



Government of Kerala

**Report
of the
XI Pay Revision
Commission**

**PART V
APRIL 2021**

REPORT OF THE XI PAY REVISION COMMISSION, KERALA

PART- V

**Recommendations on the Revision of
Pay & Allowances and Pension of
the Municipal / Corporation Contingent
Employees**

Chairman : K. Mohandas, IAS (Retd.)
Member : Prof. (Retd.) M. K. Sukumaran Nair
Member : Adv. Ashok Mamen Cherian

APRIL 2021

PREFACE

The 11th Pay Revision Commission is happy to present Part V of its Report to the Government. This Part deals with the salaries and allowances and pension of the Municipal Contingent Employees. Parts I, II and III had dealt with the salaries and allowances and pension of the employees of the State Government, the High Court and the Universities respectively. Part IV dealing with the Kerala Water Authority is at the final stages of preparation.

The other Parts of the Report submitted by the Commission deal only with the revision of salaries & allowances and pension; recommendations on the administrative matters will be made in Part VII only. However, in this Part, the Commission has made some recommendations for improving the quality of service in the crucial field of sanitation and solid waste management. These recommendations may be acted upon by the Government/ Municipalities in public interest. The Commission recommends the whole report as one package for implementation.

K Mohandas
Chairman

Thiruvananthapuram
17-04-2021

ORGANISATION

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1	Sri K. Mohandas, IAS (Rtd)	Chairman
2	Prof M.K.Sukumaran Nair	Member
3	Adv Ashok Mamen Cherian	Member

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2	Sri K.S. Ajayakumar	Additional Secretary
3	Sri Madhusoodanan Nair T.S.	Under Secretary
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6	Smt Soja S.	Assistant Section Officer
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8	Smt Saranya Krishnan J.B.	Assistant Section Officer
9	Sri Arun V.S.	Senior Grade Assistant
10	Sri Sajesh Kumar T.	Assistant
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12	Smt Chithra C.A.	Computer Assistant
13	Smt Rajanimol R.	Computer Assistant
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15	Sri A.K.Gopalakrishnan	Confidential Assistant to Chairman
16	Sri Binod R.	Clerical Assistant
17	Sri Shine K.M.	Office Attendant
18	Smt Asha Thankachi U.S.	Office Attendant
19	Sri Anandu Kalesan	Driver

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CHAPTER 1

INTRODUCTION

1.1 The Government of Kerala appointed this Pay Revision Commission, which is the eleventh Pay Revision Commission in Kerala, by G.O.(Ms) No. 414/2019/Fin dated 06.11.2019 (Appendix 1-A) with Terms of Reference specified therein. The constitution of the Commission is with Sri. K. Mohandas, IAS (Retd.) as Chairman, Prof. M. K. Sukumaran Nair, Honorary Director, Centre for Budgetary Studies, Cochin University of Science and Technology and Adv. Ashok Mamen Cherian, High Court of Kerala as Members. Government, by G.O.(Ms) No.40/2020/Fin dated 17/03/2020, have since entrusted the Commission to examine and make recommendations on revision of pay and allowances and other benefits of Municipal / Corporation Contingent employees confining to the Terms of Reference issued by Government Order dated 06.11.2019.

1.2 Municipalities are constitutional entities created under Part IXA of the Constitution of India. Article 243Q provides for the constitution of Nagar Panchayats for areas in transition from rural to urban, Municipal Councils for smaller urban areas, and Municipal Corporations for larger urban areas. One of the functions included in the Twelfth Schedule to the Constitution is 'Public health, sanitation conservancy and solid waste management'. The proviso to the Section 30(1) of the Kerala Municipality Act, 1994 provides that it shall be the duty of the Municipality to render necessary service to the inhabitants of the Municipal area in respect of matters enumerated as mandatory functions in the First Schedule. The First Schedule of the Act lists a set of diverse functions which the Act has assigned to the urban local bodies. A view of the functions would show that no area which affects urban development and life is left untouched. One of the mandatory functions is the collection and disposal of the solid waste and regulation of disposal of liquid waste. To keep the Municipal/Corporation area healthy and hygienic is one of the most important tasks before the Council. The Municipal Councils utilize the services of the Municipal Contingent Employees for this work. They are generally sanitation workers deployed to perform a wide variety of duties such as storm water drainage, vector control, cleanliness of markets & public streets, collection and removal of filth or cleaning drains, latrines, slaughter houses and so on.

1.3 Initially, there were four categories of Municipal Contingent Employees; but they were later regrouped into two while revising their pay and allowances with effect from 01.04.1999 by G.O(Ms) No.127/2000/LSGD dt:04/05/2000, as follows:

Category I: Skilled Workers

They include Drivers, Fitters, Cremation Workers, and Tar Mixing Assistants.

Category II: Sanitation Workers

They include Gardeners, Vector Control Workers, NMR Workers, Night Soil Depot Scavengers, Rubbish Lorry Workers, Sanitation Workers, Drain Cleaners, Lorry Workers, Sweepers, Watchers and Slaughter House Attenders.

1.4 Government have not framed Special Rules to regulate their recruitment and other conditions of service as has been done for Government employees. There are roughly 6300 Municipal Contingent Employees in Kerala. Their method of appointment is direct recruitment through employment exchange, and they can continue in service till superannuation at the age of 60 years. But, almost all service benefits available to regular Government employees, including State Government scales of pay and state pattern of DA, Statutory Pension Scheme existing for Government employees appointed prior to 01.04.2013, Time Bound Higher Grade Scheme and leave benefits have been extended to Municipal Contingent employees also through different executive orders issued by Government in the Local Self Government Department. Those appointed after 01.04.2013 have been brought under National Pension System.

1.5 The Commission has discussed the various issues affecting their conditions of service and other grievances and demands, with their Associations, with the Director of Urban Affairs and with the elected functionaries or officers of some of the Municipalities. The Commission's recommendations are dealt with in the Chapters that follow.

CHAPTER 2

REVISION OF PAY SCALES

Introduction

2.1 Even though, the Government of Kerala have appointed 10 Commissions/Committees for revision pay and allied matters of State Government employees and teachers in the past, it is for the first time that Government have committed a Pay Revision Commission to study and make recommendations on revising the salary structure of Municipal Contingent Employees. The practice followed by the Government hitherto was to revise their pay based on the inputs fed by a Committee of Officers appointed for the purpose. Last time, the Government had formed a Committee consisting of Secretary (LSGD- Urban), Director, Urban Affairs and Director, State Audit Department, with the Director, Urban Affairs as Convener to look into the demands of the employees, and based on its proposals made after discussions with the Organisations of employees, Government implemented Pay Revision by GO(Ms) No.118/2016/LSGD dated 17.8.2016 in line with broad principles adopted in the case of State Government Employees.

2.2 The Commission has submitted Part 1 of its Report on revision of pay and allowances of the State Government employees and teachers, to the Government on 29.01.2021. The Commission has explained in Chapter 6 of the Report the general principles and practices adopted while making recommendations for the revision of pay of Government employees. The same principles guide the Commission in its approach to the pay revision of Municipal Contingent employees also.

2.3 Expenditure on pay, pension and other benefits of Municipal Contingent Employees is met from the Budget of the respective Municipal Councils. As the financial position of most of the Municipalities/ Corporations is tenuous, every recommendation involving additional financial commitment has to be considered in the backdrop of the resources crunch that is unlikely to ease in the immediate future. The Commission has given anxious consideration to this vital aspect while making recommendations.

2.4 The Commission has examined all the suggestions and requests from the service organisations and individual employees. However, only the changes recommended are given in the Commission’s report.

Recommendations

Proposed Master Scale and Scales of Pay

2.5 The Commission proposes the new Master Scale as shown in the Table below:

Existing Master Scale	Proposed Master Scale
17000-500-20000-550-22200-600-25200-650-27800-700-29900-800-33900-900-37500-1000-42500-1100-48000	23700-700-27900-800-31100-900-38300-1000-42300-1100-47800-1200-52600-1300-56500-1400-60700-1500-65200-1600-66800

2.6 The Commission recommends existing scales of pay be revised as shown in the Table below:

Category	Existing Scales of Pay	Proposed Scales of Pay
Category I	17500-500-20000-550-22200-600-25200-650-27800-700-29900-800-33900-900-37500-1000-39500	24400-700-27900-800-31100-900-38300-1000-42300-1100-47800-1200-52600-1300-55200
Category II	17000-500-20000-550-22200-600-25200-650-27800-700-29900-800-33900-900-37500	23700-700-27900-800-31100-900-38300-1000-42300-1100-47800-1200-52600

2.7 The revision of pay in the proposed scales of pay may be given with effect from 01.07.2019, as recommended in the case of the State Government employees.

