

**PAY REVISION COMMISSION
2014**

QUESTIONNAIRE

PAY REVISION COMMISSION,
GOVERNMENT OF KERALA,
SWARAJ BHAVAN, NANDANCODE,
KOWDIAR P.O., THIRUVANANTHAPURAM – 695 003
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Pay Revision Commission - 2014

Part I

Introduction

In order to make recommendations to the Government on issues like improvements in the structure of emoluments, retirement benefits and other service conditions of all who draw salary from the state exchequer and also the benefits allowed to the state service pensioners, State Pay Commissions are periodically constituted. The history of the Pay Revision Commissions of Kerala dates back to the year 1957. So far nine 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.

The Government of Kerala has set up the tenth Pay Revision Commission (hereafter referred to as PRC) as per G.O. (MS) No.583/2013/Fin. dated 30.11.2013 with Justice C.N. Ramachandran Nair (Rtd.) as Chairman, Sri. K.V. Thomas, former Director of Treasuries and Additional Secretary to Government (Rtd) as Member Secretary and Adv. T.V. George as Member. 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 have 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 in the lines of Career Advancement Scheme, which has been introduced for professional categories.
- 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 and are not available to the State Government employees
- vi) To look into the anomalies created by the last pay revision, due to undue and unexplainable hike given to certain categories of employees and make suggestions to rectify the same.
- vii) To look into the cases of anomalies in the last Pay Revision specifically referred to the Commission by Government and suggest remedial measures.
- viii) To examine the scope and viability of introducing a new health package as in Central Government/any other State Government/Other Sectors for the employees and service pensioners of the State and make recommendations thereon.
- ix) Feasibility of introducing a health insurance scheme for employees and pensioners by collecting premium from them.
- x) 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 in the light of newly enacted Right to Service Act 2012.

- xi) To review the existing systems of lateral entries to different categories of posts in State Government Service and to make recommendations for streamlining selection procedure for such lateral entries.
- xii) To consider feasibility of deployment of IT enabled services with a view to reduction of cost of public services and to make suitable recommendations thereon.
- xiii) 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.
- xiv) To assess and indicate the additional financial commitment on account of implementation of its recommendations, indicating the methodology/ assumptions adopted for such assessment.

The Pay Revision Commission would benefit a great deal from inputs received from organisations and individuals having 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 questionnaire.

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.**

It is evident from the history of Pay Revision Commissions both in Central and State that the role of Commissions are not limited to that of recommending changes in pay and allowances alone. The Government look up on the 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 much to the aspiration of the three stake holders of the civil services –civil servants, public and the Government.

The civil service in the country is at a crucial juncture. The introduction of IT and ITES in Governance require radical restructuring of bureaucracy in tune with the new technology. The legislations aimed at the improvement of service delivery of the Government; demands its employees to be more transparent and accountable than ever before. A drastic change, both attitudinal and functional, is to be infused in to 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, the right sense of direction which will enable it to transform itself as a transparent, efficient and accountable entity.

The latest revision was implemented with effect from 01.07.2009.

The scope of promotion is not uniform in all departments owing to various reasons. In order to rectify the disparity, non cadre promotion and Career Advancement Programme are being introduced. After implementation of the 9th Pay Commission Report with effect from 01.07.2009 the DA remaining to be merged was 23% and at present the rate of D.A. has increased to 73%. The 6th Central Pay Commission has recommended some benefits like education allowance, transport allowance etc to its employees which are not being enjoyed by the State Government Employees. The attempt to enhance the pay of some categories allegedly without valid grounds has caused anomalies in the pay structure than ever before as also imbalance in the parity of many posts. The 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. The prevailing lateral entry system in many departments needs to be re-examined.

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. The common public cannot be deprived of the benefits of Information Technology. No system can resist change for a long time. The apprehension of the employees towards the introduction of IT enabled services need to be changed.

Even after the reintroduction of running master scales, the complexity in procedures for fixation of pay still remains. The 6th Central Pay Commission has introduced the system of Pay band. It is worth examining whether this system may be followed in state also.

