

List of Allowances (Summary)**Chapter 8.1**

Sl.	Name of the Allowance	Recommendation
1	Accident Allowance	Not included in the report.
2	Acting Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed “Additional Post Allowance.”
3	Aeronautical Allowance	Retained. Enhanced by 50%.
4	Air Despatch Pay	Abolished.
5	Air Steward Allowance	Abolished.
6	Air Worthiness Certificate Allowance	Retained. Enhanced by 50%.
7	Allowance in Lieu of Kilometrage (ALK)	Not included in the report.
8	Allowance in Lieu of Running Room Facilities	Not included in the report.
9	Annual Allowance	Retained. Enhanced by 50%. Extended to some more categories.
10	Antarctica Allowance	Retained. Rationalised. To be paid as per Cell RH-Max of the newly proposed Risk and Hardship Matrix.
11	Assisting Cashier Allowance	Abolished.
12	ASV Allowance	Abolished.
13	Bad Climate Allowance	Abolished as a separate allowance. Subsumed in Tough Location Allowance-III. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
14	Bhutan Compensatory Allowance	Retained. Status Quo to be maintained.
15	Boiler Watch Keeping Allowance	Retained. Rationalised. To be paid as per Cell R3H1 of the newly proposed Risk and Hardship Matrix.
16	Book Allowance	Retained. Status Quo to be maintained.
17	Breach of Rest Allowance	Not included in the report.
18	Breakdown Allowance	Abolished.
19	Briefcase Allowance	Retained. Status Quo to be maintained.
20	Camp Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Territorial Army Allowance.
21	Canteen Allowance	Retained. Enhanced by 50%.
22	Caretaking Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed “Extra Work Allowance”

Sl.	Name of the Allowance	Recommendation
23	Cash Handling Allowance	Abolished.
24	Children Education Allowance (CEA)	Retained. Procedure of payment simplified.
25	CI Ops Allowance	Retained. Rationalized.
26	Classification Allowance	Retained. Enhanced by 50%.
27	Clothing Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
28	Coal Pilot Allowance	Abolished
29	COBRA Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
30	Command Allowance	Abolished
31	Commando Allowance	Abolished
32	Commercial Allowance	Abolished
33	Compensation in Lieu of Quarters (CILQ)	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed provisions for Housing for PBORs.
34	Compensatory (Construction or Survey) Allowance	Retained. Rationalised. To be paid as per Cell R3H2 of the newly proposed Risk and Hardship Matrix.
35	Composite Personal Maintenance Allowance (CPMA)	Retained. Rationalised. Enhanced by 50%. Extended to some more categories.
36	Condiment Allowance	Abolished.
37	Constant Attendance Allowance	Retained. Enhanced by 50%.
38	Conveyance Allowance	Retained. Status Quo to be maintained.
39	Cooking Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
40	Cost of Living Allowance	Retained. Status Quo to be maintained.
41	Court Allowance	Abolished.
42	Cycle Allowance	Abolished.
43	Daily Allowance	Retained. Rationalized.
44	Daily Allowance on Foreign Travel	Retained. Status Quo to be maintained.
45	Dearness Allowance (DA)	Retained. Status Quo to be maintained.
46	Deputation (Duty) Allowance for Civilians	Retained. Ceilings enhanced by 50%.
47	Deputation (Duty) Allowance for Defence Personnel	Retained. Ceilings enhanced by 50%.
48	Desk Allowance	Abolished.
49	Detachment Allowance	Retained. Rationalized. Enhanced by 50%.

Sl.	Name of the Allowance	Recommendation
50	Diet Allowance	Abolished.
51	Diving Allowance, Dip Money and Attendant Allowance	Retained. Enhanced by 50%.
52	Dual Charge Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Additional Post Allowance".
53	Educational Concession	Retained. Rationalized. Extended to some more categories.
54	Electricity Allowance	Abolished.
55	Entertainment Allowance for Cabinet Secretary	Abolished.
56	Entertainment Allowance in Indian Railways	Abolished.
57	Extra Duty Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
58	Family Accommodation Allowance (FAA)	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed provisions for Housing for PBORs.
59	Family HRA Allowance	Retained. Status Quo to be maintained.
60	Family Planning Allowance	Abolished.
61	Field Area Allowance	Retained. Rationalized.
62	Fixed Medical Allowance (FMA)	Retained. Status Quo to be maintained.
63	Fixed Monetary Compensation	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Additional Post Allowance".
64	Flag Station Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
65	Flight Charge Certificate Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
66	Flying Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
67	Flying Squad Allowance	Abolished.
68	Free Fall Jump Instructor Allowance	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
69	Funeral Allowance	Abolished.
70	Ghat Allowance	Not included in the report.

Sl.	Name of the Allowance	Recommendation
71	Good Service/Good Conduct/Badge Pay	Retained. Enhanced by a factor of 2.25.
72	Haircutting Allowance	Abolished as a separate allowance. Subsumed in Composite Personal Maintenance Allowance.
73	Handicapped Allowance	Abolished.
74	Hard Area Allowance	Retained. Rationalized by a factor of 0.8.
75	Hardlying Money	Retained. Rationalised. Full Rate to be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
76	Headquarters Allowance	Abolished.
77	Health and Malaria Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
78	High Altitude Allowance	Retained. Rationalized.
79	Higher Proficiency Allowance	Abolished as a separate allowance. Eligible employees to be governed by Language Award or Higher Qualification Incentive for Civilians.
80	Higher Qualification Incentive for Civilians	Retained. Rationalized.
81	Holiday Compensatory Allowance	Abolished as a separate allowance. Eligible employees to be governed by National Holiday Allowance.
82	Holiday Monetary Compensation	Retained. Rationalized.
83	Hospital Patient Care Allowance/Patient Care Allowance	Retained. Rationalised. To be paid as per Cell R1H3 of the newly proposed Risk and Hardship Matrix.
84	House Rent Allowance (HRA)	Retained. Rationalized by a factor of 0.8.
85	Hutting Allowance	Abolished.
86	Hydrographic Survey Allowance	Retained. Rationalized.
87	Initial Equipment Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
88	Instructional Allowance	Abolished as a separate allowance. Eligible employees to be governed by Training Allowance.
89	Internet Allowance	Retained. Rationalized.
90	Investigation Allowance	Abolished.
91	Island Special Duty Allowance	Retained. Rationalized by a factor of 0.8.
92	Judge Advocate General Department Examination Award	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Higher Qualification Incentive for Defence Personnel.
93	Kilometrage Allowance (KMA)	Not included in the report.

Sl.	Name of the Allowance	Recommendation
94	Kit Maintenance Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
95	Language Allowance	Retained. Enhanced by 50%.
96	Language Award	Retained. Enhanced by 50%.
97	Language Reward and Allowance	Abolished.
98	Launch Campaign Allowance	Abolished.
99	Leave Travel Concession (LTC)	Retained. Rationalized.
100	Library Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
101	MARCOS and Chariot Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
102	Medal Allowance	Retained.
103	Messing Allowance	Retained for "floating staff" under Fishery Survey of India, and enhanced by 50%. Abolished for Nursing Staff.
104	Metropolitan Allowance	Abolished.
105	Mileage Allowance for journeys by road	Retained.
106	Mobile Phone Allowance	Retained. Rationalized.
107	Monetary Allowance attached to Gallantry Awards	Retained. Status Quo to be maintained.
108	National Holiday Allowance	Retained. Enhanced by 50%.
109	Newspaper Allowance	Retained. Rationalized.
110	Night Duty Allowance	Retained. Rationalized.
111	Night Patrolling Allowance	Abolished.
112	Non-Practicing Allowance (NPA)	Retained. Rationalized by a factor of 0.8.
113	Nuclear Research Plant Support Allowance	Retained. Enhanced by 50%.
114	Nursing Allowance	Retained. Rationalized.
115	Official Hospitality Grant in Defence forces	Abolished.
116	Officiating Allowance	Not included in the report.
117	Operation Theatre Allowance	Abolished.
118	Orderly Allowance	Retained. Status Quo to be maintained.
119	Organization Special Pay	Abolished.

Sl.	Name of the Allowance	Recommendation
120	Out of Pocket Allowance	Abolished as a separate allowance. Eligible employees to be governed by Daily Allowance on Foreign Travel.
121	Outfit Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
122	Outstation (Detention) Allowance	Not included in the report.
123	Outstation (Relieving) Allowance	Not included in the report.
124	Out-turn Allowance	Abolished.
125	Overtime Allowance (OTA)	Abolished.
126	Para Allowances	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
127	Para Jump Instructor Allowance	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
128	Parliament Assistant Allowance	Retained. Enhanced by 50%.
129	PCO Allowance	Retained. Rationalized.
130	Post Graduate Allowance	Retained. Enhanced by 50%.
131	Professional Update Allowance	Retained. Enhanced by 50%. Extended to some more categories.
132	Project Allowance	Retained. Rationalised. To be paid as per Cell R3H2 of the newly proposed Risk and Hardship Matrix.
133	Qualification Allowance	Retained. Enhanced by 50%. Extended to some more categories.
134	Qualification Grant	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Higher Qualification Incentive for Defence Personnel.
135	Qualification Pay	Retained. Enhanced by a factor of 2.25.
136	Rajbhasha Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance"
137	Rajdhani Allowance	Abolished.
138	Ration Money Allowance	Retained. Rationalized.
139	Refreshment Allowance	Retained. Enhanced by a factor of 2.25.
140	Rent Free Accommodation	Abolished.
141	Reward for Meritorious Service	Retained. Enhanced by a factor of 2.25.
142	Risk Allowance	Abolished.
143	Robe Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.

Sl.	Name of the Allowance	Recommendation
144	Robe Maintenance Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
145	Savings Bank Allowance	Abolished.
146	Sea Going Allowance	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
147	Secret Allowance	Abolished.
148	Shoe Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
149	Shorthand Allowance	Abolished.
150	Shunting Allowance	Not included in the report.
151	Siachen Allowance	Retained. Rationalised. To be paid as per Cell RH-Max of the newly proposed Risk and Hardship Matrix.
152	Single in Lieu of Quarters (SNLQ)	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed provisions for Housing for PBORs.
153	Soap Toilet Allowance	Abolished as a separate allowance. Subsumed in Composite Personal Maintenance Allowance.
154	Space Technology Allowance	Abolished.
155	Special Allowance for Child Care for Women with Disabilities	Retained. Enhanced by 100%.
156	Special Allowance to Chief Safety Officers/Safety Officers	Retained. Rationalized by a factor of 0.8.
157	Special Appointment Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
158	Special Compensatory (Hill Area) Allowance	Abolished.
159	Special Compensatory (Remote Locality) Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Tough Location Allowance-I, II or III.
160	Special DOT Pay	Abolished.
161	Special Duty Allowance	Retained. Rationalized by a factor of 0.8.
162	Special Forces Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
163	Special Incident/Investigation/ Security Allowance	Retained. Rationalized.
164	Special LC Gate Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
165	Special NCRB Pay	Abolished.
166	Special Running Staff Allowance	Retained. Extended to some more categories.

Sl.	Name of the Allowance	Recommendation
167	Special Scientists' Pay	Abolished.
168	Specialist Allowance	Retained. Enhanced by 50%.
169	Spectacle Allowance	Abolished.
170	Split Duty Allowance	Retained. Enhanced by 50%.
171	Study Allowance	Abolished.
172	Submarine Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
173	Submarine Duty Allowance	Retained. Rationalised. To be paid as per Cell R3H1 of the newly proposed Risk and Hardship Matrix, on a pro-rata basis.
174	Submarine Technical Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix. Extended to some more categories.
175	Subsistence Allowance	Retained. Status Quo to be maintained.
176	Sumptuary Allowance in Training Establishments	Abolished.
177	Sumptuary Allowance to Judicial Officers in Supreme Court Registry	Abolished.
178	Sunderban Allowance	Abolished as a separate allowance. Subsumed in Tough Location Allowance-III. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
179	TA Bounty	Abolished as a separate allowance. Subsumed in the newly proposed Territorial Army Allowance.
180	TA for Retiring Employees	Retained. Rationalized.
181	TA on Transfer	Retained. Rationalized.
182	Technical Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Higher Qualification Incentive for Defence Personnel.
183	Tenure Allowance	Retained. Ceilings enhanced by 50%.
184	Test Pilot and Flight Test Engineer Allowance	Retained. Rationalised. To be paid as per Cell R1H3 of the newly proposed Risk and Hardship Matrix.
185	Training Allowance	Retained. Rationalized by a factor of 0.8. Extended to some more categories.
186	Training Stipend	Abolished.
187	Transport Allowance (TPTA)	Retained. Rationalized.
188	Travelling Allowance	Retained. Rationalized.
189	Treasury Allowance	Abolished.

Sl.	Name of the Allowance	Recommendation
190	Tribal Area Allowance	Abolished as a separate allowance. Subsumed in Tough Location Allowance-III. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
191	Trip Allowance	Not included in the report.
192	Uniform Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
193	Unit Certificate and Charge Certificate Allowance	Retained. Enhanced by 50%.
194	Vigilance Allowance	Abolished.
195	Waiting Duty Allowance	Not included in the report.
196	Washing Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.

Overview of Allowances

Chapter 8.2

ToR

8.2.1 The VII CPC has a specific item in its Terms of Reference that reads as follows: *To review the variety of existing allowances presently available to employees in addition to pay and suggest their rationalization and simplification, with a view to ensuring that the pay structure is so designed as to take these into account.* Consequent to the above, the Commission wrote to all the ministries/departments requesting them to detail the variety of allowances payable to their employees. All the allowances reported to the Commission have been dealt with in this chapter.

Definition

8.2.2 There is no universally accepted definition of an allowance. However, it is widely recognized as a sum of money paid to the employee for a specific purpose. It is also accepted that the employer may put restrictions in place to ensure that the money is spent only for the intended purpose. As per the Standard of Financial Propriety, *“the amount of allowances granted to meet expenditure of a particular type should be so regulated that the allowances are not on the whole a source of profit to the recipients.”*

8.2.3 In the context of civil servants in India, an allowance is paid over and above the Basic Pay of the employee, either as a percentage of the Basic Pay, or as a specified amount. In the case of the latter the amount usually varies with the employee’s level or status, with Children Education Allowance being the notable exception for which the absolute amount is the same across all ranks. Barring a few exceptions, allowances do not normally count for calculation of other allowances and pensionary benefits. Here it is pertinent to mention that there exist another set of payments also classified as “allowances” that are in the nature of administrative expenditure, such as Band Allowance, Recruiting Allowance, etc. These are granted to the concerned unit and not to an individual. **The Commission is of the view that such “allowances” should henceforth be referred to simply as expense or expenditure and the word “allowance” should be used only if it is paid to an individual.**

General Observations

8.2.4 Some general observations of the Commission regarding allowances are as under:

- The number of allowances paid to government employees in India is quite large, and there are demands for even more allowances. The trend worldwide, however, is otherwise—to include most of the additional items of remuneration as part of the Basic Pay and minimize the number of allowances. The Commission, in its recommendations, has tried to reconcile both the points of view, keeping the unique conditions of our country in mind.

- The entire range of allowances is administered in broadly four ways:
 - a. Fully DA-indexed—Allowances that are in the nature of fixed amounts, but the amount is fully indexed to Dearness Allowance (DA), e.g. Transport Allowance
 - b. Partially or Semi DA-indexed—Allowances that are in the nature of fixed amounts, but the amount increases by 25 percent each time DA rises by 50 percent, e.g. Field Area Allowance, Siachen Allowance.
 - c. No DA-indexation—Allowances that are in the nature of fixed amounts, but the amount does not change with DA, e.g. Reward for Meritorious Service.
 - d. Percentage based—Allowances that are paid as a percentage of Basic Pay, e.g. House Rent Allowance, and in some cases as a percentage of Basic Pay+DA, e.g. Special Security Allowance to the staff of SPG, NSG and NIA.
- There are some allowances for which the nomenclature as well as the reason for which they are being paid is similar across ministries/departments. Yet, the rates vary. One such example is Night Duty Allowance. The Commission has tried to ensure parity for such allowances.
- There are quite a few allowances that are referred to simply as “Special Allowance.” We have tried to name them appropriately so that they can be easily distinguished and the context can be clearly brought out. An example is the “Special Allowance” paid to members of the expedition team visiting Antarctica. We have named it “Antarctica Allowance.”
- In the present system of accounting, Pay and Allowances are clubbed and it is difficult to bifurcate them. Hence, it is **recommended that a separate object head for budgeting and accounting should be used to record the expenditure on allowances.**
- Most of the allowances have rules/regulations attached with them for their governance. Many of these rules/regulations have evolved over a period of time and are now by and large stabilized. Given the time frame of the Commission, it is not possible to examine each condition associated with every allowance. However, wherever it has been brought to the notice of the Commission in its meeting with the stakeholders, we have brought in necessary changes aiming to enhance the ease of implementation. Accordingly, **unless otherwise mentioned, the scope, rules/regulations and set of conditions governing the grant of an allowance shall remain unaltered.**

General Approach

8.2.5 The general approach adopted by the Commission is as under:

1. We have considered all allowances reported to us, in this chapter. Any allowance, not mentioned here (and hence not reported to the Commission), shall cease to exist immediately. In case there is any demand or requirement for continuation of an existing allowance which has not been deliberated upon or covered in this report, it should be re-notified by the ministry concerned after obtaining due approval of Ministry of Finance and should be put in the public domain.

2. We have categorized all reported allowances under functional heads:

Sl No.	Category	No. of Allowances
1	Allowances payable for Additional/Extra Duty	14
2	Allowances related to Knowledge Updates	3
3	Allowances related to Deputation	3
4	Allowances related to Working on Holidays	3
5	Allowances related to Housing	7
6	Allowances related to Good Service	4
7	Qualification Allowances	15
8	Allowances related to Risk and Hardship	51
9	Allowances for Running Staff of Indian Railways	13
10	Allowances related to Sports	2
11	Sumptuary Allowances	5
12	Allowances related to Training	2
13	Allowances related to Travel	13
14	Allowances related to Uniform	9
15	Other Allowances	52
	Total:	196

3. Every allowance has been examined and analysed using the following approach:
- a. Need for continuation: The genesis of every allowance has been studied with a view to identify the precise reason and basis for payment of that allowance. Over a period of time many processes and work situations in the government have evolved and undergone changes so as to render the need for certain allowances infructuous. Based on the analysis, an assessment of the need for continuation of each allowance has been made.
 - b. Coverage: For such allowances as are being recommended for continuation, the set of people who are presently covered by the allowance has been examined to see if the same is appropriate.
 - c. Rationalisation: Again, for those allowances that are being recommended for continuation, the following set of issues has been gone into:
 - i. Is the present rate appropriate?
 - ii. Can the allowance be clubbed with any other similar allowance?
 - iii. Can the allowance be rationalized?
4. For most of the allowances that have been retained, we have sought to provide a raise that is commensurate with the rise in DA. Accordingly, allowances that are in the nature of a fixed amount but not DA indexed have generally been raised by a factor of 2.25. Allowances that are in the nature of a fixed amount but are partially indexed to DA have generally been raised by a factor of 1.5. Allowances that are in the nature of a

fixed amount but fully indexed to DA have not been given any raise. Regarding percentage based allowances, having regard to the increase in the pay structure (and consequently the Basic Pay) as a result of the recommendations of this Commission, and keeping in mind the raise granted to slab-based allowances, the quantum of percentage based allowances has been rationalized by a factor of 0.8.

5. There are, however, exceptions to the above approach which have been clearly brought out while discussing the allowances individually.
6. The overall aim is transparency, simplification and rationalization of the entire structure of allowances, keeping historical parities, present realities and the proposed pay structure in mind.

Summary of Recommendations

8.2.6 The Commission has recommended abolishing 52 allowances altogether. Another 36 allowances have been abolished as separate identities, but subsumed either in an existing allowance or in newly proposed allowances. Allowances relating to Risk and Hardship will be governed by the proposed Risk and Hardship Matrix.

Allowances Payable for Additional/ Extra Duty

Chapter 8.3

Allowances covered

8.3.1 Alphabetical list of Allowances covered here is as under:

1. Acting Allowance
2. Air Despatch Pay
3. Air Steward Allowance
4. Caretaking Allowance
5. Dual Charge Allowance
6. Extra Duty Allowance
7. Fixed Monetary Compensation
8. Flag Station Allowance
9. Flight Charge Certificate Allowance
10. Library Allowance
11. Rajbhasha Allowance
12. Shorthand Allowance
13. Special Appointment Allowance
14. Special DOT Pay

8.3.1 There are two types of allowances that are covered here: (a) allowances for holding additional charge of a post in addition to one's own, and (b) allowances for performance of extra duty in addition to one's core duty list, without any post sanctioned specifically for the extra duty so performed.

Allowances for holding Additional Charge

8.3.2 Allowances which fall in this category are Acting Allowance, Dual Charge Allowance, and Fixed Monetary Compensation.

8.3.3 **Acting Allowance** is granted to JCOs (other than those holding honorary ranks as commissioned officers) of Defence services who are appointed in Officers' vacancies caused due to shortage of officers, but not caused by leave, temporary duty or courses of instructions. The allowance is admissible only so long as the JCO performs the duty of an officer. The present rates are as under:

For appointments tenable by Captain or equivalent	₹900 pm
For appointments tenable by Major or equivalent	₹1200 pm

8.3.4 **Dual Charge Allowance**, at the rate of 10 percent of Basic Pay, is granted to an officer in Indian Railways when he is required to hold charge of a post in addition to his own post.

8.3.5 **Fixed Monetary Compensation** is granted in Department of Posts to Postmen for performing the duties of an absentee postman. The present rates are as follows:

When One Postman performs duty of an absentee Postman by combination of duties	₹50 per day
When two Postmen perform duty of an absentee Postman by sharing the beat	₹24 per day

8.3.6 The Commission has received representations regarding increase of rates and parity in the payment of these allowances.

Analysis and Recommendations

8.3.7 In general, Central Government employees are governed by FR-49 for regulations concerning combination of appointments. If formally appointed to hold dual charge of a higher post, they are entitled to the pay admissible in the higher post. However, no additional remuneration is admissible if the employee is appointed to hold dual charge of a post carrying a scale of pay identical to his own.

8.3.8 Railway servants are governed by Paras 645-649 of Indian Railway Establishment Manual (Vol.I). For holding formal charge of a higher post, they are also entitled to draw the pay admissible in the higher post. In addition, they are eligible to draw a Dual Charge Allowance at the rate of 10 percent of their Basic Pay for holding formal charge of an identical level post, which is not permissible to employees governed by FR-49.

8.3.9 JCOs in the Defence Services are granted Acting Allowance, while Postmen are entitled to Fixed Monetary Compensation for holding additional charge.

8.3.10 The Commission is of the view that there is a case for uniformly compensating employees if they perform additional duty in addition to their own. Also, this compensation should be a percentage of the Basic Pay of the employee since the value of time devoted for this “second” job differs with the rank of employee. At the same time, proper safeguards should also be put in place so that such arrangements, are not continued for extensive lengths of time.

8.3.11 As such, we **recommend that the allowances mentioned above should be covered under a new Additional Post Allowance**, to be administered as under:

8.3.12 **Additional Post Allowance**

- a. An employee formally appointed to hold full charge of the duties of a higher post, in addition to the duties of his own post, will be entitled to draw the pay that would be admissible to him if he was appointed to the higher post on regular basis OR 10 percent of his present Basic Pay per month, whichever is higher, as Additional Post Allowance, provided the sum total of his Basic Pay and Additional Post Allowance does not exceed the Apex Pay.

- b. An employee formally appointed to hold full charge of the duties of a post on similar level as his own, in addition to the duties of his own post, will be entitled to draw 10 percent of his present Basic Pay per month as Additional Post Allowance, provided the sum total of his Basic Pay and Additional Post Allowance does not exceed the Apex Scale.
- c. No Additional Post Allowance should be paid to an employee who is appointed to hold current charge or the routine duties of an additional post, irrespective of the duration of the current charge.
- d. The allowance will be admissible only if the duration of additional charge exceeds 45 days.
- e. This arrangement cannot continue for a particular vacant post for more than 1 year, and for a particular employee for more than 6 months at a stretch. In addition, there shall be a minimum gap of 1 year between two such successive appointments of a particular employee.
- f. The above provisions will not be applicable for postman/postmen who perform the duty of an absentee postman. For one postman performing the duties of an absentee postman, he shall be paid 10 percent of his Basic Pay per month as Additional Post Allowance, while for two postmen sharing beats to perform the duties of an absentee postman, each shall be paid 5 percent of his Basic Pay per month as Additional Post Allowance.

