

# **CHAPTER - I**

## **Introduction**

**01.01.** The present Pay Revision Commission was constituted by the Government of Andhra Pradesh under G.O.Ms.No. 438, General Admn. (Spl.A) Department, dated: 7.7.2008. The Order states that the Commission has been constituted in response to the representations received from various Service Associations requesting for a Commission to review the pay scales of the Government employees. The Pay Revision Commissioner was also appointed in the same Order. The Terms of Reference of the Commission are as follows:

1. “To evolve the principles which may govern the structure of emoluments and those conditions of service of various categories of employees of the State Government, Local Bodies and Aided Institutions, Non-teaching staff of the Universities including Acharya N.G. Ranga Agricultural University, Jawaharlal Nehru Technological University, Work charged employees and full-time contingent employees, which have a financial bearing taking into account the total packet of benefits available to them and suggest changes therein which may be desirable and feasible;

The Commission however shall not deal with the teaching staff in Government Colleges and Government Aided Private Colleges drawing UGC/AICTE and ICAR scales. The Commission shall also not deal with the officers of A.P. State Higher Judicial Service and A.P. State Judicial Service who are drawing pay scales as recommended by the First National Judicial Pay Commission.

2. To examine as to what extent the existing DA may be merged in pay and, to evolve consequent new set of pay scales merging DA therein and to suggest the mode of fixation of pay in the Revised Pay Scales.
3. To study the Automatic Advancement Scheme as modified from time to time keeping in view the anomalies that have arisen during the implementation of the said scheme and also to examine whether the said scheme should continue in its present form and to make the recommendations in this regard.

4. To examine the need for the various Special Pays, Compensatory and various other Allowances and other perquisites in cash or kind now allowed and to make recommendations regarding their continuance or otherwise and if continuance is recommended what modifications, if any are deemed, desirable with regard to their rates, terms and other conditions which should govern them in future.
5. To examine and review the existing pension structure for pensioners, and make recommendations which may be desirable and feasible.
6. To give its recommendations on any other matter referred to it by the State Government during the tenure of its office.”

**01.02.** Subsequently, in G.O.Ms.No. 483, General Administration (Special.A) Department, dated 12.10.2009, the following two additional Terms of Reference have been referred to the Commission.

- “(i) To evolve principles / norms / criteria / guidelines for making any category of post as gazetted and give suggestions on the recommendations made by Shri N. Rangachary Committee (Anomalies Committee 2008) in respect of categories proposed for making gazetted and also in respect of the other categories on which the administrative departments proposed for making certain categories of posts as gazetted.
- (ii) Time bound promotions after completion of 8 years and 16 years as the case may be, to all the non-teaching doctors.”

**01.03.** The Pay Revision Commissioner assumed office on 25.07.2008. The Secretary to Pay Revision Commissioner could be appointed only on 29.11.2008 who assumed office on 10.12.2008. In order to proceed with the preliminary work relating to pay revision, the Commission requested for the services of an Officer on Special Duty and a Consultant who assumed office in September, 2008.

**01.04.** A questionnaire on various aspects covered in the Terms of Reference was prepared by the Commission and sent to various Service Associations, Unions, the Secretaries to Government and Heads of Departments and also placed on the Website of the Finance Department. A copy of the questionnaire circulated is placed in Volume IV of the Report. The Commission requested the Associations to submit their Memoranda before the end of November, 2008. While many of the Associations adhered to the deadline of November, 2008, a few Associations made their written

submissions even subsequent to that date. The Pay Revision Commissioner followed a flexible approach with regard to the receipt of representations and allowed considerable time and freedom to the individuals and the Associations to present their memoranda and make their presentations in person.

**01.05.** The Commission also addressed the Heads of Departments requesting them to furnish detailed information relating to the sanctioned strength, the staff actually in position, and the pay scales for each category along with a copy of the service rules. The Heads of Departments were requested to furnish this information by 30.11.2008. The reports were received long after the due date and some of them were even presented to the Commission after the hearings were completed.

**01.06.** The Commission received 712 representations from 430 sources and a number of Associations appeared before the Commission and made their oral presentations. The Commission organized meetings with the Service Associations, Unions and even individuals who had given representations in writing. These meetings were mostly held between 17.1.2009 to 2.6.2009. The contents of the written representations received were analysed in advance and an analysis of the requests was done and the points on which the clarifications are required, were also identified. These meetings have been found to be extremely useful and a number of issues were clarified by the Associations as also by the Heads of Departments.

**01.07.** The Commission thought it would be advantageous to have the benefit of advice of the previous Pay Revision Commissioners and the Secretaries to those Pay Revision Commissioners. A meeting was therefore convened with those who functioned as Pay Revision Commissioners from 1986 onwards and the Secretaries to those Commissioners. It is heartening to note that out of 4 Pay Revision Commissioners 2 of them could attend while the Secretaries to all the 4 Commissioners participated in the meeting. This provided an opportunity to look at the developments over a period of nearly 20 years in the evolution of the pay structure, the challenges faced by each Commission and the manner in which they had overcome those challenges. The Commission found this meeting extremely beneficial and would like to thank the former Pay Revision Commissioners and the Secretaries to those Commissioners who responded to our invitation and shared their valuable experiences.

**01.08.** We have found that there are large number of posts in the Medical Department other than the practicing doctors. The Department has also a large number of para medical staff in addition to supporting staff in various disciplines. They perform varied functions. The Commission thought that it would be useful to have discussions with the Heads of Departments of

Medical and Health Departments for understanding the nature of the duties performed by the Para medical staff the quality of work expected of them and their relative positions and importance in the overall hierarchy of the Department. A special meeting was arranged with the Directors, Health, Medical Education and Commissioner, Family Welfare to obtain insights into the role and the relative position of various functionaries who come under the umbrella of Para-Medical staff. Similarly meetings were also held with Engineers-in-Chief of all the Engineering Departments to understand the position of employees who come under the Work Charged Establishment and the developments that have taken place in the last 25 years in the evolution of the Work charged Establishment and the future role of this establishment in the context of large scale out sourcing that is going on and is contemplated in future in the Engineering Departments. The Commission has benefitted immensely from these interactions.

**01.09.** In view of the serious complaints with regard to the manner in which the medical reimbursement scheme is being operated we had tried to explore the possibility of suggesting an alternative health insurance scheme for which we sought the assistance of the Arogyasri Trust which developed expertise in handling the medical insurance scheme for the poor. We have borrowed extensively from the experience of this organization in preparing our scheme. We hope that the alternative scheme we have suggested to the present medical reimbursement scheme in the form of a Health Insurance Scheme with some financial contribution coming from the employees would finally be accepted and would provide grater satisfaction and fully address the medical concerns of the employees of the State. We also hope that the success of this venture would enthuse the employees in other States to adopt the insurance scheme. We would like to convey our grateful thanks to the officials of the Trust for helping us in finalizing the Scheme.

**01.10.** The Commission had occasion to come across a number of instances where the promotion scale and the special grade post for that post happened to be the same. In order to identify the magnitude of this problem a special meeting was held with Heads of Departments to identify various categories of posts where the special grade post and the promotion post happened to be the in same scale of pay. While we had made an effort to rectify this situation it should be admitted that we have only succeeded in minimizing the problem but not in eliminating the same.

**01.11.** The Pay Revision Commission was initially expected to give its report within one year from the date of assumption of the office by the Pay Revision Commissioner. The report should, therefore, have been submitted by end July 2009. The Commission sought an extension of three months for completion of the report and an additional one month's extension was sought when the two additional Terms of Reference were communicated to the

Commission for examination. The Commission felt that the two additional Terms of Reference will have to form an integral part of its report and they cannot be dealt with separately. Hence the need for extension till end November, 2009.

**01.12.** The Government had, after the constitution of the Commission, declared an Interim Relief of 15% payable from 1-10-2008 and an additional 7% payable from 1.1.2009. Thus, a total Interim Relief of 22% was extended to all the Government and local body employees and pensioners during the period, when the Commission was examining the request of the various Associations for revision of pay scales.

**01.13.** The Government of India's pay revision and the high order of Interim Relief given by the State have naturally raised great expectations among the employees and the pensioners. The State Government did not seem to have reckoned with the changing economic scenario while announcing the interim relief though the signs were in evidence. So far as Government of India is concerned, their pay revision preceded the crisis.

**01.14.** While India was not as severely affected as the rest of the world the contagion effect of the financial market collapse in USA and Europe on the Indian economy is now being felt in the form of economic slowdown, declining revenue inflows, job losses and loss of purchasing power. The State revenues have suffered a setback and the inflows from the Centre have reduced while the expenditure commitments remain unaltered, and in fact increased due to severe natural calamities that affected the State. In these circumstances a balance has to be necessarily struck between the high expectations of the employees and the increasing expenditure commitments of the Government in various sectors. It is against this backdrop that the Commission formulated its recommendations. We have tried to balance the developmental needs of the State with the expectations of the employees. We hope both parties appreciate the effort.

## **CHAPTER-II**

### **Pay Revision Commissions – An Overview**

**02.01.** Since the formation of Andhra Pradesh there have been, so far, nine Pay Commissions while the Government of India had only six Pay Commissions. The constitution of a Pay Commission, at regular intervals, is necessitated because of absence of a mechanism within the Government to examine the pay structure on a continuing basis and revise it based upon the availability or otherwise of trained man-power and arrive at a wage structure to meet changing requirements. Since Government is a continuing institution and there is hardly any free movement between the Government and the rest of the economy, so far as man-power is concerned, the expectation within the employee community is that their pay should be increased by the Government from time to time keeping in view the increase in the cost of living, increased expectations with regard to life style and in the case of the retired government servants the increase in life span with consequent problems arising out of age related diseases and inconveniences. While the Government of India has been constituting a Commission once in 10 years the practice in the State since 1974 has been to have a Commission once in 5-6 years.

**02.02.** The Indian Economy had witnessed high levels of inflation with low level of growth in the first fifty years since independence and a mechanism had to be found by the Government to neutralize the effect of inflation on the wages of its employees to cover the interregnum between the Pay Commissions. Sanction of Dearness Allowance at periodic intervals according to a pre-determined formula was the Government response to counter the effect of increase in prices on the wages of the employees.

**02.03.** While neutralization for increases in cost of living was extended in full to certain categories of employees others were compensated only partially till the year 1996. The 5<sup>th</sup> Central Pay Commission pointed out that in the absence of 100% neutralization for increase in cost of living to all sections of government servants there will be an erosion in the wages of the people who are not fully compensated for such increases resulting in distortion in the pay structure violently disturbing the ratio of maximum to minimum which was established in the first year of implementation of a Pay Commission's award. They therefore, recommended 100% neutralization for the increase in cost of living for all sections of government servants and pensioners. There, however, remained the issue of erosion in the real value of other allowances which are related to salary and the employees, therefore demanded an increase in other allowances also commensurate with the increase in cost of living. Since the Government of India was appointing a Commission once in 10 years they addressed this issue by providing for

increases in other allowances when the DA, as a percentage of the pay, exceeded 50%. In our State, however, since the pay revisions are taking place almost every 5-6 years the necessity for considering a part of D.A., as pay for purposes of allowances has not arisen so far.

**02.04.** The last Pay Commission of the State merged DA as on 1-7-2003 with basic pay and arrived at revised pay scales. Since then, the DA was increased at 6 monthly intervals as in the case of Government of India and the DA as % of the pay as on 1-7-2008 reached 42% of the basic pay. The state had also sanctioned interim relief in two spells at the rate of 15% from 1-10-2008 and 7 % from 1-1-2009.

**02.05.** A brief history of the Pay Commissions constituted by the State Government is given below:

**02.06.** After the formation of Andhra Pradesh the 1<sup>st</sup> Pay Revision was initiated in 1958 under the Chairmanship of Sri K.Brahmananda Reddy, the then Finance Minister. The 2<sup>nd</sup> Pay Revision Commission was constituted in 1965 as a One Man Commission under Justice N.D.Krishna Rao. The 3<sup>rd</sup> Pay Revision Commission was headed by Sri R.Prasad, I.C.S., (Retd)., the 4<sup>th</sup> Pay Revision Commission by Sri A. Krishna Swamy, I.A.S., (Retd)..., the 5<sup>th</sup> Pay Revision Commission by Sri K.Subrahmanyam, IAS., the 6<sup>th</sup> Pay Revision by Sri D.Shankaraguruswamy, IAS., (Retd)., the 7<sup>th</sup> Pay Revision Commission by Sri R.K.R. Gonela, IAS, (Retd.) and the 8<sup>th</sup> Pay Commission by Sri J.Rambabu, IAS., (Retd). The following table indicates the dates of constitution, time taken by the Commission and other details relating to various Commissions appointed since 1958.

**Statement showing the particulars of Pay Revision from time to time**

Sl. No	PRC	Date / Year of Constitution	Date of Submission of the report	Time taken	Date of Implementation	Financial Implications
1	1958	NA	NA	NA	NA	NA
2	1965	NA	NA	NA	NA	NA
3	1974	06-06-1974	29-14-1975	Nearly 11 months	1-1-1974 with monetary benefit from 1-1-1975.	Rs.7.50 cr.
4	1978 Pay Scale + Pensions	01-01-1978	17-09-1979	Nearly 1 year 8 months	1-4-1978 with monetary benefit from 1-3-1979	Rs.31.15 cr.
5	1986	10-05-1985	13-07-1986	Nearly 1 year 2 months	1-7-1986	Rs.75 cr.

Sl. No	PRC	Date / Year of Constitution	Date of Submission of the report	Time taken	Date of Implementation	Financial Implications
6	1993	03-05-1991	08-04-1993	Nearly 1 year 11 months (Universities Non-teaching staff are included in Terms of Reference)	1-7-1992 with monetary benefit from 1-4-1993	Rs.210.50 cr.
7	1999 Pay Scales + Pensions	01-02-1998	21-07-1999 (Govt. Emp.) 25-08-1999 (Universities)	Nearly 1 year 5 months (Government Employees) after 1 month (University Employees)	1-7-1998 with Monetary benefit from 1-4-1999	Rs.1257.82 cr.
8	2005 Scales + Pensions	23-02-2004	30-06-2005	Nearly one year 4 months	1-7-2003 with Monetary benefit w.e.f. 1-4-2005	Rs.1199.62 cr.

**02.07.** An interesting feature of our pay revisions has been the appointment of an Anomalies Committee immediately after the implementation of the report of the Pay Commission. We have perhaps, as many Anomalies Committees as there are Pay Revision Commissions. A perusal of the Anomalies Committees' Reports reveal that their examination was not confined to the anomalies that arose out of the Report of the Pay Commission but also addressed a number of issues which were not conceded by the Pay Commission. The employees thus used the Anomalies Committee as another window available to them beyond the Pay Revision Commission to ventilate their grievances and sometimes succeeded in getting favorable findings though the PRC had rejected them. Obviously this is not the intention of the Government and is a case of undue advantage taken by the Unions and unbridled exercise of discretion by the Anomalies Committee. This has happened primarily because those who approached the Anomalies Committee were not specifically asked by the Committee to precisely identify the anomaly which has arisen as a result of the recommendations of the Pay Commission. The Anomalies Committees enlarged the scope of their enquiry to nullify, at times, the parities established by the Pay Commission and in the process created new anomalies. They made recommendations on issues not referred to them and were totally outside the scope of their examination. We

have pointed out some instances of this nature while dealing with specific cases. This is not a desirable trend and deserves to be discouraged through an appropriate institutional mechanism.

**02.08.** The 1978 Pay Commission called “anomaly” as the new pay disease. We totally endorse this view. It is not uncommon for the Associations to ventilate the same grievance at various fora and complain that their legitimate concerns were not addressed by the P.R.C., the Anomalies Committee and the Government. There is a Perception problem here. The PRC / Anomalies Committee may not perceive it as a disparity while the affected parties think that they are not getting a sympathetic response. Most of the complaints relating to anomalies fall in this category. One common complaint is that a pay parity that existed at one time between officers of one Department and another in a different Department is disturbed by the P.R.C., and it should be restored. This Commission had occasion to come across a number of representations citing the parity in pay scales of 1974 as the basis for claiming restoration of parity with those who got improved scales in the subsequent revisions.

**02.09.** The Pay Revision Commissions are meant to assess at periodic intervals, the changes taking place in priorities of Government which find expression in the form of new schemes, the mechanism for implementation of these schemes, the availability of qualified manpower to achieve the objectives of the schemes and the incentives to be built in through an appropriate pay structure to enthuse existing incumbents and attract new talent into the service. In this process the pay scales get revised and the parities that once existed in pay may get altered. If the job of the P.R.C., is to merely arrive at a DA merged pay scale and suggest a fitment formula with all employees getting equivalent pays, it would freeze relativities at a given point of time and the PRC can easily be replaced by a qualified statistician who can generate the statements and leave the judgment regarding fitment to Government. That, obviously, is not what the Government expects of a PRC nor is it the expectation of the Associations/Unions. Hence citing one time parity in the pay scale as an anomaly has been found by many Commissions and even Anomalies Committees as a cause not warranting their intervention.

**02.10.** The other common representations seeking parity in scales are based on similar academic qualifications, entry into Government service through a common entrance examination, size of the territorial jurisdiction etc., These issues were examined by several Commissions/Committees and not held to be valid as academic qualifications alone cannot constitute the basis for determination of pay as in such an event the R.D.O. and the Deputy Superintendent of Police should be placed in the same scale of pay as the Assistant Section Officer in the Secretariat, that common entrance examination is a matter of convenience and cannot be the justification for

equal pay and that territorial jurisdiction is determined with reference to the intensity and quality of work and cannot become a bench mark for pay scales etc,. What determines the pay scale ultimately is a combination of all these factors and not a single feature as is made out by the Associations that present their case before various Commissions / Committees.

**02.11.** While we have dealt with a few instances of what do not constitute “*prima-facie*” an anomaly, it is only fair that we indicate what, in our opinion constitutes an anomaly. The most obvious case is same category of people working in different Organizations getting different pay scales. The classic case is the SGB Teachers in PR institutions getting a scale of pay different from SGB Teacher working in Jails or Juvenile Welfare Department. These arise more due to oversight than as a matter of deliberate policy. The next case of an anomaly arises if the promotion post and the feeder category are in the same scale or the promotion post carries a lower pay. The exception to this, of course, is the case where some one from one line of activity moves into another line of activity. An example of this exception is the Teachers in a particular scale moving into administrative line, which according to us is a matter of deliberate choice. Same is the case with officers from HOD and Secretariat seeking field assignments. Normally when some one progresses in his own Department to higher levels he should be moving into a higher scale. When he moves away from his normal course of progression and seeks opportunities outside the wing to which he was recruited, he should be willing to settle for an equal or less pay as he has the choice to either follow or reject that course of alternative progression.

**02.12.** We believe that the present cycle of Pay Revision Commission followed by an Anomalies Committee which, in turn, is followed by another Pay Commission even before the conclusion of the sessions of the Committee appointed to look into the anomalies of the earlier Pay Revision Commission should cease. The reports of the earlier Anomalies Committees reveal that their examination is as extensive as the examination by the Pay Revision Commission. As pointed out by us earlier, the Anomalies Committee should restrict itself only to an anomaly that has arisen as a result of recommendations of the Pay Revision Commission whose report is being reviewed by the Committee. It should not entertain representations already made to the earlier Pay Revision Commission and reopen issues which have already been settled by the PRC. **We recommend that to achieve this objective the Committee should insist on every representation being accompanied by a standard proforma which should be published by the Committee in advance and a perusal of the replies to the proforma should reveal whether the anomaly is attributable to the recommendations of the Pay Revision Commission or not. The petitioner should be able to establish clearly that his position has been altered, only as a result of the recommendation of the Pay Revision Commission. This**

will ensure that the Committees enquiry would be limited to the problem that arose due to the current Report of the P.R.C. This will also ensure that the issues of historical parities are not raised “*adnauseam*” for gaining a hearing from the Committee. Further if the Pay Commission in its report had given reasons for the changes effected for a particular group of personnel, this cannot, *prima facie*, be called anomaly even if it affects others who happened to be in the same pay scale. Obviously the Commission decided to effect changes and did not wish to grant the same benefit to others who are placed in the same scale. Such cases should only be taken up before the next Pay Commission as and when constituted. **If the Anomalies Committee deals with it and gives a finding contrary to that of the P.R.C., it would amount to the Committee substituting its judgment in place of the judgment of the P.R.C. That is not the role of the Anomalies Committee.** If the above suggestions are adhered to it will leave sufficient time for the Committee to examine genuine cases of anomaly, if any, caused by the recommendations of the PRC whose report is being examined by them. We also suggest that the officers, who assisted the Committee may be continued with a small supporting staff to assist the PC Section and provide the circumstances that led to the conclusions of the Commission and the implication of changes, if any, contemplated by the Committee.

**02.13.** Since the examination will be a focused one, there will be no need to have a separate Chairman for this Committee. **A Committee of Secretaries including a Secretary from the Finance Department may be entrusted with the job of attending to anomalies pointed by individuals or Associations with the Finance (PC) Section assisting that Committee instead of a full time Anomalies Committee. This will result in a speedy disposal of the representations and redressal of genuine grievances.** This will be far more effective and will serve the interests of the employees better than the existing system of an exclusive Chairman who feels morally obligated to examine every petition received by him whether relevant or not relevant to the terms of reference and take a year or so to submit his report. This will ensure not only a speedy disposal but also end uncertainty and give finality to the issue of pay scales so far as that Commission is concerned.

**02.14.** We have made an attempt in this Report to look at various aspects affecting the emoluments of the employees and work out an appropriate package consisting of a streamlined Master Scale, a span of scales that avoids stagnation, ensures that the quantum of increment is consistent with the increases in the quantum of pay and that there is a reasonable increase in other allowances etc. We also worked out appropriate pay packages for a set of employees where we thought streamlining is called for. **We tried to bring the Minimum Pay scale of the lowest paid employee in the State Government on par with the pay scale evolved by the Sixth Central Pay Commission for category ‘D’ employees for initial fixation**

before they are integrated into category 'C' as they suggested eventual abolition of category 'D' in G.O.I. However, the States that adopt the Central scales had continued with Class IV which is equivalent to D category in Government of India, and adopted the corresponding pay scale of 'D' category for their Class IV employees. We are, therefore, on par with the States that adopt Central Pay Scales so far as Minimum pay is concerned.

**02.15.** As we have equalized the pay scales at the lowest level and our DA is aligned to Government of India we feel that a pay revision should be contemplated by the State only when the next Pay Commission of G.O.I. is about to submit its Report for their employees. **It would be advantageous to align the DA merger with that of the G.O.I. employees at least in the next revision. Meanwhile when the DA on the revised pay scales reaches 50% of the basic pay, we recommend that all allowances including special pay may be increased by 25% so that employees are adequately compensated for the increase in the cost of living and will not nurse a grievance that a PRC would have addressed this issue had it been constituted after 5 years as has been the case so far.**

**02.16.** Several Pay Commissions in the past had recommended pay revision once in ten years. Frequent pay revisions raise expectations, disrupt normal work, create additional work load on all organizations with no tangible benefits. Five years is too short a period for a major reassessment of the activities of the Government and the role played by its employees.

**02.17.** We firmly believe that revisions at short intervals should be avoided and the scales should be allowed to settle down and there should be reasonable certainty about the scale and the emoluments that go with it. We strongly urge the Government to give up the present practice and follow the G.O.I practice of appointing a Pay Commission once in ten years. Our recommendations regarding compensating the employees through increase in other allowances when DA crosses 50% of basic should assure the employees that their financial interests are protected in the interregnum.

## **CHAPTER-III**

### **State Economy- An Overview**

#### **Introduction:**

**03.01.** The terms of reference of the Pay Commission specifically enjoin the Commission to make recommendations relating to revision of pay and other allowances keeping in view the state of the economy, the resource endowment, the ability of the State to convert those resources into realizable revenues, and the competing demands on those resources. The Associations, on the other hand, contend that the Commission should recommend a fair wage and the manner in which the financial commitment would be met should be left to the ingenuity of the State. We do not fully subscribe to this view. While the employees have to have reasonable pay package sufficient to attract the talented people into government service and retain them, the larger role of the government to facilitate development of the State and ensure that its citizens have access to food, clothing and housing at reasonable prices, cannot be lost sight of. The state of finances and their present deployment along with future requirements therefore become critical to arrive at a reasonable package of emoluments for government servants and those who work in the local bodies and a number of welfare Corporations which also follow the wage structure evolved by the Commission for government servants.

**03.02.** It is well recognized that Andhra Pradesh virtually acts as a link between the North and the South due to its strategic geographical location. For a long time, under various parameters, the State had indicators which were above the average of the most populous States in the North and below the levels attained by the States in the South. Over a period of time, there seems to be a shift away from this trend and an attempt is made in this chapter to briefly outline the performance of the State's economy and the lessons that one can draw from it for arriving at a reasonable wage structure for the employees of the State, local bodies, Universities and the Welfare Corporations.

#### **Growth Performance:**

**03.03.** The growth of Gross State Domestic product (GSDP) of the State which remained lower than the growth of Gross Domestic Product (GDP) for the country till the seventies improved in the eighties. The GSDP growth in AP in the eighties at 6.1 per cent was marginally higher than the GDP growth of the country (5.6 per cent). AP was one of the top performing States in the eighties with only three states, namely, Rajasthan, Haryana, and Maharashtra registering higher growth than A.P. The higher than the national average growth could not be sustained for long. The growth of the State economy slipped below the national average during the mid-nineties and this

became more pronounced in later years. In the nineties, AP was ranked eighth in terms of GSDP growth. Apart from the above three States, Gujarat, Karnataka, Tamil Nadu and West Bengal had growth rates higher than that of AP. The GSDP growth was lower than the national average in all the years from 1995-96 to 2002-03, except in the years 1999-2000 and 2000-01. The higher than national average growth in 1999-2000 was following a negative growth in the previous year and the higher growth in 2000-01 was facilitated by a higher growth of the agricultural sector. Since 2003-04 there has been a turnaround in the State economy and the growth of the economy has consistently been higher than the national average in all the years, with the exception of 2008-09. Lower growth of the economy in 2008-09 was on account of steep fall in the growth of agriculture and industry, more particularly in the latter sector. Growth of agriculture and industrial sectors largely contributed to the higher growth of the economy since 2003-04.

**03.04.** There was a marginal shift in the composition of GSDP between 1999-2000 and 2008-09. During this period, while the share of agriculture declined by nearly five percentage points to 23.9 per cent, those of the industry and service sectors improved by nearly one percentage point to 24.9 per cent and by nearly four percentage points to 51.2 per cent, respectively. Table-1 presents the trend in the growth of GSDP in the State.

**Table-1: Aggregate and Sectoral Growth Rates-Andhra Pradesh and India**

Period/ years	Andhra Pradesh (Sectoral growth %)				Growth of GDP (%)
	Agriculture	Industry	Services	GSDP	
1960-71	1.07	5.15	3.59	2.26	3.55
1970-81	1.18	5.97	5.02	3.08	2.63
1980-91	3.79	7.20	8.26	6.11	5.62
1990-2001	2.95	6.56	6.43	5.29	5.77
1999-2000	-0.70	3.51	8.88	5.64	6.44
2000-01	12.91	1.08	7.73	7.94	4.35
2001-02	-1.53	4.63	7.69	4.22	5.81
2002-03	-7.76	8.21	6.30	2.73	3.84
2003-04	15.14	6.16	7.92	9.35	8.52
2004-05	4.44	12.20	8.27	8.15	7.47
2005-06	8.84	13.22	9.53	10.24	9.52
2006-07	2.73	17.66	12.29	11.16	9.75
2007-08	14.85	11.11	8.37	10.62	9.01
2008-09	2.27	0.12	10.06	5.53	6.70

Note: Figures from 1999-2000 onwards are at 1999-2000 prices. Others are at 1993-94 prices.

Source: Government of Andhra Pradesh, Planning Department, 'Socio Economic Survey 2008-09'.

**03.05.** The per capita income of the State, which remained below the national average till 1999-2000, witnessed a turnaround since 2000-01. Since 2000-01, the per capita income of the State has consistently been higher than the national average. The higher growth of per capita income in the State during the nineties, despite a lower than all-India growth of the economy, was entirely on account of the deceleration in the growth of population in the State. During the decade 1991-2001, the population of the State grew by 1.46 per cent per annum as compared with the country's average of 2.15 per cent per annum. In the year 2008-09 for which the latest figures are available, the per capita income of the State at constant prices (1999-2000 prices) was Rs. 26,983 as compared with the national average of Rs.25,494. Trends in per capita income of the State are presented in Table-2

**Table-2: Trends in Per Capita Income-Andhra Pradesh and All-India**

Period/ years	Average annual Per capita income (Rs)		Average annual growth of per capita income (%)		Ratio of per capita income of AP to all- India (%)
	AP	India	AP	India	
1960-71	4422	4965	0.26	1.23	89.1
1970-81	4904	5575	0.94	1.12	88.0
1980-91	6160	6788	3.04	3.24	90.7
1990-2001	8865	9587	4.01	3.98	92.5
1999-2000	15507	15881	4.26	4.56	97.6
2000-01	16574	16173	7.44	1.84	102.5
2001-02	17213	16769	3.86	3.69	102.6
2002-03	17340	17109	0.74	2.03	101.3
2003-04	18819	18301	8.53	6.97	102.8
2004-05	19963	19331	6.08	5.63	103.3
2005-06	21728	20868	8.84	7.95	104.1
2006-07	23898	22580	9.99	8.20	105.8
2007-08	26195	24295	9.61	7.60	108.2
2008-09	26983	25494	3.01	4.94	105.8

Note: Figures from 1999-2000 onwards are at 1999-2000 prices and others are at 1993-94 prices.

Source: Government of Andhra Pradesh, Planning Department, 'Socio Economic Survey 2008-09'.

**03.06.** The global downturn being witnessed since September 2008 has cast its shadow on the Indian economy. The growth of GDP in the country slipped to 6.7 per cent in the year 2008-09, the lowest in the last six years. The Reserve Bank of India's forecast of GDP growth in 2009-10 is about 6 per cent. In Andhra Pradesh, the decline in the growth of GSDP in 2008-09

was much sharper. **The growth of GSDP in 2008-09 declined by over 5 percentage points to 5.53 per cent.** Uncertainty regarding economic recovery in 2009-10 has been compounded by the significant shortfall in rainfall in the current year in most parts of the State and the country. **In the current uncertain situation, it would be difficult for the State to maintain the momentum of growth. Given the uncertainties, it would be difficult to estimate the extent of slowdown in the State economy and the duration of the slow down. This is an important development with a significant bearing on State finances.**

## **Section-2: Fiscal situation of the State**

**03.07.** The finances of the Government of Andhra Pradesh started deteriorating towards the middle of the nineties as in other States. The main factors contributing to such deterioration in general were low and declining buoyancies in tax and non-tax revenues, losses of public enterprises, particularly those of the State electricity board, declining resource transfers from the Centre and pay revision of government employees. In addition to these general factors, the introduction of full prohibition in the State and the revival of the Rs. 2 per kg rice scheme in the year 1995-96 greatly contributed to the deterioration of State finances in Andhra Pradesh. These factors resulted in higher revenue and fiscal deficits and consequent build up in the outstanding public debt of the State and interest burden. The quality of expenditure also suffered a great deal with the share of revenue deficit in fiscal deficit increasing from 16.3 per cent in 1990-91 to over 47 per cent in 1998-99. This indicates that nearly 50 per cent of the borrowed resources were used to finance current expenditure. The revenue deficit of the State which deteriorated from 0.45 per cent of GSDP in 1990-91 to 3.55 per cent of GSDP in 1996-97 slightly moderated to 2.48 per cent of GSDP in 2000-01. The fiscal deficit of the State reached the peak level of 5.04 per cent of GSDP in 2000-01 from a modest level of 2.73 per cent in 1990-91. The outstanding debt of the State increased to 27.04 per cent in 2002-03 from 19.05 per cent in 1990-91. Proportion of interest payments to revenue expenditure reached a level of 23.5 per cent in 2002-03 from 10.6 per cent in the year 1990-91. State's own tax revenue which declined from 7.47 per cent of GSDP in 1990-91 to 5.16 per cent 1995-96 recovered to reach the 1990-91 level in 2000-01.

**03.08.** Faced with the deteriorating fiscal situation, the State Government took a number of steps. These included reverting to partial prohibition in the year 1996-97 and its total lifting in the year 1997-98, raising the issue price of rice to Rs.3.50 per kg from Rs.2 per kg, raising water rates and electricity tariff. These measures helped in arresting the deterioration in the fiscal situation.

**03.09.** Since about 2003-04, the State has been witnessing a major improvement in its finances along with other States. The major contributory factor for such an improvement was the turnaround in economic growth in the country. There was a major shift in the trajectory of growth in the case of the national economy as well as the economy of the State. While GDP growth at the national level increased from 3.84 per cent in 2002-03 to 8.52 per cent in 2003-04, the growth of GSDP at the State level rose from 2.73 to 9.35 per cent in the same period. Along with the pick up in the growth of the economy, tax revenues started becoming more buoyant. The fiscal situation in the State, in a nutshell, is reflected at Table 3.

**Table-3: Fiscal situation in Andhra Pradesh - 2003-04 to 2008-09**

(Rs. Crore)

	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09 (RE)	2009-10 (BE)	Change: 2008-09 Over 2003-04
I. Total revenue (1+2)	26869	28749	34851	44245	54142	69686	78963	<b>42817</b>
a)Own revenue	17411	20010	23208	30414	35858	44138	53610	<b>26727</b>
b)Own tax revenue	13806	16254	19611	23926	28794	35740	40664	<b>21934</b>
c)Own non-tax revenue	3605	3756	3597	6488	7064	8398	12946	<b>4793</b>
2)Transfers from the Centre	9458	8739	10548	13831	18284	25548	25353	<b>16090</b>
	29830	31307	34915	41437	53984	67619	76557	<b>37789</b>
II. Revenue expenditure	6856	7091	7008	7280	7589	8335	9104	<b>1479</b>
III. Revenue deficit	-2961	-2558	-64	2808	158	2067	2407	<b>5028</b>
IV.Fiscal deficit	-7450	-8192	-8300	-5643	-9019	-10427	-16162	<b>2977</b>
V. Primary deficit	-594	-1101	-1292	1637	-1430	-2092	-7059	<b>1498</b>
VI.outstanding debt	58770	66393	70408	75421	82479	92465	110093	<b>33695</b>
<b>As Percentage of GSDP at Current Prices</b>								
I.Total revenue (1+2)	14.08	13.50	14.48	15.88	16.49	18.78	19.35	<b>4.70</b>
a)Own revenue	9.12	9.40	9.64	10.91	10.92	11.89	13.14	<b>2.77</b>
b)Own tax revenue	7.23	7.63	8.15	8.58	8.77	9.63	9.96	<b>2.40</b>

	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09 (RE)	2009-10 (BE)	Change: 2008-09 Over 2003-04
c)Own non-tax revenue	1.89	1.76	1.49	2.33	2.15	2.26	3.17	<b>0.37</b>
2)Transfers from the Centre	4.95	4.10	4.38	4.96	5.57	6.88	6.21	<b>1.93</b>
II.Revenue expenditure	15.63	14.70	14.51	14.87	16.44	18.82	18.76	<b>3.19</b>
of which interest payments	3.59	3.33	2.91	2.61	2.31	2.32	2.20	<b>-1.27</b>
III. Revenue deficit	-1.55	-1.20	-0.03	1.01	0.05	0.56	0.31	<b>-1.86</b>
IV. Fiscal deficit	-3.90	-3.85	-3.45	-2.02	-2.68	-2.81	-3.96	<b>-1.09</b>
V. Primary deficit	-0.31	-0.52	-0.54	0.59	-0.36	-0.56	-1.73	<b>0.25</b>
VI. outstanding debt	30.79	31.18	29.25	27.06	25.12	24.92	26.97	<b>-5.87</b>

**03.10.** As shown above, the fiscal improvement in Andhra Pradesh between 2003-04 and 2008-09 was entirely revenue led. The improvement in the revenue position of the State during this period was by 4.70 percentage points of GSDP, largely contributed by own tax revenues of the State and transfers from the Centre. There was no compression of revenue expenditure during this period. In fact, revenue expenditure of the State during this period increased by 3.19 percentage points of GSDP. The increase in the revenue expenditure would have been much higher but for the reduction in the interest burden by 1.27 percentage points of GSDP mainly on account of the debt swap scheme and the debt consolidation and write-off facility recommended by the Twelfth Finance Commission.

### **Expenditure on Salaries, Wages and Pensions:**

**03.11.** Government's capacity to incur expenditure on salaries, wages and pensions is constrained by its own revenue generating capacity. State government' revenue resources consist of own revenue and transfers from the Central government. Own revenues of the State consist of tax and non-tax revenues and the transfers from the Centre consist of share in Central taxes and grants, the latter invariably linked to specific expenditure needs. The task of eliminating deficit and maintaining a surplus on the revenue as mandated by the Fiscal

**Responsibility and Budget Management Act (FRBMA) is challenging for any State government. This is particularly so given the competing claims on the limited resources of the government.** Because of the focus on inclusive growth and human resource development, the State government is required to focus more on education, health, and social welfare programmes, which are revenue expenditure intensive, besides meeting the inevitable expenditure on interest payments and maintenance of law and order. Therefore, any analysis of salary expenditure cannot ignore other competing claims on the resources of the State government.

**03.12. Expenditure on salaries and pensions as a percentage of own revenue receipts moderated from 74.80 per cent in 1990-91 to 52.85 per cent in 2009-10. As a percentage of revenue expenditure the moderation is modest from 46.53 per cent to 37.01 percent in the same period. The decline in the proportion of expenditure on salaries and pensions to own revenue and revenue expenditure is mainly on account of higher growth of own revenue and revenue expenditure in relation to the expenditure on salaries and pensions over the last 20 years. Trends in the expenditure on salaries and pensions are presented in the following Table.**

**Table-4: Expenditure on Salaries and Pensions as Proportion of State's Revenue and Expenditure**

Year	<u>Expenditure on salaries, wages and pensions as % of</u>			<u>Expenditure on establishment as % of</u>		
	Own revenue	Total Revenue	Revenue expenditure	Own revenue	Total revenue	Revenue expenditure
1990-91	74.80	47.90	46.53	4.44	2.84	2.76
1991-92	72.56	46.62	45.39	5.11	3.29	3.20
1992-93	72.38	45.76	44.98	4.58	2.89	2.84
1993-94	70.46	44.27	45.56	4.35	2.73	2.81
1994-95	76.71	50.27	46.42	4.83	3.17	2.92
1995-96	82.28	47.70	44.38	3.79	2.20	2.04
1996-97	80.91	47.03	36.58	4.51	2.62	2.04
1997-98	66.82	42.97	40.90	3.22	2.07	1.97
1998-99	69.49	47.80	40.22	3.24	2.23	1.88
1999-00	73.28	49.93	46.52	2.65	1.81	1.68
2000-01	76.13	51.97	43.88	3.42	2.34	1.97
2001-02	66.65	46.53	41.11	3.71	2.63	2.32
2002-03	66.41	46.62	41.15	3.31	2.33	2.05
2003-04	65.47	42.42	38.21	3.37	2.18	1.97
2004-05	60.44	42.07	38.63	3.29	2.29	2.10
2005-06	58.82	39.96	39.10	2.59	1.76	1.72
2006-07	53.61	36.85	39.35	2.40	1.65	1.76
2007-08	51.13	33.86	33.96	2.28	1.51	1.51
2008-09 (RE)	49.53	31.37	32.33	2.31	1.46	1.51
2009-10 (BE)	52.85	35.88	37.01	2.10	1.43	1.47

**03.13.** The ratios of expenditure on salaries and pensions to own revenue, total revenue and total revenue expenditure remained high till the year 2000-01. In that year, the ratios of expenditure on salaries to own revenue, total revenue and revenue expenditure were 76.13 per cent 51.97 per cent and 43.88 per cent, respectively. These ratios were higher than the respective ratios in the year 1990-91, except the ratio to revenue expenditure. This was due to the higher growth of revenue expenditure in relation to the growth of revenue. The moderation in the ratio started from the year 2001-02 onwards. The declining trend in the ratios continued till 2008-09. By 2008-09, the ratios of expenditure on salaries and pensions to own revenue, total revenue and revenue expenditure had come down to 49.53 per cent 31.37 per cent and 32.33 per cent, respectively. The declining trend was mostly on account of the buoyant revenue growth in these years. **The declining trend is being reversed in 2009-10. The proportion of salaries and pensions to State revenues and the revenue expenditure is registering an increase. The estimated jump in all these three ratios in 2009-10 is about four percentage points. This is both on account of the slow down in the revenues of the State government and the payment of interim relief to the employees. This will get further accentuated if the decline in revenues persists.** The expenditure will continue to rise as in the previous years. This is a situation causing concern.

**03.14.** In recent years, there has been declining trend in the ratio of establishment expenditure to own revenue, total revenue and revenue expenditure. This was entirely on account of buoyant revenue growth and not on account of any reduction in the establishment cost. **This is a significant development in view of the contraction of the government employees.**

### **Salary expenditure of the Central Government:**

**03.15.** It may be relevant to compare the trends in salary expenditure in the State with those of the Central Government. The comparison may not be easy because of a number of differences. Firstly, the salary expenditure of the Centre as reported in the budget documents is exclusive of the salaries of defence services personnel. Secondly, expenditure on pensions reported in the budget documents of the Centre is inclusive of defence pensions but exclusive of the pensions of Railways and Department of Posts which are treated as the operating expenses of these departments. Still certain broad trends in respect of the salary and pension expenditure of the Central Government presented below give some indication of the vast difference that exists between the Centre and the State so far as impact of salaries on the Budget is concerned.

**Table-5: Expenditure of the Central Government on Salaries and Pensions**

	Salaries and allowances (Rs. Crore)	Pensions	Expenditure on salaries and allowances as percentage of			Expenditure on pensions as percentage of		
			Net tax revenue	Net revenue receipts	Total revenue expenditure	Net tax revenue	Net revenue receipts	Total revenue expenditure
1997-98	25930	6881	27.10	25.06	14.38	7.19	6.65	3.82
1998-99	28904	10057	27.62	23.38	13.35	9.61	8.13	4.65
1999-00	31500	14286	24.56	20.77	12.65	11.14	9.42	5.73
2000-01	27588	14379	20.19	17.81	9.93	10.52	9.28	5.18
2001-02	29925	14436	22.41	18.84	9.93	10.81	9.09	4.79
2002-03	31420	14496	19.82	16.74	9.28	9.14	7.72	4.28
2003-04	32155	15905	17.20	14.93	8.88	8.51	7.38	4.39
2004-05	35154	18300	15.64	13.94	9.15	8.14	7.26	4.76
2005-06	37262	20256	13.85	16.64	8.48	7.53	7.41	4.61
2006-07	39854	22104	11.35	11.54	7.74	6.29	6.40	4.29
2007-08	44361	21261	10.09	10.16	7.46	4.84	4.87	3.58
2008-09 (RE)	69083	23690	14.83	15.91	8.60	5.08	5.46	2.95
2009-10 (BE)	85075	34980	17.94	18.17	9.48	7.38	7.47	3.90

Note: Salary expenditure includes payment of arrears amounting to Rs.11,277 crore in 2008-09 and Rs.16,883 crore in 2009-10.

**03.16.** The ratios of expenditure on salaries and pensions to revenue and expenditure of the Central government are much lower as compared with AP. This is because of the fact that the States are assigned more functional responsibilities than the Centre under the Constitution necessitating employment of more personnel. Lower ratios are also reflective of the higher resource base of the Centre. By 2007-08, the ratios of salary expenditure to net tax revenue, net revenue receipts and revenue expenditure more than halved as compared with those prevailing in the late nineties. The sharp increase witnessed in the ratios in the years 2008-09 and 2009-10 is on account of the revision of pay scales and the payment of

arrears of pay following the implementation of the recommendations of the Sixth Central Pay Commission. It may be observed that going by B.E. 2009-10 even after absorbing the impact of the Sixth Pay Commission the expenditure on salaries constitutes only 18% of the net tax revenues of the Centre while they constitute 53% of the own tax revenues of the State.

### Net Availability of borrowed Funds:

**03.17.** One of the important indicators of debt sustainability is the ratio of debt redemption (repayment + interest payments) to total debt receipts in the State. The ratio of debt redemption to fresh debt raised in a year indicates the net debt available for financing the deficit of the State government. The higher the ratio, higher will be the borrowings of the State government. The following Table presents the trend in the debt redemption ratios.

**Table-6: Trends in Debt Redemption Ratios**

(Rs. Crore)

Debt	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09 (BE)	2009-10 (BE)
<b>Internal Debt</b>								
Loans raised	9479	14865	7992	3448	4236	10223	12811	20453
Repayments and interest payments	8506	13652	3059	9783	8632	9981	11062	14383
Net loan available	973	1213	4933	-6335	-4396	242	1749	6070
Debt redemption ratio	0.90	0.92	0.38	2.84	2.04	0.98	0.86	0.70
<b>Loans from GOI</b>								
Loans raised	2548	3118	1841	522	315	909	1170	2481
Repayments and interest payments	4653	6054	6595	2046	2437	1978	1968	1942
Net loan available	-2105	-2936	-4754	-1524	-2122	-1069	-798	539
Debt redemption ratio	1.83	1.94	3.58	3.92	7.74	2.18	1.68	0.78
<b>Loans from NSSF</b>								
Loans raised	2661	3548	6281	4914	4144	387	1000	1000
Repayments and interest payments	2446	3797	2582	1914	2191	2585	2737	2955
Net loan available	215	-249	3699	3000	1953	-2198	-1737	-1955
Debt redemption ratio	0.92	1.07	0.41	0.39	0.53	6.68	0.37	0.3

**03.18.** The debt redemption ratio in respect of internal debt of the government which remained less than one till 2004-05 became more than two in the years 2006-07 and 2007-08. A debt redemption ratio higher than one indicates that the outflow in terms of loan repayments and interest payments are higher than the fresh loans raised. In the years 2005-06 and 2006-07 the reverse flow from the state government was Rs.6335 crore and Rs.4396 crore, respectively as the fresh loans raised were inadequate to service the past debts. Though the redemption ratios in respect of internal debt are less than one in the years 2007-08 and 2008-09, the trend is unlikely to continue in the subsequent years. Nearly 58 per cent of the outstanding market borrowings of the State government are due for repayment in the next seven years beginning 2009-10. Therefore, the redemptions are expected to be higher in the coming years putting pressure on State's resources.

**03.19.** There is a continuous negative flow of resources in respect of the Central loans. The higher redemption ratios in recent years is on account of the termination of the system of extending Central loans to States from the year 2005-06, following the recommendation of the Twelfth Finance Commission. In lieu of Central loans, States are being allocated higher market borrowings which have a short tenor of about ten years. In contrast, loans from the Centre had a repayment period of 25 years with a moratorium of five years. Because of the termination of Central loans, redemption pressure will continue to be higher in the next few years.

**03.20.** The situation in respect of loans from the NSSF is even worrisome. In recent years, net loans have turned negative because of the lower small saving collections in the State.

### **Subsidies:**

**03.21.** Focus on inclusive growth, the welfare of the weaker sections of society and farmers has resulted in the expenditure on subsidies increasing year after year. Food subsidy and subsidy to the Andhra Pradesh Transmission Corporation (APTRANSCO) are the major subsidies administered by the Government of Andhra Pradesh. The food subsidy is on account of distribution of rice at Rs. 2 per kilogram to the weaker sections of the society. Subsidy to APTRANSCO is on account of supply of free electricity to farmers. Trends in these subsidies are presented below.

**Table-7: Expenditure on Major Subsidies by the State Government**  
(Rs. Crore)

Type of subsidy	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09(RE)	2009-10 (BE)
Power subsidy	1554	1552	1816	1696	1367	1175	2385	6040
Rice subsidy	242	341	500	541	704	880	1980	3500
Total	1796	1893	2316	2237	2071	2055	4365	9540
Expenditure on major subsidies as % of revenue expenditure	6.89	6.35	7.40	6.41	5.00	3.81	6.46	12.49

**03.22.** Expenditure on major Subsidies has remained at around 6 per cent of the total revenue expenditure in recent years. But this ratio has almost doubled to 12.49 per cent in 2009-10 on account of the new policy decisions taken by the Government in May 2009. Free power supply to farmers has been increased from seven to nine hours daily. The entitlement of rice at Rs. 2 per kilogram to persons below the poverty line has been raised from 4 to 6 kgs per person. Additional expenditure following these decisions is estimated at Rs. 3000 crore per annum in respect of power supply and Rs. 4000 crore per annum in respect of rice subsidy.

### **Conclusion:**

**03.23.** The foregoing analysis of the State's economy establishes that the year 2003-04 was a major milestone in the march of the State towards a higher growth path. While there were a few years in 1980s and 90s when State's GDP growth was higher than that of the country, it could not be maintained and it is only from 2003-04 that we could clearly see a steady and sustained improvement in GSDP which is higher than the country's GDP. This coupled with deceleration in population, which in itself is a major breakthrough, the per capita income has risen sharply. The dramatic fall in rural poverty represented by a sharp reduction in the percentage of population below the poverty line is another happy augury. That a similar improvement in poverty ratios could not be achieved in the urban areas is a matter of regret and a pointer to the need for laying special emphasis on reduction of poverty levels in urban areas.

**03.24.** The unprecedented rise in the state Domestic Product is accompanied by an equally massive increase in expenditure in the last one decade. The revenue expenditure of the State increased from Rs. 29,830 crores in 2003-04 to Rs. 76,557 crores in 2009-10. It would have been much

more but for the reduction in interest burden as a result of the debt swap scheme of the Government of India and the Debt Consolidation and Write-off recommended by the 12<sup>th</sup> Finance Commission. The Financial position of the State did not come under severe strain inspite of the substantial increase in the revenue expenditure due to an impressive increase in State's own revenue which registered an increase from Rs.17,411 crores in 2003-04 to Rs.53,610 crores in 2009-10. During the same period the transfers from the Centre had also increased from Rs.9458 crores to Rs. 25,353 crores. The combined effect of the increase in State's own resources coupled with larger devolution from the Centre moderated the strain on the budget caused by the increase in revenue expenditure.

**03.25.** A happy feature of the increase in Revenue expenditure, has, however, been reduction of expenditure on salaries, wages and pensions from 82.28% of State's own revenues in 1995-96 (highest in the last 20 years) to 52.85% in 2009-10. **As pointed out earlier, it is the revenue receipts and not containment of expenditure which caused this reduction in percentage terms. Even in the year 2003-04, the expenditure on salaries, wages and pensions as a percentage of State's own revenues was as high as 65.47%. Since expenditure cannot easily be reduced as commitments once made cannot easily be given up, any variation in State's own revenues or transfers from the Centre will substantially alter the position and create a serious problem in managing the State's resources. The declining trend in the ratio of expenditure on salaries, establishment and pension to the State's own revenue may get easily reversed and we may return to the position obtaining in the middle 90s when it was as high as 80-82%.** If revenue collections decline as a result of the adverse economic scenario now evident not only in the country but in the world as a whole, we will be faced with a situation of lack of support for meeting the expenditure obligations. At the same time the State has made additional commitments towards subsidy on Power and Food resulting in a situation of declining revenues and increasing subsidy commitments. We cannot draw comfort from what we had seen in the last 5 years and they may be more of an exception than the rule. In the current year itself the adverse seasonal conditions coupled with economic slowdown is a cause for serious concern.

**03.26.** In the context of declining resources both at the State and the Centre and the various commitments of the Government on development of irrigation projects for serving the needs of the hitherto underdeveloped areas of the State, the Commission has to arrive at a judgement on how much of the State's resources can be spared for providing increase in wages to the State employees. On the revenue expenditure side there are inevitable commitments with regard to subsidy both on food and power and on the capital expenditure, a large number of long gestation projects are in the pipeline requiring enormous resources for their completion. The State's

performance in so far as the human development is concerned, is rather poor. It is lagging behind its Southern counterparts for a long time and even to catch up with them, the allocation of resources on primary health, education, women empowerment and child development will require to be stepped up.

**03.27. The Commission is of the view that a reasonable wage increase is essential to retain the existing crop of employees and attract people with enthusiasm and commitment to enter Government service. We have tried to balance the welfare of the people of the State with the need for fair increase for the Government employees. We hope that our recommendations will meet the legitimate aspirations of the employees and the State in turn would be able to meet the additional financial commitment without compromising on the developmental goals of the State as a whole.**

## **CHAPTER IV**

### **Approach to Pay Revision**

**04.01.** The Pay Commissions both at the Centre and the States had, over the years, refined the process for determination of pay scales for Government employees. The Central Government had appointed six Pay Commissions while the State Government had appointed nine Pay Commissions (including the present Commission) so far to look at the pay structure of the Central and State employees respectively. These Commissions had extensively studied the process of determination of pay of the government servants and laid down the basic principles to be followed while evolving a pay structure. These principles are known widely and need no repetition.

**04.02.** In a complex organization like the Government a large number of activities are performed by different functionaries with different skill sets and it is the job of the Pay Revision Commissions to evaluate these skills and recommend appropriate compensation packages for the employees. Over a period of time certain relativities have been established and a hierarchical structure has also been built up in the pay scales which are broadly followed by different Pay Commissions. There is however, nothing sacrosanct about this structure and instances are not wanting where modifications have been made to this hierarchical structure depending upon the exigencies arising out of Government policies and priorities at different points of time. Whenever changes are effected and the pay scales are revised upwards for one set of employees, those who are enjoying a pay scale similar to that category would automatically raise the issue of an anomaly and agitate their case to obtain the same benefit. Since modifications are made atleast in some pay scales with resultant hue and cry from the aggrieved employees, the Governments invariably responded with the appointment of Anomalies Committees. It is unfortunate that, in our State, there was an Anomalies Committee for almost every Pay Commission that was appointed so far. This is not a happy trend and requires to be curbed. We have dealt with the issue of anomalies and elaborated our approach to dealing with them elsewhere in the Report.

**04.03.** Suffice it to say that every pay revision commission is faced with the dilemma of maintaining either the existing parities or alter some of the parities depending upon the changing needs of the Government and perceptions about the availability of the skilled man power and the ability of the Government to attract those skilled people into Government service. The Pay Commission is criticized if the statusquo is maintained on the ground that the inequities that existed till then were not attended to and appropriate

consideration not given to the changing role of Government and the additional load thrust on some sections of the employees. If any alterations are made it is subjected to criticism of conferring a benefit on some sections leaving the rest who are similarly placed (salary-wise) without any change. The choice before the Commission is not whether proactive measures should be taken or maintain statusquo but undertake what needs to be done to attract and retain employees and motivate them to put in their best efforts. The fear of criticism should not, in our opinion, deter the Commission from making recommendations which it considers reasonable, appropriate and just.

### **Indian economy and job market:**

**04.04.** The Government does not function in a vacuum. The Pay Commission has to necessarily take into account the state of the economy, the priorities of the Government, the skills required to translate policies and priorities into concrete actionable points and the manpower that can achieve these objectives and the reasonable wage structure to motivate the employees to deliver the results. The wage structure should be sustainable as the cornerstone of Government employment is the stability that is assured to the employee and his family. This is also the main attraction for those who seek government employment.

**04.05.** The rapid strides made in recent times by the Indian economy as a result of the opening up of the economy to the global competition has brought in its wake new challenges in the employment market. Till the end of 1980s Government or the Public Sector was the main source of employment for those competing in the organised job market. The growth of the economy with services sector spearheading the GDP growth has shifted the focus from employment in Government and the public sector to seeking jobs in the Private Sector. The boom in out sourcing has brought employment opportunities to India and the Indian job market got integrated into the world market. **The Government has therefore, become one of the employers scouting for talent in the job market along with others who had the ability and willingness to pay more as they had the contracts on hand and had to hunt for the manpower to execute those contracts.** This is a phenomenon that one has to live with in future; though the job opportunities in the private sector may fluctuate depending upon the state of the world economy and the policies pursued by the Governments in different parts of the World.

**04.06.** In the background of the winds of change sweeping the Nation, we have to assess and determine an equitable wage structure for state government employees. The reference points are (i) the wage structure adopted by the Central Government reflected in their pay scales (ii) the manner in which they were adopted by the States that follow the Central

scales, (iii) the evolution of pay scales in States that follow their own pattern and (iv) the market driven wages of the private sector with all its uncertainties.

### **State Pay Scales versus Central Pay Scales**

**04.07.** The issue normally raised before every State Pay Commission is the comparison with the pay scales obtaining in the other States, the Central Government and the private sector. It is also pointed out that many State Governments have adopted the Central pay scales and there should, therefore, be no hesitation for our State to broadly draw upon the recommendations made by the Central Pay Commission. It is further mentioned that Hyderabad and some major towns in the State have become hubs for I.T. industry and the liberal pay packages obtaining in those companies have had an effect on prices of essential commodities affecting thereby the purchasing power of the Government servants. This development, it is urged, has also to be factored in by the Commission while working out a fair wage for Government employees.

**04.08.** The Commission has carefully considered these arguments. The parity with the Central pay scales was discussed by several State Pay Commissions and their reports indicate how the circumstances of the State are different from those of the Centre and it was not feasible to adopt the Central pay scales for State Government employees. **The general perception that some States have adopted the Central pay scales has to be qualified as all those State Governments had appointed their own Committees to arrive at the equivalence between the Central pay scales and their applicability to the State employees. Instances are galore where modifications have been made by the States to the pay scales recommended by the Central Government while adopting them to their employees. We have also noticed that a drastic reduction has been made in respect of allowances to offset the additional financial commitment on the State arising out of the adoption of the Central pay scales even with modifications.** Hence, when viewed as a package, the total emoluments accruing to a State Government employee where Central pay scales have been adopted may not be radically different from those available to our State Government employees even without adoption of the Central pay scales.

**04.09.** We have done a study to compare the evolution of pay between similarly placed Central and State Government employees. We have taken the examples of Attender, Junior Assistant and Senior Assistant and traced their emoluments (pay + DA) from 1.7.1986. The reason for the reference date of 1.7.1986 is that the DA was merged with pay on 1.1.1986 both at the Centre and at the State level. Hence comparison between emoluments becomes easy. Though we had Automatic Advancement Scheme and the possibility of normal promotion with G.O.I. having only the latter, we

presumed that the persons appointed as Attender, Junior Assistant and Senior Assistant on 1.1.1986 had continued in the same post and traced the growth of emoluments from 1.1.1986 to 1.7.2008. The results are at Tables 1 (a) (b) and (c). A negative figure in the last column indicates that the State employee is drawing less to the extent of the amount indicated therein than his counterpart at the Centre.

**04.10.** It is seen from these Tables that the Attender in the State was drawing emoluments lower than his Central counterpart for 9 years out of 23 years and in all other years his emoluments were substantially higher. In the case of Junior Assistant, the years covered by lower emoluments was 8 and for the Senior Assistant it is 12 years out of 23 years. In the final analysis it would work out that the State employees are either at par or better off than their counterparts in Government of India. It should also be remembered that our HRA and Automatic Advancement Scheme are far more liberal than that of the Central Government.

**Table 1(a) COMPARISON OF EMOLUMENTS IN STATE AND CENTRAL SCALES FROM 1.7.1986**

**Attender**

	Emoluments in State		Emoluments in Centre		Difference (State- Centre)
	Pay	Pay + DA	Pay	Total	
	Rs.740-15-950-20-1150		Rs.750-12-870-14-940		
1.7.1986	740	770	750	780	-10
1.7.1987	755	853	762	861	-8
1.7.1988	770	947	774	952	-5
1.7.1989	785	1052	786	1053	-1
1.7.1990	800	1144	798	1141	3
1.7.1991	815	1304	810	1296	8
1.7.1992	830	1519	822	1504	15
<b>1-7-1992 State Pay Revision</b>	Rs.1375-25-1475-30-1625- 40-1825-50-2075-60-2375				
Pay	830				
DA( 83%)	689				
10% of Pay	100				
Total emoluments	1619				
Next Stage	1625	1625	822	1504	121
1-7-1993	1665	1790	834	1643	147
1.7.1994	1705	2003	846	1810	193
1.7.1995	1745	2254	858	2025	229
<b>1.1.1996 Central Pay Revision</b>			Rs.2550-55-1660-60- 3200		
Pay			858		
DA (146%)			1270		
Interm Relief			200		
Fitment 40%			343		
Total			2671		

	Emoluments in State		Emoluments in Centre		Difference (State-Centre)
	Pay	Pay + DA	Pay	Total	
	<b>Rs.740-15-950-20-1150</b>		<b>Rs.750-12-870-14-940</b>		
Next stage			<b>2720</b>		
1.1.1996	1745	2369	2720	2720	-351
1.7.1996	1785	2518	2780	2891	-373
1.7.1997	1825	2819	2840	3209	-390
1.7.1998	1875	3113	2900	3538	-425
<b>State Pay Revision</b>	Rs.2550-50-2750-60-3050-80-3450-100-3950-120-4550				
Pay	1875				
DA	1238				
Fitment	469				
Total	3581				
Next stage	3650				
1.7.1998	3650	3650	2900	3538	112
1.7.1999	3750	4210	2960	4055	155
1.7.2000	3850	4448	3020	4258	190
1.7.2001	3950	4693	3080	4466	227
1.7.2002	4070	5069	3140	4773	296
1.7.2003	4190	5458	3200	5088	370
<b>State Pay Revision</b>	<b>Rs.3850-100-4150-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8600</b>				
Pay	4190				
DA	1268				
Fitment	670				
	6129				
Next stage	6195				
1.7.2003	6195	6195	3200	5088	1107
1.7.2004	6350	6649	3260	5575	1074
1.7.2005	6505	7240	3320	6026	1214
<b>Central Pay Revision</b>			Rs.4440-7440+130 IS Scale is take to make apt comparison as existing Last Grade Service is being continued.		
1.1.2006	6505	7424	7480	7480	-56
1.7.2006	6675	7933	7710	7864	69
1.7.2007	6845	8908	7950	8666	242
1.7.2008	7015	9989	8190	9500	489

**Table 1(b) COMPARISON OF EMOLUMENTS IN STATE AND CENTRAL  
SCALES FROM 1.7.1986**

**Junior Assistant**

	Emoluments in State		Emoluments in Centre		Difference (State- Centre)
	Pay	Total	Pay	Total	
	<b>Rs.910-30-1240-1625</b>		<b>Rs. 950-20-1150-25-1400</b>		
1.7.1986	910	946	950	988	-42
1.7.1987	940	1062	970	1096	-34
1.7.1988	970	1193	990	1218	-25
1.7.1989	1000	1340	1010	1353	-13
1.7.1990	1030	1473	1030	1473	0
1.7.1991	1060	1696	1050	1680	16
1.7.1992	1090	1995	1070	1958	37
<b>1-7-1992 State Pay Revision</b>	<b>Rs.1745-40-1825-50- 2075-60-2375-75-2750- 90-3200-110-3420</b>				
Pay	1090				
DA( 83%)	905				
10% of Pay	109				
Total Emolumen ts	2104				
Next Stage	2135	2135	1070	1958	177
1-7-1993	2195	2364	1090	2147	217
1.7.1994	2255	2639	1110	2375	264
1.7.1995	2315	2990	1130	2667	323
<b>1.1.1996 Central Pay Revision</b>			<b>Rs.3050-75-3950-80-4590</b>		
Pay					
DA (146%)					
Interm Relief					
Fitment 40%					
Total					
Next stage	2315	3143	3500	3500	-357
1.7.1996	2375	3368	3575	3718	-350
1.7.1997	2450	3784	3650	4125	-341
1.7.1998	2525	4192	3725	4545	-353

	Emoluments in State		Emoluments in Centre		Difference (State- Centre)
	Pay	Total	Pay	Total	
	<b>Rs.910-30-1240-1625</b>		<b>Rs. 950-20-1150-25-1400</b>		
<b>1.7.1998 State Pay Revision</b>	<b>Rs.3290-80-3450-100- 3950-120-4550-150- 5300-170-6150-200- 6550</b>				
Pay	2525				
DA	1667				
Fitment	631				
Total	4823				
Next stage	4850	4850	3725	4545	305
1.7.1999	5000	5614	3800	5206	408
1.7.2000	5150	5950	3875	5464	486
1.7.2001	5300	6297	3950	5728	569
1.7.2002	5470	6812	4030	6126	686
1.7.2003	5640	7347	4110	6535	812
<b>1-7-2003 State Pay Revision</b>	<b>Rs.4825-125-5200-135- 5605-145-6040-155- 6505-170-7015-185- 7570-200-8170-215- 8815-235-9520-255- 10285-280-10845</b>				
Pay	5640				
DA	1707				
Fitment	902				
Total Emolumen ts	8249				
Next stage	8385	8385	4110	6535	1850
1.7.2004	8600	9005	4190	7165	1840
1.7.2005	8815	9811	4270	7750	2061
<b>1.1.2006 Central Pay Revision</b>			<b>Rs.5200-20200+1800</b>		
1.1.2006	8815	10061	9850	9850	211
1.7.2006	9050	10755	10146	10551	204
1.7.2007	9285	12084	10450	11390	694
1.7.2008	9520	13556	10770	12493	1063

**Table 1 (c) COMPARISON OF EMOLUMENTS IN STATE AND CENTRAL SCALES FROM 1.7.1986**

**Senior Assistant**

	Emoluments in State		Emoluments in Centre		Difference (State-Centre)
	Pay	Total	Pay	Total	
	<b>Rs.1100-40-1500-50-2050</b>		<b>Rs.1200-30-1540-40-2040</b>		
1.7.1986	1100	1144	1200	1248	-104
1.7.1987	1140	1288	1230	1390	-102
1.7.1988	1180	1451	1260	1550	-99
1.7.1989	1220	1635	1290	1729	-94
1.7.1990	1260	1802	1320	1888	-86
1.7.1991	1300	2080	1350	2160	-80
1.7.1992	1340	2452	1380	2525	-73
<b>1-7-1992 State Pay Revision</b>	<b>Rs.2195-60-2375-75-2750-90-3200-110-3750-130-4400-160-4560</b>				
Pay	1340				
DA( 83%)	1112				
10% of Pay	109				
Total Emoluments	2561				
Next Stage	2600	2600	1380	2525	75
1-7-1993	2675	2881	1410	2778	103
1.7.1994	2750	3219	1440	3082	137
1.7.1995	2840	3668	1470	3469	199
<b>1.1.1996 Central Pay Revision</b>			<b>Rs.4000-100-6000</b>		
Pay			1470		
DA (146%)			2176		
Interm Relief			291		
Fitment 40%			588		
Total Emoluments			4525		
Next stage	2840	3855	4600	4600	-745
1.7.1996	2930	3855	4700	4888	-733
1.7.1997	3020	4664	4800	5424	-760
1.7.1998	3110	5163	4900	5978	-815
<b>1.7.1998 State Pay Revision</b>	<b>Rs.4190-120-4550-150-5300-170-6150-200-7150-250-8400-300-8700</b>				
Pay	3110				
DA	2053				
Fitment	778				
Total	5941				

	Emoluments in State		Emoluments in Centre		Difference (State- Centre)
	Pay	Total	Pay	Total	
Next stage	5980	5980	4900	5978	2
1.7.1999	6150	6905	5000	6850	55
1.7.2000	6350	7337	5100	7191	146
1.7.2001	6550	7782	5200	7540	242
1.7.2002	6750	8406	5300	8056	350
1.7.2003	6950	9053	5400	8586	467
<b>1-7-2003 State Pay Revision</b>	<b>Rs.6195-155-6505- 170-7015-185-7570- 200-8170-215-8815- 235-9520-255-10285- 280-11125-315- 12700-330-13030</b>				
Pay	6950				
DA	2103				
Fitment	1112				
Total Emoluments	10165				
Next stage	10285	10285	5400	8586	1699
1.7.2004	10565	11063	5500	9405	1658
1.7.2005	10845	12071	5600	10164	1907
<b>1.1.2006 Central Pay Revision</b>			<b>Rs.5200/-20200 +Rs.2400/- Grade Pay</b>		
1.1.2006	10845	12071	12080	12080	-9
1.7.2006	11125	13221	12450	12699	522
1.7.2007	11340	14758	12830	13985	773
1.7.2008	11655	16596	13220	15335	1261

**04.11.** The other aspect that one has to keep in view while looking at the Central pay scales is that the employees are drawn from all over the country and many of the offices of the Central Government are located at State headquarters or in major cities or towns across the country with varying levels of development while the jurisdiction and the spread of employees at the State level is limited to the residents of the state or even the zones. Hence, the problem faced by the Central Government employees is definitely more complex than those of the State employees. It is also to be recognized that Central Government employees at certain levels are liable for transfer outside the State resulting in hardships which are not that acute in the case of State employees who are liable for transfer mostly within the district or the zone and in a few cases within the State. Moreover, as explained earlier our study indicates that the State Government employees are not at a great disadvantage vis-à-vis their counterparts in the Central Government. In fact, we find that they are better off than their Central Government counterparts after every pay revision and often without a revision as the structure of increments is better in

the State than in the Centre and they get upgraded every five years thanks to pay revision.

### **State Pay Scales versus Private Sector emoluments:**

**04.12.** The parity with private sector, though not pressed vigorously, is an issue that comes up quite often in various discussions. The sixth Central Pay Commission got a study made about the package of benefits extended by the private sector compared to the Central Government. There is a general argument specially in the technical services that the employment opportunities available in the private sector have made the Government Service quite unattractive for talented people coming out of the prestigious institutions in India. It would be worthwhile mentioning that the talented students of IITs and IIMs have their sights set not in India but in other countries in the West and in USA and jobs in India even in private sector are given second preference by most of them. It is, therefore, not surprising that very few of them are available for Government Service at the State level. **The recent economic slowdown has, however, brought home the point that any amount of attractive pay package cannot be an effective substitute for the security of tenure provided by Government service.** Moreover, the overall package offered in the private sector is worked out on a “cost to the company basis” quantifying most of the benefits to the employees. In the case of the Government, they are provided indirectly in the form of perquisites like a Government Quarter, a car for Government use, a telephone etc., which are not part of the pay. In a study Commissioned by the 6<sup>th</sup> Central Pay Commission and conducted by XLRI, Jamshedpur, it emerged that while the compensation provided by the Government is higher at group C & D levels, private sector compensation packages are marginally higher for employees comparable to Group B employees and substantially higher for posts comparable to Group A Officers in the Central Government. **The study also pointed out that the job security offered by the Government has immense value that cannot be easily quantified and quantification will only serve to underestimate the advantage it offers.** It also pointed out that fabulous salaries that are offered and find a mention in various papers and magazines are extended to only a few of the students on campus recruitment. It constitutes a very small portion of the total recruitment process and is offered to the best students in the top end management schools. These are not reflective of industry average. **The recent reports that appeared in various newspapers and magazines indicate that the uncertainties associated with employment in the private sector have resulted in a renewed interest in Government service by people coming out of top management and technical institutions in India.**

**04.13.** In view of the foregoing discussion the Commission feels that it is not appropriate to compare the salary structure obtaining in the private

sector with that provided in the State Governments or even in the Central Government. It should also be remembered that the Government servants, in general, also derive immense satisfaction implementing challenging programmes that benefit various segments of the population. The private service is primarily aimed at subserving the interests of the promoters of the industry at any cost. The fact that even the listed companies are substantially owned and controlled by a few families leads one to believe that the activities of the company subserve the expansion of a private empire with little or no benefit to the vast masses of the country. **The dignity, the social status enjoyed by the Government servant, the enormous job satisfaction, host of perquisites that go with office and the job security coupled with pension (available to those recruited prior to 1.9.2004) taken together make the employment in Government as attractive as the highly paid jobs in the private sector.**

**04.14.** The comparison with the central pay scales was dealt with at length and we have established that even those States that adopt the central pay scales modify them to suit their requirements. It has also been noticed that in addition to the modification of the scales the allowances are substantially curtailed to limit the financial commitment of the State. States that follow their Pay pattern are tuned to their special requirement and it would be difficult to draw general lessons. We see an increasing trend to wait for the Central Pay Commission Report and adopt it with such modification as are necessary to suit the States' needs. This only confirms our belief that each state has to evolve its own pay scales for its employees or modify the central pay pattern keeping in view the priorities of the Government, availability of the skilled manpower and the historical evolution of the pay structure and the relativities between Departments and the ability to raise resources to sustain the wage bill.

### **Master Scale versus Pay Band and Grade Pay**

**04.15.** As mentioned earlier the eight Pay Commissions who preceded this Commission examined the pay structure of the State Government employees. One of the major shifts in the determination of pay scales was achieved in the year 1993 when the Pay Commission evolved a Master Scale. The Master Scale was perhaps first introduced in the year 1974 in Karnataka by its second Pay Commission with the 5<sup>th</sup> Pay Commission of Kerala (1989) following it and later by the Government of Punjab. The Government of India however, had distinct pay scales till the concept of pay band and grade pay was evolved by the 6<sup>th</sup> Pay Commission which came into force from 1.1.2006. The Government of A.P., however adopted the concept of the Master Scales in 1993 itself. The master scale has a unique feature, namely, the **increment at any given pay point is the same in all scales** because the individual scales are nothing but segments of the master scale. Conversion of different pay

scales into a Master Scale with no major problem to the various sections of the employees was, in itself, a major achievement. The Master Scale which was evolved by the 1993 Pay Commission has withstood the test of time. The acceptance of the Master Scale was so overwhelming that the successive Pay Commissions were requested by the Associations for the continuation of the Master Scale. When the present Pay Commission held discussions with the various Associations, they were requested for their views regarding the concept of Pay Band and Grade Pay evolved by the 6<sup>th</sup> Pay Commission. All the Associations, without exception have suggested continuation of the master scale and expressed serious reservations about the new concept of pay band and grade pay adopted by the Government of India.

**04.16.** The master scale evolved in the 1993 Pay Commission was adopted without modifications by the 1999 Pay Commission. It was only in the 2005 Pay Commission that it was modified. Though the number of grades remained the same, modifications were made to the span and the rate of increment which created discontentment among some sections of the employees leading to the appointment of a One Man Commission to examine the need for rectification of the discrepancies that have crept into the master scale resulting in the increments in the revised scale being less than those obtaining in the pre-revised pay scale of 1999.

**04.17.** The One Man Commission observed that while endorsing the concept of the master scale, the Associations urged the reduction of the stages from 84 to the existing 71 stages with consequent increase in the rate of increment. The main grievance placed before the O.M.C. was that on fixation of pay in the revised pay scale in respect of some grades the quantum of increment on pay revision would be less than or equal to the increment they would have drawn in the old pay scale. They also pointed out that the average rate of increment was only 2.5% where as it should have been 2.96% as was the case in the earlier pay scales. The Unions pleaded that the rate of increment should reflect the increase due to fitment benefit and merger of DA with pay. The One Man Committee pointed out that the master scale has been evolved keeping in view a basic minimum and a maximum of pay and therefore, the rate of increment had to be adjusted within the predetermined maximum and the minimum. Keeping these two points in view and also the fact that increases are provided in the quantum of increment once in three years against the earlier 5 year intervals the PRC had evolved the revised Master Scale. It also pointed out that by providing for an increase in the quantum of increment every 3 years compared to the earlier 5 years span, the employees would be able to get a higher amount of money earlier than in the previous pay scale. The Committee however noticed that at some stages consequent to the pay fixation as per the fixation formula the rate of increment both in pay scales of 1999 and the revised pay scales of 2005

happen to be the same. In a few instances the rate of increment was also less than that obtaining in 1999 pay scales.

**04.18.** The Committee felt that a wholesale restructuring of the master scale was neither required nor desirable. The Committee recommended to retain the rate of increment as suggested by the 2005 P.R.C., up to the stage of a pay of Rs.11,125/-. It suggested that for the pay beyond this limit the rate of increment be increased and the periodicity be reduced. The number of stages have been reduced to 79 as against 84 stages recommended by the P.R.C. The revised master scale commencing from Rs.11,125/- up to Rs.30,765/- with modifications in the rate of increment and the periodicity was accepted by the Government. Thus the revised pay scale which is now in operation is the scale as modified by the One Man Committee. The Committee had also suggested that to overcome stagnation which was inevitable in some sections of the employees stagnation increments up to 5 increments may be sanctioned wherever warranted. The Committee also observed “The concept of a master scale and all segment scales merging into it is a well thought out one and therefore should not be easily discarded. This Committee feels that an examination of the revision of the master scale any further than what it has recommended should not be attempted adhoc but should be the subject matter of an examination by the next Pay Commission”.

**04.19.** The foregoing discussion on approach to Pay Commission and the observations of the OMC, 2006 point to the strides made by the State in evolving an appropriate pay structure for its employees. Obviously the Master Scale has the widest acceptance among the employees. They want it to be retained. They would, however, like to see that the scale should also contain an appropriate component of increase in the increments so that the benefit of pay fixation is also reflected in the quantum and the size of increments. It is heartening that we have a structure that is acceptable. The attempt should be to protect it.

**04.20.** **We have over the years succeeded in working out a package which was independent of the Government of India. We have established that non-adoption of Government of India Scales had in no way hurt the employees as in majority of the years, their emoluments happened to be higher than their counterparts at the Centre. What, therefore, remains to be done is to retain the core principles of pay fixation that we have evolved so far and look at relativities among employees keeping in view the changing needs of the Government and the shifting profile of the job market.**

**Uniformed Services, Teachers, Doctors of Ayush and Veterinarians: Our Approach:**

**04.21.** We have as a part of the exercise dealing with relativities, looked at the pay structure of the Uniformed Services, Teachers, Doctors of

the Ayush Department and the Veterinarians and worked out an appropriate package for them. This has been done keeping in view the rapid developments in this field in the last couple of decades and the way the other States and the GoI have responded to these changes. We have also looked at the structure of Pay Scales of the Para medical staff and made improvements keeping in view the alternate employment opportunities available to them.

**04.22.** The earlier Commissions normally dealt with the representations of the Departments in Volume II of the report. We are following a similar pattern. However, we consider it necessary to broadly indicate our approach in respect of three categories of employees who, in our opinion, constitute distinct categories requiring special treatment. These categories are (1) Uniformed Services (2) Teachers, (3) Doctors other than Allopathy. In respect of Uniformed Services there was a general representation for parity with the Police from various other Uniformed Services. In the case of teachers there was a representation for an improvement in the pay scales for the teacher community as a whole keeping in view the special accent on universal primary education, professionalization of education and the need for restoring the parities that existed with others in 1982 which were disturbed in the subsequent revisions. As regards Doctors, the demand from Ayush Doctors was for parity with Doctors in modern medicine while the Veterinarians demanded one stage below the Allopathy Doctors.

**04.23.** While we have dealt with individual posts and the pay scales in Volume II, we have in this chapter, broadly outlined our approach which guided our final conclusions reflected in Volume II.

### **Uniformed Services:**

**04.24.** While it is unusual to discuss the demands of individual Departments in Part I of the Pay Revision Commission Report, we have made an exception in this case as a number of issues have been raised by a group of Departments coming together and presented a uniform stand before the Commission seeking parity with Police. As the issues are similar and the arguments advanced are identical we propose to discuss them together in this Volume to avoid repetition when individual Departments are considered in Volume II. Yet another reason for dealing with the Uniformed Services in this Volume is the recommendations made by the Anomalies Committee, 2008 who have made some specific recommendations on this issue which are at variance with the conclusions of Pay Commissions over two decades. The Departments concerned are: The Department of Prisons, the Department of Fire and Emergency Services, the Department of Forests, the Department Excise & Prohibition and the Department of Transport, who are all seeking parity in the pay scales of either some or all personnel with that of the pay scales of the police personnel. The main point raised by most of these

departments, particularly, the Department of Prisons and the Department of Fire and Emergency Services is that the parity existed between the Warder/Fireman, Chief Warder/Head Fireman of their Department with the Police constable and Head Constable, which was disturbed by the Pay Revision Commission of 1986 and that there is need for restoring the parity. In some cases, the improvement in educational qualifications prescribed is cited as the reason for parity while in others, the arduous nature of the work is advanced as the argument for grant of pay scales on par with the Police Constable / Head Constable.

