

**FIXATION OF NON TEACHING STAFF STRENGTH IN AIDED HOMOEOPATHIC
MEDICAL COLLEGES**

**A WORKLOAD ANALYSIS REPORT BY PERSONNEL & ADMINISTRATIVE
REFORMS (AR3) DEPARTMENT**

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A WORKLOAD ANALYSIS REPORT
ON
FIXATION OF NON TEACHING STAFF STRENGTH IN AIDED HOMOEOPATHIC
MEDICAL COLLEGES

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CHAPTER 1

EXECUTIVE SUMMARY

1.1 Introduction

There are five Homoeopathic Medical Colleges in Kerala. Out of these colleges, two are Government colleges and the remaining are run by private managements. In late 1995, Government decided to introduce 'direct payment system' in private colleges and since then these colleges have been functioning by virtue of the financial backing from the Government. Though these private colleges are identical in all respects, staff pattern especially of non-teaching staff, provided were not uniform. This gave rise to lot of litigations. Vide G O (Ms) No. 99/2013/H & FWD dated 22.03.2013, Government ordered a unified staff structure for the private colleges, but it was later quashed by the High Court of Kerala in judgment dated 26/07/2016 in W P (C) No. 2686/2014 filed by the Chairman, ANSS Homoeopathic Medical College, Kurichi. In these circumstance, Government in AYUSH Department has entrusted Personnel & Administrative Reforms (AR3) Department to conduct a work study for fixing the non-teaching staff strength in private Homoeopathic Medical Colleges in Kerala with reference to the non-teaching staff strength in Government Homoeopathic Medical Colleges and all other factors that influences the workload of non-teaching staff.

1.2 Background

As per G.O. (Ms) 511/95/H&FWD dated 10.11.1995, orders were issued by the Government in Health and Family Welfare Department proclaiming that the system of direct payment will be introduced in the following three private Homoeopathic Colleges in the State, subject to the conditions stipulated hereunder :

1. Athurasramam Nair Service Society Homeopathic Medical College, Kurichy, Kottayam
2. Dr. Padiar Memorial Homoeopathic Medical College, Chottanikara.
3. Sree Vidyadhiraja Homoeopathic Medical College, Nemom.

Conditions

1. Direct payment of salary will take effect from 01.11.1995
2. All these private medical colleges will enter in to agreements with the Government to the effect that in respect of appointment of staff and enrolment of students, they will abide by terms and conditions similar to those adopted in respect of private Engineering Colleges in the State.
3. Dr. Padiyar Memorial Homeopathic College will not claim any special rights of a Minority Institutions or of a self-financing institution.
4. Sree Vidyadhiraja Homeopathic College shall obtain recognition from University of Kerala as a Precondition for implementation of the direct payment system"

Subject to the terms and conditions agreed between the Government and the management of Athurasramam Homoeopathic Medical College, Kurichi, the college was brought under 'direct payment system' with effect from 01.11.1995. As per '**direct payment system**', the Government shall disburse salary and allowances due to the teaching and non-teaching staff directly through the Principal of the institution subject to the satisfactory observance of the terms and conditions that are binding on the management of the educational agency. Followed by Athurasramam Homoeopathic Medical College, Governing body of Dr. Padiar Memorial Homoeopathic Medical College, Chottanikkara and Sree Vidyadhiraja Homoeopathic Medical College, Nemom had executed agreements with the Government and as a result 'direct payment system' was introduced in these colleges.

Non-teaching staff posts sanctioned to the three colleges by the Government for inclusion in the 'direct payment system' were not uniform, though the works in each colleges are identical both in qualitatively and in quantitatively. As per the judgment dated 03.01.2012 of the High Court of Kerala in W P(C) No. 26017/2010 and connected cases, the Government was required to set norms for fixing the non-teaching staff strength of private Homoeopathic Medical Colleges after considering the establishment structure of individual medical colleges and on comparison with the establishment structure of Government Medical Colleges. Complying with

the judgment, Health & Family Welfare Department issued G O (Ms) No. 99/2013/H & FWD dated 22.03.2013. As per the order a uniform pattern of non-teaching staff strength was introduced for private colleges, which entitles an aided college to have 16 posts of non-teaching staff. The said order was passed by the Government as a policy decision after placing the matter before the Council of Ministers. Government have issued such an order after reaching a conclusion that the existing posts available in all the three private Homoeopathic Medical Colleges were more than what is required.

Challenging G O (Ms) No. 99/2013/H & FWD dated 22.03.2013, Chairman, ANSS Homoeopathic Medical College, Kottayam filed W P (C) No. 2686/2014 before the High Court of Kerala. As per the judgment dated 26/07/2016, the Court quashed the impugned G.O and directed the Government to pass fresh orders after hearing the petitioner. The Court observed that there is no material to support the conclusion that the existing non-teaching staff strength in private Medical Colleges are more than what is required. The Court directed the Government to evolve a criteria for determining the strength of non-teaching staff in each individual college on comparison with the staff strength fixed for the Government Homoeopathic Medical Colleges. Relevant portion of the judgment regarding the framing of an aforementioned criteria is quoted below:

"I accordingly, quash Ext P7 order, and direct the 1st respondent to pass fresh orders in the matter, after taking note of the CCH Regulations and the stipulations therein, with regard to the sanctioning of posts in the non-teaching category, the posts in the non-teaching category that were sanctioned to the various Aided Homeopathic Medical Colleges in the State while entering into the direct payment agreement with them, and the infrastructural facility and consequent requirement of non-teaching staff to discharge the administrative duties in the respective Colleges, and evolve a criteria for determining the staff strength of non-teaching staff in each individual College. While evolving such criteria, the Government could also consider the staff strength fixed for the Government Homeopathic Medical

College as against the facilities and infrastructure available in the said College, for the purposes of comparison”.