Allowances for Performing Extra Duty

8.3.13 Sometime the employees are required to perform certain extra duties, in addition to their core duty list, for which they are duly remunerated. This remuneration is in the form of various allowances as follows:

8.3.14 **Extra Duty Allowance** is granted to regular ranks of Naik and Havaldar in the Indian Army holding certain appointments in peace and war establishments. The present rates are:

To Naiks holding the post of Havaldar	₹100 pm
To Havaldars holding the post of Naib Subedar	₹160 pm

8.3.15 **Flight Charge Certificate Allowance** is granted to Senior Air Artificers/Mechanicians of ship borne helicopter flights in Defence forces, for discharging higher responsibilities of maintaining and clearing aircraft for air worthiness in the absence of a Technical Officer. The existing rates of this allowance are:

Chief Artificer/Mechanician and above and equivalent	₹600 pm
Air Artificier/Mechanician and equivalent	₹375 pm

8.3.16 **Flag Station Allowance** is granted to commercial staff of Indian Railways who are in charge of flag stations. The current rate of the allowance is ₹120 pm.

8.3.17 **Rajbhasha Allowance** is payable to officers in Indian Railways who handle additional charge of Rajbhasha Adhikaris. The existing rates are:

Senior Scale	₹600 pm
JAG	₹900 pm
SAG	₹1800 pm

8.3.18 **Library Allowance** is granted to teachers in various ministries, who are assigned to library duties. The current rates of this allowance are:

Primary School Teacher	₹300 pm
Middle School Teacher	₹450 pm
High/Hr. Secondary School Teacher	₹600 pm

8.3.19 **Special Appointment Allowance** is granted to certain CAPF personnel holding special appointments, in addition to their core activity. The rates are:

(₹ per month)

Appointment Held	Rate of Allowance
Inspector (Comn)	320
SI (Radio Operator)	320
SI (Cipher Operator)	320
SI (MT)	240
SI (Adjutant)	240
SI (Quarter Master)	240
HC (Radio Operator)	320
HC (Cipher Operator)	320
HC (BQMH)	120
HC (CQMH)	80
HC (CHM)	120
HC (Instructor)	160
HC (Armourer)	160
HC (BHM)	80
Constable (Bugular)	40
Constable (Storeman/Tech)	80

8.3.20 **Caretaking Allowance**, at the rate of 10 percent of Basic Pay, is paid to Group 'C' staff on regular establishment in various ministries who are deployed for caretaking duties.

8.3.21 The Commission has received various representations regarding these allowances. There is a general demand for increasing the rates.

Analysis and Recommendations

8.3.22 Similar to the allowances granted for holding additional charge, here also the Commission is of the view that the compensation should be uniform, and as a percentage of the employee's Basic Pay. Accordingly, it is **recommended that these allowances should be covered under a new Extra Work Allowance**, which shall be governed as under:

8.3.23 Extra Work Allowance

- a. Extra Work Allowance will be paid at a uniform rate of 2 percent of Basic Pay per month.
- b. An employee may receive this allowance for a maximum period of one year, and there should be a minimum gap of one year before the same employee can be deployed for similar duty again.
- c. This allowance should not be combined, i.e., if same employee is performing two or more such duties, and is eligible for 2 percent allowance for each add-on, then the total Extra Work Allowance payable will remain capped at 2 percent.

Others

8.3.24 There are a few other allowances that fall under this grouping but are not covered above. Their nomenclature and the Commission's recommendations in their regard are detailed below:

8.3.25 **Special DOT Pay**—This allowance, at the rate of ₹400 pm, is granted to DOT officers for shouldering higher responsibility. No demands have been received regarding this allowance.

Analysis and Recommendations

8.3.26 The Commission does not find the continuation of this allowance justified. Hence, it is **recommended that this allowance should be abolished**.

8.3.27 **Air Despatch Pay, Air Steward Allowance, Shorthand Allowance** - Air Despatch Pay is granted to PBORs of Defence services who are employed for air dropping of supplies in forward areas. The current rate is ₹360 pm. Air Steward Allowance is granted to Group "Y" tradesmen of the Indian Air Force who are employed on board VVIP flights for steward duties. The existing rate is ₹900 pm. Shorthand Allowance is payable to PBORs of Indian Air Force and Indian Navy employed on shorthand duties. The present rate is ₹360 pm.

8.3.28 There are demands to abolish these allowances and grant alternative compensation to the affected employees.

Analysis and Recommendations

8.3.29 These allowances are paid to very few personnel of the Defence forces. The Commission is of the view that these kinds of duties are intrinsic to the related job profile and

additional allowance is not justified. Accordingly, it is **recommended that these three allowances should be abolished.**

Allowances related to Knowledge Updates

Chapter 8.4

Allowances Covered

8.4.1 Alphabetical list of Allowances covered here is as under:

1. Annual Allowance
2. Book Allowance
3. Professional Update Allowance

Present Position

8.4.2 This section covers the allowances granted to facilitate academic and research pursuits. They are discussed below.

Annual Allowance

8.4.3 This allowance is provided across ministries, to the teaching, non-teaching, public health sub-cadres and GDMOs having PG qualification, with a view to encourage academic and research pursuit. The existing rate is ₹1,500 pm for medical officers having PG qualification and ₹900 pm for medical officers not having PG qualification. There are demands for three-fold increase in the amount of the allowance.

Analysis and Recommendations

8.4.4 Since the allowance is already partially indexed to DA, **it is recommended that the amount should be increased by 50 percent.** The amount will further rise by 25 percent each time DA rises by 50 percent. **The allowance should be extended to medical officers who are dentists and veterinarians.**

Book Allowance

8.4.5 Book Allowance is granted to officer trainees of the Indian Foreign Service for purchase of books and study material. The allowance is in the nature of one-time grant of ₹15,000. No demands have been received regarding this allowance.

Analysis and Recommendations

8.4.6 **The allowance should be permitted only for buying instructional material for learning a foreign language.** No other recommendations are required.

Professional Update Allowance

8.4.7 This allowance is granted to Scientists/Engineers in certain scientific departments like Department of Atomic Energy, ISRO, DRDO, etc. to encourage these employees to obtain latest information and keep themselves update to widen their horizon of knowledge in their area of work. The present rates are as under:

Grade Pay	Amount
5400-7600	₹15000 pa
8700-8900	₹30000 pa
>=10000	₹45000 pa

8.4.8 There are demands for three-fold increase in the rate of the allowance.

Analysis and Recommendations

8.4.9 Since the allowance is already partially indexed to DA, it is **recommended that the amount should be increased by 50 percent**. The amount will further rise by 25 percent each time DA rises by 50 percent. **It should be extended to DG, DRDO also.**

Allowances related to Deputation

Chapter 8.5

Allowances Covered

8.5.1 Alphabetical list of Allowances covered here is as under:

1. Deputation (Duty) Allowance for Civilians
2. Deputation (Duty) Allowance for Defence Personnel
3. Tenure Allowance

Present Position

8.5.2 This section covers allowances that are granted to employees when they proceed on deputation.

8.5.3 There are three such allowances: (a) Deputation (Duty) Allowance for Civilians, (b) Deputation (Duty) Allowance for Defence Personnel and (c) Tenure Allowance for Railway employees posted in RDSO or Railway Board.

8.5.4 These allowances are granted at the rate of 5 percent of Basic Pay, subject to a ceiling of ₹2000 per month for deputation within the same station (as the last place of posting of the employee), or 10 percent of Basic Pay, subject to a ceiling of ₹4,000 per month for deputation not within the same station.

8.5.5 The dispensation is slightly different in case of offices of Defence services because they have the option of continuing to enjoy service concessions as well. Hence, they have the option to either (a) draw 50 percent of deputation allowance along with service concessions or (b) draw 100 percent of deputation allowance but forego the service concessions.

Demands Received

8.5.6 The Commission has received representations demanding that the percentages of these allowances be doubled and that the ceilings be removed. Defence officers have requested that they should be allowed to draw full deputation allowance along with the field service concessions.

Analysis and Recommendations

8.5.7 The Commission noted that the ceilings are not DA indexed. Hence, it is **recommended that the ceilings should be raised by a factor of 2.25 to ₹4,500 per month for deputation within the same station, and to ₹9,000 per month for deputation involving change of station.** The ceilings will further rise by 25 percent each time DA increases by 50 percent. No other changes are recommended.

Allowances related to Working on Holidays

Chapter 8.6

Allowances Covered

8.6.1 Alphabetical list of Allowances covered here is as under:

1. Holiday Compensatory Allowance
2. Holiday Monetary Compensation
3. National Holiday Allowance

8.6.2 Employees, who are regularly required to work on holidays, are compensated in a variety of ways. Some, like the employees of Delhi Police and the CISF, are granted an extra month's pay per year. Employees of other CAPFs are granted extra thirty days' leave. Some other categories of staff are paid allowances, which are dealt with in this section. There are 3 such allowances.

Holiday Compensatory Allowance

8.6.3 It is a compensation for non-gazetted staff of IB who are required to perform duties on holidays and weekends; granted at the rate of one day's (Basic Pay + DA) for up to thirty days in a financial year. No demands have been received regarding this allowance.

Analysis and Recommendations

8.6.4 The Commission notes that employees in almost all ministries/departments are, sometimes, required to work on weekends. They are usually compensated by providing a "compensatory off." Thus, grant of an allowance for weekend working is not justified.

8.6.5 At the same time, the sensitive, and time bound nature of work done by IB should also be kept in mind. Therefore, it is **recommended that the non-gazetted staff of IB, presently covered under Holiday Compensatory Allowance, should, henceforth, be covered by National Holiday Allowance. They will be granted this allowance for up to twelve holidays in a year (including the three National Holidays) at the rates prescribed. Accordingly, Holiday Compensatory Allowance, as a separate allowance, should be abolished.**

Holiday Monetary Compensation

8.6.6 This allowance is granted in Department of Posts and is payable to postmen and other departmental staff who are required to perform duty on second holiday if three consecutive holidays occur. The existing rates are:

Category	Rate of Remuneration
Supervisor	₹85 per holiday for 4 hours
Postal Assistant	₹85 per holiday for 4 hours
Postmen/Sorting Postmen	₹85 per holiday
Multi-tasking staff	₹60 per holiday for 4 hours

8.6.7 Demands have been received to increase the rate of this allowance to ₹600 per holiday.

Analysis and Recommendations

8.6.8 Since the allowance is not DA indexed, it is proposed to **raise the amount to ₹200 per holiday for Supervisors, Postal Assistants and Postmen/Sorting Postmen; and ₹150 per holiday for Multi-tasking Staff.** The rate of allowance will further increase by 25 percent each time DA increases by 50 percent.

National Holiday Allowance

8.6.9 This allowance is paid to non-gazetted Railway employees who are rostered to work on a “National Holiday.” The existing rates are:

Pay in Pay Band + Grade Pay	Rate
up to ₹7260	₹256 per day
₹7261-₹9700	₹318 per day
₹9701 and above (limited to non-gazetted staff)	₹420 per day

8.6.10 There are demands to increase the amount of this allowance to 1.5 x (one day’s Basic Pay + DA)

Analysis and Recommendations

8.6.11 The Commission notes that although there are only three National Holidays, this allowance is granted for twelve days in a year due to operational constraints. Also, the allowance is already partially indexed to the DA. Hence, it is **recommended that the amount should be increased by 50 percent** to the following:

Level	Rate of Allowance (per day)
1 and 2	₹384
3 to 5	₹477
6 to 8 (limited to non-gazetted staff)	₹630

8.6.12 The rate of allowance will further increase by 25 percent each time DA rises by 50 percent.

Allowances related to Housing

Chapter 8.7

Allowances Covered

8.7.1 Alphabetical list of Allowances covered here is as under:

1. Compensation in Lieu of Quarters (CILQ)
2. Family Accommodation Allowance
3. Family HRA Allowance
4. House Rent Allowance (HRA)
5. Hutting Allowance
6. Rent Free Accommodation
7. Single in Lieu of Quarters (SNLQ)

Introduction

8.7.2 Provision of affordable and comfortable housing is a source of concern for most Central Government employees. It needs to be addressed in the changing social scenario where nuclear families are on the rise, more women are joining the work force and there is growing urbanization. The various components involved are examined below in detail.

House Rent Allowance (HRA)

8.7.3 Presently, HRA is payable at the following rates:

Population of Cities/Towns	Class of Cities/Towns	HRA rates as % of Basic Pay (including MSP and NPA)
50 lakh and above	X	30
50-5 lakh	Y	20
Below 5 lakh	Z	10

8.7.4 There are a large number of demands for paying HRA as a percentage of (Basic Pay + DA), instead of as a percentage of Basic Pay alone, as at present. Representations have also been received regarding enhancement of percentage rates and having only two classifications of Metros and Non-metros (instead of the present classification of X, Y and Z cities).

8.7.5 PBORs of uniformed forces have vehemently argued for doing away with the concept of Authorized Married Establishment and the requirement of a minimum age of 25 years for grant of Compensation in Lieu of Quarters (CILQ).

Analysis and Recommendations:

8.7.6 Compensation towards the housing needs of Central Government employees is covered in three ways:

1. As a component of Basic Pay when it is initially fixed (based upon the Aykroyd formula)
2. As a constituent of Dearness Allowance [the AICPI(IW), on which the DA is currently based includes a weight of 15.27% towards housing], and
3. In the form of House Rent Allowance

8.7.7 In view of the fact that the DA calculation methodology that is being followed does include a certain weightage for housing, the demand to pay HRA as a percentage of Basic Pay + DA is not justified.

8.7.8 To arrive at the appropriate rates of HRA, the Commission used a two-fold approach: (i) It compared the rise in housing compensation with the cost of housing in major X, Y and Z category cities over the period 2006 to 2013, and (ii) It compared, de novo, the HRA after the rise in Basic Pay proposed with representative house rents in major X, Y and Z category cities.

8.7.9 For (i) above, the table of comparison (for a hypothetical employee whose Basic Pay was ₹1000 in 2006) is given below:

Class of City	2006					2013					(B)/(A)
	BP	DA (0%)	HRA	15.27% of DA	Total Housing Comp. (A)	BP (7 increments of 3% each)	DA (90 % of BP)	HRA	15.27% of DA	Total Housing Comp. (B)	
X	1000	0	300	0	300	1230	1107	369	169	538	1.79
Y	1000	0	200	0	200	1230	1107	246	169	415	2.07
Z	1000	0	100	0	100	1230	1107	123	169	292	2.92

8.7.10 As is clear from the above table, compensation for housing in 2013 was 1.79 times that in 2006 for Class X cities, 2.07 times for Class Y cities and 2.92 times for Class Z cities.

8.7.11 During the same period, the weighted (by population of cities) average rise³¹ in housing index for Class X cities was 1.69 times, for thirty most populated Class Y cities it was 2.10 times, and for twenty-five most populated Class Z cities it was also 2.10 times.

8.7.12 Thus, it can be safely concluded that the rise in housing compensation has largely kept pace with the rise in rental values in all categories of cities.

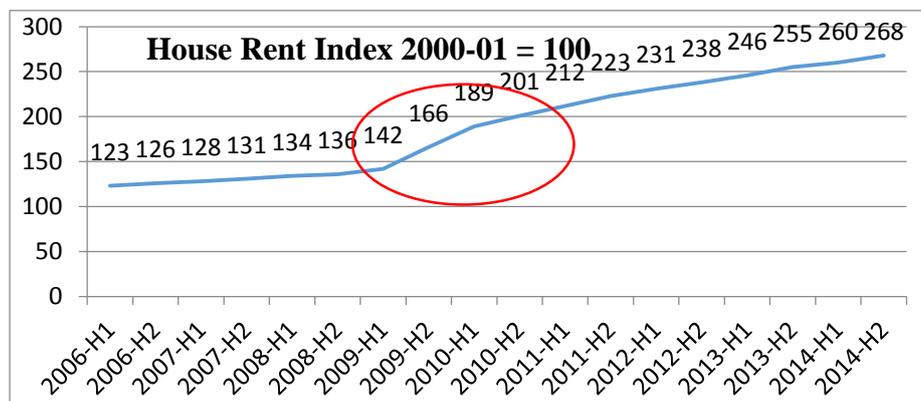
8.7.13 However, if a zero-based comparison of HRA with house rents is carried out the Commission observed that today there are websites that give a good idea of the prevalent house rents in various cities. From the information available on the websites, it was observed that with the increase in Basic Pay proposed (and consequent rise in HRA with the rationalized

³⁰ The compensation for housing that is provided when Basic Pay is initially fixed has not been considered here.

³¹ Housing Index of AICPI(IW).

percentages), most of the employees will be able to afford a rented house as per their entitlement.

8.7.14 The Commission also took note of the link between increase in HRA and increase in house rent. There was a sharp rise in the index from the first half of 2009, immediately following VI CPC recommendations. The All India House Rent Index³² chart given below demonstrates this:



8.7.15 Considering all these factors, and in line with our general policy of rationalizing the percentage based allowances by a factor of 0.8, the Commission **recommends that HRA should be rationalized to 24 percent, 16 percent and 8 percent of the Basic Pay for Class X, Y and Z cities respectively**. However, the Commission also recognizes that with the current formulation, once the new pay levels are implemented, the compensation towards HRA will remain unchanged until such time as the pay and allowances are next revised. Going by the historical trend this event is likely to be a decade away. Some representations have been received stating that towards the later part of the ten year period the HRA compensation falls considerably short of the requirement. Having regard to this, the Commission **also recommends that the rate of HRA will be revised to 27 percent, 18 percent and 9 percent when DA crosses 50 percent, and further revised to 30 percent, 20 percent and 10 percent when DA crosses 100 percent**.

8.7.16 Currently, in the case of those drawing either NPA or MSP or both, HRA is being paid as a percentage of Basic Pay+NPA or Basic Pay+MSP or Basic Pay+NPA+MSP respectively. HRA is a compensation for expenses in connection with the rent of the residential accommodation to be hired/leased by the employee and is graded based on the level of the employee, and therefore should be calculated as a percentage of Basic Pay only. **Add-ons like NPA, MSP, etc. should not be included while working out HRA.**

Housing for PBORs in Defence, CAPFs and Indian Coast Guard

8.7.17 For a certain number of PBORs, there is an option to choose between HRA and Compensation in lieu of Quarters (CILQ). For the remaining, compensation for housing is

³² Source: All India Consumer Price Index (Industrial Workers)

provided through Family Accommodation Allowance (FAA), and for certain ranks, through Single in Lieu of Quarters (SNLQ).

8.7.18 **CILQ**: The service conditions of the Defence Forces personnel demand that personnel reside in cantonments close to their Units. The entitlement of accommodation, therefore, forms a part of service conditions. Keeping in view functional requirements, an authorization of married establishment (by way of a specified percentage of the total establishment) has been decided by the government. PBORs who fall within this authorization percentage and cannot be provided married accommodation are entitled to Compensation in lieu of quarters (CILQ). CILQ is a composite allowance, meant to compensate for hiring of house, furniture, electricity and water etc. It is payable to PBORs who are married and are ≥ 25 years of age. PBORs have the option to choose CILQ or HRA, whichever is more beneficial. This allowance is also applicable to similarly placed personnel of CAPFs and Indian Coast Guard. CILQ is payable at the following rates:

(₹ per month)

Posts	City Classification		
	X	Y	Z
Sepoy/Naik	5400	3600	2400
Havaldar	6300	4500	3000
JCOs	8100	5400	3600
NC (E)	2700	1800	1200

8.7.19 For the balance, compensation is through the **FAA**, which was introduced by the VI CPC. It is payable at the lowest rate of HRA to all PBORs of Defence services, CAPFs and India Coast Guard who do not qualify for benefit of HRA or CILQ. In Ministry of Defence, it is granted at the rate of 10 percent of Basic Pay, while in Ministry of Home, it is granted at a flat rate of ₹1,050 pm.

8.7.20 **SNLQ** is applicable to JCOs and equivalent personnel of Defence Forces only. When not provided with any type of accommodation at the Duty Station, they are entitled to SNLQ which is equal to $2/3^{\text{rd}}$ the rate of CILQ at that station, for their personal requirement, plus CILQ for their families at the rate of a Class 'Z' city.

8.7.21 The present provisions can be understood with a simple example. Suppose for a particular rank, the provision of Authorized Married Establishment (AME) is 50 percent and there are, say, 100 such personnel at that place. Then first 50 personnel can choose whether to opt for HRA or take CILQ. The remaining 50 personnel are entitled only to FAA. When posted in Field areas, PBORs of Defence forces are entitled to HRA for their families at Selected Place of Residence (SPR). However, no such provision is available in CAPFs or Coast Guard.

8.7.22 There is a strong demand from PBORs of CAPFs and Coast Guard for being extended a similar benefit.

Analysis and Recommendations

8.7.23 There is no doubt that personnel of uniformed services are unique in several ways. They are required to stay in the field for long periods of time, away from families. Even in non-field stations (peace stations), a minimum strength is required to be maintained in the barracks for quick deployment at short notice.

8.7.24 It is noted by the Commission that there was a time when these personnel could leave their families behind in villages and go for field postings. However, times have changed. Many of these PBORs have working spouses and harbor legitimate expectations of raising their children in urban areas.

8.7.25 With the AME percentage being limited, personnel take turns to fit into the AME percentage. An employee who is married but is less than 25 years of age is not entitled for AME at all, and therefore cannot avail CILQ. In the current context the provisions of AME as well as the stipulation of minimum 25 years of age to occupy these establishments are outdated and need revisiting.

8.7.26 It is felt that the service rendered by PBORs of uniformed services needs to be recognized and their housing provisions simplified. The Commission, in the interactions it has had with the men on the ground at all field locations it has visited, has seen firsthand that the lack of proper housing compensation is a source of discontentment among these employees. Hence, **the following structure is recommended:**

Whether the PBOR has any Dependents	Field Posting	Non-Field Posting	
		Staying in Barracks	Not Staying in Barracks
Yes	Full HRA applicable at the Selected Place of Residence of the Dependents*	Reduced HRA applicable at the Selected Place of Residence of the Dependents**	Full HRA applicable at that place if government accommodation not available#
No	Full HRA applicable at Class Z city, i.e., 10 percent of Basic Pay	Reduced HRA applicable at the place of posting@	Full HRA applicable at that place if government accommodation not available #

An employee with dependents, during field posting or staying in Barracks as functional requirement will be eligible for accommodation for his dependents anywhere in the country.

** Provided government accommodation is not available for the dependents at Selected Place of Residence. If government accommodation is available, no HRA is payable.*

*** Reduced HRA means rate of HRA applicable reduced by 5 percent. However, the reduced amount cannot be less than the lowest rate of HRA applicable to Class Z cities/towns. Allowance is available provided employee is required to stay in barracks as a functional requirement and government accommodation is not available for the dependents at Selected Place of Residence. If employee is staying in barracks by choice or government accommodation is available at Selected Place of Residence, no HRA is payable.*

@ Reduced HRA means rate of HRA applicable reduced by 5%. However, the reduced amount cannot be less than the lowest rate of HRA applicable to Class Z cities/towns. Allowance is

available provided employee is required to stay in Barracks as a functional requirement. If employee is staying in Barracks by choice, no HRA is payable.

Provided government accommodation is not available, else no HRA is payable.

8.7.27 Staying in barracks cannot be equated with provision of adequate housing. Hence, some compensation is provided for those personnel who are required to stay in barracks as a functional requirement in the form of Reduced HRA. The restrictions related to Authorized Married Establishment, 25 years of age as well as the concept of Separated Family Accommodation should be done away with. CILQ, FAA and SNLQ should also be abolished.

Hutting Allowance

8.7.28 This allowance is granted to Railway servants living outside Railway premises who, for the outbreak of plague in epidemic forms, are compelled to vacate their houses and to erect temporary huts on Railway land or elsewhere. The present rate of the allowance is ₹100 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.7.29 The allowance is outdated. It is **recommended for deletion**.

Family HRA Allowance

8.7.30 This allowance is granted to Central Government servants posted in NE region to compensate for the cost of stay of their families if they are left behind at the last place of posting before proceeding to NE region. In lieu of this allowance, employees are allowed to retain their house at the last place of posting, if they are posted in NE region, and allowed to draw HRA in NE region as well. No demands have been received regarding this allowance.