**04.25.** Admittedly, the change in the pay scale of the Police Constable vis-à-vis the Fireman in the case of Fire Department, the Warder in the case of Prisons Department, the Constable in the case of the Excise Department, and the Forest Beat Officer in the case of Forest department, arose as a result of the recommendations of the Pay Revision Commission in 1986. We, however, noticed that in some cases, there was no parity prior to 1986 but the Departments have started representing for parity later on the ground that the work is arduous, the rules were amended to equate the educational qualifications on par with Constable, the training is similar etc. Since 1986 these departments have been presenting their case for parity with the Police Constable and the rest of the people in their Departments with the hierarchy in the Police Department and three Pay Revision Commissions, viz., the Pay Revision Commissions of 1993, 1999 and 2005 have consistently rejected this demand. It is also interesting to note that the submissions for parity made by these Departments before the Anomalies Committees constituted in 1989, 1995 and 2004 to look into the anomalies, if any, in the recommendations of the Pay Revision Commissions of 1986, 1993 and 1999 had also unequivocally rejected parity and upheld the views of the Pay Commissions which held that the nature of duties performed by the constable and the rest of the Police hierarchy is different from those performed by equivalent cadres in other departments and the difference in the pay structure was justified keeping in view the various problems and difficulties faced by the Police in the discharge of their duties. This should have normally set at rest any demand for parity as obviously three Pay Revision Commissions and three Anomalies Committees could not have been wrong in presuming that the Police hierarchy deserved a higher pay scale than its counterparts in the departments mentioned above.

**04.26.** However, unfortunately, the issue has been revived again by the recommendations of the Anomalies Committee which was appointed subsequent to the Pay Revision Commission in 2005. This Committee also acted as One Man Committee immediately after the 2005 Pay Revision Commission's Report. Though the terms of reference of the One Man Committee did not call upon the Committee to look into any representation relating to anomalies, this Committee made certain recommendations relating

to change in pay scales which obviously were rejected summarily by the Government. The One Man Committee which submitted its report in 2006, rejected the demand of the Fire and Emergency Services Department for parity with the Police hierarchy starting from Fireman to the Assistant Divisional Fire Officer but recommended pay scales on par with Police Department in respect of the Prisons Department for the Warder, the Head Warder, and the Chief Warder. The Committee suggested that they should be put on the pay scale of Constable, Head Constable, and Assistant Sub Inspector of Police respectively. As mentioned earlier, this recommendation was not accepted. Another Committee headed by the same chairman, was appointed as the Anomalies Committee. They submitted the report in the year 2008 wherein they recommended a parity in Pay Scales between Fireman and the Constable, Station Fire Officer with Sub Inspector of Police, Assistant Divisional Fire Officer with Inspector of Police and Divisional fire Officer (District Fire Officer) with Deputy Superintendent of Police. This is in contrast to the One Man Committee's earlier Report rejecting parity between the Police and the Fire Services. The only argument that was advanced in favour of parity is that modern equipment is being procured for the Fire Services Department and the personnel from the Police Department and the Fire Services Department attend to similar work i.e., protection of life and property and hence they should be put on the same pay scale. Similarly, they reiterated their earlier recommendation for equating the pay scales of the Warder, the Head Warder and the Chief Head Warder with Police constable, Head Constable and the Assistant Sub Inspector of Police. They also recommended similar parity between Excise constable, Head Constable and Sub Inspector with Police constable, Head constable and the Sub Inspector. They were silent so far as Forest & Transport is concerned.

**04.27.** In order to understand and evaluate the recommendations of the Anomalies Committee of 2008, it would be necessary to look into the terms of reference of the Committee. Para III of G.O.Ms.No. 219, GA (Spl A) Department dated 7.4.2007 specifically stipulates that **representations regarding anomalies arising out of the recommendations of the Pay Revision Commission 2005, shall only be considered.**

**04.28.** Obviously, the so-called anomalies in respect of various departments where parity was recommended between Police Department and the other Departments in certain categories are not covered by the terms of reference of the Anomalies Committee. The variations in pay scales are not the creations of PRC 2005 but, have been in existence since 1986 or even earlier in the case of some Departments. As already pointed out, the request of the various departments for parity with the hierarchy in the Police Department was considered subsequently by three Pay Revision Commissions and was rejected. There were also three Anomalies Committee Reports of 1989, 1995 and 2004 which supported the stand of the Pay Revision

Commission and held that the demand for parity is not justified and there were sufficient and cogent reasons for maintaining the distinction between the pay scales of the Police personnel and the personnel belonging to Fire and Emergency Services, Forest Department, Excise & Prohibition Department, Prisons Department etc.

**04.29.** It is high time that we set at rest this entire issue of parity between the Police and the other Departments. This Commission is of the view that simply because the personnel are called upon to don a uniform it does not entitle them to get the same scale of pay. Similarly, educational qualifications being similar also cannot be the sole criteria for determining the pay scales of employees. While these two are relevant, there are other overriding considerations which prompt the Pay Revision commission to suggest the pay scale. It is well established by the three Pay Revision Commissions that while the jobs performed by various Departments which sought parity with the Police Department are involved in stressful duties, the Police department is having duties and responsibilities of wider scope and range and in a larger sense, it would be more strenuous and risky to perform the duties in the Police Department. They stated that the marginal difference in Scales which exists between the Police personnel and the other departments which are claiming parity, is justified. This has been the view of not merely one Commission, but the consistent stand of all Commissions that came after 1986 and as earlier stated, of the Anomalies Committees which followed these Pay Revision Commissions. It is only the Anomalies Committee of 2008 which differed from this view and recommended parity. We have gone through the recommendations of the Committee carefully and find that there is no merit in these recommendations and the Government have already rejected the recommendations. **We agree with the views of the earlier Commissions that the difference that exists between the pay scales of the Police department and the other Departments which are claiming parity like Fire and Emergency Services Department, Forest Department, Prisons Department, Excise Department and Transport Department is justified and the demand for parity deserves no consideration.**

**04.30.** However, we are aware of the difficulties faced by the various Departments that pleaded for parity. Keeping the nature of the job in view we have worked out an appropriate salary structure for the Uniformed Service and in doing so ensured that the relative positions between Police and the other Uniformed Services that have come to stay over the years are kept in view. In this process we have noticed that there are considerable variations within the Uniformed Services. While some Departments have purely regulatory and enforcement functions as in the case of Police, Prisons, Fire Services and Forest, others like Excise and Transport have both regulatory and revenue collection functions. In the case of Transport there are also technical and non-technical categories. Consequently there are differences in

the various levels at which the officers are inducted, the qualifications prescribed for entry into those departments which are revenue earning and this hierarchy does not conform to the Police hierarchy. We have tried to factor these variations in arriving at the pay scales for the posts in Excise and Transport. The specific details are contained in Volume II of the Report.

**04.31.** Broadly the approach adopted by us was to equate the Head Constable with UD Revenue Inspector and the Sub-Inspector with Deputy MRO. In respect of Uniformed Services with mostly regulatory functions, we have maintained certain equations which are indicated in Table 2.

Table -2

**Pay Scales among various cadres in the Uniformed cadres visa vis Police Department**

<b>Department</b>	<b>Categories</b>			
<b>Police</b>	<b>Police Constable</b>	<b>Police Head Constable</b>	<b>Sub-Inspector</b>	<b>Inspector</b>
(each is one stage below the designation of Police Officer mentioned above)				
Forest Department	Forest Beat Officer	Forest Section Officer	Deputy Range Officer	Range Officer
Prisons Department	Warder	Head Warder	Deputy Jailor	Jailor
Fire Services	Fireman	Leading Fireman	Station Fire Officer	Assistant Divisional Fire Officer

**04.32** The Commission would like to state that the package is evolved keeping in view the socio economic environment in which the police personnel and the other Uniformed Service have to work and as a matter of deliberate policy they are placed in scales which are considered appropriate by the Commission. If in that process those with similar pay scales in the pre-revised pay scales in other Departments of the Government have not got any increase or only a modest increase, it would not, according to us, constitute an anomaly. We consider that the earlier correspondence in scale was more of an accident than a matter of deliberate choice specially when the posts are not analogous and the functions discharged are different.

**Teachers**

**04.33.** The teachers were regrouped into 3 categories and 3 distinct pay scales were evolved by the Government in 1982. At the lowest level of the ladder is the Secondary Grade Teacher with the School Assistant above him

and the Head Master of the High School above the School Assistant. In the year 1982 when regrouping was done the Secondary Grade Teacher was placed in the pay scale of Rs.530-850, while the School Assistant was given a pay scale of Rs.700-1200 and the Head Master was placed in the pay scale of Rs.900-1500. In the case of SGT the 2005 pay scale was Rs.5470-12385 and it is noticed that in all the pay revisions the equivalent scale alone was awarded to this category. In the case of the School Assistant and the Head Masters there were some improvements made on some occasions resulting in their being placed in scales slightly higher than the normal replacement scales. The Teachers Unions pointed out that while fixing the minimum in the scale of SGT in some pay revisions, injustice was meted out to them by fixing it at a level lower than what should have been fixed after merging the DA with basic pay and adding the fitment benefit. According to the Unions the basic pay for SGT should have been Rs.1080-1800 in 1986 revision while it was fixed only at Rs.1010-1800 as a result of which there was a loss of 2 increments. They further pointed out that even in 1998 and 2003 the basic pay of the revised pay scales was less than what should have been awarded after merging D.A. with pay and adding the amount as per fitment formula resulting in loss of one increment each.

**04.34.** It is true that the successive pay revisions largely gave equivalent pay scales while working out the revised pay scales with hardly any improvements. On the other hand, those in similar pay scales in the year 1982 had been able to overtake the teachers and got the benefit of higher scales due to improvements made by the various commissions over their normal replacement scales.

**04.35.** The Teacher Unions and the Representatives of the teachers in the Legislative Council pleaded for a review of the structure and suggested sanction of a better set of pay scales for the teachers keeping in view the improvements that have been effected by the Central Government to the teachers through the 6<sup>th</sup> Pay Commission and substantial improvements recommended by the UGC for the College and University teachers. They pointed out that world over teachers enjoy a special status and are paid well in view of the enormous responsibilities that they carry towards building human character that results in emergence of a more 'just and humane society'.

**04.36.** The Commission is convinced that there is need for treating the teachers as a distinct and independent category and extend a special treatment to them. The Government itself felt the need for such an approach and way back in 1982 regrouped them into three categories and devised a special pay structure. There was, however, no comprehensive review of these scales after 1982 and it is time that such an exercise is attempted at least now as nearly 25 years have gone by since this reorganization. The Commission feels that the

present regrouping is sound and needs no change. There is, however, need to improve the pay scales keeping in view the increase in the work load, multifarious activities entrusted to the Teachers and the need for attracting and retaining people with good qualifications in the teaching profession. Our recommendations on this issue are available in Volume II.

**04.37.** The Commission is conscious that our recommendation would result in teachers getting higher scales than others who might be in equivalent scales. However, since this is a special dispensation consciously arrived at for Teachers who have been recognized as a distinct category we believe there should be no scope to entertain any representations from others for extension of these scales or further improvements to their scales on the ground that they were on par with teachers in the 2005 pay scales and the parity that existed was disturbed. We are of the view that parity, if any, was accidental and there was no deliberate attempt by the Pay Commissions to equate the Teachers with any other category of Government servants.

**04.38.** The change in pay scales of the Teachers raises another issue of the scales of pay of the executives in the School Education since there is a channel of Promotion available to the teachers into the executive line. Wherever it fits into our normal scheme of fixation of pay scales, we effected changes in the pay scales of those executives. There may be a few instances where the feeder category and the promotion category are in the same pay scale or the pay in the promotion category is less than that in the feeder category. We do not consider it as an anomaly as the teachers have this additional line of promotion into the executive hierarchy while their normal activity is teaching and are selected for that purpose. Even the Head Master is expected to teach while supervising the work of the other teachers. He is not a pure Administrator. **If, therefore, the teacher chooses to change track and move from teaching to pure administration, it is a conscious decision of the teacher and he should therefore be willing to accept the consequential changes in pay even if it is disadvantageous to him at the stage when switch to administrative line takes place. If he changes into executive line it is either due to an inclination or flair for administration or based on expectation of better promotional opportunities. It is also, often, inspired by a desire to exercise control. Since the teacher is recruited primarily to teach and a separate dispensation for teachers was given way back in 1982, on grounds of ensuring academic excellence we considered it appropriate to look into the pay structure of Teachers treating them as a separate homogenous group and improved it. It is not our intention to confer additional benefits on executives in the School Education stream, who have to be naturally compared with the other similarly placed employees in Administrative line in Government Departments.**

**04.39.** The Teachers Associations had drawn the attention of the Commission to a special feature obtaining only in respect of teachers. They pointed out that teachers selected through prescribed process are paid only consolidated amount for a period of two years after which they are placed on a regular pay scale. The Commission feels that if a person is appointed after following the prescribed process for selection and given an appointment order it would be unfair to provide him only a stipend or a nominal amount instead of placing him in a regular pay scale. This amounts to discrimination as all other employees when recruited and appointed are placed in regular pay scale. There is no reason why teachers alone should be singled out for a special treatment of this nature. We recommended separately that this period of two years also be counted for purposes of pension.

**04.40.** It is no doubt true that teachers are recruited on a large scale which is partly due to ever increasing demand for primary education and partly owing to the Centrally Sponsored Schemes supporting the expansion of the reach of primary education. The high numbers cannot be quoted as the reason for low wages for the first two years. **The Commission recommends that the teachers, as in the case of other State Government employees, should be placed on a regular pay scale from the time they join service if they are recruited following the prescribed process.**

**04.41.** The Associations have also mentioned that a large number of aided private schools and colleges are reaching the stage of extinction in view of the Government policy to discontinue the grant-in-aid whenever the teacher /lecturer covered by the grant-in-aid retires from service. They pointed out that these institutions were set up by the philanthropists in response to the demand for school/higher education and as substitute for the Government starting a full-fledged school or a Government college. It is obvious that these institutions served the needs of the area and many of them were recognized as leading educational institutions surpassing even some of the Government schools and colleges. In case the grant-in-aid is discontinued there will be a reduction in the admissions and that itself, we understand, is cited as the reason for further discontinuance of grant. While this is an issue concerning policy of the Government towards the school and higher education, the Commission would only like to state that these private institutions were in fact substitute for Government institutions and there is every need to strengthen them through appropriate monetary support from the Government. The discontinuance of grant and the consequent non-filling up of vacancies or appointment of contract teachers on meagre remuneration who do not have adequate interest would lead to a vicious circle of fall in strength leading to abolition of posts and the abolition of posts in turn leading to a further fall in students strength. We are also aware that the winding up of these institutions may indeed benefit the management as they can easily convert them into shopping malls or commercial establishments or transform

into corporate educational institutions and reap huge benefits. It is the general public that will suffer as they will be driven to seek admission in corporate schools and colleges on whose fee structure the Government has no control. Though it is a matter which is in the realm of policy, **we would still recommend that Government should get this whole issue examined in depth and appropriate solution found to ensure that educational institutions built over a period of time are not allowed to fall by the way side.**

### **Medical Officers of Ayush and Veterinarians**

**04.42.** There have been several representations from the Doctors belonging to the Department of Ayush for parity with the Doctors under the Department of Medical & Health. The post graduate doctors in the Ayush Department who are on the teaching line have represented for UGC pay scales on the ground that the Allopathy doctors in the teaching line have been assigned the UGC pay scales. They have also pointed out that even the 5<sup>th</sup> Central Pay Commission equated them with the doctors belonging to Allopathy and the 6<sup>th</sup> Central Pay Commission continued that practice. Veterinary doctors have represented to us for placing them at least one stage below the Allopathy doctors on the ground that they enjoyed that position till almost 1999 when it was disturbed and the Allopathy doctors have been given a substantial hike in the pay scale and also other perquisites.

**04.43.** The Commission has given serious consideration to the submissions made by the doctors from Ayush and the Veterinary Department. One significant feature that we have noticed is that while at different points of time the veterinary doctors were one stage below the Allopathy doctors, such an equation was disturbed frequently and the orders issued in 2001 were not the only exception. Based on the recommendations of the Anomalies and Regrouping Committee of 1989 the equation between Veterinarians and the allopathy doctors was disturbed. The relative position between the Civil Asst.Surgeon, Veterinary Assistant Surgeon, Medical Officer of Ayush and the Agricultural Officer over various Pay Commissions is given below.

#### **Comparative Statement of pay scales of the Medical Officers, Veterinarians and Agricultural Officers from time to time:**

Sl. No	Category	1969	1974	1978	1986	1993	1999	2005
		(Rs.)						
1	Civil Assistant Surgeon	400-800 (XVII)	600-1100 (XVII)	900-1500 (XVIII)	1810-3230 (XVII)	3640-7580 (XX)	6950-14425 (XX)	11755-26300 (XXII)
					1980-3500 (XVIII)		7900-15475 (XXII)	

Sl. No	Category	1969	1974	1978	1986	1993	1999	2005
2	Veterinary Assistant Surgeon	300-600 (XV)	530-1050 (XVI)	800-1450 (XVII)	1550-3050 (XVI)	3310-6840 (XIX)	6350-13000 (XIX)	9285-21550 (XIX)
3	Agricultural Officer	250-500 (XIV)	480-900 (XV)	750-1300 (XVI)	1380-2750 (XV)	3110-6380 (XVIII)	5980-12100 (XVIII)	9285-21550 (XIX)
4	Medical Officer under Ayush	200-400 (XII)	430-800 (XIV)	750-1300 (XVI)	1550-3050 (XVI)	3310-6840 (XIX)	6350-13000 (XIX)	9285-21550 (XIX)

**04.44.** It may thus be seen that the equation between Civil Asst. Surgeon and Veterinary Asst. Surgeon varied considerably in different Pay Commissions. Even when the Pay Commission tried to establish a parity it was immediately set-aside by either a Regrouping Committee or a Task Force which recommend higher pay scales for the Civil Asst. Surgeons.

**04.45.** As regards Ayush it is a relatively new department and they have been enjoying an equation with the Veterinary Officers since 1986.

**04.46.** We do not subscribe to the view that the Ayush doctors should be placed at par with their counter parts in the M&H Department. As regards the request of teaching faculty of Ayush Department for UGC pay scales we would like to say that it does not fall within the purview of this Commission.

**04.47.** We however, feel that the Ayush doctors and the Veterinarians will have to be treated as distinct category and will have to be assigned pay scales which are independent of other departments. A modest attempt was done in this direction by 2005 Commission. They have tried to distinguish the Veterinary doctors at the level of Asst. Director and Deputy Director from the Asst. Director and Deputy Director of Agriculture Department by assigning a higher pay scale to the former. However, this was undone by the recommendations of the Anomalies Committee which again equated the AD & DD (Agriculture) with Assistant Director and Deputy Director of Veterinary Department.

**04.48.** We feel that the doctor's community will have to be dealt with separately and within this community there can be hierarchies. Doctors dealing with different systems can have different pay scales. We have to necessarily distinguish those who deal with Indian system of Medicine from those that administer modern system of Medicine like Allopathy and another set of Doctors who deal with the ailments of animals. That is what we propose to do now.

**04.49.** We propose to assign pay scales to the Medical Officer, the Senior Medical officer and the Chief Medical Officer of Ayush on par with the pay scales of the Veterinary Asst. Surgeon, the Asst. Director and the Dy. Director of the Veterinary Department. These constitute distinct categories within the medical fraternity and we have placed them in a set of pay scales based on the parities which the Ayush and the Veterinary Department have enjoyed over years. We have equated the Assistant Director (Animal Husbandry) and the Senior Medical Officer of Ayush with Civil Assistant Surgeon of Allopathy and the Deputy Director (Animal Husbandry) and Chief Medical Officer of Ayush with Deputy Civil Surgeon of Allopathy. We have improved the scale of Veterinary Assistant Surgeon and Medical Officer of Ayush by one grade. The pay scales we have assigned are higher than the pay scales of other development departments or those that are involved in extension and research. But that is a conscious decision taken by the Commission, keeping in view the changing role of these functionaries in the last two decades.

**Para Medical Services:**

**04.50.** These services play a critical role as support services for delivery of high quality medical care. The vast improvements in Technology coupled with the need to acquire and frequently replace sophisticated equipment has increased the demand for people with high order of skills. The sudden expansion of the medical care industry in the last two decades has also brought into focus the need to train and retain qualified people in Government service. In the area of public health the role of the field functionaries has expanded due to emphasis on containment of both common epidemics and dreaded diseases like AIDS. It is in this backdrop that we reviewed the pay scales of the support structure of the curative and preventive branches of Medicine.

## **CHAPTER V**

### **Recommended Pay Structure**

**05.01.** The overwhelming support to the Master Scale from all Associations is heartening and it is a matter of great satisfaction that way back in 1993 we were able to conceive of a structure which has withstood the test of time and continues to be relevant even today. The concept of Pay Band and Grade Pay evolved by the 6<sup>th</sup> Central Pay Commission found no support from the State Associations. The Master Scale has therefore come to stay. What the present Pay Commission is charged with is the responsibility of reviewing this master scale and restructure it in such a way that the grades, the span and the rate of increments etc., are determined scientifically to avoid a recurrence of the problem that was encountered in the last Pay Commission. This is expected to be done keeping the essential ingredients of the Master Scale in view as the successive Commissions and the One Man Committee 2006 have found them to be sound, and reasonable. As mentioned earlier all the staff Associations unequivocally recommended the continuation of the concept of the Master Scale.

**05.02.** The present Commission has taken into account the experience of the evolution of the Master Scale from 1993 and the special problems encountered in the implementation of the Master Scale as devised by the 2005 P.R.C. As was pointed out by many of the Associations the major drawback of Master Scale of 2005 was that the quantum of increment was less than what was available in corresponding pay scale of 1999 in some segments of the scale. The Associations felt that this problem arose because of the enhancement of the stages from the erstwhile 71 to 84 and increase in the stages of increment from 13 to 27. The reason advanced by the P.R.C., for enhancing the stages from 71 to 84 was to remove stagnation and the increase in the stages of increments was conceived to enable the employees to get rises in increment at more frequent intervals than before. While the quantum of increment was being revised once in 5 years under the 93 and 99 Pay Commission the time span was reduced to 3 years in 2005. Our own understanding is that the problem for the Master Scale arose not out of the increase in the stages or the reduction in the span for the increment. It is the quantum of increment which was the cause of grievance of the employees.

**05.03.** We are convinced that the employees would like to have increases in the quantum of increment once in 3 years instead of 5 years and would like to continue to draw increments without facing the prospect of stagnation. The crux of the problem therefore, lies in the quantum of increment rather than the stages in the pay scale or the stages in the increment. **The Commission therefore recommends the continuation of**

**the Master Scale as it has not only stood the test of time but has also the widest acceptance among the employees.**

**05.04.** The Associations have brought to the notice of the Commission that the O.M.C., had not provided relief to the employees who were in the pay range of Rs.3850-11,125/-. The O.M.C., which examined the whole issue found that there was a skewness in the pay scale beyond Rs.11125/- which required to be attended to. Obviously there were no distortions in the pay scale upto that point. Hence the grievance of the Associations that employees at the lower end of the pay scale suffered as a result of O.M.C., not giving them relief is not well founded. The JAC in its memorandum had provided a table showing loss suffered by the employees upto the pay range of Rs.11125/- on the assumption that if the rate of increment had been retained at 2.96% of the pay they would have drawn a much higher level of emoluments.

**05.05.** The conclusion is not supported by facts. The assumption made in this inference is that the 1993 and 1999 Commissions had maintained a uniform 2.96% increment to the basic pay at every stage of the pay scale. This is not true. While the average rate of increment was 2.91% and 2.96% in the 1993 and 1999 revisions respectively, it was not maintained throughout the pay scale. The average rate of increment as a percentage of pay upto Rs.10845 (of 2005) was 2.56% in 2005 pay scale while for equivalent pay of Rs.3880 (1993) it was 2.63% and 2.73% in 1999 (Rs.7650). Thus the argument that grave injustice was done for those in the Pay range upto Rs.11,125 in 2005 pay scale only is misleading. We cannot arrive at an average for the pay scale as a whole and expect every employee starting from the lowest rank to the highest rank to have the same benefit of increment. This would amount to ignoring the structure of the scale of pay and the need for better remuneration for more skilled services or for higher responsibilities. Moreover an average, if it is to be taken, has to be taken for the Pay Scale as a whole and not a segment and if that norm is applied, the section of the employees referred to in the Memorandum have a rate of increment which is on par with what was obtaining in 1993 and 1999. This is not a distortion created by the 2005 Commission. The Commission therefore rejects the contention that the employees in the lower range of Pay Scales suffered substantial loss as a result of 2005 Pay Commission's recommendation.

**05.06.** We have not found any inherent drawback in the existing Master Scale and we, therefore, adopted it and made changes wherever necessary.

**05.07.** The next issue we addressed in designing the Master Scale is the intervals at which the quantum of increment should be increased. There was a five year interval built into the Scale when it was first evolved in 1993 which was continued by the 1999 Commission. In 2005 the interval was reduced to

3 years. We had given serious consideration to the issue of reverting to the 5 year interval as evolved by the 1993 Commission, keeping in view the opposition of the Associations to the changes effected by the 2005 Commission. We felt that it would be a retrograde step and should be avoided. We felt that the concern of the Association was more about the quantum and would obviously welcome the increases in quantum every 3 years. We have, therefore, retained the 3 yearly step up in quantum of increment.

**05.08.** We have also ensured that there is a reasonable increase in the quantum of increment in absolute terms so that at no point the employee would face a situation of reduced quantum of increment as a result of fixation of pay in the revised pay scales. We have, in fact, ensured that the quantum of increment is not only reasonable but also attractive. We have also increased the span of the scales to accommodate people with long service so that they would not stagnate and will continue to get the benefit of increments. **In the event of stagnation which should not normally arise, we recommend grant of three stagnation increments.**

### **Minimum Pay**

**05.09.** The JAC in its Memorandum requested that the minimum pay may be fixed at Rs.8120/- on the ground that the lowest paid employee in Government of India will be getting Rs.8120/- on appointment on 1.7.2008 and that the same minimum pay should be applied to the State Government employees. It would be necessary to view this demand in the overall context of the recommendations of the Sixth Pay Commission. The sixth Pay Commission had identified the minimum amount required based upon the criteria set by the 15<sup>th</sup> International Labour Conference. According to them, the minimum salary should be in the vicinity of Rs.5479/- per month as on 1.1.2006 (para 2.2.1. of the Report of the 6<sup>th</sup> Central Pay Commission). Based upon this approach, the S1 Scale which was the starting scale of the lowest paid employee in the Government of India, which was Rs.2550-3200 in the pre-revised scale was to be revised as Rs.4440-7440 + Rs.1300 as grade pay. The Commission, however, recommended separately that Group D category which consists of the scales S1 to S3 in Government of India should cease to exist and that there should be no further recruitment to Group D.

**05.10.** The 6<sup>th</sup> Central Pay Commission pointed out that most of the jobs in Government are skilled and that skill has to manifest in the form of pay scales and the minimum qualifications prescribed for jobs. They pointed out that jobs which are not actually of a skilled nature are either infructuous or can be outsourced or can be easily performed by skilled workers in addition to their existing duties. They, therefore, recommended that future recruitment to Government would be only for category C employees and the Category D would stand abolished. Since there are a large number of employees in

category D, they suggested that they be placed in PB-1 scale if they already have necessary qualifications for Group C employment and those who do not have the qualifications should be trained to acquire skills, which will facilitate a useful performance of functions in the Government. This in effect means that all those presently performing functions which are akin to those discharged by Class IV will discontinue them and get absorbed as LDCs, Typists, Stenographers etc.

**05.11.** In our interaction with the Associations a specific point was raised by the Commission about the desirability of abolishing Class IV as was done in Government of India. The Unions and various Service Associations have opposed this suggestion and stressed the need for continuing the Class IV service. The question, therefore, arises as to how to determine the minimum pay in the context of disappearance of last grade service altogether in the Government of India pay scales which, however, will continue in the State Govt. We are aware that some of the State Governments adopt the Government of India pay scales with suitable modifications. Our examination of the revised pay scales of those States indicate that they had retained Class IV as a distinct category and applied pay scales starting from S1 to S3 of Government of India to their employees who were in Class IV service instead of applying pay scale of PB 1 which is the scale given to the employees in Government of India after the abolition of category D and upgrading the existing incumbents to category C. It is, therefore, pertinent for us to look at the pay band and grade pay as given for S-1 for determination of the minimum pay as we do not propose nor are Associations agreeable to the abolition of Class IV and stoppage of further recruitment to that category. Applying the formula mentioned above, the minimum pay would be as follows:

**Pay Scale of S1 Category under Sixth Central Pay Commission:**

Pay in Pay Band	-	Rs. 4440
Grade Pay	-	Rs. 1300
		-----
		Rs. 5740
DA on the revised pay scale as on 1.7.08 (16%)		Rs. 918
		-----
		Rs. 6658 or Rs.6660/-

**05.12.** This is in contrast to the claim of the JAC that a minimum pay of Rs.8120/- should be fixed on the ground that PB1 has a basic pay of Rs.5200 and Grade Pay of Rs.1800 totaling to Rs.7000/- and with the DA of Rs.1120/- (16% as on 1.7.2008) it would work out to Rs. 8120/-. As pointed out above, **the comparison made by the JAC is not between the two similarly placed categories and hence not valid. The appropriate way of**

looking at a comparison with the pay scales of Government of India is to look at S1 category of pay scale which is the basic pay scale of the lowest paid employee in the Government of India indicated by the Sixth Pay Commission and taking into account its equivalent pay scale for the purpose of comparing the minimum pay of the lowest paid employee in the State Government. We cannot compare the salary of an upgraded service with the lowest category in the State when we are of the firm view that Class-IV will continue unlike in Government of India.

**05.13.** We have also looked at the validity of this minimum pay of Rs.6660/- with reference to the cost of essential commodities etc., which were taken into account by the Government of India while arriving at a minimum pay of Rs.5478/- as on 1.1.2006. The table below gives details of the cost of various commodities taken into account by our Commission which indicates that as on 1.7.2008, the minimum requirement of pay for the lowest paid employee would be around Rs.6690/-.

#### Need based Minimum Wage

Items @	Per Day PCU in gms @	Per Month 3 CU (in Kg)	Price per KG as per rates on 01.07.2008#	Total cost
			Rs.	
<b>A. Food Items</b>				
Rice	475	42.75	20	855
Dal	80	7.2	40	288
Vegetables *	300	27	30	710
Fruits *	120	10.8	40	440
Milk	200 ML	18 Lt	24	432
Sugar and Jaggery	56	5	25	125
Edible Oil	40	3.6	78	280
Fish		2.5	65	163
Meat		5	185	925
Egg		90	2.5	225
Total				<b>4443</b>
Add 20% for variation in prices				889
Total on food items – A				<b>5332</b>
B. Clothing *		5.5 Mt	90 Per Mt.	550
Detergents etc			200	200
Total Clothing B				<b>750</b>
Total Expenditure Food & Clothing A + B				<b>6082</b>
C Other Expenditure \$ 10% on Total Expenditure on Food and Clothing				<b>608</b>
<b>Minimum Wage Required A+B+C</b>				<b>6690</b>

@ as adopted by the Sixth Central Pay Commission. PCU stands for Per Day Consumption Unit. 3 CU stands for three consumption units

#Source : Average Monthly Consumer Prices for Industrial Workers Published by the Labour Bureau, Simla. The centers are Godavarikhani, Guntur, Hyderabad, Vijayawada, Visakhapatnam, Warangal. The highest price is taken.

Additional expenditure is taken at only 10% as medical reimbursement, educational concession are available.

\* Items not covered by the publication of Labour Bureau. Adopted from the Sixth Central Pay Commission Report with reasonable increase.

\$The other expenditure does not include expenditure on items for which either reimbursement or compensation either fully or partially is admissible.

**05.14.** We also scrutinized the calculation of minimum wage contained in the Memorandum of the A.P. Secretariat Employees Federation wherein they argued in favour of a minimum pay of Rs.8,500/- against an expenditure of Rs.8886/- worked out by them. To support this figure they gave a table at pages 13-15 of their Memorandum. While we do not endorse either the items of consumption, the number of Units mentioned in the Table or the rates adopted by them, we tried broadly to see how our own working of the minimum wage as per our table compared with the table given by the A.P. Secretariat Employees Federation. The essential difference is that the Secretariat Employees Federation assumed that the family consisted of 4 members, while the Central Pay Commissions 5<sup>th</sup> and 6<sup>th</sup> adopted a family unit of 3 and not 4. They stated that normally the minimum salary is applicable at a time when a person joins Government which will usually be at young age and may not even be married and will not have responsibility of parents or children. We accept this approach of the Central Pay Commissions and if we reduce proportionately the total expense per month of Rs.8886/- for 4 members to a family unit of 3, the amount required would work out to Rs.6665/- per month. Even this calculation thus supports our contention that the minimum salary should be around Rs.6700/- per month. This figure also reinforces the minimum pay arrived at notionally for the lowest paid employee of the Central Government had Group D remained in existence. As earlier pointed out by us the State Governments which have adopted the Central Government's pay scales for their employees have also adopted equivalent of S-1 namely Rs.4400 plus Grade Pay of Rs.1300 as on 1.1.2006 for its Class IV employees.

**05.15.** The foregoing discussion established that the minimum pay should be around Rs.6700/- p.m. The Commission, therefore, recommends a minimum pay of Rs.6700/- p.m. as on 1-7-2008.

### **Maximum Pay:**

**05.16.** The Minimum Pay having been decided, the Commission addressed the issue of Maximum Pay keeping in view the representations received from various Associations which pleaded for an increase in the ratio in view of the enormous responsibilities shouldered by senior functionaries in the Government. The JAC, in its Memorandum, suggested a ratio of **1:9.5** between the minimum and the maximum pay while the Secretariat Employees Federation suggested **1:8.7**. The previous Pay Commission recommended a ratio of **1:7.99**. As pointed out by us earlier, the study conducted at the instance of the Sixth Central pay Commission pointed out that the salaries in the private sector are lower than the corresponding emoluments in the case of Government employees in lower and middle segments. In the case of the higher segments private sector emoluments are far higher than those available to senior level functionaries in Government. Since Government will have to set the benchmark for salaries for the lowest paid employees, we have suggested a fair wage based on various parameters as the Minimum Pay. As regards the Maximum Pay, we had in our earlier discussion on the issue, pointed out how the job security is an invaluable asset to the Government servant and hence any comparison with the pay scales of the private sector at the higher levels should take this vital factor into account. **Keeping in view the need to attract and retain qualified and committed people in Government service, we recommend a maximum pay of Rs.55,660/- which represents a minimum to maximum ratio of 1:8.31. We feel that this modest increase in the ratio over the recommendations of the last Pay Commission is reasonable and should satisfy all sections of the employees and the officers.**

### **Master Scale and its segments:**

**05.17.** The minimum and the maximum having been fixed the issue now for consideration is the number of scales which are to be carved out of the Master Scale as evolved and the span of each one of the scales. There are at present 32 scales and we propose to continue the same number of scales. As regards the span we have made an effort at increasing the span beyond what is already in operation to take care of possible cases of stagnation, specially in the lower segments of the pay scale. As earlier mentioned, we had devised an appropriate increment structure and it would ensure that there is a reasonable increase in the quantum of increment at every stage of the Scale.

**05.18.** Since the tradition in the State has been to revise the pay after every five years, the D.A. sanctioned as on 1.7.2008 was subsumed in the Revised Pay Scale and the new scale would come into effect from 1.7.2008.

**05.19.** The new Master Scale which we recommend for adoption from 1.7.2008 is as follows:

**6700-200-7300-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960-1200-51760-1300-55660(80)**

**05.20.** A comparative statement giving the existing Master Scale and the corresponding segments in the revised Master Scale and the span of each of these scales is given in the following Table.

<b>Grade</b>	<b>Existing Scales</b>	<b>Grade</b>	<b>Revised Scale</b>
<b>Master Scale</b>	<b>3850-100-4150-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-22800-700-27000-750-30000-765-30765 (79)</b>		<b>6700-200-7300-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960-1200-51760-1300-55660(80)</b>
<b>I</b>	<b>3850-100-4150-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8600 (33)</b>	<b>I</b>	<b>6700-200-7300-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-(40)</b>
<b>II</b>	<b>3950-100-4150-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815 (33)</b>	<b>II</b>	<b>6900-200-7300-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-20680(40)</b>
<b>III</b>	<b>4050-100-4150-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9050 (33)</b>	<b>III</b>	<b>7100-200-7300-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21250 (40)</b>

<b>Grade</b>	<b>Existing Scales</b>	<b>Grade</b>	<b>Revised Scale</b>
IV	4260-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520 (33)	IV	<b>7520-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-22430 (40)</b>
V	4370-110-4480-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-9775 (33)	V	<b>7740-220-7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23040 (40)</b>
VI	4595-115-4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285 (33)	VI	<b>7960-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650(40)</b>
VII	4825-125-5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-10845 (33)	VII	<b>8440-240-8680-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-24950(40)</b>
VIII	5200-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-11755 (33)	VIII	<b>9200-260-9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27000 (40)</b>
IX	5470-135-5605-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12385 (33)	IX	<b>9460-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700(40)</b>

<b>Grade</b>	<b>Existing Scales</b>	<b>Grade</b>	<b>Revised Scale</b>
X	5750-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12700-330-13030 (33)	X	<b>10020-280-10300-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29200 (40)</b>
XI	6195-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12700-330-13030-360-13750-425-14175 (33)	XI	<b>10900-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-31550 (40)</b>
XII	6505-145-6040-155-6505-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025 (33)	XII	<b>11530-300-11200-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-33200 (40)</b>
XIII	6675-170-7015-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-15500 (33)	XIII	<b>11860-330-12190-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34050 (40)</b>
XIV	7200-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925 (33)	XIV	<b>12550-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-35800 (40)</b>
XV	7385-185-7570-200-8170-215-8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-17475(33)	XV	<b>12910-360-13270-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-36700 (40)</b>

<b>Grade</b>	<b>Existing Scales</b>	<b>Grade</b>	<b>Revised Scale</b>
XVI	7770-200-8170-215-8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-18575 (33)	XVI	<b>13660-390-14440-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-38570(40)</b>
XVII	8385-215-8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-19125 (31)	XVII	<b>14860-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-39540 (38)</b>
XVIII	8815-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-20300 (31)	XVIII	<b>15280-420-15700-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510 (38)</b>
XIX	9285-235-9520-255-10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-21550(31)	XIX	<b>16150-450-17050-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-42590 (38)</b>
XX	10285-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-22800-700-24200 (31)	XX	<b>18030-490-18520-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630 (35)</b>
XXI	10845-280-11125-315-12010-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-22800-700-25600 (31)	XXI	<b>19050-530-20110-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-45850 (35)</b>
XXII	11755-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-22800-700-26300 (29)	XXII	<b>20680-570-21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960(33)</b>

<b>Grade</b>	<b>Existing Scales</b>	<b>Grade</b>	<b>Revised Scale</b>
XXIII	12385-315-12700-330-13030-360-13750-425-15025-475-16925-550-19675-625-22800-700-27000-750-27750 (29)	XXIII	<b>21820-610-23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960--1200-48160(32 )</b>
XXIV	13390-360-13750-425-15025-475-16925-550-19675-625-22800-700-27000-750-28500 (27)	XXIV	<b>23650-650-25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960-1200-49360 (30 )</b>
XXV	14600-425-15025-475-16925-550-19675-625-22800-700-27000-750-29250 (25)	XXV	<b>25600-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960--1200-50560 (28)</b>
XXVI	15500-475-16925-550-19675-625-22800-700-27000-750-30000 (24)	XXVI	<b>27000-700-27700-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960--1200-51760(27)</b>
XXVII	16925-550-19675-625-22800-700-27000-750-30000-765-30765 (22)	XXVII	<b>29200-750-29950-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960-1200-51760-1300-53060 (25)</b>
XXVIII	18025-550-19675-625-22800-700-27000-750-30000-765-30765 (20)	XXVIII	<b>31550-800-32350-850-34900-900-37600-970-40510-1040-43630-1110-46960-1200-51760-1300-53060 (22)</b>
XXIX	19675-625-22800-700-27000-750-30000-765-30765 (17)	XXIX	<b>34050-850-34900-900-37600-970-40510-1040-43630-1110-46960-1200-51760-1300-54360(20)</b>
XXX	21550-625-22800-700-27000-750-30000-765-30765 (14)	XXX	<b>37600-970-40510-1040-43630-1110-46960--1200-51760-1300-54360 (16)</b>

<b>Grade</b>	<b>Existing Scales</b>	<b>Grade</b>	<b>Revised Scale</b>
XXXI	23500-700-27000-750-30000-765-30765 (11)	XXXI	<b>41550-1040-43630-1110-46960-1200-51760-1300-55660 (13)</b>
XXXII	25600-700-27000-750-30000-765-30765 (8)	XXXII	<b>44740-1110-46960-1200-51760-1300-55660 (10)</b>

**05.21.** In the proposed scale the highest is to be assigned to Law Secretary besides Secretaries of the Legislature, Additional Secretaries to Government and some Heads of Departments. If the Law Secretary is from Judicial Department, as is the current practice, he will continue to remain in the scale recommended by the National Judicial Commission and adopted by the State.

## **CHAPTER VI**

### **Principles of Fitment**

**06.01.** An important feature of revision of Pay Scales is the fitment formula for determining the pay of existing employees in the revised Pay Scales. As in the case of previous revisions, a number of suggestions have been made by various Associations on how this shift should take place from the present scales to the new scales. We are aware that the financial outgo will largely depend upon the formula that we suggest for fitment.

**06.02.** The Associations had advanced various arguments in favour of their suggestions regarding pay fixation. While some suggested a point to point fixation, others pleaded for percentage increase with weightage given through additional increments for the period of stay in the existing scales subject, however, to some restrictions. We find that a vast majority are in favour of percentage increase as it would spread the benefit evenly. The previous State Commissions and the Central Pay Commissions found the percentage increase as the most equitable way of conferring financial benefit on the existing employees. We agree with this approach.

**06.03.** The JAC in its memorandum requested that fitment at the rate of 56% should be extended to neutralize the effect of inflation on the employees. The argument advanced by the JAC in support of their demand is that there has been a phenomenal increase in inflation between June 2008 and October 2008 (11.83%) and that the difference of 7.17% between the present rate of inflation and 4.66% which was the average rate of inflation for the year 2007-08 should be provided as fitment as per the following formula :

$$7.17 / 4.66 \times 42.390 = 65.22\%$$

**06.04.** The JAC argued that since the Government is announcing measures to contain inflation and are confident of arresting it at 10%, the formula for fitment could be moderated by taking 10.72% which is the inflation for week ending 06.11.2008 and reworking as per the above formula, (6.06 / 4.66 x 42.39). The revised fitment then works out to 55.12% or 56%. The 6<sup>th</sup> Central Pay Commission's average fitment benefit is also around 52.5%.

**06.05.** I have tried to ascertain the logic behind these computations and failed to get a reasonable explanation.

**06.06.** Inflation is measured based on the movement of Wholesale Price Index and it is calculated taking into account a basket of goods and

services. It is often the complaint of the general public that the wholesale price index does not reflect the actual cost paid by the consumer at the market place and a more appropriate way of measuring the effect of prices on the living standards of the public is through monitoring the movement of Consumer Price Index. The Consumer Price Index has a set of goods and services of common consumption and reflects the market prices more accurately than the Wholesale Price Index. The D.A. is, therefore, sanctioned based on the movements in the Consumer Price Index. Mixing it with inflation for purposes of determining employee compensations is not only incorrect but also misleading. Further the base for inflation taken for calculation by the JAC is for the period June 2008 to Oct. 2008, a period which goes beyond 1.7.08 which the JAC has separately pleaded as the date from which the present PRC recommendations should come into effect. This amounts to taking developments beyond the cut off date into reckoning by PRC which falls outside its jurisdiction. Moreover these increases in prices beyond 1.7.2008 are captured separately through the movements in the Consumer Price Index and DA is sanctioned by the State as per the formula devised and implemented by the Government of India for its employees. The State Government have already sanctioned two doses of DA as on 1.1.2009 and 1.7.2009 of 9.42% and 8.478% respectively. The employees would continue to get the benefit of DA increases post merger of DA from 1.7.2008 in the revised pay scales.

**06.07.** For the reasons mentioned above the Commission is of the view that there is no justification for considering the request for taking into account 56% for purposes of fitment.

**06.08.** The other point mentioned in the memorandum of the JAC is about the fitment benefit derived by the employees of the Central Government as a result of the recommendations of the 6<sup>th</sup> Pay Revision Commission. They pointed out that the average benefit spread across the entire spectrum of the Central Government employees is around 52.515% over their basic pay of the 1996 pay scales. This fixation benefit extended by the Central Government will have to be viewed in the context of the 10 year lag between two Pay Commissions compared to pay revisions after every 5/6 years in the State. While discussing the approach to Pay Revision we had separately established how the State Government employees had been drawing higher level of emoluments as pay plus DA compared to their counterparts in the Central Government in most of the years.

**06.09.** It would be worthwhile recalling that in 1986 both Centre and State had pay revision with DA as on 1.1.1986 merged into the basic pay. At that time the pay of the lowest paid employee in both Government of India and the State was almost at par. While it was Rs.740/- p.m. in the State, it was Rs.750/- p.m. in Government of India. Since then the Central

Government employees had two Pay Revisions in 1996 and 2006 while the State employees had three pay revisions in 1992, 1998 and 2003 with another Pay Revision due from 1.7.2008. The 1993 Pay Commission had brought about a major shift in determination of Pay Scales with the introduction of Master Scales. The pay fixation benefit that was extended in the Pay Revisions subsequent to 1986 are as follows:

	<u>State</u>	<u>Centre</u>
1992	10%	--
1996	--	40% + 10% I.R. + Rs.100 I.R.
1998	25% @	--
2003	16%	--
2006	--	52% (average)

@ It actually works out to 46% as this 25% fitment is on a pay which had been arrived at by PRC in 1992 after merging DA of 83% that accrued after 1.1.86.

**06.10. The combined effect of the increases effected in 1992 and 1998 above would straightaway make the increase in fitment 56% leaving aside the increases arising out of the switch from stand alone scales to Master Scale.** The State employees having got the benefit of increase from 1.7.92 after the revision in 1986 had the benefit of an earlier rise in pay than their Central Government counterparts (3 ½ years) which would also offset the loss, if any, suffered due to the implementation of the second revision at a later date i.e., from 1.7.98 (1 ½ years after the Central revision). This is amply demonstrated in the information given at Tables I (a) (b) & (c) in the Chapter on Approach to Pay Revision which traces the growth in the pay of similar category of employees of State and Central Government from 1.1.86.

**06.11. The above discussion brings out in clear and unambiguous terms how the fitment formula of 1992 and 1998 had the effect of not only neutralizing the fitment given by the Central Pay Commission of 1996 but also conferred a larger benefit on the State employees.**

**06.12. The JAC had pointed out that the average fitment as a consequence of the implementation of the recommendations of the 6<sup>th</sup> Central pay Commission was 52%.**

**06.13.** Taking into account the fitment of 16% given on 1.7.2003, the present Commission has decided to work out a fitment formula that does not leave the State employees far behind the Central employees. In the approach to the pay revision we have explained how we have tried to fix a minimum pay which is on par with the lowest paid employee in States which adopted Central Pay Scales. We had to necessarily draw comparison with those States

as the Government of India, based on the 6<sup>th</sup> Pay Commission's recommendations abolished Category 'D' which is equivalent to our Class IV. The PRC had, however, given equivalent pay of Category 'D' employee in the revised pay scales for initial fitment of the Central Government employees in that category and later upgradation to Category 'C'. It is that scale which the States that follow the Central Pay Scales have adopted for their Class IV employees. We also adopted that scale for comparison and established separately in the Report how what we recommended as the minimum pay compares favourably with the scales recommended by the 6<sup>th</sup> Central Pay Commission for the lowest paid employees.

**06.14.** We have also explained in our approach that it is unrealistic to expect the State to compete with the Centre in terms of pay and other facilities for their employees in view of the limitation of resources as also the differences in the nature of the functions performed and the conditions under which they have to be performed. The endeavour of the Commission is, however, to provide as much benefit to the State employees as is possible within the constraints of the State resources and the competing demands on these limited resources.

**06.15.** Keeping in view the resource availability and the reasonable requirements of the employees and the pensioners, the Commission recommends a fitment benefit of 27%. The Commission recommends that the fitment in the revised scale may be made in the following manner:

- (1) D.A. admissible as on 1.7.2008 may be added to the basic pay drawn by the employee;**
- (2) 27% of the basic pay may be added to the total of basic pay + D.A. arrived at (1) above;**
- (3) The pay of the employee should be fixed in the relevant revised scale at the stage next above the amount arrived at as at (2) above;**
- (4) If an employee's pay when fixed as above falls short of the minimum in the revised pay scale, it shall be fixed at the minimum of the scale;**
- (5) If the amount so fixed exceeds the maximum, the excess shall be treated as personal pay and it should be absorbed in future pay increases or in the stagnation increments sanctioned.**

**06.16.** The combined effect of the fitment of 16% that the State employees got from 1.7.2003 coupled with the fitment of 27% suggested by us would result in a cumulative benefit of 48% as fitment for the State

employees. This compares reasonably with the fitment given by the Central PRC to its employees as the average 52% benefit is given on 1996 pay scales while the State had given the first instalment of rise in 2003 and the second instalment now in 2008.

**06.17.** We recommend that the revised pay scales should come into force from 1.7.2008. As regards giving monetary benefit we deem it appropriate to leave the date from which it would come into effect to the Government keeping in view its resource position and the demands on those resources.

**06.18.** Majority of the Associations requested for restoring the benefit of advancement of increment of the senior to that of the junior, in case where the junior was drawing pay in lesser stage in the existing scale but the pay of the Senior and Junior got fixed at the same stage in the Revised pay scales and the date of increment of the junior happens to fall earlier than that of the senior. The Revised Pay Scales Rules, 1974, 1978, 1986 and 1993 provided for advancement of the increment of the senior in such contingencies. This provision was not found in the Rules issued for implementing the recommendations of 1999 and 2005 pay revision. With the introduction of Master Scales instances of the nature referred to would be few. The Rules issued by the Government of India adopting 6<sup>th</sup> Pay Revision Commission's Report makes a provision for advancement of increment in such cases. We suggest that a similar facility may be provided. **We, therefore, recommend provision being made for advancement of the date of increment of the senior to that of the junior subject to the satisfaction of the conditions indicated earlier.**

**06.19.** Before we conclude we would like to refer to an issue which the Associations placed before us where the junior is drawing higher pay than the senior as a result of a shift in the Automatic Advancement Scheme recommended by the 2005 Pay Commission. The various Associations expressed serious reservations about the orders issued by the Finance Department vide Govt. Memo. No. 2620/A/65/FRII/07, dated 20.2.07 negating their demand for issue of orders to step up the pay of the senior to that of the junior in case the junior happens to draw higher pay. We have dealt with this issue while making recommendations relating to Automatic Advancement Scheme. **While our suggestions would take care of any aberrations that may arise in future the issue that requires to be addressed is how to deal with the present situation where the junior is drawing more pay and its consequences on the senior when he migrates from the present scale to the new scale.**

**06.20.** We are aware that instances of junior drawing more pay than the senior was not a new phenomenon and the Finance Department had, on earlier

occasions, issued Circulars to step up the pay of the senior to bring it on par with that of the junior. The Orders issued in Govt. Memo. No. 2620/A/FRII/07, dated 20.2.07 are a departure from this well established practice. We have no intention of reopening this issue so far as it relates to the period covered by the recommendations of the previous Commission. We feel that this phenomenon would continue even when the employees move into the new pay scales recommended by us if the problem is not addressed at the time of migration into the new scale. We are convinced that the senior should be on par or above his junior so far as pay is concerned and where this principle gets affected the senior's pay should be protected subject to the normal conditions which the Finance Department had traditionally laid down when such protection was extended. There are normally very few circumstances when such aberration may creep in and such instances are likely to be more when there are changes effected in the principles of fixation, revision of pay scales or alterations made in principles governing Automatic Advancement Scheme etc.

**06.21. We recommend that in respect of all those seniors who, as on 1.7.2008 are drawing less pay than their juniors, their pay should be stepped up and brought on par with their juniors and only then their pay should be fixed in the revised pay scales.** This exercise should, however, be limited only to those cases which are covered by the conditions laid down in Para 2 of G.O.Ms.No. 297 Fin. & Plg. (F.W. PRC.I) Department dated 25.10.83 as subsequently reiterated in G.O.(P) No. 75 Fin. & Plg. (F.W. PC.II) Dept., dated 22.2.94 and G.O. (P) No. 223 Fin. & Plg. (FW.PC II) Dept., dated 10.09.96. **Such an exercise would ensure that this aberration does not automatically get transmitted from the present scale to the new scale so far as the affected employees are concerned.**

**06.22. As regards the future contingencies arising out of the implementation of the recommendations relating to pay scales made by this Commission where the junior draws higher pay than the senior we suggest that Finance Department should cover such contingencies through the Rules whereby the senior's pay is stepped up to be on par with that of the junior subject to the satisfaction of the conditions mentioned in the earlier Circulars of the Finance Department.**

## **CHAPTER – VII**

### **Major Allowances**

**07.01.** There is a host of allowances today which are paid to different categories of Government employees for various reasons. Some of them can be categorized as major allowances as they are claimed by most of the Government servants and are also intimately connected to the quantum of pay. Some of them are in the nature of compensatory allowances given as compensation for price rise, higher cost of living due to higher rents and increased expenses due to stay in cities and major towns. These allowances are paid on a monthly basis along with the salary. These are **Dearness Allowance, H.R.A., Additional H.R.A., in lieu of rent free quarters and City Compensatory Allowance.** Other than these allowances there are nearly 46 allowances which are paid to different categories and at varying rates. In this chapter we propose to deal with only the four major allowances while other allowances are dealt with in another Chapter.

#### **Dearness Allowance:**

**07.02.** The Dearness Allowance is a compensatory allowance to neutralize the rise in the Cost of Living Index.

**07.03.** The Pay Revision Commission 1986, recommended the State Government to follow the Central pattern of sanction of Dearness Allowance including quantum and level of neutralization. The successive Pay Revision Commissioners have also been recommending continuation of this practice and the State Government accordingly, has been sanctioning Dearness Allowance on the pattern of Government of India.

**07.04.** In Central Government, Dearness Allowance is being sanctioned twice a year; on First January and First July every year. The percentage of rise in the twelve monthly moving average of Cost of Living Index over the Cost of Living Index to which the Revised Scales are related is being sanctioned as Dearness Allowance. 100% neutralization is being allowed to all the employees in pursuance of the recommendations of the Fifth Central Pay Commission. The State Government, in pursuance of the recommendations of the Pay Revision Commissioner, 1999 have been allowing 100% neutralization to all employees.

**07.05.** The Government of India evolved their scales by merging Dearness Allowance as on 1.1.2006, with Basic Pay. We have, as is the practice in the State, recommended merging of Dearness Allowance in Basic

Pay as on 01.07.2008. Since the Basic Pay has been worked out by us by merging Dearness Allowance at a higher level than the Government of India, the rate of Dearness Allowance sanctioned to the employees of the Government of India can not be adopted directly in respect of the employees of the State Government. For this purpose, the State Pay Revision Commissioners have been recommending a conversion formula, to ensure that the quantum of Dearness Allowance sanctioned is at par with what was sanctioned by the Centre.

**07.06. The Commission accordingly recommends that the Dearness Allowance be regulated at 0.856% (536:626) for the State employees for every one percent of Dearness Allowance sanctioned to the employees of Government of India with effect from 01-01-2009.**

### **House Rent Allowance:**

**07.07.** The House Rent Allowance is sanctioned to Government employees to meet to a certain extent, the additional burden on employees by way of higher rents. It was first sanctioned in 1969 to Government employees and it has been extended from time to time. In 1975 apart from the large cities and towns a small amount was also given to those living in sub taluk, taluk and municipal towns. By the time the PRC 1978 was constituted, Hyderabad and four other major cities were classified into one group and the House Rent Allowance was fixed at the rate of 15% of the basic pay subject to a maximum of Rs.400/- per month. For employees working in medium / small towns including district headquarters towns, the HRA was fixed at 7.5% of the basic pay. For employees at other places an amount of Rs.5/- per month up to a basic of Rs.250 per month and at Rs.7/- per month from Rs.251-400 was allowed. The PRC 1978 reviewed the scheme and recommended an increase of Rs.5/- for those who are in receipt of Rs.5/- and Rs.13/- for those who were drawing Rs.7/- per month. By 1986, the HRA was being paid at 15% in all cities with a population of above 2 lakhs i.e., Hyderabad and 9 other towns. Employees at Tirupati were also declared eligible for receipt of Rs.15/- as a special case. In respect of other specified towns with a population 50,000 above and below 2 lakhs, HRA was fixed at 7.5% and in all other places it was at 4% of basic pay.

**07.08.** The 1986 PRC recommended increase of HRA to 20% for places where 15% was being paid and 10% in all other places. Accordingly orders were also issued.

**07.09.** Subsequently, the quantum of House Rent Allowance payable to Government employees in certain places was revised from 1<sup>st</sup> July 1986. In 14 District headquarters, the HRA was revised to 12.5% of basic pay and for other places it was fixed at 10% of basic pay. The 1993 PRC, who had

evolved DA merged pay scales by merging 83% of the D.A., recommended payment of HRA at 16% in 12 major towns including the twin cities, 10% in respect of 13 district headquarters and for the remaining places 8% of basic pay. All this was subject to a ceiling of Rs.1,000/- p.m. Government subsequently revised the percentage rates and also the ceiling limit w.e.f. 1.1.1994.

**07.10.** The criteria for assigning HRA all along was the population of the cities / towns. The PRC 1999 recommended 20% of basic pay for those employees who are residing in cities / towns where the population is 2 lakhs and above and for those employees who are residing in District Headquarters and other municipal towns other than the above cities, the HRA was fixed at 12.5% and in respect of other places the payment of HRA was fixed at 10% of basic pay. All of them were subject to a maximum of Rs.2,000 per month.

**07.11.** In G.O.Ms. No.456, Finance (PC-I) Department, dt.8.12.2005 Kamareddy and Tandur were also declared eligible for HRA at 12.5%. The PRC 2005 continued the pattern adopted by the PRC 1999 but had recommended enhancing the ceiling to Rs.3,000/- which was raised later to Rs.4,000/- per month by the O.M.C.

**07.12.** Subsequently, based on the declaration of the Hyderabad city as Greater Hyderabad Municipal Corporation and in consequence of the population having crossed more than 50 lakhs, the Government of India classified Hyderabad as A1 City. Government of Andhra Pradesh have also declared Hyderabad as A1 City and the employees working in Greater Hyderabad Municipal Corporation were made eligible for drawal of HRA at 30% of basic pay, subject to maximum of Rs.6,000/- vide G.O. (P) No.10, Finance (PC-I) Department, dt.17.1.2008. These rates of HRA are also extended to the places located within the periphery of 8 kms. The final details of Corporations, cities and towns which have been classified into four grades and the rates of HRA admissible to the employees thereon are as follows:

<b>Criteria</b>	<b>Rate of HRA</b>
Hyderabad and Secunderabad classified as A1 City.	30% of Basic Pay subject to a ceiling of Rs.6,000/- p.m.
<b>Visakhapatnam, Gajuwaka, Vijayawada, Warangal, Guntur, Rajahmundry, Nellore, Kakinada, Kurnool, Tirupati, Nizamabad, Eluru, Kadapa, Ananthapur, Karimnagar, Ramagundam.</b>	20% of Basic Pay subject to a ceiling of Rs.4000/- p.m.

Criteria	Rate of HRA
<p>Srikakulam, Vijayanagaram, Machilipatnam, Ongole, Chittoor, Ananthapur, Adilabad, Kareemnagar, Mahaboobnagar, Khammam, Sangareddy, Nalgonda.</p> <p>(With effect from 1-1-1992 (These towns were sanctioned originally from 01-09-1994 based on High Power Committee's recommendations. Subsequently basing on the High Court Judgment date of effect altered to 1-1-1992).</p> <p><b>Anakapalli, Tadepalligudem, Tanuku, Palakollu, Narsapuram, Gudivada, Tenali, Narasaraopeta, Chilakaluripeta, Bapatla, Mangalgi, Ponnur, Chirala, Kavali, Guduru, Madanapalli, Srikalahasti, Proddutur, Rayachoty, Guntakal, Hindupur, Dharmavaram, Tadipatri, Kadiri, Adoni, Nandyala, Yemmiganuru, Siddipet, Bodhan, Bellampalli, Mandamarri, Nirmal, Kagaznagar, Mahceriyal, Jagityal, Sirishilla, Kothagudem, Palavanha, Miryalaguda, Suryapet, Bheemavaram, Kamareddy and Tandur.</b></p>	<p>12.5% of basic pay, subject to a maximum ceiling of Rs.4000/- pm</p>
All other places	<i>10% of basic pay subject to a ceiling of Rs.4000/-</i>

**07.13.** Several associations including Joint Action Committee of the employees, Teachers and Workers have requested for payment of HRA at 30% of basic pay without any ceiling in all municipalities, villages included in Greater Hyderabad Municipal Corporation City / HMDA. They have also requested for HRA at 20% of basic pay without any ceiling for all District Headquarters and places within periphery of 15 KMs. For other places HRA at 12.5% basic pay without any ceiling has been requested. Different associations have requested for payment of HRA at different percentage rates, ranging from 10% to 30% of basic pay.

**07.14.** According to the orders issued by the Government of India based on the recommendations of 6<sup>th</sup> Central Pay Commission, the rates of HRA to their employees is based on the classification of the cities and towns on population criteria. According to these orders if population is more than

50 lakhs, the HRA is admissible at 30% of basic pay, 20% where population is between 5 and 50 lakhs and at 10% if it is below 5 lakhs.

**07.15.** If the above criteria is followed, only the employees working in the Greater Hyderabad Municipal Corporation will be entitled to 30% of the basic pay and in all other places it would be 10% except in Visakhapatnam, Vijayawada, Guntur and Warangal where the eligibility would be 20% of basic pay. **The Commission noticed that the system of classification of cities and towns in the A.P. State is liberal and any change of classification of cities and towns on par with classification made by Government of India will lead to a position disadvantageous to the employees.**

**07.16.** **The Commission, taking all factors into consideration, recommends that the existing classification of cities and towns as also the rates of allowance be retained for the purpose of admissibility of HRA. The existing ceiling of Rs.6000/- be enhanced to Rs.12000/- for Greater Hyderabad Municipal Corporation. For other places where ceiling is Rs.4000/-, the same is recommended to be enhanced to Rs.8000/- per month.**

**07.17.** The Commission also recommends that the existing rules with regard to the payment of HRA at the rates applicable to the places located within the periphery of 8 KMs for the towns / cities concerned be continued.

### **Classification of City/ Town for drawal of HRA:**

**07.18.** The Government of India sanctions House Rent Allowance based on classification of cities and towns on decennial population basis. But the PRC 1978 recommended the mid census population figures once in five years may be taken into consideration so as to include any town for eligibility to HRA if the population of such town exceeds 50000 instead of waiting for the decennial figures. Although he has recommended to take cognizance of mid census population figures he did not himself take into account the mid census population figures. The PRC 1986 also did not adopt the mid census figures of population. PRC 1993 did not favour adopting the mid census figures as it might lead to avoidable confusion. The 1999 PRC also agreed with the approach of PRC 1993. The PRC 2005 did not discuss the issue of adoption of mid census figures for purposes of declaring the town / city for drawal of HRA.

**07.19.** In fact, there are **no mid census population figures** as such but they are only **mid census estimates** which are based on projections and it is not correct to adopt the above figures for declaring a town or city for eligibility to draw HRA at higher rate. **The Commission recommends that**

**only decennial census figures should be taken into consideration for classification under the different categories for purposes of drawal of HRA.**

### **Additional HRA in lieu of Rent Free Accommodation:**

**07.20.** Government have been declaring certain posts in several departments which are eligible for rent free accommodation. This is because their presence is essential for the discharge of duties not only during normal office hours but also beyond those hours. At times the supervisory authorities are required to stay in the hospitals, projects, institutions etc., through out the day and night. But Government may not be in a position to provide accommodation on the premises or in the vicinity of the institution. Therefore, the Government officials are required to stay in a private accommodation near their place of duty. Government had declared various categories of employees who are entitled for rent free accommodation from time to time. If rent free accommodation is not provided, Government have been allowing Additional HRA to meet the additional cost.

**07.21.** At present the Government employees who are eligible for rent free accommodation are in receipt of 8% of their basic pay subject to a maximum of Rs.500/- per month with effect from 15.10.2005. These orders were issued based on the recommendations of the PRC 2005. The list of categories of posts eligible for Rent Free Accommodation specified in the Manual of Special Pay and Allowances is not being updated from time to time. The Commission is unable to get the comprehensive list of officers and staff who are eligible for rent free accommodation as of now inspite of best efforts. The Commission, therefore, recommends to take steps to update the list in Manual of Special Pays and Allowances.

**07.22.** The Commission, **recommends that in the context of increase in the house rents in various cities and towns and in order to meet the additional burden the existing rate of Additional HRA of 8% of basic pay subject to a maximum of Rs.500/- be continued at 8% of the basic pay subject to a maximum of Rs.1000/- per month.**

### **City Compensatory Allowance:**

**07.23.** City Compensatory Allowance is sanctioned to the employees to meet a portion of additional cost of living in addition to the Dearness Allowance and HRA for those employees who are residing in cities. The rationale behind CCA is that there is an additional cost of living which is not amenable for calculation like HRA and DA. It was first sanctioned to the employees in Hyderabad and Secunderabad in the year 1966 and then onwards the State Government have been following the pattern adopted by

the Government of India while sanctioning CCA to the State Government employees. In 1979, it was extended to the employees working in Visakhapatnam and in 1993 it was extended to the employees working in Vijayawada. The PRC 1986 recommended adoption of the 4<sup>th</sup> Central Pay Commission rates of CCA. The PRC 1993 recommended the same increase in the rates keeping in view the increase in the cost of living. Subsequently, the allowance was further extended to the employees working in the towns of Guntur, Rajahmundry and Warangal w.e.f. 1.9.1994. The PRC 1999 recommended sanctioning the rates of CCA as sanctioned by the Government of India based on the recommendations of the 5<sup>th</sup> Central Pay Revision. The PRC 2005 before whom several associations demanded linking the CCA to population and also to fix it as a percentage of salary without any upper limit has observed that the PRCs and Central Pay Commissions did not favour the linking of CCA with population and also did not agree for its sanction as percentage of salary without any limit.

**07.24.** The PRC 2005 recommended various rates of CCA for the employees working in twin cities, Visakhapatnam and Vijayawada, Guntur, Rajahmundry, Warangal and other Municipal Corporations. The One Man Committee 2008 has recommended revised rates of CCA for those employees who are working in the Greater Hyderabad Municipal Corporation.

**07.25.** Thus the existing position of CCA to the employees working in various Municipal Corporations is as indicated below.

Pay Range	<i>(in Rupees)</i>		
	Greater Hyderabad Municipal Corporation	Greater Visakhapatnam Municipal Corporation / Vijayawada	Other Municipal Corporations
Below Rs.4825	100	60	50
Rs.4825 to Rs.7769	150	80	60
Rs.7770 to Rs.10564	200	125	70
Rs.10565 and above	300	200	80

**07.26.** The Joint Action Committee of Employees, Teachers and Workers and other various associations have requested for sanction of Transport Allowance in lieu of CCA, which is existing in Central Government. The Telangana Government Drivers Centre Association has requested for 5% basic pay as CCA to those employees working in cities and 3% of the basic pay to those employees working in towns and district headquarters. The Employees Coordination Committee, Udyogakranti has requested for sanction of Transport Allowance in lieu of CCA.

**07.27.** The Sixth Pay Commission recommended abolition of CCA on the ground that their recommendations relating to HRA and Transport Allowance addresses the problem faced by employees in cities and large towns. We have elsewhere in this report discussed the rationale in not recommending the transport allowance. As regards, payment of CCA as a percentage of basic pay this was not followed by Government of India and also by State Government. Therefore the Commission does not see any reason to sanction CCA at percentage rates.

**07.28.** C.C.A. is admissible to employees who are working in twin cities (i.e.) Greater Hyderabad Municipal Corporation, Greater Municipal Corporation of Visakhapatnam, Vijayawada and in 13 Municipal Corporations at different rates.

**07.29.** We believe that CCA should be continued with enhanced rates. The Commission recommends that the existing rate of CCA be raised by 100% for those in the 1<sup>st</sup> and 2<sup>nd</sup> pay ranges and around 75% for others as indicated below.

The following table gives the revised rates for various pay ranges  
(in Rupees)

Pay Range	Greater Hyderabad Municipal Corporation	Greater Visakhapatnam Municipal Corporation and Vijayawada	Other Municipal Corporations
Pay Up to Rs. 8200/-	200	120	100
Pay above Rs.8200/- and up to Rs.13270/-	300	160	120
Pay above Rs.13270/- and up to Rs.18030/-	350	220	130
Pay above Rs.18030/-	525	350	140

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## **CHAPTER – VIII**

### **Special Pays**

**08.01.** FR 9(25) defines “Special Pay” as an addition in the nature of the pay, to the emoluments of a post or of a Government servant, granted inconsideration of -

- a) *the specially arduous nature of the duties; or*
- b) *a specific addition to the work or responsibility;*

**08.02.** As per ruling (8) of the Rulings under FR 9(25), the following principles are to be followed in the matter of granting special pay.

- a) *Special pay should be granted only when the conditions of Rule 9(25) strictly apply. It should not be given merely for the purpose of improving the prospects of a service or for the purpose of serving as a substitute for or an addition to, a selection grade pay.*
- b) *The posts in the ordinary time-scale of service will naturally vary in intensity and responsibility, but this is no ground ordinarily for granting special pays to the holders of the heavier charges. If owing to circumstances a junior officer has to hold one of the more responsible regular charges he is thereby given an opportunity of proving his fitness for higher posts.*
- c) *The placing of an officer on special duty does not necessarily mean that his work becomes specially arduous or so increased in quantity and responsibility to justify special pay. An officer’s posting is in the hands of Government and he has no right to refuse a post, which Government in the cause of the public service, allots him. This applies also to officers transferred by agreement between two Governments from one Government to another. A protest against a posting should be formally admitted only on the ground of loss of pay or prospects and even on these grounds Government is the final arbiter.*
- d) *A comparison between the circumstances of one officer and another or of one service and another should not be accepted necessarily as an argument for the grant or for the enhancement of special pay.*

**08.03.** *For certain regular posts it has been found convenient not to fix a specific rate of pay but to remunerate their holders in the form of grade pay plus special pay. The Government of India have observed that while the main principles set out above apply to such special pay, there are certain obvious differences between the circumstances of such posts and the class of posts to which frequent proposals to attach special pay arise.*

**08.04.** The key words in the definition of Special Pay are “arduous nature of duties” or “additionality” to the responsibilities or work. From the definition it is clear that all the posts in a particular category do not have duties which are arduous in nature. This is a mechanism to compensate persons who are required to perform duties in addition to the normal duties performed by their peer group and are required to face arduous nature of work in a particular post.

**08.05.** The primary purpose of sanctioning Special Pays is to create an inbuilt flexibility in deployment of Government personnel in various positions of different degrees of load of work, without creating different grades or additional posts for achieving the same result. The Special Pays, therefore, provide the Government a mechanism through which the employees working in certain posts of arduous nature are motivated through monetary compensation.

**08.06.** The Pay Revision Commission, 1986 reviewed the existing Special Pays and recommended the abolition of Special Pays sanctioned to posts above the level of Assistant Directors. The subsequent commissions by and large, continued the existing Special Pays duly modifying the quantum.

**08.07.** Several requests have been received from various categories of personnel for sanctioning fresh Special Pays and also to increase the existing rates of special pay. Most of the functions in the Government in almost all the Departments are projected as arduous in nature or having special circumstances that warrant sanction of Special Pay. Special pay once sanctioned has the tendency to remain permanent. As the pay scales are designed keeping in view the parities between various categories and several comparable categories have been evolved over a period of time, the employees are seeking more in the nature of special pay as the scope for getting separate scales or upgradation of scales is getting diminished.

**08.08.** This Commission tried its best to review the existing special pays. In the course of review it is noticed that in certain cases special pays were continued in addition to a host of incentives provided for inducing people to work in difficult areas. It is also observed that Training Incentives are available in the form of certain percentage of basic pay to some categories and at fixed rates of special pay to some other categories. There has been a

persistent demand from the ministerial staff belonging to Intelligence, C.I.D. and D.G.P. Office to grant them incentive on par with the staff in ACB.

**08.09.** This Commission also tried to rationalize the various special pays. Yet the Commission feels that it is desirable to have a detailed study of all the special pays and various types of allowances objectively and decide the need for their continuance or otherwise. The Pay Revision Commission does not have the mechanism to do that exercise and the commission, therefore, recommends to entrust the above exercise to a separate agency like Centre for Good Governance or any specialised agency as recommended by PRC 2005.

**08.10.** The Commission also noticed that the administrative departments are issuing orders granting various kinds of special pays/allowances/incentives. In this process there is scope, in certain cases of incentives/allowances/ special pays sanctioned by the administrative departments, escaping review by PRCs. It is therefore desirable that the Finance Department, being the nodal department for the regulation of pay and allowances, should issue all orders granting/revising the special pays/allowances/incentives etc. The Commission, therefore, recommends that the administrative departments may move the proposals and after obtaining final approvals pass them on to the Finance Department for issue of orders. There will thus be a centralized repository in the Finance Department which facilitates easy reference and periodical review.

**08.11.** We have recommended increase in rates where necessary. We have excluded certain categories from the list and included certain new categories. The Commission did not find any merit in respect of the claims of many categories of employees for special pay. Where no mention has been made they should be deemed to have been rejected.

**08.12.** Our examination has revealed that under the broad heading of special pays a number of unrelated allowances were clubbed resulting in avoidable confusion. We have therefore reviewed the orders and removed from this chapter (1) Anti Naxalite Squad Allowance, (2) Delhi allowance and (3) Double Lock Key Allowance and referred to them in the chapter on Allowances.

**08.13.** Our recommendations regarding special pays are contained under the following broad headings.

1. Special Pay for Peshi Staff in Peshis of CM, Ministers, Chief Secretary and Secretaries.
2. Special Pay in Vigilance and Enforcement Department.

3. Special Pay in Intelligence Department.
4. Special Pay in Anti Corruption Bureau.
5. Special pay in Farms run by Agriculture, Animal Husbandry, Fisheries, Horticulture & Sericulture Departments.
6. Special Pays to the Typists and Stenographers.
7. Special Pays to Teachers in Schools for the Handicapped.
8. Special Pays to Drivers/ Attenders driving vehicles.
9. Special Pay for Section Officers and others.
10. Special Pays for other categories in different Departments.
11. Special Pay for Training Institutes.

**1. Special Pays to the staff working in the Peshis of Chief Minister, Ministers, Chief Secretary and Secretaries to Govt. etc.:**

**08.14.** The existing Special Pays admissible to the staff working in the Peshis of Chief Minister, Ministers, Chief Secretary & Other Secretaries are recommended to be increased as shown against each. In the case of Private Secretaries to the Chairman and Members of A.P. Public Service Commission, Private Secretary to the State Election Commissioner, Personal Secretaries / Personal Assistants to Chief Information Officer, & Information Officers and P.S/P.A./Jamedar working in the Peshis of Presiding & Political Officers of Legislative Assembly & Legislative Council Special Pays are recommended now.

Sl. No.	Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
1.	Private Secretary in C.M's Office, Ministers & C.S's Office	350/- p.m.	400/- p.m.	
2.	Personal Assistant in C.M's office, Ministers Office & C.S's Office	325/- p.m.	375/- p.m.	
3.	Private Secretary to Spl.C.S./ Principal Secretary/Secretary/ Special Secretary	150/- p.m.	200/- p.m.	
4.	Junior Steno/Senior Steno/SC Steno working in the peshis of CM/ Ministers/ C.S/ Spl. C.S./ Principal. Secretary/ Secretary/ Special Secretary to Government. <b>(for one post only in each Peshi)</b>	150/- p.m.	200/- p.m.	
5.	Record Asst./Jamedar working in peshis of CM/ Ministers/ C.S/ Spl.C.S./ Principal Secretary / Secretary / Special Secretary/ Additional Secretary to Govt.	150/- p.m.	200/- p.m.	

Sl. No.	Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
6.	Office Sub-ordinate working in the Peshis of CM/Ministers/ C.S/ Spl.C.S./Principal Secretary/ Secretary/Special Secretary/ Additional Secretary to Govt.	125/- p.m.	175/- p.m.	
7.	Office Sub-ordinate working in the Peshis of Honourable Lok Ayukta & Upa Lok Ayukta and Registrar	125/- p.m.	175/- p.m.	
8.	Office Sub-ordinate working in the Peshis of Commissioner & Additional Commissioner of A.P.Bhavan, New Delhi.	125/- p.m.	175/- p.m.	
9.	P.S. to Governor	350/- p.m.	400/- p.m.	
10.	P.A. to Governor	325/- p.m.	375/- p.m.	
11.	Private Secretary/ S.C. Steno attached to Chief Commissioner, Land Administration	150/- p.m. (w.e.f. 10-8-06)	200/- p.m.	
12.	P.S./ S.C. Steno attached to Secretary to Chief Commissioner, Land Administration	150/-p.m. (w.e.f. 10-8-06)	200/- p.m.	
13.	Special Category Stenographer attached to Special Commissioner and Principal Secretary to Government of the office of the Chief Commissioner of Land Administration.	150/-p.m. (w.e.f. 27-9-08)	200/- p.m.	
14.	Private Secretaries to the Chairman and Members of A.P. Public Service Commission	---	400/- p.m.	On par with Private Secretary to Chief Secretary
15.	Private Secretary to the State Election Commissioner	---	400/- p.m.	
16.	Personal Secretaries to Chief Information Officer and Information Officers <b>(for one post only in each Peshi)</b>	---	400/- p.m.	On par with Private Secretary to Chief Secretary
17.	Personal Assistants to Chief information Officer and Information Officers <b>(for one post only in each Peshi)</b>	---	375/- p.m.	On par with Private Secretary to Chief Secretary
18.	Private Secretary to the Presiding & Political Officers of Legislative Assembly & Legislative Council	---	400/- p.m.	On par with Private Secretary to Minister

Sl. No.	Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
19.	Personal Assistant to the Presiding & Political Officers of Legislative Assembly & Legislative Council	---	375/- p.m.	On par with Personal Assistant to Minister
20.	Jamedar working in the Peshis of Presiding & Political Officers of Legislative Assembly & Legislative Council	---	200/- p.m.	On par with Jamedar in the peshi of Minister

Note: The following are the Presiding and Political Officers of Legislative Assembly & Legislative Council.

- (i) Speaker of the Legislative Assembly.
- (ii) Leader of the Opposition in the Legislative Assembly.
- (iii) Deputy Speaker of the Legislative Assembly.
- (iv) Government Chief Whip & Whips in the Legislative Assembly.
- (v) Chairman of the Legislative Council.
- (vi) Leader of the Opposition in the Legislative Council.
- (vii) Deputy Chairman of the Legislative Council.
- (viii) Government Chief Whip & Whips in the Legislative Council.

## **2. Special Pay, Additional HRA & Conveyance Allowance to the staff of Vigilance & Enforcement Department**

**08.15.** Government sanctioned special pay, Additional HRA & Conveyance allowance to the various categories of posts in Vigilance and Enforcement Department by equating them with the posts in Anti Corruption Bureau (vide G.O.Ms.No.432 G.A. (V & E) Department, Dt.13-08-86). Basing on the recommendations of PRCs, the rate of special pay to the staff of Anti Corruption Bureau has been increased from time to time. Thus the staff of Vigilance and Enforcement Department are drawing the special pay at the rates as applicable in Anti Corruption Bureau.

**08.16.** Since the staff of Anti Corruption Bureau are allowed 30% incentive by the Government from the year 2003, the special pay admissible to the staff of Anti Corruption Bureau is recommended to be discontinued elsewhere in this report.

**08.17.** It is reported that Vigilance and Enforcement Department meanwhile created several other categories in the department either by upgradation or by creation of new posts. The request is for sanction of special pay, additional HRA & Conveyance Allowance to these new posts.

**08.18.** The Vigilance & Enforcement Department requested to allow special pay to all the new categories. **The commission recommends the revised rates of special pay to all the categories of posts in this department keeping in view the existing rates of special pay for certain categories of posts and the scales of pay of the new categories of posts for which special pay is not admissible at present.** The details of posts and the revised rate of Special pay recommended are at Annexure.

**08.19.** A request has been received for the sanction of additional HRA for the staff of Vigilance and Enforcement Department. It may be noted that payment of additional HRA is admissible only to the specified categories of posts where rent free accommodation is to be provided. Since the orders to this effect were not produced we do not propose payment of additional HRA.

**08.20.** The further request is for sanction of conveyance allowance in Vigilance and Enforcement Department. Conveyance Allowance is sanctioned where TA and DA is not admissible as per rules. The Department is therefore advised to obtain orders of the Government prescribing the nature of conveyance to be maintained together with the jurisdiction to such of those persons who are expected to tour several places without the eligibility of TA and DA.

