

# **GOVERNMENT OF RAJASTHAN**

# REPORT OF THE UPGRADATION AND PAY ANOMALIES REDRESSAL COMMITTEE

### **PREFACE**

The State Government after considering the recommendations of VI Central Pay Commission had taken a decision for revising the pay scales of the State Government employees with effect from 1.9.2006. Subsequent to the issuance of the Rajasthan Civil Services (Revised Pay) Rules, 2008 a Committee was appointed to look into the grievances of the employees to address issues of upgradation of pay and redressal of anomalies on 19.9.2008.

The Committee has completed its work and is submitting its report today. The report consists of three distinct parts. The first part contains the introduction including the methodology and philosophy for determining the guiding principles which have gone in the decision making process and the general issues which cut across Unions and Associations. The second part relates to demands raised by individual cadres of employees which are specific to the cadre concerned. The third part deals with allowances and miscellaneous issues which were raised in various memoranda submitted before the Committee.

The Committee wishes to place on record the appreciation for the unstinting hard work during the course of meetings, correspondence and decision making by the staff associated with this mammoth task affecting nearly seven lake employees of the State.

The Committee would like to thank all employees for their co-operation and participation in the proceeding of the Committee. The Committee is grateful to the representatives of the department for providing information and suggestions.

The Committee acknowledge with thanks the valuable support provided by the Principal Secretary, Finance, Shri C.K. Matthew for facilitating the working of the Committee.

Special thanks are due to Shri V.K. Gupta, Additional Director, HCM RIPA, Shri Rajendra Modani, Accounts Officer, Shri I.K. Popli, AAO, Shri Ramesh Chand Jain, Accountant, Shri Sanjay Choudhary, Informatics Assistant, Shri Banwari Lal, LDC and his team as well as staff of the Chairman and Members and staff of Small Savings Department who put in long hours to complete the work assigned to them.

We would also like to place on record our appreciation for the assistance provided by Shri Raj Kumar Bobade, Shri Pavan Prakash Sharma, Shri Ramavtar Sharma, Informatics Assistants of Finance Department in final typing of the report.

It is requested that errors and omissions, if any, may be brought to the notice of the Finance Department.

संचिवालय.

Addl. Member Secretary

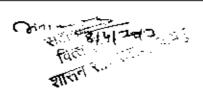
Member

Member-Secretary

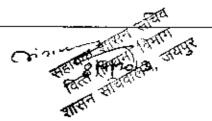
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### Chapter - I (i)

### INTRODUCTION

### The VI CPC

1. The Government of India constituted the 6<sup>th</sup> Central Pay Commission vide resolution No.5/2/20006-E.HI (A) dated the 7<sup>th</sup> December, 2006.

The terms of reference assigned to the Commission were briefly as under:-

- i. The terms of reference interalia covered the principles, date of effect, the structure of pay and allowance and other facilities and benefits in cash or kind to the members of the services of Central Government.
- ii. To transform Central Government organisations into modern and professional entities to provide best services to the people.
- iii. To work out a comprehensive work package linked to efficiency, productivity and examination through rationalisation of structure, organisations, systems and processes within the Government.
- iv. To harmonise the functioning of the Central Government.
- v. Examination of the principles which could govern the structure of function, DCRG, family pension and other terminal benefits.
- vi. To make recommendations with respect to financial parameters and conditions which could govern payments of bonus etc.

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vii. To examine the desirability and need to sanction for interim relief.

After the  $6^{th}$  Central Pay Commission submitted its recommendations, the Government of India accepted it after suitable modifications, implementing the recommendations from 1/1/2006.

### Appointment of the UPARC

- 2. Subsequent to the publication of the report of 6<sup>th</sup> Central Pay Commission and the acceptance of Government of India, the State Government through the Rajasthan Civil Services (Revised Pay) Rules, 2008 vide notification dated 12<sup>th</sup> September, 2008, spelt out in detail, the mechanism by which the benefits of the recommendations made by the Government of India in respect of 6<sup>th</sup> Pay Commission would apply to the employees of the State Government. Realising the vast span of the services and the time period within which the State Government issued rules and relevant orders governing the terms and conditions of pay scales to be made to its employees, the State Government appointed this Committee by the name Upgradation and Pay Anomalies Redressal Committee with specific terms of reference spelt out in its order dated 19-9-2008.
- 3. The Upgradation and Pay Anomalies Redressal Committee was housed in the Vitta Bhawan and is thankful to the State government for providing the appurtenances required for it's smooth functioning. The Committee was to frame its own approach for discharge of its business. It would not be out of place to add here that Shri T. Srinivasan was a Member of this Committee until he took up the responsibility of Principal Secretary to Hon'ble Chief Minister. The Committee wishes to place on record its gratitude for the guidance and substantive contribution made by him during the course of deliberations with Associations and Unions in several meetings of the Committee.