The Government of India, Central Public Sector Undertakings and many other State Governments have switched over to new kind of health package schemes replacing the conventional medical reimbursement benefits and introduced novel health insurance schemes in co-operation with health insurance companies. The expenses of the schemes are shared between the Governments and the employees and the contribution of the employee is meager.

There are at present 5,06,556 (2013-14) 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)

TABLE - 1
Number of employees getting salary directly from Government

Category Number of Employees (2014-2015)

Details of Staff	Number of Staff
a) Number of Government officers coming under various departments	3,63,992
b) Teaching and Non-teaching staff of private schools/Colleges/Engineering Colleges/Polytechnics	
i) Aided School Staff	
a) Teaching staff	1,13,935
b) Non-teaching staff	10,240
ii) Private College Staff	
a) Teaching staff	10393

b) Non-teaching	6084
iii) Staff of Private Engineering College and Private Polytechnics	
a) Teaching staff	895
b) Non-teaching	489
iv) Private Ayurveda Medical College Staff	
a) Teaching Staff	93
b) Non-teaching Staff	177
v) Private Homeo Medical College Staff	
a) Teaching Staff	124
b) Non-teaching Staff	134
Total (b)	1,42,564
Total number of employees (a+b)	5,06,556

As per the budget estimate 2014-15, 35.76% of total revenue of the state is estimated to be spent for salaries and 17.54 % for pensions. As per accounts 2012-13 expenditure incurred under the above items were 39.23% and 20.09 % respectively. While in 2011-12, these expenditures were to the tune of 42.31% and 22.89% respectively of that of total revenue receipts.

Questionnaire

(Put a '√' mark against appropriate answer in multiple choice questions. Brief description may be supplied wherever necessary)

I. Structure of pay and allowances

- 1.1) Whether improvements/modifications, are necessary in the present structure of pay and allowances based on any of the following ?
- a) Parity with Central Government, Public sector, Private sector.
 - b) In consonance with the nature of work assigned in different departments
 - c) To ensure average standard of living.
 - d) All of the above.
 - e) Any other (Please specify)

- 1.2) The pay and allowances of Central Government Employees are being revised every 10 years, while that of State Government is revised every 5 years. In your view what is the right approach?
- a) The present practice to be continued.
 - b) The practice followed in Central Government may be adopted.
 - c) A new method other than the above is to be adopted (Please explain)
- 1.3) At present 35.76% of the State's total revenue is being incurred for pay and allowances of state Government employees and teachers. Do you feel that this is
- a) High share
 - b) Low share
 - c) Reasonable share
 - d) If not reasonable, please suggest a reasonable share.
- 1.4) Do you feel that the expenditure for salaries be kept at a constant rate proportional to the State's revenue ? If so, the optimum level should be
- a) 35.76% as is now estimated for 2014-15
 - b) Less than this
 - c) More than this
 - d) Whether any fixed limit is necessary and if so what it should be.
- 1.5) Does the present salary package of State Government attract suitable talents to the State Government services?
- a) Yes
 - b) If not, what other incentives you consider necessary to attract better talents?
- 1.6) The 9th Pay Revision Commission suggested 27 scales of pay. Do you think

- a) This is satisfactory
 - b) More than required
 - c) Less than adequate
- 1.7) The 6th Central Pay Commission introduced the system of pay bands and grade pay. Do you think this practice be adopted in State Government also?
- a) Yes
 - b) No
 - c) If no, give reasons
- 1.8) Is the present system of master scales of pay beneficial to the employees?
- a) Yes
 - b) No
 - c) If no, explain how?
- 1.9) The lowest monthly emoluments of a State Government employee as on 01.07.2014 is ₹ 14705 (Pay + D.A i.e., 8500+ {73% of 8500}) while that of the Central Government employee is ₹ 14000 (7000+100% D.A). The maximum emoluments of State Government Employees as on 01.07.2014 are ₹ 103523/- (Pay + DA). What is your view regarding minimum emoluments and maximum emoluments of State Government Employees ?
- a) Present level is sufficient
 - b) Difference between highest scale of pay and lowest scale of pay should be reduced
 - c) Any other suggestion
- 1.10) The existing salary ratio between the highest and lowest posts at the State level is (i.e. the minimum of lowest scale and highest scale) 1: 7.04. Do you think
- a) It is a fair ratio
 - b) The ratio is to be reduced
 - c) The ratio is to be increased