### Annexure

#### **Statement showing the rates of Special Pay recommended for the various categories of posts belonging to Vigilance & Enforcement Department**

Sl. No	Category	Existing Rate Rs. p.m.	Recommended Rate Rs. p.m.	Remarks
	<b>A. Head Office:</b>			
1.	Addl. Director (Engg) Chief Engineer -	-	450/-	
2.	Addl. Director (Rev) (Addl. Commissioner C.T)	-	450/-	
3.	Deputy Secretary to Govt. (N.C.)	-	425/-	
4.	Deputy Commissioner (C.T)	-	425/-	
5.	Special Grade Deputy Collector	-	425/-	
6.	Deputy Director (T.P)	-	400/-	
7.	Deputy Director (Engg) (Executive Engineer)	-	400/-	
8.	Asst. Secretary to Govt.	-	400/-	
9.	<u>Divisional Forest Officer</u> Asst. Conservator of Forests	-	375/-	

Sl. No	Category	Existing Rate Rs. p.m.	Recommended Rate Rs. p.m.	Remarks
10.	Deputy Supdt. of Police	325/-	375/-	
11.	Deputy Exe. Engineer	325/-	375/-	
12.	Commercial Tax Officer	-	375/-	
13.	Asst. Director (Mines & Geology)	-	300/-	
14.	Inspector of Police	250/-	300/-	
15.	Asst. Audit Officer (State Audit)	-	300/-	
16.	Mandal Development Officer	-	300/-	
17.	Asst. Registrar (Co.op)	-	300/-	
18.	Dy. Mandal Revenue Officer	-	200/-	
19.	Head Constable	100/-	150/-	
20.	Police Constable	65/-	100/-	
	<b>B. RV&amp;EO Units</b>			
1.	Regl. Vig. & Enf. Officer	375/-	425/-	
2.	Deputy Supdt. of Police	325/-	375/-	
3.	Deputy Exe. Engineer	-	375/-	
4.	Asst. Director (Agl) Agrl. Officer	-	300/-	
5.	Inspector of Police	250/-	300/-	
6.	Dy. Commercial Tax Officer	250/-	300/-	
7.	Tahsildar (Civil Supplies)	250/-	300/-	
8.	Asst. Geologist	-	300/-	
9.	Asst. Exe. Engineer	-	300/-	
10.	Mandal Development Officer	-	300/-	
11.	Forest Range Officer	250/-	300/-	
12.	Asst. Registrar (Co-op).	-	250/-	
13.	Sub Inspector of Police	200/-	250/-	
14.	Head Constable	100/-	150/-	
15.	Police Constable	65/-	100/-	

### 3. Special Pay to the staff of Intelligence Department

**08.21.** The Intelligence Department consists of the following four wings

- (1) General Intelligence,
- (2) Security Wing,
- (3) Special Intelligence Branch, and
- (4) Counter Intelligence Cell

**08.22.** The staff working in General Intelligence and Security wing are eligible for special pay at the rates specified in G.O.Ms.No.264 Fin (TA) Department dated:15-10-2005 based on the recommendations of PRC 2005. The staff belonging to Special Intelligence Branch are eligible for Special Allowance, Ration Allowance and Special Uniform grant on par with the staff belonging to “Grey hounds” wing. The recommendations relating to the

continuance of the special allowance to the staff of the Special Intelligence Branch and Counter Intelligence Cell Staff are made separately in this report. The recommendations relating to the continuance of the Ration Allowance and special uniform grant to the Special Intelligence Branch staff are also included in the recommendations relating to “Ration Allowance” and “Uniform Allowance / Uniform Maintenance Allowance” made in this report separately.

**08.23.** The Intelligence Department has requested for “Intelligence Allowance” to all the staff working in Intelligence and security wings at 30% of basic pay + DA, duly disallowing the special pay being allowed at present to some of the staff in view of the nature of duties being performed by them. It is stated that all the staff drafted for Anti Corruption Bureau are being allowed 30% of pay as incentive. **The Commission feels that the nature of work performed in Intelligence Department is different and is not comparable to the work performed in Anti Corruption Bureau. Two wings of the Intelligence Branch i.e., SIB and counter Intelligence are treated on a separate footing keeping in view the nature of the job performed by those wings. We propose to maintain that distinction and recommend that for the other two wings the special pay as now recommended may be extended.**

**Statement showing the Special Pay now admissible and amount recommended for the various categories belonging to Intelligence Department:**

Sl. No	Category	Existing amount Rs. p.m.	Recommended amount Rs. p.m.	Remarks
<b>A.</b>	<b>General Intelligence</b>			
i.	Superintendent of Police (NC)	450/-p.m.	500/- p.m.	
ii.	Addl. S.P.	425/-p.m.	475/- p.m.	
iii.	Admin. Officer	275/-p.m.	325/- p.m.	
iv.	Dy. S.P./A.C.P.	350/-p.m.	400/- p.m.	
v.	Inspector of Police	275/-p.m.	325/- p.m.	
vi.	Reserve Inspector	250/-p.m.	300/- p.m.	
vii.	Sub-Inspector of Police	230/-p.m.	280/- p.m.	
viii.	Reserve Sub-Inspector	225/-p.m.	275/- p.m.	
ix.	Asst. Sub-Inspector	200/-p.m.	250/- p.m.	
x.	Asst. Reserve Sub-Inspector	200/-p.m.	250/- p.m.	
xi.	Head Constable	100/p.m.	150/- p.m.	
xii.	Police Constable	65/-p.m.	100/- p.m.	

Sl. No	Category		Existing amount Rs. p.m.	Recommended amount Rs. p.m.	Remarks
	xiii.	Asst. Admn. Officer (Int.)	250/p.m.	300/- p.m.	
	xiv.	Manager	250/p.m.	300/- p.m.	
	xv.	Asst. Manager	200/-p.m.	250/- p.m.	
	xvi.	I.B. Assistant	150/p.m.	200/- p.m.	
	xvii	Asst. Photographer	50/-p.m.	100/- p.m.	
<b>B.</b>	<b>Security Wing</b>				
	i.	Addl.S.P.	425/- p.m.	475/- p.m.	
	ii.	Dy.S.P.	350/- p.m.	400/-p.m.	
	iii.	Inspector of Police	275/- p.m.	325/-p.m.	
	iv.	Sub-Inspector of Police	230/- p.m.	280/-p.m	
	v.	Head Constable	100/- p.m.	150/-p.m	
	vi.	Police Constable	65/- p.m.	100/-p.m	

#### 4. Special Pay / Incentive to the Staff of Anti Corruption Bureau

**08.24.** Based on the recommendation of P.R.C. 2005, orders were issued in G.O.Ms.No.264 Fin (TA) Dept., Dt.15-10-05, enhancing the rate of special pay to certain categories of staff working in Anti Corruption Bureau as detailed in the statement, WEF 15-10-05. This special pay was admissible earlier to PRC 2005 also. During the successive revision of scales of pay in 1993 & 1999, the rate of special pay was enhanced suitably based on the recommendations of P.R.Cs.

**08.25.** In G.O.Rt.No.2104 GA (Spl.C) Department, dt.09-05-2003, orders were issued sanctioning 30% of pay as incentive to all the staff of ACB for a period of one year from 09-05-2003. This was continued for another year from 9.5.2004 in G.O.Rt.No.2973 G.A.(Spl.C) Department, Dt.7-06-2004. Again in G.O.Rt.No.3507 G.A.(Spl.C) Department, dt.23-05-2005 it was continued for another one year beyond 9-5-2005. In G.O.Rt.No.4592 GA (Spl-C) Department, Dt.7-09-2006, it was ordered to be continued from 8-5-2006 to 31-3-2007. Finally in G.O.Rt.No.1383 G.A. (Spl-C) Department, dt.7-3-2008, it was continued for a period of 3 years from 1-4-2007 i.e. upto 31-03-2010. Therefore the sanction of 30% of pay as incentive **to all the staff of Anti Corruption Bureau** is in force now.

**08.26.** It is noticed, from the files leading to the issue of the G.Os. sanctioning 30% incentive to the entire staff in Anti Corruption Bureau, that the fact of existence of special pay to certain categories of posts, at the time of

consideration of 30% incentive was not taken into account since there was no discussion on this point in the files.

**08.27.** As all the staff of ACB are allowed 30% of basic pay as incentive, the commission, recommends the discontinuance of the special pay to those categories specified in G.O.Ms.No.264 Fin.(TA) Dept., Dt. 15-10-05. (Vide statement appended) It is obviously not the intention of the Government to sanction special pay as also the incentive allowance.

**08.28.** The Incentive of 30% to all the staff was allowed on the ground that the nature of duties in Anti Corruption Bureau are of specialised nature and a monetary incentive was needed to attract employees with proven record of integrity into the organisation. While this argument is valid for those who are drawn into the Bureau from the regular police establishment or from other organised services for limited period, in respect of staff recruited exclusively for the Anti Corruption Bureau there is hardly any justification for grant of incentive of this magnitude. There is need to maintain a distinction between those who are drawn on deputation to Anti Corruption Bureau from any service including police personnel and those posted permanently in the Anti Corruption Bureau. The Commission, however feels that staff belonging to the regular establishment of the Anti Corruption Bureau are also obliged to maintain strict confidentiality and also have to work with integrity, and are often called upon to perform arduous and unpleasant jobs. The commission, therefore, feels that it is desirable to provide some incentive to them also though not on par with the persons drafted from other departments.

**08.29.** **The commission recommends to continue the existing rate of 30% of Incentive to such of the employees drafted to Anti Corruption Bureau from other departments on deputation basis for a specific tenure, as long as they work in Anti Corruption Bureau. As earlier recommended they would not be eligible for special pay and should be discontinued forthwith. In respect of the employees recruited exclusively to work for the Anti Corruption Bureau the Commission recommends the payment of Incentive allowance of 10% of basic pay. We understand informally that all those working in Anti Corruption Bureau are presently drawn on deputation only. This distinction is being drawn specifically to address any contingencies that might arise during the currency of the recommendations of this commission.**

**Special Pay to be discontinued for those working in A.C.B.**

<b>Sl. No.</b>	<b>Category</b>	<b>Rate of Special Pay Rs.</b>
i.	Chief Legal Adviser	350/- p.m.
ii.	Addl.Chief Legal Adviser	350/- p.m.
iii.	Legal Adviser-cum-Spl. Public Prosecutor (A.P.P.Gr.I & II)	350/- p.m.
iv.	Government Counsel	350/- p.m.
v.	Addl. Govt. Counsel	350/- p.m.
vi.	Dy. Director (Addl. S.P. (Non-Cadre))	375/-p.m.
vii.	Deputy Director (Forests)	375/-p.m.
viii.	Deputy Director (Engg.) (Executive Engr. Cadre)	375/-p.m.
ix.	Dy. Director (Rev.)	375/-p.m.
x.	Dy. Director (C.T.)	375/-p.m.
xi.	Chartered Accountant/ Accounts Officer	375/-p.m.
xii.	Dy. Supdt. Of Police	325/-p.m.
xiii.	Dy. Executive Engineer	325/-p.m.
xiv.	A.D(Admin.) (formerly P.A. to Director General)	225/- p.m.
xv.	S.B.Manager	200/- p.m.
xvi.	Asst. Executive Engineer	275/- p.m.
xvii.	Inspector of Police	250/- p.m.
xviii.	S.B. Clerk	150/- p.m.
xix.	Draughtsman (Civil) Gr-I	Discontinued
xx.	Sub-Inspector of Police	200/- p.m.
xxi.	Asst. Sub-Inspector of Police	100/- p.m.
xxii.	Head Constable	100/- p.m.
xxiii.	Police Constable	65/- p.m.

**5. Special pay to the staff working in Farms**

**08.30.** The Staff working in the Farms belonging to Agriculture, Animal Husbandry, Fisheries & Horticulture Departments are now eligible for

the special pay at 5% of basic pay per month subject to the condition that the Farms are located outside 8 kms from the Municipal limits and where the staff also stay outside 8 kms from Municipal limits. **This Special Pay is recommended to be paid at 4% of basic pay subject to the maximum of Rs.1,000/- p.m. to the staff working in the Farms belonging to Agriculture, Animal Husbandry, Fisheries and Horticulture Departments. It is also recommended that the staff working in the Farms belonging to Sericulture Department may also be allowed special pay at the same percentage of the basic pay subject to a maximum of Rs.1,000/- p.m.**

**08.31.** It is further recommended that this special pay be paid subject to the condition that the Farms are located outside 8 kms from the Municipal limits.

#### **6. Special Pays to the Typists and Stenographers:**

**08.32.** Special pays are sanctioned by the Government to the employees working as Typists, Junior/Senior/Special category Stenographers, Personal Assistants, Private Secretaries to Chief Secretary / Special Chief Secretary/ Principal Secretary, Secretary to Government, Reporters of Legislature, Reporters of Shorthand Bureau of Police Intelligence Department and Court Masters of High Court of A.P./Lok-Ayukta/A.P.A.T. etc.,

The rates of Special Pay are recommended to be increased as shown below:

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
1.	<b>Typist (including Typists-cum-Assistants)</b>			
	i) Lower Grade in English	80/-p.m	110/- p.m	
	ii) Lower Grade in Telugu/Urdu	90/-p.m	120/- p.m	
	iii) Higher Grade in English	120/-p.m	150/- p.m.	
	iv) Higher Grade in Telugu/Urdu	130/-p.m	160/- p.m	
	v) Lower Grade in both English and Telugu / Urdu	150/-p.m	180/- p.m	
	vi) Lower Grade in Telugu/ Urdu plus Higher Grade in English or Lower Grade in English plus Higher Grade in Telugu/Urdu.	175/-p.m	200/- p.m	

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
	vii) Higher Grade in English plus Higher Grade in Telugu/Urdu.	180/- p.m	210/- p.m	
2.	<b>Stenographer:</b>			
	i) Lower Grade in English Shorthand	80/- p.m.	130/- p.m	<b>Stenographers who have both shorthand and Typewriting qualifications may be allowed special pays for both the qualifications in accordance with the rates prescribed.</b>
	ii) Lower Grade in Telugu /Urdu Shorthand	90/- p.m.	140/- p.m	
	iii) Higher Grade in English Shorthand	120/- p.m.	170/- p.m	
	iv) Higher Grade in Telugu/Urdu Shorthand	130/- p.m.	180/- p.m	
	v) Lower Grade in both Telugu/Urdu and English shorthand	150/- p.m.	200/- p.m	
	vi) Lower Grade in Telugu / Urdu Shorthand and Higher Grade in English Shorthand <b>or</b> Lower Grade in English Shorthand and Higher Grade in Telugu / Urdu Shorthand	150/- p.m.	200/- p.m	
	vii) Higher Grade in Shorthand in both Telugu/Urdu and English	175/- p.m.	225/- p.m	
	viii) High speed of 150 words per minute in English Shorthand	400/- p.m.	450/- p.m	<b>Persons drawing this special pay shall not be eligible for special pay of stenographer separately</b>
	ix) High speed of 180 words per minute in English Shorthand	450/-p.m.	500/- p.m	
	x) High Speed of 80 words per minute in Telugu Shorthand/ Urdu Shorthand	450/- p.m.	500/- p.m	

## **7. Special Pays to the Teachers working in Visually Handicapped and Hearing Handicapped Children**

**08.33.** Based on the recommendation of PRC 2005, orders were issued in G.O.Ms.No.264 Fin (TA) Dept., Dt.15-10-05, increasing the rates of special pay to the following categories of Teachers working in the Government Residential Schools for Hearing Handicapped and visually Handicapped children at the rates shown against each WEF 15-10-05.

- |       |  |                  |
|-------|--|------------------|
| (i)   | L.T. Assistants & Gr.I Language Pandits                | ...Rs.125/- p.m. |
| (ii)  | Secondary Grade Teachers                               | ...Rs.100/- p.m. |
| (iii) | Higher Elementary Grade Teachers<br>& Special Teachers | ...Rs. 65/- p.m. |

**08.34.** Based on the recommendation of O.M.C.2006, orders were issued in G.O.Ms.No.233 Fin. (TA) Dept., Dt.10-08-2006, sanctioning special pay to the following categories of Teachers also working in the Government Residential Schools for Hearing & Handicapped and Visually Handicapped children at the rates shown against each WEF 10-08-2006.

- |       |                          |                  |
|-------|--------------------------|------------------|
| (i)   | Principal                | ...Rs.150/- p.m. |
| (ii)  | Post Graduate Teacher    | ...Rs.125/- p.m. |
| (iii) | Trained Graduate Teacher | ...Rs.125/- p.m. |

**08.35.** The Anomalies Committee 2008 in its report recommended to extend the special pay to the teachers working in Aided Schools for Hearing Handicapped and Visually Handicapped at the same rates as applicable to the teachers working in Government Schools for Hearing Handicapped & Visually handicapped children. But, Government issued orders in G.O.Ms.No.288 Fin (TA) Dept., Dt.27-09-08 sanctioning different rates of special pay as shown below WEF 27-09-08.

- |       |   |                 |
|-------|---|-----------------|
| (i)   | Special Teachers (craft, PET & Music)           | ..Rs.200/- p.m. |
| (ii)  | Secondary Grade Teachers & Grade II<br>Pandits  | ..Rs.300/- p.m. |
| (iii) | L.T. Assts. (School Assts) & Grade I<br>Pandits | ..Rs.500/- p.m. |

**08.36.** It is noticed from the disposal leading to the issue of G.O.Ms.No.288 Fin (TA) Dept., Dt.27-09-08, that the rates of special pay sought by the petitioners was inadvertently mentioned as the recommendations of the Anomalies Committee 2008. The Anomalies Committee merely recommended extension of the benefit of special pay available to those Government Teachers to the Teachers working in aided institutions also. As such, the Teachers working in Aided Schools for Hearing Handicapped & Visually Handicapped children got an unintended

benefit of higher rates of special pay than the Teachers working in Government Schools.

**08.37.** The Teachers working in the Government Schools, represented to this commission to extend the rates of Special Pay sanctioned to the Teachers working in Aided Schools to them also.

**08.38.** As the Teachers working in Aided schools were allowed the unintended benefit, it is not correct to extend the same to the Teachers working in Government Schools. **The Commission, therefore, recommends the following uniform rates of Special Pay to the teachers working in both the Government Schools and Aided Schools for Hearing Handicapped & Visually Handicapped Children.**

(i)	<b>Principal</b>	<b>..Rs.300/-p.m.</b>
(ii)	<b>Post Graduate Teacher</b>	<b>..Rs.250/-p.m.</b>
(iii)	<b>Trained Graduate Teachers/L.T.Assts./ School Assts.&amp; Gr.I Languages Pandits</b>	<b>..Rs.250/-p.m.</b>
(iv)	<b>Secondary Grade Basic Training \</b> <b>Teachers &amp; Grade II Languages Pandits</b>	<b>..Rs.200/-p.m.</b>
(v)	<b>Higher Elementary Grade Teachers</b>	<b>..Rs.130/-p.m.</b>
(vi)	<b><u>Special Teachers:</u></b>	<b>..Rs.130/-p.m.</b>
	<b>a) Mobility Orientation Training Teacher (MOTT)</b>	
	<b>b) Craft Teacher</b>	
	<b>c) Music Teacher</b>	
	<b>d) Physical Education Teacher (PET)</b>	

**08.39.** The Commission also makes it clear that the Special Pay drawn by the staff in aided schools need not be protected as they will all draw the special pay now recommended from the date of issue of orders.

## **8. Special Pays to the Drivers etc**

### **a) Drivers**

**08.40.** The existing rate of special pay of Rs.275/- p.m admissible to the Drivers of all Government Vehicles is recommended to be enhanced to Rs.350/- p.m. This special pay is also payable to all the Drivers belonging to work charged Establishment working in all Engineering Departments of Irrigation / Projects / Roads & Building / Panchayat Raj / Public Health Municipal Engineering, and also to the Drivers of Tractors and other moving vehicles and to the regular operators of Road Rollers.

**08.41.** Taking into account the nature of work, this special pay at Rs.350/- p.m is also now recommended to be extended to the following categories of posts belonging to work charged establishment.

1. Assistant Drivers of Launches / Boats/ Steamers.
2. Road roller operators.
3. Launch Drivers.

**08.42.** The request for reckoning Special pay as pay for purpose of calculation of D.A. & H.R.A. and the other request to grant Motor Cycle allowance to Drivers does not merit any consideration.

**08.43.** The Drivers Association also represented that special pay now admissible to them is not being paid for the period when the vehicles are under repair. It is seen from the instructions issued by the Govt. in Irrigation & CAD Dept., in G.M.No.14481/ Ser-V-2/2008-1, Dt:22-10-2003, that the special pay to the Drivers is payable as per the eligibility notwithstanding the fact that the vehicle is found not road worthy temporarily due to repairs subject to the condition that the Drivers attend the office during the said period. In view of the above instructions Special pay has to be paid to the Drivers during the period covered by the repairs of the vehicle. The Commission therefore reiterates the instructions contained in the aforesaid G.M. Dt: 22-10-2003.

#### **b) Attenders driving Vehicles**

**08.44.** The existing special pay of the Rs.150/-p.m. sanctioned in G.O.Ms.No.278 Fin.(TA) Department, dt.15-10-05, to the Office subordinates (Attenders) who are required to perform the duties of Drivers, is recommended to be increased to Rs.225/- p.m. If the period is less than a month, the amount of Special pay shall be proportionate. The certificate prescribed in G.O.Ms.No.278 Fin.(TA) Department, Dt.15-10-05 may be continued to be prescribed.

### **9. Special Pay to the Section Officers and others**

**08.45.** The existing rate of special pay of Rs.275/- p.m. admissible to the Section Officers working in Secretariat is recommended to be enhanced to Rs.325/- p.m. This special pay is also payable to the following categories at the same rate of Rs.325/- p.m.

1. Section officers working in Legislature Secretariat.
2. Section officers working in Raj Bhavan Secretariat.

3. A.P. High Court.

- i) P.Ss to the Hon'ble Judges,
- ii) Court Masters,
- iii) Section Officers,
- iv) Court Officers,
- v) Scrutiny Officers,
- vi) Accounts Officers, and
- vii) P.Ss to Registrar.

4. A.P. Administrative Tribunal

- i) Court Masters,
- ii) Section Officers,
- iii) Court Officers,
- iv) Scrutiny Officers, and
- v) Personal Assistants to the Hon'ble Chairman and members.

5. Institution of Lok Ayukta & Upa Lokayukta

- i) Section Officers,
- ii) Accounts Officer, and
- iii) Personal Assistants.

6. Special Court under A.P. land Grabbing (Prohibition) Act:

- i) Section Officers,
- ii) Court Masters,
- iii) Court Officers,
- iv) P.S. to Chairman,
- v) P.A. to Chairman, and
- vi) Assistant Accounts Officer.

**10. Special Pays to the various categories of posts in several Departments**

**08.46.** There are a large number of Departments where some of the Officer / Staff are eligible for special pay. While we have dealt with a few individual categories/ Departments separately, in this section we have incorporated the special pay of different categories of employees spread over a large number of Departments as indicated in the statement given below:

### Special Pays to the various categories of posts in several Departments

Sl. No.	Department & Category	Existing amount Rs.	Recommended amount Rs.	Remarks
<b>1</b>	<b>Advocate General Office</b>			
	P.S. to Advocate General	150/- p.m	200/- p.m	
<b>2</b>	<b>Agriculture Department</b>			
	i.	P.A. to Commissioner	125/-p.m. (For Officer posted from Revenue Dept. on tenure basis. The Departmental officers are not eligible for this).	150/- p.m. (For Officer posted from Revenue Dept. on tenure basis. The Departmental officers are not eligible for this).
	ii.	Compositor	80/- p.m. for all Compositors	100/- p.m
	iii.	Agri. Extension Officer (Sub-Assistants working in Soil Conservation Scheme)	100/- p.m. for the existing and future Entrants	125/- p.m
<b>3</b>	<b>Animal Husbandry Department</b>			
		Sweeper-cum-Post Mortem Attendant/ Post Mortem Attendant	125/- p.m.	150/- p.m
<b>4</b>	<b>Common Categories</b>			
	i.	Telephone Operator	100/- p.m.	125/- p.m
	ii.	Cycle Orderly	60/- p.m.	75/- p.m
	iii.	Motor Cycle Messenger	60/- p.m.	75/- p.m

Sl. No.	Department & Category	Existing amount Rs.	Recommended amount Rs.	Remarks
	iv. Office Sub-ordinate s who attend to Roneo work where there are no posts of Roneo Operator	60/- p.m. (Not more than one Attender in office shall be allowed this Special Pay).	75/- p.m. (Not more than one Office Sub-ordinate in office shall be allowed this Special Pay).	
	v) Shroff and Cashier and other Ministerial personnel in the pay scale of Rs.10900-31550 (2008 Pay scale) and below who handle cash and who have furnished cash security or Fidelity Bond.	(a)80/- p.m. (if the average monthly cash disbursed is above Rs.10,000 but less than Rs. 2,00,000/-)	(a)100/-p.m (if the average monthly cash disbursed is above Rs.10,000 but less than Rs. 2,00,000/-)	
(b) 115/-p.m (If the average monthly cash disbursed is above Rs.2.00 Lakhs but less than Rs.10.00 Lakhs)		(b)Rs.140/- p.m (If the average monthly cash disbursed is above Rs.2.00 Lakhs but less than Rs.10.00 Lakhs)		
(c) Rs.150/- p.m. (if the average monthly cash disbursed is Rs.10 lakhs and above)		(c)Rs.175/- p.m. (if the average monthly cash disbursed is Rs.10 lakhs and above)		
<b>5</b>	<b>Intermediate Education</b>			
	Principals of Govt. junior Colleges with attached High Schools	225/-p.m.	-	As there are no such colleges with attached high schools now this is discontinued
<b>6</b>	<b>School Education</b>			
	i. Headmasters of Primary Schools	60/- p.m.	75/- p.m.	

Sl. No.	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	ii.	Headmasters of Upper Primary Schools	75/- p.m.	100/- p.m.	
	iii.	Language Pandits Gr.II/ S.G.B.T. Teachers (for handling High School)	75/- p.m.	100/- p.m.	
	iv.	Headmasters in Single Teacher Schools	40/- p.m.	50/- p.m.	
<b>7</b>	<b>Endowments Department</b>				
		Goldsmith	100/- p.m.	125/- p.m.	
<b>8</b>	<b>Forest Department</b>				
	i.	Asst. Conservator of Forest and Dy. Conservator of Forest	250/-p.m. (for those working in D.F.O. flying Squad division).	300/- p.m. (for those working in D.F.O. flying Squad division).	
	ii.	Head Animal Keeper	100/- p.m.	150/- p.m.	
	iii.	Animal Keeper	75/- p.m.	100/- p.m.	
	iv.	Mahavat	100/- p.m.	150/- p.m.	
	v.	Keeper (Lion)	100/- p.m.	150/- p.m.	
	vi	Booking Clerk at Nehru Zoological Park, Hyd.	65/- p.m.	75/- p.m.	
<b>9</b>	<b>Government Pleaders' Office</b>				
		Administrator	350/- p.m	400/- p.m.	
<b>10</b>	<b>Institution of Lok Ayukta &amp; Upa Lok Ayukta</b>				
	i.	Roneo Operator	65/- p.m.	75/- p.m.	

Sl. No.	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	ii.	Jamedar	150/- p.m.	175/- p.m.	
<b>11</b>	<b>Legislature Secretariat</b>				
	i.	Secretary	700/- p.m.	750/- p.m.	
	ii	Special Secretary	Nil	750/- p.m.	On Par with Secretary
	iii	Estate Officer	275/-p.m.	300/-p.m.	
	iv	Watchman	Nil	100/-p.m.	On Par with Chowkidar of Secretariat
<b>12</b>	<b>AYUSH (formerly Indian Medicine &amp; Homeopathy) Department</b>				
	i.	Principals of Ayur, Unani & Homeo Medical Colleges	275/-p.m.	325/- p.m.	
	ii.	Superintendent of Teaching Hospitals (Ayur, Unani & Homeo)	275/-p.m.	325/- p.m.	
	iii.	Lecturer P.G. (Ayur, Unani)	275/-p.m.	325/- p.m.	
	iv.	Medical Officers posted as Lecturers in Ayurveda, Unani and Homeo Medical colleges with Post Graduate Degree Qualification.	200/-p.m.	250/- p.m.	

Sl. No	Department & Category	Existing amount Rs.	Recommended amount Rs.	Remarks	
	v.	<b>Under Graduation:</b>			
		(a) Asst. Professor with P.G.	275/- p.m. (subject to possessing P.G. qualification)	325/- p.m.	
		(b) Professor with P.G.	275/- p.m. (subject to possessing P.G. qualification)	325/- p.m.	
	vi.	<b>Post Graduation:</b>			
		(a) Technical Asst. with P.G	200/- p.m. (subject to possessing P.G. qualification)	250/- p.m.	
		(b) Reader with P.G.	275/- p.m. (subject to possessing P.G. qualification)	325/- p.m.	
		(c) Professor with P.G.	275/- p.m. (subject to possessing P.G. Qualification)	325/- p.m.	
	vii.	Compounders (Ayurveda, Unani & Homeo)	60/- p.m.	75/- p.m.	
	viii.	Sweeper-cum-Post Mortem Attendant/Post Mortem Attendant	125/- p.m.	150/- p.m.	
	ix.	Compounder (Ayurveda, Unani posted in Pharmacy Manufacturing units)	100/- p.m.	125/- p.m.	

Sl No.	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
<b>13</b>	<b>Insurance Medical Services</b>				
		Special Grade Civil Surgeon	a) 200/-p.m. (Supdt. ESI Hospital, Sanath Nagar)	a) 250/-p.m (Supdt. ESI Hospital, Sanath Nagar)	
			b) 150/- p.m. (Superintendents of other Hospitals of less than 100 Beds)	b) 175/- p.m. (Superintendents of other Hospitals of less than 100 Beds)	
<b>14</b>	<b>Medical Education Department</b>				
	i.	Superintendents of Teaching Hospitals	500/- p.m.		Since the Doctors working in the teaching institutions are allowed UGC Scales of pay the Special Pays are recommended to be discontinued.
	ii.	Principal of Dental College of Hyderabad	500/- p.m.		
	iii.	Superintendent, Nilofur Hospital	500/- p.m.		
	iv.	Superintendent, Mental Hospital	500/- p.m.		
	v.	Civil Asst. Surgeons holding the post of Anaesthetist in Teaching Hospitals	300/-p.m.		
	vi.	Principals of Medical Colleges	500/- p.m.		
	vii.	Professor in Medical Colleges who attends to work in a Teaching Hospital as Civil Surgeon	500/- p.m.		

Sl. No	Department & Category	Existing amount Rs.	Recommended amount Rs.	Remarks
	viii. Civil Asst. Surgeon/ Dy. Civil Surgeon/ Dy. Surgeon employed as Asst. Professor / Lecturer / Tutor in Medical Colleges.	i) 500/- p.m. for those with M.Ch./DM qualifications in the subject concerned ii) 450/- p.m. for those with Post Graduate Degree in the subject concerned. Iii) 400/- p.m. for those with P.G. Diploma qualification in the subject concerned. iv) 275/- p.m. for others.		
	ix Professors working in Non-Clinical Department	Rs.400/-p.m. w.e.f. 1-11-2001		
	x. Lady Medical Officer / Health Officer	275/- p.m.	325/- p.m.	
	xi Sweeper-cum- Postmortem attendant / Post Mortem Attendant	125/- p.m.	150/- p.m.	
<b>15</b>	<b>National Cadet Corps (Accounts Branch)</b>			
	i. Junior Accounts Officer (formerly Superintendent)	100/- p.m.	125/- p.m.	
	ii. Senior Accountant (formerly Senior Assistant)	75/- p.m.	100/- p.m.	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	iii.	Junior Accountant (formerly Junior Assistant)	65/- p.m.	75/- p.m.	
<b>16</b>	<b>Police Department (other than the specific wings detailed below).</b>				
<b>A.</b>	i.	Director (FSL)	425/- p.m.	475/- p.m.	
	ii.	Store Keeper	275/- p.m.	300/- p.m.	
	iii.	Asst. Admn. Officer	275/- p.m.	300/- p.m.	
	iv.	Manager	275/- p.m.	300/- p.m.	
	v.	Chief Drill Instructor/ Chief Law Instructor	275/- p.m.	300/- p.m.	
	vi.	Asst. Chief Drill Instructor (RSI)/Asst. Law Instructor	200/- p.m.	250/- p.m.	
	vii.	Sub-Inspector (Draughtsman)	65/- p.m.	75/- p.m.	
	viii	Band Master (ARSI)	125/- p.m.	150/- p.m.	
	ix.	Asst. Drill Instructor	100/- p.m.	125/- p.m.	
	x.	Head Constable (Fitter Electrician)	50/- p.m.	75/- p.m.	
	xi.	Head Constable (Carpenter)	50/- p.m.	75/- p.m.	
	xii.	Head Constable (Painter)	50/- p.m.	75/- p.m.	
	xiii	Head Constable (Blacksmith)	50/- p.m.	75/- p.m.	
	xiv	Head Constable (Driver) (who drive four wheeler etc.,)	200/- p.m (**)	250/- p.m. (**)	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	xv.	Police Constable (Driver) (who drive four wheeler etc.,)	200/- p.m. (**)	250/- p.m. (**)	
	xvi	Head Constable (Driver) (Who drive Motor Cycles etc.,)	65/- p.m. (**)	75/- p.m. (**)	
	xvii	Police Constable (Driver) (who drive Motor Cycles etc.)	65/-p.m. (**)	75/- p.m. (**)	
	xviii	Photographer (Rs.10900-31550)	100/- p.m.	125/- p.m.	
<p>** Payment of this special pay will be restricted to the cadre strength of Head Constable / Police Constable Drivers in all the wings of the Police Department sanctioned by the Government. Any Other Allowance/ Spl. Pay now being allowed for driving vehicles stands discontinued.</p>					
	xi x	E.D.P. Manager (DSP) (Sri A.Mohan Krishna)	100/-p.m.	--	It is reported that he retired from ser-vice. Hence it is to be deleted
<b>B. City Police</b>					
	i.	Addl. S.P.	250/- p.m.	300/- p.m.	
	ii.	Commandant, A.P.S.P.	250/- p.m.	300/- p.m.	
<b>C. Police Recruiting School</b>					
	i.	Vice-Principal (PRS) Amberpet, Hyderabad and Vizianagaram	375/- p.m.	As per G.O.Ms.No.262 Home (Police- B) Department dated 26-06-1993 orders were issued changing the name of Police Recruit School as Police Training College. Separate recommendation is made for police training colleges. Hence no recommendation is made.	
	ii.	Dy.S.P./A.C.P.	300/- p.m.		
	iii	Medical Officer	300/- p.m.		
	iv.	Inspector of Police	225/- p.m.		

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	v.	Reserve Inspector	225/- p.m.		As per G.O.Ms.No.262 Home (Police- B) Department dated 26-06-1993 orders were issued changing the name of Police Recruit School as Police Training College. Separate recommendation is made for police training colleges. Hence no recommendation is made.
	vi.	Sub-Inspector	200/- p.m.		
	vii.	Reserve Sub-Inspector	200/- p.m.		
	viii.	Head Constable	100/- p.m.		
	ix.	Police Constable	100/- p.m.		
<b>D.</b>	<b>C.I.D.</b>				
	i.	Addl.S.P.	375/- p.m.	425/- p.m.	
	ii.	Dy.S.P./A.C.P.	325/- p.m.	375/- p.m.	
	iii.	Inspector of Police	250/- p.m.	300/- p.m.	
	iv.	Sub-Inspector	225/- p.m.	275/- p.m.	
	v.	Head Constable	100/- p.m.	125/- p.m.	
	vi.	Police Constable	65/- p.m.	75/- p.m.	
<b>E.</b>	<b>Police Transport Organisation:</b>				
	i.	Inspector of Police	160/- p.m.	200/- p.m.	
	ii.	Sub-Inspector	125/- p.m.	150/- p.m.	
	iii.	Head Constable	45/- p.m.	60/- p.m.	
	iv.	Police Constable	45/- p.m.	60/- p.m.	
	v.	Police Constable	275/- p.m. **	350/- p.m. **	
	vi.	Head Constable	275/- p.m.**	350/- p.m. **	
**	<b>who are actually discharging the duties of Driver of Police Department</b>				

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
<b>F.</b>	<b>Police Communications</b>				
	i.	Inspector of Police	200/- p.m.	250/- p.m.	
	ii.	Sub-Inspector	200/- p.m.	250/- p.m.	
	iii.	Asst. Sub-Inspector	145/- p.m.	175/- p.m.	
	iv.	Head Constable	120/- p.m.	150/- p.m.	
	v.	Police Constable	75/- p.m.	100/- p.m.	
<b>G.</b>	<b>Finger Print Bureau</b>				
	i.	Inspector of Police	135/- p.m.	160/- p.m.	
	ii.	Sub-Inspector	120/- p.m.	150/- p.m.	
	iii.	Asst. Sub-Inspector	65/- p.m.	75/- p.m.	
<b>H.</b>	<b>DSB, DCB, RDSB, RDCB, City S.B., City C.B.</b>				
	i.	Inspector of Police	225/- p.m.	275/- p.m.	
	ii.	Sub-Inspector	160/- p.m.	180/- p.m.	
	iii.	Asst. Sub-Inspector	100/- p.m.	125/- p.m.	
	iv.	Head Constable	100/- p.m.	125/- p.m.	
	v.	Police Constable	65/- p.m.	75/- p.m.	
<b>17</b>	<b>Ports Department</b>				
	i.	Director	250/- p.m.	300/- p.m.	
	ii.	Port Officer	225/- p.m.	275/- p.m.	
	iii.	Port Conservator	100/- p.m.	125/- p.m.	
	iv.	Asst. Port Conservator/ Wharf Supervisor	100/- p.m.	125/- p.m.	
	v.	Sarang	150/-p.m. (w.e.f. 10-08-06)	200/- p.m.	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	vi.	Operator – Grade II	275/- p.m.	325/- p.m.	
	vii.	Oilman (Fireman)	125/- p.m.	150/- p.m.	
	viii.	Lascar	125/- p.m.	150/- p.m.	
	ix.	Mazdoor	125/- p.m.	150/- p.m.	
<b>18</b>	<b>Printing, Stationery &amp; Stores Purchase Dept.</b>				
	i.	Manager (works) (formerly Asst. Director (Tech.))	200/- p.m.	250/- p.m.	
	ii.	Typographer (formerly Tracer-cum-Artist)	125/- p.m.	150/- p.m.	
	iii.	Dy. Director, Kurnool	225/- p.m.	275/- p.m.	
	iv.	Compositor	75/- p.m.	100/- p.m.	
<b>19</b>	<b>Protocol Department (Formerly Government House Department)</b>				
	i.	Additional Director of Protocol (formerly Addl.)	300/- p.m.	350/- p.m.	
	ii.	Deputy Director of Protocol (formerly Deputy Comptroller)	200/- p.m.	250/- p.m.	
	iii.	Asst. Director of Protocol (formerly Asst. Comptroller)	150/- p.m.	200/- p.m.	
	iv.	Protocol Officers	-	350/- p.m.	
	v.	Manager, Catering CM's Annexe	150/- p.m.	-	Post is not in existence
	vi.	Butlers	-	100/- p.m.	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
20	<b>A.P. Engineering Research Labs</b>				
	i.	Director	500/- p.m.	500/- p.m.	Increases are not recommended since the existing amounts are found to be adequate
	ii.	Joint Director	425/- p.m.	425/- p.m.	
	iii.	Dy. Director	325/- p.m.	325/- p.m.	
	iv.	Research Officer	325/- p.m.	325/- p.m.	
	v.	Asst. Research Officer/ Standard Officers	250/- p.m.	250/- p.m.	
	vi.	Research Assistant/ Observer/ Mechanical Supervisor	200/- p.m.	200/- p.m.	
	vii.	Work Supervisor (Computer)	200/- p.m.	200/- p.m.	
	viii.	Supervisor (Computer)	200/- p.m.	200/- p.m.	
	ix.	Computer	200/- p.m.	200/- p.m.	
	x.	Assistant Computer	100/- p.m.	100/- p.m.	
	xi.	Draughtsman Grade-I	125/- p.m. (w.e.f 10-8-06)	125/- p.m.	
	xii.	Draughtsman Grade-II	125/- p.m. (w.e.f 10-8-06)	125/- p.m.	
21	<b>Engineering Departments (Irrigation &amp; Command Area Development Dept. etc. Designs, Research &amp; Investigation Wings)</b>				
	i.	Superintending Engineer	425/- p.m.	600/- p.m.	
	ii.	Reception Engineer (Srisailam Project)	425/- p.m. (as personal to the existing incumbent)	450/- p.m. (as personal to the existing incumbent)	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	iii.	Executive Engineer	325/- p.m.	500/- p.m.	
	iv.	Dy. Executive Engineer	250/- p.m.	350/- p.m.	
	v.	Asst. Executive Engineer/Asst. Engineer	200/- p.m.	300/- p.m.	
	vi.	Overseer/Draught sman	125/- p.m.	200/- p.m.	
	vii.	Store Keeper Gr.I	150/- p.m.	200/- p.m.	<b>Only to those who are in-charge of Engineering material of Engineering Stores</b>
	viii.	Store Keeper Gr.II	125/- p.m.	175/- p.m.	
	ix.	Store Keeper Gr.III	100/- p.m.	150/- p.m.	
<b>22</b>	<b>Rajbhavan</b>				
	i.	Jamedar	140/- p.m.	175/-p.m.	
	ii.	Daffedar	-	175/-p.m.	on par with Jamedar
	iii.	Office Sub-ordinate	125/- p.m.	150/-p.m.	
	iv.	Garage Supervisor	-	100/-p.m.	on par with Head Driver of Secretariat G.A. Dept.
<b>23</b>	<b>Resident Commissioner, Government of A.P., New Delhi</b>				
		(i) Assistant Commissioner	--	350/- p.m.	
		(ii) L.A.O.	--	350/- p.m.	
		(iii) Protocol Officer	--	350/- p.m.	
		(iv) Assistant Liaison Officer	--	250/- p.m.	
		(v) Assistant Reception Officer	--	250/- p.m.	
		(vi) Lift Operator * on par with Lift Operator in Secretariat	75/- p.m.	*100/- p.m.	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
<b>24</b>	<b>Chief Commissioner Land Administration</b>				
	i.	M.R.O	200/- P.M. (Only for M.R.Os discharging the duties of Executive Magistrates)	300/- p.m. (Only for M.R.Os discharging the duties of Executive Magistrates)	
	ii.	Roneo Operator	75/- p.m.	100/- p.m.	
<b>25</b>	<b>Commercial Taxes Department</b>				
	i.	Joint Commissioner (Enforcement)	400/- p.m.	450/- p.m.	
	ii.	Joint Commissioner (Legal)	400/- p.m.	450/- p.m.	
	iii.	State Representative before Sales Tax Appellate Tribunal	400/- p.m.	450/- p.m.	
	iv.	Dy. Commissioner (Legal)	400/- p.m.	450/- p.m.	
	v.	Asst. Commissioner (Services/ Legal)	125/- p.m.	150/- p.m.	
<b>26</b>	<b>Registration &amp; Stamps Department</b>				
	i.	Sub-Registrar Gr.I (Working as Superintendent in I.G. Office and D.I.G's Office)	100/- p.m.	125/- p.m.	
	ii.	Sub-Registrar Gr.II (Working as Superintendent in I.G's Office)	75/- p.m.	100/- p.m.	

Sl. No	Department & Category	Existing amount Rs.	Recommended amount Rs.	Remarks	
27	<b>Secretariat</b>				
	i.	Dy. Secretary/ Joint Secretary/ Addl. Secretary(AIS)	300/- p.m (one post only)	400/- p.m. (one post only)	
	ii.	Asst. Secretary to Govt. (AIS) GAD	250/- p.m.	300/- p.m.	
	iii.	Dy. Director (RES) (E.F.E.S. &T. Dept.)	275/- p.m.	325/- p.m.	
	iv.	Roneo Operator	75/- p.m.	100/- p.m.	
	v.	Chowkidars	75/- p.m.	100/- p.m.	
	vi.	Asst. Section Officer (Caretaker), Finance Dept.	65/- p.m.	90/- p.m.	
	vii.	Asst. Section Officer (Caretaker), Industries & Commerce Dept.	65/- p.m.	90/- p.m.	
	viii.	Supervisory Driver (Finance Dept.,)	55/- p.m.	100/- p.m.	
	ix.	Head Driver, G.A. Department	55/- p.m.	100/- p.m.	
	x.	Asst. Section Officer (SC Section)	175/- p.m	200/- p.m.	
	xi	Section Officer (SC)	300/- p.m.	350/- p.m.	
	xii.	Section Officer(SC) G.A.D. incharge of Cipher	125/- p.m.	150/- p.m.	-

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	xiii	Two Asst. Section Officers who assist the Section Officer, GAD (SC) in-charge Of Cipher	90/- p.m.	120/- p.m.	
	xiv	Lift Operator	75/- p.m.	100/- p.m.	
	xv.	Record Assistant (Working in Genl. Admn. (Spl.A/Spl.B) Dept	50/- p.m. (To be continued to the existing incumbent as sanctioned in G.O. Ms.661, Dt. 14.10.80.)	75/- p.m. (To be continued to the existing incumbent)	
	xvi	Typist (working in S.C. Sections of Genl. Admn. Dept. & Home	65/- p.m.	75/- p.m.	
	xvii	Lift Operator (Sri V.V.Satyanarayana Murthy, G.A.D.)	125/- p.m. (Personal to incumbent)	-	It is reported that he retired from the service. Hence it is to be deleted.
<b>28</b>	<b>Text Book Press</b>				
		Compositor	75/- p.m. for all	100/- p.m.	
<b>29</b>	<b>Translation &amp; Other Departments</b>				
	i.	Senior Translators/ Translators (Law Dept.)	125/- p.m. (For those who are Sr. Translator/ Translators (Law) in the scale of Rs.7200-16925 and above)	150/- p.m. (For those who are Sr. Translators/ Translators (Law) in the scale of Rs.14860-39540 and above)	

Sl. No	Department & Category		Existing amount Rs.	Recommended amount Rs.	Remarks
	ii.	Junior Translators, Assistant Translator	90/-p.m. (For those who are Jr. Translator/ Asst. Translator in the scale below Rs.7200-16925)	120/- p.m. (For those who are Jr. Translator/ Asst. Translator in the scale below Rs. 14860-39540)	
<b>30</b>	<b>Municipal Corporation of Hyderabad</b>				
	i.	Compositor	75/- p.m. for all	100/- p.m.	

### 11. Training Incentive / Special Pay to the Staff working in Training Institutes

**08.47.** With a view to attracting talented persons as Faculty members in the Training Institutes, Government used to sanction Training Incentive / Special Pay, so that the quality of training would be of high standard and the trainees, after undergoing the Training, would be able to discharge their duties efficiently. In some cases, fixed amounts were sanctioned as special pay (vide G.O.Ms.No.264 Fin. (TA) Dept., dt.15-10-05) while in other cases Training Incentive was sanctioned as a percentage of Basic Pay (vide GO.Ms.No.227 GA (AR&T.III) Department, 4-7-2000 & G.O.Ms.No.339, Fin.(TA) Dept., Dt.3-11-2005).

**08.48.** It is noticed that the faculty members deputed to work in Dr.M.Channa Reddy Human Resources Development Institute from other Departments are eligible for Training Incentive at 15% of basic pay, while the faculty members & other staff borne on the establishment of the Institute are not allowed any incentive. In the case of A.P. Police Academy, Training Incentive is allowed at 20% of basic pay to the faculty members and at 10% of basic pay to other than faculty members irrespective of whether the faculty members or others are drafted on deputation or were recruited exclusively for the Institute. Similar is the case with the Police Training Colleges in the State. It is also observed that while some categories of Police Training College, Ananthapur, are eligible for Training Incentive at 15% of basic pay some other categories in the same college are allowed special pay at fixed rates. It is further noticed that the staff belonging to the Departments of Panchayat Raj & Rural Development, Prohibition & Excise, Commercial

Taxes, Survey, Settlements & Records, Fire & Emergency Services, Fisheries, Forest and Tribal Welfare, who are working in the Training Academy / Institute of the respective departments are allowed either Training Incentive or Special Pay. Thus the Training Incentives are not uniform.

**08.49.** The Government of India in its O.M.No.13024/I/2008-Trg-I, dt. 5-9-2008 of Department of the Personnel & Training (Trg. Division) Ministry of P.P.G. & Pension, issued orders raising the Training allowance to 30% of basic pay for the trainers drawn from Government, Universities and academic Institutions, in the National / Central Training Academies & Institutes for Group 'A' Officers. In respect of other training establishments the incentive of 15% of basic pay is sanctioned.

**08.50.** In the State of Andhra Pradesh, Dr. MCR HRD Institute, A.P. Police Academy, A.P. Judicial (Law) Academy & WALAMTARI are Apex Training Institutions and they are classified as category-I Institutions in G.O.Ms.No.188 GA (AR&T-III) Department, Dt.29-03-1988 while the Training Institutions belonging to other Departments are classified as category-II Institutions in the above Government Order.

**08.51.** With a view to having uniformity between the four Apex Training Institutes referred to above, which are categorised as category-I institutions, **the Commission recommends that Training Incentive @ 20% of basic pay be paid to the faculty members drafted on deputation from other departments. In respect of the other Training Institutions of the various departments which are categorised as category-II Institutions in G.O.Ms.No.188 G.A. (AR&T-III) Dept., Dt.29-03-1988, and also the Training Institutes of other departments not covered by the above G.O. the Commission recommends that training incentive be paid @ 15% of basic pay to those faculty members drawn on deputation from other departments/organizations. If the Training Institutions are a part of the department and the persons are Inter-transferrable from Training Wing to the regular departmental work, the members posted to work in such Training Wings of the Departments as faculty members may be allowed an incentive of 15% of their basic pay, for the period they work in the Training Wing.**

**08.52.** In so far as non faculty members are concerned, the commission recommends recruitment of persons required on a regular basis or get the work done through outsourcing. For the existing incumbents who are on deputation to the training institutes, they may be paid 5% of the basic pay as deputation allowance.

**08.53.** We feel that the present classification of the training institutes is sound. We are, however, unable to understand why the faculty members and

non faculty members recruited exclusively for the institute should be given training incentive. We recommend that this training incentive be withdrawn for permanent faculty of the institutes where the members were recruited for the institute. If any allowance is being given for other than permanent faculty who are on the rolls of the institute it should also be withdrawn. Training incentive at 20%/15% of the basic pay, as the case may be, should be given only to those faculty members who are drawn on deputation.

**08.54.** It is also recommended that, in addition to the training incentive recommended above, no deputation allowance is payable to the faculty members and others drafted on deputation. The existing amounts of Special Pays indicated in the annexure should be withdrawn. We presume that this list is exhaustive. If there are other orders sanctioning any training allowance etc., they should all be withdrawn and replaced by what has now been recommended by the commission.

### ANNEXURE

#### List of Special Pays in Training Institutes proposed for deletion

Sl. No	Name of Training Institute	Rate of special pay Rs. p.m.	Authority
(1)	(2)	(4)	(5)
1.	<b><u>A.P. Police Academy</u></b>		
1.	Head Constable	100/-p.m	G.O.Ms.No. 264, Fin. (TA) Department, Dt.15-10-05
2.	Police Constable	100/-p.m	
2.	<b><u>Police Training College at Ananthapur</u></b>		
1.	Sub-Inspector	200/-p.m	G.O.Ms.No. 264, Fin. (TA) Department, Dt.15-10-05
2.	Reserve Sub Inspector	200/-p.m	
3.	Head Constable	100/-p.m	
4.	Police Constable	100/-p.m	
5.	Medical Officer	300/-p.m	

Sl. No	Name of Training Institute	Rate of special pay Rs. p.m.	Authority
3.	<b><u>VDO's Training Centre.</u></b>		
	1. Principal	300/- p.m	G.O.Ms.No. 264, Fin.(TA) Department, Dt.15-10-05
	2. Asst. Director of Animal Husbandry	200/-p.m	
	3. Asst. Director of Agriculture	200/-p.m	
	4. Vety. Officer	125/-p.m	
	5. Chief Instructress	125/-p.m	
	6. Agriculture Officer (Trg.)	125/-p.m	
	7. Agriculture Officer (Farm)	125/-p.m	
4.	<b><u>Survey, Settlement &amp; Records</u></b>		
	1. Director	300/- p.m	G.O.Ms.No. 339, Fin.(TA) Department, Dt.3-11-05
	2. Senior Faculty Members	200/- p.m	
	3. Other Faculty members including Training Associates	150/- p.m	
5.	<b><u>Fire &amp; Emergency Services, State Training &amp; School</u></b>		
	1. Asst. Divisional Fire Officer	125/-p.m	G.O.Ms.No. 264, Fin. (TA) Department, Dt.15-10-05
	2. Leading Fireman	65/-p.m	
6.	<b><u>Fisheries Department Training Institute</u></b>		
	1. Principal (F.T.I)	250/-p.m	G.O.Ms.No. 264,Fin.(TA) Department, Dt.15-10-05
	2. Lecturer (F.T.I)	125/-p.m	
7.	<b><u>Forest Department</u></b>		
	Principal, Forest School, Yellandu	300/-p.m	G.O.Ms.No. 264, Fin.(TA) Department, Dt.15-10-05
8.	<b><u>Tribal Welfare Department</u></b>		
	Tribal Cultural Training & Research Institute		
	Director	250/- p.m.	G.O.Ms.No. 264, Fin.(TA) Department, Dt.15-10-05

## **CHAPTER - IX**

### **Automatic Advancement Scheme**

**09.01.** The Automatic Advancement Scheme was introduced in May 1981 as partial response to the demands of the various Associations for ensuring adequate promotional opportunities in their career. It is well known that the promotional opportunities vary from Department to Department and are largely dependent upon the thrust of the Governmental programmes at different points of time. Since the focus may vary from time to time it is possible that rapid promotional opportunities available in one Department at a particular point of time may not be sustained as a result of a shift in the emphasis in the programmes implemented by the Government. Since it is not possible for Government to ensure adequate promotional opportunities for all employees it was decided in 1981 to introduce a scheme of Automatic Advancement by which the employees are at least monetarily compensated for lack of promotional opportunities. The scheme that was introduced in 1981 was reviewed by successive Pay Revision Commissions. While some modifications were made over time the main components of the programme remained, by and large, the same.

**09.02.** The Scheme as it now exists, covers both those who have opportunities for promotion in their hierarchical structure and those who do not have any promotion channels. The scheme varies depending on whether the post in which the employee is working has opportunities for promotion or not. In the first instance, all employees who remained in the same scale for a continuous period of 8 years would be placed in a special grade post which is a scale immediately higher than the scale in which he was working. If he continues without promotion for a continuous period of 16 years he would be placed in the Special Promotion Post I which carries a scale of pay of the first promotion post in the hierarchy to which he would be normally promoted had he got his promotion. If the employee continues in the same post for a continuous period of 24 years, he would be placed in Special Promotion Post II which carries a scale of pay in the second level promotion post in his Department's hierarchy. In case there is no promotional post available in the Department the member of the service would be placed in the Special Adhoc Promotion Post after 16 years of continuous service in the same post. This carries a scale which is immediately higher than the 8 year scale. If he continues to remain in the same post for a continuous period of 24 years, he would be placed in a scale which is immediately higher than the scale in which he was placed after 16 years.

**09.03.** The various Associations desired that the Automatic Advancement Scheme should continue. They have however, suggested some

modifications to the scheme to make it more attractive. The following are some of the important improvements suggested to the Scheme.

1. Reduce the waiting period under the Automatic Advancement Scheme and also increase the number of upgradations. The requests regarding periodicity of upgradation varied from every 5 years to 8 years and the number of upgradations varied from 3 to 5.
2. The upgradation may be made whether the employee is qualified for promotion or not on the ground that there is no change in the work turned out by the employee.
3. It was suggested that pay fixation benefit in each one of these cases may be given under F.R. 22-B.
4. The benefit under Automatic Advancement Scheme may be extended upto Grade XXVIII.
5. In case the application of the scheme results in the senior drawing less pay than the junior at any time, the senior's pay may be brought on par with that of his junior.

**09.04.** Before considering the above suggestions it will be advantageous to briefly look at the evolution of the Automatic Advancement Scheme. This Scheme was introduced in 1981 and was first reviewed by the Pay Commission in 1986. The Scheme, as worked out by the 1986 Commission, envisaged that every employee, after putting in a service of 10 years in a particular scale, shall be eligible for the next higher scale, which is called the Special Grade Post. When promotion posts are available under normal service rules, if an employee continued in the same post for a period of 15 years, he/she shall be eligible for appointment to the SPP.I Scale, which is the promotion post in the regular line of promotion from the post held by him. The second level promotion post scale is given to those, who for a continuous period of 22 years, continue in the same post without promotion. The Automatic Advancement Scheme covered improvements in Scale after 10, 15, and 22 years of continuous service in the same scale. This benefit of Automatic Advancement Scheme to SPP I & SPP II was available **only to such of those employees who were qualified to hold the promotion post under the relevant service rules but could not get promotion for want of a vacancy.** Since there were several posts under Government where promotion channels did not exist, special adhoc promotion posts were allowed for the benefit of those who have completed 15 years of service and they were placed in the special adhoc promotion post which carried a scale of pay, which is one grade above the special grade post held by the employee. After completion of

22 years of service, there was a further upgradation with a similar increase to the next higher scale. It may, thus, be seen that the special grade was available to every one without any pre-conditions and the special promotion post at both the levels (15 years and 22 years) were available only to those who were qualified. If promotion posts were not available in that Department special adhoc promotion posts were granted where the scale of pay might be equal to or lower than the scale of pay available to the promotion post. The 1993 Commission noted that the scheme in that form had some distinct problems.

1. There were a number of instances where the junior started drawing higher pay than the senior if he happened to get regular promotion after availing himself of the benefit of the special promotion post. Since a senior normally is expected to get the promotion earlier, such instances were numerous.
2. As regards SPP II, it was noticed that the benefit enjoyed by people in different departments varied substantially. Very few people got the benefit under the scheme as it was unlikely that a person would remain in the same post without regular promotion for a continuous period of 22 years. Further, since the scales in the promotion posts varied from department to department, the quantum of benefit derived, varied based upon the department in which an employee is placed. There were instances where an employee who was in receipt of benefit under SPP II had to work under a person who got a regular promotion which carried a pay scale equivalent to SPP I.

**09.05.** In order to remove this anomaly, the 1993 Pay Commission modified the scheme as follows:

- (i) Special grade pay scale was to be given after 8 years; SPP I after 16 years; and an increment after completion of 24 years.
- (ii) The Commission also recommended that the benefit of FR 22-B may be made available only to those who got promotion without getting the benefit of Automatic Advancement Scheme;
- (iii) In the case of departments where there are no promotional posts, they were to be given the next higher scales after 8 and 16 years and an increment after 24 years. This dispensation broadly addressed the problem of a senior drawing less pay than the junior.

**09.06.** The 1999 Commission continued the Scheme without any modification.

**09.07.** The 2005 Pay Commission after a review of the scheme, recommended the continuation of the special grade after 8 years and the special promotion post scale / special adhoc promotion post scale after 16 years. In place of an increment at the end of 24 years, the Commission recommended a second level promotion post called the special promotion post scale II / special adhoc promotion post scale II for those who have completed 24 years of service without any promotion. They also recommended that those who get promoted to the regular post be given pay fixation benefit under FR 22-B even if they had availed of the benefit of SG/SPP-I.

**09.08.** The modifications to the Automatic Advancement Scheme made by the 2005 P.R.C., has lead to a spate of representations which were considered by the Government and also by the Anomalies Committee. It was pointed out by the Unions that an anomaly has been created between Seniors who availed the benefit of A.A Scheme prior to 1.7.2003 and their juniors who were given the benefit of the revised scheme after 1.7.2003. The anomaly has been created primarily due to the reintroduction of pay fixation under F.R. 22-B w.e.f.1.7.2003 as recommended by the P.R.C., 2005 which enabled the juniors to get a better pay fixation under this scheme compared to their seniors who got only the benefit of pay fixation under F.R. 22 (a) (i) read with FR 32(2). A number of examples have been cited by the Unions which clearly brought out instances where the juniors got a higher pay fixation than their seniors. The request to bring the pay of seniors on par with their juniors who were drawing a higher pay scale was rejected by the Government through their Circular Memo No. 2620-A/65/FR II/07 dt.20.2.2007. The request of the unions was to rectify this anomaly. We shall revert to this at a later stage.

**09.09.** The point that was urged before the Commission was the need for revision of the time span for getting the benefit of A.A. Scheme. It was pointed out that 8, 16 and 24 years was introduced at a time when the age of entry to the Government service was between 24 to 28 years. In the absence of the regular recruitment and substantial relaxations with regard to the age of entry into Government service, a large number of people are entering the Government service at a fairly advanced stage and would be retiring without the benefit of getting A.A. Scheme if the time intervals for A.A. Scheme are not substantially reduced. The Commission feels that the solution lies in annual recruitment of personnel with a clear cut off date with regard to the age of entry into Government service rather than modify the scheme to accommodate people entering Government service at an advanced age. It should be remembered that A.A.Scheme is not a stand alone scheme and is a substitute for those who are entitled to get promotions but are unable to get

them at regular intervals because of stagnation and lack of expansion of the Department. Some times the number of people entering the Department at a lower level in a single recruitment is so large that only a few people are able to advance through the hierarchy and get promotions at appropriate stages. This is commonly seen in categories where the recruitment is not done at regular intervals. Often, the economy instructions are cited as the reason for postponing direct recruitment. This not only violates the Service Rules which stipulate a certain percentage of vacancies to be filled in through direct recruitment but also create distortions in the hierarchical structure. Since the AA scheme is a monetary substitute for regular promotions, the Commission feels that the Government should address the basic problem rather than deal with the fall out of faulty recruitment policy. **We, therefore, urge the Government to subject the cadres to periodic review and build in a policy whereby employees get promotions at reasonable intervals.**

**09.10.** We have gone through the Memorandum submitted by all the major Associations and all of them are in favour of the continuation of the present Automatic Advancement Scheme at intervals of 8 years. This Scheme has also stood the test of time and has substantially met the concerns of those who, though qualified, are unable to get promotion for want of vacancies. The Scheme as it stands today provides at least a monetary compensation in lieu of regular promotion. **We, therefore, endorse the existing scheme of Special Grade after 8 years, Special Promotion Post-I after 16 years and Special Promotion Post-II after 24 years. In respect of those who do not have the promotional opportunities, they will continue to be covered by the Special Grade after 8 years, the Special Adhoc Promotion Post I after 16 years and Special Adhoc Promotion Post II after 24 years.**

**09.11.** The second issue is the demand for upgradation without reference to the qualifications required for promotion. This assumes that the salary revisions should take place at periodical intervals without reference to the promotional opportunities within the Department and the qualifications to be fulfilled to be eligible for promotion. Since the Automatic Advancement Scheme is to compensate those who are not able to get promotions, though qualified, for want of vacancies, the Commission is not prepared to accept the plea that Career Progression should take place at periodical intervals without reference to qualifications required for promotion. There, has to be, necessarily, a linkage between the Career Advancement and qualifications. **We are however, conscious of the fact that the Government, as a matter of policy, announces relaxations from time to time to enable the employees to get promotions without passing some departmental tests. Where such relaxations are made available for regular promotion, the Commission recommends that this should automatically be applied to the Automatic Advancement Scheme and the upgradations should be effected with reference to those relaxations.**

**09.12.** A related issue that was raised by some of the Associations, deals with the issue of amendments issued to the Service Rules varying the eligibility criteria for the promotion posts after the incumbents joined service in the lower posts. The issue that was raised was that these amendments which involve some times acquisition of additional academic qualifications have effectively prevented them from getting either promotion or the benefit of Automatic Advancement Scheme as the Automatic Advancement Scheme becomes applicable only if the employee is qualified for promotion. It is noticed that the Departments have been varying the requirements both academic and technical qualifications for direct recruitment as well as promotion in order to deal with increasing complexities arising out of the advancements that are taking place in various fields. While improvement in qualifications is desirable to cope with the emerging challenges of the department, it is indirectly affecting the fortunes of the serving employees who joined the department assuming that they would be able to reach higher echelons in their service with their existing qualifications. Such instances may be rare but they do exist. The Commission gave a serious consideration to the issue of how to provide relief to such categories of employees. It is obvious that those who are not eligible for promotion cannot be given special promotion scales I & II. **The issue for consideration is whether they can be considered for special adhoc promotion post which gives them the benefit of the next higher scale. The Commission feels that such a special dispensation should be given only to those categories of employees who are adversely affected by an amendment to the required qualifications for promotion after they joined service. The criteria of judging whether an employee would be eligible for this special benefit is to examine whether he has been denied the opportunity of getting the promotion only because of the variation in the qualifications effected for the promotion post subsequent to his appointment. In other words, it means that when he joined service, the conditions were such that he could have got promotion to the higher post and he is now being denied the higher post because of change in the qualifications. We recommend that in cases of the nature indicated above they be given Special Adhoc Promotion scales I & II with the restrictions already stipulated. We would also like to stress that those who benefited from this dispensation cannot claim the benefit of SPP-I or II even if they acquire the necessary qualification at a later date.**

**09.13.** The next major issue is whether the benefit of fixation of pay should be allowed under FR 22-B in case an employee gets a regular promotion after availing the benefit of SPP I or SPP II. This benefit was available prior to 1993. The PRC 1993 made an extensive study of the impact of pay fixation under FR 22-B on the senior employees and came to the conclusion that it is not desirable to have pay fixation under FR 22-B in case

an employee gets promoted after getting the benefit under the Automatic Advancement Scheme. While this position was maintained in the subsequent Pay Commission in 1999, the Pay Commission of 2005 reintroduced the benefit of pay fixation under FR 22-B from 1.7.2003. This has caused a considerable problem between those who got promoted prior to 1.7.2003 and those promoted subsequent to that date. While those who got promoted prior to 1.7.2003 got the benefit of fixation under 22 (a) (i) read with FR 31(2), the juniors who got promoted after 1.7.2003 got a substantial benefit in terms of FR 22-B. This resulted in the junior drawing a higher pay than the senior. When this issue was represented to the Government, it did not favour reopening of the issue and gave categorical orders to the effect that there would be no stepping up of pay of the senior on par with the junior as it would amount to reopening a PRC decision of 1993 endorsed by the 1999 Commission. The employees feel aggrieved that a peculiar situation that has arisen as a result of the change effected by the PRC in 2003 which resulted in an anomalous situation of senior drawing less pay than the junior was not addressed sympathetically by the Government. There was, in fact, a serious demand made before this Commission for reopening the pay fixations effective from 1.7.2003 and rectifying the situation by stepping up the pay of the senior to match that of the junior wherever the junior was drawing higher pay than the senior. This request obviously is outside the purview of this Commission. This Commission has neither the competence nor mandate to reopen a settled issue. However, we are seized of the seriousness of the situation and are conscious of the fact that in the present dispensation under the Automatic Advancement Scheme such occurrences are not going to be one time occurrences arising out of the shift in policy between 1993 and 2005 but will continue to arise as there would be instances where a junior after drawing the benefits under Automatic Advancement Scheme may get his promotion while the senior may get promotion without getting the benefit under the 16 / 24 year rule.

**09.14.** The problem of Senior drawing less pay than the Junior has largely arisen due to the change in the manner of fixation of pay on promotion. The pay fixation under the Provisions of FR 22-B would definitely confer a larger financial benefit to those who get promoted after availing of the benefit of Special Grade or SPP-I. One obvious solution lies in reverting to the pattern obtaining prior to the last pay revision wherein the benefit of FR 22-B was available only to those who were promoted without getting the benefit of SPP-I or SPP-II. Though such a solution looks attractive, it will amount to withdrawing a benefit already conferred on the employees and will, as in the case of 2003, create two classes of people with different financial benefits. We do not, therefore, propose to revert to the pre 2003 pattern of the pay fixation. **We recommend that the pay of those who get promoted may be fixed under FR 22-B.** At the same time we would also like to address the problem of the Junior drawing higher pay than the Senior. The Commission

recommends that Government should revisit the orders issued in Govt. Memo.No.2620-A/65/FR.II/07 dated 20.02.2007 by which the request for extending the benefit of re-fixation of pay of the senior when it happens to be less than the junior was negated. **The Commission recommends that in case the pay fixation under FR 22-B results in the senior drawing less pay than the junior, the senior's pay should be stepped up to bring it on par with the pay of the junior. The conditions for such re-fixation would be the same as spelt out in para 2 of G.O.Ms.No. 297, Finance & Planning (FW-PRC.I) Dept. dated 25.10.1983.**

**09.15.** The Associations have represented for extending the benefit of AA Scheme upto Grade XXVIII. The grounds urged are that there is considerable stagnation at various levels beyond the present levels covered by the AA Scheme leading to frustration as they continue in the same scale and perform the same functions for a long number of years and that such a situation leads to fatigue and lack of interest. The problem of stagnation arises in some Departments because of a large number of senior posts at the base level with a considerable shrinkage of posts as the pyramid rises. The classic examples are that of the Civil Assistant Surgeons, Veterinary Assistant Surgeons, Agriculture Extension Officers and Mandal Development Officers. These are categories of employees who are directly recruited in large numbers to man the positions at the lowest level, namely the Mandal. Even if some posts are created at the Divisional, District and Zonal level the proportion of those posts to the posts which are at the base level would still be small. This problem has to be solved by the Administrative Department and can not be resolved by the P.R.C. The complexity of the service rules specially with the classification of posts as District, Zonal, inter zonal & state level posts further compounded by the judicial pronouncements make the whole exercise of rationalizing the cadre structure quite daunting. The P.R.C., can only provide monetary relief through the A.A. Scheme. The issue is the level up to which the scheme should be made applicable. As of now, the scheme is available up to Grade XXI. Though a large number of employees are covered under the AA scheme, there may be a few instances where the direct recruit officers on getting their first promotion may go out of the scheme and may also stagnate with no chances of promotions. Such employees also deserve to be covered under the A.A scheme. **We, therefore, propose to extend the benefit of coverage of the scheme upto the existing grade XXV.**

**09.16.** There are a number of procedural issues on which there appears to be lack of clarity and consistency in the interpretation given in respect of the scheme. A few of those issues which came to the notice of the Commission are dealt with in the following paras for ensuring that the intended benefit of the scheme reaches the targeted group and there are no hassles at the implementation stage.

**09.17.** One of the issues that came to our notice is that of an employee who got the benefit of Special Grade, and the Special Promotion Post I after which he was appointed to the higher post on actual promotion. After getting the promotion the individual, on completion of 8 years was placed in the next higher grade. On further completion of another 8 years the employee had to be placed in Special Promotion Post II. The issue raised is whether this amounts to four distinct benefits when the automatic Advancement Scheme contemplated promotions in Scale of at least three times as indicated at Para 2(b) of G.O.Ms.241 Finance (PC II) Department dated 28.9.05. We are of the firm view that the three upgradations referred to in the cited G.O. is **indicative** and not **restrictive** in nature. **We, therefore, feel that on completion of the specified periods, if the employee is qualified he/she should be entitled to the benefit contemplated under the Scheme.** The other issues that were brought to our notice related to the following:

- (a) What is the date that should be taken into account for counting the years when the date of increment varies from the date of promotion due to fixation of pay under FR 22-B from the date of normal increment in the lower category or from the date of pay fixation under FR 22 a (i) read with FR 31(2). The Commission is of the view that the date to be reckoned is the date of fixation of pay under FR 22 a(i) read with FR 31(2) as otherwise it would amount to ignoring the service rendered by him in the promotion post.
- (b) Whether the increment should have been actually drawn to count the years of 8,16 & 24. If the increment is not drawn as a measure of punishment, it would automatically be eliminated even under the present guidelines. There may, however, be instances where the employee had reached the maximum and exhausted even the stagnation increments, if any. To cover such cases, we recommend that the service to be reckoned/ years to be counted, shall be the service that would normally count for increment even if it is not drawn due to the exigencies mentioned above. **The physical drawl of increments need not be insisted upon for extending the benefit of Automatic Advancement Scheme.**

**09.18.** In conclusion we recommend that the Automatic Advancement Scheme may be implemented as indicated below :

- (1) **The existing Special Grade, SPP I/ SAPP I/ SPP II/ SAPP II may be continued with the Special Grade after 8 years, SPP-I/SAPP-I after 16 years and SPP-II/SAPP-II after 24 years.**

- (2) If service rules are changed imposing additional qualifications for promotion after the entry of the individual into service thereby depriving him of the benefit of promotion he may be given the benefit of the next scale contemplated under the special Adhoc Promotion Post I & II.**
- (3) The benefit of pay fixation under FR22-B be continued on promotion even if the employee had derived the benefit under SG or SPP I and if this results in the senior drawing less pay than the junior the pay of the senior be stepped up to that of the junior subject to the conditions enumerated in G.O.Ms. No. 297, Fin. (PRC I) Dept., dated 25-10-1983.**
- (4) Where rules are relaxed to enable regular promotion, they should be automatically extended to the Automatic Advancement Scheme for purposes of extending the benefit of SPP-I / SPP-II.**
- (5) In certain categories like Attender, Dafedar, Jamedar and Record Assistants it was decided that the services rendered by them in these categories together shall be reckoned for purpose of Automatic advancement Scheme. We recommend continuation of this special dispensation.**
- (6) The benefit of Automatic Advancement Scheme be extended upto and inclusive of Grade-XXV in the revised scales i.e., Rs.25,600 – 50,560.**

## **CHAPTER - X**

### **Leave Benefits**

**10.01.** State Government employees are governed by the Andhra Pradesh Leave Rules and the various executive instructions issued by Government from time to time liberalizing the provisions relating to earning of leave, grant of leave etc., Employees are also permitted to surrender a portion of Earned Leave while in service subject to certain conditions and to get the leave salary in lieu thereof. Provision is also there for the payment of the value of earned leave at credit and Leave on Half pay at credit, at the time of retirement or on the date of death (in the case of death of the employee while in service). Keeping in view the existing provisions and the requests made by the Associations, the following recommendations are made.

#### **1. Sanction of earned leave at a time to the employees.**

**10.02.** As per rule 11 of A.P. Leave Rules the maximum earned leave that may be granted at a time to a regular Govt. servant in superior service shall be 120 days. The same provision applies to the employees belonging to last grade service also in view of the orders issued in G.O.Ms.No.329 Finance Dept. Dt: 17-12-1982, read with G.O.Ms.No.9 Finance Dept. Dt: 10-1-1983. As of date, the maximum accumulation of earned leave to the employees is 300 days. The limit of 120 days referred to in the above rule might have been prescribed at the time when the accumulation of earned leave was 120 days only. Subsequently the maximum accumulation of leave was raised to 180 days in the year 1964 and it was further raised to 240 days in the year 1983 and finally it was enhanced to 300 days w.e.f. 16-9-2005. The maximum accumulation of leave was enhanced from time to time basing on the orders issued by the Govt. of India to its employees. As per Rule 26 (2) of the leave rules applicable to the employees of Govt. of India, the maximum earned leave that may be granted at a time shall be 180 days. Since the State Govt. is broadly following the Fundamental rules and Leave rules of the Govt. of India, it is appropriate that the employees of the State Govt. are also granted earned leave at a time upto a period of 180 days. **The Commission, accordingly, recommends that the regular State Govt. employees may be granted earned leave at a time upto 180 days on par with the employees of the Govt. of India.**

#### **2. Maternity leave to married women employees:**

**10.03.** As per the existing orders the married women employees are eligible for the sanction of Maternity Leave upto 120 days upto two surviving children. The Government of India earlier issued orders enhancing it to 135

days and it was further enhanced to 180 days based on the recommendations of 6<sup>th</sup> CPC. The employees associations have requested to extend the same to the Women employees working in the State Government also. PRC 2005 did not recommend the extension of this leave from 120 to 135 days on the ground that a period of 120 days is considered adequate and since paternity leave is also recommended. The recommendation of 6<sup>th</sup> CPC upto 180 days was based on the guidelines of Ministry of H & FW which recommends nursing of children upto the age of 6 months. **The Commission therefore recommends grant of Maternity leave to the married women employees of the State upto 180 days on par with the employees of Government of India subject to the condition that the same would be available upto 2 surviving children only.**

### **3. Child Care Leave to the Women Employees:**

**10.04.** At present the Women employees of the State Government are not eligible for the grant of Child Care leave. Based on the recommendation of the 6<sup>th</sup> Central Pay Commission the Government of India issued orders permitting the Women employees of the Government of India having minor children, to avail of Child Care leave for a maximum period of 2 years (i.e. 730 days) during their entire service for taking care upto 2 children whether for rearing or to look after any of their needs like examination, sickness etc. Child Care leave shall not be admissible if the child is eighteen years of age or older. (vide O.M.No. 10318/2/2008-Estt.(L) dated:11-9-2008 of Department of Per. Trg. Government of India) It was further clarified by the Government of India that this child care leave shall be admissible for the two eldest surviving children only. The Joint Action Committee of employees requested to extend the same benefit to the Women employees of the State Government also.

**10.05.** The Commission has separately recommended enhancement of the period of maternity leave from the existing 120 days to 180 days. The Departments have been repeatedly complaining of inadequate staff due to vacancies and delays in completing recruitment and deployment of personnel. Absence of employees for long spells disrupts the smooth execution of Govt. programmes. The Commission is therefore not inclined to consider the request for sanction of Child Care leave for the women employees

### **4. Additional Casual Leave of 5 days to the women employees on par with Women Teachers**

**10.06.** At present the Women Teachers are eligible for extra casual leave of 5 days in a calendar year as per G.O.Rt.No.374 Education (Ser-V) Dept. dated: 16-3-1996. The associations requested to extend the same to all the Women employees (i.e., other than Women Teachers) also. The Women

Teachers have limited facility of earned leave of only six days in a year while the other women employees will earn 30 days per year. Therefore, comparison with Women Teachers in the matter of allowing additional casual leave of five days does not deserve consideration. The Commission sees no merit in the demand and is therefore not inclined to recommend the extra casual leave of five days to the women employees on par with Women Teachers.

### 5. Encashment of Leave on Half Pay- revised formula:

**10.07.** As per the existing orders the cash equivalent of leave salary on account of encashment of leave on half pay shall be calculated in the manner indicated below.

Cash payment in lieu of LHP encashed	=	Leave salary on half pay (+) D.A thereon if admissible (-) pension (+) pension equivalent of gratuity and Dearness Relief on pension <hr style="width: 50%; margin: 0 auto;"/> 30	X	Number of days of Leave on half pay due, subject to the limits prescribed in the rules.
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**10.08.** The above formula was adopted based on the orders issued by Government of India to its employees.

**10.09.** Based on the recommendations of 6<sup>th</sup> CPC, the Government of India issued revised orders changing the formula in the following manner- (vide O.M.No.14028/3/2008- Estt. (L) dated:25-9-08 of Department of personnel & Training Ministry of P.PG & Pension, Government of India).

Cash payment in lieu of half pay leave Component	=	Half pay leave salary admissible on the date of retirement plus D.A. admissible on that date <hr style="width: 50%; margin: 0 auto;"/> 30	X	No. of days of half pay leave at credit subject to the total of earned leave and half pay leave at credit not exceeding 300 days.
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**10.10.** The Employees' Associations requested to adopt the above formula in the case of encashment of L.H.P. of the State Government

employees. **The Commission after examining the above requests recommends to adopt the same formula in the case of encashment of Leave on Half Pay at the time of retirement / death in the case of State Employees also subject to the condition that the total number of days of earned leave + leave on half pay put together should not exceed 300 days for encashment.**

#### **6. Payment of D.A. during the period of Leave on half pay :**

**10.11.** Several associations represented that in G.O.Ms.No.21 Fin (PC I) Dept. dated: 19-1-94 orders were issued allowing full DA during leave on half pay to such of the employees drawing pay upto and inclusive of the scale of pay of Rs.3110-6380 in RPS 1993 and that though the pay scales were revised in 1999 and again in 2005 similar orders were not issued. Though the One Man Commission 2006 and Anomalies Committee 2008 in their reports made a specific recommendation to issue similar orders in the corresponding scales of PRC 1999 and PRC 2005 no orders were issued by the Govt.