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### Terms of Reference and Methodology

- 4. Under the terms of reference, the Committee was to evolve it's own methodology and procedures to accomplish the task assigned to it. The Committee decided that it would invite all the Associations and Unions as well as individuals, who requested for audience, to place their view point before it. The minutes of each and every meeting were minutised and a record of proceedings kept for future references of the Committee. All the Unions and Associations were granted time for a free, face to face meeting, to enable to the Committee to arrive at a better understanding of the anomalies, problems and grievances faced by the employees and to appreciate their problems in proper perspective. Unions and Associations were also encouraged to submit their view point in writing. Through this process the Committee met 135 Associations and Unions during the course of its hearings. An annexure of such Associations and Unions is appended to this report.
- 5. Apart from this, the Committee also requested Principal Secretaries/Secretaries and Heads of Departments to assist it in discharge of its functions by inviting them for discussions and for enabling clarity of understanding of problematic and contentious issues. The Committee also tried to understand the structure and function of various functionaries and levels in the departments. The Committee held formal meetings with 34 such departments. The Committee wishes to place on record its gratitude for the time spared by the officers of the government.
- 6. The Committee met on a regular basis almost everyday, in order to firm up its views on the demands raised, and for collation—of information from various sources like individuals, Government departments, Finance department, websites of other State Governments, as also the information available with Unions/Associations. It was our firm belief that gathering of such information would help us in proper appreciation of problems and in arriving at appropriate decisions. The Committee also sought information by corresponding with all the State governments, to understand their perspective in respect of the 6<sup>th</sup> Central Pay Commission Report. The information collected, is being sent for future use by the Finance Department as we feel that the data gathered by the Committee may be helpful for decision making in the future, in connection with the problems of the employees of various departments.
- 7. Considering the fact that the Committee held nearly 200 meetings separately with members of Unions/Associations and others, we will be failing in our duty if we do not thank the members of the Unions and Associations and others who have patiently and democratically come forth to the Committee with their grievances in a straight and forthright manner.
- 8. Under the terms of reference given to the Committee, it has been enjoined upon it, that while recommending any changes through upgradation or otherwise, the Committee must keep in mind, the prevalent relativities of the pay structure of the cadres in the State Government. The relevant parts of 'terms of reference' for the Committee contained in order no. F6.(58)AR/Sec.3/2008 dated 19-9-2008 reads as under:-

"छठे केन्द्रीय वेतन आयोग द्वारा कितपय पदों / संवर्गों हेतु उच्चतर वेतन / ग्रेड पे के मामलों का परीक्षण करना। यह परीक्षण करते समय सिमित उन पदों / संवर्गों की उच्चीकरण सापेक्षता का भी परीक्षण करेगी जो राज्य सरकार में विद्यमान हैं परन्तु केन्द्र सरकार में नहीं हैं तथा विभिन्न पदों हेतु निर्धारित योग्यता, पदोन्नित के अवसरों, पदोन्नत पदों के वेतनमान एवं भर्ती की प्रक्रिया, कर्तव्य एवं दायित्व को भी ध्यान में रखेगी। छठे केन्द्रीय वेतन आयोग की सिफारिशों के आधार पर राज्य सरकार द्वारा जारी संशोधित वेतनमान / भत्तों के आदेशों के संबंध में वेतन विसंगतियों का राज्य सरकार की कार्य व्यवस्था / आवश्यकता के परिप्रेक्ष्य में परीक्षण करना एवं समाधान हेत् सिफारिश करना।"

न्यु ।सफारिश करना।" ठि ट्रिक्टि स्ट्राह्म वर्षे 9. This mandate confines the Committee to remain within the general structure of pay scales and hierarchical structures within the State government, as such, this structure if not respected, is likely to upset to entire structure of governance in the state. Therefore, the Committee has respected this mandate while examining and recommending the changes proposed in the pay structure of the government employees, unless it noticed an anomaly or need for upgradation to maintain the relativities in the structures of the departments. We do realise the arousal of expectations amongst the employees with the formation of the UPARC. We have, on our part, examined every representation received and personally heard the employees associations and consulted the administrative departments wherever necessary. We also believe that while advocating changes in the salary structure some issues may not have been addressed as was the high expectation from us, but having gone through the position obtaining in the Central Government as well as several State Governments, through their responses or websites, makes us confident that we have been able to balance the issues raised in the memoranda and the mandate given to us.

