 Malayalam
PAY REVISION COMMISSION 2019

QUESTIONNAIRE

PAY REVISION COMMISSION,
GOVERNMENT OF KERALA,
THIRUVANANTHAPURAM

Official Website - www.prc.kerala.gov.in
Part I

Introduction

The Government of Kerala have periodically constituted State Pay Commissions to make recommendations to the Government on issues like improvements in the structure of emoluments and other service conditions of all those who draw salary from the state exchequer and also on the benefits allowed to the state service pensioners. The First Pay Revision Commission of Kerala was in 1957, and at that time, the focus was on the integration of the services under the erstwhile Travancore-Cochin and Malabar district of Madras State. So far ten Pay Revision Commissions were appointed by the Government to look into the above aspects. Though pay and allowances of State Government employees were revised in 1974, the task was entrusted with a Special Officer and not a Commission. In 1992 a pay equalization committee was set up for studying the possibility of granting parity with Central rates and orders were issued on that basis.

2. The Government of Kerala has now set up the Eleventh Pay Revision Commission (hereafter referred to as PRC) by G.O. (Ms) No.414/2019/Fin dated 06.11.2019 with Sri.K.Mohandas IAS (Rtd.) as Chairman, Prof. M. K. Sukumaran Nair, Honorary Director, Centre for Budgetary Studies, Cochin University of Science and Technology, and Kerala High Court Adv. Ashok Mammen Cherian as Members. The Terms of Reference (TOR) are the following:

i) To suggest modifications, if found necessary, for the pay and allowances of;
   a) Posts under Government Service, including Part-time Contingent Service and Casual Sweepers.
   b) Posts under Education Institutions of the Government, Aided Schools and Colleges and also such Institutions covered by Direct Payment Scheme, including employees in part time posts and Casual Sweepers and excluding those posts covered by UGC/AICTE schemes of Scales of Pay and also posts for which, Central Scale of Pay has already been allowed such as Teaching Staff in Medical Colleges, Judicial Officers, etc. and
   c) Posts under Local Bodies and Universities except those covered by AICTE/UGC/Central Schemes.
ii) To examine the present structure of Pay and Allowances and Other Emoluments and Service conditions including, Promotional Avenues and Fringe Benefits available to the above categories of employees and suggest changes, if any required.

iii) The Commission shall also examine the scope of introducing non-cadre promotion to various categories of both gazetted and non-gazetted posts who continue in the entry cadres for long periods of service.

iv) To examine and suggest changes, if any, to the benefits available to Service Pensioners.

v) To consider the scope of extending the benefits which are available to Central Government employees at present but not available to the State Government employees.

vi) To look into the cases of anomalies in the last Pay Revision specifically referred to the Commission by Government and suggest remedial measures.

vii) To examine the present Civil Service set up as a whole and make suggestions to increase efficiency, social accountability and making Civil Service more people friendly.

viii) To consider the need for a gender sensitive service structure especially multifaceted issues faced by women employees and make suggestions for remedial measures.

ix) To review the existing rules and procedures for fixation of pay and suggest methods for simplification thereof with a view to reduce cost and time spent on such exercises.

x) To assess and indicate the additional financial commitment on account of implementation of its recommendations, including the methodology/assumptions adopted for such assessment.

3. Further, the Government of Kerala, as per G.O (Ms) No.425/2019/Fin dated 12.11.2019, have entrusted the Commission the task of examining and making recommendations on revising the pay and allowances and other benefits of High Court employees.
4. The Pay Revision Commission would benefit a great deal from inputs received from organizations and individuals having an interest in its Terms of Reference. With this in view, a background note on the existing structure of pay and other related matters is appended in Part-II along with a questionnaire.

5. The objective of the questionnaire is to elicit the views from the public and others concerned. The content or language of the questions is not to be taken as indicative of the views of the Pay Revision Commission.

PART - II

BACKGROUND NOTE

The Pay Revision Commissions, both in Central and State Governments have a role that is not limited to that of recommending changes in pay and allowances. The Governments look upon each Commissions as an advisory body to suggest timely changes for improving accountability and quality of civil service also. The Commission has to fulfill this responsibility, balancing the aspirations of the three stakeholders of the civil services, namely civil servants, the public and the Government.