Analysis and Recommendations

8.7.31 This allowance is in the nature of an incentive for posting to North Eastern region. It is **recommended that this allowance should be extended to postings in the Island territories of Andaman, Nicobar and Lakshadweep also**.

Rent Free Accommodation

8.7.32 This allowance is granted to IB personnel on confrere (a fellow member of a profession, fraternity, etc.) basis, if admissible to police personnel of equivalent rank at that station. No demands have been received regarding this allowance.

Analysis and Recommendation

8.7.33 The Commission opines that the allowance is outdated. Hence, it is **recommended for deletion**.

Allowances related to Good Service

Chapter 8.8

Allowances Covered

8.8.1 Alphabetical list of Allowances covered here is as under:

1. Good Service/Good Conduct/Badge Pay
2. Medal Allowance
3. Monetary Allowance attached to Gallantry Awards
4. Reward for Meritorious Service

Present Position

8.8.2 This section deals with the allowances granted to personnel of uniformed forces as an acknowledgement of their meritorious service. There are four such allowances as listed above. These are discussed below *seriatim*.

Good Service/Good Conduct/Badge Pay

8.8.3 PBORs of the three Services are granted Good Service Pay after completion of certain specified length of service during which they have maintained high degree of discipline, good conduct and professional competence. For PBORs of army, the specified length is 3, 6 and 9 years of service. For PBORs of IAF and Navy, it is 4, 8 and 12 years of service. For the PBORs of the Indian Army, the existing rate is ₹64 pm for each of the three stages, while for the PBORs of Indian Navy and the Indian Air Force, the amount is ₹80 pm.

8.8.4 While interacting with jawans during its various visits, the Commission noted the sense of prestige and pride attached to this allowance.

Analysis and Recommendations

8.8.5 Since the rate is not indexed to DA, it is **recommended that it may be increased by a factor of 2.25. The nomenclature should also be changed to Good Service/Good Conduct/Badge Allowance.**

Monetary Allowance attached to Gallantry Awards and Medal Allowance

8.8.6 Recipients of certain Gallantry awards, usually personnel of Defence forces, CAPFs and the Indian Coast Guard, are granted a monthly allowance associated with the award. The rates of Monetary Allowance attached to Gallantry Awards for Defence forces are as under:

For Personnel of Armed Forces	Param Vir Chakra	₹10000 pm
	Ashok Chakra	₹6000 pm
	Mahavir Chakra	₹5000 pm
	Kriti Chakra	₹4500 pm
	Vir Chakra	₹3500 pm
	Shaurya Chakra	₹3000 pm
	Sena, Naosena, Vayusena Medal	₹1000 pm
Gorkhas of Nepalese domicile who are awarded the gallantry decoration get special lump sum monetary awards	Param Vir Chakra	₹150000
	Ashok Chakra	₹125000
	Mahavir Chakra	₹100000
	Kriti Chakra	₹75000
	Vir Chakra	₹50000
	Shaurya Chakra	₹40000
	Sena Medal	₹20000

8.8.7 The Medal Allowance for personnel of CAPFs and the Indian Coast Guard is given at the following rates:

President's Police Medal for Gallantry	₹3000 pm
Police Medal for Gallantry	₹2000 pm
President's Tatrakshak Medal	₹1500 pm
Tatrakshak Medal	₹900 pm

8.8.8 There are demands for a four-fold increase in the rates of these allowances.

Analysis and Recommendations

8.8.9 The VI CPC had suggested that the Central Government should revise the rates of these Gallantry Awards on their own without waiting for a Pay Commission. Accordingly, the last revision of rates for Defence forces was done on 30.03.2011. **No change in rates is therefore proposed.**

8.8.10 It is, however, pointed out that monetary allowance associated with President's Tatrakshak Medal (granted to Coast Guard personnel) is ₹1,500 pm, while that for President's Police Medal for Gallantry (PPMG) is ₹3,000 pm. Similarly, the allowance associated with Tatrakshak Medal is ₹900 pm, while that for Police Medal for Gallantry (PMG) is ₹2,000 pm. This discrepancy may be set right and **amounts for President's Tatrakshak Medal and Tatrakshak Medal increased to ₹3,000 pm and ₹2,000 pm respectively.**

Reward for Meritorious Service

8.8.11 This reward is granted to PBORs who have put in 15 years of meritorious service. The present rates are as follows:

Annuity for Meritorious Service Medal to JCOs	₹400 pa
Gratuity for Long Service and Good Conduct Medal	₹400 (one time)

8.8.12 Defence forces have asked for a four-fold raise in the amount.

Analysis and Recommendations

8.8.13 Since the amount of the reward is not DA indexed, it is **recommended to be raised by a factor of 2.25**.

Qualification Allowances

Chapter 8.9

Allowances Covered

8.9.1 Alphabetical list of Allowances covered here is as under:

1. Aeronautical Allowance
2. Air Worthiness Certificate Allowance
3. Classification Allowance
4. Higher Proficiency Allowance
5. Higher Qualification Incentive for Civilians
6. Judge Advocate General Department Examination Award
7. Language Allowance
8. Language Award
9. Language Reward and Allowance
10. Post Graduate Allowance
11. Qualification Allowance
12. Qualification Grant
13. Qualification Pay
14. Technical Allowance
15. Unit Certificate and Charge Certificate Allowance

8.9.2 There are quite a few allowances that are meant to incentivize the acquisition of higher qualifications/skills. Majority of these allowances are paid to Defence force personnel, while a few of them are meant for civilians also.

Aeronautical Allowance

8.9.3 Aeronautical Allowance is admissible to those Defence technicians who have successfully qualified in Technical Type Training (TETTRA), Technical Type Conservation Unit (TTCU), Maintenance Conversion Flight (MCF) or similar courses. These technicians are authorized to maintain or service aircraft and related systems. Presently it is payable at the rate of ₹300 pm. There are demands to increase the allowance to ₹800 pm. Personnel of Indian Coast Guard are presently not entitled to this allowance. They have asked for parity.

Analysis and Recommendations

8.9.4 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5 to ₹450 pm**. The amount will further rise by 25 percent each time DA increases by 50 percent. **The allowance should also be extended to personnel of Indian Coast Guard mutatis mutandis.**

Air Worthiness Certificate Allowance

8.9.5 This allowance was introduced in the year 2000 for the technical tradesmen in aircraft trades, based on the recommendations made by a Group of Officers. The existing rate is ₹225 pm for aviation trade PBORs with service of 2-10 years and ₹450 pm for PBORs with service exceeding 10 years. Defence Services have represented for a four-fold increase (from the base rate of 2008) in this allowance. Personnel of Indian Coast Guard are presently not entitled to this allowance. They have asked for parity.

Analysis and Recommendations

8.9.6 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. **The allowance should also be extended to personnel of Indian Coast Guard mutatis mutandis.**

Classification Allowance

8.9.7 Classification Allowance is granted to PBORs of all three services on attaining certain trade related qualifications in each group. When a sepoy enters service, he is categorized as C14. As he acquires skills, for e.g. weapons handling training, he moves up to C13, then further to C12 and ultimately to C11. For each stage, he receives this allowance at the following rates:

Group	C14 to C13	C13 to C12	C12 to C11
X	-	₹120 pm	₹120 pm
Y	₹100 pm	₹100 pm	₹100 pm

8.9.8 Demands have been made before the Commission that Classification Allowance should be termed as Classification Pay and amount should be made equal to one increment for each stage. Presently it is paid up to the rank of Havildar and equivalent only. The demand is to extend it to JCOs also.

Analysis and Recommendations

8.9.10 The allowance is not DA indexed. Hence, it is **recommended to raise it by a factor of 2.25 to ₹270 pm for each stage for X group and ₹225 pm for each stage for Y group**. Other demands do not hold merit.

Higher Qualification Incentive for Civilians

8.9.11 In general, civilian employees are governed by DoPT's letter No.1/2/89-Estt.(Pay.I) dated 09.04.1999, wherein a lump-sum one-time incentive ranging from ₹2,000 to ₹10,000 is provided to the employee on obtaining higher qualifications. Many civilian organizations have approached the Commission to increase the quantum of this incentive, and bring it at par with that given to the Defence forces personnel.

Analysis and Recommendations

8.9.12 The Commission appreciates the need to encourage acquiring of higher qualifications. At the same time, it is important that the knowledge so acquired is directly relevant to the scope of the employee's occupation. Hence, **the following lump-sum rates of Higher Qualification Incentive are recommended for courses done in fields that are directly relevant to an employee's job:**

Higher Qualification Incentive for Civilians	
Qualification	Amount (₹)
Ph.D. or equivalent	30000
PG Degree/Diploma of duration more than one year, or equivalent	25000
PG Degree/Diploma of duration one year or less, or equivalent	20000
Degree/Diploma of duration more than three years, or equivalent	15000
Degree/Diploma of duration three years or less, or equivalent	10000

8.9.13 The existing conditions regarding the grant of this incentive, as mentioned in DoPT's letter cited above, will continue to apply, except that Minsitries will be free to choose courses on their own. Moreover, **the incentive shall be limited to maximum two times in an employee's career, with a minimum gap of two years between successive grants.**

8.9.14 Complete parity of civilian employees with Defence personnel, with regard to the grant of this incentive, is not feasible in view of the different service conditions, mode of recruitment and other factors.

Judge Advocate General Department Examination Award

8.9.15 Officers of the three Services are granted a one-time award on qualifying the JAG Branch exam, which is presently ₹9,600. In the Joint Services Memorandum (JSM) it has been argued that this award is admissible to very few officers every year. Hence, it should be abolished and merged with Cat-III courses of Qualification Grant.

Analysis and Recommendations

8.9.16 **This allowance should be subsumed under Higher Qualification Incentive for Defence Personnel,** dealt separately in this chapter.

Language Allowance

8.9.17 Service Officers and PBORs are granted Language Allowance to encourage them to learn foreign languages and carry out instructional translations and interpreter duties as and when required. The purpose of this allowance is to attract quality volunteers for meeting the requirements related to translation/interpreting of technical documents as most technologies available with the Defence Forces at present are imported with documentation in the foreign language which is needed to be translated urgently. The present rates of the allowance are as under:

Category of Language	Amount of Allowance
Category I	₹1350 pm
Category II	₹1126 pm
Category III	₹900 pm

8.9.18 Services have sought a four-fold increase in the rate of this allowance.

Analysis and Recommendations

8.9.19 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. As at present, the allowance should be payable subject to passing of an annual language examination.

Language Award

8.9.20 With a justification similar to that for the Language Allowance, Language Award is a one-time award for passing certain language related examinations. The existing rates are as follows:

	Category of Language	Sponsored Candidate	Non-Sponsored Candidate
For passing Diploma-II Exam with >65% marks	Category I	₹4500	₹6750
	Category II	₹3150	₹4500
	Category III	₹2250	₹3150
For passing Interpretership Exam with >70% marks	Category I	₹9000	₹13500
	Category II	₹6750	₹9000
	Category III	₹4500	₹6750

8.9.21 Besides a four-fold increase, the removal of minimum percentage clause has been requested.

Analysis and Recommendations

8.9.22 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. Other demands do not hold merit.

Qualification Allowance

8.9.23 Qualification Allowance is granted to personnel of Indian Air Force for obtaining flying qualifications. The present rates are:

	(₹ per month)
Master Aviation Instructor	750
Senior Aviation Instructor CI-I	600
Senior Aviation Instructor CI-II	420
Aviators holding Master Green Card	600
Aviators holding Green Card	420
Cat 'A' ATC/FC/HELO Controllers/Direction officers	2400
Cat 'B' ATC/FC/HELO Controllers/Direction officers	1800

8.9.24 Besides a six-fold increase, the extension of allowance to various other categories has been sought. Personnel of Indian Coast Guard are presently not entitled to this allowance. They have asked for parity.

Analysis and Recommendations

8.9.25 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. **The allowance should be extended to personnel of Indian Coast Guard also.** Other demands do not hold merit.

8.9.26 For Defence officers, there are two allowances that are granted upon obtaining higher qualifications, viz., Qualification Grant and Technical Allowance. Since the purpose of these two allowances is similar, they are being dealt with together.

Qualification Grant and Technical Allowance

8.9.27 A lump-sum Qualification Grant is paid to officers who qualify in various specified courses. The present rates are as under:

Category	Existing Grant
Category I Courses	₹30000
Category II Courses	₹22500
Category III Courses	₹13500
Category IV Courses	₹9000
MNS Officers	₹9000

8.9.28 The general demand is to increase the rate to four times of the 2008 rate. Besides this, extension of the allowance to JCOs/ORs and Medical Officers has been sought. At present, there is a condition of two years having elapsed between two consecutive claims. Removal of this condition has been requested.

8.9.29 Technical Allowance is admissible to Defence Forces officers belonging to the technical branches for qualifying certain Tier-I and Tier-II courses. The present rates are as under:

For Tier-I courses	₹3000 pm
For Tier-II courses	₹4500 pm
For both courses	₹7500 pm

8.9.30 Defence forces have asked for a four-fold increase in the rate of this allowance, and sought extension to all officers and JCOs/ORs who undergo specified courses irrespective of the arm/service/branch of all three services. There are demands from the civilian side too, that this allowance should be extended to all civilian employees. Personnel of Indian Coast Guard have also asked for this allowance.

Analysis and Recommendations

8.9.31 Regarding Qualification Grant, the Commission has carefully studied the list of various courses that fall in each of the categories and has the following observations:

1. In each of the four categories, the mix of courses is such that it does not lend itself to any pattern by way of level of difficulty, uniformity in duration or relevance to one's field of work.
2. There is a fair degree of overlap between the list of courses under Categories I-IV and the broad list circulated by DoPT for the grant of Higher Qualification Incentive for civilians.
3. The quantum of incentive for civilians is at present significantly lower than the Qualification Grant for Defence employees.

8.9.32 Regarding Technical Allowance, the following observations are made:

1. The allowance for Tier-I courses is admissible to all technical officers from the day they complete their professional qualification training and become available for full time professional employment in the service. Tier-II comprises various technical courses from recognized institutes in India or abroad.
2. There is a vast difference in incentive provided to Defence officers vis-à-vis civilian employees for acquiring higher technical qualifications. Two factors stand out:
 - a. To be eligible for the grant of incentive, the civilian employee should not have been sponsored by the government, while there is no such restriction for Defence officers, and
 - b. While the highest amount of lump sum incentive for civilian employees is ₹10,000 (for acquiring Ph.D. qualification) at present, Defence officers are entitled to a monthly allowance of ₹4,500 even for much lower level courses.

8.9.33 Having considered the existing structure as brought out above, and particularly in view of the point 2(b), there is a strong case for bringing the entire structure of qualification related incentive/grant/allowance on a more equitable footing. Accordingly, **the following is recommended:**

1. Considering the difference in process of recruitment of Defence employees compared to their civilian counterparts, and the varying service conditions, the Technical Allowance for Tier-I courses may continue to be paid on a monthly basis at the existing level.
2. The list of courses under each category of Qualification Grant needs to be reviewed by an expert committee and only Defence specific courses need to be retained. It may be clarified here that the Commission is all for acquiring higher qualifications for the growth of an individual. However, the areas in which incentive is given should be such that they are directly relevant to one's chosen field of occupation. Courses like M.Phil in any subject (presently a Cat-I course) or Bar-at-Law (presently a Cat-II course) are generic in nature and may be reviewed. Similarly, the desirability of including a course like Long Cookery Course (presently at Cat-II) should also be re-examined.
3. The list of courses under Tier-II of Technical Allowance also needs to be reviewed by an expert committee with a view to retaining the relevant ones only.
4. Once the reviews are completed, the list of courses which are to qualify for continuation of the incentive should be graded into five categories. They should then be combined into a single Higher Qualification Incentive for Defence Personnel with the following rates:

Higher Qualification Incentive for Defence Personnel	
Qualification	Amount (₹)
Grade I courses	30000
Grade II courses	25000
Grade III courses	20000
Grade IV courses	15000
Grade V courses	10000

5. **Summing up, only Tier-I of the Technical Allowance will continue to be paid on a monthly basis. Tier-II of the Technical Allowance as well as the Qualification Grant will be merged into Higher Qualification Incentive for Defence Personnel and will be paid as a lumpsum amount, on similar terms and conditions as Higher Qualification Incentive for Civilians.**
6. Like civilians, this incentive will be applicable to all Defence forces personnel. Similarly, the incentive shall be limited to maximum two times in an employee's career, with a minimum gap of two years between successive grants.
7. For Defence employees who have already availed of the full incentive now proposed, future payments should be stopped. For employees who have availed of the incentive only partly, the remaining amount should be paid as a lump sum immediately. No recoveries should be made for those employees who have already received more than the full amount.

Unit Certificate and Charge Certificate Allowance

8.9.34 This allowance is granted to Artificers and Mechanics of the Navy after passing prescribed examinations. The existing rates are:

		<i>(₹ per month)</i>
Unit Certificate Allowance	Lower Rate	225
	Higher Rate	450
Charge Certificate Allowance	Lower Rate	450
	Higher Rate	675
	Special Rate	810

8.9.35 A four-fold increase in the rates of this allowance has been requested.

Analysis and Recommendations

8.9.36 Since the allowance is already partially indexed to DA, it is **proposed to raise it by a factor of 1.5**. The rate of this allowance will increase by 25 percent each time the DA increases by 50 percent.

Higher Proficiency Allowance

8.9.37 This allowance is granted to IB personnel for acquiring higher skills in Language and Technical fields. The present rate varies from ₹10,000 to ₹25,000 and is decided by the Director, IB. No demands have been received regarding this allowance.

Analysis and Recommendations

8.9.38 **For higher skills in language, IB personnel will be governed by the rates and conditions of Language Award, presently applicable only to Defence forces. For higher skills in technical fields, they will be governed by Higher Qualification Incentive for Civilians. Accordingly, Higher Proficiency Allowance, as a separate allowance, should be abolished.**

Language Reward and Allowance

8.9.39 This allowance is payable to MEA officers who have learnt optional foreign language when posted in the region where the language is main language or widely used. The present rate varies from ₹100 pm for being “proficient” to ₹200 pm for being “above proficient.” No demands have been received regarding this allowance.

Analysis and Recommendations

8.9.40 The amount of the allowance is meagre. Hence, **it should be abolished.**

Post Graduate Allowance

8.9.41 This allowance is granted to doctors up to the level of NFSG who are PG Degree or PG Diploma holders. The existing rate of the allowance is ₹1,500 pm for PG Degree holders and ₹900 pm for PG Diploma holders. There are demands to raise the quantum of allowance three-fold.

Analysis and Recommendations

8.9.42 The allowance is partially indexed to DA. Hence, it is **recommended to raise it by a factor of 1.5. The amount will further rise by 25 percent each time DA rises by 50 percent. The allowance should also be extended to medical doctors who are dentists and veterinarians.**

Qualification Pay

8.9.43 It is granted to Accounts staff of Indian Railways for qualifying certain examinations. The existing rates are:

Clerks Gr.II (Accounts Clerks)/Typists on passing App-II Examination	₹180 pm	
Sr.Accounts Assistant/Accounts Assistant/Stock Verifier/Typist/Stenographer on passing App-III Examination	First Year	₹240 pm
	Second Year	₹420 pm

8.9.44 Demands have been received to increase the allowance to four times its present value.

Analysis and Recommendations

8.9.45 Since the allowance is not indexed to DA, **it is recommended to raise it by a factor of 2.25. The amount will further rise by 25 percent each time DA crosses 50 percent. The nomenclature should be changed to Railway Accounts Examination Allowance.**

Allowances related to Risk and Hardship

Chapter 8.10

Allowances Covered

8.10.1 Alphabetical list of Allowances covered here is as under:

1. Antarctica Allowance
2. Assisting Cashier Allowance
3. ASV Allowance
4. Bad Climate Allowance
5. Boiler Watch Keeping Allowance
6. Breakdown Allowance
7. Cash Handling Allowance
8. CI Ops Allowance
9. Coal Pilot Allowance
10. COBRA Allowance
11. Commando Allowance
12. Compensatory (Construction or Survey) Allowance
13. Cooking Allowance
14. Diving Allowance, Dip Money and Attendant Allowance
15. Field Area Allowance
16. Flying Allowance
17. Flying Squad Allowance
18. Free Fall Jump Instructor Allowance
19. Handicapped Allowance
20. Hardlying Money
21. Headquarters Allowance
22. Health and Malaria Allowance
23. High Altitude Allowance
24. Hospital Patient Care Allowance/Patient Care Allowance
25. Hydrographic Survey Allowance
26. MARCOS and Chariot Allowance
27. Metropolitan Allowance
28. Night Patrolling Allowance
29. Operation Theatre Allowance
30. Organization Special Pay
31. Out-turn Allowance
32. Para Allowances
33. Para Jump Instructor Allowance
34. Project Allowance
35. Rajdhani Allowance

36. Risk Allowance
37. Savings Bank Allowance
38. Sea Going Allowance
39. Secret Allowance
40. Siachen Allowance
41. Special Compensatory (Hill Area) Allowance
42. Special Compensatory (Remote Locality) Allowance
43. Special Forces Allowance
44. Special LC Gate Allowance
45. Submarine Allowance
46. Submarine Duty Allowance
47. Submarine Technical Allowance
48. Sunderban Allowance
49. Test Pilot and Flight Test Engineer Allowance
50. Treasury Allowance
51. Tribal Area Allowance

8.10.2 This section covers the allowances payable to Central Government employees to compensate for the risk and/or hardship they face on account of their working conditions. For our discussion, the allowances appearing in this section come under the category of Risk and Hardship Allowances (RHAs).

Present Position

The existing structure of the allowances covered is detailed below:

Antarctica Allowance

8.10.3 The Indian Antarctic Program is a multi-disciplinary, multi-institutional program under the control of Ministry of Earth Sciences, wherein studies are conducted in atmospheric, biological, earth, chemical, medical and other sciences by sending teams to the Antarctica. To compensate for the hardship that those undertaking this expedition face during their sojourn in Antarctica, this special allowance is granted. The present rates are:

Team Leader	Winters	₹1856.80 per day
	Summers	₹1237.50 per day
Other Members	Winters	₹1688.00 per day
	Summers	₹1125.00 per day

Assisting Cashier Allowance

8.10.4 This allowance is granted only in the Ministry of Consumer Affairs, Food and Public Distribution, to MTS staff for assisting cashier in bringing cash from banks. The current rate is ₹90 pm.

ASV Allowance

8.10.5 This allowance is granted to Accounts Stock Verifiers of Indian Railways on account of hardship involved in their job. The present rate is ₹1,000 pm.

Bad Climate Allowance

8.10.6 It is paid to the Central Government employees serving in areas designated as Bad Climate Area/Unhealthy Locality by the government from time to time. The present rates are:

Grade Pay > ₹5400	Others
₹600 pm	₹360 pm

Boiler Watch Keeping Allowance

8.10.7 Started post the acceptance of the VI CPC recommendations, this allowance is granted to Boiler Watch Keepers on Naval Ships and corresponding personnel on board Coast Guard and survey ships. The aim of this allowance is to compensate such personnel for the hardship they face through constant exposure to high temperature. The current rate is ₹3,000 pm.

Breakdown Allowance

8.10.8 This allowance is granted to non-gazetted Railway servants who are earmarked for attending to breakdown duties. The present rates are:

Grade Pay	Rate
Up to ₹1800	120
₹1900	180
₹2400-₹2800	240
₹4200 and above (limited to non-gazetted staff)	300

(₹ per month)

Cash Handling Allowance

8.10.9 It is paid to cashiers working in Central Government departments, for handling of cash. The current rates are:

Amount of Average Monthly Cash Disbursed	Rate
< ₹50,000	230
Over ₹50,000 and up to ₹2,00,000	450
Over ₹2,00,000 and up to ₹5,00,000	600
Over ₹5,00,000 and up to ₹10,00,000	750
> ₹10,00,000	900

(₹ per month)

CI Ops Allowance

8.10.10 This allowance is granted to Defence and CAPF personnel while they are deployed in counter-insurgency areas. The present rates are:

(₹ per month)

Posts	CI Operations in Field Areas	CI Operations in Modified Field Areas	CI Operations in Peace Areas
Lt. Col and Above/equ.	11700	9000	7800
Major/equ.	10800	8310	7200
Captain/equ.	9900	7620	6600
Lt./equ.	9450	7260	6300
JCO's/equ.	8100	6240	5400
Hav/equ.	5400	4140	3600
Sep/Nk/equ.	4500	3450	3000

8.10.11 The rate of CI Ops Allowance in Peace Areas has an established equation with Field Area Allowance in Field Areas.