1.11) Do you consider that the minimum pay in the State Service should bear relation to

- a) Per capita income of the State
- b) Minimum wages in the other sectors (Industry, Agriculture, etc.)
- c) Need based minimum wages
- d) Cost of living
- e) All of the above
- f) Any other factor (Specify)

1.12) Please rank the factors for fixing the pay scale of Government Servants (Mark the ranks 1 - 8 against each option)

- a) Qualifications required
- b) Nature of duties and responsibilities
- c) Expertise needed
- d) Method of appointment.
- e) Prospects of promotion
- f) Experience in the specific tasks
- g) Remuneration for comparable posts under Central Government, CPSUs, State PSUs, Autonomous Institutions.
- h) Risk inherent in the work.

1.13) 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?

- a) Yes
- b) No
- c) If no, please explain why

1.14) At present lowest rate of increment is ₹ 230/- and the highest rate is ₹ 1,200/- What according to you should be

- a) Minimum increment rate to be ₹.....
- b) Maximum increment rate to be ₹
- c) How these are to be determined?

- 1.15) Does the existing rules and procedures for fixation of pay require modification?
- a) Yes
 - b) No
 - c) If yes, please suggest changes
- 1.16) In your view the HRA should be
- a) Certain percentage of basic pay
 - b) At par with central Govt.
 - c) Prevailing market rate
 - d) Any other rate (with reasons)
- 1.17) Do you consider the present system of special pay attached to various posts are rational and fair ?
- a) Yes
 - b) No
 - c) If no, please explain with reference to specific cases.
- 1.18) In your view the presently available compensatory allowances are
- a) Adequate
 - b) Inadequate
 - c) If inadequate, please give suggestions
- 1.19) What is your opinion on the existing schemes relating to the grant of TA/DA, Permanent Travelling Allowance/Permanent Conveyance Allowance?
- a) Attractive
 - b) Adequate
 - c) Inadequate. If so, please indicate your suggestions with reference to specific cases.
- 1.20) At present allowances such as special allowance, compensatory allowance, risk allowance, non practicing allowance, uniform allowance, additional special

allowance etc. being enjoyed by employees. Is any of this allowance irrational or inadequate? Justify your remark?

II. Promotion and related issues.

2.1) Do you feel that at present promotion scope in State Government services is adequate?

- a) Yes
- b) No.
- c) If no, please give suggestions for improvement

2.2) If there is a system to improve the promotion scope, which one do you prefer

- a) Modify the time bound higher grade
- b) Introduce Non cadre Grade promotion
- c) Improve ratio based Higher Grades
- d) Common seniority based grades for posts falling under same category across various Departments.
- e) Any other suggestion

2.3) Can the Career Advancement Scheme of professional categories be made applicable to non professional categories also?

- a) Yes
- b) No
- c) If no, why?

2.4) Is merit also to be considered along with seniority for granting promotion, with a view to ensuring quality and efficiency in service? If so, suggest a suitable ratio for the two.

III. Pension

- 3.1) Do you have any suggestion to improve upon the existing statutory pension under Part III, KSR, for those covered by it?
- a) Yes
 - b) No
 - c) If yes, give details.
- 3.2) At present full pension is allowed only for persons with a minimum of 30 years of service. Do you think there is a scope for reduction in this stipulation? If so, to what extent?
- a) 25 Yrs
 - b) 28 Yrs
 - c) Can it be equated with Central scheme?
- 3.3) Should there be a ceiling on pension?
- a) Yes
 - b) No
 - c) If yes, what should be the basis?
- 3.4) What should be the mode of calculation of pension?
- a) 50% of average emoluments
 - b) 50% of last pay drawn
 - c) More than 50%
 - d) If the answer is (c), please justify higher rates
- 3.5) Are there anomalies in the existing scheme of One Rank One Pension?
- a) Yes
 - b) No
 - c) If yes, what are they?
- 3.6) Is the existing system of granting Compassionate Allowance to be continued?
- a) Yes
 - b) No
 - c) If no, give reasons.