2. The civil service in the country is at a crucial juncture. The introduction of IT and ITES in governance requires radical restructuring of bureaucracy in tune with the new technology and re-engineering of processes. The legislations aimed at the improvement of service delivery of the Government demand its employees to be more transparent and accountable than ever before. A positive change, both attitudinal and functional, is to be infused into the working style of the civil servants. The Commission likes to examine these aspects specifically and wishes to give its recommendations that will enable the civil service of Kerala to transform itself into a more transparent, efficient and accountable entity. The last revision of pay and allowances was implemented with effect from 01.07.2014.
3. The scope for promotion is not uniform in the various departments due to diverse reasons. In order to rectify the disparity, non cadre promotions and Career Advancement Scheme have been introduced. After implementation of the 10th Pay Commission Report with effect from 01.07.2014, three installments of DA at the rate of 3% w.e.f. 01/01/2015, 3% w.e.f. 01/07/2015 and 3% w.e.f. 01/01/2016 were sanctioned and at present the rate of D.A. is 20% with effect from 01.07.2018. Two more installments of D.A at the rates of 3% and 5% with effect from 01.01.2019 and 01.07.2019 respectively are yet to be sanctioned. The 6th Central Pay Commission had recommended some benefits like education allowance, transport allowance etc to its employees which are not being enjoyed by the State Government Employees.

4. There is a perception that efficiency of service delivery in Government is not on par with other sectors, even though its employees are enjoying better emoluments. The introduction of various Acts have made the public services more transparent, but the style and functioning of the Government machinery is not on a satisfactory level as it is expected to be. A radical change, if introduced, in the present system of appraisal of service and linking incentives based on performance may help to improve the output of the Government.

5. Even though the State of Kerala is in the forefront of the IT industry, the State lags behind in introducing IT enabled services in areas of governance. The experience of some States who are pioneers in the introduction of Information Technology in governance, certifies that information technology increases the quality and pace of service as well as helping to prevent corruption to a large extent. Keeping this in view, Government have introduced e-office system in the Government Secretariat and efforts are underway to extend this system to all Government offices. e-Office File Management system (e-File) is a Digital Workplace Solution to automate File Management in Government offices. The e-Office project in Kerala envisions modernizing government offices and getting rid of manual paper file processing and replacing it with a digital workflow system. In the process, the government offices will be transformed to 'paperless office' gaining the immense benefits of faster decision making aided by electronic mode of communication. Similarly several services such as issue of certificates, remittance of money to Government etc. have been transferred to digital platform and
people have started experiencing the fruits of this development. Some of the e-governance initiatives by State Government are as follows:

e-District
e-Procurement
e-Pos
CCTNS - Police
e-Panchayath
State Service Delivery Gateway (SSDG)
Integrated Finance Management System Project (IFMS)
BiMS (Bill Information and Management System)
BAMS (Budget Allocation & Monitoring System)
WAMS (Ways and Means System)
PRISM (Pensioner Information System)
SPARK (Service and Payroll Administrative Repository for Kerala)
PRICE (Project Information and Cost Estimation)
e-Tender
IT@School Project

6. But the Government cannot be content with what has been achieved in this area. We have to explore the frontier areas in government service where Information Technology can be adopted to ensure better service delivery.

7. Even after the reintroduction of Running Master Scale, the complexity in procedures for fixation of pay still remains. The 7th Central Pay Commission has introduced the system of Pay Matrix. It is worth examining whether this system may be followed in the State also.

There are at present 5,15,639 (2019-20) employees (permanent and temporary) including All India Service Officers, Officers covered by UGC/AICTE, teaching/non teaching staff of Aided Schools/Colleges etc., part-time contingent employees/sweepers, employees on consolidated pay etc. whose salary is directly paid from the Consolidated Fund of the State. (Please refer to Table-1 below) [Data as per the State Budget 2019-20]
### TABLE - 1

**Number of employees getting salary directly from Government Category and Number of Employees (2019-2020)**

<table>
<thead>
<tr>
<th>Details of Staff</th>
<th>Number of Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A)</strong> Number of Government employees coming under various departments</td>
<td>377065</td>
</tr>
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</table>
| **B)** Teaching and Non-teaching staff of private schools/Colleges/Engineering Colleges/Polytechnics  
  i) Aided School Staff  
    a) Teaching staff  
    b) Non-teaching staff  
  ii) Private College Staff  
    a) Teaching staff  
    b) Non-teaching staff  
  iii) Staff of Private Engineering College and Private Polytechnics  
    a) Teaching staff  
    b) Non-teaching staff  
  iv) Private Ayurveda Medical College Staff  
    a) Teaching staff  
    b) Non-teaching staff  
  v) Private Homoeo Medical College Staff  
    a) Teaching staff  
    b) Non-teaching staff  
|                                                                              |                 |
| **Total (B)**                                                                  | 138574          |
| **Total number of employees (A+B)**                                            | 515639          |
8. As per Finance accounts 2018-19, the expenditure incurred on salaries was 33.94% and that on pensions 20.47% of the revenues of the State. The expenditure on interest payments during the year came to 18.04% of the Revenue Receipts. Thus, salaries, pensions and interest payments came to 72.45% of the State's Revenue Receipts.