Coal Pilot Allowance

8.10.12 It is paid to Shuntmen and other Group D staff of transportation Department of Indian Railways who accompany pilots in the collieries for shunting and similar other duties. The present rates are:

For First Trip	₹45 per trip
For every subsequent Trip	₹15 per trip

COBRA Allowance

8.10.13 It is granted to CRPF personnel posted in Command Battalion for Resolute Action (CoBRA), a special force deployed in Naxal-hit areas, to compensate them for their risk and hardship. The present rate is 80 percent of Marcos and Chariot Allowance.

Commando Allowance

8.10.14 This allowance is granted to personnel of Delhi Police who act as Commandos. The existing rates are:

SI	₹100 pm
Head Constable	₹75 pm
Constable	₹50 pm

Compensatory (Construction or Survey Allowance)

8.10.15 It is granted to Railway servants employed on construction or survey projects. It is ordinarily granted for 'new lines' or 'restorations' or 'surveys' or 'doubling' (with Railway Board's approval). The present rates are:

Grade Pay > ₹5400	Others
₹1500 pm	₹1000 pm

Cooking Allowance

8.10.16 It is granted to Cook/Cook Mate employed in canteens and pantries in various ministries. The current rates is ₹120 pm.

Diving Allowance, Dip Money and Attendant Allowance

8.10.17 All naval personnel on the authorized diving cadre are entitled to Diving Allowance. In addition to Diving Allowance, Dip Money is also admissible depending on depth and time spent under water. An Attendant Allowance is also paid at the rate of one- fifth of Dip Money to Divers' Attendants. These allowances are also applicable to IAF and Army personnel on pro-rata basis as and when they are involved in such duties. The current rates are:

Diving Allowance	Deep Diving Officers	₹1200 pm
	Clearance Diver - CI	₹900 pm
	Clearance Diver - CII	₹780 pm
	Clearance Diver - CIII	₹660 pm
	Ships Diving Officer	₹600 pm
Dip Money	Depth-fathoms	₹ per minute
	<20	1.80
	20-30	2.70
	30-40	3.60
	40-50	5.40
	50-60	7.20
	60-75	10.20
	75-100	11.40
Attendant Allowance	1/5th of Dip Money	

Field Area Allowance

8.10.18 It is a generic term for allowance granted to Defence, CAPF and personnel of Indian Coast Guard while they are deployed in "Field Areas," which are further classified as Highly Active Field Areas, Field Areas and Modified Field Areas.

- *Highly Active Field Area:* Where grave danger exists to troops, airmen, fixed-wing aircraft and helicopters due to deployment in close proximity of enemy.
- *Field Area:* Where troops are deployed near the borders for operational considerations, and where hostilities and risk to life are imminent.
- *Modified Field Areas:* Where defence personnel/isolated detachments are deployed/stationed/mobilized in support of military duties and where imminence of

hostilities/violence and risk exist. Such areas may have severe infrastructural deficiencies causing deprivation and/or mental strain.

8.10.19 The present rates are as follows:

(₹ pm)

Post	Highly Active Field Areas	Field Areas	Modified Field Areas
Lt.Col.& above & Equ.	12600	7800	3000
Maj.& Equ.	11640	7200	2790
Capt & Equ.	10650	6600	2580
Lt. & Equ.	10170	6300	2400
JCOs & Equ.	8730	5400	1800
Hav & Equ.	5820	3600	1380
Sep/Nk & Equ.	4860	3000	1200

Flying Allowance

8.10.20 Flying allowance is admissible to officers of the flying branch and Technical Officers and Airmen performing air crew duties in the Indian Air Force and to corresponding aviation personnel of the Indian Army and the Indian Navy. The present rates are:

(₹ per month)

Post	Rate
Air Commodore & Eq. & above (Capt IN with > 3yrs seniority)	15750
Squadron Leader to Group Captain & Eq. (Capt IN with < 3 yrs seniority)	21000
Flight Lt. and Eq.	16500
Flying Officer and Eq.	13500
Warrant Ranks	12600
Senior NCO	10500

Flying Squad Allowance

8.10.21 It is paid to Chief Ticket Inspectors (CTIs) and Travelling Ticket Examiners (TTEs) of Indian Railways who are part of the Flying Squads constituted for surprise ticket checking in trains. The current rate is ₹300 pm.

Free Fall Jump Instructor Allowance

8.10.22 It is granted as compensation, for the risk involved, to the Free Fall Jumping Instructors of the Indian Air Force. The present rate is ₹3,000 pm for officers and ₹1,800 pm for PBORs.

Handicapped Allowance

8.10.23 It is a conveyance allowance granted to differently abled employees in Indian Railways. This allowance is granted to employees who are visually challenged, orthopedically challenged and staff suffering from spinal deformity. The present rate is 5 percent of Basic Pay, subject to a maximum of ₹100 pm.

Hardlying Money

8.10.24 It is paid to Naval personnel as compensation for extra discomforts on board the smaller ships and submarines. In the smaller ships like minesweepers, ocean going tugs and submarines, it is paid at full rates and in relatively more comfortable vessels at half rates. The current rates are as under:

Category	Existing Rates	
	Full	Half
Officers including Mid shipment & Cadets	₹600 pm	₹300 pm
Sailors	₹420 pm	₹210 pm

Headquarters Allowance

8.10.25 It is granted to officers of Organised Group 'A' Service in DOT and certain other ministries upon posting at headquarters. The existing rate is ₹225 pm.

Health and Malaria Allowance

8.10.26 This allowance is granted to Health and Malaria Inspectors in Indian Railways due to risky and hazardous nature of their duties. The present rate is ₹600 pm.

High Altitude Allowance

8.10.27 It is granted to Defence and CAPF personnel deployed in high altitude areas. The existing rates are:

(₹ per month)

Post	Cat-I Areas	Cat-II Areas	Cat-III Areas
Lt.Col. & above & Equ.	3180	4800	16800
Maj. & Equ.	2790	4200	16800
Capt & Equ.	1980	3000	16800
Lt. & Equ.	1590	2400	16800
JCOs & Equ.	1440	2160	11200
Hav & Equ.	1110	1680	11200
Sep/Nk & Equ	810	1200	11200

8.10.28 Cat-I Areas comprise areas between heights of 9000 ft. to 15000 ft. and “uncongenial” areas below 9000 ft. Cat-II Areas are those areas that are above 15000 ft. in height. Cat-III Areas comprise certain specified areas that have especially uncongenial climate. The rate in Cat-III Areas is 80 percent of Siachen Allowance.

Hospital Patient Care Allowance (HPCA)/Patient Care Allowance (PCA)

8.10.29 Patient Care Allowance (PCA) is admissible to Group ‘C’ and ‘D’ (non-Ministerial) employees excluding nursing personnel working in the health care delivery institutions/establishments (other than hospitals) with less than 30 beds, subject to the condition that no Night Weightage Allowance and Risk Allowance, if sanctioned by the Central Government, will be admissible to these employees. Similarly placed employees working in hospitals are eligible for Hospital Patient Care Allowance (HPCA). This allowance is not admissible to Group ‘C’ and D (Non-Ministerial) employees working in the headquarters. The rules provide that only Group ‘C’ and ‘D’, non-Ministerial employees whose regular duties involve continuous and routine contact with patients infected with communicable diseases or those who have to routinely handle infected materials, instruments and equipment, which can spread infection, as their primary duty can be considered for grant of Hospital Patient Care Allowance. It is further provided that HPCA shall not be allowed to any of those categories of employees whose contact with patients or exposure to infected materials is of an occasional nature. The present rates of these allowances are: Hospital Patient Care Allowance @ ₹2,100 pm for Group ‘C’ staff and ₹2,085 pm for Group ‘D’ Staff. Patient Care Allowance @ ₹2,070 pm for both Group ‘C’ and ‘D’ staff.

Hydrographic Survey Allowance

8.10.30 It is paid to Naval Officers as compensation for the tougher working conditions on hydrographic survey ships. The current rates are:

(₹ per month)

Surveyors Class-IV	1200
Surveyors Class-III	1500
Surveyors Class-II	1800
Surveyors Class-I	2100

Non-Surveyor Officers on ships	600
Surveyor Recorder-III	300
Surveyor Recorder- II	450
Surveyor Recorder-I (PO and Below)	600
Surveyor Recorder-I (CPO and above)	750
Non-Surveyor Sailors serving on ships	150

MARCOS and Chariot Allowance

8.10.31 This allowance is granted to marine commandos of Indian Navy. The current rates are:

Capt (with >3yrs service in the rank) and above	15750
Lt Cdr/Cdr/Capt (with < 3 years' service in the rank)	21000
Lt.	16500
Sub Lt.	13500
MCPO II/I	12600
CPO and Below	10500

8.10.32 The allowance has an established parity with Flying Allowance.

Metropolitan Allowance

8.10.33 This allowance is granted to personnel of Delhi Police on account of hardship faced in a Metropolitan area. The present rates are:

Sub-Inspector (SI)	₹180 pm
Constable, Head Constable, ASI	₹120 pm

Night Patrolling Allowance

8.10.34 It is granted to Trackmen of Indian Railways to compensate for hardship faced in Night Patrolling. The present rate is ₹10 per night of patrolling.

Operation Theatre Allowance

8.10.35 This allowance is granted to 35 percent of the Staff Nurses in Central Government Hospitals, who work in ICU/Operation Theatres. The current rate is ₹240 pm.

Organization Special Pay

8.10.36 It is granted to certain categories of personnel in ITBP in view of the arduous nature of job. The extant rates are:

Subedar (Senior)	100
SM/Inspector	100

Sub-Inspector	60
Head Constable	40
Lance Naik/Naik	40
Constable	30

Out-turn Allowance

8.10.37 This allowance is granted to Telegraph Signaller/Teleprinter Operator/Wireless Operators in Indian Railways as a remuneration for per message worked in excess of the specified number of messages during the normal duty hours on a nominated circuit. The current rates are:

₹0.10 for each message in excess of 250 messages handled over the minimum number of messages sent or received in eight or six hour shift.	Post	No. of Minimum Messages
	Telegraph Signaller	100
	Teleprinter Operator	250
	Wireless Operator Link (Two Stations)	80
	Wireless Operator Net (> Two Stations)	60

Para Allowances

8.10.38 These allowances are granted to officers and PBORs of Indian Army holding appointments of operational parachutists authorized in the war/peace establishments. The reserves are those who have shifted out but must again do the refresher course to qualify for the grant of these allowances. The allowances are granted after doing a parachute refresher course and a minimum of two jumps. The extant rates are:

		<i>(₹ per month)</i>
Para Allowance	For Officers	1800
	For JCO/OR (Army)	1200
Para Reserve Allowance	For Officers	450
	For JCO/OR (Army)	300

Para Jump Instructor Allowance

8.10.39 It is granted as compensation, for risk involved, to the Parachute Jumping Instructors of the Indian Air Force. The current rate of the allowance is ₹3,600 pm for officers and ₹2,700 pm the PBORs.

Project Allowance

8.10.40 This allowance is granted to Central Government employees to compensate for lack of amenities like Schools, Markets, proper housing and medical facilities at the places of construction of major projects. This is mainly paid to Railway employees whose offices are in project area and who have to reside within a nearby locality. The current rates are:

GP > ₹5400	Others
₹2250 pm	₹1500 pm

Rajdhani Allowance

8.10.41 It is granted to Train Superintendent (TS) and Deputy Train Superintendent (Dy.TS) of Rajdhani Express Trains in Indian Railways, due to harder nature of their jobs. The current rate is ₹900 pm for TS and ₹360 pm for Dy.TS.

Risk Allowance

8.10.42 Risk Allowance is presently given to employees engaged in hazardous duties or whose work will have deleterious effect on health over a period of time. Risk Allowance is also paid to Sweepers and Safaiwalas engaged in cleaning of underground drains, sewer lines as well as to the employees working in trenching grounds and infectious diseases hospitals. The extant rate is ₹60 pm.

Savings Bank Allowance

8.10.43 In Department of Posts, granted to Postal Assistants working in Post Office Savings Bank (POSB) for shouldering strenuous and complicated nature of Savings Bank work. Postal Assistants need to qualify an Aptitude Test to get this allowance. The current rates are ₹300 pm for fully engaged staff and ₹150 pm for partially engaged staff.

Sea Going Allowance

8.10.44 This allowance is granted to officers and PBORs of the Indian Navy to compensate them for the hardships of sea travel. This allowance is granted on pro rata basis, with the condition that the sea vessels should be deployed for a minimum of 12 hours a day. The extant rates are:

	(₹ per month)
Cdr & above	7800
Lt. Cdr	7200
Lt.	6600
Sub-Lt.	6300
CPO & abv. PBORS	5400
PO	3600
Ldg Seaman & below	3000

8.10.45 This allowance has an established parity with Field Area Allowance in Field Areas.

Secret Allowance

8.10.46 This allowance is granted in Cabinet Secretariat, for dealing with Top Secret papers and performing sensitive and arduous nature of duty. It is paid as a flat sum per month based on the post held by the concerned official.

Siachen Allowance

8.10.47 Siachen Allowance is admissible to troops serving in the Siachen region keeping in view the extremely difficult conditions in the area. The extant rate is ₹21,000 pm for officers and ₹14,000 pm for PBORs.

Special Compensatory (Hill Area) Allowance

8.10.48 It is granted to Central Government employees posted at Hill stations 1000 metres or more above sea level. The present rates are:

Grade Pay > ₹5400	Others
₹900 pm	₹720 pm

Special Compensatory (Remote Locality) Allowance

8.10.49 It is payable to Central Government employees serving in specified remote localities. The extant rates are:

(₹ per month)

Class of Remote Locality	GP > ₹5400	Others
Part A	3900	3000
Part B	3150	2400
Part C	2250	1800
Part D	600	480

Special Forces Allowance

8.10.50 This allowance is granted to Special Forces of Indian Army and Indian Air Force, at par with Indian Navy's marine commandos. The present rates are:

(₹ per month)

Brigadier and above and equivalent	15750
Major to Colonel and equivalent	21000
Captain and equivalent	16500
Lieutenant and equivalent	13500
JCOs and equivalent	12600
Havaldars and below and equivalent	10500

Special LC Gate Allowance

8.10.51 It is granted to trackmen of Indian Railways who are posted as Gatekeeper to man those gates which are classified as 'difficult gates.' The present rate is ₹450 pm.

Submarine Allowance

8.10.52 Submarine Allowance is granted to Naval Officers and Sailors appointed as crew for service on submarines, keeping in view the additional risks and arduous conditions of service on-board submarines. The current rates are:

Capt (with >3 years' service in the rank) and above	15750
Lt Cdr/Cdr/Capt (with < 3 years' service in the rank)	21000
Lt.	16500
Sub Lt.	13500
MCPO II/I	12600
CPO and Below	10500

Submarine Duty Allowance

8.10.53 This allowance is admissible to Defence personnel who are not qualified Submariners but embark on a submarine for training, passage etc. The present rate is ₹135 per day for officers and ₹45 per day for PBORs.

Submarine Technical Allowance

8.10.54 It is granted to Naval Artificers and Mechanics for the period they are deployed for submarine maintenance duties. The present rate is ₹300 pm.

Sunderban Allowance

8.10.55 This allowance is paid to Central Government employees posted in Sunderban areas of West Bengal. The extant rates are:

Pay in the Pay Band	Rate
<5600	90
5600-8400	180
8401-11200	270
11201-16800	360

Test Pilot and Flight Test Engineer Allowance

8.10.56 This allowance is granted to Test Pilots and Flight Test Engineers in Defence Forces while they are on the posted strength or on detachment to any units for Test Pilot duties. The current rate is ₹3,000 pm for Test Pilots and ₹1,500 pm for Flight Test Engineers.

Treasury Allowance

8.10.57 This allowance is granted in Department of Posts to Treasurers and Assistant Treasurers working in Head Post Offices and large sub offices for handling of cash. The present rate is ₹360 pm for handling cash up to ₹2 lakh and ₹480 pm for handling cash more than ₹2 lakh.

Tribal Area Allowance

8.10.58 It is paid to Central Government employees posted in notified Tribal Talukas and pockets in certain States. The extant rates are:

GP > ₹5400	Others
₹600 pm	₹360 pm

Observations

8.10.59 The Commission notes that a large number of allowances, especially those granted to Defence personnel, fall under this category and many of them have established relativities. Overall, however, the entire system is quite haphazard and quite a few of the allowances have rates that seem to vary at random. There are some allowances that have lost their significance in the present era and some for whom adequate justification has not been provided by the ministry concerned.

Demands Received

8.10.60 The Defence forces have, in general, asked for a four-fold increase from the base rate of 2008. There is a strong demand, especially from the PBORs of Defence forces, for parity in the payment of these allowances on the contention that higher ranked officials get higher pay, but the risk/hardship faced is largely comparable. Hence, they claim that there is no justification for slab-wise variation in the quantum of these allowances (there are as many as seven slabs in some cases).

Analysis and Recommendations

8.10.61 The Commission finds merit in the argument that a large number of slabs is not required in administering risk and hardship allowances. Hence, we have recommended just two slabs for each allowance—with one rate for officers and a lower rate for PBORs. Most of the existing relativities have been maintained.

8.10.62 There are some “Special Compensatory” allowances that are based on geographical location and are meant to compensate for hardship faced by employees posted at such places. It is proposed to subsume these allowances under the umbrella of “Tough Location Allowance” as follows:

- i. Places presently covered under Special Compensatory (Remote Locality) Allowance (SCRLA)—Parts A and B will be covered by Tough Location Allowance-I.

- ii. Places presently covered under SCRLA–Part C will be covered by Tough Location Allowance–II.
- iii. Places presently covered under Bad Climate Allowance, Tribal Area Allowance, Sunderban Allowance and SCRLA–Part D will be covered by Tough Location Allowance–III.

8.10.63 In the unlikely event of a place falling in more than one category, the higher rate of Tough Location Allowance will be applicable. Tough Location Allowance will, however, not be admissible along with Special Duty Allowance.

8.10.64 The entire structure has been fitted into a table called Risk and Hardship Matrix.

Risk and Hardship Matrix

RH-Max Level >=9: ₹31500 pm Level <=8: ₹21000 pm		HARDSHIP		
		High	Medium	Low
RISK	High	R1H1 Level >=9: ₹25000 pm Level <=8: ₹17300 pm	R1H2 Level >=9: ₹16900 pm Level <=8: ₹9700 pm	R1H3 Level >=9: ₹5300 pm Level <=8: ₹4100 pm
	Medium	R2H1 Level >=9: ₹16900 pm Level <=8: ₹9700 pm	R2H2 Level >=9: ₹10500 pm Level <=8: ₹6000 pm	R2H3 Level >=9: ₹3400 pm Level <=8: ₹2700 pm
	Low	R3H1 Level >=9: ₹5300 pm Level <=8: ₹4100 pm	R3H2 Level >=9: ₹3400 pm Level <=8: ₹2700 pm	R3H3 Level >=9: ₹1200 pm Level <=8: ₹1000 pm

8.10.65 The construct of the Risk and Hardship Matrix, proposed above, is a new paradigm intended to rationalize the myriad allowances, their categories and sub-categories that exist today. It would make the administration of these allowances simple and provide a framework for the government for future inclusion of any new allowance, which can be placed in the appropriate cell depending upon the severity of the risk and hardship involved.

Salient Features of Risk and Hardship Matrix

8.10.66 The salient features of the matrix are given below:

- The matrix is divided into 9 cells, based on Low, Medium and High risk juxtaposed with Low, Medium and High hardship. One extra cell has been added to the top: RH-Max to include Siachen Allowance. The Commission is of the view that the combination of risk/hardship in Siachen area is the maximum that any government

employee faces. Hence, this cell is meant to serve as the ceiling for risk/hardship allowances and the amount of no individual RHA should be more than this allowance.

- The rates in each cell are in the nature of Rupees per month (₹pm). The rates will increase further by 25 percent each time DA rises by 50 percent.
- Equal weightage has been given to Risk and Hardship. Hence, rates in cell R1H2 are similar to those in cell R2H1. Similarly, rates in cell R1H3 are identical to cell R3H1 and rates of cell R2H3 are at par with cell R3H2. The matrix is, therefore, symmetrical.
- Since the severity of Risk/Hardship decreases as we move from left to right or top to bottom, the rates of allowance follow the same path.
- Various allowances, currently payable, have been subsumed in different cells of the matrix. While the allowances shall maintain their names and conditions attached with their admissibility (unless otherwise stated), they will be paid as per the rate of the cell under which they have been placed.
- It should be clearly understood that this matrix only aims to compensate for risk and hardship involved in jobs/work environments. It *does not* determine the status in any way.
- The grouping of allowances in different cells is based on (a) present rates, (b) representations received, and (c) firsthand experience of the Commission during visits to various places.

The detailed cell-wise discussion of the matrix follows:

8.10.67 *Cell Name: RH-Max*

- Rate recommended:
 - Level ≥ 9 : ₹31,500 pm
 - Level ≤ 8 : ₹21,000 pm
- As mentioned earlier, this is taken as the ceiling for RHA, i.e., no government employee faces more Risk/Hardship in his work than our Defence officers and jawans posted in Siachen Glacier. Hence, no RHA can have a value higher than this allowance.
- The cell subsumes two allowances: Siachen Allowance and Antarctica Allowance.
- The rate in this cell has been worked out by multiplying the existing Siachen Allowance by a factor of 1.5.

8.10.68 *Cell Name: R1H1*

- Rate recommended:
 - Level ≥ 9 : ₹25,000 pm
 - Level ≤ 8 : ₹17,300 pm
- The cell subsumes the following allowances: Flying Allowance, MARCOS and Chariot Allowance, Special Forces Allowance, Submarine Allowance, COBRA Allowance, High Altitude Allowance-CAT III.
- The rates have been arrived at by averaging the existing rates of Flying Allowance above and below GP 5400 (PB-3) and then applying a factor of 1.5. For e.g. for GP ≥ 5400 , the average of ₹15,750, ₹21,000, ₹16,500 and ₹13,500 comes to ₹16,688.

With a factor of 1.5, the rate becomes ₹25032 pm (which has been rounded off). Similarly exercise has been done for GP<5400 also. The methodology adopted will have the intended consequence of benefitting the junior officers and ranks more compared to higher officers and ranks. For e.g. the allowance for a Sepoy will go up from ₹10,500 to ₹17,300 pm, while it would have been only ₹15,750 if a simple factor of 1.5 was applied to his rate of allowance.

- There is an existing parity between Flying Allowance, MARCOS and Chariot Allowance, Special Forces Allowance and Submarine Allowance. This parity has been kept intact.
- COBRA allowance, which is currently 80 percent of MARCOS and Chariot Allowance has been brought at par with MARCOS and Chariot Allowance. This is a conscious decision in view of the threat of Left Wing Extremism and a strong demand for parity in this regard.
- Flying Allowance, covered in this cell, should be extended mutatis mutandis to personnel of BSF Air Wing also and their present system of paying flying allowance on an hourly basis should be done away with.

8.10.69 *Cell Name: R1H2*

- Rate recommended:
 - Level \geq 9: ₹16,900 pm
 - Level \leq 8: ₹9,700 pm
- The cell subsumes the following allowances: Highly Active Field Area Allowance, CI Ops Allowance in Field Areas
- As was done in the case of Cell R1H1, the rates have been arrived at by averaging the existing rates of Highly Active Field Area Allowance above and below GP 5400 and then applying a factor of 1.5.
- Presently CI Ops Allowance in Field Areas is 93 percent of Highly Active Field Area Allowance. This percentage has now been raised to 100 percent. This is again done having regard to the importance of Counter Insurgency Operations in view of the threat of Left Wing Extremism.
- CI Ops Allowance in Modified Field Areas is presently 77 percent of CI Ops Allowance in Field Areas. It is recommended that this percentage be retained.

8.10.70 *Cell Name: R1H3*

- Rate recommended:
 - Level \geq 9: ₹5,300 pm
 - Level \leq 8: ₹4,100 pm
- This rate is equal to the rate of Cell R3H1 since equal weightage has been assigned to risk and hardship.
- The cell subsumes the following allowances: Hospital Patient Care Allowance (HPCA), Patient Care Allowance (PCA), Test Pilot and Flight Test Engineer Allowance.

- The Commission notes that HPCA and PCA are admissible to ministerial staff as well on the premise that the entire hospital area carries the risk of communicable diseases. This practice should be stopped and HPCA/PCA should be admissible to only those employees who come in continuous and routine contact with the patients.