Stage to Stage Revision

2.8 The Commission recommends a simplified method of stage-to-stage fixation for fixing pay in the revised scales of pay, as proposed for the State Government employees, by which every stage of pay in existing scale as on the effective date of pay revision (i.e. 01.07.2019) will be replaced by corresponding new stage in revised scale. The existing stages of pay and the corresponding revised stages of pay are shown in the Stage to Stage Fixation Table given below:

Stage to Stage Fixation Table

Stage No	Existing stages in the master scale	Stages in the new master scale	Stage No	Existing stages in the master scale	Stages in the new master scale
1	2	3	1	2	3
1	17000	23700	22	29200	41300
2	17500	24400	23	29900	42300
3	18000	25100	24	30700	43400
4	18500	25800	25	31500	44500
5	19000	26500	26	32300	45600
6	19500	27200	27	33100	46700
7	20000	27900	28	33900	47800
8	20550	28700	29	34800	49000
9	21100	29500	30	35700	50200
10	21650	30300	31	36600	51400
11	22200	31100	32	37500	52600
12	22800	32000	33	38500	53900
13	23400	32900	34	39500	55200
14	24000	33800	35	40500	56500
15	24600	34700	36	41500	57900
16	25200	35600	37	42500	59300
17	25850	36500	38	43600	60700
18	26500	37400	39	44700	62200
19	27150	38300	40	45800	63700
20	27800	39300	41	46900	65200
21	28500	40300	42	48000	66800

2.9 Rules for Fixation in the Revised Scales of Pay: As the fixation involves just replacing the existing stage of pay with the corresponding stage of pay as provided in the Stage-to-Stage Fixation Table in Para 2.8 above, administrative exercise for fixation of pay would be reduced to a large extent. While switching over to a new system like this, the possible impediment would be cases where

various kinds of pay other than basic pay co-exist with the pre-revised basic pay. Appropriate remedies have been provided for addressing such cases to protect employees against any monetary loss. Taking all these into consideration, the Commission has framed rules for fixation of pay as below:

- (1) The revised scales of pay will come into force with effect from 01.07.2019.
- (2) All employees who were in service as on 01.07.2019 shall come over to the revised scale of pay with effect from 01.07.2019. There will be no option facility to elect another date for pay revision.
- (3) The pay in the revised scale as on 01.07.2019 will be the corresponding revised pay stage of pre revised pay as provided in para 2.8 ante. However, if the corresponding revised stage is less than the minimum of the revised scale of the post, the pay will be fixed at the minimum. There will be no fixation exercise for calculation of revised pay as done in previous pay revisions.
- (4) In cases where the existing pay as on 01.07.2019 is retrospectively changed after 01.07.2019 for any reason, the pay so changed will be revised as provided in the Table under para 2.8.
- (5) All appointments and promotions made on or after 01.07.2019 shall be deemed to have been made in the revised scale of pay and pay will be regulated accordingly.
- (6) The existing emoluments for the purpose of these rules will be the basic pay drawn as on 01.07.2019 in the existing scale of pay. Increments, if any, accrued on 01.07.2019 will also be reckoned.
- (7) Existing scale of pay for the purpose of these rules is the scale of pay immediately prior to 01.07.2019.
- (8) In cases where Personal pay is existing in the pre revised scale of pay, revised pay stage in the revised scales shall be arrived at based on the pre revised basic pay only. After arriving at the revised pay stage, existing Personal Pay will be revised by multiplying it with the factor of 1.28 and the result will be rounded off to the next multiple of ₹100. If the amount so obtained is equal to or greater than the amount of increment(s) next above the pay fixed in the revised scale, an amount of Personal Pay equal to the sum of increment(s) in the revised scales of pay will be subsumed into the basic pay in the revised scale of pay. The remaining portion of Personal Pay, if any, after subsumed into basic pay, will be continued in the revised scale as Personal Pay. In other cases where the revised Personal Pay as arrived at above is less than an increment, the Personal

pay will be continued as such in the revised scale without absorption in future increase in pay.

- (9) Residuary Pay existing in the pre-revised pay structure will not be reckoned for determination of pay stage in the revised scale. The existing Residuary Pay in the pre-revised scale will be multiplied by a factor of 1.28 and the result will be rounded to the next multiple of ₹10. The Residuary Pay so fixed will be retained in the revised scale and the existing conditions of payment will continue.
- (10) Stagnation increment existing in the pre-revised pay structure will not be reckoned for determination of pay stage in the revised scale. However, the number of stagnation increments drawn in the pre-revised scale will be allowed in the revised scale at the rate of last increments in the scale.
- (11) In the case of an employee enjoying Personal Pay and Stagnation Increment at the same time in the pre-revised pay structure, Personal pay will be retained in the revised pay structure, multiplied by a factor of 1.28 and rounded to the next multiple of ₹10. But Stagnation increment will be retained as provided under Rule 10.
- (12) If the amount arrived by multiplication of Personal Pay and Residuary Pay by the factor provided is a multiple of ₹100 and 10 respectively, the amount will not be rounded off to the next multiple.
- (13) The existing date of increment shall not undergo any change.
- (14) In the case of an employee who is on leave without allowances or is under suspension as on 01.07.2019, his pay will be fixed under these rules on the date of his re-joining duty on the basis of pay last drawn immediately before 01.07.2019.
- (15) In the case of employees who are continuing on LWA on 01.07.2019, their pay will be fixed in the revised scale as on the date of return from leave, on the basis of pay last drawn before entering on leave.
- (16) The existing system of allowing stagnation increment will continue. Maximum number of stagnation increments allowed will be five, out of which four will be annual and fifth one biennial, subject to the condition that maximum Basic Pay after additional stagnation increment shall not exceed maximum of the master scale, i.e. ₹ 66,800/-.

Recovery of excess payment

2.10 Chances for erroneous revision of pay and allowances cannot be ruled out in spite of specific tables for stage-to-stage revision/allowances, and in such cases, recovery will have to be effected from those who received pay in excess.

In order to facilitate recovery, it may be ensured that all employees have furnished undertaking as prescribed in G.O.(P)No.169/2019/Fin dated 13.12.2019.

CHAPTER 3

REVISION OF ALLOWANCES

Introduction

3.1 Allowances may be given normal increase by 10 % which may be rounded off to the next multiple of ₹ 10. New allowances or allowances to new categories are recommended only in exceptional cases. The Commission recommends that the existing rates of various allowances admissible to the Municipal Contingent Employees may be revised as follows:

Dearness Allowance

3.2 The Commission has recommended calculation of Dearness Allowance (DA) to State Government employees based on a new formula with effect from 01/07/2019 which is the effective date of pay revision. The rates of DA as announced by the State Government for State Government employees as calculated below may be extended to the Municipal Contingent Employees also.

3.3 DA as on 01/07/2019 in the revised scale after full neutralization of 28% DA drawn in the pre scale will be zero. The next instalment of DA is due with effect from 1.1.2020. The average AICPI (base 2001) for the preceding 12 months for calculating DA with effect from 01.01.2020 is 317.42 and that from 01/07/2020 is 326.58.

DA as on 01.01.2020 is $(317.42 - 306.1)/306.1 = 3.69$, which may be rounded to 4%.

DA as on 01.07.2020 is $(326.58 - 306.1)/306.1 = 6.69$, which may be rounded to 7%.