**10.12.** As per the instructions contained in O.M.No.18011/1-E-II(B)/76 dated 21-11-1977 read with O.M.No.1(13)/97-E.II(B) dated 3-10-1997 of Ministry of Finance, Govt. of India, the allowance during leave will be based on the leave salary actually drawn for the purpose of monetary limits within which the allowance is admissible and for calculation of the amount of the allowance. In matters relating to application of Fundamental Rules and Leave Rules the State Govt. is following broadly the pattern obtaining in the Govt. of India.

**10.13.** The Commission therefore feels that the employees of State Government may be allowed DA based on the leave salary admissible while on leave on half pay on par with the employees of Government of India.

**10.14.** **Accordingly, the Commission recommends that the employees of the State Govt. may be allowed D.A. based on the amount of leave salary admissible while on leave on half pay on par with the employees of Govt. of India.**

#### **7. Payment of H.R.A. / C.C.A. during the period of leave:**

**10.15.** S.R.(4) of F.R.44 permits the payment of local allowances i.e. HRA and CCA for a period not exceeding 4 months while the employee is on leave. However, ruling (14) under the above rule permits the payment of above allowances upto a period of 8 months, if the leave is sanctioned for the treatment of Tuberculosis/ Cancer and also other ailments such as Mental Illness, Heart Diseases, Leprosy and Renal failure.

**10.16.** The associations have represented for sanction of local allowances during the entire period of leave on the ground that the employee continues to incur the expenditure on payment of House Rent and withholding of the allowances beyond 4 months causes considerable hardship.

**10.17.** The restriction of 4 months specified in the above rule might have been incorporated when the maximum period of accumulation of earned leave was 120 days. Subsequently, the maximum accumulation of earned leave was enhanced to 180 / 240 days and finally it is 300 days at present. The leave rules specify that the earned leave should not be granted for more than 120 days at a time. But the same rules permit the sanction of other leave such as leave on half pay, commuted leave, leave not due and extraordinary leave in continuation of earned leave of 120 days. This is subject to the condition that the total continuous period of absence on leave should not exceed five years. The employee is eligible for leave salary on full pay when commuted leave was sanctioned. The leave salary for the period of leave on half pay/ leave not due is half of the pay. No pay is admissible during the period of extraordinary leave. Therefore, if leave on half pay/ leave not due is sanctioned in continuation of the earned leave upto 120 days, the local allowances are to be restricted upto 120 days only based on the existing rules.

**10.18.** As per the rules applicable to the employees of Govt. of India, the payment of H.R.A. and C.C.A. are admissible during leave upto a period of 180 days at the same rates at which the employee was drawing these allowances before proceeding on leave. Further, the limit of 180 days shall be extended to 8 months for the purpose of the grant of H.R.A. & C.C.A. in the case of employees suffering from T.B., Cancer or other ailments during the period of their leave taken on Medical Certificate when such certificates are in the forms prescribed. It is immaterial whether the leave is on medical certificate from the very commencement or is in continuation of other leave. In the case of employees suffering from T.B., Cancer or other ailments, who remain on leave for a period exceeding 8 months, the grant of H.R.A. and Compensatory (City) Allowance for the period of leave beyond 8 months, may be decided by the respective Controlling Authorities without consulting the Ministry of Finance irrespective of the period of leave involved so long as the medical certificate in the prescribed form is available. (Vide O.M.No.F.2 (37) E-II (B)/64 dated 27.11.1965 as amended from time to time including O.M.No.2 (21)/ E.II (B)/2004 dated 18.11.2004 of Ministry of Finance, Govt. of India).

**10.19.** As in the case of regulation of D.A. while on leave, the payment of H.R.A. & C.C.A. may also be allowed to State Govt. employees as applicable to the employees of Govt. of India. The Commission therefore recommends the payment of H.R.A. / C.C.A. upto 180 days during leave of all kinds in the normal course. However, in case

**the leave is granted to the employees who are suffering from Cancer and other ailments such as Mental illness, Heart diseases, Leprosy, Renal failure and HIV Aids they may be paid H.R.A. / C.C.A. upto a period of 8 months. The Commission further recommends that if the employees are suffering from the above ailments, & who remain on leave for a period exceeding 8 months, the grant of H.R.A. / C.C.A. for the period of leave beyond 8 months may be decided by the Head of the Department concerned so long as the period of leave is supported by the Medical Certificate in the prescribed form. The Commission feels that since T.B. is easily curable with advances in medicine there is no need to extend the facility to patients suffering from T.B.**

**8. Payment of Ex-gratia Allowance to the employees who were granted Extra-ordinary leave for the treatment of certain diseases:**

**10.20.** Note(4) under Rule 28 of Andhra Pradesh Leave Rules permits the payment of Ex-gratia allowance to the Non-Gazetted Government Servants, while on extra-ordinary leave for the treatment of T.B/ Leprosy/ Cancer/ Mental illness / Heart diseases and Renal Failure. This allowance is equal to half of his pay subject to the minimum and maximum amount specified therein. Similarly, the note under Rule 29 of Andhra Pradesh Leave Rules, also permits the payment of Ex-gratia allowance to Government Servants in Last Grade Service while on Extra Ordinary Leave for the treatment of the above diseases. This is also equal to half of the pay subject to the maximum specified therein. As and when the pay scales of the employees are revised Government used to issue orders revising the pay limit of Non-Gazetted Government Servants eligible for this and the minimum and maximum limits, the latest being the order issued in G.O.Ms.No.234 Fin & Plg (FW-FRI) Dept dated: 27-5-1994 basing on the Revised Scales of pay of 1986 and 1993. Subsequently the scales of pay of the employees have been modified from 1-7-98 and again from 1-7-2003. Government did not issue amendments to the above two rules changing the limits of pay correspondingly presumably on the ground that there was no recommendation of PRC to that effect. Since it is a question of amendment to the rules incorporating the revised pay limits and the minimum and maximum amounts of Ex-gratia allowance admissible, there was no need for a recommendation by the PRCs. However, as this is a Welfare measure, **the Commission recommends the issue of orders by Government for the payment of Ex-gratia allowance to the Non Gazetted Officers and Last Grade Servants as and when the scales of employees are revised, raising the monetary limits corresponding to the revised scales.**

**9. Paternity Leave:**

**10.21.** In G.O.Ms.No.231 Fin (FR I) Department dt.16-09-05, orders were issued permitting the grant of paternity leave on full pay to the married

male Government employees for a period of 15 days. In Circular Memo No.14601/371/FRI/2006,dt.24-06-2006 of Finance Department it was clarified that the paternity leave has to be availed by the married male Government employee with less than two surviving children from the date his wife has delivered the baby.

**10.22.** As per the clarification issued by Government of India in O.M.No.13018/2/98-Estt(L), Dt.16-07-1999 the employees of Government of India can avail paternity leave either before 15 days or within a period of 6 months from the date of delivery.

**10.23.** The clarificatory instructions issued by the State Government in its memo dt.24-06-2006 are not in accordance with the instructions issued by Government of India in the matter of grant of Paternity leave. Generally State Government is following the rules applicable to the employees of Government of India in the matter of leave. The commission, therefore, recommends to issue revised clarificatory instructions on the lines issued by the Government of India in its O.M. Dt.16-07-1999 in so far it relates to the grant of paternity leave.

**10. Grant of Special Casual Leave to the Medical Officers working in Government for attending to Examination Work:**

**10.24.** In G.O.Ms.No.2492 Education Department, Dt.31-10-1969 read with G.O.Ms.No.1165 Education Department, Dt.06-06-1970 orders were issued to the effect that the staff working in Government colleges drafted for the University Examination work such as invigilation, scrutiny, tabulation, spot valuation etc. shall be permitted to avail 15 days special casual leave without any limitation i.e. even exceeding 10 days at a time when they attend to the work of University Examination. Apparently, the orders are applicable in the cases of examination work of the universities within the state only. The orders issued in G.O.Ms.No.1165, Education Department, Dt.06-06-1970 were extended to the staff working in the Colleges/Hospitals in Indian Medicine and Homeopathy Department. (vide G.O.Rt.No.618 H.M & F.W(I-2) Department, dt.12-04-1991). Thus the Doctors belonging to "AYUSH" Department and are working in Government Colleges are now eligible for special casual leave of 15 days if they attend to the Examination Work within the state.

**10.25.** In G.O.Ms.No.106, H.M.&F.W.(A2) Department, Dt.10-04-02 the following orders were issued based on the demands of A.P. Government Doctors Association (Modern Side) permitting. **"The doctors in various categories who go as Examiners to various Medical / Dental Colleges outside the state to avail 15 days special casual leave in an academic year"**

**10.26.** The A.P. Ayurvedic Medical Officers Association represented to this commission to recommend to Government to permit them to avail special casual leave of 15 days even in cases where they attend to Examination Work outside the State on par with the Medical Officers of Allopathic Wing. The Director, 'Ayush' Department also requested the Government to issue orders extending the orders contained in G.O.Ms.No.106 H.M. & F.W.(A2) Department, Dt.10-04-2002 to the Doctors working in Government Ayurvedic Medical Colleges in Andhra Pradesh State.

**10.27.** It is felt that the request of the Association is reasonable and deserves consideration. **The Commission, therefore, recommends to issue comprehensive orders permitting the Doctors working in Government Colleges under all streams i.e., Allopathic, Ayurvedic, Homeo & Unani Wings, to avail special casual leave not exceeding 15 days, in an academic year, for attending to the University Examination work either within the State or outside the State. It is further recommended to specify in the orders to grant special Casual Leave of 15 days even if the continuous period of absence on this work exceeds 10 days at a time.**

#### **11. Child Adoption Leave:**

**10.28.** As per Rule 43-B of the Leave Rules applicable to the employees of Government of India, a female Government Servant with fewer than two surviving children, on valid adoption of a child below the age of one year may be granted Child Adoption Leave for a period of 135 days immediately after the date of valid adoption provided that this facility shall not be admissible in case she is already having children at the time of adoption.

**10.29.** This issue has come to the notice of the Commission and we have examined whether there is need to extend this facility. Adoption of children is a matter of conscious choice and we feel that there is no need for State to support it through extension of leave facility for this purpose. We, therefore, do not find any merit in adopting the Government of India pattern so far as leave for adoption is concerned.

#### **12. Grant of Special casual leave for attending seminars and workshops:**

**10.30.** The A.P. Government Doctors Association requested for the grant of Special Casual Leave of 20 days to attend to conferences & workshops in a calendar year, without stipulation of presenting a paper, while continuing to give deputation in view of the regulation of Medical Council of India stipulating recertification for renewal of registration with the Medical Council of India based on the credit hours of attending to scientific sessions & workshops.

**10.31.** They are already eligible for the grant of special casual leave for 15 days for attending university examination work. Any further concession in special casual leave will lead to absence of doctors in case of need. The commission is therefore, not in favour of recommending this request.

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## **CHAPTER – XI**

### **Other Allowances**

**11.01** FR. 44 empowers the State Government to grant compensatory allowances to any Government servant under its control subject to the general rule that the amount of compensatory allowance is not, on the whole, a source of profit to the recipient. The same rule permits the State Government to make rules prescribing the amounts and the conditions under which the allowances may be drawn.

**11.02.** We have, in a separate Chapter dealt with major allowances like DA, HRA, Addl. HRA and CCA which are meant to compensate the employee for price rise and for incurring additional costs due to the location of his place of work. While the first two allowances are available to all employees the remaining two are related to the nature of his duties and the place of work.

**11.03.** Over a period of time, Government sanctioned several allowances to the different categories of employees. The grant of a particular allowance to one category of employees lead to the demand from other categories to extend the same to them also. In the case of Risk allowance, several associations of employees put forth the demand that the duties of their members are risk prone and therefore Risk allowance has to be granted. There are requests from several employees' Associations to grant Fixed Travelling Allowance/ Conveyance Allowance on the plea that they are not getting regular T.A. & D.A, due to budgetary constraints.

**11.04.** The other allowances which are nearly 46 in number can broadly be classified into 6 – 7 groups. Allowances like Uniform allowance, Dhobi and Kit maintenance allowance are related to certain requirements associated with the need for distinguishing them from others based on the jobs they perform. Many Government servants are required to perform tours and are also transferred from one work place to another. Travel and Daily allowances and transfer related allowances are meant to meet expenses on account of these requirements. Risk allowance is expected to partly compensate the employee for the inconvenience caused due to exposure to risk which does not affect him immediately but may harm him over a long period of exposure. Project allowance, Tribal allowance, Rural allowance etc., are location specific and meant to compensate the person for the hardship associated with stay in places where they are deprived of access to certain basic facilities. Leave Travel Concession, Concessional Bus Passes, Tuition fee reimbursement are in the nature of concessions extended to either all sections or sometimes to only a few sections of the employees. There are also

a few allowances which are extended to certain sections of employees to persuade them to work in certain areas where their services are urgently required. There are certain allowances which are paid not for services rendered but for preventing them from doing something, as in the case NPPA.

**11.05.** Several requests have been received from various categories of personnel for sanctioning fresh allowances and also to increase the rates of existing allowances. Any allowance once sanctioned has the tendency to remain permanent.

**11.06.** This Commission tried to review and rationalize the various allowances. But it could do to some extent only. Therefore, the Commission feels that it is desirable to have a detailed study of all the allowances objectively and decide the need for their continuance or otherwise. The Pay Revision Commission is not having the necessary mechanism or the time to do that exercise and the commission, therefore, recommends to entrust the above exercise to a separate agency like Centre for Good Governance or any outside specialised agency as recommended by PRC 2005.

**11.07.** The existing rates of allowances were recommended to be increased wherever necessary, in the following paras. The Commission excluded certain categories and included certain new categories from the lists of various types of allowances. The Commission did not find any merit in respect of the claims by other categories of employees for extension of the allowances / sanctioning of new allowances made by several associations and if they are not specifically included they should be deemed to have been rejected.

**11.08.** The Commission further recommends that no allowance is to be paid to any category over and above what is recommended now. However, if in any case there is a need to sanction any of these allowances or a set of new allowances the concerned administrative departments have to examine such cases and the Finance Department alone may be authorized to issue orders. We have come across instances where the orders issued by individual Departments have been lost sight of by the previous commission. Centralisation of the power to issue sanction orders only in Finance Department would ensure that they come up for review before every commission.

#### **1. Travelling Allowance:**

**11.09.** Travelling Allowance is an allowance given to Government employees to defray the expenditure incurred while on tour to perform official duties. The rules governing such payment should, in the opinion of the

commission, be less cumbersome and capable of easy interpretation. It is true that it is not always possible to provide for all types of situations in the rules. That is why certain generalisations are bound to arise. Since the intention of the Government in permitting an employee to go on tour is to get official work done it should be ensured that the employee is paid adequately to defray reasonable expenditure while away from his headquarters. It should also be the endeavour of the Government to see that the employee does not have to pay from his pocket while on such tours. The Commission, considered the revision of rates of T.A. and related matters with these views as a back-drop and made the following recommendations.

**a) Grades of Employees**

**11.10.** All the employees are grouped into three grades depending on the scale of pay in which they are drawing. The existing gradation is as follows:

1. Grade-I – Employees drawing pay in the scale of pay of Rs.14600-29250 and above.
2. Grade-II – Employees drawing pay in the scale of pay of Rs.7770-18575 and upto and inclusive of Rs.13390-28500.
3. Grade-III – Rest of the employees.

**11.11.** **The existing classification of the employees into three grades is quite reasonable and needs no revision. Therefore, while incorporating the corresponding scales in the proposed revised scales the three grades may be continued.**

**11.12.** **The grade to which an employee belongs has to be decided with reference to the scale of pay attached to the post but not with reference to the higher scale of pay being drawn by any individual under Automatic Advancement Scheme.**

**b) Entitlement to travel by Air**

**11.13.** According to the present rules all officers drawing pay in the scale of pay of Rs.19675-30765 and above and All India Service Officers are eligible to travel by air in connection with their official tours. All Heads of Departments if their scale of pay is less than the above scale and Deputy Secretaries to Govt. are also permitted to travel by air after obtaining prior permission of the Secretary to Govt. concerned.

**11.14.** The Transport Officers Association and other associations requested to link the permission to travel by air to the basic pay of an employee but not to the scale of pay.

**11.15.** In fact, till the PRC 2005 the air travel is linked to basic pay. Govt. issued orders changing the pattern to scale of pay instead of basic pay keeping in view the recommendations of the PRC 2005. The air travel is expected to be performed by a certain level of officers. If the basic pay is to be adopted as criterion for purpose of air travel even the junior level officers may have to be allowed to travel by air if they happen to reach a certain level of basic pay due to afflux of time. **Therefore, the commission recommends that only the scale of pay should be the criterion for purpose of air travel. As such the commission recommends that all officers drawing pay in the corresponding revised scale of pay to the existing scale of pay of Rs.19675-30765 and above may be permitted to travel by air in connection with their official work and the All India Service Officers and all Heads of Departments irrespective of their scale of pay may also be allowed to travel by Air in connection with their official work. The Deputy Secretaries to Govt. are now permitted to travel by Air on official work with the prior permission of the secretary to Government. The Commission, further recommends that Secretaries to Government may permit their subordinate officers upto the level of Deputy Secretary to travel by Air on official work to any place outside the state keeping in view the exigencies of work. Similarly Heads of Departments may permit officers not below the rank of Deputy Directors to travel by air outside the State if the exigencies of work warrant such a relaxation.**

**11.16.** The commission also recommends that travel by air within the State should be prohibited except in certain special circumstances warranting the immediate presence of officers at the out station.

**11.17.** The Commission further recommends that all the **All India Service Officers who are in PB4 with Grade pay of Rs.12,000/- and those in HAG+ and the State Government Officers drawing pay in the corresponding revised scale of pay to the existing scale of pay of Rs.25600-30675 (RPS 2005) be allowed to travel by Business/Club class while the other Officers be allowed to travel by Economy class in Aeroplanes.**

**11.18.** The existing provision of eligibility to travel in A.C. I-class by train by such of the employees who are eligible to travel by air, may continue.

**c) Entitlement to travel by train**

**11.19.** At present the employees drawing pay in the scale of pay of Rs.7770-18575 and above are eligible to travel by train in I-class as per rule 27 (1) (a) of T.A. rules. All other employees are eligible to travel by second class. However a concession was allowed to the officers who are eligible to travel in I-class by train, to travel by A.C. II tier/ A.C. III tier/ A.C. chair car

while on official tour as per note (2) to the above rule. Similarly, the employees who are eligible to travel by second class are also permitted to travel by sleeper class while on tour as per sub rule (2) of the above rule.

**11.20.** Several requests have been received for inclusion of some more categories also for eligibility to travel by I-class by train. The present norms linked to the scale of pay are rational and they may be continued. No changes are recommended. **The eligibility to travel by I-class will be to the corresponding scale being recommended by this commission to the existing scale of Rs.7770-18575.**

**11.21.** It is also pertinent to state here that the pay scales assigned under Automatic Advancement Scheme shall not be taken into account for the purpose of deciding the eligibility of class of travel. Only the pay scales attached to the posts shall be taken into account for deciding the eligibility of class in which the officers are entitled to travel in train. At present the railways have dispensed with I-class in several trains. It is therefore recommended that wherever I-class is available in the train the employees who are eligible to travel by I-class may travel either in I-class or in A.C. II tier/ A.C. III tier/ A.C. Chair Car. If there is no I-class in the train they may travel in A.C. II tier/ A.C. III tier/ A.C. Chair Car. The employees who are eligible to travel by II Class may also travel by sleeper class. These eligibilities are applicable in the case of journeys to be performed either on tour or on transfer or in the case of journeys connected with L.T.C.

**11.22.** There are also requests to include the extra charges incurred on purchase of tickets under 'Tatkal Scheme' and the service charges incurred in connection with online booking of tickets. Under Tatkal Scheme the tickets are issued from starting point to terminal point in addition to Tatkal charges which will be an extra expenditure to the exchequer especially in cases where the employee has to perform the journey to any intermediary place other than the terminal point. Further, the claims of Rail fare under Tatkal Scheme are not susceptible of verification. **Therefore, the commission is not inclined to recommend for allowing the Tatkal charges except in cases of journeys between the originating station and the terminating station, that too in cases where there is no sufficient time for the employee to purchase the tickets in advance which should be certified by the controlling officer.**

**11.23.** In the case of service charges for online booking the charges will be incurred for the sake of convenience of the employee. However, such cases may not be many and the amount actually spent is also not high. Therefore, **the Commission recommends reimbursement of the service charges wherever they were actually incurred and on production of proof of incurring of the expenses.**

**11.24.** Railways have introduced several types of express trains viz. Super Fast, Sampark Kranti, Rajadhani, Jana Sathabdi, Garib Rath, etc. Travel by these trains, except in the case of Garib Rath is costlier than the travel by ordinary express trains. It is therefore necessary to permit the employees to travel by those expresses also. **Accordingly the Commission recommends to permit the employees to travel by all types of express trains in connection with their journeys on official tour/ transfer/ L.T.C.**

**d) Travel by A.C. buses of A.P.S.R.T.C.**

**11.25.** When a Govt. employee performs a journey by a regular public motor service between places not connected by railway, but connected by regular public motor service, he is entitled for the actual bus fare paid.

*Note:- The journey may be made either by ordinary, express, semi-luxury, deluxe or super deluxe buses, but not by Air conditioned bus (Vide rule 23 (2) of A.P. T.A. rules).*

**11.26.** According to rule 23 (1) of the T.A. rules, if an employee performs a journey by a regular public motor service between two places connected by rail, he is entitled to either the actual bus fare paid or the railway fare of the entitled class whichever is less. By virtue of this rule the employees are at liberty to perform journeys by air conditioned buses also since the claim has to be restricted to the actual railway fare of the entitled class.

**11.27.** But in cases of journeys between places not connected by railway but connected only by road the employees have to necessarily perform journey by bus only. Then the restriction of travelling by air conditioned bus arises as per the restriction contained in note to rule 23 (2) of T.A. rules referred to above.

**11.28.** The employees' associations have made a fervent appeal to permit all the Govt. employees, who are eligible to travel by air/ A.C. I Class/ A.C. II Tier/ A.C. III Tier/ A.C. chair car, to travel by A.C. buses of A.P.S.R.T.C. also for their journeys between the places not connected by rail but connected by road. As of now, they cannot travel by A.C. Buses, though for train travel they are eligible for A.C. Class. Hence the request.

**11.29.** The Commission feels that there is need to give choice to the employees to travel by train or by road. It is reasonable to allow the employees belonging to Grade-I of Annexure-I of T.A. rules, to travel by A.C. buses of A.P.S.R.T.C. while on tour. **The Commission accordingly recommends that the employees belonging to Grade-I of Annexure-I of T.A. rules may be permitted to travel by A.C. buses of A.P.S.R.T.C. while on tour, irrespective of whether the place is connected by rail or not.**

**Similarly the employees belonging to Grade II and Grade III may be permitted to travel by A.P.S.R.T.C. buses of any type, except by A.C.Buses, between the places connected by train also and claim the actual Bus charges paid for.** It should also be made clear in the orders that the claims for journeys by private buses or hired taxis will not be entertained.

**e) Mileage Allowance**

**11.30.** When a journey between the places not connected either by railway or by a regular public motor service, is performed the employees are eligible for mileage allowance at the rates indicated below provided the place visited is situated outside a radius of 8 k.m. from headquarters or from one camp place to another camp place.

Grade – I	Rs.5/- per k.m.
Grade – II	Rs.3.50/- per k.m.
Grade – III	Rs.3/- per k.m.

**11.31.** In view of the increase in the cost of transport the Commission recommends the following revised rates of mileage allowance

<b>Grade</b>	<b>Revised rate recommended</b>
Grade-I	Rs.6/- per K.M.
Grade-II	Rs.4.50 per K.M.
Grade-III	Rs.4/- per K.M.

**f) Officers eligible to use their own conveyances while on tour**

**11.32.** As per rule 24 of A.P. Civil Services (T.A.) Rules 1996, the employees who are entitled to maintain and use motor car, motor cycle/ scooter as indicated in Annexure-IV of the rules, may perform the journeys, while on tour, in their own motor car, motor cycle/ scooter as the case may be between the places connected by train/ road provided that the distance travelled exceeds 8 K.M. As per Annexure - IV of the T.A. Rules the officers

who are authorized to maintain their own conveyances is as shown below.

Category	Officers	Nature of Conveyance
(1)	Officers who are drawing pay in the scale of Pay of Rs.3880-8140 and above in A.P. Revised Pay Scales, 1993	Motor Car
(2)	Officers who are drawing pay in the scale of Pay of Rs.2600-5580 and above but below the scale of Pay of Rs.3880-8140 in the A.P. Revised Pay Scales, 1993	Motor Cycle/ Scooter

**11.33.** The scales of pay of employees were revised in 1999 and again in 2005 and further modified by the One Man Commission 2006. But neither executive instructions nor amendments were issued to the scales of pay contained in the Annexure-IV replacing the scales of pay as and when the scales were revised leading to confusion to ascertain the level of officers who are expected to use and maintain motor car, motor cycle/ scooter unless individuals/ departments themselves replace the scales after every revision.

**11.34.** The Commission therefore recommends that as and when the scales are revised Govt. may issue amendment simultaneously to annexure-IV of the T.A. rules incorporating the revised scales, to avoid confusion in the departments.

**g) Mileage Allowance for using own conveyances**

**11.35.** Annexure-IV of the A.P. C.S. (T.A.) Rules, 1996, contains the level of officers who are eligible to maintain and use their own conveyances i.e. Motor Car, Motor Cycle/ Scooter while on tour. If they actually use their own Conveyances while on tour they are eligible for the payment of Mileage allowance at the following rates.

- |    |                      |     |                  |
|----|----------------------|-----|------------------|
| 1. | Motor Car            | --- | Rs.10/- per k.m. |
| 2. | Motor Cycle/ Scooter | --- | Rs. 3/- per k.m. |

(Vide rule 24 (2) read with G.O.Ms.No.336 Fin. (T.A.) Dept. Dt:29-10-2005).

**11.36.** In G.O.Ms.No.205 Finance (T.A.) Dept. Dt: 21-7-2008, orders were issued increasing the rate of mileage from Rs.5/- per k.m. to Rs.10/- per k.m. for petrol driven vehicles and from Rs.3/- per k.m. to Rs.6/- per k.m. for diesel driven vehicles to the Hon'ble Ministers and their equivalent ranks and also to Grade-I Officers. Apparently these orders were issued keeping in view the rates of mileage allowance applicable to Hon'ble Ministers contained in part-II of Annexure-V of A.P. Civil Services (T.A.) rule 1996. As stated above the Grade-I Officers are already eligible for the mileage allowance at Rs.10/- per k.m. if they use their own motor car while on tour. There is no variation in the rate of mileage between the petrol driven vehicles or diesel driven vehicles as per the orders issued in G.O.Ms.No.336 Finance (TA) Dept. Dt: 29-10-2005. The distinction in the rates of mileage between petrol driven and diesel driven vehicles is justified as the market has witnessed release of a large number of diesel driven cars. We find that there is no increase in the rates of Petrol or Diesel between 2005 and now (Sept. 2009). We, therefore, feel that the only increase that is warranted is due to increase in other Vehicle maintenance costs. **We, therefore, suggest increase to Rs.11/- per k.m for Petrol driven vehicles and Rs.7/- per km in the case of diesel driven vehicles. As regards, motor cycle / scooter the increase would be from Rs.3/- per km to Rs.4/- per km..**

11.37. The officer using his own motor car should furnish a certificate whether he used Petrol driven car or Diesel driven car, along with the claim for mileage allowance.

#### **h) Daily Allowance**

**11.38.** The existing rates of Daily Allowance are as follows:

<b>Grade</b>	<b>D.A. for tours Within the State</b>	<b>D.A. for tours to any place Outside the State</b>
Grade-I	Rs.200/-	Rs.250/-
Grade-II	Rs.125/-	Rs.150/-
Grade-III	Rs.100/-	Rs.125/-

11.39. Requests have been made to increase the Daily Allowance substantially to meet the increase in cost of stay while on tour. The Commission accepts the need for upward revision of this allowance. Keeping in view the continuing rise in prices, the Commission recommends the

following rates:

Grade	D.A. for tours Within the State	D.A. for tours to any place Outside the State
Grade-I	Rs.300/-	Rs.400/-
Grade-II	Rs.200/-	Rs.300/-
Grade-III	Rs.150/-	Rs.200/-

**i) Reimbursement of Lodging Charges**

**A. For places with in the State:**

**11.40.** Government servants are normally expected to stay in Government accommodation while on tour wherever it is available. In case, the employees could not secure accommodation in Government Travellers bungalows or Govt. Guest houses, they are eligible for the reimbursement of lodging charges in certain places. At present the Government servants visiting Visakhapatnam, Vijayawada, Tirupati, Twin cities (Hyderabad & Secunderabad), Warangal, Guntur and Kurnool on official duties are entitled for reimbursement of lodging charges actually spent by them subject to the maximum amount shown below against each grade:

a) Grade-I	...	Rs.250/-
b) Grade-II	...	Rs.200/-
c) Grade-III	...	Rs.100/-

**B. For places outside the State:**

**11.41.** At present, the Government servants visiting places outside the State on official duty are eligible for the reimbursement of lodging charges where ever Government accommodation is not available subject to the maximum limits indicated against each grade:

Grade	A Class	B Class	Other Classes
a) Grade-I	Rs.300/-	Rs.240/-	Rs.210/-
b) Grade-II	Rs.210/-	Rs.180/-	Rs.150/-
c) Grade-III	Rs.120/-	Rs.90/-	Rs.75/-

The classification of cities of Government of India is to be followed for this purpose.

**11.42.** Further 75% increase in reimbursement of lodging charges is now permitted in respect of their stay at Delhi, Mumbai, Chennai, Bengaluru and Kolkata.

**11.43.** Number of representations have been received for increasing this substantially to meet the realistic lodging charges prevailing at various places.

**11.44.** The lodging charges have to be incurred by an employee wherever there is no possibility of securing Govt. accommodation for his/her stay. It is therefore recommended that the lodging charges actually spent by them **in all the Municipal Corporations either within the State or outside the state** be reimbursed at the rates not exceeding the maximum amount indicated against each grade as shown below.

Grade	Amount
a) Grade-I	Rs.500/-
b) Grade-II	Rs.300/-
c) Grade-III	Rs.200/-

(a) The maximum lodging charges admissible for reimbursement at Hyderabad / Secunderabad be increased by 50% over the above rates.

(b) The maximum lodging charges admissible for reimbursement at Delhi, Mumbai, Chennai, Kolkota, Bengaluru be increased by 75% over the rates mentioned in para 5.

**7.** Keeping in view the above recommendations, **the maximum lodging charges that can be reimbursed at various places are as shown below:**

**Maximum amount of reimbursement of  
Lodging charges at various places**

Grades	At Municipal Corporations either within the state or outside the state except those cities mentioned in columns (3) & (4)	At Hyderabad/ Secunberabad	At Delhi, Mumbai, Chennai, Kolkota, Benguluru
(1)	(2)	(3)	(4)
I	500	750	875
II	300	450	525
III	200	300	350

8. The PRC 2005 has made the following suggestions.

- i. *In case of visits to Delhi, arrangements may be made for booking outside accommodation through A.P Bhavan to avoid possible wastage of money.*
- ii. *For allowing full reimbursement of lodging charges, where suitable Government accommodation is not available, detailed guidelines need to be worked out. It is suggested that a nodal agency like A.P Tourism Development Corporation may identify lodges in various cities for this purpose and enter into a rate contract. The rates thus approved may be allowed for full reimbursement. Graded Classes of accommodation may be permitted for various grades of Government Servants.*

9. It is not known whether any action has been taken on the above recommendations. If action is not taken so far, this commission also recommends to take early action on the above recommendation.

**j) Conveyance charges within the State**

**11.44.** At present, the employees working in twin cities are eligible for the payment of conveyance charges in connection with the journeys performed by them within the twin cities on official work. The employees are normally expected to perform journey by public conveyance i.e. A.P.S.R.T.C. buses. When a journey by public conveyance is not possible within the twin cities of Hyderabad and Secunderabad the employees are permitted to claim actual charges incurred at the rate of Rs.1/- per k.m. subject to the limit of Rs.15/- each way.

**11.45.** In view of the increase in the cost of living the Commission recommends to increase the actual charges to Rs.1.50/- per k.m. subject to a maximum of Rs.25/- each way.

**11.46.** In the case of journeys by the Govt. employees to go to A.P. High Court, A.P. A.T. and other Courts and also to the Govt. Pleaders' Offices the maximum amount permissible at present is Rs.40/- per each trip subject to a ceiling of 20 trips per month or to a maximum of Rs.800/- per month (vide G.O.Ms.No.269 Finance (T.A.) Dept. Dt: 15-10-2005).

**11.47.** **The Commission recommends to increase the maximum amount of Rs.40/- per each trip to Rs.50/- per each trip subject to the ceiling of 20 trips per month or to a maximum amount of Rs.1000/- p.m.**

**k) Conveyance Charges outside the State**

- (a) Taxi/ Auto charges incurred by the Govt. employees while on tour to any place outside the State, from the arrival point to the place of stay and 'vice-versa' are reimbursable to them subject to production of actual vouchers or a certificate of payment (vide rule 40 (6) of T.A. rules).
- (b) The Govt. employees are also eligible to claim actual Taxi or Auto fare, subject to a maximum of Rs.200/- per day for visiting the offices of Govt. of India and Ministries or any other office, situated at the places outside the State, while on tour. In such cases they have to furnish a certificate to the effect that Govt. vehicle was not provided to them (vide rule 40 (7) of T.A. rules read with G.O.Ms.No.336 Finance (T.A.) Dept. Dt: 29-10-05).

**11.48.** In view of the increase in the cost of transport, **the Commission recommends to increase the maximum ceiling of Rs.200/- referred to in sub para (b) above to Rs.400/- per day while retaining the provisions contained in rule 40 (6) of T.A. rules referred to in sub para (a) above.**

**l) Conveyance charges to the Court Masters and Personal Secretaries to the Hon'ble Judges of A.P. High Court and A.P. Administrative Tribunal**

**11.49.** As per the orders issued in G.O.Ms.No.73 Finance (T.A.) Dept. Dt: 2-4-2007, the Court Masters and Personal Secretaries to the Hon'ble Judges of High Court are allowed Conveyance charges at Rs.75/- per trip with an outer limit of Rs.3000/- p.m. when they visit the residences of Hon'ble Judges on official work. These orders were also extended to the Court Masters/ Personal Secretaries to the Hon'ble Chairman/ Vice Chairman and members of A.P.A.T. in G.O.Ms.No.17 Finance (T.A.) Dept. Dt: 21-1-2008.

**11.50.** It is ascertained that there was an increase of Auto charges by 20% from June 2008. **As such the commission recommends to increase the conveyance charges to Rs.90/- per trip with an outer limit of Rs.3600/- p.m.**

**m) Charges for the transport of personal effects**

**11.51.** As per rule 58 of the T.A. rules the Govt. employees may transport their personal effects upto the following maximum limits consequent on transfer involving change of station.

<b>Grade of the Govt. employee</b>	<b>Maximum weight that can be transported</b>
Grade-I	5000 Kilograms
Grade-II	4000 Kilograms
Grade-III	3000 Kilograms

**11.52.** The Commission recommends to continue the limits of maximum weight as shown above.

**11.53.** Normally the employees are expected to transport the personal effects by goods train. However, the employees are permitted to transport the personal effects by a public transport company or even by a private lorry in which case the actual cost of transport of personal effects has to be limited to the amount admissible had the personal effects been transported by goods train.

**11.54.** Now, the railways are not booking the personal effects for being transported by goods train. Further, the railways are refusing to furnish information regarding the rate of charge for the transport of personal effects by goods train. Therefore, it is impossible for the authorities to restrict the actual cost of transport by private lorry to that of the goods fare. In view of that the employees associations have suggested payment of transport charges at Rs.0.60/- per k.g. per k.m. The rate suggested by them is abnormally high. The Government of India in O.M.No.19030/3/2008.E.IV, Dt.23-9-2008 of the Ministry of Finance issued orders fixing the rate of mileage for the transport of personal effects by its employees at Rs.0.003 per kg/per k.m. The commission recommends to adopt the same rates to the employees of State Government also. At the above rates the mileage allowance would be admissible as follows:

<b>Grade</b>	<b>Maximum Weight permissible</b>	<b>Rate</b>
I.	5000 Kgs	@ Rs.0.003 per kg/per km, subject to a maximum of Rs.15/- per k.m.
II.	4000 Kgs	@ Rs.0.003 per kg/per km, subject to a maximum of Rs.12/- per k.m.
III.	3000 Kgs	@ Rs.0.003 per kg/per km, subject to a maximum of Rs.9/- per k.m.

**11.55.** The commission therefore recommends to allow the actual charges spent by the employee for the transport of personal effects subject to the maximum amount admissible at the above rates as per the Grade to which the employee belongs. These charges may be allowed on the above principle irrespective of the mode of transport of personal effects between the two places either fully connected by rail, or fully not connected by rail but fully connected by road, or partly connected by rail and partly connected by road.

**n) Packing/ loading and unloading/ unpacking charges**

**11.56.** In addition to the payment of charges towards the cost of transport of personal effects, Govt. employees are allowed actual charges towards packing/ loading and unloading/ unpacking of personal effects subject to the maximum limits indicated in the table below. The Commission recommends the revised rates against each grade in the table in view of general increase of charges.

Grade	Transfer within the State				Transfer outside the State	
	Transfer within the Zone		Transfer outside the Zone			
	Existing Rs.	Revised Rs.	Existing Rs.	Revised Rs.	Existing Rs.	Revised Rs.
Grade-I	250 (at each end)	500 (at each end)	500 (at each end)	1000 (at each end)	3500 [Rs.5400 for those in the scale pay of Rs.16925-30765 & above]	5000 [Rs.7000 for those in the scale pay of Rs.29200 – 53060 & above]
Grade-II	150 (at each end)	300 (at each end)	300 (at each end)	600 (at each end)	3000	4000
Grade-III	100 (at each end)	200 (at each end)	200 (at each end)	400 (at each end)	2000	3000

**11.57.** The above charges are to be allowed in addition to the cost of transport of personal effects.

**o) Disturbance Allowance or Lumpsum Grant on transfer**

**11.58.** In the case of transfer of an employee from any place within the State to Delhi and any other place outside the State and also in the case of transfer from Delhi and places outside the State to any place within the State,

the employees are eligible at present for the payment of this allowance at the following rates for each such transfer.

- (a) Grade-I : Rs.7500/- (However, employees drawing pay in the scale of pay of Rs.16925-30765 and above, shall be allowed Rs.8500/- for carrying personal effects by road)
- (b) Grade-II : Rs.5000/-
- (c) Grade-III: Rs.2500/-

**11.59.** Taking into consideration the increase in prices, the Commission recommends the following revised amounts:

- (a) Grade-I : Rs.10000/- (However, employees drawing pay in the scale of pay of Rs.29200 – 53060 and above, shall be allowed Rs.12000/- for carrying personal effects by road)
- (b) Grade-II : Rs.7500/-
- (c) Grade-III : Rs.5000/-

**p) Applicability of T.A. Rules to the All India Service Officers serving the affairs of the State**

**11.59.** As per notes (i) & (ii) under Annexure-I of A.P. Civil Service (Travelling Allowance) Rules, 1996, officers of All India Services drawing pay in Junior time scale of pay shall be treated as Grade-II officers while other All India Service officers shall be treated as Grade-I officers for purposes of regulation of D.A., reimbursement of lodging charges and mileage allowance. For purposes of Air travel all officers, including All India Services, drawing pay in the scale of pay for Rs.19675-30765 are eligible to travel by Air while on tour as per rule 33 of A.P.T.A. Rules read with G.O.Ms.No.46 Fin (T.A.) Dept. Dt: 2-3-07. For purposes of travel by train, no mention was made about All India Services officers in rule 27 of A.P.C.S. (T.A.) Rules, wherein it was stated that all Govt. servants drawing pay in Revised scale of pay of Rs.7770-18575 and above are entitled to travel by I-Class/ AC-II Tier/ A.C.-III Tier/ A.C. Chair Car.

**11.60.** The pay and allowances and grant of leave and payment of leave salary, pensionary benefits to the All India Service Officers are being regulated in accordance with the rules of Govt. of India. Even in the case of grant of House Building Advance, to All India Service officers, this Commission, elsewhere recommended that the All India Service officers may be allowed an option to choose the rules by which they would like to be governed i.e. either State Govt. rules or rules of Govt. of India whichever is

advantageous. Similarly, the Commission feels that the All India Service officers may be given an option to choose the rules by which they would like to be governed for purposes of regulating their Traveling Allowance on tour/ transfer/ L.T.C. Accordingly, **the Commission recommends that the All India Service officers serving the affairs of the State may be allowed an option to choose either the rules of Govt. of India or the State Govt. rules for regulating their tour T.A., Transfer T.A. and T.A. for L.T.C.**

**q) Fixed Traveling Allowance**

**11.61.** Government have identified certain categories of posts which require regular touring, for a minimum period of 15/20 days in a month for sanction of Fixed Traveling Allowance. All those categories are listed in Annexure II of the A.P.C.S (T.A.) Rules, 1996.

The existing rates of Fixed Traveling Allowance are as follows:

Classification	Details	Minimum number of days required to be toured in a month	Rates of Fixed Traveling Allowance to be allowed if the jurisdiction is		
			Within the Mandal	Within three Mandals but in one Revenue Division	Revenue Division
I	Officers on a pay scale upto Rs.5200-11715	15 days	400	450	500
		20 days	500	550	600
II	Officers on a pay scale of Rs.5470-12385 and above	15 days	450	500	550
		20 days	550	600	650

**11.62.** Requests have been made by innumerable associations that they may be sanctioned F.T.A. instead of regular T.A. & D.A. solely on the ground that due to budget constraint they are not able to get their T.A. bills approved.

**11.63.** Fixed Traveling allowance is admissible only to such of the categories of posts which require regular touring for a minimum period in a month within the jurisdiction. It is not correct to extend the same to others to overcome budgetary restrictions. The earlier PRCs also observed that it is not desirable to extend F.T.A. to any more categories since it would ultimately result in loss of budgetary control on this item of expenditure. PRC 1999

further observed that it is not in the interests of employees themselves as some of them, depending on the exigencies of work may have to tour more extensively in some months. On such occasions Fixed Traveling Allowance will be less than the amount of T.A. & D.A. for which they are entitled to as per rules. PRC 2005 while endorsing the same view suggested to Govt. Departments to identify the categories who, in their view should be allowed Fixed Traveling Allowance in place of regular T.A. & D.A. and that such cases could be examined by the Govt. on merits.

**11.64.** It appears that no exercise has been done in this direction by the Govt. Departments. The Commission, therefore, recommends that the Annexure-II to the A.P.C.S (T.A.) Rules, 1996 should be reviewed and suitable corrections be incorporated either adding new posts or deleting existing posts depending on the changed circumstances.

**11.65.** As regards the amount of Fixed Traveling Allowance, the revised rates recommended are as shown below, keeping in view the general increase in the cost of transport and other charges.

Classification	Details	Minimum number of days required to be toured in a month	Rates of Fixed Traveling Allowance to be allowed if the jurisdiction is		
			Within the Mandal	Within three Mandals but in one Revenue Division	Revenue Division
I	Officers on a pay scale upto and inclusive of Rs.9200-27000	15 days	450	550	650
		20 days	550	650	750
II	Officers on a pay scale of Rs.9460-27700 and above	15 days	500	600	700
		20 days	600	700	800

**11.66.** If the jurisdiction is more than a Revenue division regular T.A., D.A. and mileage allowance as per rules has to be allowed.

#### r) Leave Travel Concession

**11.67.** At present, the employees are eligible to avail leave travel concession once in a block of four consecutive calendar years, along with their family members. Out of the four years, this concession has to be availed to go to "Home Town" during the first block of two years. During the second block of two years the employees can avail this concession to visit any place within the State (including Home Town). During the availment of this concession, the journeys have to be performed by train if the places are connected by train. However, they may also perform the journey by A.P.S.R.T.C. buses between the two places connected by train, in which case,

the claim is to be restricted to either the actual expenditure incurred or to the amount admissible had the journey been performed by train, whichever is less. In cases where the places are not connected by train but are connected by road only, the journeys have to be performed only by A.P.S.R.T.C. buses. The entitlement of class of travel/ different kinds of busses, shall be in accordance with the entitlements in the case of journeys on official tour. If the journeys are performed by air, the claim shall be restricted to what is admissible had the journey been made by rail or bus as the case may be. Travel by private buses, taxis, etc. is prohibited. However, travel by A.P. Tourism development corporation buses is allowed. In support of the actual charges incurred by the employee, while availing the L.T.C., the used original Air/ Rail/ Bus tickets have to be enclosed to the T.A. claim.

**11.68.** The term “Family” for this purpose shall be the same as admissible in connection with the transfer of the Govt. employee with the following exceptions.

- i. The parents of Gazetted Officers shall not be treated as family members.
- ii. The parents of Non - Gazetted Officers shall not be treated as dependents, if either of them is a pensioner (including family pensioner).
- iii. The children born on or after 1-4-1996, will not be treated as members of the family, if the number of children born prior to 1-4-1996 were two or more for whom the claim is made.

*Note: The parents of married female Non-Gazetted Govt. employees will be treated as members of family provided they are dependent on them.*

**11.69.** Several employees associations have requested to pay lumpsum amount towards leave travel concession. They have also requested to permit them to avail the concession to go outside the State, but within India once in the entire service. They have further suggested to arrange to issue warrants making them eligible to travel by Trains/ A.P.S.R.T.C. buses without payment of the amount.

**11.70.** Similar requests were placed before the earlier PRCs also. PRC 1993, PRC 1999 and PRC 2005 have unanimously opined that payment of lumpsum amount towards L.T.C. is not considered since the essential point in L.T.C. is extension of the facility of actual travel to different places with Government meeting the travel cost but not a cash allowance. It was also observed that if cash is paid in lieu of claim, it would defeat the very purpose of the scheme which enables the employees to visit Home Town/ any place within the State. They have also suggested to work out a fool proof system of

reimbursement of the travel expenses incurred by the employees since the railways are not agreeing for issuing warrants.

**11.71.** As already observed by the earlier PRCs, this is a concession allowed to the employees to enable them to claim the charges actually incurred by them, along with their family members, in connection with their journeys to visit their Home Towns/ any place within the State. If a lumpsum amount is paid to the employees it would amount to grant of one more allowance amongst the list of allowances in place now. This Commission is therefore not inclined to recommend the payment of any lumpsum amount on this account.

**11.72.** Regarding the other request to permit the employees to visit any place outside the State, but within the country once in the entire service, the Commission feels that the state has adequate areas to be covered within the service period and there is no need to extend the facility to cover the whole country. **However, there may be no objection to permit the employees to visit any place outside the State but within the country during the second block of the four years block, subject to the condition that their claim shall be restricted to the last point in that direction within the State.** This will facilitate the employees not necessarily to visit a place situated within the State only during the second two year block of four years but also to visit any place outside the state. As such the Commission recommends to permit the employees to avail this concession to go to any place outside the State also but within the country, together with eligible family members, during the second block of two years subject to the condition that their claim shall be restricted to the last point in that direction within the State.

**11.73.** Regarding the third request relating to the arrangement of issue of warrants by the railways/ A.P.S.R.T.C. buses, the Commission advises the Govt. to explore the possibilities of arranging for the issue of warrants by the railways/ A.P.S.R.T.C. buses.

**11.74.** It is noticed from the existing rules that the used original tickets of Air/ Train/ A.P.S.R.T.C. buses have to be enclosed to the L.T.C. claim. The employees are expected to surrender their tickets to the railway authorities while coming out of the railway station. This issue may also be taken up with the Railway authorities.

**11.75.** As per the existing rules if the journeys are performed by the employees by air, the claim has to be restricted to the amount admissible had the journey been made by train/ A.P.S.R.T.C. buses. **In cases where the employees are entitled to travel by air while on official tour, they along with their family members, may be permitted to travel by air and claim**

**the actual amount paid for the journey in L.T.C. also.** The Commission therefore recommends to issue revised instructions accordingly.

**11.76.** In the existing rule, the criteria for dependency for the family members on the Govt. employee is not clearly laid down. It is therefore desirable to put a monetary limit for the purpose of dependency of the family members on the Govt. employee. As per the L.T.C. rules applicable to the employees of Govt. of India, the definition of dependency of the family members is linked to the minimum family pension prescribed by the Govt. and dearness relief there on – vide O.M.F.No.31011/4/2008-Estt.(A) dated 23-09-2008 of Department of Personnel & Training, Ministry of Personnel, Public Grievances & Pension Govt. of India. It is desirable to adopt the same principle in the case of L.T.C. claims of State Govt. employees. **The Commission, therefore, recommends that a member of the family whose income from all sources, including stipend, pension (including dearness relief thereon) does not exceed the minimum family pension and dearness relief thereon, shall be deemed as dependent on the employee.**

**11.77.** The existing provision of travel by A.P. Tourism Development corporation buses may be continued.

## **2. Transport Allowance:**

**11.78.** Many associations requested for the payment of Transport Allowance on par with the employees of Government of India. This allowance is being paid to the employees of Government of India from 1-1-1996 basing on the recommendation of 5<sup>th</sup> CPC. Basing on the recommendations of the 6<sup>th</sup> CPC, the quantum of this allowance was enhanced by the Government of India and C.C.A. was altogether discontinued. The scales of pay of the State Govt. employees were revised from 1-7-98 and again from 1-7-2003. The earlier PRCs did not recommend payment of Transport Allowance. In the Government of India, the offices are mainly located at cities and big Towns while in the A.P. State, most of the offices are located at small Towns and even in Villages and the employees working in those places will not incur any major expenditure towards transport charges to go to office. Further, the non-Gazetted and class-IV employees working in Twin cities, Visakapatnam, Vijayawada and Warangal (including Hanumakonda and Kazipet) are being allowed concessional bus pass to go to their offices. Such a facility is not available to the employees of G.O.I.

**11.79.** It is also recommended elsewhere to allow this concession to the employees working in the offices which are located in all the Municipal Corporations in the State. More over the Commission has recommended that the system of payment of CCA to the employees working in cities and major

towns be continued in the State and recommended an appropriate revision of the rates besides continuing the facility of concessional bus pass to attend to their offices.

**11.80. The Commission, therefore, is not inclined to recommend the payment of Transport Allowance to the employees of the State.** In so far as C.C.A. is concerned, the commission, elsewhere in this report made necessary recommendations.

### **3. Concessional Bus Pass facility to the NGOs:**

**11.81.** At present the employees drawing pay in the scale of Pay of Rs.8385-19125 (RPS 2005) and working in Twin Cities, Hanamkonda / Warangal/ Kazipet, Visakhapatnam and Vijayawada are eligible for the facility of Concessional bus pass to travel in APSRTC city service. In this scheme, the employee will bear 1/3 of the cost of pass while the State will bear 2/3 of the cost. Some Associations represented to extend the same facility to the employees working in other places also where the APSRTC is running city services. There is a rapid growth in several urban areas leading to upgradation of the municipalities into Municipal Corporations and the employees may have to reside at a sufficiently distant places to their offices. **The commission therefore recommends to extend this facility to the employees working in the limits of all the Municipal Corporations in the State if the A.P.S.R.T.C. is running city services in those places.**

**11.82.** The other request in this regard is to permit the employees to travel by Metro Expresses, Metro-liners & A/c Buses also. Already orders were issued permitting the employees to travel by Metro- expresses subject to the condition that the Government will bear only 2/3 of the cost of bus pass by the ordinary bus service while the remaining amount will be borne by the employee. The Commission is in agreement with the request and accordingly recommends to accord permission to the employees to travel by Metro liners and A/C Buses also subject to the condition that the share of Government should not exceed 2/3 cost of travel by ordinary buses and the remaining cost is borne by the individual.

### **4. Reimbursement of Tuition Fees in respect of the Children of NGOs:**

**11.83.** The employees associations have requested to enhance the amount of reimbursement of Tuition fees paid by the employees in respect of their children from the existing limit of Rs.400/- p.a. to Rs.12000/- p.a. as applicable to the employees of Govt. of India.

**11.84.** In the Govt. Schools no tuition fees is collected from the students. In the case of girls no tuition fees is collected upto graduation level in Govt. Colleges. In case the employees send their children to private schools tuition fees has to be paid. As a gesture, Govt. are reimbursing some portion of tuition fees to the N.G.G.Os from the year 1978 onwards. This scheme is limited only to the N.G.G.Os. This is restricted to only upto two children. Based on the recommendations of PRCs from time to time, Govt. are issuing orders enhancing the maximum amount of re-imbusement of fees and also specifying the scale of pay of N.G.G.Os upto which this facility is extended. The latest orders were issued in G.O.Ms.No.119 Education (Ser-IV) Dept. dated: 22-09-2005 enhancing the rate of reimbursement of fees from Rs.300/- to Rs.400/- per pupil per annum and this is admissible to such of the employees who are in the scale of pay of Rs.7770-18575 and below.

**11.85.** In G.O.Ms.No.212 Education (Ser-IV) Dept. Dt:11-7-1994, while enhancing the amount of reimbursement of tuition fees for the children of N.G.Os from Rs.105/- to Rs.200/- p.a. per pupil, it was stated in Para 1 of that G.O. that the facility of reimbursement of tuition fees was available for children studying upto graduate level (i.e. from L.K.G., U.K.G. classes to Intermediate classes). In G.M.No.665/Ser-IV-2/94 Dt: 18-10-94 of Education Dept. it was clarified that the enhancement of the amount of tuition fees ordered in G.o.Ms.No.212 Education (Ser-IV) Dept., Dt: 11-7-94 applies only where the reimbursement of fee earlier fixed is Rs.105/- p.m. It was also stated in the last para of that Govt. memo that in respect of other categories the previous orders issued by Govt. fixing the reimbursement of Rs.65/- and Rs.75/- remains the same. Again in para 2 of G.O.Ms.No.73 Education (Ser-IV) Dept. Dt: 28-10-99, it was ordered to enhance the amount of reimbursement of tuition frees from Rs.200/- to Rs.300/- uniformly for all the classes I to X. It was also stated in para 3 of that G.O. that in respect of other categories the previous orders of Govt. fixing the reimbursement of Rs.65/- & Rs.75/- remains the same. In G.M.No.17531/Ser-IV-2/2002-1 Dt: 23-9-2002, it was clarified to the effect that reimbursement of tuition fee of Rs.300/- p.a. is permissible in respect of children of N.G.Os who are studying Intermediate 1<sup>st</sup> & 2<sup>nd</sup> year. Again in G.O.Ms.No.119 Edn. (Ser-IV) Dept. Dt: 22-9-05, it was ordered to enhance the amount of reimbursement of tuition fees from Rs.300/- to Rs.400/- p.a. per pupil uniformly for all the classes I to X. It was also stated in para 3 of that G.O. that in respect of other categories the previous orders of Govt. fixing the reimbursement of Rs.65/- & Rs.70/- remains the same. It is not clear from the orders of Govt. referred to above in which cases the maximum reimbursement of Rs.65/- & Rs.70/- is applicable.

**11.86.** The Education Dept. was requested to inform whether the reimbursement of tuition fees paid by the N.G.Os in respect of their children studying in classes L.K.G., U.K.G. and Intermediate classes is permissible since nothing was stated about this in G.O.Ms.No.119 Education (Ser-IV)

Dept. Dt: 22-9-2005. The Dept was also requested to inform as to the categories to which the rate of reimbursement of Rs.65/- & Rs.70/- is admissible. No information is received by the Commission from Education Dept.

**11.87.** Based on the recommendations of 6<sup>th</sup> C.P.C. the Govt. of India issued orders sanctioning the reimbursement of maximum tuition fees of Rs.12000/- p.a.

**11.88.** The demand for parity with Central Government employees cannot be obviously met. The employees have to bear the expenditure from their own resources when they decide to admit their children in reputed private schools which are charging high rates of fees. However, keeping in view the increase in the rates of tuition fees **the Commission recommends reimbursement of the tuition fees amount at the rate of Rs.1000/- p.a. per pupil subject to the condition that the reimbursement should be made in respect of two children only. This scheme of reimbursement of tuition fees shall be allowed to all the Class-IV employees and Non-Gazetted officers and that the claim is permissible in respect of children studying in all the classes upto graduation level i.e. from L.K.G. upto and inclusive of the Intermediate/ 12<sup>th</sup> Class.** The other conditions regarding the submission of receipts, certificates, etc. would continue.

## **5. Funeral Charges of deceased Govt. employees:**

**11.89.** The Head of the office is permitted to sanction not more than Rs.5,000/- towards the expenditure on obsequies or transport of deceased Govt. employees, as per the orders issued in G.O.Ms.No.1669 G.A. Dept. Dt: 15-9-1965 as amended from time to time, the latest being G.O.Ms.No. 596 G.A. (Ser. Wel-I) Dept.Dt: 6-8-07.

**11.90.** The employees' Associations have represented to enhance this amount upto Rs.10,000/- in view of the increase in the expenses besides the cost of transportation of the body to the native place.

**11.20.** Although the order of enhancement of the amount from Rs.2,000/- to Rs.5,000/- was issued in the month of August 2007 only, the Commission feels that there is some justification in their request and **therefore recommends to increase the amount to Rs.10,000/-.**

**11.21.** As regards the other request of the association to pay the cost of transportation of the body the Commission is of the view that due to implementation of Presidential order on six point formula majority of the posts are either localized or zonal cadre posts. As such the Commission is not

in favour of recommending payment of the cost of transportation of the body additionally.

**6. Remuneration to the Drivers, Roneo Duplicating Operators and Lift Operators for attending to the Official duties on holidays:**

**11.22.** As per the orders issued in G.O.Ms.No.280 Fin (TA) Department, dated 15-10-05 the Drivers of Government Vehicles are allowed a remuneration of Rs.50/- per day W.E.F. 15-10-2005, if they perform official duties on a holiday and if a compensatory holiday could not be granted in lieu thereof.

**11.23.** The lift operators of Secretariat / Legislature Departments who perform official duties on a holiday and who could not be granted a compensatory holiday in lieu thereof are allowed a remuneration of Rs.25/- per day W.E.F. 6-10-1994 as per G.O.Ms.No.347 Finance and Planning (F.W. TA) Department, W.E.F.dt.6-10-1994. This rate was not revised after words.

**11.24.** The Roneo duplicating operators requested to allow the remuneration on par with drivers if they attend to the official duties on a holiday.

**11.25.** **The commission recommends that the Drivers of the Government Vehicles, Roneo duplicating operators of all the Government Departments and the Lift Operators of all the Government Departments who are paid salary in a regular scale of pay may be paid a remuneration at Rs.75/- per day.** This remuneration would be payable if they are directed to perform official duties on a public holiday and if they could not be granted a compensatory holiday in lieu thereof. The certificate prescribed in G.O.Ms.No.313, Finance & Planning (FW-TA) Department, dt.27-09-1989 read with G.O.MS.No.219, Finance & Planning (FW-TA) Department, dt.27-05-1993 and G.O.Ms.No.347 Finance & Planning (FW.TA) Department, Dt. 06-10-1994 may be continued to be insisted to be furnished by the concerned controlling officers.

**7. (a) Special Compensatory Allowance:**

**11.26.** Based on the Government of India's order, the State Government, issued orders in the year 1971, renaming the then special pay admissible in unhealthy localities as "Bad Climate Allowance" and treated it as a Special Compensatory allowance. Since then orders were issued by different departments of Government sanctioning special allowances some of them are as follows:

- A. Finance Department have issued orders regarding the Bad Climate Allowance

- B. (i) Revenue Department later issued orders for Payment of agency allowance where bad climate allowance was not payable.
- (ii) Irrigation Department issued orders for payment of project/construction allowance, rent free quarters of Addl. H.R.A. in lieu thereof; which is paid because of difficult living and working conditions faced by employees working in projects.
- (iii) Social Welfare Department also issued orders for payment of Special Compensatory Allowance, enhanced Addl.HRA in lieu of Rent free quarters in Class I & Class II Agency tracts for employees working in Scheduled areas.

**11.27.** With a view to have a comprehensive approach on Special Compensatory Allowance the Government constituted a High Power Committee with Sri K.V.Natarajan I.A.S, as chairman & six other members in G.O.Rt.No.1224 Fin & Plg. (FW-TA) Dept., dt.15-5-1990.

**11.28.** The High Power Committee recommended payment of Special Compensatory Allowance for the employees working in scheduled areas. Based on that report orders were issued by Government in G.O.Ms.No.298 Fin. & Plg. (F.W.T.A) Dept., dt.28-12-1991, and in G.O.Ms.No.9 Fin. & Plg. (F.W.T.A.) Dept., Dt.17-01-1992 for the payment of Special Compensatory Allowance at slab rates with reference to the basic pay in RPS, 1986 for employees working in the scheduled areas. In G.O.Ms.No.228 Fin. & Plg. (FW-TA) Dept., Dt.29-05-1993, and in G.O.Ms.No.153 Fin. & Plg. (FW-TA) Dept., Dt.10-09-1999 orders were issued continuing the said allowance duly modifying the basic pay slabs in the respective pay revisions. This issue was not examined by any of the PRCs from 1993 to 2005.

**11.29.** Government in G.O.Rt.No.1648 G.A.(Spl.A) Dept.,Dt.24-03-2006, referred the issue of review of the Special Compensatory Allowance to the One Man Commission 2006. Based on the recommendations of One Man Commission 2006, Government issued orders in G.O.Ms.No.6 Fin (TA) Dept. Dt.12-01-2007, sanctioning the Special Compensatory Allowance at Slab rates on the basic pay in RPS 2005 as shown below:

<b>Basic Pay range in the Revised Pay Scales, 2005</b>	<b>Rate of Special Compensatory Allowance admissible in Non-Mandals</b>	<b>Rate of Special Compensatory Allowance admissible in Mandals</b>	<b>Rate of Special Compensatory Allowance admissible in Hills/Hill tops</b>
	<b>(Rs) per month</b>	<b>(Rs) per month</b>	<b>(Rs) per month</b>
1	2	3	4
Upto Rs.6040/-	Rs.300/-	Rs.375/-	Rs.450/-

<b>Basic Pay range in the Revised Pay Scales, 2005</b>	<b>Rate of Special Compensatory Allowance admissible in Non-Mandals</b>	<b>Rate of Special Compensatory Allowance admissible in Mandals</b>	<b>Rate of Special Compensatory Allowance admissible in Hills/Hill tops</b>
	<b>(Rs) per month</b>	<b>(Rs) per month</b>	<b>(Rs) per month</b>
Rs.6041/- and above upto Rs.7770/-	Rs.375/-	Rs.450/-	Rs.525/-
Rs.7771/- and above upto Rs.9775/-	Rs.450/-	Rs.550/-	Rs.600/-
Rs.9776/- and above upto Rs.12070/-	Rs.550/-	Rs.600/-	Rs.675/-
Rs.12071/- and above upto Rs.16450/-	Rs.600/-	Rs.650/-	Rs.750/-
Rs.16451/- and above	Rs.650/-	Rs.700/-	Rs.825/-

**11.30.** The List of Villages/ Hamlets in Scheduled areas located in Non-Mandals, Mandal Head Quarters and Hills / Hill tops are detailed in Annexure I, II & III respectively of G.O.No.6., Fin(TA) Dept., Dt:12-01-07. In G.O.Ms.No.295 Fin (TA) Dept., Dt.4-10-2008, orders were issued extending the Special Compensatory Allowance to the applicants working in the agency areas mentioned in several O.As detailed in para 5 of G.O.295. Neither the names of villages/Hamlets nor the names of applicants to whom it is extended was indicated in the Government Order. Again in G.O.Ms.No.163 Fin (TA) Department, Dt.4-6-2009 Special Compensatory Allowance was extended to the applicants in some more O.As. filed in A.P.A.T. and in one W.P. filed in A.P. High Court. In this Government Order also the names of villages/ Hamlets and the names of the petitioners in the O.As. / W.P. were not specified.

**11.31.** Requests have been made to this commission to recommend Special Compensatory Allowance as a percentage of basic pay instead of at slab rates.

**11.32.** The Commission opines, that it is desirable to continue to pay the Special Compensatory Allowance on slab rates only. As the rates were arrived at as recently as in 2007 the Commission recommends a modest increase in the rates of Special Compensatory Allowance. The increased rates are as mentioned below.

<b>Basic Pay range in the Revised Pay Scales, 2008</b>	<b>Rate of Special Compensatory Allowance admissible in Non- Mandals</b>	<b>Rate of Special Compensatory Allowance admissible in Mandals</b>	<b>Rate of Special Compensatory Allowance admissible in Hills/ Hill tops.</b>
	<b>(Rs) per month</b>	<b>(Rs) per month</b>	<b>(Rs) per month</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
Upto Rs.10600/-	Rs.325/-	Rs.400/-	Rs.475/-
Rs.10601/- and above upto Rs.13660/-	Rs.400/-	Rs.475/-	Rs.550/-
Rs. 13661/- and above upto Rs. 17050/-	Rs.475/-	Rs.575/-	Rs.625/-
Rs.17051/- and above upto Rs. 21250/-	Rs.575/-	Rs.625/-	Rs.700/-
Rs.21251/- and above upto Rs. 28450/-	Rs.625/-	Rs.675/-	Rs.775/-
Rs.28451/- and above	Rs.675/-	Rs.725/-	Rs.850/-

**11.33.** The Commission suggests that the names of Villages / Hamlets covered by G.O.Ms.No.295 Fin (TA) Dept.,Dt.4-10-2008 and G.O.Ms.No.163 Fin (TA) Dept., Dt. 4-6-2009, should also be specified and communicated along with the Government Orders. This would make it easy for the Officers processing the Claims to ascertain the correctness of the claim. The Commission, also recommends to issue amendments to Annexures I, II & III of G.O.Ms.No.6, incorporating the names of villages / Hamlets, in Non-Mandals and the names of Mandal Headquarters and names of Villages/Hamlets located in Hills / Hill tops so that the list would be exhaustive and comprehensive.

**11.34.** It is also noticed by the Commission that the orders issued in G.O.Ms.No.295 Fin (TA) Department, dt.04-10-2008 and in G.O.Ms.No.163 Fin (TA) Dept., Dt.4-6-2009 are made applicable only to the applicants who filed O.As in A.P.A.T. and W.P. in A.P. High Court. Equity demands that the orders issued in the above two Government Orders are made applicable to all the employees working in the Villages / Hamlets in Non-Mandals, at Mandal Head quarters and in the Villages / Hamlets located in Hills / Hill Tops uniformly. The Commission, therefore, recommends to issue orders extending Special Compensatory Allowance to all the employees working in the Villages /Hamlets in Non-Mandals, Mandal Headquarters and Villages / Hamlets located in Hills / Hill tops covered by the above two Government Orders without restricting it only to those employees who approached courts.

## **(b) Tribal Allowance for Doctors**

**11.35.** In G.O.Ms.No.411 H.M. & F.W. (A2) Dept, Dt.5-11-2001, orders were issued increasing the rate of Tribal Allowance from Rs.1500/- p.m. to Rs.2000/- p.m. to the doctors working in tribal areas. In respect of Lady doctors working in tribal areas the rate of this allowance is Rs.2500/- p.m. This is admissible from 1-11-2001. As the rates of Tribal allowance are higher than the rates of special compensatory allowance suggested above and as drawal of both special compensatory allowance and tribal allowance by the doctors working in tribal areas is not correct the commission recommends that the doctors who are eligible for the Tribal allowance as per G.O.Ms.No.411 H.M. & F.W (A2) Dept., Dt.5-11-2001, would not be eligible for the payment of this Special Compensatory Allowance.

## **8. Uniform Allowance and Uniform Maintenance Allowance:**

**11.36.** Based on the recommendation of PRC 2005, orders were issued in G.O.Ms.No.263 Fin (TA) Dept., Dt.15-10-2005, enhancing the rate of Uniform Allowance WEF 15-10-2005. In pursuance of the recommendation of O.M.C. 2006 orders were also issued in G.O.Ms.No.233 Fin (TA) Dept., dt.10-08-06 enhancing the rate of allowance to some categories and uniform allowance was also sanctioned afresh for the post of Assistant Sub Inspector of Police WEF 10-08-2006. The categories of posts / Departments, rate of allowance now admissible and the periodicity of payment of the allowance are detailed in Annexure I.

**11.37.** It is noticed that different rates of uniform allowance are in vogue for various categories of posts in several departments. Further, the periodicity of payment of this allowance is also not uniform. It varies from one year to five years for different categories.

**11.38.** In addition, it is understood, that clothing allowance @Rs.225/- per annum is admissible to the staff working in C.I.D. and District Special Branches of Police Department (vide G.O.(P)No.511 Fin (TA) Department Dt.11-06-04) which was sanctioned based on the recommendation of Anomalies Committee 2003. The categories of personnel to whom this allowance is admissible in those departments was not specified either in the recommendation of Anomalies Committee 2003 or in the Government Order. Though PRC 2005 recommended to increase the rate from 225/-p.a to Rs. 250/- p.a. orders issued, if any, by Government on this recommendation are not brought to the notice of this Commission. It is also noticed that Special Uniform grant of Rs.4500/- per annum is admissible to the staff working in "Grey Hounds" unit of Police Department as per G.O.Ms.No.195 Fin. & Plg. (FW-TA) Department Dt.24-11-99 and it was ordered to be continued in RPS 2005 also in G.O.Ms.No.510 Fin (TA) Dept., Dt. 28-12-05. The same rate of

Special Uniform grant of Rs.4500/- p.a. was extended to the “Special Intelligence Branch” personnel of Police Department in G.O.Ms.No.290 Home (Courts-C) Department dt.08-09-2000 and it was ordered to be continued in RPS 2005 also as per G.O.Ms.No.511 Fin (TA) Dept., Dt.28-12-05.

**11.39.** It is also noticed that while uniform allowance (cash) is allowed to the higher level of posts in the Departments, uniform is being supplied to the lower level of posts including Last Grade Service employees.

**11.40.** The Departmental Manuals and the specific orders issued by the administrative departments lay down the categories of posts for which uniform is prescribed to be worn while discharging their official duties.

**11.41.** The employees’ associations pointed out that uniform is not being supplied regularly by the Departments for the lower level categories of posts and requested for the payment of uniform allowance in lieu of supply of cloth or stitched uniforms as is being done in the case of the higher level categories.

**11.42.** Supply of uniform by the Departments would normally be more economical than the payment of uniform allowance as procurement in large volumes has its advantages. But the supply of uniform by the departments has got its own inherent problems like absence of budgetary provision coupled with reductions in provisions even if they are made on grounds of economy, delay in procurement of cloth and its supply after getting it stitched, in addition to complaints relating to quality of material supplied. With the discontinuance of supply of dress by the Department of Printing, Stationery & Stores Department, the respective departments are expected to supply the uniforms to the persons who are entitled to it. We notice that inadequate budget provisions, economy cuts and delays in procurement, have virtually resulted in denial of supply of uniform to those covered in the stationery manual. The only exception is those who belong to the Uniformed Services. Even here the Excise Constables and Head Constables represented that the Department has not been supplying Uniform to them for a long time. We feel that the present system is riddled with uncertainties and inadequacies which require to be addressed.

**11.43.** **There is need for a radical change in the approach to the supply of Uniforms. In the first instance we recommend that the entitlements as per stationery manual should be reviewed and those who are not governed by a prescribed dress code may be eliminated from the list of those to whom cloth / uniform is to be supplied. We have done some exercise and a list of personnel who should be governed by a dress code is placed at Annexure-II. In respect of those who are covered by a**

dress code/ uniform, the present distinction of supplying cloth, shoes etc., to the subordinate staff while allowing uniform allowance for senior functionaries should be dispensed with. All those who are governed by the dress code shall be given allowance to procure the Uniform and any other equipment like belts, shoes, cap etc. Instead of prescribing different periods for the payment of this allowance, the commission is of the view that payment of allowance once a year would serve the purpose for which it is allowed. We recommend that the amount may be disbursed along with salary for the month of March which is paid in April. This would ensure proper budgeting and release of funds on time.

**11.44.** Taking into account the existing rates of allowance and the approximate cost of the uniform including equipment to go with the Uniform the following rates of Uniform Allowance are recommended.

1.	(a) For employees belonging to uniformed services, (viz) Police, (except Grey hounds, S.I.B. Personnel, C.I.D., & Dist. Spl. Branches) Prohibition & Excise, Forest, Fire & Emergency Services, Prisons & correctional services Transport, Legal metrology, Ports departments and the employees belonging to Municipalities.	Rs.2000/-p.a.
	(b) For the Operational Staff in “Grey Hounds” and S.I.B. Units of Police Department	Rs.5000/- p.a.
	(c) For the Staff in C.I.D. and Dist. Special Branches covered by G.O.(P)No.511 Fin (TA) Dept., Dt. 11-06-04.	Rs.300/- p.a.
2.	For the Nursing personnel working in all the Medical Departments, i.e. Medical Education, Health, Family Welfare, Institute of Preventive Medicine, Insurance Medical Services & Ayush Departments.	Rs.1,500/- p.a.
3.	For the employees of A.P. High Court, APAT and other courts for whom wearing of Black Coat is compulsory as per the orders of A.P.H.C./A.P.A.T.	Rs.1,000/-p.a.
4.	For the staff who have to wear Apron compulsorily in Laboratories / Dispensaries / Hospitals etc.,	Rs.500/- p.a.

**11.45.** In respect of Sl.Nos. 1, 2 and 3 the categories of posts for which Uniform Allowance is to be paid is given at Annexure-II. In respect of the staff working in the Laboratories / Dispensaries / Hospitals etc., covered by Sl.No.4. the categories of posts for which this allowance is payable may be notified by the respective administrative departments of Government in

consultation with Finance Department as that information is not readily available with the Commission.

**11.46.** In respect of the staff belonging to Protocol Department and Raj Bhavan, for whom separate dresses are prescribed, the existing procedure of supplying the uniform is recommended to be continued for Officers and other employees. Similarly, in the case of staff belonging to A.P. Bhavan, New Delhi, for whom separate dresses are prescribed for summer season and winter season, the existing procedure of supply of dress to the class IV employees is recommended to be continued. It is reported that in respect of other staff summer/winter Uniform Allowance is being paid as shown below as per G.O.Ms.No.410 G.A.(GH.I) Dept.,dt.12-10-2001.

- a. Summer Uniform Allowance at Rs.1,500/- per head once in 3 years.
- b. Winter Uniform Allowance at Rs.2,000/- per head once in 3 years.

**11.47.** In view of the increase in the cost of cloth and stitching charges, the Commission recommends to revise the rates as shown below:

- a. Summer Uniform Allowance at Rs.750/- per head per annum.
- b. Winter Uniform Allowance at Rs.1,000/- per head per annum.

**11.48.** The Commission also recommends to pay this allowance along with the salary for the month of March which is paid in April every year.

### **Uniform Maintenance Allowance**

**11.49.** Based on the recommendation of the PRC 2005, orders were issued in G.O.Ms.No.260 Fin (TA) Department Dt.15-10-05, enhancing the rate of Kit Maintenance Allowance by 50% over the existing rates to the categories of posts to which it was admissible earlier.

**11.50.** Further, washing allowance is admissible at Rs.22.50 p.m. to Dark room Assistant and Radiographer of Ayush Department as per G.O.(P)No.511 Fin (TA) Dept., dt.11-06-04. The details of posts for which Kit Maintenance Allowance/ Dhobi Allowance is admissible now are indicated in Annexure III.

**11.51.** There are at present varying rates of Kit Maintenance/ Dhobi Allowance and Washing Allowance for different categories in different departments. The commission, feels that it is desirable to replace the multiplicity of allowances by a Uniform Maintenance Allowance. All those who are eligible for Uniform allowance would automatically be eligible for

Uniform Maintenance Allowance. Accordingly, **the Commission recommends payment of Uniform Maintenance Allowance at Rs.100/- p.m. to all the categories who have to wear Uniforms as specified in items (A) (B) & (C) of Annexure II and at Rs.50/- p.m. for all other categories who have to wear only Aprons / Coats etc. (vide item (D) of Annexure II and Staff of Laboratories / Dispensaries / Hospitals etc.,)** This Uniform Maintenance Allowance is payable only to such of the categories to whom uniform allowance is admissible or those exceptional cases as in the case of Raj Bhavan, A.P. Bhavan, Protocol Department, etc., where Uniform is supplied.

**11.52.** It is noticed that the Kit Maintenance Allowance is being allowed to the several categories of posts in Institute Preventive Medicine listed in Annexure IV. At present they are not eligible for the payment of Uniform Allowance. Information was not made available to the commission whether uniform is being supplied by the Department periodically. It is therefore recommended that the payment of Uniform Allowance or supply of Uniform, if it is being made, and Uniform Maintenance Allowance be discontinued to those categories. However, if the Departmental codes or any orders of Government prescribed wearing of uniform the Institute of Preventive Medicine is advised to approach Government in Finance Department through it's Administrative Department and if on a detailed examination it is considered necessary to insist on their wearing Uniform / Apron separate orders may be issued extending the rates of Uniform Allowance and Uniform Maintenance Allowance now recommended by this commission to the corresponding categories.

**11.53.** It is further recommended that suitable instructions may be issued to the concerned administrative authorities to insist on compulsory wearing of uniform by the employees and that stringent punishments have to be imposed in cases where the employees fail to wear the Uniform while discharging their official duties.

**11.54.** While we have tried to capture the correct information about the categories eligible for supply of Uniform / Uniform allowance it is possible that we have overlooked the claims of some of them for Uniform allowance and Uniform maintenance allowance. Similarly, requests were made by several employees' associations to sanction Uniform Allowance. But the codal provisions or the orders of Government prescribing uniform for those categories were not made available. It is therefore for the concerned administrative Departments to examine the omissions and requests for fresh inclusions with reference to the departmental instructions and obtain the orders of Government in consultation with Finance Department sanctioning the Uniform Allowance and Uniform Maintenance Allowance at the rates recommended by this Commission. We have no doubt that there would be a

thorough examination of these claims with reference to the present requirements before considering their claims. Receipt of these allowances in the past by earlier Government orders cannot be the sole justification for their continuance.