8.10.71 **Cell Name: R2H1**

- Rate recommended:
 - Level ≥ 9 : ₹16,900 pm
 - Level ≤ 8 : ₹9,700 pm
- The rate is the same as in Cell R1H2.
- This cell that does not subsume any existing allowance.

8.10.72 **Cell Name: R2H2**

- Rate recommended:
 - Level ≥ 9 : ₹10,500 pm
 - Level ≤ 8 : ₹6,000 pm
- The cell subsumes the following allowances: Field Area Allowance, CI Ops Allowance in Peace Areas, Sea Going Allowance, Para Jump Instructor Allowance, Free Fall Jump Instructor Allowance, Para Allowance.
- The rates have been arrived at by averaging the existing rates of Field Area Allowance above and below GP 5400 and then applying a factor of 1.5.
- Modified Field Area Allowance, which is currently at the level of 40 percent of Field Area Allowance, will now be paid at 60 percent of Field Area Allowance, or 60 percent of the rate of this cell. There is a strong demand from CAPFs that the classification of Field Areas into Highly Active, Field or Modified, which is presently done by Ministry of Defence, should be done jointly by Ministry of Defence and Ministry of Home Affairs for places where CAPFs are deployed. The Commission finds the demand reasonable after taking into account the first-hand experience during its visits at various places. Hence, it is recommended that a joint committee of Ministry of Home Affairs and Ministry of Defence should revisit the present classification of places, and future categorizations should also be done as a joint exercise for places where CAPFs are posted.
- Border Out Posts (BOPs) should be treated as Field Area for the purposes of Risk and Hardship Allowance. Moreover, allowance at air-maintained BOPs that require a foot march of five days or more should be enhanced by further 25 percent.
- The existing parity between the rates of Field Area Allowance, CI Ops Allowance in Peace Areas and Sea Going Allowance has been maintained.
- Prior to VI CPC recommendations, Para Jump Instructor Allowance, Free Fall Jump Instructor Allowance and Para Allowance used to be 30-40 percent of Special Forces Allowance. Post VI CPC recommendations; the government increased Special Forces Allowance but left the other allowances untouched. Due to this the percentage was reduced from 30-40 percent to about 8-10 percent, which has caused resentment especially because the personnel drawing these allowances are drawn from the same

regiment, viz., the Para regiment. The traditional relationship has been restored now. Para Reserve allowance will continue to be one-fourth of the rate of Para Allowance.

- The personnel of National Disaster Response Force should be paid a Risk and Hardship Allowance as per the rates of this cell for the period for which they are deployed in disaster or disaster like situations.
- Taking into account the fact that there is a length of time taken in preparation of a sea-vessel sailing out, the 12- hour conditionality should be reduced to 4 hours for Sea Going Allowance.
- Regarding Highly Active Field Area Allowance, Field Area Allowance and Modified Field Area Allowance, there is currently a conditionality that if an employee posted in such areas proceeds on leave for more than fifteen days, the payment of these allowances is stopped. This ceiling should be raised from fifteen days to thirty days.

8.10.73 **Cell Name: R2H3**

- Rate recommended:
 - Level ≥ 9 : ₹3,400 pm
 - Level ≤ 8 : ₹2,700 pm
- The cell does not subsume any of the allowances currently paid.
- The rate is the same as for Cell R3H2.
- An RHA based on the rates of this allowance should be granted to the firefighting staff in the Central Government.

8.10.74 **Cell Name: R3H1**

- Rate recommended:
 - Level ≥ 9 : ₹5,300 pm
 - Level ≤ 8 : ₹4,100 pm
- Rate is derived by taking the average of SCRLA-Part A and Part B and then applying the factor of 1.5.
- The cell subsumes the following allowances: High Altitude Allowance-CAT II, Tough Location Allowance-I, Boiler Watch Keeping Allowance, Submarine Duty Allowance.
- Submarine Duty Allowance shall be payable on pro-rata basis

8.10.75 **Cell Name: R3H2**

- Rate recommended:
 - Level ≥ 9 : ₹3,400 pm
 - Level ≤ 8 : ₹2,700 pm
- The cell subsumes the following allowances: High Altitude Allowance-CAT I, Tough Location Allowance-II, Project Allowance, Compensatory (Construction or Survey) Allowance, and Hydrographic Survey Allowance (except non-surveyors).
- The rate has been arrived at by applying the factor of 1.5 to the rates of Special Compensatory (Remote Locality) Allowance-Part C.
- Track Maintainers-I, II, III and IV of Indian Railways should be granted a RHA based on the rates of this cell, in view of the hardship faced by these categories of employees.

8.10.76 **Cell Name: R3H3**

- Rate recommended:
 - Level ≥ 9 : ₹1,200 pm
 - Level ≤ 8 : ₹1,000 pm
- The cell subsumes the following allowances: Tough Location Allowance–III, Cooking Allowance, Hardlying Money (Full Rate), Health and Malaria Allowance, Special LC Gate Allowance, Submarine Technical Allowance, Hydrographic Survey Allowance (for non-surveyors)
- The rate is calculated by applying the factor of 1.5 to the existing rate of Special Compensatory (Remote Locality) Allowance–Part D followed by slight increase on the consideration that the minimum rate of RHA should be ₹1,000 pm.
- Hardlying Money Allowance (Half Rate) will be half the rate in this Cell.
- Submarine Technical Allowance should be extended to Master Chief Artificier/Mechanicians.

Linked Allowances

8.10.77 Allowances not covered by the Risk and Hardship Matrix above, but having a linkage with it:

- a. Diving Allowance, Dip Money and Attendant Allowance will continued to be paid as hitherto. The rates of these allowances should be increased by 50 percent. The rate will further rise by 25 percent each time DA crosses 50 percent.
- b. Detachment Allowance and Ration Money Allowance, both not in the nature of RHA, are mentioned here because there is a “linkage” between these allowances and risk/hardship allowances like CI Ops Allowance, etc. as far as CAPFs are concerned. The government has also referred this linkage to the Commission for consideration. The views of the Commission on this issue have been brought out under the discussion of Detachment Allowance, under Allowances Related to Travel.
- c. LWE Risk Allowance is not a separate allowance, but paid as CI Ops Allowance in Field, Modified or Peace Areas. Hence, a separate nomenclature for LWE Risk Allowance is not required.

General Recommendations

8.10.78 Concurrent admissibility of allowances, applicable to Defence personnel, shall remain unaltered and its applicability should be extended mutatis mutandis to CAPF personnel posted in field areas.

8.10.79 V CPC had recommended for development of a “composite index of difficulty/hardship.” However no such index has been developed. While this Commission has attempted to study all such existing allowances, grade them in order of severity, and have a structured approach for compensation on this count, it feels that there is scope for a more scientific approach. Accordingly, this Commission endorses the suggestion made by the V

CPC that government should set up an expert committee to identify the various factors comprising difficulty/hardship (like altitude, temperature, remoteness, etc.) and map out the entire country accordingly. The Remoteness Index of Australia may be studied for this purpose. The risk involved in jobs should also be assessed scientifically. The risk/hardship allowances can then be rationalized further.

Allowances Recommended to be Abolished

8.10.80 The following 19 allowances should be abolished:

- Assisting Cashier Allowance, Cash Handling Allowance, and Treasury Allowance—With the technological advances and growing emphasis on banking, these allowances have lost their relevance. Here it is recommended that not only all salary be paid through banks, but ministries/departments should work out plans to first minimize and then eliminate all sorts of cash transactions.
- Commando Allowance, Handicapped Allowance, Night Patrolling Allowance, Operation Theatre Allowance, Organization Special Pay, Risk Allowance—These allowances have meagre rates. With the rise in pay proposed by the Commission, these allowances are no longer required.
- Coal Pilot Allowance, Out-turn Allowance—These allowances have become outdated.
- ASV Allowance, Flying Squad Allowance, Headquarters Allowance, Metropolitan Allowance, Rajdhani Allowance, Savings Bank Allowance, Secret Allowance—The justification provided by the concerned ministry for the grant of these allowances is not sufficient for their continuance.
- Breakdown Allowance—Ministry of Railways has referred this allowance to the Commission for consideration. In the Commission's view, responding to emergencies is part of the duties of any government servant. Hence, granting a separate allowance for this purpose does not appear justified.
- Special Compensatory (Hill Area) Allowance—There is hardly any hardship involved at altitudes of 1000 metres above sea level. Hence, it is recommended that this allowance should be abolished. Instead, High Altitude Allowance should be extended to Civilian employees in case Tough Location Allowance or any other RHA is not admissible at the location covered by High Altitude Allowance.

Allowances for Running Staff of Indian Railways

Chapter 8.11

Allowances Covered

8.11.1 Alphabetical list of Allowances covered here is as under:

1. Accident Allowance
2. Allowance in Lieu of Kilometreage (ALK)
3. Allowance in Lieu of Running Room Facilities
4. Breach of Rest Allowance
5. Ghat Allowance
6. Kilometreage Allowance (KMA)
7. Officiating Allowance
8. Outstation (Detention) Allowance
9. Outstation (Relieving) Allowance
10. Shunting Allowance
11. Special Running Staff Allowance
12. Trip Allowance
13. Waiting Duty Allowance

Present Position

8.11.2 Running Staff of Indian Railways are entitled to “Running Allowance” that includes Kilometreage Allowance (KMA) and Allowance in Lieu of Kilometreage (ALK). Besides these, they are also entitled to some special compensatory allowances, as outlined above. The present dispensation of these allowances is as under:

Accident Allowance

8.11.3 It is granted to those Running Staff of Indian Railways who are held up at any station other than headquarters due to an accident for a period exceeding 8 hours. If the period of detention < 8 hours, no payment is made, but the period of detention is counted towards hours of duty. Presently the payment is made at the rate of Kilometreage Allowance equal to 70 km for every 24 hour or part thereof, reckoned from time of commencement of detention.

Allowance in Lieu of Kilometreage (ALK)

8.11.4 This allowance is granted to running staff of Indian Railways when they are engaged in or employed on non-running duties. The present rates are:

When such running duties are required to be performed at HQ	Equal to Pay Element of Running Allowance, i.e.,30% of Basic Pay
When such running duties are required to be performed at outstations	Granted Kilometrage Allowance on notional kilometres earned @ 160 km per day

8.11.5 The activities for which ALK is payable are given below:

- *Attending Medical examinations.*
- *Journey on transfer.*
- *Joining Time.*
- *Refresher Courses and Training in carriage sheds.*
- *Attending enquiries.*
- *Attending law courts.*
- *Attending as Defence Counsel.*
- *Trade Union meetings.*
- *Attending First Aid classes.*
- *Attending Ambulance classes.*
- *Taking part in Territorial Army camps.*
- *Attending Staff Loan societies.*
- *Attending Welfare and Debt committees.*
- *Attending Sports Duties.*
- *Undergoing Sterilisation operation.*
- *Attending Hindi examination.*
- *Guards booked on escort duties.*
- *LP/ALP kept as spare for examination/cleaning engine for VIP special trains.*
- *Any other duties declared in emergency as qualifying for ALK.*
- *ALK @ 120 km to LPs working as Power Control/Crew Control.*

Allowance in Lieu of Running Room Facilities

8.11.6 It is payable to running staff of Indian Railways at outstations where running room is not provided. Half the rate is admissible if running room is there but cook is not provided. The present rates are:

Category	Rate (₹) for every 24 hrs or part thereof
Loco Pilots	36.00
Guards	36.00
Loco Pilots (Shunting)	26.00
Firemen/Asstt. Loco Pilots	22.40
Brakesman/Asstt. Guards	22.40

Breach of Rest Allowance

8.11.7 It is granted to running staff of Indian Railways who are detained for running duties before completion of scheduled Rest Period. It is payable as Overtime Allowance under HOER at the rate of 2 hours for every hour by which rest fall short of prescribed hours of rest.

Ghat Allowance

8.11.8 It is granted to running staff of Indian Railways when operating trains on sections with steep gradient (Ghat Sections). This is granted on the premise that the average speed in Ghat Sections is much lower than non-Ghat sections and therefore the Running Staff operating on Ghat Sections will be put to a disadvantage vis-à-vis their counterpart operating on non-Ghat Sections in terms of Kilometrage Allowance if this allowance is not there. The present rates are:

Class-I Ghat Section	Computation of kilometres will be 5 times the actual distance travelled
Class-II Ghat Section	Computation of kilometres will be 3 times the actual distance travelled

Kilometrage Allowance (KMA)

8.11.9 It is granted to running staff of Indian Railways for being employed on running duties. This allowance is granted to incentivize more train running and to compensate the staff for loss of daily allowance, which is not applicable to them. The current formula for the calculation of KMA is as under:

$$\frac{30\% \text{ of the mean of scale of Passenger Driver} + 20 \text{ days' TA for ordinary class of cities}}{\text{Average Passenger kms per month of Passenger Driver}} \times 100$$

8.11.10 Based on the above, the present rates of KMA are:

Kind of Staff	Category	Grade Pay	Rates of KMA (₹ per 100 km)
Loco Running Staff	Loco Pilot (Mail)	4200	212.5
	Loco Pilot (Pass./Motorman)	4200	211.25
	Loco Pilot (Goods)	4200	210
	Shunter Gr.-I	4200	162.5
	Shunter Gr.-II	2400	157.5
	Senior Fireman-I, Senior Assistant Loco Pilot	2400	157.5 (101.25 for shunting)
	Fireman-I, Assistant Loco Pilot	1900	151.25 (97.5 for shunting)
	Senior Second Fireman, Motorman	1900	151.25 (97.5 for shunting)
	Second Fireman	1800	127.5 (76.25 for shunting)

Kind of Staff	Category	Grade Pay	Rates of KMA (₹ per 100 km)
Traffic Running Staff	Mail/Express Guard	4200	192.5
	Passenger Guard	4200	191.25
	Sr. Goods Guard	4200	190
	Goods Guard	2800	188.75
	Sr. Asstt. Guard/Sr. Brakesman	2400	112.5
	Asstt. Guard/Brakesman	1900	107.5

Officiating Allowance

8.11.11 It is granted to running staff of Indian Railways when put to officiate in other “running” or “stationery” posts. The present rates are:

When running staff are put to officiate in a “running post”	For 30 days or less	Entitled to pay as admissible in lower grade PLUS Running Allowance applicable to higher post enhanced by 15% (except for certain posts where enhancement is 30%)
	For more than 30 days	Pay in the higher post shall be fixed under the normal rules
When running staff are put to officiate in a “stationery post”	For 30 days or less	As per the rules governing Outstation (Relieving) Allowance
	For more than 30 days	Entitled to pay as admissible in lower grade PLUS 30% thereof representing the pay in the lower post PLUS 30% thereof representing the pay element in Running Allowance

Outstation (Detention) Allowance

8.11.12 It is paid to running staff of Indian Railways when detained at outstations for more than 16 hours from the time they sign off duty. Presently the payment is made at the rate of Kilometrage Allowance equal to 70 km for every 24 hour or part thereof after expiry of 16 hours from time of ‘signing off.’

Outstation (Relieving) Allowance

8.11.13 It is paid to Running Staff of Indian Railways who are deputed to work temporarily outside their headquarters either on running duties or stationary duties. When running staff are sent to officiate in higher posts, the allowance shall be paid for 14 days only, and when in the same capacity, the allowance shall be paid for a maximum period of 2 months. The rate of the allowance is the same as for Outstation (Detention) Allowance for each day reckoned from the date of arrival at outstation.

Shunting Allowance

8.11.14 It is paid to running staff of Indian Railways working Van Goods trains and Through Goods trains. The present rates are:

Category	Rate per shunting
Loco Pilots	₹33.50
Guards	₹26.50
Firemen/Assistant Loco Pilots	₹23.50

Special Running Staff Allowance

8.11.15 Introduced by the VI CPC, this allowance is granted to certain categories of Running Staff in Indian Railways on account of more onerous nature of work as well as process of selection involved. Dearness Allowance is paid on this allowance. The extant rates are:

Loco Pilot (Passenger), Mail Guard	₹500 pm+DA
Loco Pilot (Mail/Express)	₹1000 pm+DA

Trip Allowance

8.11.16 It is paid to running staff of Indian Railways working on High Speed Trains from shed to shed. The current rates are:

Category	Rate
Loco Pilot (Mail)	₹24
Co-driver (if provided) and Loco Pilot (Passenger)	₹18
Mail/Express Guard	₹18
Assistant Guard/Brakesman	₹12

Waiting Duty Allowance

8.11.17 It is granted to running staff of Indian Railways when on waiting/standby duty as per roster or due to cancellation/detention of train, etc. Presently the payment is made at the rate of Kilometrage Allowance equal to 15 km per hour up to ten hours.

Demands

8.11.18 Both the recognised federations of Indian Railways, viz., All India Railwaymen's Federation (AIRF) and National Federation of Indian Railwaymen (NFIR) have requested that *“the issue pertaining to payment of Running Allowance (Kilometerage Allowances and ALK) is best left to the Railway Administration, since from time immemorial, the kilometerage entitlements/rates are decided through bi-lateral discussions between Railway Board and Federations.”* On the other hand the Ministry of Railway specifically referred the examination of Running Allowance (RA) to the Seventh CPC for its consideration, vide Letter No.E(P&A)II-2014/Misc.3/7th CPC of 20.10.2014.

8.11.19 However, subsequently vide letter No.E(P&A)II-2014/Misc.3/7th CPC of 11.05.2015, the Ministry of Railways reverted to the Commission stating that successive Pay Commissions have *“refrained from giving any express recommendations on the methodology/formula for*

calculation of the rates of Kilometrage Allowance/ALK,” and “7th CPC may consider to let past practice continue.”

8.11.20 Considering the above, except for the Special Running Staff Allowance, which is covered in the Chapter 11.40, **the discussion on these allowances is not included in the report.**

Allowances related to Sports

Chapter 8.12

Allowances Covered

8.12.1 Alphabetical list of Allowances covered here is as under:

1. Out of Pocket Allowance
2. Refreshment Allowance

Out of Pocket Allowance

8.12.2 This allowance is paid to players and coaches of Indian Railways who participate in sports events abroad, in lieu of Daily Allowance on Foreign Travel, to take care of subsidiary expenses, at the rate of \$35 per day. There is a demand to replace this allowance with Daily Allowance on Foreign Travel.

Analysis and Recommendations

8.12.3 The demand has merit. Accordingly it is **recommended that Out of Pocket Allowance should be abolished and players and coaches participating in sports events abroad should be paid Daily Allowance on Foreign Travel.**

Refreshment Allowance

8.12.4 This allowance is paid to players, coaches, technical officials and Railway Sports Promotion Board (RSPB) observers during National and Indian Railways' camps and Championships, to support additional food requirements, at a uniform rate of ₹240 per day. There are demands for three fold raise in the amount of this allowance.

Analysis and Recommendations

8.12.5 While Refreshment allowance is understandable for players/coaches/technical officials, it is not justified for observers of Railway Sports Promotion Board (RSPB). Therefore, since the allowance is not indexed to DA, it is **recommended that Refreshment Allowance should be increased by a factor of 2.25 to ₹540 per day. The amount will rise further by 25 percent each time DA crosses 50 percent. However, the allowance will be paid only to players, coaches and technical officials.**

Sumptuary Allowances

Chapter 8.13

Allowances Covered

8.13.1 Alphabetical list of Allowances covered here is as under:

1. Entertainment Allowance for Cabinet Secretary
2. Entertainment Allowance in Indian Railways
3. Official Hospitality Grant in Defence forces
4. Sumptuary Allowance in Training Establishments
5. Sumptuary Allowance to Judicial Officers in Supreme Court Registry

Present Position

8.13.2 At present, sumptuary allowances are granted to various grades of personnel in the Central Government, to compensate for the expenditure incurred on entertaining visitors.

8.13.3 An **Entertainment Allowance** of ₹10,000 pm is granted to Cabinet Secretary to entertain distinguished visitors.

8.13.4 Similar allowance is granted to officers of Indian Railways also, the existing rates of which are as under:

	(₹ per annum)
PHOD	6000
DRM	6000
CWM	5000
SAG	4500
SG/JAG	2500
STS (Independent Charge)	2000
STS	1600
JTS	1000

8.13.5 In the Ministry of Defence, this allowance goes by the name of **Official Hospitality Grant**, with the following rates:

	(₹ per month)
Service Chiefs/VCs/ Army Cdrs	3000
Leftinent General	2400
Major General	1800
Brigadier	1500
COs of a Ship-Captain Rank	1200
Naval Officer-in-charge/CO up to Cdr	600

8.13.6 There exists a **Sumptuary Allowance** in National/Central Training Establishments for Group 'A' Officers, meant for entertaining small groups of students and faculty. The existing rates are:

For Director or Head	₹3500 pm
For Course Directors	₹2500 pm
For Counsellors	₹2000 pm

8.13.7 Judicial Officers on deputation in the Supreme Court Registry are also granted a Sumptuary Allowance at the same rate as what they were getting in the parent office.

Demands Received

8.13.8 There are general demands for raising the amount of these allowances.

Analysis and Recommendations

8.13.9 The structure of these allowances is quite haphazard, and the rates vary widely. Moreover, they are paid only in certain ministries, not across the board.

8.13.10 With the rise in pay scales offered by successive Pay Commissions, including the present one, we are of the view that these allowances have lost their relevance. Accordingly, it is **recommended that all these allowances should be abolished. Such expenditure on hospitality should be treated as office expenditure and the Ministry of Finance should lay down the ceilings for various levels.**

Allowances related to Training

Chapter 8.14

Allowances Covered

8.14.1 Alphabetical list of Allowances covered here is as under:

1. Instructional Allowance
2. Training Allowance

Present Position

8.14.2 There are two allowances that are granted to employees who proceed on deputation to academic institutions as faculty members: Training Allowance for civilian employees and Instructional Allowance for Defence employees.

8.14.3 **Training Allowance** is paid as a percentage of Basic Pay—30 percent in the National/Central Training Academies and Institutes for Group 'A' officers and 15 percent in other training establishments.

8.14.4 **Instructional Allowance**, on the other hand, is paid as a lump sum monthly amount as per the following rates:

Officers	₹2700 pm
JCOs and equivalent	₹1500 pm
NCOs and equivalent	₹900 pm

Demands Received

8.14.5 There is a strong demand from Defence forces to extend Training Allowance to Defence personnel in lieu of Instructional Allowance. Indian Coast Guard has also represented on similar lines.

Analysis and Recommendations

8.14.6 The Commission recognizes the need for an appropriate incentive to attract talented individuals from the field to academic institutions for imparting quality training. At the same time, this enticement should not be so lucrative that employees do not want to go back to the field.

8.14.7 The demand for Defence forces for parity regarding this allowance has merit. Accordingly, it is **recommended that Instructional Allowance should be abolished and Training Allowance should be extended to personnel of Defence forces, CAPFs, Indian Coast Guard, RPF and Police forces of Union Territories also.**

8.14.8 In consonance with our general approach to rationalize the percentage based allowances by a factor of 0.8, **the rates of Training Allowance should be revised as follows:**

Training Allowance	
In the National/Central Training Academies and Institutes for Group `A` officers	24% of Basic Pay
In other Training Establishments	12% of Basic Pay

8.14.9 Training Allowance is a means to attract talented individuals from the field to impart knowledge and share their experiences with others. Hence, **it will be admissible only to the employees who join the training establishments for a specified period of time and are then likely to go back. It will not be admissible to those employees who are directly recruited by such training establishments for imparting training.**

8.14.10 **The allowance will be payable to an eligible employee for a maximum period of five years only during the entire career, for which period the Deputation (Duty) Allowance will not be granted. Beyond five years, Training Allowance will not be granted, but Deputation (Duty) Allowance will be admissible.**

Allowances related to Travel

Chapter 8.15

Allowances Covered

8.15.1 Alphabetical list of Allowances covered here is as under:

1. Camp Allowance
2. Conveyance Allowance
3. Cycle Allowance
4. Daily Allowance
5. Daily Allowance on Foreign Travel
6. Detachment Allowance
7. Leave Travel Concession (LTC)
8. Mileage Allowance for journeys by road
9. TA Bounty
10. TA for Retiring Employees
11. TA on Transfer
12. Transport Allowance
13. Travelling Allowance

Here we deal with allowances relate to travel requirements of government employees.