House Rent Allowance

3.4 In the case of the State Government employees, the Commission has recommended to discontinue the existing slab system and fixed amount of House Rent Allowance (HRA) and to pay HRA as a percentage of basic pay on the basis of a revised classification of places, subject to a ceiling on the maximum amount of HRA. The Commission recommends that the Municipal Contingent Employees may also be allowed HRA as a percentage of their basic pay at the

rates corresponding to the class of places and subject to the ceiling on the maximum amount of HRA as mentioned below:

Sl. No.	Class	Places	% of Basic Pay	Minimum amount (₹)	Maximum amount (₹)
1	A	The Corporation limits of the cities of Thiruvananthapuram, Kollam, Kochi, Thrissur, Kozhikode and Kannur;	10%	2370	6600
2	B	The municipalities at District Headquarters	8%	2000	5300
3	C	All Municipalities other than those at District Headquarters	6%	1500	4000

3.5 As for Municipal Contingent Employees, the whole places may be classified into 3 groups as follows:

- (1) Class A: The Corporation limits of the cities of Thiruvananthapuram, Kollam, Kochi, Thrissur, Kozhikode and Kannur.
- (2) Class B: The Municipalities at District Headquarters.
- (3) Class C: All Municipalities other than those at District Headquarters

City Compensatory Allowance

3.6 In view of the considerable hike proposed in the rate of HRA, the Commission has recommended that the system of payment of City Compensatory Allowance (CCA) may be discontinued in the case of State Government employees when the revised rate of HRA is implemented. Similarly, the Commission recommends that payment of CCA to the Municipal Contingent Employees may also be discontinued once the revised rate of HRA is implemented.

Spectacle Allowance

3.7 Reimbursement of the cost incurred for the purchase of spectacles may continue. The existing maximum fixed at ₹1200 may be enhanced to ₹1500. The reimbursement may be allowed once in five years as of now.

Hill Tract Allowance

3.8 Hill Tract Allowance is paid as a Compensatory Allowance to the employees working in Hilly areas specified in Appendix IV of KSR Part I. This allowance is uniform to all Government employees and is differentiated based on pay ranges.

3.9 The employees working in hilly areas are now being given Hill Tract Allowance at the rates ranging from ₹ 300 to ₹ 500 per month according to the different pay ranges. The Commission recommends no hike in the rate of Hill Tract Allowance. The Commission recommends for overhauling the existing categorization of areas eligible for Hill Tract Allowance and government may review the existing places which are now included under the definition of Hill Tract realistically and unnecessary areas included therein have to be excluded. The Commission recommends for HTA at the following rates in different pay ranges.

Pay range	Rate per month (₹)
₹ 43400 & above	500
Above ₹ 25100 and below ₹ 43400	450
Upto ₹ 25100	300

Special Allowance

3.10 The Commission recommends to revise the existing rate of ₹ 125 to ₹ 140 per month.

Risk Allowance

3.11 The Commission recommends to revise the existing rate of ₹ 200 to ₹ 220 per month.

Washing Allowance

3.12 The Commission recommends to revise the existing rate of ₹ 200 to ₹ 220 per month.

Broom Allowance

3.13 The Commission recommends to revise the existing rate of ₹250 to ₹280 per month.

Stitching Charge

3.14 The Commission recommends to revise the Stitching charges as detailed below:

Existing Rate (In ₹)	Proposed Rate (In ₹)
125 per blouse, 200 per Shirt, 300 per Trousers	140 per blouse, 220 per Shirt, 330 per Trousers

Uniform

3.15 The existing system of granting four pairs of Uniform per annum may be continued. The Commission recommends that, temporary Municipal Contingent Employees may also be granted two pairs of Uniform per annum.

Overcoat

3.16 The existing system of granting four Overcoats per annum per women employee may be continued.

Soap

3.17 The existing allotment of 400 gm of soap per month may be continued.

Gumboot

3.18 The existing provision of one pair of Gumboot per annum for those engaged in garbage/ waste disposal may be continued. The Commission recommends that this benefit may be extended to temporary employees engaged in garbage/ waste disposal.

Gloves

3.19 The existing provision of two pairs of gloves per month for those engaged in garbage/ waste disposal may be continued. Temporary Municipal Contingent Employees may also be granted one pair of gloves per month.

Raincoat

3.20 One raincoat in two years is allowed to those employees who are engaged in garbage/ waste disposal. This may be continued.

Additional Special Allowance

3.21 An additional special allowance of ₹ 300 per month may be granted to those employees engaged in cremation duty.

Medical Reimbursement

3.22 The existing scheme of Medical Reimbursement as per Kerala Municipality (Employees Medical Attendance) Rules issued under G.O. (Ms) No.274/2000/LSGD dated:29.09.2000 may be continued.

Medical Checkup and Health Card

3.23 The existing system as per G.O.(Ms)No. 118/2016/LSGD dated 17.08.2016 will continue.

Waiver of Liabilities

3.24 The existing scheme may continue.

Special Allowance to differently abled employees

3.25 The rate of Special Allowance admissible to differently abled employees is revised to ₹ 1100 per month. The existing conditions for sanctioning the allowance may continue.

Education Allowance to the Parents having differently abled children

3.26 The rate of Education Allowance admissible to employees having mentally/physically challenged children studying in general schools and special schools will be revised to ₹ 1000 per month. The existing conditions for the admissibility of this allowance may continue.

Child Care Allowance

3.27 The rate of allowance will be revised to ₹ 1750 per month per child and the annual ceiling will be ₹ 21000. The existing conditions as laid down in G.O (P)No.172/2013/(150)/Fin dated 16.04.2013, G.O.(P)No.360/13/(171)/Fin dated 24.07.2013 and G.O.(P)No.110/2016/(15)/Fin dated 30.07.2016 for the admissibility of the allowance may continue.

Educational Benefits

3.28 The existing scheme of Educational benefits to the children of municipal Contingent employees and to those of SC/ST employees will continue.

Working Hours and Attendance

3.29 The existing practice as in G.O.(Ms) No.118/2016/LSGD dated 17.08.2016 may continue.

CHAPTER 4

LEAVE

Introduction

4.1 The Kerala Service Rules, as such, has not been made applicable to the Municipal Contingent Employees. Therefore, all kinds of leave contemplated therein are not automatically applicable to this category. But Government have extended a few kinds of leave to this category such as Earned Leave, Half Pay Leave, Special Disability Leave, Maternity Leave, Paternity Leave, Hysterectomy Leave etc.

Leave Without Allowances

4.2 It has been represented before the Commission that the Municipal Contingent Employees have not been granted the benefit of Leave Without Allowances (LWA), which has created impediment in applying for Leave Without Allowances when all other kinds of leave have been exhausted, and also in regularising periods of absence from duty when such absence exceeds periods of any kind of leave due and admissible now. Therefore, the Commission recommends introduction of LWA under Rule 88 Part 1 KSRs for 180 days in a year of service, which may be permitted to be availed of in not more than one spell, and may be subject to all other conditions prescribed under the Kerala Service Rules.

Paternity Leave

4.3 The Commission recommends that the duration of Paternity Leave may be enhanced from 10 days to 15 days. The Leave may be extended for the purpose of child adoption also subject to the same conditions as applicable to the leave.

Surrender of Earned Leave

4.4 As per G.O.(Ms) No.118/2016/LSGD dated 17.08.2016, Municipal Contingent Employees have been permitted accrual of earned leave at the rate

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of 1/11th of the period spent on duty and surrender of Earned Leave for 30 days in a financial year. These benefits may continue.

4.5 The Commission recommends to continue the other existing leave benefits without any change.

CHAPTER 5

PROMOTIONAL AVENUES

Time Bound Higher Grade Promotion with effect from 01.04.2021

5.1 Municipal Contingent Employees' career aspirations are taken care of under Time Bound Higher Grade Scheme which ensures a fixed number of financial upgradations on completion of specific periods of service. The Commission recommends that the existing scheme of granting Time Bound Higher Grades on completion of 8,15,22 and 27 years of service may continue subject to the existing conditions.