### ANNEXURE I

#### Existing Rates of Uniform Allowance

Sl. No.	Department & Category	Amount of Allowance Rs.	Periodicity of Payment
1	<b>FOREST DEPARTMENT</b>		
	(i) Forest Range Officer	3375	Once in 5 years
	(ii) Deputy Range Officer	3375	Once in 5 years
2	<b>HIGH COURT OF A.P.</b>		
	(i) Court Masters *	900	Once in a year
	(ii) Court Officers *	900	Once in a year
	(iii) P.Ss. To Hon'ble Judges *	900	Once in a year
	(iv) Section Officers *	900	Once in a year
	* Who attend the Courts and who are required to wear Black coat in accordance with Standing Order No.10 of Andhra Pradesh High Court		
3	<b>(A) MEDICAL &amp; HEALTH DEPARTMENT</b>		
	(i) Nursing Tutors Gr.I	1013	Once in a year
	(ii) Principal, ANM Training school/ Nursing Officer	1013	Once in a year
	(iii) Head Nurses	1013	Once in a year
	(iv) Asst. Supdt., H.V. Training School/ Sister Tutors	1013	Once in a year
	(v) Staff Nurses	1250	Once in a year
	(vi) Health Visitor	1013	Once in a year
	(vii) Principal (Nursing) & Tutors	1013	Once in a year
	(viii) A.N.Ms./ M.As.	1013	Once in a year
	(ix) Ayahs/ Lab Technician/ Animal Attendant/ Lab Attendant/ Lab Asst.	-	3 pairs of uniform per annum

Sl. No.	Department & Category	Amount of Allowance Rs.	Periodicity of Payment
	<b>(B) INDIAN MEDICINE&amp;HOMEOPATHY DEPARTMENT(AYUSH)</b>		
	(i) Sr. Sister/ Staff Nurse	1013	Once in a year
	(ii) Auxiliary Nursing Midwives	1013	Once in a year
	(iii)Nurse	1013	Once in a year
	<b>(C) INSTITUTE OF PRVENTIVE MEDICINE DEPARTMENT</b>		
	Staff Nurse	1013	Once in a year
	<b>(D) INSURANCE MEDICAL SERVICES DEPARTMENT</b>		
	(i) Head Nurses/ Staff Nurses	1013	Once in a year
	(ii) A.N.Ms./ Maternity Assistant	1013	Once in a year
4	<b>(A) POLICE DEPARTMENT</b>		
	(1) Commandant, A.P.S.P.	3375	Once in 2 years
	(2) Addl. Commandant, A.P.S.P.	3375	Once in 2 years
	(3) Addl. Supdts. Of Police	3375	Once in 2 years
	(4) Commandant, Home Guards	3375	Once in 2 years
	(5) Deputy Supdt. Of Police, Category-II	3375	Once in 2 years
	(6) Deputy Supdt. Of Police, Category-III	3375	Once in 2 years
	(7) Deputy Supdt. Of Police Communications	3375	Once in 2 years
	(8) Police Transport Officer/ P.A. to Police Transport Officer/ Director Police Communications/ Supdt., Police Communications	1688	Once in a year
	(9) Inspector of Police (Category I of Class I)	1688	Once in a year
	(10) Inspector (Selected from among Probationary Asst. Prohibition Officers)	1688	Once in a year
	(11) Sub-Inspectors of Police recruited directly (Category 2 of Class I)	1688	Once in a year
	(12) Sub-Inspectors of Police promoted (Category 2 of Class I)	1688	Once in a year
	(13) Sub-Inspectors (Selected from among the Asst. Prohibition Officer & Prohibition S.Is.)	1688	Once in a year
	(14) Inspector of Police Shorthand Bureau (Category 1 of Class II)	1688	Once in a year
	(15) Sub-Inspectors of Police recruited direct (Category 2 of Class II)	1688	Once in a year

Sl. No.	Department & Category	Amount of Allowance Rs.	Periodicity of Payment
	(16) Inspectors Police Communications (Category 1 of Class V)	1688	Once in a year
	(17) Radio Supervisors recruited direct (Category 1 of Class V)	1688	Once in a year
	(18) Radio Supervisors promoted (Category 2 of Class V)	1688	Once in a year
	(19) Inspectors of Police Transport Organization (Category 1 of Class VI)	1688	Once in a year
	(20) Sub-Inspectors of Police, Police Transport Organization, recruited direct (Category 2 of Class V)	1688	Once in a year
	(21) Sub-Inspectors of Police, Police Transport Organization promoted (Category 2 of Class VI)	1688	Once in a year
	(22) Sub-Inspector of Police, Women Police (Category 1 of Class VII)	1688	Once in a year
	(23) Sub-Inspector – Women Police (Category 1 of Class VII)	1688	Once in a year
	(24) Finger Print Sub-Inspector (Designation of Tester Sub-Inspector is changed as Finger Print Sub-Inspector)	1688	Once in a year
	(25) Asst. Sub-Inspector of Police	1688	Once in a year
	<b>(B) FINGER PRINT BUREAU</b>		
	(i) Inspector FPB	1688	Once in a year
	(ii) Dy. S.P.FPB	3375	Once in 2 years
	(iii) Director (FPB)	3375	Once in 2 years
	<b>(C) SPECIAL PROTECTION FORCE</b>		
	(i) Commandant	2250	Once in 2 years
	(ii) Addl. Commandant	2250	Once in 2 years
	(iii) Asst. Commandant	2250	Once in 2 years
5	<b>PORT DEPARTMENT</b>		
	(i) Asst. Port Conservator-cum-Wharf Supervisor	600	Once in a year
	(ii) Port Conservator	600	Once in a year

Sl. No.	Department & Category	Amount of Allowance Rs.	Periodicity of Payment
6	<b>PRISONS DEPARTMENT</b>		
	(i) Additional Inspector General *	3000	Once in 5 years
	(ii) Deputy Inspector General *	3000	Once in 5 years
	* Vide G.M.No.45187/ Pri-B/98-3, Dt:18-5-99 of Home (Prisons-B) Dept. read with Lr.No.WB/8/95 Dt:3-12-98/19/4/95 of Inspector General of Prisons		
	(iii) Supdt. Of Jails (Central Prisons)	6750	Once in 5 years
	(iv) Deputy Supdt. Of Jails/ District Sub-Jail Officer/ Principal S.I.C.A./ Supdt. of Borstal School/Supdt. Of District Jails.	3375	Once in 5 years
	(v) Jailors/ Chief Drill Instructor/ Chief Law Instructor/ Jailer (Women) in Central Prisons and District Jails.	3375	Once in 5 years
	(vi) Deputy Jailors/ Asst. Law Instructor/ Asst. Drill Instructor/ Reserve Asst. Matrons.	3375	Once in 5 years
	(vii)Asst. Supdt., Borstal School/ Asst. Matron	3375	Once in 5 years
7	<b>PROHIBITION &amp; EXCISE DEPARTMENT</b>		
	(i) Deputy Commissioner	6750	Once in 5 years
	(ii) Asst. Commissioner	3375	Once in 5 years
	(iii) Excise Supdt.	3375	Once in 5 years
	(iv) Asst. Excise Supdt.	3375	Once in 5 years
	(v) Excise Inspector	3375	Once in 5 years
	(vi) Excise Sub-Inspector	3375	Once in 5 years
8	<b>PROTOCOL DEPARTMENT</b>		
	Asst. Comptroller (Now redesignated as Asst. Director)	338	Once in a year
9	<b>TRANSPORT DEPARTMENT</b>		
	(i) Deputy Transport Commissioner	6750	Once in 5 years
	(ii) Asst. Transport Commissioner	4388	Once in 5 years
	(iii) R.T.O./ Secretary to R.T.A.	3375	Once in 3 years
	(iv) Motor Vehicles Inspector	3375	Once in 3 years
	(v) Asst. Motor Vehicles Inspector	3375	Once in 3 years

Sl. No.	Department & Category	Amount of Allowance Rs.	Periodicity of Payment
10	<b>WEIGHTS &amp; MEASURES DEPARTMENT</b>		
	(i) Senior Inspector	3375	Once in 5 years
	(ii) Inspector	3375	Once in 5 years
11	<b>MUNICIPALITIES</b>		
	(i) Maternity Assistant	1013	Once in a year
	(ii) Health visitors	1013	Once in a year
	(iii) Sanitary Inspector	338	Once in a year
	(iv) Bill Collectors	338	Once in a year

**Special Uniform Grant to the “Grey Hounds” & S.I.B.  
Wings of Police Department**

Sl. No.	Category	Rate	Periodicity
1	<b>Grey Hounds (Special Security Force)</b>		
	i) Group Commander	Rs.4,500/-	per annum
	ii) Squadron Commander	Rs.4,500/-	per annum
	iii) Assault Commander / D.S.P. (Communications)	Rs.4,500/-	per annum
	iv) Dy. Assault Commander/ Inspector (Communications)	Rs.4,500/-	per annum
	v) Asst. Assault Commander/ S.I & ASI Communications)	Rs.4,500/-	per annum
2	<b>S.I.B. Personnel</b>	Rs.4,500/-	per annum

**ANNEXURE II**

**List of Posts for which Uniform Allowance is Admissible**

**(A) Uniformed Services**

- (i) Police Department. (other than “Grey Hounds” & “S.I.B”).
- (a) Superintendent of Police (Non Cadre) and equivalent ranks.
  - (b) Additional Superintendent of Police (Non Cadre) and equivalent ranks.
  - (c) Deputy Superintendent of Police and equivalent ranks
  - (d) Inspector of Police and equivalent ranks
  - (e) Sub-Inspector of Police and equivalent ranks
  - (f) Assistant Sub Inspector of Police and equivalent ranks
  - (g) Head Constable and equivalent ranks
  - (h) Police Constable and equivalent ranks

- (ii) “Grey Hounds” Unit of Police Department
  - (i) Group Commander
  - (ii) Squadron Commander
  - (iii) Assault Commander D.S.P. (Communications)
  - (iv) Dy. Assault Commander/ Inspectors (Communications)
  - (v) Asst. Assault Commander/ S.I & ASI (Communications)
  - (vi) Sr. Commandos, H.C (communications)H.C. (Dog Squad)
  - (vii) Jr. Commandos, P.C/F.E. (communications) Dog Boys, P.C.(Dog Squad)
  - (j) S.I.B. Personnel
  - (k) Staff in C.I.D. and District Special Branches
  
- (iii) Prisons & Correctional Services Department:
  - (a) Additional Inspector General.
  - (b) Deputy Inspector General.
  - (c) Superintendent of Jail and equivalent ranks.
  - (d) Deputy Superintendent of Jail and equivalent ranks.
  - (e) Jailors and equivalent ranks.
  - (f) Deputy Jailors and equivalent ranks.
  - (g) Assistant Superintendent Borstal School
  - (h) Assistant Matron
  - (i) Chief Head Warder
  - (j) Head Warder
  - (k) Warder
  
- (iv) Prohibition & Excise Department
  - (a) Deputy Commissioner
  - (b) Assistant Commissioner
  - (c) Prohibition and Excise Superintendent
  - (d) Assistant Excise Superintendent
  - (e) Prohibition and Excise Inspector
  - (f) Prohibition and Excise Sub. Inspector
  - (g) Excise Head Constable
  - (h) Excise Constable
  - (i) Tree Markers
  - (j) Drivers
  
- (v) Forest Department:
  - (a) Forest Range Officer
  - (b) Deputy Range Officer
  - (c) Forest Section Officer

- (d) Forest Beat Officer
- (e) Assistant Beat Officer
- (f) Keeper (lion) / Head Animal Keeper
- (g) Animal Keeper / Mahavit
- (h) Zoo Sergeant
- (i) Watchman
- (j) Gate Keeper

(vi) Transport Department:

- (a) Deputy Transport Commissioner
- (b) Regional Transport Officer / Secretary to R.T.A.
- (c) Motor Vehicles Inspector
- (d) Assistant Motor Vehicles Inspector

(vii) Legal Metrology Department

- (a) Senior Inspector
- (b) Inspector
- (c) Maistriy
- (d) Manual Assistants

(viii) Fire & Emergency Services Department

- (a) Additional Director
- (b) Regional Fire Officer
- (c) Divisional Fire Officer
- (d) Assistant Divisional Fire Officer
- (e) Station Fire Officer
- (f) Leading Fireman
- (g) Firemen and equivalent ranks

(ix) Ports Department

- (a) Port Conservator
- (b) Assistant Port Conservator-cum-Wharf Supervisor

**(B) Staff of Municipalities**

- (a) Sanitary Inspector
- (b) Maternity Assistants
- (c) Health Visitor / Health Assistant
- (d) Sanitary Maistries

**(C) Nursing Personnel**

- (a) Nursing Superintendents
- (b) Head Nurses
- (c) Staff Nurses
- (d) Auxiliary Nurse Midwives/ Maternity Assistants
- (e) Ayas
- (f) Sister Nurse
- (g) Health Visitor
- (h) MNO/FNO

**(D) (i) Staff of A.P. High Court**

- (a) Court Master,
- (b) Court Officer,
- (c) Section Officer
- (d) Scrutiny Officer
- (e) Accounts Officer
- (f) P.S to Hon'ble Judges,
- (g) P.S. to Registrar
- (h) Driver of the Vehicles of Hon'ble Judges & Registrars
- (i) Office Subordinate (Attender) attached to the Hon'ble Judges & Registrars.

**(ii) Staff of A.P.A.T.**

- (a) Section Officer
- (b) Scrutiny Officer
- (c) Court Officer,
- (d) Court Master,
- (e) P.A to Hon'ble Chairman, Vice Chairman, Members and Registrar.
- (f) Driver of the Vehicles of Hon'ble Chairman, Vice Chairman, Members and Registrar.
- (g) Office Subordinate (Attender) attached to the Hon'ble Chairman, Vice Chairman, Members and Registrar.

**(iii) Staff of Special Court Under AP Land Grabbing (Prohibition) Act.**

- (a) P.Ss to Hon'ble Chairman and Members
- (b) P.As to Hon'ble Chairman and Members
- (c) Court Master
- (d) Court Officer

## ANNEXURE III

## Existing Rates of Kit Maintenance / Dhobi Allowance

Sl. No	Department/ Category	Amount of Allowance Rs. p.m.	Remarks
<b>1.</b>	<b><u>FIRE AND EMERGENCY SERVICES DEPARTMENT</u></b>		
<b>(i)</b>	(a) Director (Departmental Officer) (b) Regional Fire Officer (c) Deputy Director of Fire Services (d) Divisional Fire Officer (e) Asst. Divisional Officer	68	
<b>(ii)</b>	(a) Station Fire Officer (b) Engine Fire Officer	51	
<b>(iii)</b>	(a) Leading Fireman (b) Firemen and other equivalent ranks in Fire Service Department who are required to be in Uniform.	34	
<b>2.</b>	<b><u>FOREST DEPARTMENT</u></b>		
	(i) Forest Guards, Foresters, Beat Officer & Asst. Beat Officer	34	
	(ii) Forest Range Officer	34	
	(iii) Deputy Range Officer	34	
	(iv) Forester	34	
	(v) Animal Keeper	34	
	(vi) Watchman	34	
	(vii) Zoo Sergeant	34	
	(viii) Gate Keeper	34	
<b>3.</b>	<b><u>HIGH COURT OF ANDHRA PRADESH</u></b>		
	(i) Court Masters	45	
	(ii) Court Officers	45	
	(iii) Personal Secretaries to Hon'ble Judges	45	
	(iv) Section Officers	45	
	(v) Driver	34	
	(vi) Attender	34	

Sl. No	Department/ Category	Amount of Allowance Rs. p.m.	Remarks
4.	<b>(a) <u>MEDICAL AND HEALTH DEPARTMENT</u></b>		
	(i) Auxiliary Nurse Midwives and Health Visitors	34	
	(ii) Medical employees who are in receipt of Kit Maintenance/ Dhobi Allowance	34	
	(iii) Nursing Personnel including Pupil Nurses	100 w.e.f. 10-8-06	
	<b>(b) <u>INDIAN MEDICINE AND HOMEOPATHY (AYUSH) DEPARTMENT</u></b>		
	(i) Staff Nurses of Indian Medicine and Homeopathy Department	34	
	(ii) Nursing Orderly	100 w.e.f. 10-8-06	
	<b>(c) <u>INSTITUTE OF PREVENTIVE MEDICINE, P.H. LABS, AND FOOD (HEALTH) ADMINISTRATION DEPARTMENT</u></b>		
	(i) Junior Analyst	34	
	(ii) Lab Technician Grade-I	34	
	(iii) Lab Technician Grade-II	34	
	(iv) Sr. Technician Assistant	34	
	(v) Sample Custodian	34	
	(vi) Chemist	34	
	(vii) Asst. Bio-Chemist	34	
	(viii) Research Chemist	34	
	(ix) Chemical Assistant	34	
	(x) Lab Attendant	34	
	(xi) Roneo Operator	34	
	(xii) Office Attender	34	
	(xiii) Kamaties including Labour, Kamati Sealer		
	(xiv) Sweeper	34	
	(xv) Head Nurse	34	
	(xvi) Thoti	34	
	(xvii) Staff Nurse	34	

Sl. No	Department/ Category	Amount of Allowance Rs. p.m.	Remarks
(xviii)	Chowkidar	34	
(xix)	Male Nursing Orderly	34	
(xx)	Scavenger	34	
(xxi)	Photographer-cum-Typist	34	
(xxii)	Jr. Boiler Attendant	34	
(xxiii)	Dhobi	34	
(xxiv)	Barber	34	
(xxv)	Animal Attender	34	
(xxvi)	Vaccinator	34	
(xxvii)	Sr. Boiler Attendant	34	
(xxviii)	Boiler Mechanic	34	
(xxix)	Asst. Sergeant	34	
(xxx)	Sergeant	34	
(xxxi)	Animal Caretaker	34	
(xxxii)	Tailor	34	
(xxxiii)	Sealer	34	
(xxxiv)	Packer	34	
(xxxv)	Driver	34	
(xxxvi)	Cleaner	34	
(xxxvii)	Sample Taker	34	
(xxxviii)	Calf Watchman	34	
(xxxix)	Mali	34	
(xxxx)	Pharmacist	34	
(xxxxi)	Mechanic	34	
(xxxxii)	Electrician	34	
(xxxxiii)	Helper	34	
(xxxxiv)	Carpenter	34	
(xxxxv)	Sr. Mechanic	34	
(xxxxvi)	Mechanic Grade-I	34	
(xxxxvii)	Mechanical Supervisor	34	
(xxxxviii)	Multipurpose Health Education Officer	34	
<b>(d) <u>INSURANCE MEDICAL SERVICES DEPARTMENT</u></b>			
	Nursing Personnel	51	

Sl. No	Department/ Category	Amount of Allowance Rs. p.m.	Remarks
5.	<b><u>(a) POLICE DEPARTMENT</u></b>		
	(i) A.P. State Police Service Officers including Director, Police Communications, Superintendent of Police Communications, Deputy Superintendent of Police Communications, Police Transport Officer and other Officers in the Police Transport Organization equivalent to the category of Deputy Superintendent of Police.	135	
	(ii) Inspector of Police, Sub-Inspector of Police, Reserve Inspectors, Asst. Reserve Inspectors and equivalent ranks in the Police Department	102	
	(iii) Head Constables and Police Constables and equivalent ranks in all the Branches of the Police Department who are required to be in Uniform	100	
	<b><u>(b) ANTI-CORRUPTION BUREAU</u></b>		
	(i) Deputy Superintendent of Police	90	
	(ii) Inspector/ Sub-Inspector	68	
	(iii) Head Constable/ Police Constable	45	
6.	<b><u>PORT DEPARTMENT</u></b>		
	(i) Port Conservator	169	
	(ii) Asst. Port Conservator	169	
	(iii) Wharf Supervisor	169	
7.	<b><u>PRISONS DEPARTMENT</u></b>		
	(i) Additional Inspector General	60*	
	(ii) Deputy Inspector General	60*	
	* vide G.M.No.45187/ Prisons B/ 98-3 Dt: 18-5-1999 of Home Dept. (Lr.No.W3/8/95 Dt:3-12-98 & 19-4-95 of I.G. of Prisons.		

Sl. No	Department/ Category	Amount of Allowance Rs. p.m.	Remarks
	(iii) Deputy Superintendent and other Executive categories of equivalent Rank who are required to be in uniform.	68	
	(iv) Superintendent, Central Prison	68	
	(v) Deputy Jailors and Jailors		
	(vi) Asst. Matron/ Chief Drill Instructor/ Chief Law Instructor/ Asst. Law Instructor/ Asst. Superintendent of Borstal School, Case worker, Asst Chief Drill Instructor	51	
	(vi) Chief Head Warder/	100 w.e.f. 10-8-06	
	(vii) Head Warder	100 w.e.f. 10-8-06	
	(vi) Warder	100 w.e.f. 10-8-06	
8.	<b><u>TRANSPORT DEPARTMENT</u></b>		
	(i) Motor Vehicle Inspectors	100 w.e.f. 10-8-06	
	(ii) Asst. Motor Vehicle Inspectors	100 w.e.f. 10-8-06	
	(iii) R.T.O./ Secretary to R.T.A.	100 w.e.f. 10-8-06	
9.	<b><u>WEIGHTS AND MEASURES DEPARTMENT</u></b>		
	Maistries and Manual Assistants	34	

**ANNEXURE IV****List of posts in Institute of Preventive Medicine for which Uniform Allowance or supply of Uniform, if it is being made, and Uniform Maintenance Allowance to be discontinued**

<b><u>S.No.</u></b>	<b><u>Category</u></b>
1.	Senior Technical Assistant
2.	Chemist
3.	Asst. Bio-Chemist
4.	Research Chemist
5.	Chemical Assistant
6.	Roneo Operator
7.	Office Attender
8.	Kamatis including Labour, Kamati Sealer
9.	Sweeper
10.	Thoti
11.	Chowkidar
12.	Scavenger
13.	Photographer-cum-Typist
14.	Jr. Boiler Attendant
15.	Dhobi
16.	Barber
17.	Animal Attender
18.	Vaccinator
19.	Sr. Boiler Attendant
20.	Boiler Mechanic
21.	Asst. Sergeant
22.	Sergeant
23.	Animal Caretaker
24.	Tailor
25.	Sealer
26.	Packer
27.	Driver
28.	Cleaner
29.	Calf Watchman
30.	Mali
31.	Pharmacist
32.	Mechanic

33. Electrician
34. Helper
35. Carpenter
36. Sr. Mechanic
37. Mechanic Grade-I
38. Mechanical Supervisor

## **9. Risk Allowance:**

**11.55.** Risk Allowance was sanctioned by the Government to certain categories of employees belonging to Medical, Animal Husbandry, Police, Fire Services, Ground Water, Mines and Geology and Printing departments including A.P. Text Book Press. This allowance is sanctioned mainly on the ground that the health of the employee will be affected due to attending to the care of patients suffering from contagious diseases, due to continuous exposure to hazardous chemicals and also due to radiation which is common in Medical & Animal Husbandry Departments. In the case of exposure to hazardous chemicals which is used in Printing activity there is scope for deterioration of the health of the employees. In these cases, the deterioration of health is not sudden but it is gradual and insidious. Unless sufficient precautionary measures are taken by the employees their lives are at risk in the long run.

**11.56.** In the case of employees belonging to Police and Fire Service Departments, their duties are such that at any moment anything can happen to their lives. In these cases the risk is not gradual but it is sudden. Similar is the case of employees who are attending to Drilling operations in Ground Water and other Engineering Departments.

**11.57.** There were several requests from various associations of the employees to grant risk allowance stating that their duties are risk prone. At the time of entering into service itself the employees know very well that the duties attached to those posts are prone to risk. Therefore, risk to life is not a new phenomenon which the employee would know only after joining the service. Keeping in view the qualifications and nature of duties the scales of pay of such risk prone posts are fixed by the Government. Therefore it is not correct to allow any allowance exclusively meant to avoid Risk. Further, by paying any amount to any employee whose duties are prone to risk, the risk to life is not reduced. Additional allowance would result in increase in monthly salary but may not eliminate the risk involved.

**11.58.** In the case of Police Department, there are separate compensations in respect of those killed in extremist activities, violence by anti-social elements. This compensation includes the payment of salary in

full till the scheduled date of superannuation of the individual killed. This is in addition to providing for compassionate appointment to the Kith & Kin of the deceased employee. There is also a provision to pay Ex-gratia in the case of employees who perish while discharging official duties.

**11.59.** In the case of employees belonging to Medical, Animal Husbandry, and Printing Departments, whose exposure to infections and hazardous chemicals is normal, it would be desirable to have a separate insurance scheme to meet any eventuality that may occur at a later date. The commission, therefore, suggests that a separate insurance scheme for such of the employees whose duties are exposed to Risk in the long run, may be formulated. Pending formulation of such a scheme, the Risk Allowance is to be continued.

**11.60.** With a view to review the Risk Allowance now admissible, the respective Heads of Departments were requested to furnish the nature of duties of the posts involving risk. **Taking into account the views of the Heads of Departments and the nature of duties being performed by the employees a revised list of categories of posts in various departments that are eligible for sanction of risk allowance has been worked out and is appended duly deleting certain posts and adding certain new categories. The revised rates of risk allowance are also mentioned against each category.** The list was enlarged in the case of Animal Husbandry Department based on consultations about risk exposure. Since special pay is separately available for those working in Live Stock Farms and Training Centres, we did not find it proper to include them in this list as it would amount to compensating them twice.

#### ANNEXURE

Sl. No.	Existing		Recommended		Remarks
	Department & Category	Amount Rs.	Department & Category	Amount Rs	
<b>ANIMAL HUSBANDARY DEPARTMENT</b>					
1.	Dy. Director (posted in the Hospital/ Dispensary/ Rural Livestock Units)	250/- p.m	Dy. Director (Posted in Super Specialty Veterinary Hospital & Veterinary Poly Clinic)	300/- p.m	

Sl. No.	Existing		Recommended		Remarks
	Department & Category	Amount Rs.	Department & Category	Amount Rs.	
2.	Asst. Director (posted in the Hospital/ Dispensary/ Rural Livestock Units)	250/- p.m	Asst. Director (Posted in the Super Specialty Veterinary Hospital , Veterinary Poly Clinic, Veterinary Hospital, Frozen Semen Bull Station, Centralized Semen Collection Center, Veterinary Biological Research Institute and Animal Disease Diagnostic Laboratory)	300/- p.m	
3.	Veterinary Asst. Surgeon (posted in the Hospital/ Dispensary/ Rural Livestock Units)	200/- p.m	Veterinary Asst. Surgeon (Posted in the Super Specialty Veterinary Hospital , Veterinary Poly Clinic, Veterinary Dispensary, Frozen Semen Bull Station, Centralized Semen Collection Center, Veterinary Biological Research Institute and Animal Disease Diagnostic Laboratory)	250/- p.m	
4.	Junior Veterinary Officer, (posted in the Hospital/ Dispensary/ Rural Livestock Units)	100/- p.m	Junior Veterinary Officer, (Posted in Rural Live Stock Units and Veterinary Biological Research Institute)	125/- p.m	
5.	Radiographers working in all Veterinary Hospitals in the State	125/- p.m	Radiographers working in all Veterinary Hospitals in the State	150/- p.m	

Sl. No.	Existing		Recommended		Remarks
	Department & Category	Amount Rs.	Department & Category	Amount Rs.	
6.	Veterinary Assistants working in the Hospitals/ Dispensaries/ Rural Livestock Units.	75/- p.m	Veterinary Assistants (Posted in Rural Live Stock Units, Super Specialty Veterinary Hospital , Veterinary Poly Clinic, Veterinary Hospital , Veterinary Dispensary, Veterinary Biological Research Institute, Frozen Semen Bull Station and Centralized Semen Collection Center)	100/- p.m	
7.	Live Stock Assistant (working in the Hospitals/ Dispensaries/ Rural Live Stock Units)	75/- p.m	Live Stock Assistant (Posted in Rural Live Stock Units, Veterinary Poly Clinic, Super Specialty Veterinary Hospital and Veterinary Biological Research Institute)	100/- p.m	
8.	Attender	65/- p.m	Lab Attender / Lab Assistant (Posted in the Super Specialty Veterinary Hospital , Veterinary Poly Clinic, Veterinary Hospital, Veterinary Dispensary, Rural Live Stock Units, Veterinary Biological Research Institute, Animal Disease, Diagnostic laboratory, Frozen Semen Bull Station and Centralised Semen Collection Centre)	80/- p.m	

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
<b>FIRE AND EMERGENCY SERVICES DEPARTMENT</b>				
1.	Station Fire Officer	100/- p.m	125/- p.m.	
2.	Leading Fireman	65/- p.m	80/- p.m.	
3.	Driver Operator	65/- p.m	80/- p.m.	
4.	Fireman	65/- p.m	80/- p.m.	
5.	Fireman-Carpenter	65/- p.m	80/- p.m.	
6.	Fireman Orderly/ Fireman Sentry	65/- p.m	80/- p.m.	
<b>FOREST DEPARTMENT</b>				
	Animal Keeper Zoo	-	80/- p.m.	
<b>GROUND WATER DEPARTMENT</b>				
1.	Driller	200/- p.m	250/- p.m.	This allowance will be applicable to those who actually work on Rigs, in Mines and Geology and other Engineering Departments
2.	Asst. Driller	130/- p.m	150/- p.m.	
3.	Helper	75/- p.m	100/- p.m.	
<b>HEALTH &amp; FAMILY WELFARE DEPARTMENT (M.N.J. CANCER HOSPITAL AND RADIUM INSTITUTE, HYDERABAD)</b>				
1.	Occupational Therapist	55/- p.m	75/- p.m.	
2.	Theatre Assistant	55/- p.m	75/- p.m.	
3.	Technical Assistant (T.B)	55/- p.m	75/- p.m.	
4.	Scavenger	55/- p.m	75/- p.m.	
5.	Lab Technician Gr.II	55/- p.m	75/- p.m.	
6.	Lab Attendant	45/- p.m	60/- p.m.	

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
7.	Head Nurse/ P.H.Nurse	-	100/- p.m.	These allowances are allowed on par with the similar posts in Medical Education Dept., since these posts are included in the list of posts for which Risk allowance is admissible as furnished by the Director of Health.
8.	Staff Nurse	-	125/- p.m.	
9.	Radiographer	-	150/- p.m.	
10.	Dark Room Asst.	-	125/- p.m.	
11.	X-Ray Attendant	-	80/- p.m.	
12.	Ward Boy	-	75/- p.m.	This is in lieu of Risk allowance admissible to the Ward Attendant which is now recommended to be discontinued.
13.	Bio-Chemist	70/- p.m	-	Recommended to be discontinued as these posts are not included by the Director of Health in the list of posts for which risk allowance is admissible
14.	Nursing Superintendent	70/- p.m	-	
15.	Mould Technician	55/- p.m	-	
16.	Mould Technician (Jr.)	55/- p.m	-	
17.	Curator	55/- p.m	-	
18.	Health Sub-Inspector	55/- p.m	-	
19.	M. Dresser	55/- p.m	-	
20.	Tutor	55/- p.m	-	
21.	Ward Attendant	55/- p.m	-	
22.	Kamatton	55/- p.m	-	
23.	Lasker	55/- p.m	-	
24.	Lift Attendant	55/- p.m	-	
25.	Barber	55/- p.m	-	
26.	Dental Technician	65/- p.m	-	
27.	Lab Technician Gr.I	65/- p.m	-	
<b>MEDICAL EDUCATION DEPARTMENT</b>				
1.	Staff Nurse	100/- p.m From 10-8-06 (G.O.233 T.A. 10-08- 06)	125/- p.m.	
2.	Nursing Tutor Grade-I	75/- p.m	100/- p.m.	

SI. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
3.	Lecturer in Psychiatry Nursing	75/- p.m	-	Recommended to be discontinued as this post is not included by the D.M.E. in the list of posts for which risk allowance is admissible
4.	<u>Head Nurse</u> P.H. Nurse	75/- p.m	100/- p.m.	
5.	Chief Radiographer	100/- p.m	125/- p.m.	
6.	Radiographer	125/- p.m	150/- p.m.	
7.	Dark Room Assistant	100/- p.m	125/- p.m.	
8.	X-Ray /Dark Room Attendant/ X-Ray Attendant	65/- p.m	80/- p.m.	
9.	Mould Technician	65/- p.m	80/- p.m.	
10.	Physicist	135/- p.m	150/- p.m.	
11.	Lecturer in Radiological Physics	135/- p.m	150/- p.m.	
12.	Lecturer in Nuclear Medicine Techniques and Radiation Safety Officer	135/- p.m	150/- p.m.	
13.	Lab Technician	65/- p.m	80/- p.m.	
14.	Lab Technician Gr.II	55/- p.m	75/- p.m.	
15.	Lab Attendant	45/- p.m	60/- p.m.	
<b>INSURANCE MEDICAL SERVICES DEPARTMENT</b>				
1.	Chief Radiographer	100/- p.m	125/- p.m.	
2.	Staff Nurse	100/- p.m (From 10-08-06)	125/- p.m.	
3.	X-Ray Technician	100/- p.m	125/- p.m.	
4.	Dark Room Attendant/ X-Ray Attendant/ X-Ray Assistant	65/- p.m	80/- p.m.	
5.	Radiographer	125/- p.m	150/- p.m.	
6.	Dark Room Assistant	100/- p.m	125/- p.m.	

SI. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
7.	Lab Technician Gr.I	65/- p.m	80/- p.m.	
8.	Lab Technician Gr.II	55/- p.m	75/- p.m.	
9.	Lab Attendant	45/- p.m	60/- p.m.	
<b>AYUSH DEPARTMENT</b>				
1.	X-Ray Attender	45/- p.m	60/- p.m.	
2.	Dark Room Assistant	65/- p.m	125/- p.m.	On par with Dark Room Asst. in Medical Education Dept.
3.	Radiographer	125/- p.m	150/- p.m.	
4.	Lab Technician	65/- p.m	80/- p.m.	
5.	Lab Technician Gr.II	55/- p.m	75/- p.m.	
6.	Lab Attendant	45/- p.m	60/- p.m.	
7.	Staff Nurse	-	125/- p.m.	On par with Nurse in Medical Edn. Dept.
<b>INSTITUTE OF PREVENTIVE MEDICINE, PUBLIC HEALTH LABS AND FOOD (HEALTH) ADMINISTRATION DEPARTMENT</b>				
1.	Lab Technician Gr.I	65/- p.m	80/- p.m.	
2.	Lab Technician Gr.II	55/- p.m	75/- p.m.	
3.	Lab Attendant	45/- p.m	60/- p.m.	
<b>DRUG CONTROL ADMINISTRATION DEPARTMENT</b>				
1.	Lab Technician Gr.I	65/- p.m	80/- p.m.	
2.	Lab Technician Gr.II	55/- p.m	75/- p.m.	
3.	Lab Attendant	45/- p.m	60/- p.m.	
<b>MINES AND GEOLOGY DEPARTMENT</b>				
	Explosive Van Driver	100/- p.m	-	Post not in existence
<b>POLICE DEPARTMENT</b>				
1.	Sub-Inspector	200/- p.m	225/- p.m.	
2.	Reserve Sub-Inspector	200/- p.m	225/- p.m.	

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
3.	Asst. Sub-Inspector	125/- p.m	150/- p.m.	
4.	Asst. Reserve Sub-Inspector	125/- p.m	150/- p.m.	
5.	Head Constable	125/- p.m	150/- p.m.	
6.	Police Constable	125/- p.m	150/- p.m.	
7.	Head Constable (Driver)	125/- p.m	150/- p.m.	
8.	Police Constable (Driver)	125/- p.m	150/- p.m.	
9.	Asst. Assault Commando	200/- p.m	225/- p.m.	
10.	Senior Commando	125/- p.m	150/- p.m.	
11.	Asst. Chief Drill Instructor	200/- p.m	-	Recommended to be discontinued as the nature of duties performed are not risk prone.
12.	Asst. Law Instructor	200/- p.m	-	
13.	S.I. Communication	200/- p.m	-	
14.	Band Master (A.R.S.I)	200/- p.m	-	
15.	A.S.I., Communications/ F.P.A.S.I.	125/- p.m	-	
16.	Asst. Band Master (A.R.S.I)	125/- p.m	-	
17.	Asst. Drill Instructor	125/- p.m	-	
<b>PRINTING, STATIONARY AND STORES PURCHASE DEPARTMENT</b>				
1.	Plate Printer Grade-I	45/- p.m	60/- p.m.	
2.	Plate Printer Gr.II	45/- p.m	60/- p.m.	
3.	Offset Cameraman	45/- p.m	60/- p.m.	
4.	Asst. Manager (formerly Foreman (Process))	45/- p.m	-	Recommended to be discontinued since the machines are reported as not functioning
5.	Process Cameraman	45/- p.m	-	
6.	Junior Process Operator	45/- p.m	-	
7.	Rotary Stereo Caster	45/- p.m	-	
8.	Asst. Process Operator (formerly Etcher)	45/- p.m	-	

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
9.	Watt Man	45/- p.m	-	Recommended to be discontinued since the machines are reported as not functioning
10.	Chromium Assistant	45/- p.m	-	
11.	Wax Moulder	45/- p.m	-	
12.	Graining Machine Man	45/- p.m	-	
13.	Process Operator	45/- p.m	-	
14.	Engraver	45/- p.m	-	
15.	Chief Designer	45/- p.m	-	
16.	Asst. Manager (formerly Foreman Chromium)	45/- p.m	-	
<b>TEXT BOOK PRESS</b>				
1.	Etcher	45/- p.m	60/- p.m.	
2.	Process Cameraman	45/- p.m	60/- p.m.	
3.	Process Operator (BMS)	45/- p.m	60/- p.m.	
4.	Asst. Cameraman	45/- p.m	60/- p.m.	
5.	Process Cameraman (BMS)	45/- p.m	60/- p.m.	
6.	Stereo Process Hydro Machine Operator	45/- p.m	60/- p.m.	
7.	Helio Printer	45/- p.m	60/- p.m.	
8.	Plate Printer	45/- p.m	60/- p.m.	
9.	Camera Assistant (BMS)	45/- p.m	60/- p.m.	
10.	Chief Cameraman	45/- p.m	60/- p.m.	
<b>WORK CHARGED ESTABLISHMENTS, DREDGERS WING</b> (Drainage Mechanical Division Irrigation Circle, Eluru).				
1.	Helper, Gr.II	4% of basic pay subject to maximum of Rs. 300/- p.m	-	Recommended to be discontinued since it is reported that the dredgers are not working / functioning under the control of Superintending Engineer Irrigation Circle, Eluru.
2.	Helper, Gr.I			

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks		
3.	Asst. Dredger [formerly Dredger Sarang Gr.III]		-			
4.	Watchman	4% of basic pay subject to maximum of Rs.300/-p.m	-	Recommended to be discontinued since it is reported that the dredgers are not working / functioning under the control of Superintending Engineer Irrigation Circle, Eluru		
5.	Dredger Sarang Gr.II		-			
6.	Dredger Sarang Gr.I		-			
7.	Operator Gr.III		-			
8.	Operator Gr.II		-			
9.	Operator Gr.I		-			
10.	Engine Operator Gr.III		-			
11.	Engine Operator Gr.II		-			
12.	Engine Operator Gr.I		Note: This Risk Allowance is not admissible to Drivers (HV & LV) (Workshop & construction) as they are eligible for Special Pay.		-	Not indicated any amount or % of Basic Pay against these posts in G.O.Ms.No.270 Fin.(TA) Department, dt.15-10-05. Hence recommended to be discontinued
13.	Electrician Gr.II					
14.	Electrician Gr.I					
15.	Tradesman Gr.II (Welding & Blacksmith)					
16.	Tradesman Gr.I					
17.	Tradesman Spl. Grade					
18.	Fitter Grade-II (Launch Driver)					
19.	Fitter Grade-I (Workshop & Construction)					
20.	Mechanic Gr.II					
21.	Mechanic Gr.I					
22.	Work Inspector Gr. IV					
23.	Work Inspector Gr. III					
24.	Work Inspector Gr.II					
25.	Operator Special Grade					
26.	Mechanic Special Grade					
27.	Assistant Foreman					

Sl. No.	Department & Category	Existing Amount Rs.	Recommended Amount Rs.	Remarks
28.	Foreman	Note: This Risk Allowance is not admissible to Drivers (HV & LV) (Workshop & construction) as they are eligible for Special Pay.	-	Not indicated any amount or % of Basic Pay against these posts in G.O.Ms.No.270 Fin.(TA) Department, dt.15-10-05. Hence recommended to be discontinued
29.	Work Inspector Grade-I			
30.	Lasker			
31.	Mazdoor			

**(b) Risk Allowance to the Employees working in Dam Galleries of Srisailam Project:**

**11.61.** The A.P. Projects & Constructions Employees & Mazdoor Union represented that they were paid Risk Allowance at 10% of Basic pay subject to a ceiling of Rs.150/- p.m. in RPS 1993 and Rs.250/- p.m. in RPS 1999 as per G.O.Ms.No.676 Finance (TA), dt.19-10-2004 and that they were not paid the same allowance in RPS 2005. Therefore, they requested for sanction of risk allowance to the workmen working in N.S.R.S. Srisailam Project at the following points.

1. Penstock Bulk Head Gates
2. Cable ways
3. Foundation of Toe Gallery
4. Dam Gallery
5. 'C' Shaft

**11.62.** Since there was no recommendation by the PRC 2005 in this regard further continuation orders were not issued by the Government. The Anomalies Committee 2008, recommended sanction of Risk Allowance @375/- p.m. in RPS 2005. But, Government did not issue orders on that recommendation. The project workers also filed O.A. in APAT. The APAT in its order dated 07-09-2009 directed the Government to consider the recommendation of the Anomalies Committee for payment of Risk Allowance to the applicants.

**11.63.** Since the nature of work in galleries is arduous the commission feels that they should be paid Risk Allowance. **The commission, therefore,**

**recommends payment of Risk Allowance to the workmen working in the Dam Galleries of the Srisailam Project at 6% of Basic Pay with a ceiling of @ Rs.500/-p.m. In order to ensure that this allowance is not misused, the Department should identify the staff who would be eligible to receive this allowance and notify it in consultation with the Finance Department. The Commission, further recommends that the Department should examine similar requests for risk allowance if any, received from workers of other Dams and if the conditions are similar to that of Srisailam Dam, the Department should extend the benefit of Risk Allowance to the employees working in those Dams also after obtaining specific orders in consultation with Finance Department.**

#### **10. Conveyance Allowance to Certain categories:**

**11.64.** Government have identified certain categories of posts the holders of which are required to maintain a conveyance of their own i.e. Motor car, / Motor Cycle / Bicycle and also allowed conveyance allowance at different rates. All such cases are detailed in Annexure III of Manual of Special Pay and allowances (compiled as on 31-08-1995). This is provided to enable them to discharge their official duties within their jurisdiction which requires moving from place to place for which they are not eligible for T.A. & D.A. as per T.A. Rules. The rates contained in Annexure III of the Manual of Special Pay Allowance were ordered to be increased on percentage basis as per the recommendations of PRC 1999 & 2005 ( vide G.O.Ms.No.135 Fin (TA) Department, Dt.30-08-99 & G.O.Ms.No.276 Fin (TA) Department, dt.15-10-05).

**11.65.** Several requests were received by this Commission to sanction them Conveyance Allowance and also to increase the existing rate of Conveyance Allowance.

**11.66.** Pay Revision Commission 1999 while recommending to increase the rate of allowance suggested to review the categories mentioned in Annexure III of the Manual of Special Pays & Allowances duly pointing out the inconsistencies in the amount of conveyance allowance admissible to different categories within the same jurisdiction. Pay Revision Commission 2005 also reiterated the same view while suggesting the increased rates. But no review seems to have been undertaken by Government.

**11.67.** With a view to examining the desirability of continuing the allowance, the concerned Heads of Departments were requested to inform whether any facility of providing conveyance at the cost of Government was extended to any of the categories listed in Annexure III to the Manual of Special Pays & Allowances. Basing on the replies furnished by the

Departments the posts indicated in the statement enclosed are recommended to be deleted.

**11.68.** After deleting those posts **the rates of conveyance allowance for the remaining categories are recommended to be increased as follows:**

- (i) **For maintaining a Motor Car / Motor Cycle: 20% increase over the existing rate rounded off to the nearest Ten Rupees subject to a maximum of Rs. 850/- p.m.**
- (ii) **For maintaining Bicycle: Rs.200/- p.m. uniformly.**

**11.69.** In the case of requests for sanction of Conveyance Allowance afresh to the new categories, the commission recommends that the concerned administrative departments have to examine in consultation with Finance Department duly explaining the necessity of regular touring within the jurisdiction and the nature of conveyance to be maintained by them and then issue orders fixing the rate of conveyance allowance admissible on par with the officers of equivalent rank to whom such allowance is admissible.

**11.70.** This commission also suggests to review the necessity of continuance of payment of conveyance allowance to the remaining categories of posts in Annexure III of Manual of special pay and allowances in view of the inconsistencies pointed out by P.R.C. 1999.

**Statement showing the categories of posts for whom Conveyance Allowance is recommended to be deleted from the list of posts detailed in Annexure-III of Manual of Special Pay and Allowances.**

1. Commercial Taxes Department

Commercial Tax Officer.

2. Economics & Statistics Department

Assistant statistical officer at Moffusil places.

3. Forest Department

- |  |   |                          |
|--|---|--------------------------|
| <ul style="list-style-type: none"> <li>a) Range Officer</li> <li>b) Deputy Range Officer</li> <li>c) Foresters</li> <li>d) Forest Guard</li> <li>e) Watcher-cum-worker</li> <li>f) Reserve Watchers</li> </ul> | } | Working in Range Offices |
|--|---|--------------------------|

4. Handlooms & Textile Department

Attender working at Muffasil Offices.

5. Judicial Department

- a) At Dt. Head Quarters – District additional sessions judge.
- b) At Nellore –Special Judge for Anti Corruption Bureau Cases.

6. Labour Department

Bill Collector at Hyderabad.

7. Medical & Health Department

One Attender in each medical institution at Hyderabad.

8. Municipal Administration Department C.

- (i) Selection Grade Municipal Commissioner
- (ii) Special Grade Municipal Commissioner
- (iii) First Grade Municipal Commissioner
- (iv) Second Grade Municipal Commissioner
- (v) Third Grade Municipal Commissioner

9. Police Department

a) At Hyderabad

C.I.D./Special Armed Reserve/City Commissioner of Police/  
Intelligence / Special Police.

- (i) Additional Superintendent
  - (ii) Deputy Superintendent of Police
  - (iii) Inspector of Police
  - (iv) Reserve Inspector of Police
- b) City Commissioner of Police  
Superintendent of Police.

c) Civil Defence & Emergency Relief Training Institute Hyderabad.

(i) Principal

(ii) Inspector of Police

**11. Conveyance Allowance to blind and Physically handicapped employees:**

**11.71.** Based on the recommendation of PRC 2005, orders were issued in G.O.Ms.No.276 Fin (TA) Department, Dt.15-10-05 continuing the rate of this allowance as 10% of basic pay subject to the maximum of Rs.500/- p.m. Again, based on the recommendation of OMC 2006, orders were issued in G.O.Ms.No.142 Fin (PC-I) Department, Dt. 06-06-2006 continuing the rate of this allowance as 10% of basic pay subject to the maximum of Rs.650/-p.m. Several requests were made to increase this allowance substantially. **The commission recommends the continuation of this allowance at 10% of basic pay subject to a maximum of Rs.900/- p.m.**

**12. Conveyance charges to the staff of Protocol Department:**

**11.72.** The Department of Protocol requested for sanction of fixed conveyance allowance per month to the staff of the Department on the ground that there are no sufficient Government Vehicles or hired Vehicles to go to the Airport/ Railway Station to receive the VIPS, Guests and other dignities and also to see them off. They therefore represented that they are going to the Airports etc. by engaging private conveyances at their own cost.

**11.73.** Normally whenever any official work is entrusted to any staff member conveyance is being provided by the department i.e., either a Government Vehicle or a hired Vehicle. However, at times a situation may arise that due to shortage of vehicles, the staff may have to reach the destination by travelling in a private conveyance. In such cases it is reasonable that the conveyance charges actually spent by them are reimbursed. **The commission, therefore, recommends that the staff of Protocol Department who are deputed to attend to the VIPS, may be allowed the auto charges actually spent by them subject to the maximum of Rs.400/-p.m. in cases where they are not provided with a Government Conveyance. (Government Vehicle or Hired Vehicle).**

**13. Conveyance Charges to the staff of cultural affairs Department:**

**11.74.** The staff members of Cultural affairs Department requested to sanction Programme Transport Allowance on the ground that they have to stay in the office upto mid night when ever Cultural Programmes are

conducted by the Department and that they have to incur huge expenditure to reach their residences on the ground that they are not provided with Government vehicles.

**11.75.** Normally beyond 9-30 p.m. there will be inadequate public Transport and therefore it will be very difficult for the Staff Member to reach their residences. **The Commission, therefore, recommends payment of Conveyance Charges not exceeding Rs. 50/- to the staff members who are actually held up due to the Programme organized by the Department on any day, provided they are actually retained beyond 9-30 p.m. subject to the condition that the payment of these charges is certified by the superior officer.**

#### **14. E.S.I. Allowance:**

**11.76.** This allowance is allowed to the staff in the I.M.S. Department as an incentive in the beginning to join this Department from Department of Medical & Health as they were originally recruited for Health Department and could even join the Teaching stream if they had continued with that Department. The Commission feels that there is no need to pay this allowance to the employees who are recruited by the Department exclusively to work in this Department or got absorbed in it. In view of that the Commission recommends to review the necessity to continue this allowance. Pending review and decision by Government, the Commission recommends to continue this allowance at the existing rates only.

#### **15. Ration Allowance:**

**11.77.** This is an allowance of 2<sup>nd</sup> world war vintage and stated to be in force from 1944. This is paid to the Nursing personnel to meet their nutritional requirements. In the case of staff belonging to Grey Hounds and Special Intelligence Branch of the Police Department the Government granted separate rate of this allowance.

**11.78.** The commission is of the view that this allowance was primarily intended to provide additional nutritional support for ANMs, Nurses and Health Visitors etc. who are called upon to perform arduous duties at all times of the day and night and are directly connected with patient care. Applying this Principle, we do not find any justification for continuing this allowance for the following category of posts.

#### **Medical Education Department:**

1. Lecturer in Psychiatry Nursing
2. Principal & Professor of Nursing

3. Public Health Nurse
4. Lecturer
5. Nursing Tutor Gr.II
6. Assistant Professor (Nursing)
7. Nursing Tutor Gr.I
8. Medico Social Worker Gr.I
9. Medico Social Worker Gr.II

**11.79.** The commission further feels that there is no need to continue to pay this allowance to the Radiographer, Chief Radiographer and House Keeper Gr.II belonging to Medical Education Department in view of the nature of duties they are supposed to perform. Similarly, there are no valid reasons for continuing to pay this allowance to the Dietician belonging to Insurance Medical Services Department. As such the commission recommends to discontinue the payment of this allowance to the above categories.

**11.80.** There were several representations from the employees to grant this allowance. Out of that the commission feels that it is reasonable to allow this allowance to Auxiliary Nurse Midwives belonging to AYUSH Department on par with ANMs on the Allopathy side. In respect of other categories of posts for which this allowance is admissible the commission recommends to increase the existing rate by 50% in respect of staff belonging to Medical Departments. In the case of staff of Grey Hounds and Special Intelligence Branch Personnel of Police Department, the commission recommends to increase the existing rate of Rs.360/- p.m to Rs.450/- p.m.

**11.81.** Basing on the above recommendations a statement showing the existing rate of Ration Allowance and the revised rates recommended is given in the following Annexure appended.

**Ration Allowance  
ANNEXURE**

Sl. No.	Department & Category	Existing Amount Rs.	Revised Amount Rs.
1	<b>HEALTH &amp; FAMILY WELFARE DEPARTMENT</b>		
	(i) A.N.M. MPHA (F)	112.50/-p.m.	170/-p.m.
	(ii) Health Visitor	112.50/-p.m.	170/-p.m.
	(iii) Public Health Nurse	150/-p.m.	225/-p.m.
2	<b>MEDICAL EDUCATION DEPARTMENT</b>		
	(i) Staff Nurse	150/-p.m.	225/-p.m.
	(ii) Nursing Supdt. Gr.I	150/-p.m.	225/-p.m.
	(iii) Nursing Supdt. Gr.II	150/-p.m.	225/-p.m.
	(iv) Head Nurse	150/-p.m.	225/-p.m.

Sl. No.	Department & Category	Existing Amount Rs.	Revised Amount Rs.
3	<b>AYUSH DEPARTMENT (FORMERLY INDIAN MEDICINE &amp; HOMEOPATHY)</b>		
	(i) Staff Nurse	150/-p.m.	225/-p.m.
	(ii) Senior Sister	150/-p.m.	225/-p.m.
	(iii) A.N.Ms.	-	170/-p.m.
4	<b>INSURANCE MEDICAL SERVICES DEPARTMENT</b>		
	A.N.Ms.	112.50/-p.m.	170/-p.m.
5.	<b>GREY HOUNDS WING OF POLICE DEPARTMENT</b>		
	(i) Group Commander	360/-p.m.	450/- p.m.
	(ii) Squadron Commander	360/-p.m.	450/- p.m.
	(iii) Assault Commander/ Deputy Supdt.of Police (Communications)	360/-p.m.	450/- p.m.
	(iv) Deputy Assault Commanders/ Inspector (Communications)	360/-p.m.	450/- p.m.
	(v) Asst. Assault Commander/ Sub- Inspector & Asst. Sub-Inspector (Communications)	360/-p.m.	450/- p.m.
	(vi) Sr. Commandos/ Head Constable (Communications)/ Head Constable (Dog Squad)	360/-p.m.	450/- p.m.
	(vii) Jr. Commandos/ Police Constable (Communications/ FE Dog Boys/ Police Constable (Dog Squad)	360/-p.m.	450/- p.m.
6.	<b>SPECIAL INTELLIGENCE BRANCH PERSONNEL OF POLICE DEPARTMENT</b>		
		360/-p.m.	450/- p.m.

## 16. Night Duty Allowance:

**11.82.** This allowance is sanctioned for certain categories of employees in Medical and Printing Departments who are required to work in the night to meet the cost of bread, tea / coffee etc. The existing rate is Rs.15/- per night as per the orders issued in G.O.Ms.No. 268 Fin (TA) Dept., dt.15-10-2005 based on the recommendation of P.R.C. 2005.

**11.83.** It is recommended to increase the rate to Rs. 25/- per night.

**11.84.** The list of posts for which this allowance is admissible at present is reviewed and it is recommended to extend this allowance to the following categories also.

1. Staff Nurse
2. A.N.M
3. F.N.O / M.N.O.

} belonging to AYUSH Department

4. Pharmacist- Grade II belonging to all Medical Departments.
5. Radiographer / Dark Room Assistant belonging to all Medical Departments.

**11.85.** In respect of Printing Departments, the categories of posts for which this allowance is admissible are specified.

**11.86.** It is recommended to delete the following posts from the list of posts for which this allowance is admissible at present.

- |   |   |                                      |
|---|---|--------------------------------------|
| <ol style="list-style-type: none"> <li>1. Nursing Tutor Grade I / Grade II</li> <li>2. Medico Social Worker</li> <li>3. Health Visitor</li> </ol> | } | Belonging to Medical Education Dept. |
|---|---|--------------------------------------|

**11.87.** A revised and comprehensive list of posts for which this allowance is admissible is appended.

**11.88.** The claim for this allowance shall be supported by a certificate of the Drawing officer to the effect that the individual actually attended to the night duties on the dates for which the claim is made.

### Night Duty Allowance

#### APPENDIX

Sl. No.	Category of the post
1.	<b>HEALTH &amp; FAMILY WELFARE DEPARTMENT</b>
	(i) A.N.Ms/ Maternity Assistants (M.P.H.S.(F))
	(ii) Staff Nurse/ M.P.H.A.(F)/ P.H. Nurse
	iii) Head Nurse
	iv) Pharmacist Grade II
	v) Radiographer / Dark Room Assistant
2.	<b>MEDICAL EDUCATION DEPARTMENT</b>
	(i) Nursing Superintendent Gr.I/ Gr.II
	(ii) M.P.H.As (F)/ A.N.Ms.
	iii) P.H. Nurse
	(iv) Staff Nurse
	(v) Head Nurse
	(vi) Chief Radiographer
	(vii) Pharmacist Grade II
	(viii) Radiographer/Dark Room Assistant

Sl. No.	Category of the Post
3.	<b>INSURANCE MEDICAL SERVICES DEPARTMENT</b>
	(i) Staff Nurse
	(ii) Head Nurse
	(iii) Pharmacist Grade II
	(iv) Radiographer/Dark Room Assistant
4.	<b>AYUSH DEPARTMENT</b>
	i) Staff Nurse
	II) A.N.M
	III) Nursing Orderly (FNO/MNO)
	iv) Pharmacist Grade II
	(v) Radiographer/Dark Room Assistant
5.	<b>PRINTING, STATIONERY &amp; STORES PURCHASE DEPARTMENT</b>
	i) Plate Printer Grade I
	ii) Plate Printer Grade II
	iii) Offset Cameraman
6.	<b>TEXT BOOK PRESS</b>
	i) Etcher
	ii) Process Cameraman
	iii) Process Operator (BMS)
	iv) Assistant Cameraman
	v) Process Cameraman (BMS)
	vi) Sterio Process Hydro Machine Operator
	vii) Helio Printer
	viii) Plate printer
	ix) Camera Assistant (BMS)
	x) Chief Cameraman
7.	<b>MUNICIPAL CORPN., VISAKHAPATNAM</b>
	(i) Watchman/ Electrical Inspector/ pump House Driver

## 17. Emergency Health Care Allowance:

### (a) Doctors belonging to Medical & Health Services:

**11.89.** The State, Government, in G.O.Ms.No.387, HM&FW (A-2) Department, dated:27/10/2008 issued orders sanctioning Emergency Health Care Allowance at Rs.3000/- p.m. to all the non-teaching Doctors belonging to A.P. M&H Services in the State.

**11.90.** The Government doctors Association requested to continue this allowance in the proposed revision of scales. The Commission, agrees to the request of the Association and **accordingly recommend to continue the**

**payment of this allowance at the same rate of Rs.3000/- p.m. even in the revised scales also.**

**(b) Doctors belonging to Ayush Department:**

**11.91.** The Doctors belonging to Ayush Department requested to extend to them the Emergency Health Care Allowance as is allowed to their counter parts belonging to the Medical & Health services at the same rates.

**11.92.** The Commission, after considering all factors, is convinced that the Doctors belonging to this department are not under as much pressure as in the case of Allopathy Doctors. However, in view of the patient Care being attended to by them, **the Commission recommends payment of Emergency Health Care Allowance to the Teaching & Non-Teaching Doctors belonging to Ayush Department @ Rs.1000/- p.m.**

**(c) Doctors belonging to Insurance Medical Services Department:**

**11.93.** Government vide G.O.Ms.No.107 L.E.T. & F(IMS) Dept.,dt:24/11/09, extended the Emergency Health Care Allowance @ Rs.3000/- p.m. on par with Non-Teaching Doctors belonging to Medical & Health Services.

**11.94.** The Government Doctors Association requested this allowance in the proposed revision of scales. The Commission, agrees to the request of the Association and accordingly recommends to continue the payment of this allowance at the same rate of Rs.3000/- p.m. in the revised scales also.

**(d) Veterinary Doctors belonging to the Animal Husbandry Dept.:**

**11.95.** The Veterinary Doctors belonging to the Animal Husbandry Department also requested for the payment of Emergency Health Care Allowance. The Commission knows that the Doctors belonging to M&H Department attend to the cases of human beings while the Veterinary Doctors belonging to A.H. Department attend to the cases of animals. However, the demands on the Veterinary Doctors while treating the animals are not as exacting and pressing as those relating to human beings. The Commission is of the view that Veterinary Doctors need to be compensated for this service. Accordingly, **the commission recommends payment of Emergency Health Care Allowance to the Non-Teaching Veterinary Doctors belonging to Animal Husbandry Department @ Rs.1000/- p.m.**

## **18. P.G. Degree and P.G. Diploma Allowance:**

### **(a) Doctors belonging to Medical & Health Services:**

**11.96.** The State, Government, in G.O.Ms.No.387, HM&FW (A-2) Department, dated:27/10/2008 issued orders sanctioning the P.G. Degree Allowance and P.G. Diploma Allowance @ Rs.1500/- p.m. and Rs.1000/- p.m. respectively to all the non teaching doctors belonging to Medical & Health Services in the State.

**11.97.** The Government doctors Association requested to continue these allowances in the proposed revision of scales. The Commission, agrees to the request of the Association and **accordingly recommend to continue the payment of these allowances at the same rates in the revised scales.**

### **(b) Doctors belonging to Ayush Department:**

**11.98.** The Doctors belonging to Ayush Department requested to extend to them the P.G. Degree Allowance @ Rs.1500/- p.m. as is allowed to their counter parts belonging to the Medical & Health service.

**11.99.** The Commission, after considering all factors, is convinced that the Doctors both teaching & non teaching belonging to this department be made eligible for the payment of P.G. Degree Allowance. **The Commission, therefore, recommends the payment of P.G. Degree Allowance to all the Doctors, both teaching & non teaching, belonging to Ayush Department @ Rs.750/- p.m.**

### **(c) Doctors belonging to I.M.S. Department:**

**11.100.** Government vide G.O.Ms.No.107 L.E.T. & F(IMS) Dept., dt:24/11/09, extended the P.G. Degree Allowance @ Rs.1500/- p.m. & P.G. Diploma Allowance @ Rs.1000/- p.m. on par with Non-Teaching Doctors belonging to Medical & Health Services.

**11.101.** The Government Doctors Association requested to continue these allowance in the proposed revision of scales. The Commission, agrees to the request of the Association and accordingly at the same rates of Rs.1500/- p.m. for P.G. Degree and Rs.1000/- p.m. for P.G. Diploma in the revised scales also.

### **(d) Veterinary Doctors belonging to Animal Husbandry Department:**

**11.102.** The doctors belonging to the Animal Husbandry Department also requested for the payment of P.G. Degree & P.G. Diploma allowance.

Possession of higher degree / diploma qualification will enable them to give better treatment of the animals. **As such the commission recommends to extend the P.G. Degree allowance at Rs.750/- p.m. and P.G. Diploma allowance at Rs.500/- p.m. to the Veterinary Doctors belonging to Animal Husbandry Department.**

## **19. Non Private Practice Allowance:**

### **(a) Doctors belonging to Medical & Health Department (Allopathic):**

**11.103.** Annexure XIV of the Manual of Special Pays and Allowances contains the list of Medical Officers who shall not engage themselves in private practice. Subsequently it was reviewed and revised orders were issued by Government in G.O.Ms.No.119 H.M. & F.W. Department, dt.13-04-2006 specifying the doctors who are prohibited from doing Private Practice. Hence, the holders of the posts specified in Annexure to the G.O.119, dated: 13/4/2006 are eligible for the payment of N.P.P.A.

**11.104.** As per the orders issued in G.O.Ms.No.318, HM & FW (A2) Department, dated 14-08-2001 the following are the rates of N.P.P.A. to the doctors in Medical & Health Department who were appointed prior to 27-07-1987.

<b>Category</b>	<b>Amount</b>
Civil Surgeons	Rs.750/- p.m.
Dy. Civil Surgeon	Rs.600/- p.m.
Civil Asst. Surgeon	Rs.500/- p.m

**11.105.** P.R.C.2005 recommended the enhancement of the rate of the above allowance as follows:

- |    |                      |               |
|----|----------------------|---------------|
| 1. | Civil Surgeons       | Rs.1000/-p.m. |
| 2. | Dy. Civil Surgeons   | Rs.750/- p.m. |
| 3. | Civil Asst. Surgeons | Rs.600/- p.m. |

**11.106.** The Medical and Health Department informed that orders were not issued based on the recommendation of PRC 2005.

**11.107.** The Allopathic Doctors belonging to Medical and Health Services requested for the N.P.P.A. @25% of basic pay on par with Doctors in Government of India or to enhance the amount of N.P.P.A. substantially.

**11.108.** It is noticed that Government issued orders in G.O.Ms.No.387, H.M.&F.W.(A2) Department, dated:27/10/2008 sanctioning Emergency

Health Care Allowance at Rs.3000 p.m. to the Non-Teaching Doctors belonging to A.P. Medical & Health Services in the State.

**11.109.** Emergency Health Care Allowance, it is presumed, is for availability of the Doctors at all times to attend to patients.

**11.110.** Consequent on sanctioning Emergency Health Care Allowance to **all the Non-Teaching Doctors**, the Commission is convinced that there is no need to continue to pay the Non Private Practice Allowance to those Non-Teaching Doctors who were prohibited from undertaking private practice as detailed in the annexure to G.O.Ms.No.119 H.M.&F.W.(A2) Department, dated:13/4/2006. However, if for any of the categories of Doctors to whom the Emergency Health Care Allowance is not admissible and if they are prohibited to do Private Practice as per G.O.Ms.No.119 H.M.&F.W.(A2) Department, dated:13/4/2006 there is need to enhance the rate of N.P.P.A. Keeping in view the inflation **the Commission recommends the enhancement of rates of N.P.P.A. as indicated below.**

- |  |    |                       |
|--|----|-----------------------|
| <b>(i) Doctors in the category of Civil Assistant Surgeons</b>   | -- | <b>Rs.800/- p.m.</b>  |
| <b>(ii) Doctors in the category of Deputy Civil Surgeons</b>     | -- | <b>Rs.1000/- p.m.</b> |
| <b>(iii) Doctors in the category of Civil Surgeons and above</b> | -- | <b>Rs.1200/- p.m.</b> |

**11.111.** It is once again re-iterated that the N.P.P.A. at the above rates is to be allowed only to such of the Doctors who are not eligible for Emergency Health Care Allowance as sanctioned in G.O.Ms.No.378 H.M.&F.W.(A2) Department, dated:27/10/2008 and who were prevented from undertaking private practice as specified in Annexure to G.O.Ms.No.119 H.M.&F.W.(A2) Department, dated:13/4/2006.

**11.112.** Since Medical Colleges Doctors are covered by UGC pay scales all the Medical Professionals who are in receipt of UGC pay scales would no longer be eligible for N.P.P.A.

**(b) Doctors belonging to Ayush Department:**

**11.113.** In G.O.Ms.No.254, M.&H. Department, dated:29/4/1983, G.O.Ms.No.256, H.M&H Department, dated:29/4/1983 and in G.O.Ms.No.450, H.M&H Department, dated:28/9/1987 orders were issued imposing a total ban on Private Practice by the Government Doctors in the Andhra Pradesh Indian Medicine and Homeopathy Services. Consequently, in G.O.Ms.No.454, HM&FW(I-2) Department, dt:1/10/1987, orders were issued by the Government for the payment N.P.P.A. to all the categories of the

Doctors in the A.P. Indian Medicine Service and A.P. Homeopathy Service at the rates indicated below:

- |   |    |                |
|---|----|----------------|
| (1) Additional Directors (Ayurveda, Unani and Homeopathy) Principals (Ayurveda, Unani & Homeopathy) and Professors (PG. Units, Ayurveda and Unani).   | -- | Rs.1020/- p.m. |
| (2) Deputy Directors (Ayurveda, Unani and Homeopathy) Regional Deputy Directors (Ayurveda, Unani and Homeopathy), Research Officers (Ayurveda, Unani and Homeopathy), Superintendents of the Hopitals (Ayurveda, Unani and Homeopathy), Chief Superintendent, Indian Medicine Pharmacy (Ayurveda, Unani) Herbarium, Superintendent, Inspector, Board of Indian Medicine, Resident Medical Officers (Ayurveda, Unani), chief Medical Officers/ Professors (Ayurveda, Unani and Homeopathy) and Readers (PG. Unit-, Ayurveda, Unani). | -- | Rs.880/- p.m.  |
| (3) Senior Medical Officers/ Assistant Professors (Ayurveda, Unani and Homeopathy), Ayurveda Assistant, Unani Assistant, Museum Assistant / Lecturers, P.G. Unit (Ayurveda and Unani), Assistant Research Officer (Homeopathy) and Medical Officer for Pharmacy and Herbal Garden.  | -- | Rs.750/- p.m.  |
| (4) Medical Officers / Lecturers (Ayurveda, Unani and Homeopathy), Technical Assistants (P.G.Unit- Ayurveda, Unani), Medical Officer, Drugs Inspector (Ayurveda, (Ayurveda, Unani and Homeopathy).  | -- | Rs.630/- p.m.  |

**11.114.** However, in G.O.Ms.No.25, HM&FW (I-2) Department, dated:16/1/1988 the orders issued in G.O.No.454, dated:1/10/1987 were kept in abeyance from 1-1-1998. Therefore, the Ayurvedic Doctors are now requesting to sanction N.P.P.A. on par with Allopathic Doctors.

**11.115.** Information is not made available to this Commission, on whether the orders issued in G.O.Ms.No.25, dated:16/1/1988 were subsequently cancelled or not. Since the Ayurvedic Doctors are not now drawing N.P.P.A. it is evident that the orders of abeyance are not cancelled but are still in force.

**11.116.** This Commission recommended elsewhere in this report, for the payment of Emergency Health Care Allowance to the Doctors belonging to Ayush Department separately. In view of that **the Commission feels that there is no need to pay any N.P.P.A. separately in addition to Emergency Health Care Allowance to the doctors of this department.**

**(c)Doctors belonging to Insurance Medical Services Department:**

**11.117.** As per G.O.Ms.No.251 L.E&T.E. Department, dated:1/10/1987, N.P.P.A. is admissible to the Doctors belonging to I.M.S. Department, as shown below w.e.f. 1-10-1987.

<b>Sl. No.</b>	<b>Category</b>	<b>Amount</b>
1.	Director	@ Rs.1230/ p.m.
2.	Special Grade Civil Surgeon	@ Rs.1070/-p.m.
3.	Deputy Directors/ Civil Surgeon Specialists including Civil Surgeon (R.M.Os)	@ Rs.980/- p.m.
4.	Deputy Civil Surgeon (including Junior Specialists and Dentals)	@ Rs.800/- p.m.
5.	Civil Asst. Surgeons / Dental Asst. Surgeon	@ Rs.690/- p.m.

**11.118.** In G.O.Ms.No.119 H.M. & F.W. Dept., dt:13/4/2006 orders were issue permitting all the Doctors, except those specified in the annexure to the G.O., belonging to Medical & Health Services to engage themselves in private practice. In G.O.Ms.No.2135 L.E.T. & F (IMS) Dept., dt:20/9/2007 orders were issued permitting all the Doctors, except those who are working in administrative posts, belonging to Insurance Medical Services to engage themselves in private practice. Therefore, N.P.P.A. is admissible at present at the above rates to the Doctors belonging to this Department who are working in administrative posts. However, if any category is eligible to draw Emergency Health Care Allowance that category should not draw NPPA. Those who are not eligible to draw Emergency Health Care Allowance they may draw NPPA at the existing rates.

**(d) Veterinary Doctors belonging to Animal Husbandry Department:**

**11.119.** At present the Veterinary Doctors are not eligible for the payment of N.P.P.A. since there are no orders preventing them from doing Private Practice. As long as a ban is not imposed on undertaking Private Practice the question of payment of N.P.P.A. to Veterinary Doctors does not arise. Moreover the commission has recommended Emergency Health Care Allowance which is a new allowance allowed to this category of employees.

**20. Academic Allowance:****(a) Doctors belonging to Medical & Health Services:**

**11.120.** Orders were issued in G.O.Ms.No. 411 HM & FW (A2) Dept., dt: 5-11-2001 sanctioning academic allowance to the Doctors belonging to Medical & Health Services at the rates shown below against their respective categories.

1) CAS/Asst.Prof./ Dental Asst.Surgeon	.....	Rs.300/-p.m.
2) Dy. CS/Asso.Prof./Dental Dy.Surgeon	.....	Rs.400/- p.m.
3) CS/Prof./CS (Dental)/Prof. (Dental)	.....	Rs.500/- p.m.
4) Spl.Gr.CS/SG Prof./SG Prof. (Dental)	.....	Rs.600/-p.m.
5) Regl.Dir./Addl.Dir./Prl. Dental college	.....	Rs.700/-p.m.
6) Director of Health/D.M.E	.....	Rs.800/-p.m.

**11.121.** The purpose for which this allowance was sanctioned was not indicated in the above G.O. However, in their representation the A.P. Govt. Doctors Association stated that it was sanctioned for updating the growing knowledge in Medical field and to keep them abreast of the latest developments.

**11.122.** The Doctors working in Teaching Colleges were already allowed U.G.C. Scales of pay in the year 2006. Hence, the commission recommends discontinuance of this allowance to those who are governed by UGC Scales of pay. The Non-teaching Doctors also are expected to improve their knowledge in the Medical field so that they can treat the patients more efficiently. **The Commission, therefore, feels that it is necessary to continue the payment of this allowance, and recommends payment of this allowance at the existing rates to the Non-teaching Doctors.**

**(b) Doctors belonging to Ayush Department:**

**11.123.** The A.P. Ayurvedic Medical Officers Association requested to extend this allowance to the Medical Officers belonging to their Department.

**11.124.** The commission feels that the total package of emoluments to the Ayush Doctors has been increased substantially. **There is, therefore, no need to consider additional allowances of this nature.**

**(c) Doctors belonging to I.M.S. Department:**

**11.125.** The A.P. Govt. Doctors Association requested to extend this allowance to the Doctors belonging to Insurance Medical Services Department

**11.126.** The Doctors of this Department are eligible for E.S.I. Allowance exclusively. Further Government extended Emergency Health Care Allowance @ Rs.3000/- p.m. and P.G. Degree Allowance at Rs.1500/- p.m. and P.G. Degree Allowance at Rs.1000/- p.m. to these Doctors also. Hence, the Commission feels that there is no need to extend the Academic Allowance to the Doctors in I.M.S. Department.

**d) Veterinary Doctors belonging to Animal Husbandry Dept.:**

**11.127.** The Veterinary Doctors of Animal Husbandry Department requested to extend the academic allowance to them also.

**11.128.** The commission feels that the total package of emoluments to the Veterinary Doctors has been increased substantially. **There is, therefore, no need to consider additional allowances of this nature.**

**21. Tribal Allowance:**

**(a) Doctors belonging to Medical & Health Services:**

**11.129.** Doctors working in Tribal areas have earlier represented for the sanction of an allowance to meet the extra costs associated with living in those areas. A task force committee constituted by the Government examined the matter. Based on its report, orders were issued in G.O.Ms.No. 411 HM & FW (A2) Dept., dt: 5-11-2001 increasing the rate of Tribal allowance from Rs.1500/- p.m. to Rs.2000/- p.m. to the male Doctors working in Tribal areas including Doctors working on Contract basis. Lady Doctors working in Tribal Areas are allowed an additional amount of Rs.500/- p.m. (i.e., Rs.2500/- p.m.).

**11.130.** The A.P. Government Doctors Association requested to enhance this amount to Rs.7500/- p.m. to the Doctors working in tribal areas and to Rs.10,000/- p.m. to the Doctors working in remote tribal areas.

**11.131.** The basis for classification of tribal areas and remote tribal areas is neither indicated by the Association nor is available with this Commission. In addition to this allowance, the Doctors are eligible for Rural Allowance also who are working in the P.H.Cs and C.H.Cs. located in rural areas. Apparently the Doctors working in the tribal areas are not eligible for Rural Allowance in addition to Tribal Allowance since the tribal areas are located only in rural sector. Since the orders increasing the Tribal Allowance were issued in the year 2001 and in view of the escalation of the cost of living since then, **the Commission, recommends an increase of Rs.500/- p.m. uniformly i.e., at Rs.2500/- p.m. to the Male Doctors and at Rs.3000/- p.m. to the Lady Doctors working in the tribal areas.**

**11.132.** The Commission also recommends that the Rural Allowance sanctioned in G.O.Ms.No. 411 HM & FW (A2) Dept., dt: 5-11-2001 is not admissible to such of the Doctors to whom this Tribal Allowance is admissible. It is further recommended that the Special Compensatory Allowance (ranging from Rs.300/-p.m. to Rs.825/-p.m. in PRC 2005 scales) admissible to the employees working in Agency areas/ Hill Stations as per the orders issued in G.O.Ms.No.6, Finance (TA) Dept., dt:12/1/2007, (the rates of which are recommended to be increased by this Commission elsewhere in the report) should also be not admissible to the Doctors to whom this Tribal allowance is admissible as it would amount to compensating them twice/ thrice respectively.

**(b) Doctors belonging to Ayush Department:**

**11.133.** The A.P. Ayurvedic Medical Officers Association requested to extend this allowance to its members working in tribal areas.

**11.134.** As the doctors belonging to Ayush Department are eligible for the payment of special compensatory allowance in tribal areas **the commission feels that this tribal allowance need not be extended to them.**

**22. A. Rural Allowance:**

**(A) Doctors belonging to Medical & Health Services:**

**11.135.** Based on the report of the Task Force Committee constituted by Government, orders were issued in G.O.Ms.No. 411 HM & FW (A2) Dept., dt: 5-11-2001 sanctioning Rural Allowance @ Rs.1000/- p.m.as an incentive to the Doctors working in PHCs and CHCs. The Lady Doctors were allowed were allowed this allowance at Rs.1500/- p.m. in the same G.O. While issuing the above orders, the then existing rate of Rural Allowance already admissible to C.A.S. / D.C.S of the M & H Departments (Allopathy) @Rs.200/- p.m. (as ordered in G.O.Ms.No.144, Finance & Planning (FW TA)Dept.,dt:30/8/1999

based on the recommendation of PRC 1999) was not taken into account. Based on the recommendation of PRC 2005 orders were issued In G.O.Ms.No.268, Finance (TA) Department, dt:15/10/2005, enhancing the rate of this allowance from Rs.200/- p.m. to Rs.350/- p.m. to the Civil Assistant Surgeons and Deputy Civil Surgeons belonging to Medical & Health Department for the period they work in the Hospitals / Dispensaries located in rural areas. At the time of this recommendation by PRC 2005 the orders issued in G.O. No.411 granting Rural Allowance separately was not taken into account. As such the Commission elsewhere recommended in the report to discontinue the payment of Rural Allowance sanctioned in G.O.Ms.No.268, Finance (TA) Department, dt:15/10/2005.

**11.136.** The A.P. Government Doctors Association requested enhancement of this allowance sanctioned in G.O.No.411, dtd.5-11-2001, considerably on the ground that it will encourage the Doctors to work in rural areas.

**11.137.** Since, the rate of Rural Allowance sanctioned in G.O.Ms.No.411, was fixed in the year 2001 and in view of the escalation of the prices since then, the Commission recommends to increase the rate of this allowance to Rs.1500/- p.m. to the male Doctors and at Rs.2000/- p.m. to the Lady Doctors working in PHCs and CHCs located in non tribal rural areas. **The Commission again reiterates that if the P.H.Cs / C.H.Cs are located in Tribal Areas only the Tribal Allowance is admissible but not this Rural Allowance and Special Compensatory Allowance separately.**

**(b) Doctors belonging to I.M.S. Department:**

**11.138.** The A.P. Government Doctors Association requested to extend Rural Allowance to the Doctors belonging to Insurance Medical Services Department also. It is ascertained from the Department that there are about 36 Dispensaries located at rural areas in the State. The doctors of IMS Department are governed by a separate set of allowances and **there is no need to provide any additional incentives by way of rural allowance.**

**22. B. Rural Allowance (To be discontinued)**

**11.139.** Based on the recommendation of PRC 1999, Government issued orders in G.O.Ms.No.144, Fin. & Plg. (F.W.-TA) Department, Dt.30-08-1999 enhancing the rate of Rural Allowance from Rs.150/- p.m. to Rs.200/- p.m. to the Civil Assistant Surgeons and Deputy Civil Surgeons belonging to Medical & Health Department for the period they work in the hospitals / dispensaries located in rural areas.

**11.140.** In G.O.Ms.No.411 H.M.&F.W.(A2) Department, Dt.5-11-2001, orders were issued granting Rural Allowance for the doctors working in P.H.Cs and C.H.Cs @ Rs.1000/- per month to the male doctors and @ Rs.1500/- p.m. to the lady doctors W.E.F. 1.11.2001. In this order, the orders issued earlier in G.O.Ms.No.144 Fin. & Plg. (F.W.-T.A.) Department, Dt.30-08-1999 wherein the rate of rural allowance was increased, were neither referred nor discussed.

**11.141.** Keeping in view the recommendations of PRC 1999, P.R.C. 2005, recommended to increase the rate of Rs.200/- p.m. (as sanctioned in G.O.Ms.No.144 Fin. & Plg. (FW-TA) Department, dt.30-08-1999) to Rs.350/-p.m. and Govt. also issued orders to the above effect in G.O.Ms.No.268 Fin (TA)Department, Dt.15-10-2005. It is evident that the orders issued in G.O.Ms.No.411, H.M. & F.W. (A2) Department, Dt.5-11-2001 were not brought to the notice of P.R.C. 2005.

**11.142.** Since the Government had already sanctioned Rural allowance @Rs.1000/1500p.m in G.O.Ms.No.411, HM & FW (A2) Depot, dt.5-11-2001 the orders issued in G.O.Ms.No.268 Fin (TA) Department Dt.15-10-2005 @Rs.350/-p.m. have become redundant. **The commission, therefore, recommends to discontinue the payment of Rural Allowance of Rs.350/-p.m. sanctioned in G.O.Ms.No.268 Fin (TA) Dt.15-10-2005.** The recommendation regarding the continuance of the Rural allowance sanctioned in G.O.Ms.No.411, H.M.& F.W.(A2) Department, dt.5-11-2001 is made elsewhere in the report.

### **23. Special Allowance to Grey Hounds, Special Intelligence Branch Personnel and Counter Intelligence Cell of Police Department:**

11.143. In G.O.Ms.No.195 Fin. Plg. (FW-TA) Department, Dt.24-11-99 orders were issued sanctioning Special Allowance to the following categories of posts belonging to Grey Hounds Unit of Police Department and it was ordered to be continued at the same rates in RPS 2005 in G.O.Ms.No.510 Fin (TA) Department, dt.28-12-05.