Camp Allowance and TA Bounty

8.15.2 Both these allowances are granted to personnel of Territorial Army. Camp Allowance is paid to these personnel when they are called up for training, at a rate of ₹10 per day. TA Bounty is paid when these personnel are embodied for training at the following rates:

Officers	₹450 pa
JCOs	₹300 pa
OR	₹175 pa

8.15.3 There are demands to increase the rates of these allowances four-fold.

Analysis and Recommendations

8.15.4 The Territorial Army is an organization of nearly 40,000 volunteers whose role is to relieve the regular Army from static duties and assist civil administration in dealing with natural calamities and maintenance of essential services in situations where life of the communities is affected or the security of the country is threatened and to provided units for regular Army as and when required.

8.15.5 Considering its importance and the need to incentivize volunteers to join, it is recommended that the Camp Allowance and the TA Bounty should be merged into a single allowance to be called Territorial Army Allowance, with the following rates:

Officers	₹2000 pa
JCOs	₹1500 pa
OR	₹1000 pa

8.15.6 The amount of allowance will increase by 25 percent each time DA rises by 50 percent. As is the case with TA Bounty at present, **100 percent of the amount of Territorial Army Allowance shall be granted for completing full training and 75 percent of the amount will be granted for completing more than 80 percent of the training.**

Conveyance Allowance

8.15.7 It is paid to Doctors for visits to hospitals and dispensaries outside normal duty hours as well as for making domiciliary visits. It is also paid to those employees who maintain their own Motor Car/Scooters/Motor Cycle/Moped and have to undertake frequent journeys on official business in their conveyance. The existing rates are as under:

(₹ per month)

Average Monthly Travel on Official Duty	For Journeys by Own Motor Car	For Journeys by other Modes of Conveyance
201-300 km	1680	556
301-450 km	2520	720
451-600 km	2980	960
601-800 km	3646	1126
> 800 km	4500	1276

8.15.8 There are demands to fully index this allowance with DA, as in the case of Transport Allowance.

Analysis and Recommendations

8.15.9 The demands lack merit. The Commission is of the view that the present rates of the allowance are adequate. Accordingly, **status quo may be maintained.** However, the allowance will go up by 25 percent each time DA rises by 50 percent.

Cycle Allowance

8.15.10 It is paid where the duties attached to the post require extensive use of bicycle and the official concerned has to use and maintain his own cycle for official journeys. The existing rate is ₹90 pm. No demands regarding Cycle Allowance have been received.

Analysis and Recommendations

8.15.11 The Commission is of the view that amount of this allowance is meagre and the allowance itself is outdated. Hence, **it should be abolished.**

Daily Allowance

8.15.12 Daily allowance is meant to cover living expenses when employees travel out of their headquarters for work. Presently it is in the form of reimbursement of staying accommodation expenses, travelling charges (for travel within the city) and food bills, payable at the following rates:

GP >= 10,000	Reimbursement for hotel accommodation/guest house of up to ₹7,500 per day, reimbursement of AC taxi charges of up to 50 km for travel within the city and Reimbursement of food bills not exceeding ₹750 per day
7600 <=GP<= 8900	Reimbursement for hotel accommodation/guest house of up to ₹4,500 per day, reimbursement of non-AC taxi charges of up to 50 km per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹450 per day
5400 <=GP<= 6600	Reimbursement for hotel accommodation/guest house of up to ₹2,250 per day, reimbursement of non-AC taxi charges of up to ₹225 per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹300 per day
4200 <=GP<= 4800	Reimbursement for hotel accommodation/guest house of up to ₹750 per day, reimbursement of non-AC taxi charges of up to ₹150 per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹225 per day
GP < 4200	Reimbursement for hotel accommodation/guest house of up to ₹450 per day, reimbursement of non-AC taxi charges of up to ₹75 per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹150 per day

For journeys on foot, undertaken in organizations like FSI, Survey of India, GSI, etc. for data collection purposes, an additional allowance of ₹7.5 per km travelled on foot shall be payable.

8.15.13 The existing dispensation is different for Railway employees who are paid a flat sum because they are currently not entitled to stay in any accommodation other than Railway rest houses. The lump-sum rates for Railway personnel are as follows:

Entitlement for DA	GP >= 10,000	₹780 per day
	7600 <= GP <= 8900	₹690 per day
	5400 <= GP <= 6600	₹600 per day
	4200 <= GP <= 4800	₹510 per day
	GP < 4200	₹316 per day
Amount payable	If absence from HQ < 6 hrs	30% of DA
	If absence from HQ is between 6-12 hrs	70% of DA
	If absence from HQ > 12 hrs	100% of DA

8.15.14 Representations received regarding this allowance primarily deal with the reimbursement procedure, as it is claimed that getting hotel bills (in small towns) and food bills is not always practical.

Analysis and Recommendations

8.15.15 The Commission considered the present model of this allowance, followed both in Railways and in other ministries. It is proposed to adopt the best from both of them so that the administration of the allowance can be simplified. Accordingly **the following is recommended:**

a) Reimbursement of staying accommodation charges

(₹ per day)

Level	Ceiling for Reimbursement
14 and above	7500
12 and 13	4500
9 to 11	2250
6 to 8	750
5 and below	450

For levels 8 and below, the amount of claim (up to the ceiling) may be paid without production of vouchers against self-certified claim only. The self-certified claim should clearly indicate the period of stay, name of dwelling, etc. The ceiling for reimbursement will further rise by 25 percent whenever DA increases by 50 percent. Additionally, it is also provided that for stay in Class 'X' cities, the ceiling for all employees up to Level 8 would be ₹1,000 per day, but it will only be in the form of reimbursement upon production of relevant vouchers.

b) *Reimbursement of travelling charges*

Level	Ceiling for Reimbursement
14 and above	AC Taxi charges up to 50 km
12 and 13	Non-AC Taxi charges up to 50 km
9 to 11	₹338 per day
6 to 8	₹225 per day
5 and below	₹113 per day

Similar to Reimbursement of staying accommodation charges, for levels 8 and below, the claim (up to the ceiling) should be paid without production of vouchers against self-certified claim only. The self-certified claim should clearly indicate the period of travel, vehicle number, etc. The ceiling for levels 11 and below will further rise by 25 percent whenever DA increases by 50 percent. The rate of allowance for foot journeys shall be enhanced from the current rate of ₹7.5 per km to ₹12 per km travelled on foot. This rate also shall further rise by 25 percent whenever DA increases by 50 percent.

- c) There will be no separate reimbursement of food bills. Instead, the lump sum amount payable will be as per Table 1 below and, depending on the length of absence from headquarters, would be regulated as per Table 2 below. Since the concept of reimbursement has been done away with, no vouchers will be required. This methodology is in line with that followed by Indian Railways at present (with suitable enhancement of rates).

i. *Lump sum amount payable*

Table 1

(₹ per day)

Level	Lump Sum Amount
14 and above	1200
12 and 13	1000
9 to 11	900
6 to 8	800
5 and below	500

The Lump sum amount will increase by 25 percent whenever DA increases by 50 percent.

ii. *Timing restrictions*

Table 2	
Length of absence	Amount Payable
If absence from headquarters is <6 hours	30% of Lump sum amount
If absence from headquarters is between 6-12 hours	70% of Lump sum amount
If absence from headquarters is >12 hours	100% of Lump sum amount

Absence from Head Quarter will be reckoned from midnight to midnight and will be calculated on a per day basis.

8.15.16 **All the above provisions will apply to Railway personnel also.**

Daily Allowance on Foreign Travel

8.15.17 This allowance is granted to employees when they undertake foreign travel. The rate of the allowance varies from \$60 to \$100 per day, depending upon the country involved. No demands have been received regarding this allowance.

Analysis and Recommendations

8.15.18 Ministry of External Affairs and Ministry of Finance decide the rate of this allowance from time to time. Hence, **the rates may be kept unchanged.**

Detachment Allowance

8.15.19 Detachment Allowance is granted to CAPF troops deployed continuously for operational considerations in situations away from permanent HQ. The present rates are as under:

Pay in the Pay Band	<i>(₹ per day)</i>			
	A-1 Class Cities	A-class Cities and Specially Expensive Localities	B-class Cities and Specially Expensive Localities	Other Localities
>30500	780	630	510	405
15000<=Pay<30500	690	555	450	360
12500<=Pay<15000	600	480	390	315
8000<=Pay<12500	510	405	330	270
<8000	315	255	210	165

8.15.20 Presently the rates of Detachment Allowance are enhanced by 75 percent in J&K theatre. Similar enhancement has been sought in LWE theatre as well.

8.15.21 Defence forces have demanded that Detachment Allowance should be extended to Defence personnel also.

Analysis and Recommendations

8.15.22 In the present setup, CAPF personnel are entitled to choose either of the following two packages:

- a. Detachment Allowance (Full with loss of Ration Money Allowance OR Half of Detachment Allowance with full Ration Money Allowance) + Special Duty Allowance + Special Compensatory (Remote Locality) Allowance

OR

- b. Risk/Hardship Allowance + Full Ration Money Allowance

8.15.23 The Commission is of the view that Detachment Allowance already includes provisions for food. Hence, presenting a choice between Detachment Allowance and Ration Money Allowance is not logical. No Ration Money Allowance should be granted with Detachment Allowance. Where free rations are provided, only 50 percent of the Detachment Allowance should be granted. Since the allowance is already partially indexed to DA, **the rates should be enhanced by a factor of 1.5 to the following:**

(₹ per day)

Level	A-1 Class Cities	A-class Cities and Specially Expensive Localities	B-class Cities and Specially Expensive Localities	Other Localities
>12	1170	945	765	608
9 to 12	1035	833	675	540
6 to 8	900	720	585	473
3 to 5	765	608	495	405

8.15.24 The rate of this allowance will increase by 25 percent each time the DA increases by 50 percent. The CAPF personnel will now have the following options to choose from:

- a. Detachment Allowance + [Special Duty Allowance (as and where applicable) OR Tough Location Allowance (as and where applicable)]

OR

- b. Risk and Hardship Allowance (as and where applicable) + Ration Money Allowance

8.15.25 The Detachment Allowance should be enhanced by 50 percent in both J&K as well as LWE theatres.

8.15.26 Detachment Allowance will be granted at full rate for first 10 days, at 75 percent of the full rate for next 10 days and at 50 percent of the full rate for the remaining period. The existing conditionality of return to HQ for continuation of the allowance beyond 180 days should be removed in case of CAPF personnel.

8.15.27 Regarding the demand for extension of the allowance to Defence personnel, the Commission is of the view that movements of Defence forces entail shifting of their Headquarters. Hence, grant of Detachment Allowance to Defence personnel cannot be considered.

Leave Travel Concession (LTC)

8.15.28 LTC is granted to Central Government employees to facilitate home travel as well as travel to different parts of the country. Presently two hometown visits are allowed in a block of four years with one hometown visit substitutable with “All India” visit. However, for the first two 4-year blocks, three hometown visits and one “All India” visit are permissible. LTC is not granted to an employee whose spouse is working in Indian Railways.

8.15.29 There are demands to increase the frequency of LTC, especially of the “All India” visit, and extend LTC to foreign countries also. Personnel posted on islands have requested the Commission that splitting of hometown LTC may be permitted so that their families can visit them from the mainland once a year and they (the employees) can also travel to the mainland once a year to visit the family. Personnel of Sashastra Seema Bal (SSB) have sought parity with other CAPFs for facility of Additional LTC. Railway employees have strongly represented that there are many places that are not connected by rail and in absence of LTC, they are not able to visit these places. Hence they should be allowed the facility of LTC in lieu of certain number of their free passes. Similar sentiments have also been expressed by employees whose spouses are Railway employees.

Analysis and Recommendations

8.15.30 Extension of LTC to foreign countries is not in the ambit of this Commission.

8.15.31 The proposal to split hometown LTC has merit and can be considered. Hence, it is **recommended that splitting of hometown LTC should be allowed in case of employees posted in North East, Ladakh and Island territories of Andaman, Nicobar and Lakshadweep**. This will enable these employee and their families to meet more often.

8.15.32 Presently, personnel of Defence forces serving in field/high altitude/CI Ops areas are granted one additional free railway warrant. This should be extended to all personnel of CAPFs and the Indian Coast Guard mutatis mutandis.

8.15.33 The facility of Additional LTC should be extended to SSB personnel, at par with other CAPFs.

8.15.34 Regarding bringing Railway employees (and employees whose spouses are Railway servants) into the fold of LTC, the following is recommended:

- a. No hometown LTC will be admissible to Railway employees, only “All India” LTC will be granted once in four years.
- b. For the grant of LTC, all passes for the current year will have to be surrendered.
- c. If the employee has already availed of a pass in any year, then LTC will not be allowed in that year.
- d. If both spouses are Railway servants, then surrender of passes of any one of them will suffice.
- e. For the purposes of this allowance, year means Calendar year.

Mileage Allowance for Journeys by Road

8.15.35 It is more in the nature of entitlement for road journeys performed by different levels of employees. No demands have been received for any change.

Analysis and Recommendations

8.15.36 The Commission is of the view that present provisions are adequate. Hence, status quo may be maintained except at places where no specific rates have been prescribed. There the rates should be enhanced by 50 percent. Accordingly, **the following is recommended:**

Kind of Place	Level	Mileage Allowance
At places where specific rates have been prescribed	14 or above	Actual fare by any type of public bus including AC bus OR At prescribed rates of AC taxi when the journey is actually performed by AC taxi OR At prescribed rates for auto rickshaw for journeys by autorickshaw, own scooter, motor cycle, moped, etc.
	6 to 13	Same as above with the exception that journeys by AC taxi are not permissible
	4 and 5	Actual fare by any type of public bus other than AC bus OR At prescribed rates for auto rickshaw for journeys by autorickshaw, own scooter, motor cycle, moped, etc.
	3 and below	Actual fare by ordinary public bus only OR At prescribed rates for auto rickshaw for journeys by autorickshaw, own scooter, motor cycle, moped, etc.
At places where no specific rates have been prescribed either by the Director of Transport of the concerned state or of the neighbouring states	For journeys performed by own car/taxi	₹24 per km
	For journeys performed by auto rickshaw, own scooter, etc.	₹12 per km

8.15.37 At places where no specific rates have been prescribed, the rate per km will go up by 25 percent each time DA rises by 50 percent.

TA on Transfer

8.15.38 Presently it has four components: (a) Travel entitlement similar to Travelling Allowance, (b) Composite Transfer and Packing grant (CTG), (c) Reimbursement of charges on transportation of personal effects, and (d) Reimbursement of charges on transportation of conveyance.

8.15.39 Personnel posted in Island Territories have sought higher CTG on account of greater expenditure involved in transferring their household goods to and from the mainland.

8.15.40 Besides other demands for increase in entitlements, it has been brought to the notice of the Commission that when transfer is from a Class Z city to another Class Z city, the reimbursement for transportation of personal effects is granted at a lower rate compared to when the transfer is to a Class X or Class Y city. Uniformity has been sought in this regard.

Analysis and Recommendations

8.15.41 Each of the four components is discussed separately:

- a. *Travel entitlement*—This is discussed under the topic of “Travelling Allowance.”
- b. *Composite Transfer and Packing Grant (CTG)*—The Commission notes that CTG is payable to both serving as well as retiring employees upon their transfer at a similar rate of one month’s Basic Pay last drawn. In line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, it is **recommended that CTG should be paid at the rate of 80 percent of last month’s Basic Pay. However, for transfer to and from the island territories of Andaman, Nicobar and Lakshadweep, CTG may continue to be paid at the rate of 100 percent of last month’s Basic Pay.** Presently NPA and MSP are included as a part of Basic Pay while determining entitlement for grant of CTG. The Commission finds no justification for doing so, as the expenditure and inconvenience involved in relocation on transfer/retirement is similar for all employees. Hence, **no other add-ons should be allowed in Basic Pay while calculating CTG.**
- c. *Reimbursement of charges on transportation of personal effects*—**The following provisions are recommended:**

Level	By Train/Steamer	Rate for Transportation by Road
12 and above	6000 kg by goods train/4 wheeler wagon/1 double container	₹50 per km
6 to 11	6000 kg by goods train/4 wheeler wagon/1 single container	₹50 per km
5	3000 kg	₹25 per km
4 and below	1500 kg	₹15 per km

The rates will further increase by 25 percent each time DA rises by 50 percent.

The Commission notes that rates for transportation by road are already on a per km basis, and finds no merit in differentiating between classes of cities for this purpose. Hence, **considerations of class of city have been done away with.**

- d. *Reimbursement of charges on transportation of conveyance*—The present provisions to this effect are adequate. Accordingly, **the following is recommended:**

Level	Reimbursement
6 and above	One motor car etc. or one motorcycle/scooter
5 and below	One motorcycle/scooter/Moped/bicycle

TA for Retiring Employees

8.15.42 As the name suggests, this allowance is granted to employees upon retirement. Presently it consists of (a) reimbursement of expenditure involved in transportation of conveyance, and (b) a Composite Transfer Grant (CTG) equal to last month's Basic Pay drawn.

Analysis and Recommendations

8.15.43 **The individual components of TA for retiring employees will be similar to TA on Transfer, as outlined above.**

Transport Allowance

8.15.44 Transport Allowance (TPTA) is granted to cover the expenditure involved in commuting between place of residence and place of duty. The existing rates are as under:

Employees Drawing	A1/A Class City (₹ pm)	Other Places (₹ pm)
GP 5400 and above	3200 + DA	1600 + DA
GP 4200 to GP 4800 and other employees drawing GP < 4200 but pay in the pay band equivalent to ₹7440 and above	1600 + DA	800 + DA
GP < 4200 and pay in the pay band below ₹7440	600 + DA	300 + DA

8.15.45 Moreover, officers drawing GP 10000 and higher, who are entitled to the use of official car, have the option to avail themselves of the existing facility or to draw the TPTA at the rate of ₹7,000+DA pm. Differently abled employees are granted this allowance at double the rate, subject to a minimum amount of ₹1,000 plus DA.

8.15.46 Many representations have been received regarding Transport Allowance. Most of them advocate granting the allowance at the same rate to all employees, irrespective of their place of posting, on the grounds that fuel prices affect everybody equally.

Analysis and Recommendations

8.15.47 The Commission notes that TPTA is fully DA-indexed.

8.15.48 The first issue to be considered is whether the rate of Transport Allowance should be the same for all places. There are arguments both for and against this view.

8.15.49 Proponents of the idea argue that petrol prices are almost same everywhere. Moreover, public transport system is better developed in many of the A1/A Class cities, thereby reducing the cost of commuting significantly. The argument, therefore, is that A1/A category places do

not need to have a higher rate.

8.15.50 Opponents point out that the categorization of A1/A has been abolished for other purposes (like HRA, CCA) but retained for Transport Allowance. Incidentally, only 13 cities fall under this categorization: six in A1, viz., Hyderabad, Delhi, Bengaluru, Greater Mumbai, Chennai, Kolkata and seven in A, viz., Ahmedabad, Surat, Nagpur, Pune, Jaipur, Lucknow and Kanpur. Recently, six more cities, viz., Patna, Kochi, Kozhikode, Indore, Coimbatore and Ghaziabad have been added to A1/A categories, making it nineteen in all. (Incidentally, vide a recent notification No. 21(2)/2015-E.II(B) dated 06.08.2015, the use of term “A1/A” has been dropped for these nineteen cities. Hence, the Commission will refer to these nineteen cities as “Higher TPTA cities.”). In all these places the commuting distances are far more than in other cities. Moreover, the public transport system is not as developed as it should be in all these places. Therefore, it is argued, the distinction should remain.

8.15.51 After considering both the viewpoints, the Commission is of the view that by and large the commuting distances and associated difficulties involved in Higher TPTA cities are much more compared to other places. Hence, the argument that the distinction should stay is a valid one.

8.15.52 The second issue is whether Transport Allowance should be the same for all personnel posted at the same place. Here the Commission feels that a question of status of employee is involved and hence, complete parity is not possible.

8.15.53 Regarding the optimal rate of Transport Allowance, the Commission notes that the allowance is already fully DA indexed. Therefore, since DA has already reached 119 percent and is likely to rise further before the implementation of our report, **the following rates of Transport Allowance are recommended:**

Pay Level	Higher TPTA Cities (₹ pm)	Other Places (₹ pm)
9 and above	7200+DA	3600+DA
3 to 8	3600+DA	1800+DA
1 and 2	1350+DA	900+DA

8.15.54 Officers in Pay Level 14 and higher, who are entitled to the use of official car, will have the option to avail themselves of the existing facility or to draw the TPTA at the rate of ₹15,750+DA pm. Differently abled employees will continue to be paid at double rate, subject to a minimum of ₹2,250 plus DA.

Travelling Allowance

8.15.55 This allowance is in the nature of travel entitlements for different ranks of government employees. No demands have been received regarding this allowance.

Analysis and Recommendations

8.15.56 The Commission opines that the present provisions are adequate. Hence, status quo is recommended with the present system of differentiation based on Grade Pay duly substituted by the Levels of the Pay Matrix:

Kind of Travel	Level	Travel entitlement
Travel Entitlement within the country	14 and above	Business/Club class by air OR AC-I by train
	12 and 13	Economy class by air OR AC-I by train
	9 to 11	Economy class by air OR AC-II by train
	6 to 8	AC-II by train
	5 and below	First Class/AC-III/AC Chair car by train
International Travel Entitlement	17 and above	First Class
	14 to 16	Business/Club class
	15 and below	Economy class
Entitlement for journeys by Sea or by River Steamer	9 and above	Highest Class
	6 to 8	Lower class if there be two classes only on the steamer
	4 and 5	If two classes only, the lower class. If three classes, the middle or second class. If four classes, the third class
	3 and below	Lowest class
Entitlement for travel between the mainland and the A&N and Lakshadweep Groups of Islands by ships operated by the Shipping Corporation of Indian Limited	9 and above	Deluxe class
	6 to 8	First/'A' Cabin class
	4 and 5	Second/'B' Cabin class
	3 and below	Bunk class

8.15.57 It is suggested that Indian Railways reconsider its position regarding air travel to its employees, in light of the possible savings in terms of cost and man-hours, particularly after the pay revision as recommended by the Commission. The fact that additional seats will be released in trains for the public will be an added advantage.

Allowances related to Uniform

Chapter 8.16

Allowances Covered

8.16.1 Alphabetical list of Allowances covered here is as under:

1. Clothing Allowance
2. Initial Equipment Allowance
3. Kit Maintenance Allowance
4. Outfit Allowance
5. Robe Allowance
6. Robe Maintenance Allowance
7. Shoe Allowance
8. Uniform Allowance
9. Washing Allowance

Present Position

8.16.2 Officers of uniformed forces are in receipt of a **Uniform Allowance** that is in the nature of an initial grant followed by a renewal grant every three years. Personnel of the Customs Department and deputationists in the Bureau of Immigration get an initial grant and a renewal grant every year. SPG personnel are granted an identical sum of money every year. The existing structure is as under:

For officers of Indian Army/IAF, CAPFs/RPF/IPS	Initial grant	₹21000
	Renewal grant	₹4500 (payable after every three years)
For DANIPS/ACP of Delhi Police	Initial grant	₹7200
	Renewal grant	₹3000 (payable after every three years)
For officers of Indian Navy, Indian Cost Guard	Initial grant	₹24000
	Renewal grant	₹7500 (payable after every three years)
For MNS Officers	Initial grant	₹10500
	Renewal grant	₹2250 (payable after every three years)
Distinctive Uniform for MNS Officers	Initial grant	₹600
For JCOs granted Honorary Commission (Army and IAF)	Initial grant	₹9600
For JCOs granted Honorary Commission (Navy)	Initial grant	₹12000
For NCOs promoted as JCOs (all three)	Initial grant	₹1500

Mufti Allowance for recruits in three services	Initial grant	₹600
Nursing Staff		₹750 pm
Personnel in Customs and all deputationists in Bureau of Immigration posted at Mumbai/Chennai	Initial Grant	₹1500
	Replacement Grant	₹1000 pa
Personnel in Customs and all deputationists in Bureau of Immigration posted at Delhi/Amritsar/Kolkata	Initial Grant	₹2000
	Replacement Grant	₹1250 pa
SPG personnel		₹9000 per year

8.16.3 IB personnel posted at high altitudes are granted a **Clothing Allowance** at the following rates:

Height>3000m above MSL	Initial Grant	₹12000
	Renewal Grant	₹2000 pa
1500m>Height>3000m above MSL	Initial Grant	₹8000
	Renewal Grant	₹1200 pa

8.16.3 An **Initial Equipment Allowance** is granted to the personnel of Central Excise and Narcotics Department - CBEC, Department of Revenue, Ministry of Finance at the following rates:

		Initial Allowance	Replacement Allowance
Gazetted and Non-gazetted Executive Staff	Summer-cum-winter areas	₹6000	₹3750 pa
	Summer areas	₹4500	₹3000 pa
Group C staff	Summer-cum-winter areas	₹2889 pa	
	Summer areas	₹1533 pa	

8.16.4 Officers of Indian Foreign Service and certain employees in Ministry of External Affairs are granted an **Outfit Allowance** to meet the expenditure involved in clothing required for living abroad. The allowance is granted every time the officer is posted abroad plus once in HQ, but not more than 8 times in the whole career. The existing rates are as under:

IFS Officers, Gr.I of IFS(B), PPS and GoI officers of equivalent rank	₹10625 per posting abroad
Officers of Gr.II and III of IFS(B), PS	₹7500 per posting abroad
Other grades of IFS(B)	₹5625 per posting abroad

8.16.5 A **Robe Allowance** is granted to meet the uniform related requirements of ICLS officers and legal officers in NIA who are required to appear before courts. The existing rate is ₹2,500 (payable every 5 years) in ICLS and ₹5,000 pa in NIA.