Revised scale of pay in the entry post	1 st TBHG	2 nd TBHG	3 rd TBHG	4 th TBHG
Category I				
24400-700-	25100-700-	26500-700-	27900-800-	31100-900-
27900-800-	27900-800-	27900-800-	31100-900-	38300-1000-
31100-900-	31100-900-	31100-900-	38300-1000-	42300-1100-
38300-1000-	38300-1000-	38300-1000-	42300-1100-	47800-1200-
42300-1100-	42300-1100-	42300-1100-	47800-1200-	52600-1300-
47800-1200-	47800-1200-	47800-1200-	52600-1300-	56500-1400-
52600-1300-	52600-1300-	52600-1300-	56500-1400-	60700-1500-
55200	56500-1400-	56500-1400-	60700-1500-	65200-1600-
	57900	60700	63700	66800
Category II				
23700-700-	24400-700-	25100-700-	26500-700-	27900-800-
27900-800-	27900-800-	27900-800-	27900-800-	31100-900-
31100-900-	31100-900-	31100-900-	31100-900-	38300-1000-
38300-1000-	38300-1000-	38300-1000-	38300-1000-	42300-1100-
42300-1100-	42300-1100-	42300-1100-	42300-1100-	47800-1200-
47800-1200-	47800-1200-	47800-1200-	47800-1200-	52600-1300-
52600	52600-1300-	52600--1300	52600-1300-	56500-1400-
	55200	56500-1400-	56500-1400-	60700-1500-
		57900	60700	63700

CHAPTER 6

PENSION

Introduction

6.1 The Commission has been mandated to make recommendations on Revision of Pension also of Municipal Contingent Employees. There is no exclusive pension scheme made for Municipal Contingent Employees. So, the Pension Scheme under Part III of Kerala Service Rules, existing for State Government Employees, has been extended to Municipal Contingent Employees by GO(Ms)No.286/75/LASW dated 29.10.1975.

6.2 The Government implemented the last Pension Revision of Municipal Contingent Employees, on its own motion, with effect from 01.07.2014 by GO(Ms)No.178/2017/LSGD dated 7.9.2017. The Pensionary benefits were revised on the principles followed for revision of Pension of State Government Employees. The minimum basic pension and family pension were enhanced to ₹8,500/-. The maximum basic pension was revised to ₹24,000/- (50% of the maximum pay ₹ 48,000/-) and the maximum family pension (normal rate) to ₹14,400/- (30% of ₹ 48,000/- the highest pay). The ceiling on Death cum Retirement Gratuity was enhanced to ₹14,00,000/. Commutation was allowed to continue at 40% of the basic pension. Ex-gratia pension was also allowed on the same parameters followed for State Government Employees. Family Pension was extended to Ex-gratia pensioners with eligibility limited to the spouse only.

6.3 Basic pension of those retired or expired while in service prior to 1.7.2014 was revised by adding fitment benefit at 18% of basic pension and by merging Dearness Relief at 80% subject to that in the case of pensioners having qualifying service of 30 years and above, the consolidated pension so arrived should not be lower than 50% of the minimum of the corresponding revised scale of the post from which the pensioner retired.

6.4 Those who were appointed on or after 01.04.2013 have already been brought under the National Pension System, and so the recommendations on revision of pension would apply only to pre-01.04.2013 appointees who

are covered under the Statutory Pension System as in force under Part III, Kerala Service Rules.

Recommendations

Date of effect

6.5 Commission recommends that Pension Revision shall come into force with effect from 01.07.2019, co terminus with the proposed pay revision.

One Rank One Pension

6.6 The existing principles of One Rank One Pension may continue

Minimum and Maximum Basic Pension/Family Pension

6.7 The minimum and maximum of basic pension/family pension may be enhanced as shown below:

Sl No	Pension	Minimum	Maximum
1	Basic Pension	₹ 11,500	₹ 33,400 (i.e. 50 % of ₹ 66800, the maximum of the Master Scale)
2	Family Pension	₹ 11,500	₹ 20,040 (Normal Rate) (i.e. 30 % of ₹ 66800, the maximum of the Master Scale)

Revision of Pension of those who retired / expired prior to 01.07.2019

6.8 The existing basic pension may be multiplied by a factor of 1.38 and rounded to the next multiple of ₹ 10, which may be the revised basic pension.

Revision of Family Pension of those who retired / expired prior to 01.07.2019.

6.9 The existing Family Pension may be multiplied by a factor of 1.38 and rounded to the next multiple of ₹ 10 which may be the revised family pension.

Revision of Pension and Family Pension of those who have retired/ expired after 01.07.2019.

6.10 In respect of those who retire/ expire while in service on or after 01.07.2019, the pensionary benefit may be calculated with reference to the revised pay introduced with effect from 01.07.2019.

6.11 The existing system of computation of pension at the rate of 50% of the average emoluments for the last ten months may be substituted with calculation of pension on the last pay drawn i.e., pension may be fixed at 50% of the last pay drawn. This is recommended for administrative convenience and may have effect from 01.07.2021. Past cases may not be reopened. Any representation for reopening old cases may be summarily rejected.

Qualifying service

6.12 The present system of full pension for 30 years of qualifying service and minimum pension for 10 years of qualifying service may continue.

Death Cum Retirement Gratuity

6.13 This is the lump sum payable to an employee on his retirement or to his family in the event of his death. The ceiling on maximum amount of DCRG may be raised to ₹ 17 Lakhs with effect from 01.04.2021. All other existing rules on Gratuity may continue without change.

Commutation of pension

6.14 Present rate of commutation of pension @ 40% and the period of restoration of commuted value of pension on completion of 10 years may continue.

Voluntary Retirement

6.15 As per the existing rules, Retiring Pension (Voluntary Retirement) is admissible when an employee retires voluntarily after putting in a qualifying service of 20 years, subject to certain conditions. The most attractive benefit of voluntary retirement is that the actual periods of qualifying service as on the intended date of retirement of an employee is increased by a period not exceeding 5 years subject to certain other conditions mentioned under Rule 56 (vii) Part III KSRs.

6.16 The Commission recommends that the qualifying service for voluntary retirement may be reduced to 15 years while discontinuing the provision for addition of five years to the qualifying service, as recommended in the case of State Government employees.

Higher rates of Pension to older pensioners

6.17 The Commission recommends to grant Special Care Allowance' @ ₹1,000/- per month to the pensioners on completion of 80 years of age as in the case of State Government Pensioners.

Health Insurance Scheme

6.18 The Commission recommends to include the Municipal Contingent Pensioners also under the Health Insurance Scheme proposed to be implemented to the Government Pensioners.

Medical Allowance

6.19 The Medical Allowance to pensioners and family pensioners may be enhanced from ₹300 to ₹500/- per month and be continued till the implementation of a Medical Insurance Scheme for Pensioners and Family Pensioners.

Full pension to mentally disabled children

6.20 As per the existing Rules, children suffering from physical/mental disorder or disability are eligible for family pension. Considering their pathetic and deplorable situation, the Commission recommends that Family Pension at the normal rate of pension may be allowed to mentally disabled children of the deceased employee/pensioner.

Ex-gratia Pensioners

6.21 Ex-gratia pension is available to the Municipal Contingent employees who retired from service with less than 10 years of qualifying service. The scheme is limited to the employees who retire from service on superannuation, but do not have the minimum Qualifying Service for statutory pension. The Ex-gratia Pension may be revised by multiplying the existing pension by 1.38 and rounding to the next multiple of ₹ 50.

Completed Year of Qualifying Service	Existing rate of ex-gratia pension (₹)	Revised rate of ex-gratia pension (₹)	Existing rate of Family Pension (₹)	Revised rate of Family Pension (₹)
9 Years	7650	10600	2295	3180
8 Years	6800	9400	2040	2820
7 Years	5950	8250	1785	2475
6 Years	5100	7050	1530	2115
5 Years	4250	5900	1275	1770
4 Years	3400	4700	1020	1410
3 Years & below	2550	3550	765	1065

Ex-gratia payment in the case of employees who die while on duty

6.22 The Commission has recommended to enhance the amount of ex-gratia payment to ₹5.00 lakhs to the Government Employees who die while on duty, under Para 44 Chapter 11 of the Report-Part I. It may be made applicable to the Municipal Contingent Employees also.

Dearness Relief

6.23 Pensioners may be allowed Dearness Relief as follows:

Date	Rate	Total
01-07-2019	0	0
01-01-2020	4%	4%
01-07-2020	3%	7%

Drawal of Pension

6.24 Now the Pensioners have been given option to draw pension either from Bank or from the Corporation/Municipality. This may continue.

CHAPTER 7

OTHER RECOMMENDATIONS

7.1 In the governmental system, the practice has been to implement the recommendations of Pay Revision Commissions for revision of pay, allowances and pension, and ignore the recommendations for the implementation of reform measures aimed at improving the quality of delivery of services. Here, we hope that the recommendations will be seen as one whole package, and implemented together. This is extremely important because the employers here are the Municipalities which are much nearer to the citizen compared to the State or Central governments, and the service is something which affects the life of the citizen directly. In the hierarchy of governments, the Central government is far away and its functionaries are unknown to the ordinary citizen; the State Government is also some distance away although its personnel are better known to the citizens, but the Municipality is right near the citizen and the persons in charge are available next door. All activities of the local self-government institutions must be in the context of this proximity and public perception.