<b>Sl.No.</b>	<b>Category of Post</b>	<b>Rate of Special Allowance</b>
1.	Group Commander	50% of Pay + DA per month
2.	Squadron Commander	
3.	Assault Commander/ Deputy Superintendent of Police (Communications)	50% of Pay + DA and 10% of pay per month
4.	Deputy Assault Commander/Inspector (communications)	
5.	Asst. Assault Commander / Sub-Inspector & Asst. Sub-Inspector (Communications)	

Sl.No.	Category of Post	Rate of Special Allowance
6.	Sr. Commandos / Head Constable (Communications) / Head Constable (Dog Squad)	50% of Pay + DA and 10% of pay per month
7.	Jr. Commandos /Police Constable (Communications)/ FE Dog Boys/ Police Constable (Dog Squad)	

**11.144.** The I.G. of Police Grey Hounds represented to continue the said allowance in the proposed revised scales and also to extend the Special Allowance to the Medical Officer and his staff and to the last grade staff who accompany them on operation duty. He had also requested to allow Special Allowance at 15% of Basic Pay to the Cooks and Assistant Cooks of Grey Hounds Department on par with Cooks of Armed reserve & A.P. Special Police. **The commission recommends to continue the Special Allowance to the Grey Hounds Staff referred to above in the proposed revised scales.**

**11.145.** The Medical Officer & his staff and the last grade staff will move upto base camp only while the Assault staff will move into interior places. As such, **the Commission, recommends to allow Special Allowance to the Medical officer& his staff, to the Last Grade Staff and also to the Cooks & Assistant Cooks who actually accompany the Assault teams, at 15% of Basic Pay + D.A. thereon.**

**11.146.** In G.O.Ms.No.290 Home (Courts-C) Department, Dt.08-09-2000 orders were issued extending the Special Allowance as admissible to the Staff of Grey Hounds to the Special Intelligence Branch Personnel of the Intelligence Department at the same rates. In G.O.Ms.No.511 Fin. (TA) Department, dt.28-12-2005, it was ordered to continue the Special Allowance at the same rates in RPS 2005 also. **The commission, therefore, recommends to continue the Special Allowance to Special Intelligence Branch Personnel, at the same rates in the proposed revised scales also.**

**11.147.** In G.O.Ms.No.53 Home (Pol. Bud) Department, dt.26-03-07, orders were issued sanctioning Special Allowance at 50% of basic pay to the following categories of posts of Counter Intelligence Cell of Intelligence Department W.E.F.1-4-2007.

1. I.G. of Police
2. D.I.G. of Police
3. Superintendent of Police
4. Additional Superintendent of Police
5. Deputy Superintendent of Police
6. Inspector of Police

7. Sub-Inspector of Police
8. Head Constables
9. Police Constables / (Drivers)

**11.148. The commission recommends to continue the same in the proposed revised scales.**

**11.149.** In G.O.Ms.No.50 Law (LA & J – Home Courts–D) Department, Dt.23-04-2009 orders were issued sanctioning Special Allowance @Rs.100/- p.m. to the Staff working in Record Room / Property Room of Subordinate Courts. **The Commission recommends to continue the allowance at the same rate of Rs.100/- p.m. in the proposed revised scales also.**

**24. Anti Naxalite Squad Allowance:  
(Special Task Force, Anti Naxalite Squad  
[Both Civil Armed Reserve and APSP] of Police Department)**

**11.150.** This Allowance is sanctioned to the Police Personnel working in the Special Task Force, Anti-Naxalite Squad (both Civil Armed Reserve & APSP) as shown below. The existing rate is 15% of basic pay as sanctioned in G.O.Ms.No.264 Fin(TA) Department, dt:15/10/2005, based on the recommendations of PRC 2005. The Commission recommends to continue this allowance at the same rate of 15% of basic pay.

Sl. No.	Department & Category	Existing Amount (as per G.O.Ms.No. 264 Fin.(TA) Dept., dt.15-10-05)	Revised amount	Remarks
i.	Inspectors	15% of Basic Pay	15% of Basic Pay	
ii.	Sub-Inspectors			
iii.	Head Constable			
iv.	Police Constable			
v.	Armed Reserve Sub Inspector	15% of Basic Pay [for the actual period they are deployed for combing operations in Naxalite affected areas]	15% of Basic Pay [for the actual period they are deployed for combing operations in Naxalite affected areas]	
vi.	Cook			

## 25. Double Lock Key Allowance in Treasuries & Accounts Department:

**11.151.** This allowance is sanctioned to the employees working against the following categories of posts in T&A Department for holding the Double Lock Key of the strong rooms in Treasuries. The existing rates are as per the orders issued in G.O.Ms.No.264, Fin(TA) Dept, dt:15/10/2005 based on the recommendations of PRC 2005. This rates of this allowance are recommended to be increased as shown below:

Sl. No.	Department & Category	Existing amount (as per G.O.Ms.No. 264 Fin.(TA) Dept., dt.15-10-05)	Revised amount	Remarks
(i)	In Sub Treasuries.			
	i. Sub-Treasury Officer	225/- p.m	Rs.275/- p.m.	
	ii. Accountant (Double lock Officer in Sub Treasuries)	150/- p.m.	Rs.200/- p.m.	
(ii)	In Treasuries in Revenue Division			
	i. Assistant Treasury Officer	250/- p.m	Rs.300/-p.m.	
	ii. Sub Treasury Officer	225/- p.m	Rs.275/- p.m.	

## 26. Computer Allowance:

**11.152.** In G.O.Ms.No.187 Fin & Plg (FW-TA) Department Dated: 20-6-91 Computer allowance at Rs.100/- PM. Was sanctioned for the first time W.E.F. 1.6.1991, to the staff working in Treasuries for attending to Data Entry Work. This was subsequently enhanced to Rs.200/- p.m. from 1-3-1996 in G.O.Ms.No.32 Fin & Plg. (FW-TA) dated 15-2-1996 and extended to sub treasuries also. Afterwards it was not enhanced further. The Director of Treasuries and Accounts informed that instructions were issued by him to pay the computer allowance to the Junior Accountants / Senior Accountants who are actually engaged in Data Entry Work on Computers limiting it to the number of computers actually available.

**11.153.** The A.P. Treasury Services Association requested to enhance this allowance to Rs.1000/- p.m. and to pay this allowance to all the personnel of the Treasuries and Accounts department. There is also a request from Commercial Taxes department association to pay Computer allowance at

Rs.2500/- p.m. to the staff who are attending to the work on computer for data preparation etc.

**11.154.** Prior to the introduction of the Computers the entire data work in the Treasuries was being done manually. After introduction of computers the work is being done on the computers. In fact, attending to the work of Data Preparation and updating it on computers is less laborious when compared to the work done manually. To that extent the work load of Senior Accountants / Junior Accountants in the Treasuries Department, in so far as data entry work is concerned, has to be considered as less strenuous to a large extent.

**11.155.** This computer allowance was sanctioned for the first time in 1991 when the use of the computers in Government Departments was not in vogue. The computers are now in extensive use in all the Government departments not only by the computer operators / Typists / Stenos but also by all the employees at all levels. There is no justification for continuing the payment of computer allowance any more. **The Commission, therefore, recommends to issue orders for discontinuing the payment of computer allowance to the staff working in Treasuries and Accounts department and any other Departments if it is being paid. The Commission further recommends that computer allowance should not be sanctioned to any of the categories of the employees working in Government Departments.**

## **27. Clerical Allowance**

**11.156.** This allowance is sanctioned to Pharmacists in Medical Education Department as they are required to attend to clerical duties in addition to their normal technical duties. The current rate is Rs. 75/- p.m as per G.O.Ms.No. 268, Fin (TA) Dept., dt.15-10-2005. There is a request to increase the rate. **The Commission recommends the enhancement of this allowance from Rs.75/- a month to Rs. 100/- a month.**

## **28. N.G.G.Os Clinic Allowance:**

**11.157.** Currently, Civil Assistant Surgeons/Deputy Civil Surgeons and Staff Nurse are sanctioned this Allowance for attending to work at NGGO clinic. The existing rates of this Allowance are as per G.O.Ms.No. 268, Fin (TA) Dept., dt.15-10-2005. They may be enhanced as noted against each.

	<u>Existing</u>	<u>Recommended</u>
1. Civil Assistant Surgeon/ Deputy Civil Surgeon	Rs.125/- p.m.	Rs.150/- p.m.
2. Staff Nurse	Rs. 75/- p.m.	Rs.100/- p.m.

**11.158.** The Commission further recommends to review the functioning of the N.G.G.Os Clinics in the Hospitals under the control of Medical and Health Departments and also under the control of Andhra Pradesh Vidya Vidhana Parishad to see that these clinics attend to the cases of all Government employees in service (including Gazetted employees) and also the retired Government employees.

## **29. Leprosy Allowance:**

**11.159.** This allowance is sanctioned to the following categories of posts under the Department of Health. The existing rates are as per G.O.Ms.No.284, Fin(TA) Dept., dt.15-10-2005 and as per G.O.Ms.No. 233 Fin (TA) Dept., dt.10-8-2006. The Commission recommends to increase this allowance at the rates noted against each category.

<b>Category</b>	<b>Existing Rate</b>	<b>Revised Rate</b>
1. Medical Officer (Leprosy Eradication Programme)	Rs. 600/- p.m.	Rs.650/- p.m.
2. Physiotherapist	Rs. 250/- p.m.	Rs.300/- p.m.
3. Non Medical Supervisor	Rs. 200/- p.m.	Rs.250/- p.m.
4. Deputy Health Education Officer/ Deputy Paramedical Officer	Rs. 200/- p.m.	Rs.250/- p.m.
5. Non Medical Assistant	Rs. 100/- p.m.	Rs.125/- p.m.
6. Health Educator	Rs. 100/- p.m.	Rs.125/- p.m.
7. Dresser/Sweeper/Nursing Orderly (ward boy)	Rs. 80/- p.m.	Rs.100/- p.m.
8. Para Medical Officers	Rs. 200/- p.m.	Rs.250/- p.m.
9. Health Education Officer (Leprosy)	Rs. 200/- p.m. (WEF 10.8.2006)	Rs.250/- p.m.

## **30. Slaughter House Allowance:**

**11.160.** This allowance is given to Veterinary Assistant Surgeons for attending to antemortem/postmortem duties at Slaughter Houses. The existing rates are as follows:

1. For those working in Municipal areas ... Rs.400/- p.m.
2. For those working in Gram Panchayat areas ... Rs.200/- p.m.

(vide G.O.Ms.No.265 Fin.(TA) Dept., Dt. 15-10-2005)

**11.161.** The Commission recommends enhancement of this allowance as noted below.

1. For those working in Municipal areas ... Rs.500/- p.m.
2. For those working in Gram Panchayat areas ... Rs.300/- p.m.

### **31. Supervisory Allowance:**

**11.162.** This allowance is given to the following categories of employees in Local Bodies, Municipalities and Municipal Corporations, Hyderabad, Vishakapatnam and Vijayawada who perform the duties of supervising sanitary work.

<b>Sl. No.</b>	<b>Institution</b>	<b>Category</b>
1.	Local bodies	Daroga
2.	a) Local bodies b) Municipalities c)Municipal Corporations Visakhapatnam & Vijayawada	Sanitary Maistry
3.	Municipal Corporation Hyderabad	Sanitary Jawan

**11.163.** The existing rate of Rs.80/- p.m. is as per G.O.Ms. No.258, Fin (TA) Dept., dt.15-10-2005. The Commission recommends to increase the amount from Rs.80/- p.m. to Rs.100/- p.m.

### **32. Sub-Jail Allowance**

**11.164.** This allowance is given to Civil Assistant Surgeons who perform duties of attending to sub-jail. The existing rate of Rs.150/- p.m. is as per G.O.Ms.No. 273, Fin (TA) Dept., dt.15-10-2005. This allowance is recommended to be increased from Rs.150/- p.m. to Rs.200/- p.m.

### **33. Office Allowance and Maintenance Allowance:**

**11.165.** These allowances are sanctioned to Assistant Public Prosecutor Grade-I and Grade-II and Legal officers of Anti-Corruption Bureau. The existing rates are as per the orders issued in G.O.Ms.No. 266 Fin (TA) Dept., dt.15-10-2005.

**Existing rates**

<b>Category</b>	<b>Office Allowance</b>	<b>Maintenance Allowance</b>
1) Assistant Public Prosecutor, Grade-I	Rs.150/-p.m.	Rs.250/-p.m.
2) Assistant Public Prosecutor, Grade-II	Rs.100/-p.m.	Rs.250/-p.m.
3) Legal officers of A.C.B	Rs.100/-p.m.	Rs.250/-p.m.

**11.166.** The Association of Public Prosecutors requested to increase the rate of allowance and to extend this allowance to the following posts also.

1. Additional Public Prosecutor Grade II
2. Additional Public Prosecutor Grade I
3. Public Prosecutor / Joint Director

**11.167.** It is seen from their representation and the schedule of sanctioned posts that the designations of Asst. Public Prosecutor Grade I & Grade II were changed as Asst. Public Prosecutor and Senior Asst. Public Prosecutor respectively.

**The Commission recommends the following revision of Allowances:**

<b>Category</b>	<b>Office Allowance</b>	<b>Maintenance Allowance</b>
1) Public Prosecutor / Joint Director	Rs.350/-p.m.	Rs.300/-p.m.
2) Additional Public Prosecutor Gr.I	Rs.300/-p.m.	Rs.300/-p.m.
3) Additional Public Prosecutor Gr.II	Rs.250/-p.m.	Rs.300/-p.m.
4) Senior Assistant Public Prosecutor,	Rs.200/-p.m.	Rs.300/-p.m.
5) Assistant Public Prosecutor,	Rs.150/-p.m.	Rs.300/-p.m.
6) Legal officers of A.C.B	Rs.150/-p.m.	Rs.300/-p.m.

**34. Readers Allowance:**

**11.168.** Blind Teachers and Lecturers are given this allowance. Presently, Junior Lecturers and above are paid @ Rs.500/- per month, School Assistants are paid @ Rs.400/- per month and Secondary Grade Teachers (including Craft Instructors) are paid @ Rs.300/- per month as per G.O.Ms.No. 333, W.D. & C.W. & D.W (DW) Dept., dt.5-10-2005. **The**

**Commission recommends enhancement of this allowance at the rates noted against each:**

- |    |   |     |                            |
|----|---|-----|----------------------------|
| 1. | <b>Junior Lecturers and above</b>                                 | ... | <b>Rs.600/- per month.</b> |
| 2. | <b>School Assistants</b>  | ... | <b>Rs.500/- per month.</b> |
| 3. | <b>Secondary Grade Teachers<br/>(including Craft Instructors)</b> | ... | <b>Rs.400/- per month.</b> |

### **35. Blood Bank Allowance**

**11.169.** This allowance is given to Staff Nurses belonging to Institute of Preventive Medicine, P.H. Labs and Food (Health) Administration Department. The existing rate is Rs. 125/- P.m. as per G.O.Ms.No. 275, Fin (TA) Dept., dt. 15-10-2005. **This allowance is recommended to be increased to Rs.150/- p.m. It is further recommended that this allowance may be extended to the Staff Nurses working in the Teaching and Non-Teaching Hospitals where Blood Banks are functioning under the control of Medical Education, Health, Family Welfare, Ayush and Insurance Medical Services Departments.**

### **36. Difficult Sanitation Service Allowance:**

**11.170.** This allowance is given to Kamaties, Malaria Field Workers, Drainage Gang Mazdoors, Scavengers and Thoties working in Municipal Corporation of Hyderabad. The existing rate is Rs. 100/- P.m. as per G.O.Ms.No. 274, Fin (TA) Dept., dt. 15-10-2005. **This allowance is recommended to be increased to Rs.125/- p.m. to the above categories working in Municipal Corporation, Hyderabad.**

### **37. Theatre Allowance:**

**11.171.** This allowance is given to the Staff Nurses belonging to Medical Education Dept., and Staff Nurse/Head Nurse belonging to Family Welfare and Insurance Medical Services Departments. The existing rate is Rs. 75/- P.m. as per G.O.Ms.No. 268, Fin (TA) Dept., dt. 15-10-2005. **This allowance is recommended to be increased to Rs.100/- p.m. It is further recommended that this allowance may be extended to the Head Nurses of Medical Education Department, Nurses and Head Nurses of Ayush Dept., and also to the Theatre Assistants belonging to all Medical Departments i.e., Medical Education, Health/Family Welfare, Ayush and Insurance Medical Services Departments at the same rate if they attend to theatre work.**

### 38. Machine Allowance:

**11.172.** This allowance is given to Copyists working in Judicial Department for whom Typewriters were not provided by the Government and it shall cease from the day on which Typewriters are provided by Government. The existing rate is Rs. 100/- P.m. as per G.O.Ms.No. 277, Fin (TA) Dept., dt. 15-10-2005. **This allowance has to be dispensed with in all the Courts which are supplied with Computers / Photo Copying Machines. In those Courts which do not have the facility of Computers or Photo Copying it is recommended that this allowance may be continued at the present rate of Rs.100/- p.m. This allowance may be withdrawn from the month subsequent to the month in which the Computer / Photo Copying Machine is supplied.**

### 39. Library Allowance:

**11.173.** The Association of Public Prosecutors requested to sanction an amount of Rs.5,000/- per annum as Library Allowance to all the public prosecutors on the ground that the public Prosecutors have to refer various cases to prepare and conduct prosecutions in the Court and they have to necessarily maintain a Library. **The Commission recommends payment of Library Allowance at Rs.1000/- per annum to the following categories of posts in the Department of prosecutions.**

- i) Assistant Public Prosecutor
- ii) Senior Assistant Public Prosecutor
- iii) Additional Public Prosecutor Gr.II
- iv) Additional Public Prosecutor Gr.I
- v) Public Prosecutor / Joint Director

### 40. Special Allowance to the staff working in Sub-ordinate Courts:

**11.174.** In G.O.Ms.No.290 Home (Courts-C) Department, Dt.08-09-2000 orders were issued extending the Special Allowance as admissible to the Staff of Grey Hounds to the Special Intelligence Branch Personnel of the Intelligence Department at the same rates. In G.O.Ms.No.511 Fin. (TA) Department, dt.28-12-2005, it was ordered to continue the Special Allowance at the same rates in RPS 2005 also. **The commission, therefore, recommends to continue the Special Allowance to Special Intelligence Branch Personnel, at the same rates in the proposed revised scales also.**

**41. Incentive Allowance:**

**11.175.** Based on the recommendations of Anomalies Committee 2003, incentive allowance was sanctioned in G.O.(P) No. 511, Fin (TA) Dept., dt.11-6-2004 to the following categories of Police Dept., at the rates noted against each.

- |                             |              |
|-----------------------------|--------------|
| 1) Armored Head Constable   | @ Rs.75/-p.m |
| 2) Armored Police Constable | @ Rs.50/-p.m |

**11.176.** Pay Revision Commission 2005 recommended to increase the above rates as noted against each.

	<u>Existing</u>	<u>Revised</u>
1) Armored Head Constable	Rs.75/-p.m	Rs.85/-p.m
2) Armored Police Constable	Rs.50/-p.m	Rs.60/-p.m

**11.177.** Orders issued, if any, by Government on this recommendation are not brought to the notice of this Commission. Keeping in view the general increase in rates, **the Commission recommends to increase the rate of this allowance to the following categories at the rates noted against each.**

- |                             |                     |
|-----------------------------|---------------------|
| 1) Armored Head Constable   | <b>Rs.100/- p.m</b> |
| 2) Armored Police Constable | <b>Rs. 75/- p.m</b> |

**42. Scout Allowance:**

**11.178.** The rate of Scout Allowance of Rs.15/- p.m. is admissible to the Teachers working in Government Secondary Schools, Government Training Schools, as per G.O.Ms.No.46, Fin & Plg (FW-TA) Dept., dt.6-2-1980. Based on the recommendation of Anomalies Committee 2003, orders were issued in G.O. (P) No.511 Fin (TA) Dept., dt.11-6-2004, enhancing the rate from Rs. 15/- p.m. to Rs. 50/- p.m. to the teachers in Government Secondary Schools, Government Training Schools, who are fully qualified as Scout Masters and A.C.C Officers provided they are actually running at least a patrol of 24 Scouts and Guides and A.C.C. Officer has to raise a minimum number of 50 cadets as per G.O.Ms.No.46 Fin (TA) Dept., dt.6-2-1980.

**11.179.** Pay Revision Commission 2005, recommended to increase the above rate from Rs.50/- p.m. to Rs.65/- p.m. Orders issued if any by Government on this recommendation are not brought to the notice of this Commission. Keeping in view, the general increase of rates, **the Commission recommends to increase the rate of this allowance to Rs.75/-**

**p.m. subject to the same conditions specified in G.O.Ms.No.46 Fin (TA) Dept., dt.06-02-1980.**

**43. Intensive Care Unit Allowance:**

**11.180.** The A.P. Government Nurses Association requested to sanction Intensive Care Unit Allowance at Rs.300/- p.m. to the Staff Nurses and Head Nurses for the period they serve in the Intensive Care Units. This is sought on the ground that there is considerable mental stress and physical strain associated with duties in Intensive Care Units.

**11.181.** This is a new allowance requested by the Nurses Association.

**11.182.** The Commission feels that the demand is reasonable. **The Commission, therefore, recommends payment of Intensive Care Unit Allowance to the following categories at the rates noted against each.**

- |                           |                       |
|---------------------------|-----------------------|
| <b>1. Head Nurse</b>      | <b>@ Rs. 75/- p.m</b> |
| <b>2. Staff Nurse</b>     | <b>@ Rs. 50/- p.m</b> |
| <b>3. Nursing Orderly</b> | <b>@ Rs. 25/- p.m</b> |
| <b>(M.N.O / F.N.O.)</b>   |                       |

**11.183.** **The payment of this allowance shall be restricted only for the period they actually work in the Intensive Care Units of the Hospitals under the control of Medical Education, Health and Family Welfare, Insurance Medical Services and AYUSH Departments.**

**44. Delhi Allowance / Special Compensatory Allowance and other items relating to the staff working in A.P. Bhavan New Delhi:**

**1. Delhi Allowance:**

**11.184.** The Staff working in A.P. Bhavan, New Delhi are allowed to draw 20% of Basic Pay subject to a maximum of Rs.2000/- p.m. as per the orders issued in G.O.Ms.No.264 Fin. (TA) Dept., dt.15-10-2005. It was also mentioned in the G.O. that the said allowance is as per G.O.Ms.No.148 GA (GH1) Dept., dt.29-04-1998. The request is to sanction this allowance @25% of Basic Pay subject to a minimum of Rs.2000/- p.m. This allowance was originally allowed at 25% of Basic Pay subject to a ceiling of Rs.375/-p.m. w.e.f. 1-8-91. The ceiling limit was increased to Rs.1500/- p.m. It was further revised as 20% of Basic Pay with ceiling limit of Rs.2000/-p.m. from 15-10-05 as per the recommendation of the PRC 2005. As per the orders issued sanctioning the Delhi Allowance in G.O.Ms.No.674 GA (GH1) Dept. dt.27-09-93 this allowance is applicable to those employees who are appointed in A.P. Bhavan in the state scales of pay and also to those who opted for state

scales of pay from central pay scales. **The Commission recommends to revise this allowance as 15% of Basic Pay subject to a maximum of Rs.2500/- p.m.** since the scales are revised merging D.A. and also allowing fitment in fixation of pay in the revised scales. **This allowance is applicable only to the staff recruited at Delhi and are working in A.P. Bhavan but not to such of the staff who were deputed from State Government to work at A.P. Bhavan, New Delhi,** since they are eligible for the payment of special compensatory allowance for the period of deputation.

## 2. Special Compensatory Allowance:

**11.185.** Special Compensatory Allowance was sanctioned to the staff deputed from the State Government @40% of Basic Pay in G.O.Ms.No.700 GA (GH1) Department, dated 10-10-77. It was revised to 25% in the year 1980. In the year 1993 this was continued @20% of Basic Pay subject to a maximum of Rs.1000/-. Though there was revision of scales in 1999 & 2005 neither the rate nor the maximum amount was changed. **The Commission, therefore, recommends to revise this allowance as 15% of Basic Pay subject to a maximum of Rs.2500/- p.m. This allowance is permissible only to such of the staff who were deputed from the State Government to work at A.P. Bhavan, New Delhi, but not to the staff who are eligible for Delhi Allowance specified in item 1 above.**

3. The other request is to extend the facility of L.T.C. every year to all the staff. Government already examined and negatived this request in the case of employees who were recruited at Delhi. However, the employees deputed from State Government to work at New Delhi are already allowed this facility once a year. Since the staff recruited at Delhi have made a conscious decision to apply for the job in Delhi there is no reason to extend this facility of yearly home town LTC for them. As such the commission is not inclined to recommend permission to avail L.T.C. once in an year to other than the staff working on deputation from State Government.

4. There was a request to sanction special pay to all the staff members on the ground that due to heavy inflow of V.I.Ps the staff have to work without availing public holidays and have to work for almost through out the year to attend to the protocol and Liason duties. Basing on the information furnished by the Resident Commissioner, **the Commission recommends to pay Special Pay to the following categories of posts only at the rates shown against each which was included in the list of Special Pays.**

a)	Assistant Commissioner	...	Rs.350/- p.m.
b)	L.A.O.	...	Rs.350/- p.m.
c)	Protocol Officer	...	Rs.350/- p.m.
d)	Asst. Liason Officer	...	Rs.250/- p.m.

e) **Asst. Reception Officer** ... **Rs.250/- p.m.**

5. At present the Lift Operator working in A.P. Bhavan is eligible for a Special Pay of Rs.75/- p.m. on par with the Lift Operator working in Secretariat. **It is recommended in the list of special pays elsewhere in this report that the amount of Special Pay be paid @Rs.100/- p.m. to the Lift Operator working in A.P. Bhavan, New Delhi, on par with Lift Operator working in the Secretariat which was included in the list of Special Pays.**

6. In respect of the Special Pay to the Attenders working in the Peshis of Commissioner and Additional Commissioner necessary recommendation is made in a separate item where in special pays are recommended for the staff working in the Peshis of C.M., Ministers, C.S. etc.

#### **45. Construction Allowance:**

**11.186.** In G.O.Ms.No.301, Fin & Plg. (FW-TA) Dept., Dt.28-12-1991 orders were issued for the payment of Construction Allowance on the slab rates based on the pay in R.P.S.1986 to the employees engaged in Construction activities in the Projects mentioned therein. In G.O.Ms.NO.229, Fin & Plg. (FW-PC II) Dept., dt.29-5-1993 Government issued orders for the payment of the said allowance at the same rates duly changing the pay slabs in R.P.S.1993. Similarly in G.O.Ms.No.154, Fin & Plg (FW-TA) Dept., Dt.10-9-1999, Government issued orders for the payment of the said allowance at the same rates duly changing the pay slabs in R.P.S., 1999. Thereafter no orders were issued by Government continuing the payment of the said allowance after the introduction of R.P.S.2005.

**11.187.** On the representation of Project employees the Government referred the matter to the One Man Committee 2006. The O.M.C.2006 in para 3.82 of its report observed as follows:

*“The Committee therefore is of the view that no construction allowance needs to be paid on any of the existing schemes. However in future when projects are sanctioned and are in construction mode and in areas where ordinary facilities are not available and the conditions already laid down by the Government are satisfied, viz., these should not be within 8 kms of a town and 2 kms of mandal, an allowance as indicated below can be considered.”*

<b>Sl. No.</b>	<b>Basic pay range in 2005 Scale of Pay</b>	<b>Rate of Construction Allowance p.m.</b>
1.	Upto Rs.6040/-	Rs.150/-
2.	Rs.6041/- and above upto Rs.7770/-	Rs.190/-
3.	Rs.7771/- and above upto Rs.9775/-	Rs.240/-
4.	Rs.9776/- and above upto Rs.12070/-	Rs.280/-
5.	Rs.12071/- and above	Rs.300/-

**11.188.** The Government agreed with the O.M.C.2006 that no construction Allowance needs to be paid further to the 12 Projects which have been completed and have become operational. Government viewed that any decision on construction allowance for future projects is premature at this stage.

**11.189.** The JAC has made a representation for recommending payment of Construction Allowance at enhanced rates on the ground that the employees who are working in Projects are not in receipt of Construction Allowance.

**11.190.** This commission endorses the views of the OMC 2006 which examined the issue in detail. The OMC came to the conclusion that none of the existing projects qualify for project allowance.

**46. Incentive to the Ministerial Staff of C.I.D. Branch of Police Department:**

**11.191.** The C.I.D. Ministerial Staff Association, A.P., Hyderabad, represented to recommend 30% incentive on basic pay to the ministerial staff working in C.I.D. branch of Police Department on the ground that their counter parts in Anti Corruption Bureau, Intelligence and A.P. Police Academy are getting the same. They have further stated that they are striving every nerve in discharging their duties to support the executive staff who are investigating complicated and sensational cases. They have also stated that a proposal has been made to Government for sanction of 30% of basic pay as incentive to the executive staff in C.I.D. branch.

**11.192.** Crime investigation is the normal function of the police Department. C.I.D. branch is doing exactly that work. The proposal to sanction incentive to the ministerial staff of Intelligence Department has not been recommended by this commission. The comparison with the nature of duties of ministerial staff in Anti Corruption Bureau and A.P. Police Academy is not acceptable. **The commission, therefore, is not inclined to recommend any incentive to the ministerial staff of C.I.D. branch of Police Department.**

**47. Supply of Dress, Shoes to the Drivers of Govt. Vehicles:**

**11.193.** It is brought to the notice of this Commission that in G.O.Ms.No.630 Home (Printing –A) Dept. Dt:17-11-1984 orders were issued to supply terry cotton Khaki color cloth of 9 meters for each driver (at the rate of 5 meters for the pants and 4 meters for the bush shirts) once in two years and it was also ordered therein that the individual departments should bear the stitching charges of the uniform. The Drivers Association requested to recommend the supply of uniform as per the above orders.

**11.194.** Similarly, in G.M.No.532/ Expr-HG/85-1 Dt:7-5-85 of Finance & Plg (FW-Expr H.G.) Dept. the scale of expenditure for the supply of one pair of shoes to the Drivers & Motor Cycle Messengers & Lift operator etc. was fixed at Rs.100/- once in a year. The Drivers Association requested to recommend for the supply of shoes every year regularly.

**11.195.** We have observed and also are informed by various associations that the winding up of the Department of Stationary has lead to disruption in the supply of uniforms and shoes. Since the dress and equipment is to be supplied from out of the Budget released to the Head of Office and the competing demands on the limited resources, the funds are invariably utilized for meeting other office expenses. Moreover the budgeting itself is not done properly as supply of uniform is not an annual feature and as the budgetary outlays are determined with reference to the outlay/ expenditure in the previous year, there is a possibility of requirement of funds for uniforms being ignored at the time of budget formulation. In order to overcome this problem we suggest that 2½ meters of pant cloth and 4 meters of shirting cloth may be supplied every year to the drivers along with supply of a pair of shoes/ chappals. The stitching charges may be paid in cash to the employee.

**11.196.** The Commission also suggests that if the Govt. vehicle is available and is not condemned and there is a driver attached to the vehicle, hiring of private vehicle should be discouraged. Only in cases where additional vehicles are required or where the vehicle itself is condemned the departments should resort to hiring of vehicles.

**48. Ex-Gratia / Compensations in the case of Death / Disablements of the employee:**

**11.197.** The JAC of employees, Teachers & workers represented to make recommendations for suitable enhancement in the amounts of Ex-gratia/compensation payable to the employees in the following cases where there is death or disability caused to the employees while in service.

1. Group personnel accident policy for police personnel.
2. Group insurance in the case of death of Drivers while on duty.
3. Compensation in respect of the employees who lost their lives while discharging the risk borne duties.
4. Compensation in respect of the employees who lost their lives/ sustained injuries while performing election duties.
5. Ex-gratia to the families of the employees who met with accidental death while performing official duties.
6. Compensations to the families of Police Personnel/ Government Officers of other departments killed by extremists/ Anti Social elements.

**11.198.** These compensations were allowed by Government as a welfare measure to the employees. They are not covered by any recommendations of P.R.Cs. In view of the request of the J.A.C. of Employees, Teachers & Workers, **the commission recommends review of the existing compensation packages and revision of the amounts keeping in view the increase in the cost of living and the increase in the needs of the average Indian family.**

**49. Staggered working hours for Women employees:**

**11.199.** The 6<sup>th</sup> Central Pay Commission has recommended introduction of staggered working hours for women employees as it would give flexibility to employees to work either early or late depending on their requirements at the home front. Under this scheme, 11 AM to 4 PM will be core hours during which all women employees will necessarily need to be present in the Office. They will, however, have the option of either coming 1 ½ hours earlier or leaving after 2 hours depending upon the actual time they have checked in.

**11.200.** The Joint Action Committee of employees have requested to extend the same to the women employees of the State Government. The working hours in the State Government are from 10:30 AM to 5:00 PM while the working hours in the Government of India are from 9:00 AM to 6:00 PM. The system of flexibility to the women employees to attend the office either before 10:30 A.M. or to leave the office beyond 2 hours after 5:00 PM will not only disturb the office work but also create a situation where the women employees may not be able to attend to their house hold duties. Further, if such flexibility of attendance is allowed, the women employees working in supervisory capacity may find it difficult to attend to their work without the supporting staff. The Govt. of India has also not accepted the recommendations of the 6<sup>th</sup> Pay Commission regarding flexi hours for women employees and flexi weeks for employees with disabilities. **This Commission is also of the view that the staggered working hours exclusively for women employees is neither feasible nor desirable.**

## **CHAPTER – XII**

### **Advance Increments**

**12.01.** The Advance Increments for higher qualifications was adopted by the State to reward people who joined Government service even though they had qualifications in excess of the requirements as prescribed in the Rules for the job. This was justified in the initial years after independence when the Rules framed provided for basic minimum qualifications for entry into Government service and the higher level posts were mostly occupied by the Officers of the Crown. There was obviously a reluctance to enhance the qualifications as that would have adversely impacted those who were already in Government service. The solution found to pay higher remuneration without changing the qualifications for the job or the pay scale was to award increments for possession of higher qualifications.

**12.02.** The practice of Advance Increments that was introduced since the formation of the State continued for a long time. Pay Revision Commission, 1993 analyzed the history of the concessions given by the previous Commissions and felt that the continuance of such incentive was no longer valid as persons possessing higher qualifications were available in plenty seeking Government employment. The Commission suggested an alternative of increasing the minimum qualifications for recruitment where it was considered necessary or desirable. The Commission suggested a review of the incentive scheme. As a result a Committee of Senior Officers was constituted in G.O.Ms.No.356, General Administration (Spl.A) Department, dt.22.6.1993 to undertake a review of the functioning of the scheme of allowing advance increments to various categories of employees. As the said Committee could not submit its report before the constitution of the 1999 Pay Revision Commission, the subject was again included in the Terms of Reference of the said Commission.

**12.03.** The Pay Revision Commission, 1999 after reviewing the Incentive Scheme over a period of time has come to the conclusion that the incentive should be done away with. The Commission felt that there is a large pool of qualified personnel seeking entry into Government service and therefore there is no need to provide an extra incentive by way of additional increments to attract persons possessing higher qualifications into those services. The Commission however felt that in specialized areas like Medicine, higher qualifications would be given weightage for the purpose of promotion. The Commission analyzed the result of litigation in the High Court leading to sanction of Incentive Increments to certain categories of employees within the High Court by invoking Article 14 of the Constitution of India. The Commission cautioned the possibility of invocation of Article

14 by other categories in the Government service for getting Advance Increments for possession of higher qualifications. The Commission in the end recommended that the service rules be amended prescribing suitable qualifications in the changed circumstances and based on recommendations of One Man Commission. The Commission suggested sanction of Incentive Increments in exceptional cases. The Commission also felt that a nexus between specific qualifications possessed and the duties performed should be established before the incentive is sanctioned. The Commission advised against sanction of incentive incase the qualifications are acquired with Government assistance.

**12.04. Several Associations have represented for restoration of Advance Increments for higher qualifications. The reasons advanced by the three Commissions that preceded our Commission for a thorough review of the Advance Increments continues to be valid. We are convinced that there is no case for sanction of Advance Increments and wherever necessary the minimum qualification should be modified to suit the job requirements. The Commission therefore re-iterates the recommendations of the 2005 Commission that each Department should identify the posts where a clear nexus is established between possession of higher qualifications and the needs of the job performed by them. It is only in extra ordinary cases that Advance Increments should be considered for sanction, for higher qualifications and we would suggest that such decision should be taken at the Cabinet level.**

## **CHAPTER-XIII**

### **Loans and Advances**

**13.01.** Government is providing funds in the budget towards the payment of recoverable advances to the employees for (i) purchase/ construction of houses, (ii) repairs/ improvements to the existing houses, (iii) purchase of the conveyances, (iv) celebration of marriages (v) purchase of personal computer. All these advances bear a lesser rate of interest when compared to the rate of interest charged by the Banks / Financial Institutions. In addition, non interest bearing advances like Festival advance, Education advance etc., are also being allowed to the employees. Government have also permitted the employees to obtain additional loans for construction of houses from Banks / financial institutions by mortgaging the same property. In addition, Government have also allowed certain banks to pay advances to the employees for construction / purchase of house by meeting the difference in rate of interest, between the Bank rate and the Government rate, from State Funds. Keeping in view the existing provisions and the requests received from the Associations, the following recommendations are made on each of the advances.

#### **Advances to the employees**

**13.02.** Among the advances payable to the employees the following are the interest bearing advances.

- A. Advance for purchase of House site / construction of a house on the site already owned by the employee / purchase of Ready Built House (including flat) / repairs, additions improvements etc. to the house already owned by the employee/ for purchase of site –cum-- construction of the house/Flat thereon.
- B. Advance for purchase of conveyances.
- C. Advance for celebration of marriages.
- D. Advance for purchase of personal computers.

#### **I. HOUSE BUILDING ADVANCE:**

**13.03.** In the case of advance for house building activity the following are the limits of maximum amount of advance permissible to the employees at present.

For purchase of only site	For purchase of Ready Built House/ Flat	For purchase of site-cum construction of new house/ flat	For construction of new house/ flat on the site already owned by the employee	For undertaking repairs extensions, enlargements, improvements etc.
7 times of Basic pay or Rs.35000 which ever is less	a. Employees drawing pay upto Rs.7770 p.m.	--	72 times of pay or Rs.3.50 Lakhs	15 times of pay or Rs.90000 which ever is less
	b. Employees drawing pay of more than Rs.7770 p.m. & upto Rs.12385 p.m.	--	72 times of pay or Rs.4.00 Lakhs	
	c. Employees drawing pay of more than Rs. 12385 p.m. & upto Rs.18025 p.m.	--	72 times of pay or Rs.4.50 Lakhs	
	d. Employees on a pay of more than Rs.18025 p.m.	--	72 times of pay or Rs.5.50 Lakhs	
	e. A.I.S. Officers for construction/ Ready Built House	--	50 times of pay or Rs.7.50 Lakhs	
				W H I C H E V E R I S L E S S

**13.04.** The maximum number of monthly installments for recovery of the advance is 60 for the principal and 12 for the interest in respect of the advance for the purchase of House Site only. In respect of advance granted for undertaking the repairs etc., it is 75 in respect of principal and 15 in respect of interest. The advances sanctioned for purchasing the ready built house / flat, for construction of a house on the site already owned by the employee and for purchase of site-cum-construction of the house/flat thereon, the maximum number of monthly installments for recovery of principal is 240 and 60 for the recovery of interest. After the expiry of the recovery of the principal amount of advance, the recovery of the interest has to be commenced. The rate of interest is 8.5% for the advance granted for undertaking the repairs etc. and in respect of advance granted for other purposes the rate of interest is 7.5% to the class IV employees while it is 8.5% for other than class IV employees.

**13.05.** The employees associations have requested for increasing the quantum of advance in view of the escalation of the cost of land and cost of construction.

**13.06.** The Govt. have already permitted the employees to obtain loans from the commercial banks and financial institutions and has agreed to bear the difference in between the rate of interest permissible as per HBA rules and the rate of interest charged by the banks. In spite of that, the employees are

approaching the Govt. for the sanction of advances. The payment of this advance is subject to the availability of the budget provision. In view of the developmental programmes taken up by the Govt. there is constraint on the part of the Govt. to make increased provisions in the budget for this purpose. Several guidelines were issued for distribution of this amount of advance among the employees working in Secretariat, Directorates, Regional/ District Level Offices and other Sub-Ordinate Offices. In spite of that, it is not possible to the departments to sanction this advance upto the maximum amount permissible in the rules. There is also criticism that those working in mofussil areas are not able to get the advances in time. As a result the employee is forced to obtain further advances from local persons or other banks. Besides that, the employee has to mortgage the title deeds of the houses with the department. After the expiry of the recovery of the principal and interest the mortgage deeds have to be reconveyed to the concerned employee. At times it becomes difficult to the department to locate the original title deeds mortgaged due to frequent change of offices, reorganization of the departments etc. In addition, after the complete repayment of the amount with interest a clearance certificate from the A.G.A.P. has to be obtained failing which the pensionary benefits are withheld to some extent. **This commission suggests to explore the possibilities of sanctioning advances to the employees by several banks and the difference in rate of interest if any between bank rate and Govt. rate may be subsidized by the Govt. Pending making such an arrangement the quantum of advances as suggested below are recommended.**

- a. **For purchase of only site: Ten times of basic pay or Rs.1.00 Lakh which ever is less.**
- b. **For undertaking the repairs, extensions, etc. Twenty times of basic pay or Rs.2.00 Lakhs which ever is less.**
- c. **For the purchase of ready built house/ flat, for purchase of site-cum-construction of new house/ flat and for the construction of new house/ flat on the site already owned by the employee:**
  - i. **Employees drawing pay upto Rs.13660 p.m. it may be either 72 times of pay or Rs.5.00 Lakhs which ever is less.**
  - ii. **Employees drawing pay of more than Rs.13660 p.m. and upto Rs.21820 p.m. it may be either 72 times of pay or Rs.6.00 Lakhs which is ever is less.**
  - iii. **Employees drawing pay of more than Rs.21820 p.m. and upto Rs.31550 p.m. it may be either 72 times of pay or Rs.7.50 Lakhs which is ever is less.**

- iv. **Employees drawing pay of more than Rs.31550 p.m. it may be either 72 times of pay or Rs.10.00 Lakhs which is ever is less.**
- v. **All India Service Officers working in the State may be allowed either 50 times of pay or Rs.15.00 Lakhs which is ever is less.**
- d. **All India service officers working in the State may be given the option to choose either the State Govt. ceiling or to adopt the Govt. of India rules.**

## II. Advance for the purchase of conveyances:

**13.07.** The employees are eligible for the sanction of advances for the purchase of Motor Car, Motorcycle / Scooter, Moped and Bicycle. The Officers eligible, the amount of advance, the number of installments of recovery of the advance and interest and the rate of interest at present is as follows:

Item	Motor Car	Motor Cycle / Scooter	Moped	Bicycle
<b>a) Eligibility</b>	Officers whose basic pay is Rs. 15,975 and above	Employees whose basic pay is Rs. 6,505 and above	1) Employees whose basic pay is Rs.6505 and above  2) All Drivers who have completed 2 years of service irrespective of their basic pay	All employees including class IV (except to those for whom advance for the purchase of Motor Car / Motor Cycle was sanctioned earlier).
<b>b) Amount of Advance</b>	15 months' basic pay or Rs. 3.00 Lakhs or actual cost whichever is less	7 months' basic pay or Rs.40,000 or actual cost whichever is less	7 months' basic pay or Rs. 15,000 or actual cost whichever is less	Rs.2,500 or actual cost whichever is less
<b>c) Number of Installments of recovery</b>	Principal..13 5 Interest..65	Principal.. 80 Interest.. 16	Principal.. 60 Interest.. 16	Principal.. 26 Interest.. 04
<b>d) Rate of Interest</b>	8.5% p.a.	7.5% p.a.	7.5% p.a.	6.5% p.a.

**13.08.** The associations have requested to enhance the monetary limits on the ground that the prices of conveyances have increased.

**13.09.** As already observed in the case of advances to House Building purposes the employees have to be encouraged to avail of advances from banks/ financial institutions for their requirements of conveyances. Pending formulation of a scheme of understanding with the lending institutions the following increases in the quantum of advance is recommended.

**i. Purchase of car:**

Officers whose basic pay is Rs.27700 p.m. and above may be sanctioned either 15 months' basic pay or **Rs.4.50 Lakhs or actual cost which ever is less.**

**ii. Purchase of Motor cycle/ Scooter:**

Employees whose basic pay is Rs.11530 p.m. and above may be sanctioned either 7 months basic pay or Rs.60,000/- or actual cost which ever is less.

**iii. Purchase of Mopeds:**

- a. Employees whose basic pay is Rs.11530 p.m. and above may be sanctioned either 7 months basic pay or **Rs.25,000/- or actual cost which ever is less.**
- b. All drivers who have completed 2 years of service irrespective of their pay may be allowed the advance as suggested in item (a) above.

**iv. Purchase of bicycle:**

All employees including class IV (except to those for whom advance for the purchase of Motor Car/ Motor Cycle/ Moped was sanctioned earlier) may be sanctioned either **Rs.5000/- or actual cost which ever is less.**

**III. Advance for celebration of marriages:**

**13.10.** Advances can be sanctioned to the employees in connection with the celebration of marriages of the employees themselves and / or for the celebration of the marriages of the children of the employees. The amount of advance, the number of monthly installments of recovery of principal and interest and the rate of interest at which the advance has to be recovered at present are detailed below.

**a) Amount of Advance:**

		<b>Class –IV</b>	<b>Others</b>
i)	For the marriage of male employees themselves or for the marriage of sons of the male / female employees.	Either 15 months pay or Rs.10000/- which ever is less	Either 15 months pay or Rs.15000/- which ever is less
ii)	For the marriage of female employees themselves or for the marriage of daughter of the male / female employees.	Either 15 months pay or Rs.20000/- which ever is less	Either 15 months pay or Rs.30000/- which ever is less

**B) Number of installments of recovery**

- a) Principal .....70  
 b) Interest .....10

**C) Rate of interest**

- a) Gazetted Officers ..... 8.5% p.a.  
 b) Non-Gazetted Officers ..... 7.5% p.a.  
 c) Class-IV Employees ..... 6.5% p.a.

**13.11.** The associations requested for enhancing the maximum limit in view of the increase in the cost of living and since the expenses connected with the celebration of marriages are considerably increased. **Keeping in view the request the following limits are recommended.**

<b>S. No.</b>		<b>Class –IV</b>	<b>Others</b>
i)	<b>For the marriage of male employees themselves or for the marriage of sons of the male / female employees.</b>	<b>Either 15 months pay or Rs.30000/- which ever is less</b>	<b>Either 15 months pay or Rs.50000/- which ever is less</b>
ii)	<b>For the marriage of female employees themselves or for the marriage of daughters of the male / female employees.</b>	<b>Either 15 months pay or Rs.50000/- which ever is less</b>	<b>Either 15 months pay or Rs.75000/- which ever is less</b>

**IV. Advance for the purchase of personal computers:**

**13.12.** As per the existing rules the advance for the purchase of personal computers can be sanctioned to the officers whose basic pay is Rs.15,025 p.m. or more. The amount of advance shall be either the actual cost

of the computer or Rs. 50,000/- whichever is less. The principal amount of the advance is recoverable in not more than 135 monthly installments and the interest portion is recoverable in not more than 65 monthly installments. The rate of interest for this advance is 8.5% per annum.

**13.13.** The request of the associations is to allow this advance not only to officers but also to all the employees who belong to superior service.

**13.14.** **The request of the association is reasonable and this benefit may be extended not only to officers but also to all the employees drawing basic pay of Rs.26300 and above. The amount of advance will be either the actual cost or Rs.50000/- whichever is less since the cost of Personal Computer has not increased and the prices are in fact declining.**

#### **V. Number of installments of recovery of the interest bearing advances:**

**13.15.** The commission feels that the existing number of monthly installments for the recovery of the principal and interest in respect of all the four types of interest bearing advances referred to above are reasonable and do not require any alteration.

#### **VI. Rate of interest:**

**13.16.** The existing rates of interest are indicated under the relevant advances listed above.

**13.17.** The employees associations requested for the reduction in the rate of interest as noted below for all the four types of advances on the ground that the present rates of interest were fixed when the employees were paid interest @ 12% p.a. on their balances under GPF accounts and that the rate of interest on GPF is now reduced to 8% p.a.

- |     |                                   |       |
|-----|-----------------------------------|-------|
| i.  | For Class-IV employees            | 5.00% |
| ii. | For other than Class-IV employees | 5.50% |

**13.18.** The Commission feels that the request of the employees is reasonable. The Commission therefore recommends, to fix the rate of interest on all kinds of interest bearing advances to the employees uniformly as indicated below:

- |     |  |                     |
|-----|--|---------------------|
| i.  | <b>For class IV employees</b>            | <b>@ 5.00% p.a.</b> |
| ii. | <b>For other than class IV employees</b> | <b>@ 5.50% p.a.</b> |

**13.19.** **These rates may be revised periodically keeping in view the interest paid by the Govt. on G.P.F. accounts of employees. The suggested**

**gap of 3% or 2.5% that is now proposed between the interest paid by the Govt. on G.P.F. and the interest levied on advances may be maintained.**

### **VII. Penal Interest:**

**13.20.** The existing rules provide for the recovery of the penal interest at one and half times to the normal rate of interest in cases where the advance was either misutilized or not utilized and also for not observing the formalities such as mortgage, insurance, etc.

**13.21.** Unless deterrent punishments are imposed in cases where the advances were either misutilized or not utilized the tendency for misuse of advance cannot be checked. To take disciplinary action against the employees for misuse of advance the elaborate procedure contemplated in the C.C.A. rules has to be followed. As such it is necessary that the rate of penal interest has to be increased to avoid misuse of advances by the employees. The commission therefore recommends to levy penal interest at double the rate of normal interest in case the advances are misutilized or not utilized at all and at 1½ times the normal rates for non compliance with formalities.

### **VIII. Non interest bearing advances:**

**13.22.** Among the advances payable to the employees the following are the non interest bearing advances.

- A. Festival Advance.
- B. Special Festival Advance for purchase of APCO cloth etc;
- C. Education Advance.
- D. Advance of Pay
- E. Advance of T.A.
- F. Medical Advance.

#### **A. Festival Advance:**

**13.23.** At present, employees drawing pay in the scale of Rs. 7770-18575 or below are eligible for the sanction of festival advance of Rs.2000 and the Class IV employees are eligible for the same at Rs. 1500. This is to be sanctioned once in a financial year and it shall be recovered in 10 equal monthly installments.

**13.24.** The employees associations have requested for the increase of the amount upto Rs.3000/- for Class-IV employees and upto Rs.5000/- to other than the Class-IV employees.

**13.25.** In view of the general increase in the cost of living the following amounts are recommended.

- i. **For Class-IV employees** -- **Rs.2000/-**
- ii. **For other than Class-IV employees drawing pay in the scale of pay of Rs.13360- 38570 or below** -- **Rs.3000/-**

**13.26.** The other conditions regarding the number of installments of recovery and sanctioning this advance once in a financial year have to be continued.

**B. Special Festival Advance for purchase of APCO cloth etc.:**

**13.27.** This is a temporary scheme being extended by the Government from year to year. As per the latest orders issued in G.O.Rt.No. 3038 Fin (A&L) Dept., Dt:14-07-2008, the following are the monetary limits.

- a. Gazetted Officers Rs. 4,000.
- b. Non-Gazetted Officers Rs. 3,000.
- c. Class IV Employees Rs. 2,000.

**13.28.** This is also payable once in a financial year and the amount is recoverable in 10 equal monthly installments.

**13.29.** The Commission, keeping in view the prevailing prices, recommends the following monetary limits.

- a. **Gazetted Officers** **Rs. 5,000/-**
- b. **Non-Gazetted Officers** **Rs. 4,000/-**
- c. **Class IV Employees** **Rs. 3,000/-**

**13.30.** The other conditions for the sanction, disbursement and recovery may be continued to be followed.

**C. Education Advance. :**

**13.31.** At present the Non-Gazetted employees including class IV employees are eligible for the payment of this advance at Rs.3000. once in an academic year to meet the expenses in connection with the education of the children of the employee. This is also recoverable in 10 equal monthly installments.

**13.32.** The associations have requested for the increase in the amount.

**13.33.** Keeping in view the expenses connected with the education of the children of the employees the commission recommends **to increase the amount of advance to Rs.5000/- once in an academic year to be recovered in ten equal monthly installments.**

**D. Advance of pay:**

**13.34.** As per existing rules when employees are transferred involving change of station, they are eligible for the sanction of advance of pay not exceeding one month's basic pay to be recovered in three equal monthly installments commencing from the salary of the employee from next month onwards.

**E. Advance of T.A:**

**13.35.** As per existing rules whenever any employee is transferred involving change of station or whenever any employee has to go on official tour, advance of T.A., not exceeding the amount of travelling allowance admissible, is payable to the employee. The entire amount of advance has to be adjusted in the T.A. bill of the employee, provided the T.A. bill is preferred within the time limit. If it is not preferred in time, the entire amount of advance is to be recovered from the salary of the employee. Similarly, employees who were permitted to avail leave travel concession as per rules, advance of T.A. not exceeding 80% of the amount admissible as per the rules, can be paid. This advance also has to be adjusted in the T.A. bill of the employee after completion of the Journey.

**F. Medical Allowance:**

**13.36.** As per A.P. Integrated Medical Attendance Rules existing now, the employees are eligible for the sanction of Medical advance to meet the expenses of medical attendance and requirements of himself or any member of his family for which he is entitled for reimbursement. In G.O.Ms.No.74, HM & FW (K1) Dept., Dt:15-03-2005, the medical advance facility is extended to all the employees for the following diseases.

1. Acute Myocardial Infarction,
2. Acute Coronary Disease / Acute Renal Failure,
3. Severe Cases of Head and Spinal Injury / Road Accident,
4. In cases of Coma,
5. PTCA Stent,
6. Open Heart Surgery,
7. Pace Maker,
8. All organ transplants,
9. Plastic Surgery done for accident cases and burns and
10. Mitral Valve replacement.

**13.37.** The amount of advance shall be based on the package rates of NIMS, Hyderabad and SVIMS, Tirupati depending on the estimation given by them. This advance is adjustable from the claim relating to reimbursement of the medical expenses by the employee.

**13.38.** In respect of items D, E, & F referred to above the commission recommends to continue the facility of the present position.

## **CHAPTER XIV**

### **Medical Facilities**

**14.01.** Government employees including pensioners are eligible for the medical facilities under the provisions of A.P. Integrated Medical Attendance Rules, 1972, as amended from time to time. The rules, among other things, prescribed the details of the family members of the Government Servants for whom reimbursement is available, list of drugs and medicines and other items for which reimbursement is not available. Government have issued various orders from time to time. As per the Comprehensive orders issued in G.O.Ms. No. 74, HM & FW(K1) Dept., Dt. 15-03-2005 as subsequently amended by G.O.Ms.No.180, HM&FW, (K1) Dept., Dt.:11-05-2006 and G.O.Ms. No. 105, HM &FW (K1) Dept., Dt : 09-04-2007, the following are the important facilities now available to the employees / pensioners.

1. The employees / pensioners including their dependent family members and family pensioners are eligible to get free treatment in all the Government Hospitals. In cases where the medicines are required to be purchased by the patients the cost of the same is reimbursable in full.
2. For the purpose of reimbursement of medical expenditure incurred by the employees / pensioners and their family members in respect of the treatment taken in the private hospitals recognized by the Government within the state, the rates prescribed by the Government of India in the C.G.H.S. package rates of Hyderabad are applicable.
3. In respect of the treatment obtained in NIMS Hyderabad / SVIMS, Tirupati, for the major ailments of by pass heart surgery, C.A.B.G.S., Double valve replacements, Open heart procedure, Aortic Valve replacement, Kidney Transplantation, Cancer and Neuro Surgery to Brain, irrespective of the package rates of C.G.H.S., either the actual cost of the treatment or the maximum ceiling limit of Rs.2.00 Lakhs, whichever is less, is reimbursable.
4. Where package rates in C.G.H.S/ NIMS, Hyderabad / SVIMS, Tirupati, are not available for certain treatments (other than dental ailments) the ceiling limit is Rs.1.00 Lakh in the case of employees in service and it is Rs.75000. in the case of pensioners.
- 5.(a) All types of outpatient treatment, including Diagnostics and follow up treatment including Chemotherapy, Radio Therapy, Regular

dialysis for kidney are allowed for reimbursement if the treatment is obtained in NIMS, Hyderabad and SVIMS, Tirupati and in all Govt., Hospitals

- (b) In respect of outpatient treatment obtained in private recognized hospitals, reimbursement is allowed for Chemotherapy and Radio Therapy for Cancer, and regular Dialysis for Kidney and also for Cardinal Diseases like cardiac Diseases and severe Neurological problems and AIDS.
  - (c) In respect of life long follow up treatment to certain diseases i.e, for post operative cases, reimbursement is admissible on submission of scrutiny report by the scrutinizing authority.
6. In any road accident cases, if the employee or his dependants are admitted in nearby private hospitals which are not recognized as referral hospitals, under emergency conditions, to save the life of the patients, reimbursement is permissible, up to a limit of Rs.25,000. after necessary scrutiny by the scrutinizing authorities. However if the amount is more than Rs.25000. reimbursement is permissible with the approval of Government,
  7. The reimbursement claims in respect of treatment obtained in Government Hospitals / NIMS, Hyderabad / SVIMS, Tirupati, do not require any further scrutiny by DME / Other competent authorities.
  8. The Superintendents of Teaching Hospitals/ District Hospitals, are authorized to scrutinize the medical reimbursement claims upto a value of Rs.25,000/-.
  9. All the District level officers of all the Departments are competent to sanction the reimbursement claims up to an amount of Rs.25,000. Over and above Rs.25000. the Head of the Department is competent to sanction after scrutiny by the scrutinizing authorities.
  10. In respect of treatment obtained in private recognized hospitals without obtaining the referral letter from Government Hospitals / NIMS / SVIMS the claims are eligible with a cut of 10% on the eligible amount.
  11. Master Health check up to employee who crossed the age of 40 years and before retirement is permitted only for three times with an interval of one year between each checkup. The ceiling limit is Rs.3000/-.

12. The facility of reimbursement for CABGS, Kidney Transplantation, Cancer, Neurosurgery, PTCA stent is restricted to three spells for each of the disease.

**14.02.** In spite of this very liberal medical reimbursement scheme available to serving and retired employees there is considerable dissatisfaction with the manner in which it is being operated today. The main problem faced by the beneficiaries is the upfront payment at the hospital when a person undergoes treatment and the difficulties encountered by them in obtaining reimbursement from the Governmental agencies. Both Government Servants and Pensioners requested introduction of a “cashless treatment scheme” wherein the hospitals recognized as referral hospitals provide treatment based on an identity card issued by the Government and the hospitals obtain payment directly from the Government without any involvement of the patient.

**14.03.** As a concept a “cashless facility” for the beneficiary is the most attractive scheme. The main issue is how to operationalise it. The basic issue that one should recognize is that the hospitals are under no obligation to provide treatment first and seek reimbursement later. They would adopt it if they find that the reimbursement is prompt and the payments are made within a short period after the discharge of the patient, that no cuts are imposed on the bills raised and there is no undue interference and prior approvals required for various procedures or in proceeding with treatment of the patient. The issue is whether the present Governmental machinery with all its limitations including budgetary constraints can undertake this task successfully?

**14.04.** The Insurance Companies were in the business of selling medical covers and so long as the business was confined to the four public sector insurance companies. They follow exactly the same reimbursement procedure that Government has been following now. However, with increasing competition from private sector, reducing income from other lines of business and a surge in demand for health covers due to boom in service sector employment, the companies had to make their schemes attractive to the public and in the process garner larger amounts of premium. They realized that prompt settlement of claims is the key to selling more health policies. They, therefore, introduced a Third Party Administrator who took over the responsibility of identifying hospitals for extending treatment to patients on a cashless basis, negotiate and settle for packages where amounts are specified for various procedures and the insured would have the benefit of “facilitation counter” which helps at the time of admission and later at the time of discharge. Some of the insurance companies had taken up this work “inhouse” and have a set of competent doctors who help process claims. Incidentally it is the Third Party Administrator who pays the hospital and obtains reimbursement from the Insurance company. The Insurance

companies have been able to extend their reach as a result of these innovations and medical premium is perhaps the second largest component of the total premium collected by the Insurers.

**14.05.** The Arogyasri scheme of the State has borrowed extensively from the above experience of the Insurance Companies and has, by all accounts, been a resounding success. The employees and the pensioners want the extension of the Arogyasri Scheme. The Commission, therefore, requested the Arogyasri Trust to prepare a scheme which was then placed before the Associations of the employees and the pensioners. While the scheme drew considerable support from the pensioners, the serving employees have opposed it.

**14.06.** The reservations to the scheme seem to be based on apprehension that (i) the Government is withdrawing from their commitment to provide medical facilities to the serving and retired employees; (ii) that the cover is limited and would involve the beneficiaries meeting a part of the expenditure if he repeatedly gets hospitalized in the same year or he and his family members require hospitalization where the limit of Rs. 2 lakhs is exceeded; and (iii) the employee has to meet the cost of cover through payment of a fixed amount to the Government

**14.07.** The above reservations can easily be addressed. In some cases these are mere apprehensions which require clarification. In the first instance there is no withdrawal by the Government from its commitment to provide health facilities to the employees. In the proposed scheme, the Government purchases a group insurance cover on behalf of its employees and it is, therefore, a transaction between the Government and insurance company. The Company thus administers the scheme on behalf of the Government. The Commission's own understanding is that there is great discontent with the manner in which the scheme is administered by the Government at present. The experience of Public and Private Sector Companies who have a medical scheme for their employees have adopted the pattern now suggested with encouraging results. The satisfaction levels among the beneficiaries is quite high more so with a number of Insurance Companies vying with each other for business. Many Companies give greater weight to quality of service than the quantum of premium while deciding on the entrustment of the scheme to the insurer. In all those cases there is a cashless facility that is assured to the beneficiary. The apprehension that the Government is withdrawing from the scheme is not true and it is the Government that buys the insurance and not the employees or pensioners. Since insurance contracts are annual contracts, the Government can always revert to the existing system if the experiment does not find favour with the employees or the results are not encouraging.

**14.08.** The second issue relates to possible inadequacies in the extent of cover. The premium is charged with reference to the type of cover purchased. The higher the cover the greater will be the financial outgo. Instances where repeated hospitalization for self or a family are rare occurrences. Instead of purchasing high cover for all by paying a premium, Government can set apart some amount to meet such contingencies on a case to case basis. What is required is a streamlining of the process and constitution of a separate Fund for this limited purpose.

**14.09.** The third issue relates to individual contributions which are proposed to be collected by the Government as part of the scheme. This is not unusual. If the Factory workers and Central Government employees can contribute for their medical facilities, there is no reason why the State employees should not pay some contribution for this purpose. As regards quantum, it depends on the type of facilities sought by the employees and the ease with which they would like to access those facilities.

**14.10.** We believe that the present drawbacks in the medical reimbursement scheme can be overcome not by tinkering with it on the periphery but by replacing it by a more modern and sophisticated system which luckily is available now. The advancements in modern medicine and the proneness to diseases due to work related stresses and strain and the increasing costs of treatment call for radical solutions and a shift from the traditional approach. We have, therefore, appended a Scheme at the end of this Chapter, which the Government might like to introduce starting from 2010-2011. If the employees have reservations, a beginning may be made with pensioners, if the Insurance Companies are able to offer a cover at affordable rates to that section of the population.

**14.11.** While we would have liked to see the ushering in of the new scheme, we are aware that it may take some time to get it implemented. In the interregnum we have made the following recommendations in respect of the existing scheme in response to the representations received by the Commission from the various Associations.

**1. Deletion of provision relating to 10% cut on the amount admissible**

**14.12.** At present 10% cut is imposed on the amount admissible for the reimbursement of medical expenses by the employee/ pensioner in cases where the treatment was taken in a recognized hospital without any referral letter from Govt. Hospital/ NIMS/ SVIMS.

**14.13.** The associations represented to remove this cut of 10% on the ground that the hospitals have to charge only at the package rates of C.G.H.S/ NIMS/ SVIMS and that in cases where the hospitals charge more than the package rates, the scrutinizing authorities are admitting the claim only as per the package rates.

**14.14.** As per the consolidated instructions issued in G.O.Ms.No.74 HM & FW Dept. Dt:15-3-05 as further modified, the claim for reimbursement is permissible only as per the package rates of C.G.H.S/ NIMS/ SVIMS. In such a situation, there is no need to impose any further cut of 10% solely on the ground that the employee obtained treatment without any referral letter from Govt. Hospital/ NIMS/ SVIMS. Even in cases where the treatment is obtained after obtaining a referral letter from the Govt. Hospital/ NIMS/ SVIMS, the claim has to be restricted to C.G.H.S/ NIMS/ SVIMS package rates only. We are of the view referral places an unnecessary burden on the family which is already under severe strain due to the indisposition of the family member. The commission feels that imposition of any cut in the admissible amount is not justifiable. PRC 2005 also recommended not to impose 10% cut. The Commission, accordingly recommends the removal of the provision relating to imposition of cut of 10% on the amount admissible where treatment was obtained in the recognized hospitals.

## **2. Recognition of some Private Hospitals in semi urban areas as referral Hospitals**

**14.15.** Some of the pensioner Associations have requested to recommend recognition of some Private Hospitals in semi-urban areas so that it will be possible for the pensioners living in nearby villages to undergo treatment in those hospitals without necessarily coming to the District Headquarters or other far off places.

**14.16.** Govt. had already recognized some private hospitals situated in some of the district headquarters, towns, and in some urban areas also. The Commission is in agreement with the request and accordingly recommends to explore the possibility of recognizing some more hospitals located in semi-urban areas as referral hospitals, where there are facilities for undergoing the treatment.

## **3. Entitlement of wards for the in-patient treatment**

**14.17.** In para 9(2) of G.O.Ms.No.74 H,M, F&W Dept. Dt:15-3-2005, the entitlement of wards for the inpatient treatment of the State Govt. employees was specified wherein all the employees are categorized into three grades based on their scales of pay as mentioned below:

- |                       |   |                                   |                      |
|-----------------------|---|-----------------------------------|----------------------|
| (i) Scale of pay upto | - | Rs.5000-10,600                    | - General Ward.      |
| (ii) Scale of pay     | - | Rs.5300-11300 to<br>Rs.8400-16525 | - Semi Private Ward. |
| (iii) Scale of pay    | - | Rs.9000-16525<br>and above        | - Private ward.      |
- (The scales are  
1999 PRC scales)

**14.18.** The pensioners Associations have requested that the pensioners also be made eligible for entitlement of wards on the basis of the post in which the pensioner retired or on the basis of the gross pension.

**14.19.** The scale of pay of the serving employees undergoes revision once in five years. It, therefore, becomes necessary to issue amendments to the entitlement of wards in respect of serving employees also as and when the scales are revised. Already the scales of pay were revised in PRC 2005 and were modified by OMC 2006. But no amendment seems to have been issued incorporating the revised scales. If such an amendment is not issued in time, these orders will become inoperative. As such the Commission recommends categorization of the serving employees as also pensioners into the following three categories for purpose of entitlement of wards for inpatient treatment.

<b>Sl. No.</b>	<b>Serving employees</b>	<b>Pensioners</b>	<b>Entitlement of wards</b>
1	Gazetted Officers	Pensioners whose gross pension is Rs.15000/- p.m. and above	Private ward
2	Non-Gazetted Officers	Pensioners whose gross pension is more than Rs.7500/-p.m. but less than Rs.15000/- p.m.	Semi-Private ward
3	Last grade employees	Pensioners whose gross pension is less than Rs.7500/- p.m.	General ward

**14.20.** If however, any employee/ pensioner prefers other than the entitled ward, his claim may be restricted to the charge relating to the ward to which he is eligible.

#### **4. Essentiality Certificate**

**14.21.** As per the existing rules, essentiality certificate has to be enclosed to the claim of reimbursement of medical expenses incurred by an employee/ pensioner either in the Govt. hospital/ Private hospital. It is brought to the notice of the Commission that the recognition was issued to certain hospitals upto a particular period only. Thereafter the employees/ pensioners do not know whether the recognition issued is continuing on the date of treatment or not and also at the time of passing of the bills the treasury officers are insisting on the individual for furnishing the number of the recognition and date upto which the recognition is valid. The associations therefore suggested to issue instructions to all the recognized private hospitals to compulsorily note the order number and the date in which it was recognized and the date upto which the recognition is valid on the essentiality certificate itself. This Commission agrees to the request of the Associations and accordingly recommends to issue instructions to all the recognized private hospitals to compulsorily note the order number and the date in which it was

recognized and the date upto which the recognition is valid on the essentiality certificate itself.

## **5. Medical reimbursement to the dependents of family pensioners**

**14.22.** As per para 9(1) (a) of G.O.Ms.No.74 H,M & FW Dept. Dt:15-3-2005 as amended in G.O.105 H,M & FW Dept. Dt:9-4-2007 reimbursement of medical expenses incurred by the State Govt. employees both in service/retired and their dependents, family pensioners, M.L.A's and their family members and all other eligible categories as per A.P.I.M.A. Rules is permissible. Therefore, the dependents of family pensioners are not included in the above rule.

**14.23.** The employees associations have requested to allow medical reimbursement to the dependents of family pensioner also.

**14.24.** The obligation of the Government is towards its employee while he is in service and also after his retirement. The Government, as a welfare measure extended to the spouse the benefit of family pension and medical reimbursement. The concept of welfare has its limitations and extension of benefits to dependents of family pensioner would be a classic example of excessive concern for one small section of the population when the State has larger responsibility of providing welfare to a vast majority of people who do not have any support except the daily wages they earn.

**14.25.** The Commission is not in favour of including the dependents of family pensioners for purpose of eligibility to reimburse the medical expenses incurred by the family pensioners towards their treatment.

## **6. Dispensing with the scrutiny certificate separately in cases where treatment is obtained in NIMS/ SVIMS:**

**14.26.** As per para 9 (13-A) of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005 as amended in G.O.105 HM & FW Dept. Dt:9-4-2007, NIMS Hyderabad and SVIMS Tirupathi should also issue a separate scrutiny certificate with final bills on the net eligibility of the claim. This will enable the department to take necessary action for sanctioning the claim for reimbursement without any further scrutiny by Medical authorities.

**14.27.** The employees association requested to dispense with the system of obtaining scrutiny certificate separately in those cases.

**14.28.** When the treatment is obtained in NIMS/ SVIMS, the hospitals are obliged to charge the bills as per their rates only. When such is the position, it is not clear as to why a separate scrutiny certificate has to be furnished by the hospitals themselves. Therefore, the claims can be admitted

straight away by the sanctioning authority without insisting upon separate scrutiny certificate. The Commission accordingly recommends to dispense with the procedure of insisting on a scrutiny certificate separately in cases where treatment is obtained in NIMS/ SVIMS.

## **7. Reimbursement of the cost of O.P. treatment in the recognized private hospitals**

**14.29.** In the Govt. hospitals O.P. treatment is free to the employees/pensioners but in NIMS/ SVIMS or in recognized private hospitals the employees/pensioners have to pay consultation charges etc. for out patient treatment.

**14.30.** The employees associations have requested to allow reimbursement of the cost of out patient treatment for all the diseases in the recognized private hospitals. They have further requested not to insist on the counter signature of Govt. doctor for the O.P. treatment obtained from a Specialist doctor of the recognized private hospitals for the post operative cases in respect of certain specified diseases.

**14.31.** As per para 9(4) of the G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005,

*“All types of out patient (treatment) including diagnostics, and follow up treatments including Chemotherapy, Radiotherapy, Regular Dialysis for Kidney are allowed for reimbursement when the treatment (is) obtained at Nizam’s Institute of Medical Sciences, Panjagutta, Hyderabad and Sri Venkateswara Institute of Medical Sciences Tirupati and all Govt. Hospitals. In respect of the treatment obtained as Out-Patients in private hospitals recognized by State Govt., medical reimbursement is allowed for chemotherapy and radiotherapy for cancer, and regular dialysis for Kidney and also Out Patient treatment for Cardinal diseases like cardiac diseases and severe neurological problems and A.I.D.S. are included. The length of out patient treatment period should be recommended by the specialist doctor concerned and shall be scrutinized by the Director of Medical Education, Nizams Institute of Medical Sciences, Hyderabad, Sri Venkateswara Institute of Medical Sciences, Tirupati or other scrutinizing authorities as prescribed”.*

As per para 9 (5) of the above G.O.

*“In respect of life long follow up treatment to certain diseases, for every follow up treatment for post operative cases, who requires life long treatments, the concerned patient has to get revalidation of prescriptions once in six months from the specialist Govt.*

*doctor and reimbursement be allowed on submission of scrutiny report of the Director of Medical Education or other scrutinizing authorities concerned.”*

**14.32.** Thus the O.P. treatment of serious diseases is already covered in para 9(4) & (5) of the G.O. For other than those diseases the possibility of misuse is high and we are not inclined to recommend reimbursement in those cases. As regards the second request i.e. to dispense with the counter signature of Govt. doctor the Commission apprehends that such a facility may avoid the hassle of getting initial approval but there is a distinct possibility of claims being rejected due to difference in perception about the essentiality of a drug or a procedure between the treating physician and the scrutinizing officer. This can be avoided if the counter signature is obtained in the initial stage itself. We, therefore, do not recommend any change in the present position.

## **8. Delegation of enhanced powers of scrutiny and sanction**

**14.33.** As per para 9(6) of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-05 scrutiny of the claims of medical reimbursement upto a value of Rs.25000/- has been delegated to the District Hospital Superintendent/ Superintendent of Teaching Hospitals. Similarly, as per para 9(7) of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005, powers were delegated to all District level Officers of all the departments to sanction the medical reimbursement claims upto a value of the Rs.25000/- after they are scrutinized by the District Hospital Superintendent/ Superintendent of Teaching Hospital.

**14.34.** The employees/ pensioners associations have requested to enhance the power of scrutiny and sanction from the existing limit of Rs.25000/- to Rs.50000/-

**14.35.** The Commission sees there is some justification in the request of the associations in view of the increase in the cost of treatment and cost of medicines etc. The Commission, therefore, recommends delegation of the powers of scrutiny of claims of medical reimbursement upto Rs.50000/- to District Hospital Superintendents/ Superintendents of Teaching Hospitals and for the delegation of sanction of claims of medical reimbursement upto Rs.50000/- to the District Level Officers.

## **9. Master health checkup for the pensioners/ Family Pensioners**

**14.36.** As per the existing provisions Master Health checkup to the serving employees who crossed the age of 40 years and before retirement/ life time is permitted only for three times with an interval of one year between each checkup. The ceiling limit for each Master Health checkup is Rs.3000/-

**14.37.** The pensioners Associations have requested to extend the provision of Master Health checkup to the Pensioners/ Family pensioners also once in an year. We feel that all the benefits available to serving employees cannot be extended to pensioners. This is one such case. We are unable to support the proposal.

**10. Treatment of all accident cases and all emergent cases in the unrecognized private hospitals**

**14.38.** As per para 9 (9) of G.O.74 in respect of “Road accident” cases if an employee/ pensioner or their dependents are admitted in an emergency condition, in a nearby unrecognized private hospital to save the life of patient, the claim can be considered for reimbursement upto a limit of Rs.25000/- by the Head of the Department concerned. For claims over and above Rs.25000/- the claim has to be sanctioned by the concerned Administrative Dept. in Secretariat for obtaining relaxation of rules duly consulting the Finance Dept. The pensioner’s Associations and the associations of serving employees have requested to recommend deletion of the word ‘road’ occurring in the para so that all types of accident cases can be got treated in the unrecognized private hospitals in emergencies to save the life of the patient. They have further requested to recommend for treatment in unrecognized private hospitals in cases of emergencies with a view to save the lives of patients.

**14.39.** The Commission feels that the intention in permitting treatment even in unrecognized hospitals is that when accidents occur the treatment has to be given immediately. Hence the restriction to limit it only to road accidents is not justified. The Commission therefore recommends deletion of the word ‘road’ occurring in para 9(9) of G.O.74. As regards the other request to permit the treatment in unrecognized private hospitals in case of emergencies the Commission is unable to accept it as it is difficult to define ‘emergency’.

**11. Dispensing with the essentiality certificate in certain cases**

**14.40.** As per the existing provision, for purpose of claim of reimbursement of the medical expenses by an employee/ pensioner in the case of tests, medicines or surgical procedure by a specialist doctor in Govt. hospital an essentiality certificate has to be enclosed.

**14.41.** The associations of employees/ pensioners requested to dispense with obtaining of essentiality certificate in the above cases since those were prescribed by a Specialist doctor in the Govt. hospital.

**14.42.** PRC 2005 has suggested to dispense with the requirement of essentiality certificate where tests, medicines or surgical procedures were

prescribed by the concerned specialists in the Govt. hospitals. It was not brought to the notice of this Commission whether any action was taken by the Govt., in this regard. Apparently no orders were issued by the Govt. in this regard since the employees/ pensioners have renewed their request made to PRC 2005. This Commission therefore reiterates that where tests, medicines or surgical procedures are prescribed by the concerned specialist doctor in the Govt. hospital, the requirement of further essentiality certificate may be dispensed with.

## **12. Issue of letter of credit in the case of pensioners**

**14.43.** As per para 9(14) of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005, the Heads of Departments and the District level officers are permitted to issue letter of credit to the private hospitals recognized by State Govt. for treatment/ operations to their employees and their dependents for the major ailments specified in this para based on the submission of estimate and acceptance of the credit from the recognized private hospitals subject to the ceiling limit as per package rates prescribed by the Govt. For this purpose, Govt. also directed the departments to issue I.D. cards to all the eligible State Govt. employees and their dependents for availing of letter of credit facility.

**14.44.** The pensioners associations have requested to extend the system of letter of credit in the case of treatment of pensioners and their dependents also in the recognized private hospitals.

**14.45.** In view of the operational difficulties in dealing with such advances which have to be settled with the submission of final bills, we are unable to accept the request of the pensioners for issue of letter of credit.

## **13. Extension of medical facilities to the staff of aided institutions/ universities**

**14.46.** Several associations including the Hon'ble M.L.Cs representing Teacher constituencies have requested to extend the medical facilities to the employees/ pensioners belonging to the aided institutions as admissible to the Govt. employees/ pensioners.

**14.47.** This is a long standing demand and as pointed out by the commission elsewhere in the Report these institutions were set up as a substitute for Government opening schools and colleges to meet increasing demand for educational facilities. The Commission feels that there is need for extension of the medical facilities to the serving employees who are covered by grant in aid and those who retired and are drawing pension from Government.

**14.48.** We are aware that many of the Universities have dispensaries to meet the immediate needs of its employees. It is not clear whether the Universities have any scheme for reimbursing expenditure incurred by their employees / pensioners for meeting their medical needs involving hospitalization etc. If they are not covered by any scheme, they also deserved same assistance.

**14.49.** The Commission is aware that there are financial implications to the immediate extension of the scheme to the above categories of employees. They may, therefore, be brought into the fold of medical benefits when the insurance scheme is launched by the Government.

#### **14. Payment of medical allowance**

**14.50.** Almost all the associations of employees and pensioners are unanimous regarding payment of medical allowance to meet the day to day medical expenses. The quantum of allowance requested for differed from Rs.100/- p.m. to Rs.2000/-p.m. from different associations.

**14.51.** It is possible for the employees in service, to go to the Govt. Hospitals/ Dispensaries and have consultation/ obtain medicines required for their ailments. But it is not possible for the Pensioners/ Family Pensioners to have such a facility in view of their advanced age and difficulties in their mobility. As such the Pensioners/ Family Pensioners deserve sympathetic consideration in the matter. The Commission therefore recommends payment of Medical Allowance of Rs.200/- p.m. to the Pensioners/ Family Pensioners. This may be disbursed along with their monthly pension.

#### **15. Removal /enhancement of ceiling limit**

**14.52.** At present the maximum ceiling limit for the following major ailments is Rs.2.00 Lakhs irrespective of the package rates of C.G.H.S.

1. Bypass heart surgery,
2. C.A.B.G.S.,
3. Double valve replacement,
4. Open heart procedure,
5. Aortic valve replacement,
6. Kidney transplantation,
7. Cancer; and
8. Neuro surgery to brain.

**14.53.** In the case of treatment of other than the above ailments and also other than dental ailments, if package rates in C.G.H.S., NIMS/ SVIMS

are not available, the ceiling limit is Rs.1.00 lakh for serving employees and Rs.75000/- for pensioners.

**14.54.** The associations have requested to remove the ceiling limits and to allow only C.G.H.S. rates. Some associations have requested to enhance the ceiling limit ranging from Rs.3.00 lakhs to Rs.5.00 lakhs. In support of their argument they have mentioned some individual cases costing more than Rs.5.00 lakhs for their treatment of multiple diseases simultaneously by the same employee in the same recognized private hospital.

**14.55.** If there is no ceiling the tendency among the recognized private hospitals would be to inflate the charges. The particular instances quoted by the association are rare ones. In such cases they can as well approach the Govt. for relaxation of rules explaining the circumstances and claim full amount. Therefore, the Commission is not in favour of either increase in the ceiling limit or to remove the ceiling limit.