**Questionnaire**

Notes:-  1. The objective of the questionnaire is to elicit the views from the public and others concerned. The Commission has not taken any view in these matters, and the content or language of the questions is not to be taken as indicative of the views of the Commission

2. The answers may be of general applicability to all the departments, or may be specifically in respect of identified departments.

3. Please give descriptive replies relating to matters of interest or concern to you, preferably less than 250 words. Supporting documents may also be attached.

4. The Commission will receive suggestions / representations in respect of any matters covered by its Terms of Reference, even if it is not included in the questionnaire.

5. The answers may be in English or Malayalam.

I. **Structure of Pay and Allowances**

   1.1) Whether improvements/modifications, are necessary in the present structure of pay and allowances based on factors like parity with Central Government / Public sector/Private sector or the nature of work performed by different departments?

   1.2) The pay and allowances of Central Government Employees and of employees of several State Governments are being revised every 10 years, while that of
Kerala Government employees is revised every 5 years. In your view what is the right approach?

1.3) Do you feel that the expenditure for salaries and pensions should not exceed a certain percentage of the State's revenue? If so, what should that level be?

1.4) Is there any service where the present salary package of State Government cannot attract suitable talents?

1.5) The 10th Pay Revision Commission suggested 27 scales of pay. Do you consider this optimal? If not, explain?

1.6) The 7th Central Pay Commission introduced the system of Pay Matrix. Do you think this practice is suitable in State Government?

1.7) Is the present system of Master Scale of Pay beneficial to the employees?

1.8) The lowest monthly emoluments of a State Government employee as on 01.07.2018 come to Rs. 19800 (Pay + D.A i.e., 16500+ {20% of 16500}) which would become Rs. 21,120 as on 01.07.2019 if two installments of D.A at the rate of 3% and 5% due as on 01.01.2019 and 01.07.2019 respectively are sanctioned. In the Central Government, the corresponding figure as on 01.07.2019 is Rs.21060 (18000+17% D.A). The maximum emoluments of State Government Employees as on 01.07.2018 come to Rs. 1,44,000/- (Pay + DA i.e., 1,20,000+{20% of 120000}) which would become Rs.1,53,600/- as on 01.07.2019 if two instalments of DA at the rate of 3% and 5% due as on 01.01.2019 and 01.07.2019 respectively are sanctioned.

What is your view regarding minimum and maximum emoluments of State Government Employees?

1.9) Do you consider that the minimum pay in the State Government Service should bear relation to Per capita income of the State Minimum Wages in the other sectors (Industry, Agriculture, etc.), Need Based Minimum Wages, Cost of Living or any other factor?

1.10) At present there are different rates of increments in a scale. Is it desirable to switch over to a uniform rate of increment throughout the scale?
I.11) At present the lowest rate of increment is Rs.500/- and the highest rate is Rs.2400/- What according to you would be reasonable figures?

I.12) Do you think the present rates of HRA should be changed?

I.13) In your view, are the presently available compensatory allowances adequate?

I.14) What is your opinion on the existing schemes relating to the grant of TA/DA, Permanent Travelling Allowance/Permanent Conveyance Allowance?

I.15) At present allowances such as special allowance, compensatory allowance, risk allowance, non practicing allowance, uniform allowance, additional special allowance etc. are enjoyed by employees. Is any of these allowances irrational or inadequate?

I.16) In your view, are there benefits available for Central Government employees which deserve to be extended to State Government Employees?

I.17) Do you think the existing rules and procedures for fixation of pay are complex? If so, suggest methods for simplification with a view to reduce cost and time spent on such exercises.

I.18) What are your comments on Service and Pay Roll Administrative Repository for Kerala (SPARK)?

II. **Promotion and related issues.**

II.1) Do you feel that the scope for promotions in State Government Services is adequate?

II.2) If there is a need to improve the scope for promotion, what are the advantages and disadvantages with (i) Time Bound Higher Grade, (ii) Non Cadre Grade Promotion, (iii) Ratio Based Higher Grades, and (iv) Common seniority based grades for posts falling under the same category across various Departments.

II.3) Can the Career Advancement Scheme for professional categories be made applicable to non professional categories also?
II.4) Is merit also to be considered along with seniority for granting promotion to non selection posts, with a view to ensuring quality and efficiency in service?

II.5) Do you think that the age-based exemptions given from passing departmental examinations should be continued?

II.6) There are instances when a higher ranked person in the Kerala Public Service Commission list faces stagnation in a particular department whereas a person ranked lower than him in the same list obtains quicker promotion in another department where promotion opportunities are better. Suggest your views on rectifying such an anomaly, if it can be termed as anomaly.

III. Pension

III.1) Do you have any suggestion to improve the existing statutory pension scheme under Part III, KSR, for those covered by it?

III.2) At present full pension is allowed for persons with a minimum of 30 years of qualifying service. Do you think there is a scope for change in this stipulation?