7.2 Municipal Waste management is a globally important issue and is included as part of the United Nations' Sustainable Development Goals, considering its significance for the present and the future generations. SDG11 is "Make cities and human settlements inclusive, safe, resilient and sustainable." For achieving this Goal, Target 11.6 is: "By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management." SDG12 is "Ensure sustainable consumption and production patterns" and for this, Target 12.5 says "By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse." So the whole world is interested in how our towns manage their solid waste.

7.3 The first issue is about the financial impact at the municipal level. Bulk of the municipal revenue comes from the citizens directly in the form of property tax, profession tax and fees. While paying the tax or fees, the citizen is bound to ask in his mind critical questions like what he is paying for, whether the service he gets is commensurate with his payments, and

whether the municipal finances are being managed prudently. Waste management is perhaps the most crucial service expected from the local self-government. Salaries to the contingent employees is the biggest component of the Municipality's expenditure on waste management. Some figures taken from the Annual Financial Statements published on the websites of randomly selected Municipalities are given below to set the context for this discussion. (Some of the figures include the payments made to clear arrears also).

2019-2020 (Amounts in lakhs)									
		i	ii	iii	iv	v	vi	vii	viii
	Municipality / Corporation	Salaries of Contingent workers	Contribution of pension fund of contingent workers	Other expenses on Contingent workers	Total expenses on contingent workers	Total establishment expenditure	Total Tax Revenue	Item (iv) as % of item (v)	Item (iv) as % of Item (vi)
1	Tvpm Corporation	3592.46	315.63	27.66	3935.75	11588.17	9440.06	33.96%	41.69%
2	Kochi Corporation	2795.89	112.28	0.06	2908.24	10635.38	14085.08	27.34%	20.65%
3	Thalassery Municipality	940.52	64.61	7.39	1012.53	2133.23	870.99	47.46%	116.25%
4	Kottayam Municipality	542.53	47.84	19.30	609.68	2985.11	1691.77	20.42%	36.04%
5	Thiruvalla Municipality	159.62	82.20	0.00	241.82	812.92	867.31	29.74%	27.88%
6	Erattupetta Municipality	31.03	0.00	0.00	31.03	192.42	132.11	16.13%	23.49%

7.4 Now, coming to the level of the individual employee, the question is about the service rendered and the compensation paid for that. While private employers always work out the cost to the company while offering employment, the public sector does not do so. Municipal resources are not infinite and it is high time they look at what they are spending on, although it may not be considered politically correct to analyse the compensation paid to lower employees. After the implementation of the proposed pay revision, the cost of an individual contingent employee to a Municipal Corporation as on 01.01.2021 would be as follows:

SI No	Item	Minimum (₹)	Maximum (₹)
1	Basic Pay	23,700	66,800
2	DA	2,133	6,012
3	HRA	2,370	6,600
4	Other Allowances	860	860
5	Earned leave/ surrender	2,585	7,279
6	Other Leave	2,350	6618
7	Pension contribution	2,583	13,360
8	Festival allowance	333	229
	TOTAL	36,914	1,07,758

[Notes on the figures in the table: DA is assumed to be 9% as on 01.01.2021. Other allowances include monthly allowances like Special Allowance, Risk Allowance, Washing Allowance and Broom Allowance, and 1/12 of annual allowances. The cost of Earned leave is taken as the salary for 33 days in one year. Other leave includes 20 days of casual leave and 10 days of commuted leave in a year, making it equal to one month's salary. Pension contribution is taken as 10% for the new entrants with contributory pension and assumed as 20% for the senior persons who joined before 2013. Annual festival allowance is assumed at ₹ 4000 and ₹ 2750 respectively.]

7.5 The questions raised by these figures of gross and individual expenditure are manifold. Should the Municipality be spending so much to sweep the roads and clean the drains? And with this type of expenditure, what are the results? Are the people getting the value for the public money that is spent on these activities? The truth, though inconvenient, is that our Municipalities have not been successful in having an effective waste management system. The workers cannot be blamed as the Municipality has to provide the requisite infrastructure and facilities, and, as the employer, it has to extract the right type and quantity of work from them. We have the results of objective surveys conducted under the auspices of the Ministry of Housing and Urban Affairs, Government of India, and the findings in respect of the State provide nothing to write home about.

7.6 The report of Swachh Survekshan, 2020, the annual cleanliness survey, has nothing positive to say about the cities in Kerala.

The focus area for this survey were:

- i. Collect segregated waste and maintain till processing site
- ii. Utilise capacity of wet waste processing facilities
- iii. Treat and reuse waste water
- iv. Follow 3R principles – reduce, reuse, recycle
- v. Curtail solid waste based air pollution
- vi. Uplift social condition of informal waste pickers
- vii. Promote procurement through GeM
- viii. Assess Ganga towns separately to accelerate action
- ix. Engage technology driven monitoring

7.7 The Statewise Service Level Progress score for cities with population above 1 lakh was 222.94 for Kerala, and for population below 1 lakh, it was 98.87. The only major States with a lower score are Assam and Bihar, in both these categories. In the figures for Statewise averages for solid waste management, Kerala's scores are 147.31 and 56.39. And there is no town from Kerala in the rank list of 47+100 towns. Kerala towns are also missing out from the list of garbage free cities (GFC). In the ranking of States, Kerala stands last, at 27. The parameters adopted for the ranking of the States were: Support from State to cities, GFC star rating and ODF, and Performance in Swachh Survekshan 2020.

7.8 Like any general survey covering diverse regions, this also may have its limitations in recognising region-specific practices. Decentralised disposal of waste can be one explanation for a low score as the first parameter is the collection of segregated waste and maintenance till the processing site. The survey also covers the treatment of waste water, which is not a municipal function in Kerala. But, these are excuses, and substantive inadequacies have no explanation.

7.9 The Municipal performance Index was brought out in March 2021. This first edition of MPI provides an in-depth analysis of the functioning of 111 municipalities across a set of five verticals, namely Governance, Services, Finance, Technology and Planning. These further include 20 sectors and 100 indicators. The five verticals cover significant aspects of governance that impact the lives of citizens. The Services vertical involves an assessment of all functions that citizens experience on a daily basis; Finance measures the municipalities' management of public funds and how they access financial resources; Planning examines the level of preparation, implementation, and enforcement of urban planning; Technology showcases the status of digital

governance and the municipalities' endeavours to promote the same; and Governance covers the administrative aspects of the municipal body. The sectors-wise analysis helps provide a simplified understanding of the performance of local administration. From Kerala, only Kochi and Thiruvananthapuram figure in this survey.

7.10 Among the Municipalities with less than one million population, the Municipal Performance Index, 2020 ranks Kochi at 12 and Thiruvananthapuram at 32. Of the five verticals, the vertical on Services attempts to assess municipalities' service delivery across six sectors of Education, Health, Water & Waste Water, Solid Waste Management & Sanitation, Registration & Permits, and Infrastructure, along with thirty indicators. The SWM & Sanitation sector consists of indicators such as Garbage collection, Street cleanliness, Waste disposal, Waste treatment, Sewage treatment capacity and Household sewer collection. Kochi and Thiruvananthapuram are ranked 36 and 37 respectively. The details are given in the city-wise information sheets copied on the next two pages.