### Services and structures, and major recommendations affecting the State employees

- 10. The State government has distinct State Service, Sub-ordinate Service for each department and a common Ministerial and Class IV service. The State Services can be grouped into two distinct sets based on entry level pay scales. The pay structure of first category of services has grade pay of Rs. 4200 in PB-2 and the other has a grade pay of Rs. 5400 in PB-3. The pay structure beyond entry level in each of the two sets of State Services is similar to an extent. Dissimilarities between certain State Services have crept in with the passage of time. This has led to demand for similar dispensation from other State Service s. Likewise, pay structure of Sub-ordinate Services have been similar and, at some point of time, some changes were brought in, which were again agitated by other Sub-ordinate Services. Members of Ministerial service have even claimed higher pay scales granted to some or the other Sub-ordinate Service; for example the pay scales granted to Teachers, Nurses etc. in RCS (Revised Pay) Rules 1998, have been claimed by Ministerial services based on the historical parities. The Committee has received several such representations.
- 11. Some of the major recommendations of 6<sup>th</sup> CPC affecting the employees of the State government are as under:
  - i. The revised schemes of pay bands recommended has five i.e. (4+1) pay bands in which all the pre-existing pay scales have been merged.
  - ii. Insofar as future recruitment is concerned, no direct recruitment in the 1S scale will take place. The commission is firmly of the view that candidates not possessing the minimum qualification of Matric and/ or ITI cannot be recruited in the government.
  - iii. Pre-revised scales of Rs. 5000-8000, 5500-9000 and 6500-10500 have been merged to bring parity between field offices: the Secretariat; the technical posts; and the work shop staff. This is necessary to ensure that due importance is given to the levels concerned with actual delivery of services.
  - iv. Specific upgradation of pay structure of certain common cadres.

### InterState variations

12. The Committee made serious efforts to collect information from other State governments in respect of decisions taken on implementation of 6<sup>th</sup> CPC recommendations for their employees. Some information was received from the State governments in response to our request. Information pertaining to some State governments was also downloaded from their official websites.

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- 13. Study of the orders issued by various State governments revealed quite interesting variations with respect to structures followed in matters like:
  - (i.) Constitution of pay bands. Unlike the pay bands recommended by 6<sup>th</sup> CPC, some State government have designed their own pay band to suit their own requirements.
  - (ii.) Number of grade pays. As against 19 grade pays, there are 22 grade pays in Government of Rajasthan and the number varies from one State to another, again based on their own functional requirements.
  - (iii.) Assigning grade pays for existing pre-revised pay scales shows a variation across the States and apart from the difference with 6<sup>th</sup> CPC inter-State disparities are wide.
  - (iv.) Upgradation of existing pre-revised pay scales prior to fixation of pay in new pay structure for specific cadres/ post such as School Teachers, Nurses, Other Paramedical staff, Police personnel, Forest Sub-ordinate Service etc.
  - (v.) Upgradation and merger of existing pay scales Rs. 5000-8000, 5500-9000 with 6500-10500 and grant of one or more grade pay. As against one grade pay of Rs. 4200 granted by Central Government for these pay scales, some states have granted grade pay of 3200, 3600 and 4200; 4200, 4300 and 4400 etc.
  - (vi.) Date of implementation of the 6<sup>th</sup> CPC recommendations along with duration of notional period.
  - (vii.) Payment of arrears for the period upto the date of order.
  - (viii.) Grant/ Revision of rates of various allowances in parity with rates ordered by Central Government.
    - (ix.) Rate of House Rent Allowance.
    - (x.) Variations in the ACP Scheme.
    - (xi.) Provision relating to grant to Annual Grade Increment.
  - (xii.) With regard to provision relating to length of service for grant of full pension etc.

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# Chapter - I (ii) Philosophy and Approach to the Issues