8.16.6 Track Maintainers of Indian Railways who are required to walk the entire section everyday on foot, are granted a **Shoe Allowance** at the rate of ₹900 pa.

8.16.7 For the upkeep of the uniform, separate allowances called **Kit Maintenance Allowance**, **Washing Allowance** or **Robe Maintenance Allowance** are granted, at rates varying from ₹100 pm to ₹600 pm.

8.16.8 PBORs of uniformed forces are supplied with uniforms. Hence, they are not granted any allowance for this purpose. However, for maintenance of the uniform, they are paid a Washing Allowance monthly, which is a part of their Composite Personal Maintenance Allowance.

Demands Received

8.16.9 Besides the general demand for increase in rates, there are requests for reducing the period of renewal grant from the current gap of three years because the uniforms do not last that long. It has been stressed that Uniform Allowance should be added to the salary as and when it becomes due, instead of having to claim it as required at present.

8.16.10 PBORs have strongly sought for grant of an allowance in lieu of uniforms (as is given to their officers) on the grounds that uniforms are not supplied in time, sizes are based on averages and are therefore not usually a good fit, quality is sub-optimal, and they often end up spending from their pockets to make the necessary adjustments. Strong grievance has been made by jawans during field meetings with the Commission including poor quality of shoes which sometimes don't fit and do not last for more than three months, thereby causing serious hindrance in their performance of duties.

Analysis and Recommendations

8.16.11 Uniforms are an essential functional requirement. Hence the need for provision of the same, either in kind or cash, is well recognized. However, the mode of provisioning should be simple and easily implementable in the field.

8.16.12 The Commission finds merit in most of the demands raised. The renewal period of three years is, indeed, on the higher side. The reimbursement procedure does need to be simplified.

8.16.13 Grant of Uniform Allowance to PBORs will free them from having to deal with ill-fitting uniforms and enable them to acquire suitable ones, thereby eliminating needless dissatisfaction.

8.16.14 It is thus **recommended that uniform related allowances be subsumed in a single Dress Allowance (including shoes) which will be payable at the following rates:**

Dress Allowance

Category of Employee	Amount per year
Officers of Army/IAF/Navy/CAPFs/CPOs RPF/ RPSF/IPS and Coast Guard	₹20000
MNS Officers, Civilian Nurses, Officers of DANIPS/ ACP of Delhi Police/Other Union Territories	₹15000
Executive Staff of Customs, Central Excise and Narcotics Department (both in summer and summer-cum-winter areas), ICLS Officers, Legal Officers in NIA, Bureau of Immigration Personnel (in Mumbai/Chennai/Delhi/Amritsar/Kolkata), PBORs of Defence services, CAPFs, RPF, Police forces of Union Territories and Indian Coast Guard, Station Masters of Indian Railways, SPG personnel	₹10000
Other Categories of Staff who are supplied uniform and are required to wear them regularly, like Trackmen, Running Staff of Indian Railways, Staff Car Drivers, etc.	₹5000

- Allowances related to maintenance/washing of Uniform are subsumed in Dress Allowance and will not be payable separately.
- The amount of Dress Allowance should be credited to the salary of employee directly once a year in July.
- This allowance covers only the basic uniform of the employee. Any special clothing, like that provided at Siachen Glacier, or inside Submarines, or fluorescent clothing provided to trackmen of Indian Railways, or to IB personnel posted at high altitudes, will continue to be provided by the concerned ministry as per existing norms.
- Outfit Allowance, paid to Indian Foreign Service officers and employees will continue to be provided as before, enhanced by 50 percent.
- These rates of Dress Allowance will go up by 25 percent each time Dearness Allowance rises by 50 percent.
- While the Commission has recommended that other categories of staff who are supplied uniform and are required to wear them regularly should be provided Dress Allowance at the rate of ₹5,000 per year, the ministries/departments may take a decision on whether the rate should be ₹5,000 per year or ₹10,000 per year.

Other Allowances

Chapter 8.17

Allowances Covered

8.17.1 Alphabetical list of Allowances covered here is as under:

1. Bhutan Compensatory Allowance
2. Briefcase Allowance
3. Canteen Allowance
4. Children Education Allowance (CEA)
5. Command Allowance
6. Commercial Allowance
7. Composite Personal Maintenance Allowance (CPMA)
8. Condiment Allowance
9. Constant Attendance Allowance
10. Cost of Living Allowance
11. Court Allowance
12. Dearness Allowance
13. Desk Allowance
14. Diet Allowance
15. Educational Concession
16. Electricity Allowance
17. Family Planning Allowance
18. Fixed Medical Allowance (FMA)
19. Funeral Allowance
20. Haircutting Allowance
21. Hard Area Allowance
22. Internet Allowance
23. Investigation Allowance
24. Island Special Duty Allowance
25. Launch Campaign Allowance
26. Messing Allowance
27. Mobile Phone Allowance
28. Newspaper Allowance
29. Night Duty Allowance
30. Non-Practicing Allowance (NPA)
31. Nuclear Research Plant Support Allowance
32. Nursing Allowance
33. Orderly Allowance
34. Overtime Allowance
35. Parliament Assistant Allowance
36. PCO Allowance

37. Ration Money Allowance
38. Soap Toilet Allowance
39. Space Technology Allowance
40. Special Allowance for Child Care for Women with Disabilities
41. Special Allowance to Chief Safety Officers/Safety Officers
42. Special Duty Allowance
43. Special Incident/Investigation/Security Allowance
44. Special NCRB Pay
45. Special Scientists' Pay
46. Specialist Allowance
47. Spectacle Allowance
48. Split Duty Allowance
49. Study Allowance
50. Subsistence Allowance
51. Training Stipend
52. Vigilance Allowance

Here we cover those allowances that do not fall in any of the other categories.

Bhutan Compensatory Allowance

8.17.2 Bhutan Compensatory Allowance is admissible to Defence Forces personnel posted to IMTRAT (Bhutan) with a depression in the standard rates promulgated by the Ministry of External Affairs. This was done because certain service concessions such as mess and canteen facilities were provided to Defence Forces personnel while in Bhutan. After September, 2005, the depression in the allowance has been removed but charges at the rate of 6 percent of the allowance from officers and 4 percent from PBORs are recovered for the free facilities provided. The existing rates are as follows:

Grade Pay	₹ per month
>=10,000	1,20,445
8700 <=GP< 10,000	1,15,579
6600 <=GP< 8700	1,10,520
Group `A` officers with 5400 <=GP< 6600	99,065
Group `B` officers with 4600 <=GP< 6600	64,569
Non-Gazetted Staff with 1900 <=GP< 4800	55,358
Staff drawing GP< 1900	29,255

8.17.3 Demands have been received to the effect that Bhutan postings should be considered as normal foreign postings and Foreign Allowance as admissible in other countries be granted.

Analysis and Recommendations

8.17.4 The Commission recognizes this allowance as being singular in nature. The rates of this allowance are revised periodically—the last revision being done on 01.04.2013. As such, it is **recommended that status quo should be maintained.**

Briefcase Allowance

8.17.5 Certain categories of Central Government employees are entitled to reimbursement of expenditure incurred on purchase of briefcase/official bag/ladies' purse as per the following provisions:

Pay Band/GP	Ceiling (₹)
Apex	10000
HAG, HAG+	8000
GP 10000	6500
GP 7600 to GP 8700	5000
GP 4800 to GP 6600	4000
GP 4200 to GP 4600	3500

8.17.6 The periodicity of reimbursement is restricted to once in three years. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.7 The Commission is of the view that the present rates are adequate. However, the ceiling shall further increase by 25 percent each time DA increases by 50 percent.

Canteen Allowance

8.17.8 This allowance is granted to General Manager and Manager-cum-Accountant of the Supreme Court Departmental Canteen at the rates of ₹350 pm and ₹300 pm respectively. Canteen allowance is also granted to certain categories of staff in Central Government ministries as per the following rates:

Category of Staff	<i>(₹ per month)</i>	
	Rate of Allowance	
General Manager	700	
Deputy General Manager	600	
All Managers	300	
All Assistant Manager-cum-Storekeepers	200	

8.17.9 There are demands for a four-fold rise in the allowance.

Analysis and Recommendations

8.17.10 It is **recommended that the rates should be increased by a factor of 1.5**. The rates shall further increase by 25 percent each time DA increases by 50 percent.

Children Education Allowance (CEA)

8.17.11 CEA is paid to government employees to take care of schooling and hostel requirements of their children. The rates of CEA are double for a differently abled child.

8.17.12 Many demands have been received regarding CEA. It has been requested that the amount be suitably raised and CEA should be extended for Graduation/Post Graduation level studies also. The Commission has received an overwhelming number of requests for simplification of the procedure for reimbursement.

Analysis and Recommendations

8.17.13 Before VI CPC recommendations, the scheme was known as Children Education Assistance and provided at the following rates:

Component	Class I-X	Class XI-XII	Requirement
Reimbursement of Tuition Fee (₹ pm)	40	50	-
Reimbursement of Tuition Fee for Disabled and mentally retarded children (₹ pm)	100	100	-
Children Education Allowance (₹ pm)	100	100	In case the government employee is compelled to send his child to a school away from the Station of his posting
Hostel Subsidy (₹pm)	300	300	In case the employee is obliged to keep his children in a hostel away from the Station of his posting and residence on account of transfer.

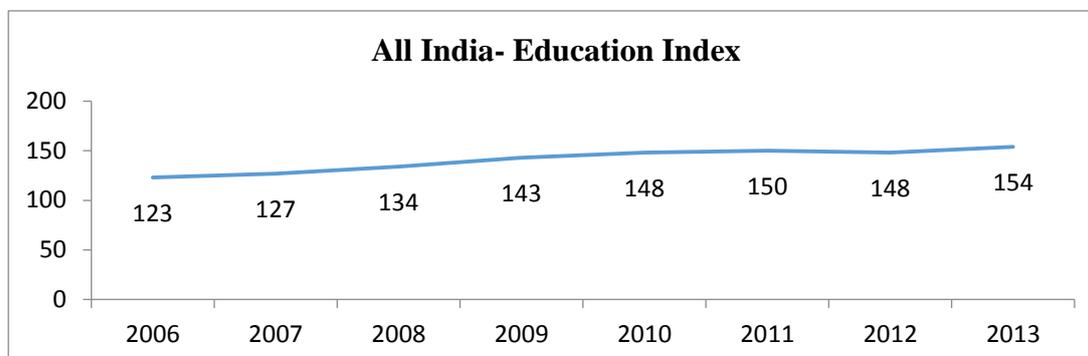
8.17.14 The VI CPC rationalized the structure to the following:

Component	Present Rates	Remarks
CEA	₹1500 pm	Whenever DA increases by 50% CEA shall increase by 25%
Hostel Subsidy	₹4500 pm	Whenever DA increases by 50% Hostel Subsidy shall increase by 25%

8.17.15 Effectively a 10-fold rise was given by VI CPC. This has led to high expectations, and consequently, vast number of demands for increasing the rates, expansion of scope and simplification for procedure of reimbursement of this allowance.

8.17.16 The various issues are examined seriatim:

- *Has CEA kept pace with time?* Presently CEA goes up by 25 percent each time DA increases by 50 percent. Thus, since DA currently stands at 113 percent, CEA has gone up by 50 percent from its 2008 level. As against this, the movement of the All India Education Index³³ is shown below:



The above chart shows that between 2008 and 2013, the Education Index has gone up from 134 to 154, i.e., by 14.9 percent, whereas CEA went up by 25 percent w.e.f. 01.01.2011 (when DA exceeded 50 percent). Thus, it can be concluded that increase in CEA has kept pace with (and in fact exceeded) the cost of education.

- *What is the adequate level of compensation?* Given the wide range of educational institutions, and the varying fee structure, the question of adequacy depends upon many factors. On the one hand we have government institutions like Kendriya Vidyalayas that charge fees to the tune of ₹1,000 per month (including Vidyalaya Vikas Nidhi) and on the other hand there are private institutions where the monthly fee varies from ₹5,000 to ₹25,000 (or even more) per month.

8.17.17 On the whole, the Commission is of the view that quantum of CEA should be calibrated in such a manner that the main objective is met without the government entering into the field of subsidizing private education. Hence, taking into account the various items of expenditure that are reimbursed as a part of this allowance, **the following is recommended:**

Component	Recommended rate	Remarks
CEA (₹ pm)	1500x1.5 = 2250	Whenever DA increases by 50%, CEA shall increase by 25%
Hostel Subsidy (₹ pm)	4500 x 1.5 = 6750 (ceiling)	Whenever DA increases by 50%, Hostel Subsidy shall increase by 25%

The allowance will continue to be double for differently abled children.

- *What should be the scope of CEA?* Presently CEA is payable up to Class XII. There is a strong demand for increasing the scope to Graduate and Post Graduate studies. However, due to the greatly varying nature of studies at the graduate level and beyond, **the extension of scope of the allowance beyond Class XII cannot be accepted.**

³³ Source: All India Consumer Price Index (Industrial Workers)

- *Simplification of Procedure for Reimbursement.* This is a major area of concern. Many representations have been received by the Commission wherein employees have stated that due to cumbersome procedures, reimbursement has been held up for years. Another issue is the kind of voucher which will be accepted and which kind of voucher will not. The issue has been examined, and the apprehensions expressed are not without merit. It is **recommended that reimbursement should be done just once a year, after completion of the financial year (which for most schools coincides with the Academic year).** For CEA, a certificate from the head of institution where the ward of government employee studies should be sufficient for this purpose. The certificate should confirm that the child studied in the school during the previous academic year. For Hostel Subsidy, a similar certificate from the head of institution should suffice, with the additional requirement that the certificate should mention the amount of expenditure incurred by the government servant towards lodging and boarding in the residential complex. The amount of expenditure mentioned, or the ceiling as mentioned in the table above, whichever is lower, shall be paid to the employee.

Command Allowance

8.17.18 This allowance is granted to certain personnel in CAPFs for shouldering higher responsibilities at the rate of ₹100 pm. There are demands to raise this allowance five-fold.

Analysis and Recommendations

8.17.19 Not only is the amount of allowance meagre, there is no valid justification for its continuation. Accordingly, it is **recommended that Command Allowance should be abolished.**

Commercial Allowance

8.17.20 Commercial Allowance is granted to Announcers, ECRCs, Commercial clerks, TCs of Indian Railways for performing certain commercial duties at the rate of ₹180 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.21 The amount of the allowance is meagre and no valid justification has been provided for its continuation. Hence, **it should be abolished.**

Composite Personal Maintenance Allowance (CPMA)

8.17.22 Composite Personal Maintenance Allowance (CPMA) is granted to PBORs of Defence Forces to take care of their daily needs. The existing rates are as follows:

(₹ per month)

Hair Cutting Allowance		30
Washing Allowance		90
Soap Toilet Allowance		30
Clothing Maintenance Allowance		30
Rum Allowance	Peace Areas	45
	Field Areas below 3000 ft	105
	Field Areas 3000 ft–4999 ft	150
	Field Areas 5000 ft–8999 ft	165
	High Altitude Areas	240

8.17.23 There are demands to double the rate of CPMA and for parity among PBORs of all uniformed services.

Analysis and Recommendations

8.17.24 Washing Allowance and Clothing Maintenance Allowance have been subsumed in the Dress Allowance for PBORs. **Other components of CPMA should be increased by 50 percent.** The rates of the allowance will further increase by 25 percent each time DA rises by 50 percent.

8.17.25 **Entire CPMA will be payable to the PBORs of Defence Forces. Except Rum Allowance, other components of CPMA will be payable to PBORs of CAPFs, Indian Coast Guard, RPF and Police forces of Union Territories. Rum Allowance will be granted to PBORs of CAPFs and Indian Coast Guard as per the existing guidelines.**

Condiment Allowance

8.17.26 Condiment Allowance is paid to those non-gazetted personnel of Defence forces and CAPFs who dine in the mess, at the rate of ₹89.78 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.27 Condiment Allowance is not an allowance in the true sense of the term, i.e., it is not paid to an individual, but to the Unit for collective purchase of condiments. As such, **it is proposed to abolish this allowance, and the expenditure on condiments may be termed as Condiment expenditure and should be shown as such under the relevant budget head.**

Constant Attendance Allowance

8.17.28 This allowance is sanctioned for 100 percent disablement, if in the opinion of competent medical authority, the retired employee needs the services of a Constant Attendant for at least a period of 3 months. This is subject to acceptance by the pension sanctioning authority and to the condition that the pensioner actually employs a paid attendant to look after

him. The present rate of this allowance is ₹4,500 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.29 **The allowance may be increased by a factor of 1.5, i.e., to ₹6,750 per month.** The allowance shall further increase by 25 percent each time DA rises by 50 percent.

Cost of Living Allowance

8.17.30 This allowance is payable to employees recruited locally by MEA in foreign countries to compensate for the effect of inflation. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.31 This allowance is administered by MEA taking local factors into consideration. Hence, **status quo is recommended.**

Court Allowance

8.17.32 Court Allowance is granted to Legal Officers in National Investigation Agency (NIA) to meet the miscellaneous expenditure incurred in court. The present rates are ₹1,500 pm to Public Prosecutor and Sr.Public Prosecutor, and ₹2,000 pm to Dy.Legal Advisor. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.33 The Commission does not find the allowance justified. Hence, it is **recommended that it should be abolished.**

Dearness Allowance

8.17.34 The Dearness Allowance (DA) is paid to Central Government employees to adjust the cost of living and to protect their Basic Pay from erosion in the real value on account of inflation. Presently, DA is based on the All India Consumer Price Index (Industrial Workers).

8.17.35 The JCM-Staff Side has suggested that the existing formula for the calculation of DA may continue.

Analysis and Recommendations

8.17.36 The VI CPC had recommended that the National Statistical Commission may be asked to explore the possibility of a specific survey covering government employees exclusively, so as to construct a consumption based representative of government employees and formulate a separate index. This has, however, not been done.

8.17.37 Keeping in mind that the present formulation of DA has worked well over the years, and there are no demands for its alteration, the **Commission recommends continuance of the existing formula and methodology for calculating the Dearness Allowance.**

Desk Allowance

8.17.38 Desk Allowance is granted to Desk Officers in CSS and other HQ services at a rate of ₹900 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.39 This allowance is virtually non-existent since 2010 and there are very few instances of its payment now. Besides no valid justification has been provided in support of this allowance. Thus, it is **recommended that Desk Allowance should be abolished.**

Diet Allowance

8.17.40 Diet Allowance is granted to deputationists in Bureau of Immigration as compensation for food, at a rate of ₹200 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.41 The amount of the allowance is meagre and no valid justification has been provided for its continuation. Hence, it is **recommended that the allowance should be abolished.**

Educational Concession

8.17.42 Educational Concession is provided to children of Defence personnel who are missing/disabled/killed in action. The allowance entails full reimbursement towards tuition and hostel fees and, in addition, compensation towards cost of books/stationery, uniform and clothing. The present rates are as under:

Tuition Fees	Full Reimbursement
Hostel Charges	Full Reimbursement
Cost of books/stationery	₹1000 pa
Cost of Uniform	₹1700 pa (First year)
	₹700 pa (Subsequent year)
Clothing	₹500 pa (First year)
	₹300 pa (Subsequent year)

8.17.43 There are demands to increase the amount of concession four-fold and to extend it to similarly placed personnel of CAPFs and Indian Coast Guard.

Analysis and Recommendations

8.17.44 The Commission finds merit in the argument that children of similarly placed personnel in other uniformed forces should not be denied education opportunities. Accordingly, **it is recommended that the allowance should be extended to similarly placed personnel of CAPFs, Indian Coast Guard, RPF and police forces of Union Territories mutatis mutandis. Since this allowance is not DA indexed, the following rates are recommended:**

Tuition Fees	Full Reimbursement
Hostel Charges	Full Reimbursement
Cost of books/stationery	₹2000 pa
Cost of Uniform	₹2000 pa
Clothing	₹700 pa

8.17.45 **The combined amount of Tuition Fees and Hostel Charges shall not exceed ₹10,000 pm.** The allowance shall go up by 25 percent each time DA rises by 50 percent.

Electricity Allowance

8.17.46 Personnel belonging to the Defence Forces are permitted reimbursement of electricity charges for the first 100 units of electricity. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.47 This allowance is petty in nature and with the increase in pay proposed, there is no justification for its continuation. Hence, **it should be abolished.**

Family Planning Allowance

8.17.48 Family Planning Allowance (FPA) is granted to Central Government employees as an encouragement to adhere to small family norms. The existing rates are as under:

(₹ per month)

Grade Pay	Family Planning Allowance
1300-2400	210
2800	250
4200	400
4600	450
4800	500
5400	550
6600	650
7600	750
8700	800
8900	900

Grade Pay	Family Planning Allowance
>10,000	1000

8.17.49 There are demands to make it equal to one increment. Representations have also been received requesting that the allowance should be double for those employees who adopt family planning norms after just one child.

Analysis and Recommendations

8.17.50 The Commission recognizes the fact that most of the benefits related to children, viz., Children Education Allowance, Maternity Leave, LTC, etc., are available for two children only. Moreover the level of awareness regarding appropriate family size has also gone up among the government servants. Hence, a separate allowance aimed towards population control is not required now. Accordingly, it is **recommended that Family Planning Allowance should be abolished.**

Fixed Medical Allowance

8.17.51 It is granted to pensioners for meeting expenditure on day to day medical expenses that do not require hospitalization, presently payable at the rate of ₹500 pm. Demands have been received to increase the rate of this allowance to ₹2,000 pm.

Analysis and Recommendations

8.17.52 The Commission notes that this allowance was enhanced from ₹300 pm to ₹500 pm from 19.11.2014. As such, **further enhancement of this allowance is not recommended.** Detailed recommendations regarding health care of pensioners have been made in Chapter 9.5 of the Report.

Funeral Allowance

8.17.53 When death of an employee occurs in peace areas, a funeral allowance of ₹6,000 is granted and mortuary charges are reimbursed to Defence personnel. Demands have been received to extend that allowance to all civilian employees and for a four-fold increase in rates.

Analysis and Recommendations

8.17.54 The Commission is of the view that with the pay raises provided by successive Pay Commissions, this kind of an allowance has lost its meaning. Hence, it is **recommended to be abolished.**

Haircutting Allowance

8.17.55 This allowance is granted to PBORs of CISF to compensate for the cost of hair cutting, at the rate of ₹5 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.56 The Commission took note of the fact that the amount of this allowance is the lowest among all allowances. This allowance has been subsumed in Composite Personal Maintenance Allowance and, therefore, **should be abolished as a separate allowance.**

Hard Area Allowance

8.17.57 Hard Area Allowance, at the rate of 25 percent of Basic Pay, is granted to Central Government employees on their posting to the Nicobar and Lakshadweep groups of Islands. This is paid in addition to ISDA. There are demands to increase the rate of this allowance.

Analysis and Recommendations

8.17.58 In line with our recommendations on percentage based allowances, **Hard Area Allowance should be rationalized by a factor of 0.8 to 20 percent of Basic Pay.**

Internet Allowance, Mobile Phone Allowance, Newspaper Allowance

8.17.59 These allowance are administered differently in ministries as per their requirements. Some ministries provide Mobile Phones and Internet connections to their employees, while others compensate their employees for these services in monetary terms, ranging from ₹200 pm to ₹3,000 pm. There are demands to raise these allowances.