- 3.7) Is it desirable to grant family pension to the family of persons in receipt of Compassionate Allowance ?
- a) Yes
 - b) No
- 3.8) Are you satisfied with the existing rules relating to encashment of Earned Leave at the time of retirement?
- a) Yes
 - b) No
 - c) If no, give reasons
- 3.9) Do you have any comments on the existing norms regarding Death cum Retirement Gratuity?
- a) Yes
 - b) No
 - c) If yes, give suggestions
- 3.10) Indicate the maximum amount of Death cum Retirement Gratuity to be fixed.
- a) Should it be on par with Central Government
 - b) Should it be last pay drawn x number of years of service/2 without any limit
 - c) A reasonable limit may be fixed (Please specify)
- 3.11) Ex-gratia pension-Does the rules require any change or improvement?
- a) Yes
 - b) No
 - c) If yes, give suggestions.
- 3.12) 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
- 3.13) Do you suggest any change in the present scheme of voluntary retirement under Part III, KSR ?
- a) Yes
 - b) No.
 - c) If yes, give suggestions

- 3.14) Do you consider that the scheme of liberalized family pension introduced from 1964 and revised from time to time is ?
- a) Adequate
 - b) Inadequate
 - c) If modification is required, give suggestions
- 3.16) Give your comments on the present rules and rates regarding the commutation of pension and the decision of the Government to restore the commuted portion after 12 years.
- 3.17) What difficulties, if any, are faced in the drawal of pension and what are your suggestions for its redressal?
- 3.18) Do you think that the retirement age be raised?
- a) Yes
 - b) No.
 - c) If yes, please justify
- 3.19) Do you think the raising of the retirement age would affect the employment prospects of the youth?
- a) Yes
 - b) If Not, please explain how it will not affect chances of youth

IV. Anomalies crept in previous pay commission report.

- 4.1) Do you think that last Pay Revision Commission recommended undue hike to certain categories without sufficient grounds?
- a) Yes
 - b) No.
 - c) If yes, please give details
- 4.2) Do you suggest to reduce the undue hike to normal revision?
- a) Yes
 - b) No
 - c) If Not, what is the justification for retaining such hike.

V. Medical insurance scheme.

- 5.1) Do you feel that the present system of medical reimbursement is adequate?
- a) Yes
 - b) No
 - c) If no, what is your suggestion to make it adequate?
- 5.2) Do you like to replace the present system of medical reimbursement scheme with a Medical insurance Scheme for both serving employees and pensioners?
- a) Yes
 - b) No
 - c) If yes, give suggestions.
 - d) If no, why it is not necessary?
- 5.3) Do you think the medical allowance given to the pensioners is adequate and effective?
- a) Yes
 - b) No
 - c) If no, what improvement is needed?
- 5.4) Do you favour introducing a health insurance scheme with contribution of employees?
- a) Yes
 - b) No
 - c) If Not, what is a better alternative
- 5.5) Do you favour introducing a health insurance scheme by collecting a certain amount of premium from pensioners?
- a) Yes
 - b) No
 - c) If no what other suggestions do you have?

5.6) Do you prefer a scheme like CGHS presently available for Central Government employees and pensioners ?

- a) Yes
- b) No

VI. Right to Service Act 2012.

6.1) Right to service act is being implemented in 39 Departments. In your opinion the Right to Service Act 2012 has

- a) Tremendously improved the quality of service
- b) Improved the quality of service to a certain extent
- c) No improvement in quality of service

6.2) Should the Right to Service Act 2012 be extended to all the Departments under Government of Kerala?

- a) Yes
- b) No
- c) If no, why?