- i. The Sixth Central Pay Commission (6<sup>th</sup> CPC) has observed that bureaucracy denotes paper work and delays. This is so despite the fact that the Government and bureaucracy exist to facilitate the citizens in the rightful pursuit of their legal entitlements. In the views of the 6<sup>th</sup> CPC, rigidities of the system, over centralization of powers, highly hierarchical and top down method of functioning with a large number of intermediary levels delaying finalization of any decision, divorce of authority from accountability and the tendency towards micromanagement, have led to a structure in which form is more important than substance, and procedures are valued over end results and outcomes. Non-performance of the administrative structures, poor service quality and lack of responsiveness and the subjective and negative abuse of authority are factors which erode trust in governance systems which needs to be restored urgently.
- ii. The Commission has recommended that existing administrative system needs to be transformed to leverage improved service delivery and increased effectiveness and responsiveness. There should be decentralization and delegation of powers with clear accountability at each level of delivery combined with flatter management structures so that responsibility and authority is pushed down to the operational level and to the employees who are close to the cutting edge. A reduction in the existing bureaucratic processes with simplification of procedures and business process re-engineering to allow effective service delivery is vital. The centralized command and control have not been effective in securing performance and often resulted in excessive micro-management. These will, therefore, need to be changed. Simultaneously, the definition of accountability has to be revised so that it is seen as the ability of the system to deliver timely results and quality services effectively and in a responsive manner.
- iii. The Commission had recommended multiskilling of the Government employees which would increase their operational efficiency while simultaneously optimizing the staff strength given the changes in work process due to technology and consequent reduction of layers, a blanket ban on filling up of vacant posts across the board can impact effective functioning in certain critical areas. More flexibility is required in this policy for effective service delivery and care has to be taken that administrative delivery structures do not become hollow or thin in critical areas.
- iv. The focus of the report of the 6<sup>th</sup> Central Pay Commission is to ensure better delivery mechanisms for the citizens of this country. The most frequent inter-face of the common man with the Government is at the level of beat Constables, Nurses in hospitals for Health Care, and Teachers in the sphere of education will be on the centre stage of every developing state, more as an investment for the future, as it races ahead to take its rightful place amongst the states of the country.
- v. The observations of the Commission in this regard are that pay packages should be suitably linked to promoting efficiency, productivity and economy through rationalization of structures, organizations, systems and process within the Government, with a view to leveraging economy, accountability, responsibility, transparency, assimilation of technology and discipline.
- vi. The terms of reference of the Committee requires the Committee to keep in view the work procedures, structures and needs of Government while making its recommendations. This is necessary because by broad distribution, about 70% Government employees fall in the category where merger/ upgradation has been suggested by CPC. The major departments covered are Education, Medical, Police, Engineering departments, Accounts personnel, almost all categories of Inspectors of Tax and non Tax departments, and senior Ministerial employees, all of which, fall in this category.

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- vii. The Committee has had to weigh the needs and suitably balance the aspirations of the employees with the needs of development. Every State has done this in its own way. The size and geographical profile of the State with increase in population requires continuing investment in infrastructure and delivery of services. In addition new and emerging challenges of urbanization, falling water table, deficient and erratic rainfall have to be met. Employment in sectors other than Agriculture will have to be provided for. The law and order machinery also has to be geared up to deal with agitations, accidents, thefts and terrorism.
- viii. The 6<sup>th</sup> Central Pay Commissions thrust on a more delayered, less hierarchical structure cannot be implemented immediately and simultaneously. The exercise for decentralization, delegation with clear accountability and transparency of procedures, processes and results would need wider consultation with all stake holders especially the beneficiaries. As of now the Committee sees no prospect of shrinking these services to accommodate the recommendations of the 6th CPC of retraining existing staff, maintaining existing hierarchical levels and carrying on with essential recruitment.
- ix. Keeping in view the overall responsibility of the State to ensure the balance between emoluments of the employees and the purpose for which these employees are recruited requires that salaries are moderated and structure retained to meet the fiscal and administrative needs of the state. The Committee hopes that the employees will appreciate their responsibility to the people of the State and justify the higher salaries given to them by better and more efficient service.
- x. The State Government should start the process of dialogue to restructure, delayer departments so that this exercise is completed before the next Pay Commission.
- xi. These recommendations are based not on any mathematical formula of stepping up by a percentage but by the need to maintain the hierarchy and service delivery structure. This should on one side, be an opportunity for government to take steps for encouraging greater delegation, accountability and transparency and an opportunity for employees to suggest processes for enhancing their role in keeping with the spirit of 6th CPC, which points to the need for restructuring of government machinery for desired changes towards innovative, effective and responsive service delivery to stake holders.
- xii. We have dealt with demands of all the groups of employees, their unions or associations in the ensuing pages dividing them into three distinct categories. This report can therefore be divided into the following three parts:
  - (a) general issues which formed a common demand cutting across a vast number of unions and associations.
  - (b) specific issues which relate to specific demands from a service or cadre of employees and
  - (c) issues pertaining to allowances and miscellaneous demands which vary across different classes of employees.
- The Committee is consciously not recommending complete equivalence with 6th CPC recommendations. The reasons for this can only be appreciated when the recommendations are read as a whole.