Rank

32

Score:
40.61

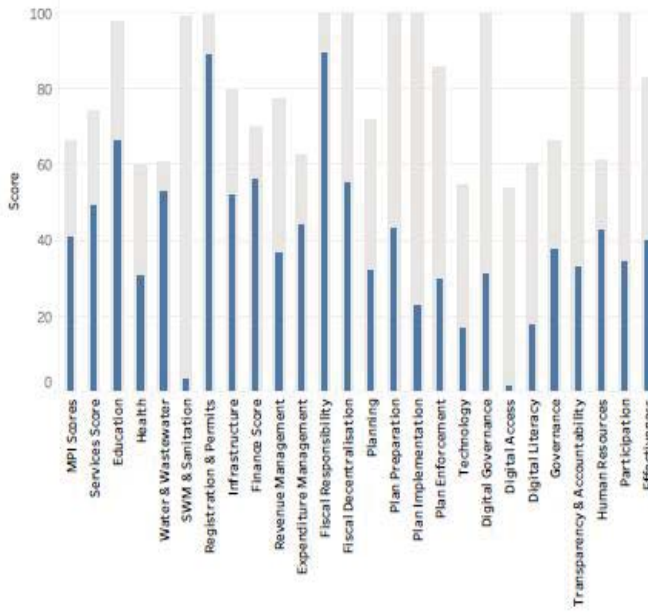
Thiruvananthapuram

Category: Less than Million

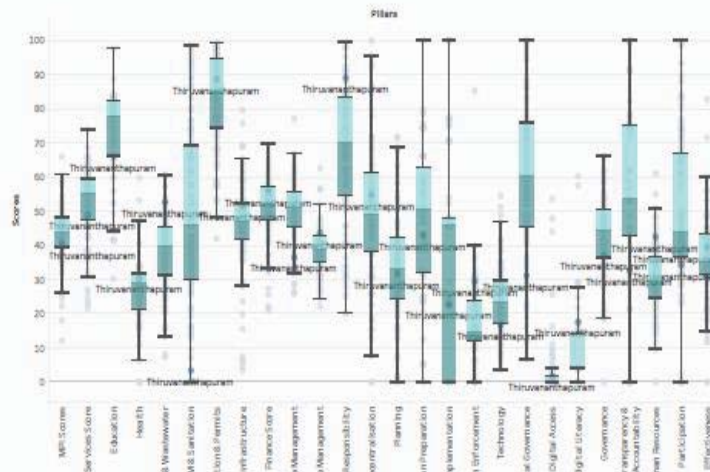


Municipalities Scores and Best Score Comparison

■ Municipality Score ■ Best Score



Variation Across Cities



Rank
12 Score:
46.85

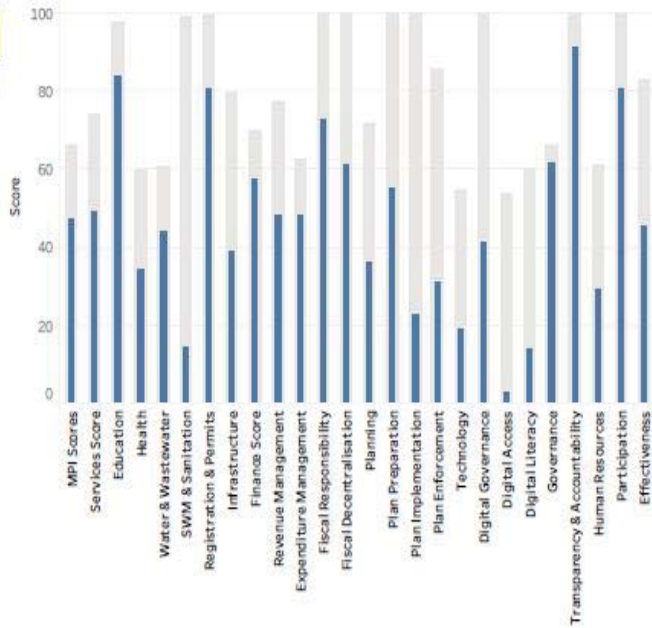
Kochi

Category: Less than Million

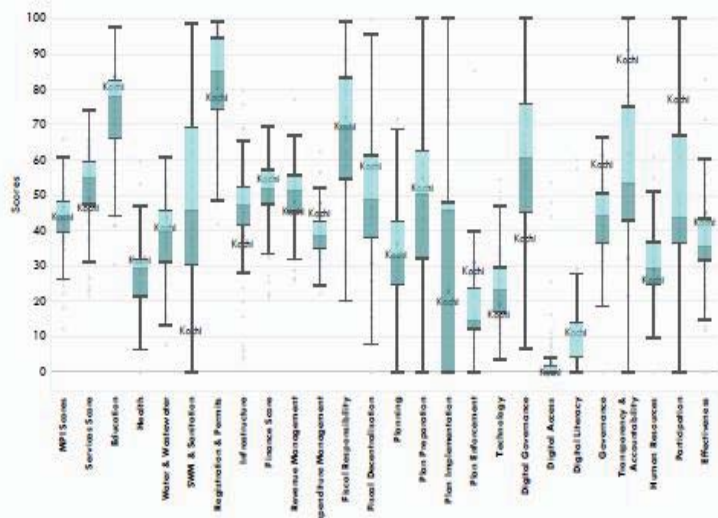


Municipalities Scores and Best Score Comparison

■ Municipality Score ■ Best Score



Variation Across Cities



7.11 The Governments, both in the Centre and in the States, have long realised that the Municipalities by themselves would be unable to manage the cleanliness of the cities/ towns. There have been several programmes and projects to assist the Municipalities in waste management. The Swachh Bharat Mission – Urban was a major initiative of the Government of India, with 35% funding from the Centre. The guidelines for Phase II of the programme have also been issued to enable continuation of the work. At the State level also, there have been several initiatives, including the establishment of the Suchithwa Mission. The Suchithwa Keralam programmes cover almost all the aspects of solid waste management. The guidelines issued by the government in 2017 under the Haritha Keralam sub-Mission are also fairly comprehensive. Government have also established the Clean Kerala Company under the Local Self Government Department with the objective of ‘ensuring hygiene management of the state through the adoption of innovative and scientific methods and proven technology, adhering to the concept of active participation of the public and private sectors. The company aims to ensure comprehensive management of all harmful rejections in the state, thereby ensuring that the hygiene of the state is never compromised’. The Mission and the Company perform several functions which the local bodies should have normally performed, but have failed to perform. The waste to energy projects proposed in the PPP mode are also part of these governmental efforts. The World Bank- aided Solid Waste Management Project would be supplementing these efforts.

7.12 The 15th Finance Commission has given a special consideration for sanitation and solid waste management. The Finance Commission observes:

‘7.120: Urbanisation directly contributes to waste generation, and unscientific waste handling causes health hazards and degradation of the urban environment. The definition of municipal solid waste includes refuse from households, non-hazardous solid waste discarded by industrial, commercial and institutional establishments, market waste, yard waste and street sweepings which are collected by the municipal authorities for disposal.

7.121 Waste generation rates are increasing, but with low recycling rates and treatment capacity as well as insufficient number of sanitary landfills, waste is mostly disposed of in dumpsites or burnt openly. To overcome this problem, the first priority is to address the most basic and pressing issues of stopping dumping and providing collection and environmentally-sound disposal services to all citizens. Landfilling has been practised for many

years, has passed stringent environmental tests and is an established disposal method in environmentally cautious economies. It is currently the most financially accessible and environmentally acceptable solution for waste disposal in India. A second priority is to introduce alternative methods of waste management in order to reduce waste disposal requirements. Material recovery/recycling and other advanced treatments such as waste-to-energy should be pursued in parallel, depending on local conditions. In metro regions with large volumes of waste generation, for example, land availability and transport make landfill options expensive. In such cases, a mix of technologies including landfilling and more advanced solutions should be considered. A third priority is closure and rehabilitation of old dumpsites, to reduce exposure and risk to human health and the environment. Closure and capping of existing dumpsites, in compliance with environmental regulations, is an urgent and critical need. Local governments should also plan for long-term monitoring and management of these environmentally compromised sites and, depending on site characteristics and costs, land remediation/ reclamation potential must be explored for future uses, including potential solid waste management disposal and treatment facilities.'

7.13 The Finance Commission has recommended that 30% of the basic grants to urban local bodies should be used for sanitation and solid waste management (40% of the grants would be untied and 30% for drinking water, rainwater harvesting and water recycling). The total grants recommended (₹ crores) for the urban local bodies in Kerala are given in the table below.

Year	2021-22	2022-23	2023-24	2024-25	2025-26
Million Plus cities	256	265	281	297	303
Other cities	336	348	368	390	398
Total	592	613	649	687	701

The grants to the Million Plus Urban Agglomerations in Kerala for Solid Waste Management and Sanitation over the five years from 2021-22 are as follows:

- i. Kannur ₹ 189 cr
- ii. Kochi ₹ 245 cr
- iii. Kollam ₹ 128 cr
- iv. Kozhikode ₹ 235 cr

v.	Malappuram	₹ 196 cr
vi.	Trivandrum	₹ 194 cr
vii.	Thrissur	₹ 215 cr

7.14 There are funds coming from various sources; it is for the local bodies to plan and implement appropriate projects and programmes for the basic job of creating clean cities for the citizens. It would also be necessary for the State Government to provide the leadership, guidance and coordination.