6.3) A major portion of revenue expenditure is being expended in the education sector especially for giving salaries to Government/Aided school Teachers. But it is a common complaint that the quality of education in the State is diminishing. In your opinion the reason for this is

- a) Lack of efficiency among teachers
- b) Selection process adopted in aided sector is not satisfactory
- c) Lack of proper in-service training
- d) Syllabus is inadequate and outdated.
- e) Any other (including external factors)

VII. Lateral entry system.

- 7.1) In your opinion, is the existing system of lateral entry justifiable?
- a) Yes
 - b) No
 - c) If no, give reasons
- 7.2) Does the system of lateral entry provide fair chances for the personnel across the departments?
- a) Yes
 - b) No
 - c) If no, please explain
- 7.3) Does the system of lateral entry?
- a) Help to improve the quality of service
 - b) Has a negative impact in the quality of service
 - c) Do not affect the quality of service
 - d) Any other
- 7.4) Does the system of lateral entry a hindrance to attract talents to the Government service?
- a) Yes
 - b) No
 - c) If yes, please explain
- 7.5) Should there be a system of suitability tests for being considered for lateral entry?
- a) Yes
 - b) No
 - c) If no, explain why?
 - d) Any other suggestion

VIII. Deployment of IT enabled services

- 8.1) Do you think that extension of IT enabled services to more areas of governance would help to reduce the cost of public services especially in view of the limited resources of the state?
- a) Yes
 - b) No
 - c) If no, explain why?
- 8.2) Do you suggest that the accessibility of all Government records (other than classified data) on line would enhance openness and transparency in Government business
- a) Yes
 - b) No; if so why?
- 8.3) Do you think that the computer literacy should be a mandatory criteria for appointment in State Government?
- a) Yes
 - b) No

IX. General

- 9.1) In your opinion the efficiency, accountability and people friendliness of the State civil service is
- a) Excellent
 - b) Very good
 - c) Satisfactory
 - d) Poor
 - e) Very Poor

- 9.2) What measure do you suggest to improve the quality of the service?
- a) Social auditing
 - b) Introduction of suitability tests at regular intervals of career for promotion as well as lateral entry
 - c) Introduction of performance linked incentives
 - d) Introduction of efficiency bar for granting increments
 - e) Modification of recruitment policy
 - f) All of the above
 - g) Any other suggestion
- 9.3) Whether working days in a week need to be reduced to 5 days ?
- a) Yes
 - b) No
 - c) In both case give justification
- 9.4) If 5 days system is adopted, is there scope for reducing number of casual leave/holidays, introduction of restricted holidays ?
- 9.5) Do you agree that special casual leave being enjoyed by employed parents of mentally retarded child or physically challenged child is adequate ?
- a) Yes
 - b) No
 - c) If no, suggest changes
- 9.6) In your view which of the following benefits available for Central Government employees deserve to be extended to State Government Employees ?
- a) Children Education allowance Scheme
 - b) Child care leave
 - c) Transport allowance
 - d) All the above
 - e) Any other
- 9.7) Do you think whether existing facilities provided for women employees in the offices are adequate? If not, give suggestions.

- 9.8) There are instances when a higher ranked person in the Kerala Public Service Commission list faces stagnation in a particular department where as 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.
- 9.9) Do you think that lack of sufficient infrastructure and amenities in the office premises affect the output of the Government servant?
- a) Yes
 - b) No
 - c) In both cases explain with details.
- 9.10) Do you feel that existing measures to prevent corruption is sufficient in the present scenario. If not, what suggestions do you offer?
- a) Implementation of Right to Service Act
 - b) Stricter enforcement of discipline
 - c) Ensuring quality and competency of officers to be appointed as Head of Departments and District level officers.
 - d) Any other (please specify)
- 9.11) Do you consider the formation of a State Administrative Service will bring in improvement in quality, efficiency and substantially minimise corruption ?
- a) Yes
 - b) No (If no, Please give details)
- 9.12) 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?
- a) Yes
 - b) No
 - c) If yes, give your opinion

- 9.13) Is it necessary to introduce punching system in all government offices?
- a) Yes
 - b) No
 - c) If not, why?
- 9.14) In order to ensure qualitative evaluation of an employee, is it desirable to include percentage of punctuality verified with punching system as a criterion in the Confidential Report of the employee ?
- a) Yes
 - b) No
 - c) If not, why?
- 9.15) Is the approach of the Government servant towards the public satisfactory, if not what are your suggestions for improvement?
- 9.16) At present do you find any Government Department overstaffed? If yes, what are they?
- 9.17) Do you find any Government Department lacks sufficient man power? If yes, what are they?
- 9.18) Please suggest methods for suitable redeployment, wherever necessary.

Note:- 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 Commission