**16. Removal of the restriction of three times in the entire service for the treatment of the same disease**

**14.56.** In para 9(22) of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005, it was stated that no restriction is imposed for the treatments obtained in private recognized hospitals for different ailments operations/ treatments. Medical reimbursement facility for major ailments i.e. CABGS, kidney transplantation, cancer, neurosurgery, PTCA STENT be restricted to three spells for each of these diseases. Three spells means, three surgeries for the same ailments, except for Orthopedic and Plastic Surgeries, where more number of operations are warranted for the treatment of the same cause. A Justification Certificate issued by the concerned specialist treating doctor of the private hospital recognized by Govt. / Govt. hospital should be submitted for the second and third spell claims.

**14.57.** The employees associations have requested to remove the restriction of three times in the entire service for the treatment of the same disease.

**14.58.** The existing position referred to above is quite adequate and the Commission therefore recommends to continue the same provision.

**17. Dispensing with the method of scrutiny by the Director of Medical education or other officials of the medical department**

**14.59.** As per the existing provisions the claims of medical reimbursement by the employees/ pensioners have to be scrutinized by the

Superintendents of District Hospitals/ Director of Medical Education depending on the amount of claim.

**14.60.** The pensioners/ employees associations requested to dispense with the procedure of scrutiny by the medical authorities by communicating the C.G.H.S. package rates to the sanctioning authorities to check before sanction.

**14.61.** The claims of medical reimbursement have to be restricted to the C.G.H.S. package rates/ NIMS/ SVIMS package rates. In cases where the package rates of the above institutions are not available for any particular treatment, the medical authorities are the proper authorities to check the admissibility of the claim. The CGHS rates are indicative and it is not necessary in all cases that the patient would be required to obtain treatment to cover the entire expenditure indicated in the rates. Therefore, it is inevitable that the claims of the employees/ pensioners for reimbursement of medical expenses have to be scrutinized by the medical authorities before sanction. The Commission therefore, declines to accept the request.

### **18. Extending the facilities of reimbursement of medical expenses as applicable to the State Higher Judicial Officers**

**14.62.** It was proposed by some organizations that the facilities extended to the Judicial Officers regarding medical treatment may be extended to Government Servants and also to pensioners.

**14.63.** The orders issued in G.O.Ms.No.107 Law Department, Dt:14-7-2006, are based on various judgments of courts. The Govt. employees/ pensioners are already governed by A.P. Integrated Medical Attendance Rules as subsequently modified in G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005, and are amended from time to time. The Government has been quite liberal in extending medical facilities to its employees and pensioners. We feel that the existing facilities are adequate and if any change is required it should be in the direction of moving away from Government lead medical reimbursement to a more refined and sophisticated system that provides for cashless facility.

### **19. Maximum limit for dental treatment**

**14.64.** As per sub para 3(a) of para 9 of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005, as amended in G.O.Ms.No.105 HM & FW Dept. Dt: 9-4-2007 the following procedure has to be followed in respect of dental treatment cases.

- a. *“The employee should approach Govt. Hospital, i.e. Teaching Hospital or District Headquarters Hospital or APVVP Area Hospital for Dental treatment or where facilities are not available, obtain referral letter*

*before approaching any recognized Dental Hospital for treatment. With prior permission of the concerned Govt. Hospital only, one should obtain dental treatment in recognized dental hospitals.*

*b. Reimbursement in respect of treatment for dental diseases to each of the employee or their dependents separately in the entire service or life as the case may be, shall be limited to three times and the ceiling limit shall be Rs.10,000/- (Rupees then thousand only) for each time.*

*i. No relaxation of rules be accepted for sanction of claim beyond Rs.10,000/- (Rupees then thousand only) in any case.*

*ii. With regard to cosmetic dental surgery, claims regarding Cosmetic dental surgery are not eligible for any medical reimbursement, except in case of Road Traffic accidents involving upper and lower jaws.”*

**14.65.** The associations of the employees and pensioners have suggested to enhance the maximum limit for dental treatment from Rs.10000/- to Rs. 30000/- and further requested not to restrict the number of chances to three times in the life time.

**14.66.** The commission feels that the existing scheme is adequate and requires no further relaxation.

## **20. Medical advance to the pensioners**

**14.67.** In G.O.Ms.No.445 HM & FW Dept. Dt:19-7-91 orders were issued permitting the Heads of Departments to sanction medical advance to serving Govt. employees for treatment obtained in NIMS Hyderabad. This is based on the estimation at package rates of NIMS and is applicable for the following ailments/diseases.

1. Acute Mycardial Infraction,
2. Acute Renal Failure,
3. Severe Cases of Head and Spinal injury, Road accident, and
4. Cases pertaining to Coma.

**14.68.** In para 9 (12) of G.O.Ms.No.74 HM & FW Dept. Dt:15-3-2005, the following major diseases are also added for the sanction of medical advance.

1. PTCA-STENT,
2. Open Heart Surgery,
3. Pace maker,
4. All organs transplant,
5. Plastic surgery done for accident cases and burns, and
6. Mitral valve replacement.

**14.69.** It was also stated in G.O.Ms.No.74, that the advance can be sanctioned at the package rates of NIMS Hyderabad/ SVIMS Tirupathi based on the estimation given by them.

**14.70.** The pensioners associations requested to extend the facility of medical advance to the pensioners/ Family pensioners also as is applicable to Govt. employees in service.

**14.71.** The issue was dealt with while examining the request for issue of Letter of Credit in the case of private hospitals. The considerations are not different here. The commission is unable to accept this request for the reasons already referred to earlier.

## APPENDIX

### **Health Insurance Scheme for Government Employees & Retired Pensioners**

1. **Introduction:** The employees of the State Government are currently governed by the A P Integrated Medical Attendance Rules, 1972, amended from time to time, for all aspects relating to treatment of diseases through investigative, diagnostic, medical and surgical services, provided by an authorized medical attendant. The salient features of the existing scheme are as follows:

- a. Treatment includes provision of investigative, diagnostic, medical, surgical, nursing and blood transfusion services besides accommodation and diet in the hospital.
- b. Entitlement extends to the employees of the government, local bodies, MLAs, pensioners and family pensioners, including work charged establishment.
- c. Entitlement also extends to dependants of the above categories, excepting the dependants of family pensioners.
- d. Treatment can be given in Government hospitals, recognized private hospitals and hospitals outside the State visited by the employees on duty or on leave. There are about 350 private hospitals recognized by the DME for this purpose.
- e. Treatment abroad is permissible with prior approval. List of medicines inadmissible for reimbursement has been specified.
- f. A system of treatment by recognized private hospitals on the strength of a Letter of Credit issued by HOD is in vogue. Ceiling of Rs. 2 Lakhs is applicable for each episode of treatment.
- g. Employees of Police and Excise departments are currently covered under the Suraksha scheme, which provides for an improvement over the IMA scheme to the extent of being nearly cashless, through a contributory mechanism, involving payment of Rs. 65 per month by each employee.

2. The number of employees/ pensioners availing benefit under the existing scheme is indicated below:

Sl No	Category	Total Number In Lakhs	Deduct Police & Excise	Net No. of Beneficiaries In Lakhs
1	Gazetted Employees	1.06	0.03	1.03
2	Non - Gazetted Employees	6.02	0.95	5.07
3	Other Employees	1.26	0.05	1.21
4	Service Pensioners	2.91	-	2.91
5	Family Pensioners	1.91	-	1.91
	<b>TOTAL</b>	<b>13.16</b>	<b>1.03</b>	<b>12.13</b>

3. **Problems of the Present System:** The present system suffers from several disadvantages like the following:

- a. Employees / pensioners have to pay first for the treatment taken in authorized private hospitals and this creates problem when disease is serious and the treatment thereof expensive.
- b. Procedural delay in obtaining reimbursement and uncertainty in quantum of reimbursement pains the employees / pensioners.
- c. Hospitals are not subject to any meaningful regulation either in terms of quality of services rendered or the money charged for the treatment.

The above problems have prompted the need to undertake reforms in the area. The reforms should improve efficiency of the existing scheme and also provide significant benefit to the employees/ pensioners.

4. **Rajiv Aarogyasri Scheme** that has been implemented in the State with effect from 1.4.2007 to provide to BPL families facility for treatment of serious ailment can be taken as a guide to formulate a new scheme to benefit employees. Cashless arrangement with network hospitals is one of the key elements of this scheme whereby a beneficiary once registered does not have to pay for his treatment at all. This has become possible by evolving an all inclusive 'Package Rate' for the medical treatment. The rate includes the cost to the hospital of conducting health camps, screening of patients, diagnostics, testing, treatment, food, transport and follow-up. Adoption of package rates has enabled economy from the scale of operation and in securing to BPL patients standard treatment in hospitals.

5. A new scheme is accordingly outlined in the following pages to provide medical cover to government employees and retired pensioners to gain following advantages:

- a. Cashless treatment
- b. Free consultation and prescription

- c. MOU with hospitals for better and specialized services
- d. Network of hospitals to choose from for treatment;
- e. IT technology for paperless process;
- f. Medical records in electronic format for use at all time; and
- g. Round the clock 'Call Center' and 'Facilitation service' for patients.

## **Scheme for Health Insurance of Government Employees & Retired Pensioners**

### **1.0 Name:**

The name of the scheme is 'Health Insurance Scheme for Government Employees & Pensioners'.

### **2.0 Objective:**

To provide to government employees, pensioners and to their family members easy access to quality medical care for treatment of pre - identified diseases requiring hospitalization, through an identified network of hospitals.

### **3.0 Beneficiary Coverage:**

a. The scheme will be applicable to all government employees, working as well as retired who are physically residing within the state of Andhra Pradesh. Employees working outside the State will continue to be governed by the existing IMA Rules.

b. It is estimated that the families of 7.31 lakh employees and 4.82 lakh pensioners will be benefited by this Scheme. The scheme will have to be applied to all the employees/ pensioners compulsorily, so as to maintain financial viability.

c. An electronic health card containing the bio-metric data of the employee/ pensioner and their family members along with a unique ID will be issued to all employees and pensioners before the start of the scheme.

d. For any particular category of govt. employees entitled for special treatment and facilities, the proposed scheme may not suit and for such categories, present reimbursement scheme may continue.

e. Employees of the Police, excise, Universities and State PSUs are not covered.

### **4.0 Disease Coverage**

a. A list of diseases for coverage under scheme is to be pre-identified. Aarogyasri scheme provides for cashless treatment of 942 medical and surgical procedures and follow-up treatment for one year for 121 procedures. This list covers majority of serious illness requiring hospitalization.

Hospitalization for treatment is a pre- condition. Pre-existing disease load will be covered.

b. Diseases under Aarogyasri scheme are selected on the criteria of life threatening requiring specialist doctors and equipments and treatment following a defined protocol with verifiable pre- operative and post operative diagnostic indications. Specific exclusions are heart & liver transplant, knee & hip bone replacement, normal delivery and c sections and diseases covered by national program such as leprosy, TB, HIV/ AIDS etc., and also common diseases for the treatment of which there is no verifiable protocol, and which do not require hospitalization.

c. The list of diseases to be covered under the scheme can be modified. This will, however, directly impact the financial outgo. Any additions have to be carefully thought out or this may lead to heavy leakage and misuse of funds. Experience gained from Tamil Nadu indicates possibility of such misuse in diseases like cataract ( fixation of IOL), removal of uterus/ ovary, hernia, appendectomy, implants, certain brands of medicines etc.

d. For diseases/ treatments not covered by the scheme, a separate buffer amount can also be set apart or employees can be allowed to continue to seek reimbursement from government as per the existing rules or the employees in such cases be asked to undergo treatment in government hospitals.

e. General and specialist consultations and prescriptions by network hospitals can be built into the scheme. However, no provision can be made for supply of medicines on such OP prescriptions.

f. In case of chronic diseases such as Hepatitis, hypertension, diabetes and metabolic dis-order requiring continuous medication for life, separate arrangements would have to be worked out.

## **5.0 Hospital Services:**

a. Choice of hospital for treatment from among empanelled hospitals will be given to patient. Appropriate procedure will be laid for empanelment of hospitals, based on pre-fixed criteria of availability of infrastructure, equipment and qualified personnel.

b. Hospitals located within the state of Andhra Pradesh will be eligible to participate in the scheme. This is so to ensure proper regulation of hospitals and ensuring their compliance to laws of Andhra Pradesh.

c. Patient facilitation will be done through a dedicated ‘Call Center’ and a ‘Help Desk’ at each network hospital.

d. Treatment to be provided in hospitals will be as per pre-fixed medical protocols and it will be uniform for all, irrespective of the grade of the employee/ pensioner.

e. Single or shared room or General ward accommodation will be provided as per the entitlement under the AP Integrated Medical Attendance Rules and also depending on the hospital and its availability.

f. Hospital should be in a position to provide following for the beneficiaries of the scheme:

- i. Provide free ambulance for emergency patient, free OPD consultation and free diagnostic tests and medical treatment to beneficiaries irrespective of surgery/ treatment.
- ii. Provide services of a medical officer to work as Medical Coordinator for the scheme for various activities including Health Camps, Follow-up of referred patients from camps, diagnosis, out patient details, E Preauthorization, Surgeries, Feed back on the patient's condition etc.
- iii. Conduct minimum one free Health Camp in a month for screening of patient. Hospital may have a mobile team with diagnostic equipments and team of doctors for this purpose. Hospital shall provide services of a medical Camp Coordinator for organisation of health camps.
- iv. Provide follow-up free consultation diagnostics and medicines under follow-up packages for identified procedures.
- v. Provide space and separate counter/kiosk and Computer with networking i.e. dedicated broadband with minimum 1mbps speed, printer, scanner, bar code reader and digital camera.

## **6.0 Sum Insured**

a. The scheme shall provide coverage for meeting expenses of hospitalization and surgical procedures of beneficiary members up to Rs.1.50 lakhs per family per year subject to limits, in any of the network hospitals. The benefit to family will be on floater basis i.e. the total reimbursement of Rs.1.50 lakhs can be availed of individually or collectively by members of the family.

b. A separate fund shall be maintained as Buffer / corporate floater to take care of expenses; if it exceeds the original sum i.e. Rs 1.50 lakhs per Individual/family. In such cases an amount up to Rs. 50000/- per individual/family shall be additionally provided. Quantum of fund can initially be Rs. 10 crores.

### **7.0 Administration**

a. The Scheme will be administered through an autonomous body, to be established on the lines of Aarogyasri Health Care Trust with a whole time Chief Executive Officer and other appropriate number of staff drawn from medical, administration and finance on deputation or on contract.

b. Organization structure and infrastructure requirements of the new Trust will have to be formulated separately. Trust will have the authority to engage needed specialists and to put in place required infrastructure and staff for implementing the scheme and maintain accounts.

### **8.0 Implementation by Insurance Company**

a. An insurance company will undertake the health insurance of employees and provide risk cover, on payment of premium. Selection of insurance company will be done through a process of competitive bidding (technical & financial) and quote of lowest premium, similar to what is now being followed for Aarogyasri scheme.

b. Implementation of scheme will be on line through an IT portal for efficiency, transparency and accountability. An IT company will construct and maintain software, hardware and all data and medical records pertaining to the scheme. Expenditure required for developing the software and data centre and the annual maintenance cost will have to be borne by the scheme.

### **9.0 Cash less Transaction**

For each hospitalization the transaction shall be cashless for covered procedures. Enrolled beneficiary will go to hospital and come out without making any payment to the hospital for the procedures covered under the scheme. The same is the case for diagnostics if eventually the patient does not end up in doing the surgery or therapy.

### **10.0 Online Claim settlement**

Insurance Company shall settle the claims of the hospitals online within 7 days of receipt of the bills along with discharge summary and satisfaction letter of the patient.

### **11.0 Packages**

a. The insurer should ensure that the empanelled hospitals follow the packages worked out by the Trust. The package includes consultation,

medicine, diagnostics, implants, food, cost of transportation, hospital charges etc. In other words the package should cover the entire cost of patient from date of reporting to his discharge from hospital 10 days after surgery, making the transaction truly cashless to the patient.

- b. The Package rate will be based on the package rates approved for Aarogyasri scheme, suitably adjusted to meet employees requirements such as better category of accommodation etc.

### **12.0 Arogyamithras (Health workers) in Network Hospitals:**

The Insurance company will appoint at least three Arogyamithras (Health workers) at all network hospitals to facilitate admission, treatment and cashless transaction of patient round the clock. The Arogyamithras should also help hospitals in pre-auth, claim settlement and follow-up. They should also ensure proper reception and care in the hospital and send regular MIS. Insurance Company shall provide all Arogyamithras with cell phone having CUG connectivity with SMS based reporting framework for effective and instant communication. The insurance company shall ensure that prefabricated Arogyamithra kiosks with all additional requirements as per the design approved by the Administering Authority is put up in all hospitals.

### **13.0 Online MIS and 24 Hour E-Preauthorisation.**

The Insurance Company should post enough dedicated staff, so as to ensure free flow of daily MIS and ensure that progress of scheme is reported to Administering Agency in the desired format on a real-time basis. The company should establish proper networking for quick and error-free processing of preauthorisation. This will be done through a dedicated website. The up gradation and maintenance cost of the software, hardware, connectivity and data centre will be borne by the Insurance Company. Preauthorisation has to be done round- the-clock in co-ordination with Administering Authority i.e., by a team of doctors from the Administering Agency and the Insurance Company. The preauthorization team shall have all the specialists concerned with the systems covered in the scheme on a permanent basis.

The website will be a repository of information and will have the following features:

- a. General Information on the scheme.
- b. Details of patients reporting to the Hospitals on daily basis.
- c. Details of Health Camps and daily reporting of health camps.
- d. Details of patients getting referred from the health camps.
- e. Details of in-patients and out patients in the network hospitals.
- f. Costing of the Tests done in the network hospitals.

- g. E-preauthorisation.
- h. Surgery details.
- i. Discharge details.
- j. Real-time reporting.
- k. Claim settlement.
- l. Electronic clearance of bills with payment gateway.
- m. Follow-up of patient after surgery.
- n. Distribution of Follow-up medicines.

#### **14.0 State Level Co-Ordination**

A Project Office of the Insurance Company shall be separately established for better coordination. The following departments shall be established by the Insurance Company in the Project Office:

- a. 24 hour call centre with toll free help line
- b. MIS Dept. to collect, collate and report data on real-time basis.
- c. IT Dept. to ensure website with e-preauthorisation, claim settlement and follow-up is maintained and updated on 24-hour basis.
- d. Pre-authorisation Dept. with specialist doctors to work round the clock to process preauthorization within 12 working hours.
- e. Claims settlement Department with electronic clearance facilities.
- f. Health Camp Department to plan, implement and follow-up camps.
- g. Publicity Department to undertake all the publicity activities.
- h. Grievance Department to be manned by doctors and other staff to address the grievances from time to time.
- i. Follow-up Department to coordinate the follow-up consultation and distribution.
- j. Hospital-Networking department to empanel hospitals in network and monitor the compliance.
- k. Feedback Department to send feedback formats, collect and analyse feedback of the patients.
- l. Legal Department exclusively for the project.
- m. Other departments as may be required for Office work.

#### **15.0 Funding of the Scheme:**

Funds required for the scheme are to be provided by the Government to the autonomous body in advance. It is quite essential that a highly efficient system is designed for remittance of funds to the autonomous body as the viability and sustainability of the scheme depends on the prompt payment to be made to the insurance company/ network hospitals.

#### **16.0 Financial Estimates:**

Under Aarogyasri scheme, in a select district of Guntur with BPL families numbering about 12 lakhs, in 9 months of Aarogyasri scheme

implementation, 16,200 persons underwent hospitalization and surgical/ medical intervention at an average cost of about Rs. 35,000 in each case, with an average stay of 8 days in hospital. For one year, number of expected surgeries will work out to 21,600. Allowing for higher awareness of selected group of 12.13 lakh government employees and their physical nearness to hospitals but with better nutritional standard and hygiene, it is estimated that around the same number of employees cases will come up annually to seek treatment under the scheme.

Average cost of treatment per case for government employees is estimated to go up by Rs. 17,500 per case on the average cost of Rs. 35,000 per case incurred on treatment and general ward stay of an Aarogyasri patient. The increase will be up to 30 % on account of single / double room occupancy; up to 10 % for pre-operative investigations and up to 10 % for health check and specialist consultations. Thus the annual medical bill under the new scheme is likely to be of the order of Rs. 113.40 crores (21,600 employee patients multiplied by Rs. 52,500 the average cost of treatment of each employee). In addition, some funds will have to be provided towards the working and profit margin of insurance company and the administrative expenses of the Trust. Thus, the total financial outgo under the new scheme for 12.13 lakh employees is estimated to be around Rs. 120 crores annually. In terms of premium, this roughly works out to Rs. 900 per family per year.

## **CHAPTER - XV**

### **Work Charged Establishment**

**15.01.** Long ago, Government delegated powers to the Engineers to employ temporary staff to assist them in their routine duties and to keep a watch on the execution of work by the contractors. The establishment charges of such staff were charged to the Works under Petty Supervision charges. Such employees are called Work Charged Employees. On completion of the work on one Project, they are supposed to be transferred to another ongoing Project or to a new Project depending upon the need. They are supposed to be temporary employees and the service rules that were applicable to the regular employees were not made applicable to them.

**15.02.** Orders were issued in G.O.Ms. No. 407, Public Works Department dated 27.3.1972, provincialising the services of the Work Charged Establishment of all categories and branches of Public Works Department including Public Works (Projects Wing) Department employed in Maintenance Work, who have put in ten years of service. They were also extended the benefits such as Leave Travel Concession, Joining time, Travelling Allowance etc., admissible to similar grades of employees in Government. Thereafter, Government standardized the categories and pay scales of the Work Charged vide G.O. Ms. No. 107, Public Works Department dated 7.2.1974.

**15.03.** Government constituted a Committee vide G.O. Rt. No. 577, General Administration Department dated 6.2.1979 under the Chairmanship of Sri I.J. Naidu, IAS., the then Chief Secretary to Government to look into the demands of the Work Charged, NMR and Contingent employees. Government after examining the report of the said Committee and the demands of the Work Charged employees, issued the following orders in G.O. Ms. No. 212, Irrigation and Power Department dated 29.3.1979 read with Memo No. No. 1300/PAC II/79-1 Irrigation and Power Department dated 23.4.1979:

1. All work-charged employees who have completed 10 years of total service be made eligible to all benefits like leave, pension etc., on par with Government employees;
2. All work-charged employees with more than 5 years of service be made eligible for the benefits now extended to provincialised work charged establishment under G.O.Ms.No.407, PWD, dated 27-3-1972 and

3. NMR workers be absorbed in work-charged establishment as and when vacancies arise.

**15.04.** The Committee also recommended among other things that whatever concessions are admissible to temporary employees (Emergency employees) for absorption as regular employees may also be made applicable to work-charged employees for absorption into Government service. The Government accepted the recommendations of the Committee vide G.O.Ms.No.566, Irrigation and Power Department, dated 5-10-1979.

**15.05.** A clarification was also issued specifying the benefits that are admissible to work-charged employees consequent on the issue of the above orders.

**15.06.** The Government issued orders in G.O.Ms.No.69, Irrigation and Power Department, dt.9-2-1981 that the work-charged employees who have completed 10 years of total service as on 29-3-1979 shall be eligible for regular or temporary appointment to Government posts (which constitutes direct requirement) in the departments in which the work-charged personnel are working without the media of Employment Exchange if they were originally appointed temporarily through the Employment Exchange, provided they satisfy the following conditions:

- (i) the technical and/or educations qualifications prescribed for the post by direct recruitment;
- (ii) the age qualification prescribed for direct recruitment (they are not allowed to deduct the service rendered under emergency provisions of rules for purposes of computing the age limit) and are selected by the competent authority/ Agency for appointment.

**15.07.** Subsequently Government in G.O.Ms.No.130, Irrigation and Power Department, dt.18-3-1981 ordered that all Work Charged Employees who have completed 10 years of total service will be regarded as Government Servants with effect from 20-3-1979 or such subsequent date as and when they complete 10 years of total service on their existing scale of pay and their present conditions of work. Consequent to this they are required to retire at the age of 58 years if they belong to superior service and 60 years if they belong to inferior service. Exercising of an option is also provided in the rules.

**15.08.** Government in G.O.Ms.No.352, Irrigation and Power Department, dt.7-8-1981, consequent to issuance of orders in G.O.Ms.No.130, Irrigation and Power Department, dt.18-3-1981, ordered that the Work

Charged Employees who become Government employees in pursuance of the orders issued in G.O.Ms.No.130, Irrigation and Power Department, dt.18-3-1981 of Engineering departments of State Government shall be designated as follows:

1. On Maintenance side as “Maintenance Establishment”
2. On Project Side as “Project Establishment”
3. Other establishments as “Works Establishment”.

**15.09.** The Work Charged Establishment was also extended Construction allowance, HRA, loans, Bus Pass Concessions, Drivers Special Pay, Availment of public holidays to the Work Charged Employees who opted to become Government servants, including applicability of CCA and conduct rules, grant of advances, Family Planning increment, maternity leave for female Work Charged Employees, compassionate appointments on medical grounds, payment of obsequies charges to the family of deceased Work Charged Employees, Conveyance allowance, Automatic Advancement Scheme etc.

**15.10.** The various submissions made by the Work Charged employees and their Associations are briefly indicated below:-

- a) Appoint qualified work charged personnel to provincial posts.
- b) Assign equal pay scales to the Work Charged Establishment on par with the provincial establishment, keeping in view of the qualifications prescribed and the nature of duties entrusted to that particular post.
- c) Change the nomenclature of the Work Charged Establishment as Engineering Subordinate Establishment
- d) Extend the Gallery Allowance allowed to Srisailam Project employees at 10% of basic pay subject to a maximum of Rs.250/- to the employees of N.S.P.L. and other projects on par.
- e) Recommend for additional allowance to the employees working in farms of various departments as conveyance allowance at 6 to 10% of basic pay.
- f) Implementation of the new common category pay scales to applicants, and to recommend the Govt. assigning the new

common category pay scale of Rs.1010-1800(in R.P.S.1986) to all the qualified work charged employees including the category of Work Inspectors.

- g) Uniform pay scales to similar categories working in Irrigation, R&B and Panchayat Raj Department.
- h) The benefits like Special Pay, allowances are not altered to the disadvantage of the employee holding the respective posts.

**15.11.** The main grievance of the Work charged establishment is that the classification of work charged establishment as “maintenance establishment” “project establishment” and “works establishment” which was agreed to in 1981 has not been implemented till now. Consequently the pressure on the existing employees is increasing as the retirement vacancies are not filled up. The temporary recruitment for which the powers were earlier exercised by the Engineers has been withdrawn and ban on recruitments has further compounded the problem. As a result each one is having jurisdiction which should normally be covered by 3-4 employees. If on the other hand, regular employment had taken place after identifying the requirements of the staff under the above 3 categories the strain on the existing employees would be considerably reduced. They feel that they are under-paid while being made to take on additional load of work. This is a genuine grievance which has to be addressed by the administrative department. Though most of the projects including the Nagarjuna Sagar project are shown as projects under execution, they are virtually completed and have been in maintenance phase for long. There is no reason why the department should not identify the requirements in maintenance based on an objective criteria, adjust the existing staff wherever possible and follow the prescribed recruitment process for filling up of remaining vacancies. We recommend that this exercise may be undertaken expeditiously.

**15.12.** The next issue raised is payment of salaries based on Court directions which held that those with ITI qualifications should be paid scales based on the common category pay scales of 1986. The common category was given up by 1993 Pay Commission itself. However, a number of people who went to the Court seem to have obtained favorable orders which have become final. This is also an issue which should be examined by the department as it is a purely administrative issue. The concept of new common categories was raised by the Anomalies Committee and some orders seem to have been issued in the year 2004. Any action that is required in pursuance of these orders may be taken up on priority basis. We have however, not recommended any pay scales for common categories as the

Government orders issued in 2004 do not seem to have been operationalised even after a lapse of 4 years

**15.13.** The Associations have also demanded that there should be uniform pay scales for similar categories working in the Irrigation, R&B and P.R.Department. The nature of the work in these departments varies though the posts may have the same nomenclature. This is an exercise that requires to be undertaken by the Board of Chief Engineers and make their recommendations on common categories across various departments which can then be allowed the same scale of pay. It would be difficult for the Pay Commission to undertake this exercise given the constraints of time and non availability of expert inputs.

**15.14.** The request with regard to the pay scales raised by different categories are discussed in Volume II of the Report. The general issues relating to pensions, medical reimbursement, special pays, risk allowance, leave etc., are covered in separate chapters in this Volume.

## **CHAPTER - XVI**

### **Full Time Contingent Employees**

**16.01.** Article 63 and 93 of A P Financial Code Volume-I stipulates the procedure of creation for temporary establishment. The Heads of Departments and others who are empowered to draw the contingent bills are authorized to employ unskilled workers at rates of remuneration laid down from time to time. Contingent employees are classified into two categories. The full time contingent employees are required to work for 8 (eight) hours a day while the Part time contingent employees, are required to work for 4 (four) hours or less per day.

**16.02.** The issue of regularizing the services of full time contingent employees has first been addressed by a Committee constituted under the Chairmanship of Sri I.J. Naidu, IAS (Retd.), former Chief Secretary. Based on the recommendations of the Committee, Government issued orders in G.O.Ms.No.38, Finance and Planning (FW-PRC-VI) Department, dated 1-2-1980. As per these orders, all Full Time Contingent Employees created under specific Government orders and who have been continued for a period of 10 years or more and are required to be retained on a permanent basis be converted into regular employees in the last grade services. The orders also explicitly prohibited further appointment of Full Time Contingent Employees in all the Departments of Government and Local Bodies.

**16.03.** Subsequently, Government issued orders in G.O. Ms.No.9, Finance and Planning (FW) Department, dated 8.1.1981 for conversion of full time contingent posts which have been in existence for a period of 5 years or more as on 1<sup>st</sup> April, 1981. This order has been followed by another order vide G.O.Ms.No.233 of Finance Department, dated 19.8.1983 wherein it is ordered that all other full time contingent employees in Government, including those in Projects not covered by the earlier two orders, be paid a remuneration of Rs.290/- per month from the date of completion of 5 (five) years of contingent service as full time contingent employees. DA, HRA and CCA were also admissible counted on this remuneration. This order has been modified by G.O.Ms.No.344 of Finance Department, dated 13.11.1989 based on the agreement reached between the Government and the Joint Action Committee of the employees, increasing the remuneration to Rs.740/- per month in 1986 pay scales and permitting them to claim DA, HRA and CCA at rates applicable.

**16.04.** Subsequently as per G.O.Ms.No.184, Finance Department, dated 28-6-1991, the full time contingent employees working in various

projects who fulfilled certain conditions were converted into regular last grade Government employees in the last grade pay scale of Rs.740-1150.

**16.05.** The Government issued orders in G.O.(P).No.259, Finance Department, dt.18-6-1993, for conversion of fulltime contingent employees into regular Government posts in the Last Grade Service in the scale of Rs.1375-2375 who were already governed by the orders issued in G.O.No.233 and 344 subject to conditions laid down therein.

**16.06.** The full time contingent employees who could not be converted into last grade posts were drawing the minimum basic pay of Rs.740/- p.m. and DA, HRA and CCA at the revised rates in the successive PRCs. Their pay was not revised to Rs.1375 in 1993 and to Rs.2550 in 1999.

**16.07.** The full time contingent employees made a representation to the Pay Revision Commission, 1999 for enhancement of remuneration as applicable to the last grade employees. The Pay Revision Commission did not make any recommendations in respect of Full time Contingent Employees and recommended for continuation of status quo.

**16.08.** The Pay Revision Commission, 2005 obtained the information regarding the number of employees involved who are 7607 as on 1<sup>st</sup> January, 2000. As per the Director of Treasuries and Accounts, the total number of full time contingent employees is 4330 and there are 805 vacant posts as on 01-01-2004.

**16.09.** The PRC, 2005 recommended a minimum remuneration of Rs.3850/-p.m. i.e., the pay of last grade employee i.e., Attender in the revised scale and they may be paid HRA, DA and CCA as applicable. Accordingly orders were issued as per G.O(P).No.238, Finance (PC-III) Department, dated:23-9-2005.

**16.10.** Several representations have been received from various Associations/ Individuals for enhancement of remuneration of fulltime contingent employees/ part time contingent employees who are drawing a fixed remuneration of Rs.2080/-p.m. and Rs.1298/-p.m. Another request is also for regularization their services in the category of fulltime contingent employee or part time contingent employee as the case may be.

**16.11.** Another request is for allowing annual increments to those full time contingent employees who have completed more than 10 years of service and drawing a remuneration of Rs.3850/- p.m. along with admissible allowances.

**16.12.** The Government enacted Act-2 of 1994 for prohibition of irregular appointments in the offices and establishments under the State Government with effect from 25-11-1993. Based on the judgment of Supreme Court of India, the State Government formulated a scheme for regularization of services of NMR/ daily wages employees who completed 5 years of service as on 25-11-1993 subject to fulfillment of certain conditions laid down vide G.O.Ms.No.212, Finance & Planning (FW, PC-III) Department, dated: 22-4-1994.

**16.13.** Subsequently the Government issued orders in G.O.Ms.No.112, Finance & Planning (FW, PC-III) Department, dated: 23-7-1997 for regularization of services of fulltime contingent employees and part time contingent employees who have completed 10 years of service as on 25-11-1993, subject to certain conditions laid down.

**16.14.** The proposals regarding regularization of services of full time contingent employees and part time contingent employees is not within the purview of PRC and only Government can take a decision.

**16.15.** Government have been enhancing the remuneration for full time contingent employees and part time contingent employees from time to time.

**16.16.** Sanction of increments does not arise unless the services of the person is regularized in a sanctioned post.

**16.17.** The Commission gathered information from the Director of Treasuries and Accounts Department and we understand that 1433 full time contingent employees are presently drawing a minimum remuneration of Rs.3850/- p.m. along with admissible allowances i.e., DA, HRA and CCA.

**16.18.** **The Commission recommends a remuneration of Rs.6700/- p.m., and HRA, DA and CCA to the full time contingent employees whose services were not regularized and already drawing a remuneration of Rs.3850/- p.m. on par with Last Grade Employee with admissible HRA, D.A and CCA as applicable.**

## **CHAPTER-XVII**

### **Pensionary Benefits**

**17.01.** The terms of reference of the Commission require it to examine the existing pension structure and to make recommendations on changes if any, which are desirable and feasible. The views and suggestions of the employees' associations and pensioners' associations were sought for by this Commission. Number of associations of pensioners and the associations of the serving employees also furnished their views and put forth several demands before the Commission. Even some individuals have also approached this Commission making various suggestions. The demands are mainly based on the recommendations of the Sixth Central Pay Commission and the orders issued by the Government of India thereon. A major demand is to adopt the quantum of additional pension to the aged pensioners as was ordered by the Government of India, basing on the recommendations of the Sixth Central Pay Commission, to take into account the amount of D.A. along with pay for the purpose of calculation of Retirement Gratuity, and to increase the maximum ceiling of Retirement Gratuity to Rs.10 lakhs as is applicable to the employees of the Government of India. Another major demand was to revert to the system of service pension for those employees who joined Government after 01-09-2004.

**17.02.** The State Government employees are at present governed by the A.P. Revised Pension Rules, 1980 and also the A.P. Civil Service (Commutation) Rules. It is generally observed that the State Government are broadly following the rules of Government of India in the matter of pension.

**17.03.** However, keeping in view the existing rules and the requests made by the associations and individuals the following recommendations are made on each item.

#### **1. Consolidation of Pension/ Family Pension & Dearness Relief thereon**

**17.04.** The amounts of pension / family pension were being consolidated from 1-7-92 onwards adopting the same formula applicable for refixing the pay of employees in the Revised scales of pay recommended by the PRCs. i.e, adding D.R. and fitment percentage on par with serving employees and arriving at the consolidated pension/consolidation Family Pension. The associations requested for continuing the same practice of consolidation of pension by adding D.R. as on 1-7-2008 and fitment at varying rates from 56% to 65%.

**17.05.** Keeping in view, the practice followed by earlier PRCs **this Commission also recommends to consolidate the pension/ family pension from 1-7-2008 onwards applying the same formula adopted for the refixation of pay in the case of revision of scale of pay of employees in service, i.e. by adding the amount of Dearness Relief as on 1-7-2008 admissible on the basic pension/ family pension and 27% of the basic pension/ family pension as fitment. The revised amount may be termed as Revised consolidated basic pension w.e.f.1-7-2008 / Revised consolidated basic family pension w.e.f. 1-7-2008.**

**17.06.** After consolidating the pension / Family Pension as recommended above, **the commission further recommends to continue to pay the Dearness Relief on such revised Consolidated Basic Pension / Revised consolidated basic Family Pension WEF 1-7-2008 at the same rates as are applicable to serving employees.**

**17.07.** It is noticed by the commission that while issuing orders for the release of increased rate of D.A. from every 1<sup>st</sup> January / 1<sup>st</sup> July of each year to the serving employees after a delay of 4 or 5 months the Government is ordering for crediting the arrears of D.A. to the G.P.F. and to pay in cash only from a prospective date. In the case of pensioners also the arrears of D.R. are ordered to be credited to the pensioners account after a lapse of 4 or 5 months. Since the pensioners have limited access to financial resources **it is recommended that an exception may be made in the case of pensioners and the Dearness Relief released to pensioners immediately after the announcement is made by the Government of India about sanction of D.A / D.R.**

## **2. Quantum of Pension**

**17.08.** At present the pension is calculated with reference to the length of qualifying service, subject to a maximum of 33 years, and basing on the average emoluments subject to the minimum pension of Rs.1925/- p.m.

The associations requested the following:

- a) To allow full pension after 20 years of service instead of 33 years on par with Government of India employees.
- b) For every additional year of service increase of pension by 2% over and above the eligible pension.
- c) To maintain parity in pension between old retirees and those retired after 1-07-2003.

- d) The pension should not be less than 50% of the minimum of the revised scale of pay of the post from which the employee retired.
- e) Additional pension at 10% of pension after the age of 75 years and from 80 years onwards as per the orders of Government of India based on the recommendations of 6<sup>th</sup> CPC.
- f) Full Pension after 18 years and at 60% of last pay.
- g) To pay pension at 75% of pay last drawn.
- h) For existing pensioners increase the amount by 50%.
- i) Fitment of 56% may be allowed.

**17.09.** PRC 1999 exhaustively discussed the issue of parity in pension. He had recommended following weightages for the enhancements in the basic pension and accordingly orders were also issued:

<b>Periods of Retirement</b>	<b>Weightages suggested</b>
a) Pensioners retired prior to 1-1-1974	6%
b) Pensioners retired between 1-1-74 and 31-3-78	3%
c) Pensioners retired between 1-4-78 and 30-6-1986	2%

**17.10.** PRC 2005 also discussed this item and did not make any specific recommendation on this issue. He however recommended the fixation of minimum pension at Rs.1925 a month.

**17.11.** The Government of India, as a result of the recommendations of the 6<sup>th</sup> CPC, allowed full pension to its employees after completion of 10 years of service and also issued orders granting additional pension for those attaining the age of 80 years onwards as shown below:

<b>Age of Pensioner/Family Pensioner</b>	<b>Additional quantum of pension</b>
From 80 years to less than 85 years	20% of revised basic pension/ Family Pension
From 85 years to less than 90 years	30% of revised basic pension/ Family Pension
From 90 years to less than 95 years	40% of revised basic pension/ Family Pension

<b>Age of Pensioner/Family Pensioner</b>	<b>Additional quantum of pension</b>
From 95 years to less than 100 years	50% of revised basic pension/ Family Pension
100 years or more	100% of revised basic pension/ Family Pension

**17.12.** The main thrust of the recommendation of the 6<sup>th</sup> Central Pay Commission allowing 50% of the last pay drawn as pension after completion of 20 years of service is that a Government Servant should have the option of a mid career change without losing the benefit of pension in case he had put in atleast 20 years of service in Government. This has to be also viewed in the context of their recommendation that certain positions in the Government should be thrown open to the market to encourage those who are inclined to join Government at fairly high level positions and in order that serving Government employees are not denied the benefit of applying for those posts it was recommended that they could apply for such positions and if selected they should resign from their existing positions and accept contract appointment. In the absence of a provision for pension for past service there would be hesitation for the serving employee to compete for those posts. It is by no means the intent of the 6<sup>th</sup> Pay Commission to allow the benefit of full pension to anyone who has become eligible for pension (after completion of 10 years service). The Associations, in our state, on the other hand, argued that there is need for a more liberal dispensation for pension as the entry age for Government Service has been enhanced and very few people become eligible for full pension due to late entry into Government service. The arguments advanced in the state for relaxations are, therefore, for different reasons than the ones that prompted the 6<sup>th</sup> pay commission to allow liberal pension dispensation for voluntary retirement. Hence the G.O.I. dispensation is not a proper guide for the state to arrive at a decision.

**17.13.** The age relaxations are often offered by the Government to make up for delay in initiating the recruitment process. If the recruitment is held annually, as is the case with Government of India, the need for age relaxation ceases. The Commission is of the view that it is appropriate to induct people at an early age as they would be in a position to make maximum contribution at that age. It is precisely for this reason that the Private companies resort to campus selection. The tendency to avoid direct recruitment due to economy instructions does not lead to real economy but results in postponement of recruitment process giving rise to bunching of recruitment with large batches competing for positions and the consequential cadre management problems. Since the posts at certain critical levels cannot be kept vacant the vacancies are often filled by promotion leading to litigation at a later stage on issues relating to seniority etc. We are, therefore, of the view that the solution to the problem lies in systematic, annual recruitment process with no relaxations regarding age. For many of the posts in Government in the Class-II and the lower categories, the maximum age could

be reduced to 24 years with 28 years being the maximum age for Class-I services. We believe that these limits should be strictly adhered to and this would largely solve the problem relating to length of qualifying service for eligibility to full pension.

**17.14.** The Commission feels that if the above suggestions are implemented and the maximum age for entry into Government service is limited to 28 years all those who entered the Government service at the age of 28 years should be able to earn full pension since they will put in 30 years of qualifying service by the time they attain the age of superannuation i.e. 58 years and with the present weightage of 3 years they should be able to get full pension. Further the employees due to retire in the next 5 to 10 years would have joined the Government Service during the years 1978 to 1983. The age relaxations for entry into Government Service upto 33/34 years were issued during the last 10 years on account of ban on recruitments. Further, in spite of the age relaxations, majority of the persons recruited would be in the age group of 25 to 28 years. **We feel that any further relaxation would remove the distinction between those who have put in a long years of service in Government and those who had put in barely 10 years of service if we are to follow the Government of India dispensation regarding payment of full pension. It is obviously not the intent of the Government to reward birds of passage by placing them on the same plank as those who spent decades in Government service.** We also feel that those who take advantage of the age relaxation and compete for Class-II and Class-I posts are mostly those who are already in employment at lower level or in an organization from where they would like to migrate and it is likely that they carry with them the benefit of past service for pension purposes as per existing rules. As earlier stated we believe that the real answer to the problem lies in streamlining the recruitment process and limit the age of entry into Government service rather than relax the existing provisions relating to qualifying service for pension.

**17.15.** The Commission, therefore, feels that the existing provision of full pension after 33 years of qualifying service is quite justified and need not be changed. We have separately recommended while dealing with the issue of weightage that 5 years may be added to the Qualifying Service even in the case of retirement on attaining the age of superannuation by removing the distinction between weightage for voluntary retirement and normal superannuation retirement.

**17.16.** This should be take care of cases of entry into Government service by those upto the age of 30 years. We also feel that the suggestion that pension should be more than 50% of the last pay drawn deserves no consideration.

### **Parity in pension between old and new retirees:**

**17.17.** A major demand of the Association is that there are wide disparities in the pension drawn by those who retired at different points of time though they occupied the same position and enjoyed the same status when they were in service and there should be equalized. Thus officers who retired as Deputy Secretary to Government or Joint Director in a Department in the 70s, 80s, and 90s would be drawing varying pension and sometimes the pension drawn by them may be less than the pension of a lower level category of officer like the Assistant Secretary/Assistant Director. This is to some extent inevitable for two reasons. The frequent pay revisions result in refixation of pay and it is not necessarily in the corresponding pay scale. Often there are improvements in the pay scale, partly based on the assessment of the present work load and improved qualifications prescribed for the posts and partly because of the change in the nature of work. Even in cases where only corresponding scale is awarded, the fixation benefit coupled with substantial increase in the quantum of increment automatically brings in variations in pension between those who retired prior to pay revision and those who retire subsequently and at varying points of time. These are inevitable and cannot be wished away.

**17.18.** If the arguments of the Association of parity between old and new pensioners is to be accepted it would amount to introduction of the concept of “One rank one pension” which had been rejected by successive Pay Commissions on the ground that the cost of such revisions is beyond the means of the Government. We also share that view. The Government of India had addressed this problem through a process by which they ensure that the pension is not less than **50% of the starting scale in the revised pay scale for the post in which the pensioner retired**. This is an extremely tedious process where the pension has to be recalculated after every pay revision with reference to the service records. An exercise done in recent years for the limited number of All India Service pensioners is still incomplete and in a large number of cases the State Government is unable to trace the service registers which form the basis for refixation of pension. We feel that it is not practical and we are also convinced that except in a few cases the revised pension does not fall short of 50% of the “minimum” of the revised pay scale unless there are cases where the pensioners did not have full qualifying service. **Hence we feel that instead of following the elaborate routine of refixing pension as was attempted after the 5<sup>th</sup> and 6<sup>th</sup> Central Pay Commissions, the pension of those who are above 75 years may be refixed in the following manner:**

<b>Age of the pensioners</b>	<b>Additional quantum of pension</b>
From 75 years to less than 80 years	15% of basic pension
From 80 years to less than 85 years	20% of basic pension
From 85 years to less than 90 years	25% of basic pension
From 90 years to less than 95 years	30% of basic pension
From 95 years to less than 100 years	35% of basic pension
100 years or more	50% of basic pension

**17.19.** Similarly, the Commission recommends that the same percentages of additional quantum of pension may be allowed to the family pensioners also.

**17.20.** The additional quantum of pension / family pension suggested above may be worked out on the pension / family pension that would be consolidated with effect from the date of introduction of Revised scales after merging dearness relief and fitment suggested elsewhere in this report.

**17.21.** In the case of Pensioners who have attained the age of more than 75 years by 1-7-2008, it is recommended that their basic pension may be consolidated in the first instance by merging D.R. as on 1-7-2008 and adding percentage of fitment, as recommended earlier, and then the additional quantum of pension has to be worked out on that consolidated pension.

**17.22.** The amount of Additional Quantum of pension has to be shown distinctly in the P.P.O. For example, in case where a pensioner is more than 75years of age and his/her revised consolidated basic pension / Revised Consolidated Basic Family Pension as stated in the above recommendation on "Consolidation of Service Pension/ Family Pension" is Rs.10,000/- p.m. the pension will be shown as (i) Basic Pension = Rs.10,000/- p.m. and (ii) Additional Pension = Rs.1500/-p.m. The pension on his / her attaining the age of 80 years will be shown as (i)Basic Pension = Rs.10,000/- p.m. and (ii) Additional Pension = Rs.2,000/- p.m.

**17.23.** The Additional Quantum of Pension / Family Pension, on attaining the age of 75 years and above, would be admissible from the 1<sup>st</sup> day of the month in which his/ her date of birth falls. For example if a pensioner / Family Pensioner completes age of 75 years in the month of August 2008, he will be entitled to Additional Pension/ Additional Family Pension WEF 1-8-2008. Those pensioners / Family Pensioners whose date of birth is 1<sup>st</sup> August will also be entitled to Additional Pension / Family Pension WEF 1-8-2008 on attaining the age of 75 years and above.

**17.24.** The Dearness Relief admissible from time to time shall be allowed on the total of basic pension and Additional Pension.

**17.25.** We are of the firm view that the recommendation we have made largely addresses the problems of the pensioners who retired a long time ago and is administratively feasible to implement in short span of time.

### **3. Qualifying Service**

**17.26.** The maximum qualifying service is restricted to 33 years as per the existing rules for the purpose of computation of pension.

**17.27.** The associations requested the following:

- (a) To take into account the entire service without restricting it to 33 years for purpose of arriving at the total qualifying service for calculation of pension.
- (b) To count the service in un-aided post also for arriving at the qualifying service.
- (c) To count the service rendered by the teachers as “Apprentice” before allowing them the regular scale of pay.

**17.28.** As regards (a), the formula for determination of pension has been evolved after considerable thought and it was accepted in Government of India and in most State Governments that pension cannot exceed 50% of the basic pay. If the request of the Association is conceded it would violate the above principle. The commission is not inclined to modify the formula already in existence.

**17.29.** At present the service put in by an employee in aided post only counts for purpose of pension. The salary for the period of service in unaided post is not being met from State funds which is one of the conditions for eligibility for pension. Therefore, it is not correct to count the service in unaided post also for arriving at the qualifying service. The Commission is, therefore, not inclined to recommend to count the service in unaided post for arriving at the qualifying service.

**17.30.** As regards the request for counting the period of “Apprentice” of 2 years in respect of teachers the Commission feels that if a person is recruited through a well defined process like calling for a list from Employment Exchange or by conducting a D.S.C. or by constituting a committee for selection or through A.P.P.S.C. etc, and if the appointment order is issued by the competent authority, the date from which he/ she joined the service should be taken into account for reckoning qualifying service. **The commission accordingly recommends the training period of Police Constables, the apprentice period of teachers and any other section of the**

**employees for whom training or apprenticeship is a pre-requisite be reckoned as qualifying service for purposes of pension.** Pending amendment of Rule 16 of A.P.R.P.Rs 1980 the above recommendation for counting the service for pension may be given effect to.

#### 4. Weightage

**17.31.** At present the addition to service is 3 years for retirement on superannuation and it is 5 years for voluntary retirement.

**17.32.** Several serving employees' associations requested to increase the qualifying service by adding 5 years in the case of persons retiring on superannuation and by adding 7 years in the case of persons retiring on voluntary retirement.

**17.33.** PRC 2005 did not accept the request to enhance the weightage for voluntary retirement stating that the weightage now given is itself a gesture on the part of the Government.

**17.34.** We are aware of the recommendations of the 6<sup>th</sup> Pay Commission providing a liberal dispensation of 50% of last pay drawn as pension for those seeking voluntary retirement after 20 years. The Government of India, while accepting this recommendation extended the benefit of 50% of last pay drawn as pension to those who are otherwise eligible for pension on superannuation (those who have completed 10 years of service). We have given our reasons for not accepting this recommendation while dealing with the issue of quantum of pension.

**17.35.** We do, however, feel that there is need for facilitating those who retired on superannuation to have the benefit of higher pensionary benefits. We, therefore, **recommend that weightage for those who retired on superannuation may be increased to 5 years on par with those seeking voluntary retirement. This benefit would be available to those who retire from 01-07-2008 only.**

#### 5. Average Emoluments

**17.36.** At present the average emoluments are worked out on the last drawn pay provided officiation in a promoted post during last two months preceding the retirement is in a regular vacancy (vide G.O.Ms.No.87 Fin & Plg (Fw-Pen I) Department dated: 25-5-1998). It was clarified in Government's letter No.108/A2/Pen II/99dated:22-6-1999 to the effect that the person promoted in a regular vacancy is eligible for the benefit, irrespective of the number of days he/she worked in the promoted post.

17.37.

The following requests were made by the associations.

- (a) To allow 50% of last drawn pay or 10 months average whichever is more as pension.
- (b) Only last drawn pay has to be taken into account
- (c) To delete the condition of working for 2 months in a regular post.
- (d) To calculate pension at half of the pay by withdrawing SLP in the Supreme Court of India.
- (e) To add Personal Pay, DA, Special Pay, NPPA for purpose of emoluments.

**17.38.** The pension is now admissible at 50% of the last drawn pay in the case of employees who worked in a regular vacancy of atleast a period of two months irrespective of the number of days the employee worked in the promoted post. The question of working out ten months average arises only in cases where the employee faced reversion during the period of ten months prior to the date of retirement or the vacancy is not a regular vacancy of two months. The orders issued in 1998 are a major relaxation and we do not propose to extend it further or enlarge the scope.

**17.39.** As regards, the calculation of pension at half of the pay in the case of employees who retired prior to 25-5-1998 by extending the benefit of 50% of the last pay drawn ordered in G.O.Ms.No.87 Finance Dept. Dt: 25-5-1998 duly withdrawing S.L.P. in the Supreme Court of India, the Commission declines to make any recommendation as the issue is reported as pending in Supreme Court of India.

**17.40.** As regards treating personal pay as emoluments for purpose of calculation of pension, Government in G.O.Ms.No.87 Fin. & Plg. (FW-Pen I) Department, Dt.25-05-1998, issued general orders permitting to treat Personal pay granted to protect the emoluments to be absorbed in future increments as emoluments. The issue for consideration is how to treat this amount in case there is no scope for absorption as there are no future increments in the scale or the individual retires prior to the absorption of the amount. In all cases, where the pay is fixed beyond the maximum of the scale of pay, by treating the amount over & above the maximum of the scale, as personal pay either due to revision of scale or due to fixation of pay on promotion / appointment to another post or due to allowing higher scales under Automatic Advancement Scheme, **we feel that it should be treated as personal pay to**

**be reckoned as emoluments for purpose of pension.** The Commission therefore recommends issue of orders, to the above effect, to all the departments and also to take action to amend Rule 31 of A.P.R.P.Rs 1980 suitably.

**17.41.** As regards, adding of D.A., Special Pay and NPPA for purpose of arriving at the emoluments, the existing provision in the rules is that only the basic pay has to be treated as emoluments. We see no reason to deviate from the existing method of arriving at emoluments for arriving at pension payable. As such the Commission recommends continuance of the existing position of calculating pension only on the basic pay & personal pay referred to in the above para.

## **6. Quantum of pension to those retiring on medical invalidation**

**17.42.** As per the existing rules, the pension is admissible basing on the qualifying service put in by the employee upto the date of retirement and basing on the average emoluments.

**17.43.** The associations have requested to allow pension at 60% of the last drawn pay in respect of the employees who retire on medical invalidation.

**17.44.** As per APRPRs 1980, pension has to be worked out in all cases of retirements including those retired on medical invalidation, as per the formula contained in Rule 45(2). However, as per sub-rule(7) of Rule 45, the amount of invalid pension shall not be less than the amount of normal family pension. This provision is similar to the provision contained in the pension rules applicable to the employees of Government of India.

**17.45.** The Commission, therefore, recommends to continue the existing provision.

## **7. Anticipatory Pension**

**17.46.** As per rule 51 (A) of APRPRs 1980, anticipatory pension shall be drawn by the Head of Office concerned irrespective of the fact whether the pension papers have been sent to the Accountant General or not and disburse the same to the pensioner. The amount of anticipatory pension is  $\frac{4}{10}^{\text{ths}}$  of the last drawn pay provided the Govt. servant has put in 33 years of qualifying service by the time of retirement. If the Govt. servant has put in less than 33 years of qualifying service, the Anticipatory Pension shall be such proportion of  $\frac{4}{10}^{\text{ths}}$  as 33 years bears to the qualifying service put in by the Govt. servant. As per the above rule, the anticipatory pension works out to 80% of the service pension if the qualifying service is 33 years.

**17.47.** The associations represented to recommend to pay 100% of proposed pension as anticipatory service pension.

**17.48.** The Commission feels that the payment of full pension as anticipatory pension will lead to laxity in the matter of finalization of the pensionary benefits admissible to the Govt. employees. Further, after verification by the A.G. A.P., if it is found that the amount of pension is less than the amount of pension worked out by the department, there will be difficulty in recovering the excess payment already made. The delay in processing of pension papers and even sanctioning of Anticipatory pension arises mostly due to inability to determine the quantum of pensionable service rendered by the employee as in a large number of cases service verification is not done on a regular basis. The other reason is that recovery certificates are not received or reconciled with A.G's accounts in respect of advances to enable processing of papers. To overcome this problem **a declaration may be obtained from the employee about the length of service countable towards pension and about the recovery of advances along with details available with him based on which the anticipatory pension may be sanctioned to the extent of 90% of the pension payable without waiting for independent confirmation.**

## **8. Provisional Pension**

**17.49.** According to rule 52 of APRPRs 1980 and Circular Memo No. 979-B/5/A2/Pen-I/94 Department dated: 02-02-1994, the amount of Provisional Pension should not be less than 75% of admissible pension.

The following requests were made by the associations.

- (a) To pay balance of 25% of the provisional pension in respect of those who died before finalization of enquiry.
- (b) Instead of provisional pension, full pension may be paid while with holding other retirement benefits.

**17.50.** If the pensioner died before the conclusion of disciplinary / judicial proceedings, any pecuniary loss caused to the Government can be recovered from the Retirement Gratuity – Vide sub rule (7) of rule 9 of the pension rules. As regards pension, however, in the case of death of the pensioner before conclusion of the proceedings it is not possible to establish whether the deceased pensioner was at fault or not, since the proceedings abate due to the death of the pensioner. However, since the pensioner died resulting in the abatement of the proceedings, benefit of doubt may be passed on to the pensioner in those cases. As such, **the Commission recommends to**

**pay the balance of 25% of the full pension to the family pension beneficiary or to the legal heir in cases where the pensioner died before the finalization of the enquiry and the further proceedings have abated.**

**17.51.** As regards the other request, as per rule 9 of APRPRs, 1980 the pension can be withheld either fully or partly or for a specific period. If provisional pension is paid in full as requested by them, there would be no scope to invoke that rule in cases where it is found that the pensioner is guilty of the offence and that the competent authority comes to a conclusion to either withhold the pension fully or partly or for a specific period. **The Commission, therefore, is not in favour of paying full pension as provisional pension in cases where the departmental/ judicial proceedings are pending against the pensioner. The existing provision of payment of Provisional pension at 75% of the pension may be continued.**

## **9. Quantum of Family Pension**

**17.52.** According to rule 50 of APRPRs, 1980 the Enhanced Family Pension is 50% of pay last drawn.

**17.53.** The following requests were made by the Associations.

- (a) The quantum of Enhanced Family Pension may be increased from 50% to 60% of last pay to meet the increasing financial liabilities due to the high rates of inflation.
- (b) The enhanced family pension should be 75% and normal family pension should be 40%.

**17.54.** The service pension itself is subject to maximum of 50% of pay last drawn. If Family Pension is to be considered at 75% or 60% of pay last drawn it would be more than service pension drawn by the employee.

**17.55.** PRC 1979 recommended for a uniform rate of 30% of pay towards Family Pension. PRC 1999 did not recommend the enhancement of the percentage. PRC 2005 recommended the continuation of the existing rates of the Family Pension.

**17.56.** According to the Government of India pension Rules, the normal Family Pension is 30% of the pay last drawn and the enhanced family pension is 50% of the pay last drawn. We feel that the present dispensation is reasonable and the Commission recommends to continue the existing rates of normal/ enhanced family pension and the widowed daughter is dependent on the pensioner.

## **10. Period upto which enhanced family pension is payable**

**17.57.** As per rules, the Enhanced Family Pension at 50% of the pay last drawn is payable to the Family Pension beneficiary for a maximum period of either 7 years from the date following the date of death of employee/ Pensioner or till the employee / pensioner attains the age of 65 years had he been alive, whichever is earlier.

**17.58.** The Government of India, basing on the report of 6<sup>th</sup> CPC, increased the period of payment of Enhanced Family Pension from 7 years to 10 years in the case of death of the employee in service. But similar orders are not issued in the case of death of the pensioner since it was not recommended by 6<sup>th</sup> CPC.

**17.59.** It was requested that the period of payment of Enhanced Family Pension to the eligible Family Pensioner may be increased from 7 years to 10 years.

**17.60.** The commission is of the considered view that the existing scheme is liberal and requires no further modifications.

## **11. Family pension to whom payable**

**17.61.** As per the existing rules, the Family pension is payable to:

- (i) The spouse until her remarriage or death whichever is earlier.
- (ii) The son till he attains the age of 25 years or starts earning a sum of Rs.2440/- p.m. from all sources whichever is earlier.
- (iii) Unmarried daughter till she attains the age of 25 years, or her marriage or starts earning a sum of Rs.2440/- p.m. from all sources whichever is earlier.
- (iv) Mentally disabled/ physically crippled children for their life time.
- (v) Widowed/ divorced daughter until her remarriage or starts earning a sum of Rs.2440/- p.m. from all sources whichever is earlier.

The associations made the following requests.

- (a) To pay life long to the divorced, widowed and unmarried daughter.

- (b) Divorced daughter to be placed in first group.
- (c) To remove the condition that the disability should have manifested before the death of the Government employee in the case of family pension payable to the disabled children.
- (d) To pay enhanced family pension in the case of persons who disappear.
- (e) To pay family pension to the childless widow even after her remarriage.
- (f) To extend the benefit contained in G.O.Ms.No.523 Finance (Pension-I) Dept. Dt: 22-6-2004 and G.O.Ms.No.231 Finance (Pension-I) Dsept. Dt: 8-8-2008 to the pensioners also.

**17.62.** As regards the request contained in item (a) above, it is noticed that as per the orders issued in G.O. (P) 523 Fin (Pen-I) Department dated: 22-06-2004, in cases where the deceased employee left behind neither a widow nor a child eligible for Family Pension, the Family Pension is admissible to the widowed/ divorced daughter and parents if they are wholly dependent on the deceased employee while he was alive. It is further noticed from the orders issued in G.O.Ms.No.231 Finance (Pension-I) Dept., Dt:8-8-2008 that there will be no age restriction in the case of divorced/ widowed daughter for the payment of Family Pension subject to the condition that the family pension ceases when such daughter gets remarried or starts earning. As the Govt. has already issued orders, the Commission feels that there is no need to make any recommendation in this regard.

**17.63.** As regards the request contained in item (b) above it is observed that based on the recommendation of 6<sup>th</sup> CPC the Government of India issued orders dividing the eligible beneficiaries of family pension into two groups as shown below:

**Category-I:**

- (i) Widow or widower, upto the date of death or remarriage which ever is earlier.
- (ii) Son / daughter (including widowed daughter) upto the date of his/ her marriage / remarriage or till the date he/ she starts earning or till the age of 25 years, which ever is the earliest.

**Category-II:**

- (iii) Unmarried/ widowed/ Divorced daughter, not covered by category-I above, upto the date of marriage/ remarriage or till the date she starts earning or upto the date of death whichever is earliest.
- (iv) Parents who were wholly dependent on the Government servant when he/ she was alive, provided the deceased employee has left behind neither a widow nor a child.

**17.64.** The categorization made by the Government of India in the pension rules relating to Government of India employees is rational and **the Commission recommends to adopt similar categorization in the case of payment of family pension as per A.P.R.P.Rs 1980 also.**

**17.65.** As regards the request contained in item (c) above the retiring Govt. employee is expected to submit his pension papers 18 months before the date of retirement. While submitting them if there is any mentally disabled/ physically crippled children on that date he has to indicate the same in the pension papers and submit them. In cases where the eligible children become mentally disabled or physically crippled after retirement of the employee but before the death, the pensioner has to submit the same to the A.G.A.P., through the Pension Sanctioning Authority for incorporating the same in P.P.O. Therefore, if the disability occurs after the death of the Govt. employee there is no possibility for including such children for the eligibility of payment of family pension. The Commission feels that adequate opportunities are already there in the present system. There is no need for further relaxation.

**17.66.** As regards the request contained in item (d) above it is noticed that the existing rules provide for the payment of family pension in the case of employees/ pensioners disappeared (vide para 14 of Appendix-I to A.P.R.P.Rs 1980). Therefore the same provisions may be continued.

**17.67.** As regards the request contained in item (e) above it is noticed that basing on the recommendations of the 6<sup>th</sup> CPC the Govt. of India in their O.M.F.No.38/37/08-P&PW (A) Dt:2-9-2008 issued orders as follows.

**17.68.** *“The Childless widow of a deceased Govt. employee shall continue to be paid family pension even after her remarriage subject to the condition that the family pension shall cease once her independent income from all other sources becomes equal to or higher than the minimum prescribed family pension in the central Govt. The Family pensioner in such case would be*

*required to give a declaration regarding her income from other sources to the pension disbursing authority every six months”.*

**17.69.** In view of the orders of the Govt. of India the Commission recommends to follow the same in the case of State Govt. employees also.

**17.70.** As regards the request contained in item (f) above, it is seen from the G.O.Ms.No.523 Fin. (Pension-I) Dept. Dt: 22-6-04, that orders were issued for the inclusion of widowed/ divorced daughters and parents who were totally dependent on a Govt. servant while he was alive and where the deceased employee left behind neither widow nor a child as eligible members for the sanction of family pension which was limited upto the age of 25 years. Again in G.O.Ms.No.231 Fin. (Pension-I) Dept. Dt: 8-8-2008, it was ordered that the payment of family pension to the widowed/ divorced daughter shall be without any age restriction.

**17.71.** In view of the above orders, the employees while submitting the pension forms have to include divorced / widowed daughters and parents along with spouse and children. Based on that information the AGAP will issue authorization for the payment of Family Pension to the eligible family member.

**17.72.** The pensioner's association requested to permit the pensioners to include cases of daughters who became widowed or divorced after the retirement of the employee.

**17.73.** The question of payment of Family Pension to the widowed / divorced daughter arises only in cases where either the spouse or sons/ daughters are not eligible for the receipt of Family Pension on account of death / remarriage of the spouse, or sons/ daughters become ineligible due to attaining the age of 25 years or starts earning or marriage of the daughter, as the case may be. There may be cases where the daughters may become widowed / divorced after the retirement of the employee also and consequently they may become dependent on the pensioner. Therefore, in cases where the spouse predeceases the pensioner, and the sons/daughters are not eligible for Family Pension as per rules it is reasonable to extend the benefit of Family Pension to such of the widowed / divorced daughter irrespective of the fact whether they became widowed/ divorced daughters, either before or after the retirement of Government employee, provided they are wholly dependent on the employee / pensioner. **The commission, therefore, recommends to allow Family Pension to the widowed / divorced daughter, irrespective whether she became widowed / divorced daughter either before or after the retirement of employee, provided the spouse predeceases the pensioner and sons/ daughters become ineligible for the Family Pension.**

**12. Applicability of the orders issued in G.O.Ms.No.523 Fin (Pen-I) Dept. Dt.22-06-04 to those who became pensioners after 22-06-04.**

**17.74.** In G.O.Ms.No.523 Fin (Pen-I) Department Dt. 22-06-04, orders were issued to include the widowed / divorced daughters and parents who were totally dependent on the Government Servant, **while he was alive** and where the deceased employee left behind neither widow nor a child, in the definition of 'family' for purposes of Family Pension under Sub-Rule 12 of Rule 50 of A.P.R.P.Rs 1980. It was specified in the G.O. that those orders will come into force with immediate effect i.e. from 22-06-04. Subsequently in G.O.Ms.No.231 Fin (Pen.I) Dept. Dt. 08-08-2008 an amendment was issued to G.O.523 to the effect that there will be no age restriction in the case of the divorced / widowed daughter who shall be eligible for Family Pension even after attaining the age of 25 years. It was specified in this G.O. also that those orders will come into force with immediate effect i.e. 08-08-2008.

**17.75.** The A.P. State Government Retired Employees Association represented to recommend to extend the benefit to those retired prior to 22-06-2004 also on the ground that the widowed daughters of the pensioners retired prior to 22-06-04 will be put to untold hardship after the death of the Pensioner if the benefit is not extended to them.

**17.76.** As long as the Pensioner is alive, the widowed / divorced daughter will be taken care of by the Pensioner. If the pensioner dies, then the spouse of the pensioner, who will get Family Pension will take care of such daughters. In cases where the spouse dies and if the other children are ineligible for Family Pension, then the Family Pension is to be paid to the divorced / widowed daughter. We recommend that, such of the daughters who became widowed / divorced either before or after the date of issue of the G.O. 523 i.e. 22-06-04 be made eligible for family pension. Further, this be made applicable to all pensioners i.e. to those who retired before or after 22-6-2004. The Commission, recommends to issue necessary modification to the existing orders duly deleting para 6 of G.O.Ms.No.523 Fin (Pen-I) Dept. Dt.22-06-04 and para 6 of G.O.Ms.No.231 Fin. (Pen-I) Dept. Dt.08-08-2008 wherein the date of effect of the two G.Os was indicated.

**13. Minimum Service pension/ Family Pension**

**17.77.** The existing minimum pension is Rs.1925/- which is 50% of the minimum of the existing master scale i.e., Rs.3850/-.

**17.78.** The associations requested as follows.

- (a) It may be fixed at 50% of the minimum of the proposed master scale.
- (b) To fix the same ranging from Rs.5000 to Rs.7000 p.m.

**17.79.** PRC 1979 fixed the minimum pension at Rs.100/- p.m. on the ground that 50% of the minimum of the last grade scale + relief there on would be more than Rs.100/-. PRC 1999 suggested to adopt the yardstick prescribed by the Government of India that minimum pension should be 50% of the minimum salary of the lowest post. PRC 2005 recommended for continuation of the same principle. Even in the Government of India, the minimum pension is Rs.3500/- which is equivalent to 50% of the minimum of the revised pay band in the pay band (Rs.5200 + Grade Pay of Rs.1800) from 1-1-2006 i.e., Rs.7000/-.

**17.80.** This Commission also feels that it is desirable to continue to fix the minimum pension/ family pension at 50% of the minimum of the proposed master scale. The proposed minimum of the Master scale is Rs.6,700/-. **The Commission, therefore, recommends that the minimum pension/ family pension may be fixed at Rs.3350/- p.m.**

#### **14. Dearness Relief on Family Pension and D.A. on Pay**

**17.81.** At present Dearness Relief on service pension/ Family pension is paid at the same rates as applicable to the employees in service.

**17.82.** The pensioners associations have requested to allow dearness relief on service pension as well as family pension in the case of persons who are entitled for both the pensions and also to extend the benefit of drawl of D.A. and D.R. on family pension in cases where the spouses or any other family pension beneficiary is working as a Govt. employee in the same Govt.

**17.83.** The payment of D.A/ D.R. is to neutralize the extra expenditure consequent on the increase of cost of living. If D.A. and D.R. is allowed to the same person it amounts to conferring benefit in excess of the increase in cost of living. Govt. had earlier allowed D.R. in the case of family pensioners appointed as a regular employee on compassionate grounds. Subsequently those orders were withdrawn by the Govt. for very valid reasons.

**17.84.** **The Commission, therefore, is not in favour of recommending drawal of D.A. and D.R. separately by the same employee from State Funds.**

## 15. Financial Assistance

**17.85.** At present Financial assistance is admissible to such of the survivors to whom either service pension or family pension is not admissible i.e., teachers and Non Teaching Staff of Aided Educational Institutions and Ex-District Boards who retired or died while in service prior to 01-04-1961.

**17.86.** The following requests were made by the associations.

- (a) To extend the benefit of Family pension scheme of 1964 to those living spouses (to be paid either from 22-09-1977 or from the date following the date of the death of Financial Assistance grantee).
- (b) To raise it to the amount of minimum family pension and to pay dearness relief on it.

**17.87.** Financial assistance was sanctioned only to such of the persons who are not eligible for either service pension or family pension. Therefore, it is not correct to bring the financial assistance grantee on par with the family pensioner. The Commission, therefore, is not in favour of allowing family pension to the financial assistance grantees.

**17.88.** The other request is to increase the amount of financial assistance to the amount of minimum family pension and to pay dearness relief on Financial Assistance. The number of financial assistance grantees is negligible. They are also a vanishing category. **The Commission feels that the financial assistance should be revised and placed at the minimum of family pension with no Dearness relief after 1-7-2008.** This would, while providing relief, also distinguish them from regular family pensioners.

## 16. Retirement Gratuity

**17.89.** As per the existing Rule 46 of APRPRs 1980, the formula for calculation of Retirement Gratuity is as follows:

- |  |   |                    |
|--|---|--------------------|
| <ul style="list-style-type: none"> <li>(a) 1/4<sup>th</sup> of the emoluments for every completed six monthly periods of Qualifying service., or</li> <li>(b) 16 ½ times of pay last drawn or</li> <li>(c) Maximum of Rs. 3.50 lakhs.</li> </ul> | } | Whichever is less. |
|--|---|--------------------|

**17.90.** The following requests were made by the associations.

- (a) To add DA also for working out the amount of Gratuity.
- (b) To enhance the maximum limit of Retirement Gratuity from Rs.3.50 lakhs to Rs.10.00 lakhs.
- (c) To dispense with the choice of 16 ½ times of monthly pay.
- (d) To revise it as 25 months' pay
- (e) To pay interest for delay in payment of Gratuity at 8.5% for delay upto 1 year and at 9.5% thereafter.

**17.91.** As per the existing rules DA will not form part of emoluments for calculating gratuity. At present interest is payable on the delay in the payment of Gratuity at 4.5% per annum for the period beyond 3 months and upto 1 year and at 5% P.A. beyond 1 year if the delay is on account of administrative lapse or for reasons beyond the control of the concerned employee.

**17.92.** The Commission finds no valid reason to change the existing formula for calculating the amount of Retirement Gratuity and the gratuity may be continued to be calculated at the rate of 1/4<sup>th</sup> of emoluments for every completed six monthly periods of qualifying service or 16½ times of the monthly emoluments whichever is less as per the existing rules only.

**17.93.** Basing on the recommendation of 5<sup>th</sup> Central Pay Commission, the Government of India issued orders to Count D.A. also for determining the amount of Retirement Gratuity. The same principle is being followed in respect of Government of India even after the scales of pay of the employees of Government of India were revised W.E.F. 1.1.2006 basing on the recommendations of 6<sup>th</sup> Central Pay Commission. It is further ordered by the Government of India, to take into account the Grade pay also in addition to D.A. along with basic pay for purpose of calculation of Retirement Gratuity basing on the recommendation of 6<sup>th</sup> Central Pay Commission. As such the Commission feels that it is reasonable to allow D.A. also for arriving at the amount of Gratuity admissible. **The Commission, therefore, recommends that the amount of D.A. admissible as on the date of retirement / on the date of death of the employee while in service, may be treated as “emoluments” in addition to the basic pay for purpose of arriving at the amount of Retirement Gratuity admissible. As regards enhancing the existing maximum amount of Retirement Gratuity, the commission recommends to enhance the maximum amount from the existing Rs.3.50 lakhs to Rs.7.00 lakhs.**

**17.94.** The employee is obliged to submit the pension forms 18 months in advance to the date of retirement. If this is done it should be possible to get the amount of Retirement Gratuity immediately after the retirement of the employee. Further the existing rules provide for the payment of Anticipatory Gratuity also in cases where there are no Departmental / Judicial proceeding pending against the employee. We have separately recommended delegation of powers of sanction of pension to the Heads of Offices which would expedite pension sanction benefit to almost all the employees. We also recommended that anticipatory pension should be paid on the basis of an affidavit by the employee about the length of the service and repayment of loans and interest. The same authority should be delegated with the power to sanction gratuity / anticipatory gratuity on the basis of the same affidavit. This should ensure that the gratuity is sanctioned on the day of retirement. If there are delays the Head of the Office should be made fully accountable. In view of the above, the commission sees no justification to increase the rate of interest for the delay in payment of Retirement Gratuity, as suggested by the associations.

## **17. Quantum of Commutation**

**17.95.** At present the maximum commutation permissible is 40% of the service pension.

**17.96.** The associations have requested to recommend the enhancement of commutation of pension from 40% to 60% of the pension.

**17.97.** PRC 1979 did not agree to increase percentage of the commutation of pension on the ground that the reduced monthly pension after commutation may not be sufficient to have a comfortable living for the pensioner. PRC 1999 also did not agree for enhancement of percentage of pension to be commuted on the same ground. PRC 2005 suggested to follow the Govt. of India pattern as and when changed by the Govt. of India.

**17.75.** At present the maximum commutation permissible is 40% even in the Govt. of India. **The Commission therefore sees no reason to recommend for increase in the commutation of pension beyond 40%.**

**17.78.** The Govt. of India revised the commutation table w.e.f. 2-9-2008 vide O.M.F.No.38/37/08-P&PW (A) Dated 2-9-2008 of Dept. of Pensions and Pensioners Welfare Govt. of India. A copy of the revised commutation table is appended. The Commission recommends to adopt the same table in the case of State Govt. employees also. We recommend that this table may be applied prospectively from the date of issue of orders only.

**Commutation Value for a pension of Re.1 per annum**

Age next birthday	Commutation value expressed as number of year's purchase	Age next birthday	Commutation value expressed as number of year's purchase	Age next birthday	Commutation value expressed as number of year's purchase
20	9.188	41	9.075	62	8.093
21	9.187	42	9.059	63	7.982
22	9.186	43	9.040	64	7.862
23	9.185	44	9.019	65	7.731
24	9.184	45	8.996	66	7.591
25	9.183	46	8.971	67	7.431
26	9.182	47	8.943	68	7.262
27	9.180	48	8.913	69	7.083
28	9.178	49	8.881	70	6.897
29	9.176	50	8.846	71	6.703
30	9.173	51	8.808	72	6.502
31	9.169	52	8.768	73	6.296
32	9.164	53	8.724	74	6.085
33	9.159	54	8.678	75	5.872
34	9.152	55	8.627	76	5.657
35	9.145	56	8.572	77	5.443
36	9.136	57	8.512	78	5.229
37	9.126	58	8.446	79	5.018
38	9.116	59	8.371	80	4.812
39	9.103	60	8.287	81	4.611
40	9.090	61	8.194		

[Basis: LIC (94-96) Ultimate Tables and 8.00% interest]

**18. Restoration of commuted portion of the pension**

**17.79.** As per the existing rules, restoration is permissible only after completion of 15 years from the date on which the reduced pension is being disbursed.

**17.80.** The following requests are made by the associations.

- (a) To restore the commuted portion of pension after 12 years on the ground that the entire amount with interest at 4.75% will be realised in about 12 years.
- (b) To restore it by installments i.e., 1/3 after every 4 years.

**17.81.** PRC 1999 did not agree for reducing the period of restoration on the ground that the age of retirement in the State Government is 58 years but not 60 years as is being followed in other states like Kerala, Orissa,

Punjab and Madhya Pradesh. The Commission also did not agree for restoration in three equated installments on the ground that the commuted value cannot be taken as fully adjusted in 5 or 10 years. PRC 2005 suggested to follow the principles which are followed by Government of India. In the case of pensioners of Govt. of India, the restoration is permissible only after 15 years. **The Commission, therefore, recommends to continue the existing position and revise it as and when Government of India modifies the period for restoration.**

## **19. Voluntary Retirement**

**17.82.** As per Rule 43 of A.P.R.P. Rs 1980, employees are permitted to seek voluntary retirement after a qualifying service of 20 years (excluding the period of E.O.L. availed on any ground other than for prosecuting higher studies).

**17.83.** Several associations have requested to reduce the period from 20 years to 15 years for purpose of voluntary retirement. They have also requested to pay 80 months basic pay to those who seek voluntary retirement after 15 years of service but less than 20 years, in addition to other Pensionary Benefits as recommended by 6<sup>th</sup> CPC.

**17.84.** PRC 1999 observed that any further reduction in the period of service for voluntary retirement is likely to create difficulties in the retention of trained manpower besides casting upon Government the additional liability as was observed by the 5<sup>th</sup> Central Pay Commission in this regard.

**17.85.** Retirements, in general, cause vacancies and it takes a long time for Government to fill up the vacancies. The problem gets acute if the service specified for voluntary retirement is further reduced. Vacancies cause disruptions which is not conducive for efficient discharge of Government functions. We do not wish to add to it by facilitation of early retirement. **We do not, therefore, propose any change in the present provisions relating to voluntary retirement.**

**17.86.** As regards payment of 80 months basic pay to those seek voluntary retirement after 15 years of service it is noticed that though sixth Central pay commission recommended for this payment the Government of India did not accept. This commission also is not in favour of the request.

## **20. Date of Retirement**

**17.87.** As per section 3 (1) of the A.P. Public Employment (Regulation of Age of Superannuation), Act 84 (Act No.23 of 1984 as amended in Act No.3 of 1985) every employee belonging to other than last grade service shall

retire from service on the afternoon of the last date of the month in which he attains the age of 58 years. Similar is the provision in respect of the last grade employees whose age of superannuation is 60 years.

**17.88.** The employees' associations requested to make a recommendation to the effect that if the date of birth of any employee happens to be first of a month such employee may be allowed to retire on the last day of that month.

17.89. The attainment of the age of retirement is normally reckoned based on the date of birth. For purpose of convenience the end of the month is taken into account for purpose of retirement in Government. If the date of birth of any employee happens to be the first day of any calendar month he will be completing 58/60 years on the last day of the previous month. Since the month is taken as the basis for retirement it would amount to extending the service for one more month if the proposal is accepted. The State Government pattern is also in line with the practice followed in Government of India.