7.15 The Commission does not propose to get into a critical scrutiny of the programmes under implementation or into the pros and cons of the various options for waste management, and only hopes that the efforts taken and the investment made show their impact through empirical evidence. However, in the interest of public service, the Commission makes the following recommendations:

- (i) Involvement of the stakeholders: “So long as you do not take the broom and the bucket in your hands, you cannot make our towns and cities clean” – Mahatma Gandhi.

Every document on waste management, whether it is consultancy report or government policy paper, stresses the need to involve the stakeholders. The residents and the commercial establishments are the main generators of waste, and they are the parties most interested in the disposal of waste. Most residential areas have resident’s associations and most commercial areas have traders’ associations. These organisations should be fully involved in the cleaning of the common areas in their respective areas and the management of the waste that they generate. They must be empowered and authorised with accountability to handle their waste. In exceptional cases, where the cost is high, it might even be necessary to provide the associations with some funding also. It should be made mandatory for the residents and the commercial establishments to keep the designated areas on the roads/ public places in front of their residences/ establishments neat and tidy.

- (ii) Engaging Kudumbasree or Cooperatives: Kudumbasree is an organisation of women from poor families. It has been the harbinger of socio-economic change, providing all round empowerment of women from the economically weaker

sections of society. Kudumbasree personnel have been successfully undertaking a wide range of activities. Waste collection and management could be contracted out to Kudumbasree units; they can be expected to discharge their duties sincerely and effectively, if some guidance and training are provided. Similarly, there are Cooperative societies in the sanitation sector; more societies will be created if there is an opportunity for providing service for which they can get reasonable remuneration. Identified work can be contracted out to them.

- (iii) Reducing the strength of permanent manpower: The present model of using a large contingent of permanent employees has not delivered results. Of course, some Municipalities feel that the strength is inadequate and that more workers are necessary. Permanent manpower is very costly, and often inefficient. Further, socio-cultural prejudices inhibit performance in this sector since most sections of the youth in the State have an unstated but obvious preference for white collar jobs. The work related to garbage handling should therefore be entrusted to people who would be willing to do the job and are committed to it, with the involvement of the stakeholders, as proposed in the previous paragraphs. Greater social justice can be achieved by giving reasonable wages to more persons than by giving high salaries to a small number of persons. The Commission therefore recommends that no new appointment of contingent workers may be made for the next three years, after which the status may be reviewed and an appropriate decision taken.
- (iv) Contract employment: New regular appointments will not be necessary in the near future if the above recommendations in paras (i) and (ii) are acted upon. In case regular personnel are required, the appointments must be made with the approval of government. The source may be the Employment Exchanges as is the present practice. Such appointment should be on contract for one year at a time at the rates approved by government for contract employment; they should be given necessary training and their work closely monitored.
- (v) Attendance Monitoring: The hours of duty for the majority of the contingent workers are from 07.00 AM to 01.00 PM. The attendance of these workers is to be marked at 07.00 AM at the

designated office of the Municipality, the Health Inspector/ JHI being responsible. Before making any recommendations in the matter, it is necessary to place on record the experience the Chairman and the Secretary of the Commission had. Since we wanted to watch the mustering process, the Secretary informed Dr A Sasikumar, the Corporation Health Officer, Thiruvananthapuram, telephonically that the Chairman and the Secretary would like to watch the mustering at any selected place the next day morning at 7 AM. The Health Officer informed that the process starts at 6.45 AM and that he would come to the Commission's office at 6 AM for the field visit. The Chairman and the Secretary were ready at 6 AM, but the Health Officer neither came nor picked up his phone. At 6.30 AM, the Chairman and the Secretary went to one of the Circle Offices of the Corporation. The gate of the office was locked and some workers came and gathered there by 7AM. A Junior Health Inspector arrived at 7.09 AM, opened the gate, and quickly got marked the attendance of the workers present. The second JHI arrived ten minutes later, and he informed that the Health Inspector would be on leave that day. Some of the workers said they will have to catch a bus to the place of duty; some others will use their own two-wheelers and some would wait to be dropped by some Corporation vehicle going via the place of their work.

While it is not logical to come to general conclusions based on one sample experience, there are several fundamental issues. The total lack of interest, discipline, efficiency and courtesy on the part of the Health Officer who is the top official of the Corporation responsible for this work is surprising as we are aware that there have been several Municipal Secretaries who used to make surprise early morning inspections and the Commission hopes that this case of the Corporation Health Officer is an isolated one. If the supervisory officers - Health Inspectors and JHIs - are late, a lot of time will be lost for the workers who report in time. The inefficiency associated with the movement of the workers from the office to the place of work was quite obvious. Added to this is the problem of infirm and unhealthy workers on the rolls. The Commission makes the following recommendations:

- (a) Senior officers of the Corporations and Municipalities should conduct occasional field visits and inspect the work being done by the staff, remembering that this is the most critical work of the local body. The elected functionaries also should be involved in this.
- (b) The attendance monitoring system should be modernised, using a suitable Mobile App which may be developed for this purpose. The workers should go directly to the place of work assigned to them and their presence should be monitored through the system and confirmed through physical inspection. The supervisory officers namely HIs and JHIs, who are being paid a Permanent Conveyance Allowance, should be able to spend more time in the field.
- (vi) Invalid Workers: During the visit of the Chairman and the Secretary, one of the workers was seen to be unable to stand without support, let alone walk. It is learnt that there are several workers who are unable to work due to ill health or due to life-style related problems. There is no need to retain such workers on the rolls. Those who are invalid and unable to work must be retired on invalid pension.
- (vii) Deployment for Other Duties: The Commission learns that the Corporations/ Municipalities have the practice of deploying contingent workers as support staff in the office. This is extremely irregular, whatever be the circumstances. These posts are created for a specific purpose and the workers are to be utilised for that job only. In any case, all offices now have some underworked staff in various categories because of the adoption of technology and the use of computers; therefore the contingent workers sanctioned for waste handling should be doing only that job.
- (viii) Coordination: With multiplicity of agencies and organisations involved in the sanitation efforts and with a variety of programmes and projects proposed and under implementation, effective coordination at the District level is inevitable. The District Collectors may have been entrusted with umpteen responsibilities, but a crucial public duty like sanitation and waste management has to be effectively coordinated by them in public interest. Government may create an appropriate District level arrangement for coordination headed by the Collectors.

7.16 The Commission has not made any recommendations on the 'How to' part of waste management for obvious reasons. However, we earnestly hope that matters will improve in the towns and cities in Kerala with the type of funding and technical support available. We would like to reiterate that the recommendations in para 7.15 constitute an integral part of the Pay Revision proposals.

APPENDIX 1

Government Orders on the constitution and functions of the Commission

Appendix 1A



GOVERNMENT OF KERALA

Abstract

Revision of pay of Government employees, staff of educational institutions, local bodies, etc. - Constitution of Pay Revision Commission - Orders issued.

FINANCE (SECRET SECTION) DEPARTMENT

G.O. (Ms) No.414 /2019/Fin.

Dated, Thiruvananthapuram, 06.11.2019

ORDER

Government hereby appoint a Pay Revision Commission consisting of the following members to study and make recommendations on revising the pay and allowances and other benefits of the State Government employees including teaching and non-teaching staff of Aided educational institutions, local bodies, etc.

