority of the field workers have strongly expressed about the utility of training and **capacity building** of employees of all hierarchies. Some of the respondents have mentioned in the questionnaire that there is a need for capacity building of the employees. This calls for the attention of the BMC officials regarding the need for capacity building and hence for the training of their employees. Hence there is a need to identify and send more and more employees for training programs
- Looking at the people’s representatives’ perception and the secondary data, it was observed that there are a lot of **posts vacant** in all the levels of BMC. BMC needs to look into the reasons behind this and work in the direction.
- Regarding Accountability of the employees the respondents have shown a clear bias towards the poor status. This is a major problem in government run institutions.
- It was also found that majority of the employees feel that the **workload** is on the higher side. However majority (76%) of the field workers seem to be happy **working in BMC**.

7. Conclusions and Recommendations:

1. Vibrant HR Strategy

After going through the finding of the present research it is strongly recommended that BMC should draft and implement **key performance areas** for each managerial level, innovative motivational strategies as soon as possible. This HR strategy will definitely revitalize and rejuvenate the entire thrust and focus of the corporation.

2. Time Management of Officers and Peoples Representatives

It was observed in the study that the time management of the officers and the Peoples Representatives is not very efficient. Some of the very important works are left out because of improper time management.

Moreover with 15 hours of working every day, at the end of the day an individual ends up being mentally and physically exhausted, with the unaccomplished tasks in mind which do not let him/her have peace of mind. This kind of a daily routine can harm an individual's physical as well as mental health and finally will reflect on his efficiency.

This leads to a very important recommendation to the officers and people's representatives of BMC. Time Management is a science in itself. Learning and implementing time management techniques can really improve the quality of life of officers and people's representatives which will reflect on the functioning of BMC.

### 3. Capacity Building and Training Programs

The *capacity building and training* programs at BMC should be made and offered to the employees after a careful and thorough training need analysis (TNA). This will definitely improve its efficacy and importance. The employees should also be made to realize the importance of capacity building and skill up gradation. It should be linked with the performance and promotion of the employees. In addition to this there should be a constant follow up to make sure that the employees have really benefited.

4. Since BMC is handling so many National and International projects there is a dearth of technically qualified staff to handle the contracts. Considering the water and sanitation sector, in pursuance of the statutory provisions, the responsibilities of the local bodies include identification of sources, generating of potable water from those sources, distribution of water, fixation of tariffs and charges, collection of revenue and operation and maintenance. Research Study reveals that there is a substantial shortage in the staff strength of appropriate caliber to deal with the above complex issues.

In such a situation the corporation should hire technical people or if time permits get the capable staff trained.

5. Research analysis shows that the stakeholders have expressed strong discontent with the behavior of the staff of BMC. Corporation should train its field staff with soft skills to handle the customer well and with care. A dissatisfied customer negatively publicizes about the image of the corporation among many other customers, which is a big loss to the corporation. Hence sensitizing and training the staff of the complaint handling department and the field staff is very crucial for the progress and long-term sustainability of the corporation.

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