**17.90.** In view of the above, **the Commission recommends to continue the existing provision.**

## **21. Relief on medical invalidation / compulsory retirement**

**17.91.** As per Article 455 of the A.P. Pension Code, an officer who has submitted the medical certificate of incapacity for further service shall, if he is on duty be invalidated from service from the date of relief of his duties, which should be arranged without delay on receipt of the medical certificate.

**17.92.** The associations have requested that the employees who have to be retired on medical invalidation / compulsory retirement, may be relieved on the last day of the month and also to give them the benefit of increment if it is due on the next day. We find no merit in this suggestion.

**17.93.** When the employee is not found fit for further service by the medical authorities, he must be retired without any delay since continuing him in service is neither fair to the employee nor is it in the interests of the Government. **The Commission therefore suggests that soon after the receipt of medical certificate finding the employee unfit for further service, the employee should be relieved without any delay but in any case not beyond fifteen days from the date of receipt of medical certificate. If the employee is on leave on the date of receipt of medical certificate, the leave already sanctioned to him if any, has to be revised and such person has to be retired immediately in any case not beyond fifteen days from the date of receipt of medical certificate. The**

**Commission, therefore, recommends to issue suitable instructions to the authorities concerned to take action accordingly.**

**17.94.** In the case of employees who were awarded the punishment of compulsory retirement, the employees have to retire soon after the receipt of orders of the punishment. However, there may be cases where the employees might be on leave on the date of issue of the orders of punishment. In such cases the orders of leave already granted should be cancelled and the employee shall be deemed to have been compulsorily retired from service from the date of issue of the orders. The Government should view any non compliance with the procedure outlined above as a cause for inviting disciplinary action for imposing major punishment.

## **22. Processing of Pension Papers**

**17.95.** As per the existing procedure, the service book of every employee who completed 25 years of Qualifying Service has to be sent to the A.G. A.P. for verification of service. The employee has to submit the pension forms 18 months in advance to the date of retirement. The Head of Office/ Head of the Department should process the papers and send them to the A.G. A.P. 6 months before the date of retirement.

**17.96.** The following requests were made by the associations.

- (a) To dispose of the disciplinary cases within a period of 6 months, otherwise pay Pensionary Benefits in full and punish the officers responsible for delay.
- (b) Not to withhold pension for want of no due certificate and on flimsy grounds.
- (c) The periods of leave/ suspension have to be regularized before retirement.
- (d) To send proposals by the head of the office in all cases.

**17.97.** Government are issuing instructions from time to time on the speedy settlement of pension cases. Yet there are delays.

**17.98.** PRC 2005 observed that the Heads of Departments have to be made responsible for the delay in finalizing the cases, in cases where there are no disciplinary cases pending. This Commission also reiterates the above recommendations. In G.O.Ms.No.365 Finance (Pen-I) Dept. Dt: 11-11-2008, orders were issued constituting a committee of officers together with the representatives of the A.P. State Govt. Employees Association to examine and

settle the problems of the pensioners. It is hoped that the Committee would facilitate early settlement of pension cases.

**17.99.** There was some suggestion that the pension proposals may be ordered to be sent to A.G. A.P. by the Head of the Office in all cases. This has not been possible as the existing procedure stipulates that while forwarding the pension proposals to the A.G. A.P., the pension sanctioning authority has to sign the sanction order contained in part – II (B) of the revised pension forms ordered in G.O.Ms.No.263 Finance & Planning (FW. PSc) Dept. Dt: 23-11-1998. Based on this sanction the A.G. A.P. will straight away issue the P.P.O./ G.P.O., if the pension proposals are found to be in order.

**17.100.** As per the existing orders the Head of the office is competent to accord sanction of pensions only in the case of all N.G.Os & Class-IV employees and in the case of initial Gazetted category of State Services the Regional/ Zonal Officers are competent to accord sanction of Pension. It is noticed that in several departments the Regional/ Zonal Officers are headed by Joint Director/ Additional Directors. It is therefore desirable to authorize the Regional/ Zonal Officers, also to accord sanction for pension in respect all the Gazetted officers also working under their control. The Head of the Department may be authorized to accord sanction for Pension in respect of Regional/ Zonal Officers only. If in any department there are no Regional/ Zonal Officers, but only District level officers, the cases of pensions of such District level officers may be sanctioned by the Head of the Department. **The Commission recommends delegation of powers to the authorities indicated by us to sanction pension to avoid delays in processing of pension papers.** The officers enjoying the delegated powers may process the papers and send them directly to the authority competent to scrutinize and authorize the pension viz., A.G. or Director of State Audit.

### **23. Verification/ Authorization of Pensionary Benefits**

**17.101.** At present the A.G. A.P. is the authority competent to verify and issue P.P.O./ G.P.O./ Commuted value of pension in respect of all employees except in the case of Class-IV and other low paid employees. The work of verification and issue of Pension Payment Orders in respect of class-IV employees and other low paid employees was entrusted to the State Audit Department in the year 1979. Similarly the work of verification and issue of Pension Payment Orders relating to Lower Grade/ Higher Grade/ Secondary Grade teachers in Kurnool, Krishna & Hyderabad Districts under all managements viz. Government, Local Bodies, Municipalities, and Aided Schools was also entrusted to the State Audit Department on an experimental basis.

**17.102.** Some associations requested to decentralize the work of verification and Authorization of Pensionary Benefits and entrust it to either State Audit Department or to create a new Department at State level / District level.

**17.103.** The suggestion to create a new department at State level with branches at district level to attend to the work of verification and authorization of the pensionary benefits would not only lead to an additional expenditure to the State exchequer but will also not result in simplification of the process. If the work of verification and issue of Pension Payment Orders relating to Lower Grade/ Higher Grade/ Secondary Grade teachers in Kurnool, Krishna & Hyderabad Districts is found to be working well, **the Commission recommends to extend the same to all the teachers working in all the Districts to the State Audit Department** so that a majority of the pension cases of employees can be settled at District level itself. The Commission, therefore, recommends to continue the existing arrangements of authorization of pensionary benefits by the A.G.A.P. in respect of those cases which are not entrusted to State Audit Department.

#### **24. Non - Payment of Leave Salary & Pensionary Contribution – Settlement of Pension**

**17.104.** As per FR 115 (a), while a Govt. servant is on Foreign Service contributions towards the cost of his pension must be paid. FR 115(b) states that contributions towards the cost of leave salary also must be paid.

**17.105.** As per the definition contained in F R 9(7) “Foreign Service” means - service in which a Govt. servant receives his pay, with the sanction of Govt., from any source other than the consolidated fund of the Union or the State or of the Union Territory.

**17.106.** As per the standard terms and conditions of deputation on foreign service the Foreign employer shall pay to Govt., Leave salary and pension contributions at the rates specified – vide para 2(ix) of G.O.(p) No.10 Finance & Planning (FW-FR II) Dept. dated 22-1-1993. In view of the above provision, if any Government employee is deputed to work in any Public Sector Undertaking / Local body / University etc., whose salary is not debitible to the consolidated fund of the state, Pension Contribution has to be realized by the Govt., for the period he works in such body since the liability for payment of pension, to such individual after his retirement rests with the Govt. To meet that liability, pension contribution is being realized.

17.107. According to Para 8 of Appendix-I to the A.P.R.P. Rs. 1980,

**“Non payment of pension contribution by the borrowing organizations, where such payment is the responsibility of the borrowing organizations, in respect of the employees whose services were lent on foreign service terms and conditions shall not delay the settlement of pension claim of a retiring employee. It is for the lending department to claim this in time.”**

17.108. In spite of the above, it is brought to the notice of this commission that pension cases are not being settled in several cases on the ground that pension contribution has not been paid by the borrowing organizations. **With a view to ensuring that the pension is settled early, the commission recommends that in cases where the Government employees are deputed to work in Public Sector Undertakings which are wholly owned or controlled by State Government or to any State Government company where the State Government has a major share, or to any Local body or University or to any aided institution which is under the control of the State Government, the contributions towards pension and leave salary may be waived since the amount towards salaries etc., though initially met from the funds of the institutions, it is ultimately the State Govt. that bears the salary expenditure etc., Even in respect of State Government Companies where there is no grant in aid, since the Government has a major share, it should be treated as an extension of Government service and contribution may be waived. In respect of deputation of officers from one grant-in-aid institution to another grant-in-aid institution, it is suggested that leave salary and pensionary contributions may also be waived as in the final analysis the expenditure is met by the Govt. In cases where officers from grant-in-aid institutions are deputed to work in Govt. or in Quasi Govt. organizations these contributions should be waived on the same analogy.**

17.109. **Government issued orders waiving the payment of Leave Salary Contribution and Pension Contribution in the case of deputation of employees to certain institutions such as DRDA, ITDA etc. Extension of similar concession to the category of Institutions mentioned earlier would ensure that pension papers are not delayed on the ground of non receipt of Pension Contribution from the borrowing institution. The commission therefore suggests that para 2(ix) of G.O.(P) No.10 Fin & Plg. (FW – FR II) dated 22-1-1993 may be deleted and a specific clause regarding recovery of pension and leave salary contribution may be indicated only in those exceptional cases where the Government feels that recovery of leave salary and pension contribution is warranted. In all other cases it would be presumed that such a recovery is waived.**

**17.110.** Verification regarding recovery of Pension Contribution may be waived in respect of all pension cases presently under consideration and also the future cases if the officers worked on deputation in the establishments mentioned earlier above even though their original deputation orders stipulated recovery of leave salary and pension contribution.

## **25. Interest on delay in payment of pension**

**17.111.** The associations have requested to pay interest on pension if it is not paid on the date of retirement.

**17.112.** At present, there is no provision in the pension rules for the payment of interest on pension. Even in the case of delay in payment of Gratuity interest is payable only in cases where it is clearly established that the payment of retirement gratuity was delayed on account of administrative lapse or for reasons beyond the control of the Govt. servant concerned - vide rule 46 [1-A] (iv) of A.P.R.P.Rs 1980. To establish delay in the sanction of pension various aspects have to be considered. The Commission observed that periodical instructions are being issued by the Govt. for expeditious settlement of pension cases. Pension Adalat was also constituted to attend to the grievances of pensioners. Further, Govt. issued orders in G.O.Ms.No.365 Finance (Pension-I) Dept. Dt:11-11-2008 constituting an officers committee to go into the problems of pensioners. If follow up action is taken at different levels there should not be any delays in the settlement of pension.

**17.113.** The Commission is of the view that the existing instructions regarding expeditious disposal of pension cases are quite adequate and if followed strictly there should not be any difficulty in payment of pension without any delay.

**17.114.** The Commission, therefore, recommends to issue instructions to the pension sanctioning authorities to strictly adhere to the existing instructions in the matter of expeditious settlement of pension cases.

## **26. Disbursement of Pension**

**17.115.** The Treasury officers in the districts and the Pension Payment officer in the Twin cities are the authorities competent to disburse the pensionary benefits basing on the authorization issued by the A.G. A.P. The pensioners have to submit Annual Verification Certificate during the months of November/ December every year to the Pension disbursing officers.

**17.116.** The following requests were made by the associations.

- (a) Annual Verification Certificate to be obtained from the pensioner at their houses in cases where the pensioners are aged more than 75 years and are not able to move.
- (b) Not to insist for legal heir certificate for the payment of Family Pension after the death of the pensioner.
- (c) The Pensionary Benefits of Municipal/Gram Panchayats & library staff also to be disbursed through Treasuries.

**17.117.** As per the existing rules, in the case of old pensioners above the age of 75 years and those who are ill or invalid, a team consisting of the Treasury Officer & Mandal Revenue Officer / Revenue Inspector have to select a central place in the town and obtain the certificate from the pensioners. In this process the pensioner has to come to that central place. If the pensioner can move from his residence upto a central place, he can as well go upto the bank/ Treasury. Therefore, the existing provision will not solve the problem of old pensioners who are ill or not able to move. In such cases the Annual Verification Certificate may be got attested by a Gazetted Officer. In case such Pensioners / Family Pensioners are living in rural areas, the certificate may be got attested by the Executive Officer of the concerned Gram Panchayat . The certifying officers, in such cases, have to personally verify the Physical condition of the Pensioner/Family Pensioner and append a certificate to the effect that the Pensioner/Family Pensioner is physically not in a position to move from the bed. The Commission recommends to issue instructions on the lines suggested above to the Pension disbursing authorities which, in our view, would provide relief to the sick and disabled pensioners.

**17.118.** As regards the other request regarding dispensing with legal heir certificate for the payment of Family Pension after the death of the pensioner the Govt. in Circular Memo.No.743/147/PSC/2009, Dt: 29-05-2009 of the Finance Dept. issued modified instructions to the effect that a single application requesting for release of family pension with effect from the next day of the date of death of the service pensioner is enough. In view of that there would be no difficulty in the payment of family pension after the death of the pensioner.

**17.119.** As regards the other request of disbursement of pensionary benefits of Municipal/ Gram Panchayats and Library staff also through the treasuries the Commission is not inclined to make any recommendation since it is a policy matter of the Govt. involving State funds.

## **27. Procedure for Claiming Family Pension after the demise of the spouse**

**17.120.** As per the existing provisions contained in A.P.R.P.Rs1980, Family pension is payable to the spouse until the death or remarriage which ever is earlier. Thereafter it is payable to the son until he attains the age of 25 years or starts earning his livelihood whichever is earlier. In the case of daughter, it is payable until her marriage, or attaining the age of 25 years or till she starts earning her livelihood. If the son/unmarried daughter are not eligible then it is payable to the widowed/divorced daughter till their life or starts earning their livelihood or remarriage whichever is earlier.

**17.121.** In the application form for pension, the retiring employee has to furnish the list of family members, along with the descriptive rolls of the pensioner and the spouse or if there is no spouse, the other eligible family pension beneficiary. The pensioner does not furnish the descriptive rolls of all the other family pension beneficiaries. Basing on the information available in the list of family members & the descriptive rolls, the A.G. A.P./DAOs of State Audit are indicating the name of the family pension beneficiary and the amount of family pension admissible in the event of death of the pensioner at the time of issue of authorization for the payment of service pension.

**17.122.** The payment of family pension arises only after the demise of the pensioner. Therefore, after the demise of the service pensioner, the pension disbursing officers can straightaway start paying family pension to the family pension beneficiary to whom authorisation was already issued by the A.G. A.P. This is done immediately on receipt of simple application from the family pension beneficiary duly enclosing the death certificate of the pensioner. In cases, where such family pension beneficiary either predeceases the pensioner or in cases when he/she becomes ineligible for family pension either due to death or due to other conditions imposed in the rules, the family pension is payable to the remaining family pension beneficiaries if they are otherwise eligible as per rules. For this purpose, the authorization of A.G. A.P./DAO State Audit is necessary authorizing the payment of Family Pension to that beneficiary. As such, in cases where the Family Pension Beneficiary to whom authorization was already issued by the A.G A.P./DAO of State Audit, either predeceases the pensioner or becomes ineligible for the Family Pension, the other eligible Family Pension Beneficiary has to submit an application form together with the descriptive rolls, in quadruplicate, and death certificate in case of death, to the A.G.A.P./DAO of state Audit, through the Pension sanctioning authority, for issuing fresh authorisation to the Pension Disbursing Officer. At present, this procedure is not incorporated in the procedure for processing pension papers contained in Annexure I to the A.P.R.P. Rs.1980. The clarificatory instructions issued in Circular Memo

No.743/147/PSC/2009, Dt.29-05-2009 in the matter of payment of family pension do not cover this detailed procedures.

**17.123.** The Commission therefore, recommends that detailed instructions be given for the issue of fresh authorization to the Pension Disbursing Officer to pay Family Pension to the other eligible family pension beneficiary. This will be done in such cases where the Family Pension Beneficiary to whom authorization has already been issued by the A.G.A.P. / DAO of State Audit, either predeceases the pensioner or becomes ineligible for the Family Pension. This will be applicable only in cases where there are no other persons eligible to receive Family Pension as per rules. The other eligible Family Pension Beneficiary has to submit an application form together with the descriptive rolls, in quadruplicate, and death certificate in case of death of the Pensioner/ Family Pensioner, as the case may be, to the A.G.A.P./DAO of State Audit, through the Pension Sanctioning Authority, for issuing fresh authorization. The Commission further recommends to get those instructions incorporated in Annexure I to AP Revised Pension Rules 1980.

## **28. Communication of basic pension / Family Pension to the Pensioners**

**17.124.** Several Associations of Pensioners represented that the amount of basic pension (both service pension and Family Pension) is not being communicated to the pensioners as and when the basic pension is revised due to revision of pension basing on the recommendations of successive PRCs. It is noticed that while issuing orders for consolidation of Pension basing on the recommendations of the 1999 and 2005 PRC, Govt. issued specific instructions to the pension disbursing officers, to the effect that **“at the time of noting Revised Consolidated pension on the Pension Payment Order, the Pension Disbursing Officer shall simultaneously calculate and note the corresponding Revised Consolidated Normal Family Pension on the Pension Payment Orders. Similarly, in case where Enhanced Family Pension is being paid, the Normal Family Pension to be payable in future, would also be consolidated and noted on the Pension Payment Orders.”** The Treasury Officers and Pension Disbursing Officer were also requested to implement the orders of consolidation without any authorization from the A.G. A.P.(A&E) Hyderabad. Govt. had also directed the Treasury Officers and Pension payment Officer to communicate the amount of Revised Basic Pension / Family Pension to the pensioners/ Family Pensioners. In spite of those instructions, it was brought to the notice of the commission that the quantum of basic pension / Family pension is not being communicated to the pensioners. Thus the pensioners are unaware of the quantum of their basic pension from time to time.

**17.125.** The Commission recommends the constitution of a committee at District level to oversee whether the information relating to the communication of the amount of basic pension, is being sent to the pensioners / Family pensioners as and when it is revised. The Committee may be headed by the District Treasury Officer and a few representatives of the Pensioners Association may be nominated as the members of the committee. So far as the Twin Cities are concerned, the Pension Payment Officer, Hyderabad may chair the committee with representatives of the pensioners as the members of the Committee. Similarly, at the state level also a committee may be constituted with the Secretary to Government in the Finance Department as Chairman and Director of Treasuries and Accounts as the Convener and a few representatives of the State Pensioners' Association as members of the committee. The State Level Committee may review the functioning of the District level Committees periodically at least once in a quarter.

## **29. Allowing pension to those resigned or dismissed from service**

**17.126.** The associations requested for allowing pension to those resigned or dismissed from service if they have completed seven years of qualifying service.

**17.127.** In view of the New Contributory Pension scheme applicable to such of the employees who joined service on or after 1-9-2004, the question of counting of past service on resignation/ dismissal does not arise. In the case of employees who entered Government service prior to 1-9-2004, the existing rules prohibit the payment of pension to the employees who have resigned or been dismissed from service. However, if an employee resigned from the service with the prior permission to take up another employment, under the Govt., where service is pensionable, then the service put in by him in the earlier post will also qualify for pension. However, in cases where an in service employee who was covered under the earlier pension rules joins another organization/ Department where the same rules are applicable, after submitting technical resignation, such employees will be treated as outside the purview of New Contributory Pension scheme and they would continue to remain under the earlier Pension Rules (Vide G.M.No.21944/379/A2/Pen-I/2005 Dt:26-9-2005).

**17.128.** As per Rule 24 of A.P.R.P.Rs 1980 dismissal or removal of Government servant from a service or post entails forfeiture of his past service. Further, an employee dismissed from service is debarred from any further employment in the Government Service. Therefore, the question of counting of qualifying service in the case of an employee who was dismissed from service does not arise.

**17.129.** The Commission sees no justification in allowing pension for any person who joined prior to 1-9-2004 and who has resigned on his own accord in view of the existing rule position stated above.

**17.130.** Employees are dismissed from service when grave charges are proved. So such employees deserve no sympathy. The Commission therefore, is not in favour of allowing pension to the employees who joined the service prior to 1-9-2004 and who have resigned of their own accord or dismissed from service. However, there is a provision in Rule 40 of A.P.R.P.Rs 1980, which enables the authority competent to dismiss or remove any employee from service, to sanction compassionate allowance if the case deserves special consideration. We have no doubt that the competent authority would continue to exercise discretion in determining whether the dismissed or removed employee could be sanctioned compassionate allowance.

### **30. New pension scheme from 1-9-2004**

**17.131.** The Government introduced new contributory pension scheme in respect of the employees who joined the service on or after 1-9-04. This is based on the introduction of similar scheme by the Government of India in respect of its employees who joined the service on or after 1-1-04.

**17.132.** The following requests are made by the associations with regard to the contributory pension scheme applicable to the employees who joined the Govt. service on or after 1-9-2004.

- (a) To review the new scheme
- (b) The Employees' contribution should be 5% while the Governments' Contribution should be 10%.
- (c) To allow G.P.F. in addition to this scheme.
- (d) To scrap this and to allow old pension scheme.
- (e) Operation of the fund should be under the direct control and superintendence of the State Government.

**17.133.** PRC 2005 has expressed his inability to make any comments since it is a policy matter of the Government. Even in Government of India, the employees who joined on or after 1-1-2004 are governed by the contributory pension scheme. Many State Governments seem to have adopted this scheme including those that do not follow Central pay scales. The Government of India have recently operationalised the scheme by authorizing the interim Pension Regulator to appoint Fund Managers and the Central Depository. The Regulator has invited the States to join in the scheme and the State Government also agreed to join the scheme and authorized the Director

of Treasuries and Accounts A.P. to enter into agreement with the New Pension System Trust on behalf of the State Government. **We are inclined to believe that the new experiment deserves a fair trial.**

### **31. Issue of ID cards**

**17.134.** The pensioners associations requested for the issue of identity cards to enable them to secure the facilities if any extended by any organization and also to facilitate the easy identification of the pensioner by the pension disbursing authority.

**17.135.** In G.O.Ms.No.555 Finance (P.S.C.) Dept. Dt: 30-4-2002, orders were issued to issue laminated identity cards to the State Govt. retired employees on an experimental basis initially in the districts of Kurnool, West Godavari, and Nizamabad w.e.f. 1-6-2002. In G.O.Ms.No.134 Finance (P.S.C.) Dept. Dt: 13-5-2009, orders were issued by the Govt. extending the scheme of issue of laminated identity cards to the State Govt. retired employees in the remaining districts of the State.

**17.136.** But it is seen from the guidelines issued for the issue of these cards, that the cards are issued to the pensioners when the pensioner approaches the pension disbursing officer to receive his first pension from the pension disbursing officer i.e. Treasury Officer/ Pension Payment Officer. The guidelines issued in the above G.O. are silent with regard to the issue of the identity cards to the existing pensioners who retired prior to the issue of above G.O. and are already in receipt of pension for the last several years. **The Commission, recommends the issue of laminated identity cards by the pension disbursing officer to all the pensioners/ family pensioners who are already receiving the pension/ family pension** to facilitate not only easy identification of the pensioner but also help in obtaining medical facilities etc. The card may be designed carefully in such a manner that it caters to all the requirements of the pensioner.

### **32. Constitution of family security fund**

**17.137.** The associations have requested to recommend constitution of the Family Security Fund.

**17.138.** The employees are eligible for pension after retirement. Family pension is also admissible after the demise of the employee while in service or after retirement. A scheme of compassionate appointment to the spouse/children is also there in case the employee dies while in service or retires on medical invalidation. There is provision for the payment of Death Relief in the case of employees dying in service or after retirement. All the above facilities constitute welfare measures to the family of the employee /

pensioner. **As such, the commission feels that there is no need to constitute a family security fund separately.**

### 33. New Items

**17.139.** The following requests are also made by the associations.

- (1) To rectify the loss in pension due to the implementation of PRC 2005/OMC 2006 scales.
- (2) To pay constant attendant allowance for 100% disabled pensioners on the lines as admissible to defence personnel under Government of India.
- (3) To pay domestic help allowance of Rs.1250/- per month as applicable to Judicial Officers as per G.O.M.S.No.108 Law dated: 14-7-2008, and
- (4) Pension structure should be evolved in accordance with master scale.

**17.140.** As regards item (1) the Commission is of the view that there is no merit in the demand. After every revision a revised pay scale is announced by the Government and the employees are given an option to continue in the existing scale or migrate to the new scale. Similar procedure was followed by the Government after the submission of the report in 2005 by the Commission. The employees associations were unhappy with the recommendations made and demanded a modification of the scale suggested by the PRC. This was acceded to and the One Man Commission, after an extensive study, in consultation with the associations recommended a modified scale which was accepted by the Government. This has lead to the replacement of the scale recommended by the PRC by the scale recommended by the OMC. Obviously some employees benefited from the scale recommended by the OMC while some others have suffered a pecuniary loss compared to what they would have received had the PRC scales been allowed to remain unchanged. **We cannot have a situation where individuals are allowed the options to choose between PRC scale and OMC scale which would be the case if the demand is accepted.** We feel that this is a totally unsustainable position. **We also feel that the Government decision to adhere to the principle of only one revised scale after a PRC report is absolutely right. The question of rectification of loss suffered does not, therefore, arise.**

**17.141.** As regards item no.(2) above i.e. regarding constant Attendance allowance, the facility in G.O.I. was intended to help those Defence service

personnel, who are in receipt of Disability pension and the disability is 100%. It is not intended to cover disability acquired unconnected with the service. Hence there is no valid ground and the commission, is therefore not inclined to recommend the same.

**17.142.** As regards item no.(3) above, i.e. Domestic Help allowance, the Govt. sanctioned this domestic help allowance to the retired State Higher Judicial Officers based on the Shetty Commission Report and on the orders of Supreme Court of India. The State Higher Judicial Officers are eligible for utilizing the services of Class-IV employees for domestic help while in service, while the officers of other departments are not eligible for the same while in service. The Shetty commission in its report says that it will not only be embarrassing but also a pathetic scene for the retired judicial officers to stand in long queue to pay electricity and water bills and hence recommended for the payment of Rs.1250/- p.m. Even in the case of retired AIS Officers, and also those officers of State Government who retired as Heads of Departments etc., the same principle is applicable. Previously the State Government sanctioned peon compensatory allowance to the touring Gazetted Officers in the first instance so that they could attend to the official work of disposal of files at home on return from tour. Subsequently, it was extended to all Gazetted Officers. Though it was cancelled in the year 1988, it was restored again in 1990 due to the litigations in the courts. P.R.C. 1993, recommended to dispense with this payment on the following grounds.

- (1) There are a large number of Gazetted Officers in the state.
- (2) There is complete transformation of work culture due to the improvement in the communication facilities.
- (3) This little amount of Rs.200/-p.m. is not really sufficient to engage a person exclusively to attend to the official work at home, and
- (4) Only A.P. & Tamilnadu States are following this type of payment.

**17.143.** Based on that, Government discontinued this allowance. Further, provision of Class IV employees for domestic help is a vestige of the Colonial era and it does not deserve revival in the form of restoration of the peon facility at house or provide monetary compensation for the officers in lieu thereof whether serving or retired.

**17.144.** As regards item no.(4) above, it is not explained as to how the pension has to be worked out on a master scale basis. There is no rationale to be followed to fix the pension on a scale basis. In fact the pensions are now

fixed on the basis of pay drawn by the employees who are allowed the scales of pay on a master scale basis. The proposal is not clear and the Commission sees no merit in the request.

### **34. General Issues**

**17.145.** The following items of requests are also received from the associations.

1. To pay H.R.A. to the pensioners.
2. To pay Pilgrimage allowance equal to one months pension including dearness relief to pensioners/ family pensioners once in a block of two years to go to any pilgrim center either within the State or out the State but within the Country.
3. To pay festival grant of Rs.500/- once in a year.
4. To arrange for supply of essential commodities for the pensioners at concessional rates through fair price shops.
5. To construct oldage homes to the pensioners.
6. To pay grants to the pensioners' association.
7. To recognize the pensioners association.
8. To allow 30% concession in A.P.S.R.T.C. buses to the pensioners.

**17.146.** The above requests were made to the earlier PRCs also. After examination, the earlier PRCs observed that these issues will not come under the purview of the Pay Revision Commissions.

**17.147.** This Commission feels that the above requests ultimately result in extending all the facilities they enjoyed while in service though they are not actually in service. The Commission, is therefore not inclined to make any positive recommendation on the above requests.

### **35. Relief in the case of death of pensioners who are in receipt of service pension**

**17.148.** A lumpsum amount equal to one month's pension subject to a minimum of Rs.5000/- is payable to the nominee in the case of death of a retired Govt. servant who is in receipt of service pension as per G.O.Ms.No.504 Finance Dept. Dt:10-2-1976 as amended from time to time the latest being G.O.(P).No.250 Finance (Pension) Dept. Dt:4-10-2005. This relief was extended in the case of death of Non-Government pensioners also

w.e.f. 16-8-2008 whose service pension is being charged to Consolidated Fund of the State.

**17.149.** The pensioners associations have made the following requests.

1. To enhance the minimum amount from Rs.5,000/- to Rs.10,000/-
2. To extend the relief in the case of death of the spouse of the pensioner also; and
3. To extend the relief in the case of death of family pensioners also.

**17.150.** In view of the general increase in the expenses the obsequies charges in the case of death of employees while in service was else where recommended to be enhanced to Rs.10000/-. Accordingly in the case of the **death of the service pensioner also the Commission recommends that the minimum of Rs.5000/- be enhanced to Rs.10000/-.**

**17.151.** As regards the second request i.e. payment of similar relief in the case of death of the spouse, the Commission is in full agreement with the request and feels that it is reasonable to allow the same death relief since such cases will arise only where the spouse predeceases the pensioner and the pensioner's financial condition requires such a relief. **The Commission therefore recommends to extend the similar relief in cases where the spouse of the pensioner predeceases the pensioner.** The intention here is to ensure that while he is alive he is able to discharge the minimum obligation of ensuring that the obsequies of his spouse are performed properly.

**17.152.** As regards the third request i.e. to extend the similar relief in the case of death of the family pensioner also, the Commission is not inclined to recommend to extend relief in the case of death of the Family pensioner.

## **CHAPTER- XVIII**

### **Declaration of posts as Gazetted**

**18.01.** The Pay Revision Commission was given two additional Terms of Reference vide G.O.Ms.No.483, GA(Special A) department, dt.12.10.2009. One of them relates to the issue of making certain category of posts Gazetted. The Government had directed the Commission to (i) evolve principles/norms/criteria/guidelines for making any post as Gazetted (ii) review the recommendations made by Sri N.Rangachary (Anomalies Committee 2008) where certain posts were proposed for making Gazetted and (iii) examine any other categories which Administrative Departments proposed for making the post Gazetted. The issue of making posts Gazetted was examined by two committees earlier and both happened to be the Anomalies Committees, one appointed after 1999 Pay Revision and the other appointed after 2005 Pay Revision.

**18.02.** The Anomalies Committee 2004 submitted its Report giving its views on the proposals received from 28 Departments / Institutions. Similarly the Anomalies Committee 2008 reviewed the requests from 14 Departments / Organizations and made their recommendations.

**18.03.** The issue relating to according Gazetted status to different posts was also discussed by 1993 Pay Commission. They pointed out that a Gazetted Officer should act as a part of the management setup of the Government and should normally contain only those posts where the Officers are called upon to take important decisions. They went on to add that “to be eligible for being conferred this status the duties and responsibilities attached to the post should be on par with the duties and responsibilities of the senior organized services of the State Government. Such a requirement could be judged on the basis of the level of responsibility, jurisdiction, span of control, whether the person is required to act as Head of large and important office, scope of exercise of discretion and extent of contact with the public.” The above description of what a Gazetted post should be is fairly comprehensive.

**18.04.** The Commission has noticed a tendency among officers to seek Gazetted status more as a status symbol than as an opportunity to enable them to effectively discharge their duties and translate Government policies into the concrete actions. There is competition among the various functionaries to acquire the status. Though initially the status was given without improvement in salary the assignment of a higher scale by 2005 PRC for those who were conferred Gazetted status had also generated large demand for Gazetted status. They hope that at some stage the Government or a PRC would grant them a better scale. The declaration of Gazetted status in one Department for

a particular category of employees automatically generates demands for a similar treatment in other departments as a whole. The classic case is that of Superintendent where many officers have forwarded the proposals for making the posts Gazetted as the Anomalies Committee, 2008 recommended Gazetted status to this category in cases where the Administration supported such a proposal.

**18.05.** Gazetted status is something that we inherited from the Colonial past and is unique perhaps to this Country. They were mostly officers appointed by the Crown. Initially Gazetted officers used to be few in number and so important as to find a mention in the official gazette every time they are appointed, promoted or transferred. In view of the proliferation of the Gazetted Officers there is no mention about any of them in the Gazettes issued by the Government now. If the original concept of making a mention about the transfers, promotions, appointments of Gazetted Officers in the Official gazette is to continue, we would perhaps require an exclusive Department to deal with it and a printing press which will work over time in issuing the Gazettes!

**18.06.** The 2004 Anomalies Committee ascertained the practices obtaining in various southern states as regards Gazetted status for their employees. In the case of Karnataka the officers are classified into four groups from A to D based upon the salary structure and the posts in groups A and B are treated as Gazetted while those in Groups C and D are treated as Non-Gazetted. It is learnt that the Tamilnadu Government had completely given up the concept of Gazetted or Non-Gazetted and they have merely classified the employees into groups A to D based upon their salary structure.

**18.07.** The suggestion for abolishing the distinction between Gazetted and Non Gazetted was made even in 2004 by the Anomalies Committee but no action seems to have been taken in pursuance of those recommendations. The reference to the Anomalies Committee 2008 for examining the issue of Gazetted status has given new phillip to the demands for making posts Gazetted. The recommendations of the Anomalies Committee 2008, most of which have not been acted upon, have lead to a further spate of representations before this Commission specially from the category of Superintendents for declaring them as Gazetted.

**18.08.** The Commission has been charged with the responsibility of evolving the principles and the guidelines for making a post Gazetted. **We feel that the following criteria should form the basis for making an assessment about the need or otherwise of making a post Gazetted.**

- 1. The statutory powers vested in the post;**
- 2. The area of jurisdiction over which the officer exercises control;**

- 3. Powers of independent decision making vested in the post;**
- 4. The position the officer occupies in the departmental hierarchy;**
- 5. The level at which the officer interacts with other officers in the discharge of duties.**
- 6. The Scale of Pay attached to the post.**

**18.09.** As regards the statutory powers, the officer should have the power to invoke the provisions of a statute, issue necessary notices and pass orders on the basis of the replies received to those notices. If he is not the authority to pass the orders, he should, at least, have the power to file the cases in the appropriate courts or make a reference to his immediate superior authority who, in turn, should be able to initiate action on such proposals.

**18.10.** In respect of jurisdiction, it would be preferable to have the jurisdiction covering at least a Revenue Division for small departments.

**18.11.** So far as the independent decision making power is concerned, he should be able to exercise discretion and arrive at conclusions and take decisions and not merely submit papers to a higher authority seeking orders.

**18.12.** As regards his position in the departmental hierarchy, it should be, at least, the third level promotion for the individual concerned. This, in effect, means that when a person gets his third promotion in his career in the service in which he was recruited, he would move into a Gazetted Post. The exceptions, of course, would be those Group II Services where the recruitment takes place at the second level in a hierarchy in which case it could be the 2<sup>nd</sup> level promotion post.

**18.13.** So far as interaction with other officers is concerned, the job should be such that he would be able to interact on an equal basis with other Gazetted Officers at Mandal level like the MRO, Mandal Development Officer, various Extension Officers etc.

**18.14.** As regards the Scale, he should be have minimum of Rs.8385 – 19125 (2005).

**18.15.** We believe that the above mentioned criteria could form the basis for a judgement on whether the post deserves Gazetted Status. It is not necessary that all the six should get reflected in the job. If, at least, three of the six criteria are satisfied and if the department feels that the services of a person in that post can be better utilized by conferring Gazetted status, the proposals for making the post Gazetted should be taken up for consideration. We would also like to add that a mere compliance with these broad

parameters should not lead to a claim for conferring the Status. The further test is whether it would add to his ability to discharge his duties more effectively and how this post compares with those in other Departments.

**18.16.** One of the aspects that requires to be taken into consideration while considering the post as Gazetted is the stipulation relating to reservation of a certain percentage of the posts filled by direct recruitment to the local candidates. According to A.P. Public Employment (Organization of Local Cadre and Regulation of Direct Recruitment) order, 1975 (Presidential Order) which was renotified in G.O.Ms.No.674, GA (SPF) Department, dt:20/10/1975, about 70% of the non-gazetted posts, above the cadre of Junior Assistant are reserved for locals in direct recruitment under para 8(2) of the Presidential Order. When a post is made gazetted, they become state wide posts and lose their original character. This will affect the interests of the local candidates. The Government reviewed the position and in order to maintain reservation in direct recruitment for locals administrative orders were issued to preserve the local character of these posts even if some of the posts which were Non-Gazetted are made Gazetted subsequent to the Presidential order of 1975. It is not clear whether such an administrative order would be sufficient or any further notification is required to be issued. It would be better to get the legal position verified before any orders are issued making posts Gazetted.

**18.17.** As earlier indicated the administrative system is based on the requirements of an earlier era and there is need for replacing the existing management system by a new managerial order. The trend appears to be to move away from the concept of Gazetted status for employees and organize them into distinct cadres based upon their pay structure and the tasks assigned to them. There seems to be some merit in following this pattern as it would remove the high profile symbol of Gazetted Status which an employee entering Government service hopes to acquire one day in his career. Even now each employee getting into Government service has a pre-determined growth path charted out for him in his Department with a distinct salary structure and an appropriate title for the post in an established hierarchy. The officers have to look at the progression in their hierarchy rather than look at an artificial Gazetted Status which has nothing to do with the functions performed by them. **The Commission suggests that we should move away from the present pattern of treating employees as Gazetted or Non-Gazetted and classify them into Senior Management Services, Junior Management Services, Support Services and office sub-ordinate service.** If attestations etc., are required as is now being done by the Gazetted Officers, the first two categories could be authorized to attest copies etc.

**18.17.** We are aware that it would take time to consider the above suggestion. Meanwhile one has to manage with the existing structure. It is in the context of the criteria laid down by us that we have looked at the present

proposals before us and also reviewed the recommendations of the Anomalies Committee 2008.

**18.18.** The Anomalies Committee, 2008 recommended that the following posts may be made Gazetted.

- |                                     |   |  |
|-------------------------------------|---|--|
| 1. Physical Director                | - | Intermediate Education Department        |
| 2. Librarian (Junior College)       | - | Intermediate Education Department        |
| 3. Pharmacy Supervisor              | - | Director of Health                       |
| 4. Municipal Commissioner Grade III | - | Municipal Administration Department      |
| 5. Hydrologist / Research Assistant | - | Fisheries Department                     |
| 6. Assistant Para Medical Officer   | - | Director of Health                       |
| 7. Health Educator                  | - | Director of Health                       |
| 8. Superintendent                   | - | Govt. Life Insurance Dept                |
| 9. Superintendent                   | - | Information & Public Relation Dept.      |
| 10. Superintendent                  | - | Panchayati Raj & Rural Development Dept. |
| 11. Superintendent                  | - | Pay & Accounts Office                    |
| 12. Superintendent                  | - | Director of Works & Accounts             |

**18.19.** We understand that in respect of first two posts viz., Physical Director and Librarian of the Intermediate Education Department, orders have already been issued declaring them as Gazetted. As regards Superintendents, there are 5 posts recommended for Gazetted Status by the Committee. We would like to deal with Superintendents as a separate category along with proposals received by us and whatever decision is taken there would be applicable to all the Superintendents. This leaves us with the following posts where the committee had earlier recommended conferring of Gazetted Status.

In respect of Assistant Engineer, the Committee left it open as the issue was covered by litigation.

- |                                     |   |                                |
|-------------------------------------|---|--------------------------------|
| 1. Municipal Commissioner Grade III | - | Municipal Administration Dept. |
| 2. Pharmacy Supervisor              | - | Director of Health             |
| 3. Assistant Para Medical officer   | - | Director of Health             |
| 4. Health Educator                  | - | Director of Health             |
| 5. Hydrologist / Research Assistant | - | Fisheries Department           |

**18.20.** We recommend the Gazetted status for the post of **Pharmacy Supervisor and Municipal Commissioner, Grade III** as recommended by the Anomalies Committee, 2008. In respect of **Assistant Engineer, the Committee in its Report indicated that though Chief Engineer (Panchayat Raj) recommended Gazetted status, it did not consider it appropriate to decide on the issue as the matter was in the High Court. The Commission has now been informed that the decision was in favour of Assistant Engineers. We recommend Gazetted Status to the post of Assistant Engineer from the time they join service and our recommendation covers all Engineering Wings.**

**18.21.** We are not in agreement with recommendations of the Committee with regard to the remaining three categories. The reasons for not accepting Gazetted Status for these categories is given at Annexure I.

**18.22.** Annexure-II contains our recommendations in respect of categories where fresh proposals for making the posts Gazetted were received by us from the Administrative Departments. Annexure III contains recommendations in cases where we received proposals from the Heads of Department. In view of shortage of time we could not consult the Administrative Departments. We have no doubt that our recommendations will be further examined by the Department before taking a view.

**18.23.** Annexure-IV contains a list of posts where the representations were received directly by us and comments have not been received from the Heads of Department. For want of information we decided not to take them up for examination.

**18.24.** This leaves us with a large number of cases of Superintendents where representations were considered by the Anomalies Committee and also those which were received by us with or without the comments of the HoD.

**18.25.** Our considered view is that based on the criteria we had enumerated for determining whether a post should be made Gazetted, this

category does not qualify for Gazetted Status. The Superintendent is often a second level promotion post for those who directly joined as Junior Assistants. The post in itself, has a supporting role and hardly any independent decision making powers. There is very limited interaction with others involved in the decision making process. The Commission can, however, understand the legitimate aspiration of a person entering Government service as a Junior Assistant hoping to retire as a Gazetted Officer, at least, at the fag end of his career. In the present scheme of things, if he does not move away into an administrative line for which openings are generally available, he would end up as a Superintendent and retire thereafter. To avoid this problem, we would recommend that in all offices where there are more than 5 Superintendents, the post of an Administrative Officer may be created as a Gazetted Post, which is a promotion post for Superintendents by upgrading one of the posts of Superintendents. This being the third level promotion post, at least, two of the criteria we have laid down out of 6 would be satisfied. It should also be possible for the head of the office to delegate some powers to the Administrative Officer. This has already happened in some of the offices where there are Administrative Officers and also Chief Administrative Officers. We suggest that possibility of building up a structure of Administrative Officers and Chief Administrative Officers may be explored to see that the aspirations of this category of employees is met.

**18.26.** We understand that a problem has arisen in respect of some departments where Superintendent in the District Office was made Gazetted while in the office of the Head of the Department the post has remained Non-Gazetted. At present both are eligible for consideration for the 1<sup>st</sup> level Gazetted post in the executive line of posts. With the Gazetted Status accorded to the District level Superintendent, the position changes and the District level Superintendent can lay claim to the 2<sup>nd</sup> level Gazetted post while the officer in HoD will be eligible for the 1<sup>st</sup> level Gazetted Post. These issues may be handled through appropriate changes in the Rules and the solution does not lie in extending Gazetted Status to others.

**18.27.** A list of cases of Superintendents where the proposals were earlier recommended by Anomalies Committee, the list forwarded to us by the HoDs and the cases where the proposals were received by us directly is at Annexure V and is placed there for information. **We feel that none of them deserve Gazetted Status and this applies equally to the 5 cases where the Anomalies Committee, 2008 had recommended Gazetted Status.**

**18.28. The following is the list of posts which we recommend for conferring Gazetted Status:**

- |                                      |   |                                |
|--------------------------------------|---|--------------------------------|
| 1. Municipal Commissioner, Grade III | - | Municipal Administration Dept. |
| 2. Pharmacy Supervisor               | - | DME, DH & FW                   |
| 3. Assistant Engineer                | - | All Engineering Departments    |
| 4. Sub Registrar, Grade II & I       | - | Registration Department        |
| 5. Assistant Motor Vehicle Inspector | - | Transport Dept.                |
| 6. Sub Inspector / RSI               | - | Police Dept.                   |
| 7. Manager, Text Book Press          | - | Text Book Press                |

**Annexure-I**

**List of cases recommended by Anomalies Committee, 2008 but not agreed to by PRC**

**18.29.** There are three cases other than 5 cases of Superintendents which were recommended by Anomalies Committee, 2008 for conferring Gazetted Status. As regards Superintendents, they are covered by our general recommendations relating to Superintendents. Regarding the remaining three, we have given below our reasons for not considering them fit for conferring the Gazetted Status.

**Director of Health**

**Assistant Para Medical Officer : Rs.6675-15500**

**18.30.** The post is located at the Primary Health Centre and is entrusted with the responsibility of organizing Health Education Programmes and coordinating with Voluntary Organizations for the implementation of National Health Programmes. The Director of Health and the Administrative Department recommended the proposal.

**18.31.** The appointment to this post is by direct recruitment or by promotion of in service candidates belonging to A.P. Medical & Public Health Sub-Ordinate Service. The qualifications prescribed are SSLC with 6 months training for in service candidates and graduation with 6 months training in Leprosy for direct recruitment. This is a feeder category for the posts of Deputy Para Medical Officer / Deputy Health Education Officer which was already made Gazetted. The Anomalies Committee, 2008 recommended conferring Gazetted status for this post on the ground that

“there has been a significant change in the nature of work done by these Officers and eradication of HIV/AIDS programme is a major task entrusted to them.” In view of this the Committee went to the extent of stating that they were prepared to relax their own stipulation that Gazetted status can be considered only where there is minimum pay scale of Rs.7770-18575.

**18.32.** We have examined the proposal in great detail. There are a large number of employees in Public Health and Family Welfare with the same scale of pay and with even higher educational qualifications and larger responsibilities who are not considered for conferment of Gazetted status. To assume that conferment of Gazetted status to the Assistant Para Medical Officer would result in elimination or containment of the dreaded HIV disease is stretching the argument to suit a conclusion.

**18.33.** The educational qualifications, the present salary structure and the official responsibilities entrusted to this post do not support conferment of Gazetted status. Any special dispensation in this case would trigger requests for similar status from a host of employees not only in Health Department but also from various other departments.

**18.34.** The Commission, for reasons mentioned above, disagrees with the conclusion of the Anomalies Committee and rejects the proposal for conferment of Gazetted status.

### **Health Department**

**Health Educator : Rs.8385-19125**

**18.35.** The Proposal for making the post of Health Educator Gazetted was placed before the Anomalies Committee, 2008 which supported the proposal. The main argument advanced by this category for Gazetted Status is that the Health Educator is involved in organizing publicity regarding various Public Health Programmes to bring awareness among the people, educate them about the health risks that they face, the ways to overcome etc. In this process they come in contact with various officers who are at the Mandal Level and they happen to be Gazetted Officers. Since he has to deal with senior functionaries, his effectiveness would increase if the post is made Gazetted. The other argument advanced by the Association is that the Deputy Health Education Officer (Leprosy) who carries the same scale of pay has been made Gazetted.

**18.36.** The Commission has examined the role and functions of the Health Educator in the context of the assignment of appropriate scale. We came to the conclusion that the scale assigned to him in the last revision was disproportionately high compared to his peers and we therefore moderated it. Comparison with the officers dealing with leprosy is not correct as those

working in leprosy were always given higher scales and better status to compensate them for working in an area where many were not willing to work.

**18.37.** The Commission is of the view that there is no justification for conferring Gazetted Status to this category.

### **Fisheries Department**

**Hydrologist/Research Assistant : Rs.7770-18575**

**18.38.** The Commissioner of Fisheries and the Department have both supported the request for conferring Gazetted Status on these two posts. The Anomalies Committee, 2008 recommended Gazetting of these posts on the ground that both the Head of Department and the administrative Department supported such a move. The Committee had not given any justification for supporting the Department's proposals.

**18.39.** The Commission has gone through the proposal. The only argument advanced by the Department in support of their proposal is that Fisheries Development Officer's post was made Gazetted and since the Hydrologist and Research Assistant are equivalent posts forming feeder category for the post of A.D. (Fisheries) they should also be made Gazetted. The decision to declare a post as Gazetted depends not merely on the scale of pay or the posts falling into a group which are considered together for promotion but on the tasks and duties to be performed by the incumbents of the posts, the level of responsibilities they have to undertake the authorities with whom they have to interact and the extent of public contact. Viewed in this perspective the duties of Hydrologist/Research Assistant are confined to the laboratory while the Fisheries Development Officers have considerable interaction with public and other District Officers. It is obviously for this reason that the post of Fisheries Development Officer was made Gazetted.

**18.40.** For the reasons mentioned above, the Commission finds no merit in the proposal for making the posts of Hydrologist / Research Assistant Gazetted.

### **Annexure-II**

**Posts recommended to the Commission by the Administrative Departments for consideration by the Commission.**

**18.41.** In this category there are 6 posts where proposals were received from the Administrative Departments. Out of these 6 posts, we have already dealt with three cases of Health Educator, Assistant Para Medical Officer and

Pharmacy Supervisor which were examined also by the Anomalies Committee, 2008. The Commission's views on these posts are at Annexure I and in the main Report. The remaining three cases are discussed below:

### **Registration & Stamps Department**

<b>Sub Registrar Grade I</b>	-	<b>Rs.8385-19125</b>
<b>Sub Registrar Grade II</b>	-	<b>Rs.7770-18755</b>

**18.42.** The request from the A.P. Sub Registrar Association is for conferring gazetted status on both posts of Sub Registrar Grade II and Grade I. The arguments advanced in favour of making the Sub Registrar gazetted is that the Sub Registrar is (1) an ex-officio Collector under certain sections of the Indian Stamp Act 1899; (2) a Registrar of Chits under Chit Funds Act; (3) a Registrar of Marriages under the Hindu and Special Marriages Act; (4) a stamp vender of the Sub Depots; and (5) Drawing and Disbursement Officer in the Registration Sub District. In addition, he discharges the duties of registration of documents and issue of Encumbrance Certificates and Certified Copies. The Sub Registrar is, thus, an independent officer vested with many statutory functions and is discharging certain quasi judicial functions. It is learnt that nearly 400 Offices of Registration are headed by Sub Registrars Grade I & II.

**18.43.** The Association has also pointed out that their counterparts like Sub Treasury Officers, Forest Rangers, Assistant Social Welfare Officers, Junior Employment Officers, Assistant Labour Officers and Cooperative Sub Registrars have already become gazetted and it is appropriate that they should also have the benefit of gazetted status.

**18.44.** There is direct recruitment for the post of Sub Registrar, Grade II in addition to direct recruitment for the Post of District Registrar. Both are under the purview of Andhra Pradesh Public Service Commission. Sub Registrar Grade I is a promotion post for Sub Registrar Grade II and for the District Registrar there is both direct recruitment and promotion channel from Sub Registrar Grade I.

**18.45.** The I.G., Registration and the Revenue Department have endorsed the proposals.

**18.46.** It is, no doubt, true that the Sub Registrars are in-charge of independent offices in addition to working in the Offices of the District Registrar. They perform a number of statutory and quasi judicial functions by virtue of the powers conferred on them by various Acts. Considering that they are heads of Offices and there is considerable amount of interaction with the general public and keeping in view the statutory nature of the work

performed by them, the Commission recommends conferring of Gazetted Status on Sub Registrar Grade I and Sub Registrar Grade II.

### **Transport Department**

**Assistant Motor Vehicle Inspector : Rs.8815-20300**

**18.47.** The Assistant Motor Vehicle Inspector is a basic level functionary positioned in the Head Office, the District Offices and even in the Revenue Divisions besides working in check posts. The recruitment for this post is through the A.P. Public Service Commission where the minimum qualification is a Diploma in Automobile Engineering or Mechanical Engineering. The Assistant Motor Vehicle Inspector is responsible for licensing and registration, testing of vehicles and is also in charge of enforcement of various provisions of Motor Vehicles Act. It is learnt that the functions and duties of AMVs are concurrent with that of the M.V.I.

**18.48.** The Transport Commissioner and the administrative Department have both supported the proposal.

**18.49.** In view of the administrative and enforcement functions performed by the Asst. Motor Vehicle Inspector the Commission recommends conferring of Gazetted status on this post.

**18.50.** As regards proposed changes relating to designation the administrative Department may take a view.

### **Ayush Department**

**Treatment Supervisor : Rs.6195-14175**

**18.51.** This is more of a representation from the present incumbent than a representation from the department or from a group of employees for conferring Gazetted status on the post. The main contention of the petitioner is that he has been stagnating in that post for the last 30 years and in view of the dedicated services rendered by him, he may be conferred Gazetted status and placed in the pay scale of Rs.9285-21550.

**18.52.** The post of Treatment Supervisor in Nature Cure Hospital is filled by promotion of Supervisor in the pay scale of Rs.4825-10845 or by direct recruitment if no suitable or eligible Supervisor is available. It appears that there are no promotional avenues for this post.

**18.53.** The post is presently on par with Senior Assistant in the common categories. The problem appears to be lack of promotion avenues for

this post. The solution does not lie in upgrading the scale or conferring Gazetted status. The Administrative Department has to find an appropriate channel of promotion. The Officer, is however, eligible for higher scale under SAPP-I and SAPP-II.

**18.54.** The Commission does not find this a suitable post worthy of being upgraded to the Gazetted status.

### **Annexure-III**

#### **Proposals for Gazetted Status received from Heads of Departments (other than Superintendent)**

**18.55.** When the additional terms of reference were communicated to us to examine the issue of according Gazetted Status, we addressed the Heads of Departments for their remarks. Where representations were received, we also referred them for their comments. The proposals covered under this category are examined below:

#### **Adult Education Department**

1. **Assistant Project Officer : Rs.7770-18575**

**18.56.** The Director, Adult Education proposed that the post of Assistant project Officer, Adult Education may be made Gazetted. He pointed out that it is a Divisional level post and he coordinates the Literacy programmes at that level. He is in charge of the Divisional Literacy Cell and assists the RDO / Sub Collector in implementing the programmes.

**18.57.** The post is presently filled up by promotion of an Upper Divisional Clerk working in the Department or Supervisors or by promotion from the category of Deputy Inspectors of Schools. It can also be filled up by drawing on officers from equivalent cadre from the Departments of Higher Education, Agriculture, Animal Husbandry, Medical and Health Services etc. The qualifications prescribed for the Supervisor which also forms the feeder category for promotion is SSC. The posts of APO and below are covered presently by adhoc Rules. The Director has recently sent draft Rules which are under consideration of the Government.

**18.58.** At the District level the Department has a Deputy Director with a Project Officer assisting him. The present structure as also the qualifications prescribed for the post do not warrant upgradation to a Gazetted level. There are at present two Gazetted level officers who are available at the District level to guide, supervise and monitor the programme.

**18.59.** The Commission does not find any compelling reasons warranting declaration of the post of Assistant Project Officer as Gazetted Officer.

### **Commissioner of Survey and Settlements**

**2. Inspector of Survey & Land Records : Rs.7770-18575**

**18.60.** The A.P. Survey Employees Association requested Gazetting of the post of Inspector of Survey and gave the detailed justification for that purpose. The main job of the Inspector of Survey is to check the maintenance of survey records and keep the survey records up to date. He assists the Assistant Director of Survey and inter acts with the senior functionaries like the Collector, Joint Collector, R.D.Os., and M.R.Os. The Commissioner of Survey Settlements and Land Records supported the proposal.

**18.61.** The Department and Associations have requested for aligning their pay scales with those of the technical officers of the Irrigation and other Works Departments. We have separately examined their representation and made certain recommendations. Our enquiries in the Irrigation and Forest Departments reveal that officers of an equivalent rank are not made Gazetted in those Departments. We consider it appropriate that when posts with same designations, similar qualifications with identical pay scales are available across Departments a uniform view has to be taken.

**18.62.** We, therefore, feel that it is premature to consider the representation and an interdepartmental Committee may examine the issue and make recommendations to the Government.

### **Police Department**

**3. Sub Inspector / RSI : Rs.7200-16925**

**18.63.** The request from the A.P. Police Officers Association is for conferring gazetted status on the ground that other Mandal level officers like Revenue, Education are recognized as Gazetted posts. The assumption that the Sub-Inspector is a Mandal level officer comparable to other Officers at the same level is not correct. There are Police Stations at the Mandal level which are headed by Circle Inspectors. It is obviously not the case of the Association that the Sub-Inspector is at par with Circle Inspector as both are heads of Police Stations at Mandal level. The Commission, therefore, does not consider this as a valid argument for conferring Gazetted status for this post. At the Mandal level, there are officers carrying different pay scales with a Gazetted Status. It does not mean that all of them are equal. This is equally

true at the District level. What is common is the Gazetted Status and nothing more.

**18.64.** The Director General of Police supported the proposal.

**18.65.** The pay scale of the Sub-Inspector is now Rs.7200-16925. The Commission has separately recommended an improvement in the scale to bring it on par with the Deputy Mandal Revenue Officer. We have separately laid down the criteria that should be considered before taking a decision on the Gazetted Status. The criteria is listed out and explained in the main Chapter dealing with Gazetted Status. The Sub-Inspector/RSI satisfies most of the criteria laid down by us.

**18.66.** The Commission, therefore, recommends conferring Gazetted Status on the Sub-Inspector.

### **Text Book Press**

4. **Manager : Rs.7700 – 18575**

**18.67.** The Director, Government Text Book Press informed that Manager is Head of the District Sales office of the concerned district and is a district level post located in each of the districts under whom other ministerial staff such as Senior Assistant, Typist, Warehouseman and other Class-IV employees work. The duties are to receive Nationalised Text Books, supplied from Head Office as well as by private printers and arrange for smooth distribution of these books to various agencies viz., Welfare departments, Mandal Education Officers and Societies as per the Government policy laid down on free distribution of Nationalised Text Books to the students. Manager has also to arrange for sales and has to remit the sale proceeds to Government account with proper maintenance of accounts. He is a member of District Text Book Distribution Committee, the Committee constituted to finalize Tenders for transportation of books to the mandal points and to school points. He handles all matters such as preparation of district requirement of Nationalised Text Books in consultation with the District Education Officers. The Manager is also a Public Relations Officer in regard to distribution of text books. He has to regularly contact the Director, Government Text Book Press, Hyderabad and Special Officer (Text Books) at State level, Director of School Education, Hyderabad, District Social Welfare Officer, Deputy Director of Social Welfare, District Tribal Welfare Officer and District Cooperative Officer at district level.

**18.68.** Appointment to the post is made by promotion from Senior Assistant including the other posts included as such in rule 2 of the rules etc.

**18.69.** The Director, Government Text Book Press recommended conferring gazetted status on the post of Manager, District Government Text Book Sales Office. The Education Department has supported the proposal when it was considered by the Anomalies Committee, 2004.

**18.70.** This is an executive post involving considerable coordination with various district officers and Gazetting of the post would definitely help in improving coordination with other Departments with resultant improvement in efficiency.

**18.71.** The Commission, therefore, recommends making the post Gazetted.

### **Fisheries Department**

**5. Hydrologist / Research Assistant : Rs.7770-18575**

**18.72.** This was examined as part of the recommendations made by Anomalies Committee, 2008 and is covered in Annexure-I.

### **Tribal Welfare Department**

<b>6.</b>	<b>Research Assistant</b> <b>Field Officer</b> <b>Technical Assistant</b> <b>Evaluation Assistant</b> <b>Statistician</b>	}	<b>- Rs. 7770 - 18575</b>
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**18.73.** The Director, Tribal Cultural Research & Training Institute suggested that the above mentioned posts may be made Gazetted.

**18.74.** According to the note circulated by the Director, TCR&TI, these Officers undertake field work and assist the Officers of the Institute in preparing the calendar of Research Projects, assist in preparation of research design, methodology, collection of Statistics, investigations relating to tribal status, undertake ethnographic studies etc. We do not find that any of the above activities can be performed better if Gazetted status is conferred. Nor is the performance impaired due to absence of Gazetted status.

**18.75.** The proposal to consider the above mentioned Officers for Gazetted status is, therefore, not supported by the Commission.

### **Town Planning Department**

7. **Town Planning Assistant** : **Rs. 8385 – 19125**  
 8. **Town Planning Officers** : **Rs. 9285 – 21550**  
**(Municipalities)**

**18.76.** The Director, Town and Country Planning has sent the proposal for making the above two posts Gazetted. We have perused the detailed letter sent by the Director vide his Letter No. 5547/2001/E1-4 dated 21.3. wherein there was considerable discussion on the implications of the AD (Town Planning) if included in specified Gazetted category under Schedule-C of the Presidential Order which was suggested by GAD as it happens to be the first level Gazetted Post and how it would deny promotional avenues to a particular class or category of people in a certain region. The impression we gather from the Note is that effort should be made to keep the AD(TP) as a statewide post instead of bringing it into the fold of Specified Gazetted Category to ensure regional balance. The proposal is to make the Town Planning Assistant and Town Planning Officer the first level Gazetted posts to ensure that AD(TP) becomes a second level Gazetted post and consequently a State level post. This, obviously, cannot be the sole justification for making posts Gazetted.

**18.77.** The Commission feels that there is no functional justification advanced for making the post Gazetted. We are, therefore, unable to support the proposal.

### **Director of Medical Education**

9. **Cardiology Technician** **Rs.6675-15500**

**18.78.** The A.P. Medical and Health Non Gazetted Officers Association requested that the pay of Cardiology Technician may be enhanced and kept on par with Perfusionist and given a gazetted status. The arguments advanced were based on the recommendation of the Anomalies Committee 2008 which recommended an enhanced pay scale of Rs.9285-21500 to the Cardiology Technician. But this recommendation of the Anomalies Committee was not accepted by the Government. The criteria outlined by us for Gazetted Status for the post are not met. The proposal for Gazetted Status is, therefore, negated.

### **Forest Department**

10. **Head Draughtsman** : **Rs.8815 – 20,300**

**18.79.** The proposal of the Association of Technical staff of Forest Department is to reorganize the Technical Wing of the Forest Department and create promotional opportunities on par with what is obtaining for Clerical and Accounting Wings in the Forest Department.

**18.80.** As a part of this exercise what they suggested is a complete reorganization of the set up including upgradation of posts with consequent increase in pay and declare all Technical officers in the Scale of Rs.8815-20,300 who completed 16 years of service as Gazetted.

**18.81.** This is more a reorganization of the Technical set up than a proposal for creation of Gazetted Status based on functional responsibilities. As indicated by us while dealing with the issue of Inspector of Survey of Revenue Department, there are equivalent posts in other Departments with similar hierarchy, pay scales, categorization and qualifications. An isolated view in respect of one Department cannot be taken as it has implications for others. The Principal CCF also indicated administrative difficulties if a large number of posts are made Gazetted.

**18.82.** The Commission, for the reasons stated above suggests that the status quo be maintained.

### **Annexure – IV**

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**Proposals for Gazetted Status from Associations and Comments  
not received from Heads of Departments**

Sl.No.	Name of the Department	Name of the Post Sought for Gazetted Status	Scale of Pay Rs.	Remarks
1	Panchayat Raj Engineering Department	Assistant Engineer	8815-20300	Examined Separately
2	Medical Education Department	Medico Social Workers (Working Siddhartha Medical College Vijayawada)	9285-21550	
3	Commercial Taxes Dept.	Assistant Commercial Tax Officer	7770-18575	
4	Institute of Preventive Medicine	Food Inspector (Non-Gazetted)	7200-16925	

Sl.No.	Name of the Department	Name of the Post Sought for Gazetted Status	Scale of Pay Rs.	Remarks
5	Department of Industries	Industrial Promotion Officers (Tech.Asst.)	9285-21550	
6	Jawahar Bal Bhavan	Secretary (LW)	10285-24200	
7	Inspector of Factories	Assistant Inspector of Factories	7770-18575	
8	Municipalities	Community Organizer, Dy.Project Officers, Project Co-ordinators (not mentioned in 2005 schedule)	7770-18575 9285-21550	
		Project Officers.	10845-25600	
9	Employment and Training Medical and Health Department	Training Officer's of Govt. I.T.Is and DLTC	7770-18575	
10		Deputy Statistical Officer	7770-18575	

### Annexure – V

#### LIST OF DEPARTMENTS WHERE SUPERINTENDENTS ARE PROPOSED FOR GAZETTED STATUS

Sl.No.	Name of the Department
<b>I.</b>	<b>Cases where Anomalies Committee, 2008 recommended Gazetted Status</b>
1	I & PR Department
2	Finance (Works and Projects)
3	Commissioner of Panchayat Raj Department (working in Commissioner of Panchayat Raj)
4	Pay and Accounts Office
5	A.P.Govt. Life Insurance Department
<b>II.</b>	<b>Cases where Heads of Departments Recommended Gazetted Status</b>
1	Police Department
2	Social Welfare Dept.
3	Mines and Geology
4	Commissioner of Printing

<b>Sl.No.</b>	<b>Name of the Department</b>
5	Commissioner of Panchayat Raj Department (working in Zilla Praja Parishads and Mandal Praja Parishads)
6	Commissioner of Survey Settlements and Land Records
7	Drugs Control Administration
8	NCC
9	Director of Protocol
10	Animal Husbandry Dept.
11	Insurance Medical Services
12	Director of Protocol
<b>Sl.No.</b>	<b>Name of the Department</b>
13	Additional Industrial Tribunal, Hyderabad
14	Industrial Tribunal - I
15	Industrial Tribunal cum Presiding Officer Labour Court Visakapatnam
16	Chairman cum Presiding Officer, Industrial Tribunal cum Labour Court Anantapur
17	Chairman cum Presiding Officer, Karimnagar
18	Irrigation and CAD Department
19	Commissioner of Labour
20	Commissioner and Prohibition & Excise
<b>III.</b>	<b>Cases where remarks of Heads of Departments not received</b>
1	Jawahar Bal Bhavan
2	Commissioner of Industries
3	Forest Department
4	Commercial Taxes Dept.

## **CHAPTER - XIX**

### **Non Teaching Doctors – Time Bound Promotions**

**19.01.** One of the additional terms of reference made to this Commission on 12.10.2009 relates to the Time Bound Promotions to Non Teaching Doctors after completion of 8 years and 16 years.

**19.02.** The proposal is based on the recommendations of the Report of the Committee constituted vide G.O.Ms.No.122, HM&FW (A-2) Dept., dated 23.4.2008 and G.O.Rt.No.576, HM&FW (A-2) Dept., dated 2.5.2008. This Committee pointed out that in view of the limited number of vacancies of Deputy Civil Surgeons and Civil Surgeons, there would be instances where some of the Doctors retire as Civil Assistant Surgeons only. The Committee, therefore, recommended two time bound promotions to the non-teaching Doctors, first as Deputy Civil Surgeon after completion of 8 years and another as Civil Surgeon after completion of another 8 years. This, it is stated, should be delinked from the availability of vacancies and they should be given insitu promotions. It is pointed out that even after the promotions the officers will continue to do what they have been doing earlier and there would be no change in the work entrusted to them.

**19.03.** The Doctors in their Memorandum to this Commission explained in detail the meagre promotional opportunities available to them and requested consideration of the proposals made in the Report of the Committee of Officers. In support of their demand they cited the arrangement in the GoI where similar facility exists and officers at the level of Medical Officer, Senior Medical Officer and Chief Medical Officer do the same work in the same Unit. Comparison has also been drawn with the cadre strength of other technical Departments like Engineering, Animal Husbandry, and Agriculture, to establish that the promotion prospects are very limited in Health Department compared to other Departments mentioned above.

**19.04.** There is no denying that the problem relating to inadequate promotional chances exists in Medical Department. Recruitment of Doctors at the level of Civil Assistant Surgeon takes place for placement in the Primary Health Centres and various hospitals at the Taluk and District level. Since career progression involves not merely drawal of a higher pay but also assumption of higher responsibilities involving supervision over subordinate formations, the posts at the higher level can be created only when functional justification for creation of the posts is established. This becomes extremely difficult in areas like primary health care where the basic support at the Mandal level is provided by the Government with concentration on preventive aspects of medical care while the curative care has largely moved from

Government to Private Sector. It is here that the block is created in career progression of Doctors who remain at the Primary Health Centre referring cases to public and private hospitals if the patients require hospitalization or specialized treatment. The Government hospitals being limited, he continues to discharge the same functions for a long period.

**19.05.** A review of the Governmental activities reveals that the position obtaining in Medical Department is replicated in various other Departments where direct recruitment of professionals takes place for the jobs created at the Mandal level. The differences could be in degree but the problem is almost universal. Cases where the recruitment takes place of professionals for Mandal level posts cover Agricultural Officers and Veterinary Officers besides Civil Assistant Surgeons who are posted at Primary Health Centres. A statement was provided by the A.P. Govt. Doctors Association in the Memorandum submitted by them which indicates the career progression of these professionals.

**19.06.** The Statement shows the career progression from one level to another level as a percentage of the cadre strength in each of these levels. Since Doctors, Veterinarians and Agricultural Officers are all recruited after completing their professional courses, another way of looking at the issue is what percentage of the people recruited to the initial level post rises to various levels in their hierarchy. We have reworked the table where we have also indicated the pay scale of the posts to which they rise over a period of time. We have not taken into account the Engineers as they are not stationed at the Mandal level and there is more than one Department with Engineering hierarchy. The results there may not be different. Incidentally in the Statement given by the Association the Assistant Engineer's post is shown as a feeder category for promotion to Assistant Executive Engineer. The correct position is that A.E. and AEE together are considered for promotion to the post of D.E.E. These two have to be added when the promotion to DEE is considered.

Agriculture Department			Animal Husbandry Department			Non Teaching Doctors with M.B.B.S.		
Designation	Pay Scale	No. of posts	Designation	Pay Scale	No. of posts	Designation	Pay Scale	No. of posts
Agriculture Officer	9285-21550	2112	Veterinary Asst. Surgeon	9285-21550	1985	Civil Asst. Surgeon	11755-26300	6325
Asst. Director	10845-25600	512 (24%)	Asst. Director	10845-25600	503 (25%)	Dy. Civil Surgeon	14600-29250	434 (7%)
Dy. Director	13390-28500	84 (4%)	Dy. Director	13390-28850	55 (2.7%)	Civil Surgeon	18025-30765	173 (2.7%)
Joint Director	15500-30000	29 (1.4%)	Joint Director	15500-30000	25 (1.25%)			

Agriculture Department			Animal Husbandry Department			Non Teaching Doctors with M.B.B.S.		
Designation	Pay Scale	No. of posts	Designation	Pay Scale	No. of posts	Designation	Pay Scale	No. of posts
Addl. Director	19675-30765	5 (0.24%)	Addl. Director	18025-30765	3 (0.15%)	Addl. Director	23500-30765	17 (0.26%)
						Director	25600-30765	1 (0.01%)
* Percentage are calculated based on the number of posts at the entry level. Source : Annexure VII of Memorandum of A.P. Doctors' Association.								

**19.07.** It may be seen from the above statement that there is a semblance of progression in the case of Agricultural Officers and Veterinary Officers at the first level promotion post while the percentage of Agricultural Officers and Veterinary Officers who reach the level of D.D. is significantly less than the position of their counterparts in Medical Department. Even if they manage to reach the 2<sup>nd</sup> level promotion post, they would be reaching a position where the scale of pay is Rs.13390 - 28500 which is less than the Deputy Civil Surgeon's Scale (Rs.14600 - 29250). The Civil Assistant Surgeons not only start on a higher scale but also reach, on first promotion, a scale which their counterparts in Agriculture and Veterinary would not get even after two promotions.

**19.08.** The above analysis has been made not with a view to underestimating the problem of Doctors but to explain that the issue is not limited to the non teaching doctors alone. Such problems arise when large scale recruitment takes place at the base level which is quite large and the progression is slow due to limited vacancies at the higher levels of the administrative hierarchy.

**19.09.** The issue of inadequate opportunities for promotion was recognized by the earlier Pay Revision Commissions and, therefore, they introduced the Scheme of Automatic Advancement Scheme. This Scheme is applicable up to pay scale XXI which in the 2005 pay scales worked out to Rs.10845 - 25600. As the Civil Assistant Surgeon is in XXII Pay Scale (Rs.11755 - 26300) the category went out of the Automatic Advance Scheme from the year 2001. The problem of poor promotion opportunity is compounded by non-coverage under the Automatic Advancement Scheme.

**19.10.** As earlier explained the problem of limited access to higher posts is spread over a large number of Departments. The Commission has separately recommended liberalization of the Automatic Advancement Scheme by recommending coverage upto and inclusive of Grade XXV from the present coverage upto XXI. This addresses two problems. In the first instance it brings in Civil Assistant Surgeons into the fold of Automatic Advancement Scheme. Secondly in the scheme as it existed when the

coverage is limited to Grade XXI, the officers get the benefit of the scheme at all the three levels of Special Grade, SPP-I & SPP-II if they did not get a promotion. If, however, they got a regular promotion and the scale in the promotion category was more than Rs.10,845 - 25600 they automatically went out of the scheme and had to wait for a regular promotion to get a further improvement in the scale. If the coverage of the scheme is extended to Grade XXV, the scheme would cover all those who have pay scales upto and inclusive of that scale. Thus it would cover not only the Civil Assistant Surgeons but also the Deputy Civil Surgeons as they are in Grade XXV. Those Deputy Civil Surgeons who for want of vacancies, are unable to get promotion will now be able to get the scale of the Civil Surgeon under the Automatic Advancement Scheme.

**19.11.** The Commission, while scrutinizing the Memoranda submitted by various Associations belonging to different services has come across a recurring theme which is lack of promotion posts and delay in filling them up by the Government. While part of the problem rests with the Government, some portion of the blame has to borne by the employees who frequently approach courts on issues of seniority resulting in delays in filling up even limited vacancies. We believe that these issues relating to seniority have to be sorted out and an element of finality reached without dragging it through the entire hierarchy of the judicial system. The Government should desist from filing appeals when the dispute is between two groups of employees taking the side of one party unless the implementation of the court order results in a huge drain on the exchequer.

**19.12.** The Commission does not favour cadre-centric solutions or solutions to address the problems of employees of a single Department when it is known that the problem is spread over a large number of Departments. In our Chapter on Approach to Pay Revision we expressed our views against the adoption of Central Scales that too in a selective fashion. The Commission is aware that the problem of meagre promotion chances runs across most Departments and the solution lies in arriving at a scheme that covers all sections of the employees. **If the Government accepts the recommendations made by this Commission in the Chapter on Automatic Advancement Scheme it would substantially address the concerns of the non teaching medical Doctors. We believe that it benefits the non teaching medical community and can be implemented without any repercussions on other Departments.**

**19.13.** **The Doctors who went out of the Automatic Advancement Scheme in 2001 would not only get back into the Scheme but would also be entitled to the enlarged benefit with coverage of even Deputy Civil Surgeon under the Scheme. The Commission, therefore, does not wish to propose any scheme separately for the category of Non Teaching Doctors.**

## **CHAPTER – XX**

### **General Remarks**

#### **Recording of outstanding efforts of government employees:**

**20.01.** It has been our experience that there are no institutionalized measures to appreciate the extra efforts put in by conscientious employees. While the conduct rules and CCA rules take care of the irregularities committed by an employee, there are no corresponding provisions commending the services rendered by an employee well beyond the call of duty. For instance according to the existing rules, employees are expected to attend office on all working days from 10.30 a.m. to 5.00 pm with a brief lunch break. They can also take holidays on all public holidays and are not expected to attend office those days. But there are any number of instances where conscientious employees render services beyond the normal working hours including attending to work on a number of holidays. One also finds that a number of employees do not avail of leave for years together. There are also instances, where certain employees acquire extra knowledge or proficiency in subjects relating to their professional work. There are many instances where employees render valuable services during natural calamities and outbreak of diseases etc. There are also efforts put in by employees and officers who by diligent follow up have been responsible for protecting/augmenting the revenues and resources of the Government and the State. It is suggested that there should be an institutional mechanism of recognizing outstanding performances by making suitable entries in the annual performance reports of the officers. The Commission is aware of the fact that it may not always be possible to financially reward such efforts. But, it is not very difficult to record such outstanding / diligent performance by making suitable entries in the performance appraisal of the individual. For this purpose, the performance appraisal reports have to be suitably modified. There is need for building an institutional mechanism for conveying appreciation for good work.

**20.02.** The present system of appraisal of an officer / employee does not leave much scope for an officer to make a comprehensive assessment of the individual. The present reports of employees are primarily aimed at extracting answers which are in the nature of 'Yes' / 'No' and do not admit of a critical overall assessment of the officer / employee. One of the existing institutions could be directed to undertake a study in this regard.

**Amendment of the Service Rules in the context of Emergence of information Technology as a major tool:**

**20.03.** It is noticed that the service rules of number of departments have not been amended duly taking note of the increasing role of Information Technology as a major tool. For instance, there are number of services which are rendered by the State Government offices across the counter. The integration of Information Technology in all these services is a major factor. The service rules particularly those relating to the Ministerial Services have not kept pace with the Information Technology professionals that are freely available in the market for delivery of services across the counter.

**20.04.** It is hoped that for rendering better services to the citizens and for increasing the online services for them, the existing service rules might require change and persons with knowledge of computers would have to be inducted into Government service at various levels in much larger numbers. In the transition phase, this gap can be filled by outsourcing. The need for a greater induction of the Information Technology professionals in various Government departments has been acutely felt and it is hoped that this would be addressed with expedition. Amendment to Rules will be the first step in that direction.

**Compassionate appointments on medical invalidation:**

**20.05.** Government have recently issued orders in the month of December 2008 reviving the scheme of compassionate appointment to the dependents of Government employees who retire on medical grounds. It is to be pointed out this gives undue advantage to those who are already part of the system to the exclusion of large numbers who are outside and seeking government jobs. This eliminates whatever element of competition is available and perpetuates not only monopoly but also mediocrity. It may also result in filling up vacancies that deserve to be abolished or replaced by people with better qualifications. The Government of India have already initiated steps to abolish category 'D' and decided that those who would be inducted should be only skilled persons as unskilled jobs can always be easily outsourced. Government may like to examine this aspect before the next Pay Revision Commission is appointed. We suggest replacement of compassionate appointment by payment of exgratia in the case of death or medical invalidation.

**Adoption of Pay Scales of Central Organisations:**

**20.06.** It is noticed that some categories of Government employees are assigned pay scales of University Grants Commission, AICTE, ICAR etc., Government have been selectively assigning these pay scales to sections of employees/ officers. This selective adoption of pay scales of central government Organisations is giving rise to the demand of pay parity by other state government employees. This is particularly seen in the case of College

Lecturers, including those of polytechnics, and doctors. Sections of these categories have been given pay scales of UGC/ AICTE. It is not known whether the conditions attached to such Pay scales are strictly enforced while adopting them to the State employees. This has to be ensured so that those who benefit by these Scales are those who have the requisite qualifications to get that Scale. The state government have not so far accepted the parity of pay scales of central employees with the state government employees. In the absence of this, adoption of pay scales of Central Organisations / Institutions selectively to some categories give rise to an anomalous situation.

**20.07.** There are some States which have adopted the central pay scales to their own employees. Even in such States, the adoption of central pay scales is not automatic. There is a process of equalization of state pay scales with central pay scales duly taking note of the similarity of the working conditions and the other benefits which are extended by the state government. Such an equalization process is not in place in our state in the case of adoption of UGC/ AICTE pay scales for various categories.

**20.08.** The Commission would like to point out that the conditions of service of employees in Central Organisations are entirely different from the conditions of the service of the State Government/ State Institutions. As mentioned elsewhere in the Report, the vast resources available to Government of India are not available to the State Government. The Commission, therefore, suggests that we may not selectively adopt pay scales of Central Organizations to employees of the State Government thus creating an anomalous situation.

## CHAPTER-XXI

### Financial Implications

**21.01.** The net additional expenditure on account of implementation of our recommendations is **Rs.1629.78** Crores as indicated below:

Sl. No.	Particulars	(Rs. in crs)	
<b>A</b>	<b>Serving Employees</b>		
(i)	Pay as a result of 27% Fitment and Fixation benefit	2384.24	
(ii)	House Rent Allowance	571.96	
(iii)	Other Allowances including City Compensatory Allowance and Special Pay	<u>113.81</u>	
(iv)	Total - Pay and Allowances		3070.01
<b>B</b>	<b>Pensioners</b>		
(iv)	Pension	886.70	
(v)	Medical Allowance to Pensioners	120.00	
(vi)	Total – Pension & Medical Allowance		1006.70
(vii)	<b>Total Expenditure (A+B)</b>		<b>4076.71</b>
(viii)	Less Interim Relief		<u>(-) 2446.93</u>
(ix)	<b>Net Expenditure</b>		<b>1629.78</b>

**21.02.** The figures of actuals for the year 2007-08 are taken as base as the new scales are evolved by merging the Dearness Allowance which existed as on 1.7.2008.

**21.03.** There will be 50% of additionality on other Benefits viz., on Retirement Gratuity and Commutation on account of merger of Dearness Allowance.