1. Sri. K. Mohandas IAS (Retd.) (Chairman)
 2. Prof. M. K. Sukumaran Nair,
Honorary Director, Centre for Budgetary Studies, Cochin University
of Science and Technology. (Member)
 3. Adv. Ashok Mamen Cherian (Member)
2. The Terms of Reference of the Commission shall be as follows: -
- i) To suggest modifications, if found necessary, for the pay and allowances of;
 - a) Posts under Government Service, including Part-time Contingent Service and Casual Sweepers
 - b) Posts under Education Institutions of the Government, Aided Schools and Colleges and also such institutions covered by Direct Payment Scheme, including employees in Part-time posts and Casual Sweepers and excluding those posts covered by UGC/ AICTE schemes of Scales of Pay and also posts for which, Central Scale of Pay have already been allowed such as Teaching Staff in Medical Colleges and Judicial Officers etc. and

- c) Posts under Local Bodies and Universities except those covered by AICTE/UGC/Central Schemes.
 - ii) To examine the present structure of Pay and Allowances and Other Emoluments and Service conditions including, promotional avenues and fringe benefits available to the above categories of employees and suggest changes, if any required.
 - iii) The commission shall also examine the scope of introducing non-cadre promotion to various categories of both gazetted and non-gazetted posts who continue in the entry cadres for long periods of service.
 - iv) To examine and suggest changes, if any, to the benefits available to Service Pensioners.
 - v) To consider the scope of extending the benefits which are available to Central Government employees at present, but not available to the State Government employees.
 - vi) To look into the cases of anomalies in the last Pay Revision specifically referred to the commission by Government and suggest remedial measures.
 - vii) To examine the present Civil Service set up as a whole and make suggestions to increase efficiency, social accountability and making Civil Service more people friendly
 - viii) To consider the need for a gender sensitive service structure especially multifaceted issues faced by women employees and make suggestions for remedial measures
 - ix) To review the existing rules and procedures for fixation of pay and suggest methods for simplification thereof with a view to reduce cost and time spent on such exercises
 - x) To asses and indicate the additional financial commitment on account of implementation of its recommendations, including the methodology/ assumptions adopted for such assessment.
3. The Commission shall submit its report within a period of six months.

By Order of the Governor,
MANOJ JOSHI,
Additional Chief Secretary (Finance)

To

Sri. K. Mohandas IAS (Retd.) (Chairman).
Prof. M. K. Sukumaran Nair,
Honorary Director, Centre for Budgetary Studies, Cochin
University of Science and Technology (Member).
Adv. Ashok Mamen Cherian (Member).

The Accountant General (A&E), Kerala, Thiruvananthapuram.
 The Accountant General (G&SSA), Kerala, Thiruvananthapuram.
 The Accountant General (E&RSA), Kerala, Thiruvananthapuram.
 All Heads of Departments and Offices.
 All Departments (all Sections) of the Secretariat including Law Department.
 The Director of Treasuries, Thiruvananthapuram.
 The Secretary, Kerala Public Service Commission,
 Thiruvananthapuram (with C.L.).
 The Secretary, Kerala State Electricity Board, Thiruvananthapuram (with C.L.).
 The Managing Director, K S RT C, Thiruvananthapuram (with C.L.).
 The Registrar, High Court of Kerala, Ernakulam (with C.L.).
 The Registrar, University of Kerala/Cochin/Calicut/Mahatma Gandhi/
 Kannur/ Kerala Agricultural University/ Sree Sankaracharya Sanskrit
 University/ APJ Abdul Kalam Technological University/
 Kerala University of Fisheries and Ocean Studies/ Kerala University of Health
 Sciences/ Kerala Veterinary and Animal Sciences University/ Thunchath
 Ezhuthachan Malayalam University (with C.L.).
 The Advocate General, Kerala, Ernakulam (with C.L.).
 All Secretaries, Additional Secretaries, Joint Secretaries, Deputy
 Secretaries and Under Secretaries to Government.
 The Secretary to Governor.
 The Private Secretaries to Chief Minister and other Ministers,
 Government Chief Whip and Leader of Opposition.
 The Private Secretary to Speaker/Deputy Speaker.
 The Director of Public Relations, Thiruvananthapuram
 The Additional Secretary to Chief Secretary
 The Managing Directors/General Managers of all Government
 Companies/Boards/ Corporations/ Autonomous Bodies Nodal Officer,
www.finance.kerala.gov.in
 The Stock File/ Office Copy.

Appendix 1B



GOVERNMENT OF KERALA

Abstract

Revision of pay and allowances of officers and staff of the Kerala Water Authority, Municipal/Corporation contingent employees and employees of various grant in aid institutions in Kerala -Entrusting Eleventh Pay Revision Commission to study and make recommendations-Orders issued

FINANCE (SECRET SECTION) DEPARTMENT

G.O. (Ms) No.40 /2020/Fin.

Dated, Thiruvananthapuram, 17.03.2020

Read G.O.(Ms) No. 414/2019/Fin. dated 06.11.2019

ORDER

Government have constituted Eleventh Pay Revision Commission to study and make recommendations on revising the pay and allowances of the State Government employees vide Government Order read above. Now Government are pleased to entrust the above Commission to examine and make recommendations on revision of pay and allowances and other benefits of officers and staff of the Kerala Water Authority, Municipal/Corporation contingent employees and employees of various Grant in aid institutions in Kerala confining to the Terms of Reference issued in the Government Order read above.

(By Order of the Governor)

MINI V.R.,

Additional Secretary (Finance)

To

1. Sri K. Mohandas IAS (Retd.) Chairman, 11th Pay Revision Commission (with C.L.)
2. Prof. M. Sukumaran Nair, Member, 11th Pay Revision Commission (with C.L.)
3. Adv. Ashok Mamen Cherian, Member, 11th Pay Revision Commission (with C.L.)
4. The Secretary, Eleventh Pay Revision Commission, Thiruvananthapuram.
5. The Accountant General (A&E), Kerala, Thiruvananthapuram.
6. The Accountant General (G&SSA), Kerala, Thiruvananthapuram.
7. The Accountant General (E&RSA), Kerala, Thiruvananthapuram.
8. All Secretaries, Additional Secretaries, Joint Secretaries, Deputy Secretaries and Under Secretaries to Government.
9. The Managing Director, Kerala Water Authority, Thiruvananthapuram.
10. The Director of Urban Affairs, Thiruvananthapuram.
11. The Private Secretaries to Chief Minister and other Ministers, Government Chief Whip and Leader of Opposition
12. Under Secretary to Additional Chief Secretary (Finance).
13. Nodal Officer, www.finance.kerala.gov.in
14. Stock File/ Office Copy (SS2/13/2019-FIN E 1245658)

Appendix 1C**GOVERNMENT OF KERALA****Abstract**

Eleventh Pay Revision Commission for revision of pay and allowance of Government employees, Staff of educational institutions, Local bodies etc -Tenure extended - Orders issued.

FINANCE (SECRET SECTION) DEPARTMENT**G.O. (Ms) No.5 /2021/Fin.****Thiruvananthapuram, dated 08.01.2021**

*Read:- 1) G.O.(Ms.) No.414/2019/Fin. dated 06.11.2019.
2) G.O.(Ms.) No.54/2020/Fin. dated 07.05.2020.
3) Letter No. 1/PA/XI PRC/2020 dated 01.12.2020 of the Chairman,
11th Pay Revision Commission.*

ORDER

In the Government Order read as 1st paper above, Government have appointed the 11th Pay Revision Commission to study and make recommendations on revising the pay and allowances of the State Government employees, Staff of educational institutions, Local bodies etc and the tenure was fixed for a period of six months. The term of the Commission was further extended upto 31.12.2020 vide Government Order 2nd cited. The Chairman, 11th Pay revision Commission, in the Letter read 3rd paper above, has requested to extend the tenure of the commission for a further period up to 30 June 2021 to complete its assignment due to unprecedented adverse conditions.

2. Government have examined the matter in detail and are pleased to extend the tenure of the Commission for a further period up to 30.06.2021.

By Order of the Governor,

MINI V.R.,

Additional Secretary

To

Sri. K. Mohandas IAS (Retd.) Chairman, 11th Pay Revision Commission.
Prof. M. K. Sukumaran Nair, Member, 11th Pay Revision Commission.
Adv. Ashok Mamen Cherian, Member, 11th Pay Revision Commission.
The Secretary, 11th Pay Revision Commission.
The Principal Accountant General (G&SSA), Kerala, Thiruvananthapuram.
The Principal Accountant General (A&E), Kerala, Thiruvananthapuram.
The Accountant General (E&RSA), Kerala, Thiruvananthapuram .
All Heads of Departments and Offices.
All Departments (All Sections) of the Secretariat including Law Dept.
The Special Secretary to Chief Secretary.
Nodal Officer, www.finance.kerala.gov.in
The Stock File/Office Copy

APPENDIX 2**List of associations with which the Commission held discussions**

Sl. No.	Association
1	Kerala Municipal Corporation Worker's Federation (CITU)
2	Kerala State Municipal Corporation Workers Federation (AITUC)
3	Kerala Municipal & Corporation Worker's Congress (INTUC)
4	Municipal Corporation Contingent Pensioners Association (MCCPA)
5	Kerala Local Self Service Pensioner's Association