III.3) Should there be a ceiling on pension?

III.4) Is any change necessary in the mode of calculation of pension?

III.5) Are there any anomalies in the existing scheme of One Rank One Pension?

III.6) Should the existing system of granting Compassionate Allowance be continued?

III.7) Is it necessary to grant Family Pension to the family of persons in receipt of Compassionate Allowance?

III.8) Are you satisfied with the existing rules relating to encashment of Earned Leave at the time of retirement?

III.9) What are your views on the existing norms regarding Death cum Retirement Gratuity?

III.10) What should be the maximum amount of Death cum Retirement Gratuity?

III.11) Do the Ex-gratia Pension rules require any change?
III.12) Have you come across any specific cases of anomalies or inadequacies as a result of the operation of the present pension rules? If so, please give examples with practical suggestions to rectify them.

III.13) Do you suggest any change in the present scheme of voluntary retirement under Part III, KSR?

III.14) Do you consider that the Liberalized Family Pension Scheme introduced from 1.4.1964 and revised from time to time is adequate?

III.15) Give your comments on the present rules and rates regarding the Commutation of Pension and the restoration of the commuted portion after 12 years.

III.16) What difficulties, if any, are faced in the drawal of pension and what are your suggestions for improvement?

III.17) Do you think that the retirement age be changed?

III.18) If raising of the retirement age would affect the employment prospects of the youth, what schemes/ programmes could be launched for creating more jobs?

IV. Efficiency, Social Accountability and People-friendliness of the Civil Service

IV.1) What is your assessment of the efficiency, accountability and people friendliness of the state civil service?

IV.2) Is the attitude of the Government servants towards the public satisfactory; if not, what are your suggestions for improvement?

IV.3) What are the areas where the adoption of technology can make an immediate qualitative difference in the delivery of services? Do you think that proper process reengineering has been done in places where technology has been adopted?

IV.4) What would be an appropriate system for social auditing?

IV.5) Do you think that the Right to Service Act has made an improvement in the delivery of services? What changes would you suggest?
IV.6) Is there scope for further decentralization of functions and delegation of powers to either local governments or to departmental officers in the hierarchy?

IV.7) Are there any activities/ programmes/ practices etc of the government which you feel are unnecessary, avoidable, obsolete or of no benefit to the public?

IV.8) Do you think the introduction of suitability tests at regular intervals of career for promotion as well as lateral entry, introduction of performance linked incentives, introduction of efficiency bar for granting increments, modification of recruitment policy etc. would help to improve the quality of the civil service.

IV.9) Do you think there should be changes in the current practice regarding working days/ working hours?

IV.10) Do you think there is a lack of sufficient infrastructure and amenities in the office premises that affects the output of the Government servants?

IV.11) What is your view on the existing measures to prevent corruption? What improvements are possible?

IV.12) Do you think that the introduction of system of monetary reward for high achievers as followed in private sector will improve efficiency in Government sector?

IV.13) What measures would you suggest to reduce the incidence and impact of lifestyle diseases on the Government employees who are required to sit in their chairs for long hours?

IV.14) At present do you find any Government Department/office overstaffed, or with idle manpower? If yes, what are they?

IV.15) Do you find any Government Departments lack sufficient manpower? If yes, what are they?

IV.16) Please suggest suitable redeployment methods and reskilling measures, necessary to enhance the efficiency in the delivery of Government Services.
IV.17) *For the Public, and not for officials* Based on your experience, what improvements would you suggest in the facilities/systems for interaction with the public in (i) Village Offices, (ii) Taluk Offices, (iii) Grama Panchayats/Block Panchayats/Municipalities and Corporations, (iv) Police.Stations, (v) Sub Registrar Offices (vi) Government Hospitals, or any other field offices.

V. **Gender Issues**

V.1) What are the multifaceted issues faced by women employees and what measures do you suggest to solve these issues?

V.2) What policies, programmes, processes, practices, rules, regulations and organisational structure do you suggest to make government service more gender sensitive?

V.3) Do you think the existing facilities provided for women employees in the offices are adequate? If not, give suggestions?

V.4) Do you think it is feasible to provide more crèches, breastfeeding facilities, rest rooms and toilets for the Government offices?

V.5) Suggest measures for using Gender Budgeting as a tool for achieving a gender sensitive and family friendly working culture.

V.6) Do you think the representation of women in any particular service is not in the right proportion? Do you consider it necessary to introduce gender quotas to enhance the number of women both at entry and promotion levels?

V.7) Suggest measures, if necessary, to enhance women's professional advancement through specific training programmes, workshops, exposure visits etc.?

V.8) Are the existing systems for handling cases of sexual harassment adequate and sufficient in Government Offices?

VI. **Any other matter relevant with reference to the Terms of Reference of the Commission.**

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