Analysis and Recommendations

8.17.60 There is no doubt that these allowances are required in the present times. However, they should lead to efficiency in administration also. As such, it is suggested that all ministries should have a comprehensive database of their employees, including their mobile numbers and email addresses. This database should be available on the website of the concerned ministry.

8.17.61 **The ministries should continue dealing with these allowances on their own, subject to the ceilings notified by the Ministry of Finance from time to time. The present ceilings should, however, be raised by 25 percent and the entire amount should be paid, lump sum, to the eligible employees without the need for production of vouchers.**

Investigation Allowance

8.17.62 Investigation Allowance is granted in Serious Fraud Investigation Office, Ministry of Corporate Affairs, to attract talent pool from other ministries. The existing rates are as under:

(₹ per month)

Grade Pay	Rate
8700	2000
6600	1400
5400	1400
4800	1400

Analysis and Recommendations

8.17.63 There is no justification for continuation of this allowance. Accordingly, it is **recommended that the allowance should be abolished.**

Island Special Duty Allowance (ISDA)

8.17.64 ISDA is granted to Central Government employees on their posting to the Andaman and Nicobar Islands and Lakshadweep. The existing structure of this allowance is as under:

Areas around capital towns (Port Blair in A&N islands, Kavaratti and Agatti in Lakshadweep)	12.5% of Basic Pay
Difficult Areas (North and Middle Adaman, South Andaman excluding Port Blair, entire Lakshadweep except Kavaratti, Agatti and Minicoy)	20% of Basic Pay
More Difficult Areas (Little Andaman, Nicobar group of Islands, Narcondum Islands, East Islands and Minicoy)	25% of Basic Pay

8.17.65 There are demands to increase the rate of ISDA.

Analysis and Recommendations

8.17.66 In line with our recommendations on percentage based allowances, **ISDA should be rationalized by a factor of 0.8 to 10 percent, 16 percent and 20 percent of Basic Pay respectively.**

Launch Campaign Allowance and Space Technology Allowance

8.17.67 Space Technology Allowance is granted to supporting scientific and technical staff in DOS/ISRO in recognition of the need for their retention and keeping in view the fact that they play a crucial role in the success of every mission. Considering that all missions/projects of ISRO are implemented in campaign mode and all categories of employees have to work with extra vigour, it was decided to give a lumpsum Launch Campaign Allowance to all administrative staff working in DOS/ISRO to appreciate and recognize their contribution to ISRO. Both the allowances are paid at the identical rate of ₹7,500 per annum. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.68 The allowances are in the nature of an appreciation allowance. Since PRIS has already been implemented in ISRO, there is no justification for the continuation of these allowances. Hence it is **recommended that both these allowances should be abolished.**

Messing Allowance

8.17.69 This allowance is paid to “floating staff” under Fishery Survey of India, in lieu of free food onboard floating vessels, at a rate of ₹200 per day. Demands have been received to increase the amount of allowance to 15 percent of Basic Pay.

Analysis and Recommendations

8.17.70 It is **recommended that the allowance should be increased to ₹300 per day**. The amount will further rise by 25 percent each time DA increases by 50 percent.

Night Duty Allowance

8.17.71 Night Duty Allowance (NDA) is granted to certain specified categories of employees for performance of duty between 22:00 hrs and 06:00 hrs. Presently, each hour of night work earns extra ten minutes of day work. There are demands to grant Night Duty Allowance between 18:00 hrs and 06:00 hrs and for doubling of rates by equating each hour of night work to extra twenty minutes of day work.

Analysis and Recommendations

8.17.72 This allowance was dealt extensively by Mia Bhoj tribunal in 1969 and the present dispensation is based on the recommendation of the said tribunal.

8.17.73 Presently, the allowance is administered as per DoPT's OM No.12012/4/86-Estt. (Allowances) of 04.10.1989, wherein every 6 hours of night work earns 1 weighted hour of day work, or each hour of night work earns extra 10 minutes of day work.

8.17.74 The Commission examined the various arguments given for the grant of Night Duty Allowance:

- Night Work Convention, 1990 of International Labour Organization, states in Article 8: "*Compensation for night workers in the form of working time, pay or similar benefits shall recognise the nature of night work.*"
- There are studies to prove the deleterious effects on health of prolonged periods of continuous night duty.
- Sleep is more likely to be interrupted during day time compared to night time.
- Transportation and Entertainment are generally planned keeping day time in mind.

8.17.75 This Commission is, therefore, convinced that the need for compensating night work is widely recognized and should be continued.

8.17.76 However, the practice of arriving at the rates of NDA needs to be uniform. It is seen that in the Railways the rate of NDA has been broad-banded and all employees at each level of Grade Pay are given the same rate of NDA. For achieving this broad-banding, the average of Minimum and Maximum of the entire Pay Band has been taken to arrive at the average pay. This appears to be incorrect because running Pay Bands were intentionally kept wide by the VI CPC to avoid stagnation. Hence to use the extremities of the Pay Band for arrival at the average rate of NDA is not appropriate. Moreover, with the computerization of pay rolls, the amount of Night Duty Allowance can be easily calculated for each employee.

8.17.77 Taking the above into account, **the following set of recommendations is made with regard to NDA:**

- The present formulation of weightage of 10 minutes for every hour of duty performed between the hours of 22:00 and 06:00 may be continued;
- The present prescribed hourly rate of NDA equal to (BP+DA)/200 may be continued;
- This amount of NDA should, however, be worked out separately for each employee. With the computerization of pay rolls, working out the amount of NDA automatically for each employee every month will not entail any difficulty. The existing formulation for giving same rate of NDA for all employees with a particular GP should be abolished.
- This formulation will extend to all employees across all ministries/departments who were already in receipt of Night Duty Allowance.
- A certificate should be given by the supervisor concerned that Night Duty is essential.

Non Practicing Allowance

8.17.78 Non Practicing Allowance (NPA), at the rate of 25 percent of Basic Pay, is paid to medical doctors occupying posts for which minimum qualification of a medical degree is prescribed. There are demands to raise this allowance to 40 percent of Basic Pay.

Analysis and Recommendations

8.17.79 The VI CPC had included a detailed rationale for the grant of NPA in its recommendations. Most of the reasons are still valid and there is no need to reiterate them here. However, in line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, we **recommend that NPA should be paid at the rate of 20 percent of Basic Pay, subject to the condition that Basic Pay + NPA should not exceed the average of Apex Level and the level of Cabinet Secretary.**

Nuclear Research Plant Support Allowance

8.17.80 It is a composite allowance granted exclusively to staff at Research Units in the Bhabha Atomic Research Centre, to compensate for a variety of factors like round-the-clock shifts, overtime, risk of radiation, etc. The present rates are as under:

Pay in the Pay Band	Rate
Up to ₹5580	₹480 pm
₹5581-₹16740	₹660 pm

8.17.81 There are demands to increase the allowance four-fold.

Analysis and Recommendations

8.17.82 The Commission is of the view that the allowance needs to be continued. Moreover, since the allowance is already partially indexed to DA, it **recommended that the rates of the allowance should be increased by a factor of 1.5** to the following:

Level of the employee	Recommended Rate
1-2	₹720 pm
3 to 5	₹990 pm

The rate shall further increase by 25 percent each time DA increases by 50 percent.

Nursing Allowance

8.17.83 Nursing Allowance is the composite term used for four allowances granted to nursing personnel: Nursing Allowance, Uniform Allowance, Washing Allowance, and Messing Allowance, presently granted at the following rates:

	(₹ per month)
Nursing Allowance	4800
Uniform Allowance	750
Washing Allowance	450
Messing Allowance	75

8.17.84 There are demands to increase the rate to three times its present value.

Analysis and Recommendations

8.17.85 The Commission is of the view that Nursing Allowance is already at an appropriate level. Hence, **no change in the rate of Nursing Allowance is recommended.** However, the rate of Nursing Allowance will go up by 25 percent each time DA rises by 50 percent.

8.17.86 Uniform Allowance and Washing Allowance have been subsumed in the newly recommended Dress Allowance for Nurses and will not be payable separately. **Messing Allowance is petty in nature. It is recommended that it should be abolished.**

Orderly Allowance

8.17.87 Orderly Allowance is paid to Judicial Officers on deputation to Supreme Court Registry at the same rate that the Judicial Officer was getting in the parent office. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.88 It is **recommended that status quo may be maintained.**

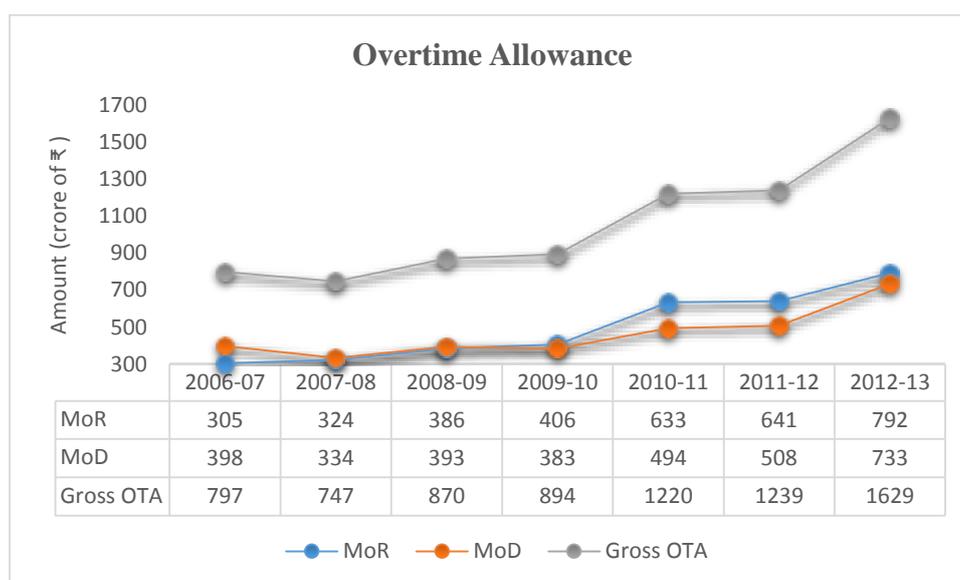
Overtime Allowance (OTA)

8.17.89 Overtime Allowance (OTA) is granted to government employees for performing duties beyond the designated working hours. Presently, OTA is paid in several ministries/ departments, up to a certain level, at varying rates.

8.17.90 JCM-Staff Side has demanded that OTA should be paid to all government employees who are asked to work beyond office hours, on the basis of actual Pay, DA and Transport Allowance.

Analysis and Recommendations

8.17.91 Out of the total expenditure on OTA in Government of India in 2012-2013, over 90 percent is on account of just two ministries: MoR - Ministry of Railways and MoD - Ministry of Defence (Civilian employees). The Commission compared the OTA expenditure in these two ministries over the period 2006-07 to 2012-13.



8.17.92 In both the ministries, the amount of OTA is showing a rising trend.

8.17.93 The absolute numbers and amounts are as given below:

OTA and Pay (including DA) in MoR and MoD (Civilian Employees)³⁴

(Crore of ₹)

	2006-07			2012-13			CAGR of OTA	CAGR of Pay
	OTA (A)	Pay (B)	(A)/(B)	OTA (X)	Pay (Y)	(X)/(Y)		
MoR	304.88	14563.01	2.09%	791.65	30713.98	2.58%	17.24%	13.24%
MoD	398.15	5035.94	7.91%	732.73	11211.9	6.54%	10.70%	14.27%

8.17.94 There are two noteworthy points here:

- a. While OTA as a percentage of Pay is declining in MoD (6.54% in 2012-13 compared to 7.91% in 2006-07), it is on the rise in MoR (2.58% in 2012-13 compared to 2.09% in 2006-07).

³⁴ Source: Brochure on Pay and Allowances published by Pay Research Unit, DoE, Ministry of Finance.

- b. The Compound Annual Growth Rate (CAGR) of OTA (17.24%) in MoR exceeds even the CAGR of Pay (13.24%), or in other words, OTA is rising faster than pay.

8.17.95 This clearly shows that while MoD has achieved some success in its efforts to control OTA, the efforts of MoR have not yielded the desired results. However, at the same time, it should also be kept in mind that OTA as a percentage of pay is already much higher in MoD compared to MoR.

8.17.96 The Commission also took note of the recommendations of the III, IV, V and VI CPCs that OTA should be abolished except where it is a statutory requirement. However, it is also a fact that despite these recommendations, OTA continues to be paid to certain categories of staff (at rates that are quite old) even when it is not a statutory requirement.

8.17.97 Hence, while this Commission shares the sentiments of its predecessors that government offices need to increase productivity and efficiency, and **recommends that OTA should be abolished (except for operational staff and industrial employees who are governed by statutory provisions), at the same time it is also recommended that in case the government decides to continue with OTA for those categories of staff for which it is not a statutory requirement, then the rates of OTA for such staff should be increased by 50 percent from their current levels.**

8.17.98 A stricter control on OTA expenditure is also suggested.

Parliament Assistance Allowance

8.17.99 This allowance is granted in ministries to Assistants and UDCs who are wholly engaged in Parliament work during Parliament Sessions. The present rate of the allowance is ₹1,500 pm for Assistants and ₹1,200 pm for UDCs. The allowance is admissible at full rates for every calendar month in which the Parliament is in session for at least 15 days in that month. For months with shorter periods, the allowance is admissible at half the rates prescribed for the full month. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.100 **The rate should be increased by a factor of 1.5.** The rate shall further increase by 25 percent each time DA increases by 50 percent.

PCO Allowance

8.17.101 This allowance is granted to select staff of Production Control Organization (PCO) in Workshops and PUs of Indian Railways to compensate them for the loss in Incentive Bonus. The present rate is 7.5 percent of Basic Pay for eligible staff in GP 4600 and 15 percent of Basic Pay for eligible staff up to GP 4200. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.102 In line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, the **following rates of PCO allowance are recommended:**

Section Engineers and Sr. Section Engineers in level 7	6% of Basic Pay
Non-supervisory staff and Jr. Engineers up to level 6	12% of Basic Pay

Ration Money Allowance (RMA)

8.17.103 Ration Money Allowance (RMA) is paid to all personnel of Defence forces and non-gazetted personnel of CAPFs, Delhi Police, IB, A&N police and such personnel of Indian Reserve Battalions (IRBn) as are posted in Andaman and Nicobar Islands and don't dine in the mess. The existing rate of this allowance is ₹95.52 per day for Non-Gazetted personnel and ₹79.93 per day for Gazetted personnel.

8.17.104 There are demands to extend RMA to gazetted officers of CAPFs in line with Defence forces. Demands have also been received from some CAPFs that RMA should be exempted from the purview of income tax.

Analysis and Recommendations

8.17.105 Ration Money Allowance is revised periodically by Ministry of Defence and Ministry of Home for their personnel. Hence, it is proposed that **status quo be maintained regarding the rates of this allowance.**

8.17.106 However, regarding the admissibility of RMA, **PBORs of CAPFs and Indian Coast Guard should be eligible to draw RMA irrespective of the place of posting (except when in receipt of the Detachment Allowance).** Presently, officers of SSB who are posted in field areas at altitudes of less than 7000 feet are not eligible for RMA. **This restriction of 7000 feet should be removed.**

8.17.107 Regarding income tax exemption of RMA, the Commission, as part of its general approach, has refrained from making recommendations involving income tax. However, looking into the unique service conditions of CAPFs, the Commission is of the view that since RMA is granted in lieu of free rations, it should be exempt from income tax.

8.17.108 It is further **recommended that the provision of free rations and the grant of Ration Money Allowance to officers of Defence forces posted in peace areas should be withdrawn.**

Soap Toilet Allowance

8.17.109 This allowance is granted to Group 'B' and 'C' combatised personnel of Assam Rifles at the rate of ₹90 pm. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.110 The allowance is subsumed in Composite Personal Maintenance Allowance. Hence, it is **recommended that this allowance should be abolished.**

Special Allowance for Child Care for Women with Disabilities

8.17.111 As the name indicates, this allowance is granted to differently abled female employees for taking care of their newborn child. The present rate of this allowance is ₹1,500 pm.

Analysis and Recommendations

8.17.112 The Commission recognizes the huge responsibility that these women shoulder while raising their children. Therefore, instead of the factor of 1.5 that we have mostly used for semi-DA indexed allowances, it is **recommended that this allowance be raised by a factor of 2 to ₹3,000 pm.** The allowance shall further rise by 25 percent each time DA rises by 50 percent.

Special Allowance to Chief Safety Officers/Safety Officers

8.17.113 This allowance is granted to Senior Supervisors of workshop cadre (whether working in workshop or PCO) in Indian Railways, when they are deputed as Chief Safety Officers/Safety Officers. The existing rate is 7.5 percent of Basic Pay. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.114 In line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, it is **recommended that this allowance should, henceforth, be paid at the rate of 6 percent of Basic Pay.**

Special Duty Allowance (SDA)

8.17.115 Special Duty Allowance (SDA) is granted to attract civilian employees to seek posting in North Eastern and Ladakh regions, in view of the risk and hardship prevailing in these areas. Currently, the rate of SDA is 37.5 percent of Basic Pay for AIS officers and 12.5 percent of Basic Pay for other employees.

8.17.116 There is a vociferous demand from employees (other than AIS officers) posted in these areas for parity with AIS officers.

Analysis and Recommendations

8.17.117 The Commission is of the view that AIS officers are allotted cadres, irrespective of their choice, and they are required to work in these cadres for considerable periods of time. As such, a higher rate of SDA for them is justified.

8.17.118 Accordingly, in line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, **SDA for AIS officers should be paid at the rate of 30 percent of Basic Pay and for other civilian employees at the rate of 10 percent of Basic Pay.**

Special Incident/ Investigation/ Security Allowance

8.17.119 This allowance is provided to personnel of special security forces, both as compensation for risk and hardship as well as an incentive to attract talent. The present structure of these allowances is as under:

Granted to personnel of	Present Rate
SPG (Operational Staff)	50% of (BP+DA)
SPG (Non-Operational Staff)	25% of (BP+DA)
NSG	25% of (BP+DA)
NIA (Executive Staff)	25% of (BP+DA)
NIA (Non-Executive Staff)	15% of (BP+DA)
CBI (Officers up to the level of SP)	25% of BP
CBI (Officers of the rank DIG and above)	15% of BP
CBI (Non-Executive Cadres)	15% of BP
IB	15% of BP
RAF of CRPF	10% of BP

8.17.120 There are demands to rationalize the entire structure of this allowance. A proposal for extending this allowance at the rate of 25 percent of Basic+DA to personnel of Parliament Duty Group has also been forwarded to the Commission by the Ministry of Home Affairs.

Analysis and Recommendations

8.17.121 The Commission notes that these allowances were started at different points in time. There are varying rates that need to be rationalized. After due discussions with various stakeholders, **the following structure of Special Security Allowances is recommended:**

Granted to Personnel of	Recommended Rate
NSG	40% of Basic Pay
SPG (Operational Staff)	
SPG (Non-Operational Staff)	20% of Basic Pay
IB	
CBI	
NIA	
Parliament Duty Group (PDG)	10% of Basic Pay
RAF (CRPF)	

8.17.122 The rationalized structure will be applicable only to those employees who were already in receipt of the allowance, except in case of PDG employees. **No new categories of staff in other organizations may be made eligible for the grant of this allowance based on**

these recommendations. No Deputation (Duty) Allowance will be applicable along with this allowance.

Special NCRB Pay

8.17.123 Special NCRB Pay is granted to Assistant Director in C&S division and Deputy Superintendent (Finger Print) in Central Finger Print Bureau of National Crime Records Bureau, on the premise that the feeder posts of both the above mentioned posts lie in the same GP which is an anomaly. A proposal to upgrade the post of Assistant Director to GP 7600 and that of Deputy Superintendent (Finger Print) to GP 5400 (PB-3) has been sent to VII CPC. Until then, the Bureau has itself taken steps to sort out this “pay anomaly” by providing this allowance of ₹800 pm.

Analysis and Recommendations

8.17.124 The merger of certain V CPC pay scales by the VI CPC, led to similar situations in many cadres in which some posts and their feeder posts came to be in the same GP. The resolution to this has not been in the form of any such allowance. In fact, in many such cases there has been no resolution, as we have seen in the memoranda received. In this context, the presumption by NCRB that this constitutes an “anomaly,” to be “rectified” through an allowance is incorrect. Hence it is **recommended that this pay should be immediately stopped.**

Special Scientists’ Pay

8.17.125 Special Scientists’ Pay, at a rate of ₹4,000 pm, is granted to Scientists/Engineers H with GP 10000 because it was felt that the pay scale accorded to them by the V CPC was not commensurate with their status and was adversely affecting their morale. No demands have been received regarding this pay.

Analysis and Recommendations

8.17.126 Since the V CPC recommendations, much time has passed and the pay scales of all employees have been revised upwards. There is no rationale for the continuation of this allowance. Hence, it is **recommended that this allowance be abolished.**

Specialist Allowance

8.17.127 This allowance is paid to specialist medical officers in Defence Services when posted to fill vacancies of specialists in the medical establishment. The present rates are as under:

Graded Specialist	₹2400 pm
Classified Specialist	₹3000 pm
Consultant/Advisor/Professor	₹3600 pm

8.17.128 There are demands to raise the amount of this allowance four-fold.

Analysis and Recommendations

8.17.129 **The rate of the allowance should be increased by a factor of 1.5.** The rate shall further increase by 25 percent each time DA increases by 50 percent.

Spectacle Allowance

8.17.130 Spectacles are issued free to those Defence Forces personnel in whose case impairment of vision is either attributable to service or their sight is so defective that it interferes with their efficiency. When spectacles are not issued, reimbursement is permitted in the form of Spectacle Allowance, at the following rates:

For spectacles with normal lenses	₹130
For spectacles with bifocal lenses	₹250

8.17.131 There are demands that the Spectacle Allowance should be abolished and adequately compensated in Composite Personal Maintenance Allowance.

Analysis and Recommendations

8.17.132 The amount of this allowance is meagre. Hence, it is **recommended that this allowance should be abolished.**

Split Duty Allowance

8.17.133 This allowance is payable to Sweepers and Farashes in the Central Secretariat/allied offices performing split duties where the break in between the shift is at least two hours and who have not been provided residential accommodation within 1 Km. of the office premises. The existing rate is ₹300 pm. There are demands to raise this allowance to ₹2,000 pm.

Analysis and Recommendations

8.17.134 It is **recommended that the allowance should be increased by a factor of 1.5 to ₹450 pm.** The rate will further rise by 25 percent each time DA rises by 50 percent.

Study Allowance

8.17.135 Study Allowance, ranging from 1 to 2.75 Pound (Sterling) per day, is granted to a government servant who has been granted study leave for studies outside India, for the period spent in prosecuting a definite course of study at a recognized institution or in any definite tour of inspection of any special class of work as well as for the period covered by the examination at the end of the course of study. This allowance has been referred by the government to VII CPC for consideration.

Analysis and Recommendations

8.17.136 The rate of this allowance is meagre and not revised since 1972. Accordingly, it is **recommended that the allowance should be abolished.**

Subsistence Allowance

8.17.137 Subsistence Allowance is payable to an employee under suspension or deemed to have been placed under suspension. No demands have been received regarding this allowance.

Analysis and Recommendations

8.17.138 Payment of Subsistence Allowance is as per CCS (CCA) rules. **Status Quo is recommended.**

Training Stipend

8.17.139 Non Gazetted Officers of Delhi Police, while undergoing training, are entitled for Training Stipend at the rate of ₹80 pm.

Analysis and Recommendations

8.17.140 The stipend is meagre. Hence, it is **recommended that Training Stipend should be done away with.**

Vigilance Allowance

8.17.141 A Vigilance Allowance of ₹2,500 pm is granted to Vigilance Inspectors in Indian Railways to attract experienced and talented staff.

Analysis and Recommendations

8.17.142 The Commission took note of two aspects regarding this allowance:

- a. This allowance is paid only in Railways while there are posts of Vigilance Inspectors under other ministries as well.
- b. No supporting evidence has been submitted by the Ministry of Railways to show that
 - i. Employees were unwilling to join the vigilance organization before the commencement of this allowance, and
 - ii. The position has improved after this allowance was introduced.

8.17.143 In such a situation, the **Commission recommends abolishing this allowance.**