A meeting with all private College Managements and the Principal & Controlling Officer was convened by the Principal Secretary, AYUSH Department on 08.12.2017 to discuss the matter of staff pattern of non-teaching staff in private colleges. In the meeting representatives of the three private colleges had suggested that a common non-teaching staff pattern is to be implemented in private colleges. A decision was taken to assess the work load of non-teaching staff in private Medical Colleges with reference to the workload of non-teaching staff in Government Homoeopathic Medical Colleges for framing a unified staff pattern. Accordingly Personnel & Administrative Reforms Department has been entrusted to perform a work study in this regard vide Govt. Ir No. B2/239/2016/AYUSH dated 11.04.2018. On 26.06.2018, an introductory meeting was held with Principal & Controlling Officer, Government Homoeo Medical College, Thiruvananthapuram.

1.3 Scope of the study

Scope of the study is as specified in Govt. Ir No. B2/239/2016/AYUSH dated 11.04.2018 at Annexure A. Government issued G O (Ms) No. 99/2013/H & FWD dated 22.03.2013 fixing the non-teaching staff strength in private colleges as a policy decision. It was later quashed by the High Court and now the Government has decided to revise the staff strength on the basis of a scientific workload assessment. Scope of the study is purely concerned or limited to the assessment of workload of non-teaching staff in private Homoeopathic Medical Colleges and not involves the assessment of workload of non-teaching staff in Hospitals attached to the private Homoeopathic Medical Colleges.

1.4 Purpose of the Study

Evolving a uniform non-teaching staff pattern applicable to all private Homoeopathic Medical Colleges in Kerala with reference to the non-teaching staff pattern in Government Homoeopathic Medical Colleges. A comparative study on the infrastructure facilities available for both set of colleges is also warranted for the purpose.

1.5 Objectives of the Study

1. Ensure effective man power planning
2. To decide the required man power to do a job
3. Finding out the shortage as well as surplus staffing

1.6 Methodology

Non-teaching staff posts in Homoeopathic Colleges are classified in to three, viz. technical posts, administrative posts and part time contingent posts. Allotment of technical staff posts and part time contingent posts are governed by Homoeopathy Central Council (Minimum Standards) Regulations and the allotment of administrative posts is in accordance with the objectives of 'direct payment system'. Direct payment system ensures increased accountability and transparency in dealing with financial matters. The fundamentals of the study are the following:

Role of non-teaching staff - Non-teaching staff perform a vital role in ensuring the smooth operation of colleges. They give consistency to the daily operation of the colleges and crucial in fulfilling the objectives of the college. They are being engaged in administration, planning and implementation. Their inputs and opinions are also valuable for academic planning.

Promotion avenues – Better promotion opportunities need to be provided to the non-teaching staff as a matter of natural justice.

The Study Team worked out the factors that determine the workload of non-teaching staff. They are as follows:

Factors determining the strength of administrative staff

1. Intake capacity of students
2. Number of teaching staff
3. Number of non-teaching staff
4. Number of admissions per year
5. Number of yearly projects planned for the development of the college
6. Number of examinations conducted in an academic year
7. Extracurricular activities planned for an academic year

Factors deciding the workload of Librarian & Library Assistant

- a. Volume of books and journals
- b. Average number of books lent out per day in an academic year
- c. Average number of students and teachers visits the library per day in an academic year
- d. Daily average of students and teachers visits the library in an academic year exclusively for referencing

Factors determining the workload of laboratory staff

- A. Total practical hours in a week
- B. Number of students performing practical hours in a week
- C. Number of apparatus to be cleaned after practical hours
- D. Quantity of chemicals and reagents prepared on a weekly basis
- E. Quantity of specimen collected for practical in an academic year
- F. Number of specimens preserved in museums

Factors determining the workload of Office Attendants

- I. Number of treasury / bank duty performed during a month
- II. Number of correspondence, memorandum, records, and other documents delivered during a month
- III. Number of class rooms, laboratories, office rooms etc. and the availability of other infrastructure such as fax machine and photocopier

The Study Team adopted the work measurement technique 'Analytical Estimating' as the principal source of study in order to find out the standard time for executing a specified job by a qualified worker at a given quality. All staff have been given data sheets and requested to state each task they were required to perform and the time spent on each task. The steps / procedures involved in Analytical Estimating are as follows:

1. Find out / understand the standard procedure to do the job.
2. Break the job in to its elements
3. Select the time values for each elements
4. Find out the annual count of each job/ work allotted

By virtue of analytical estimating, standard time required for completing each task will be found out and the annual workload will be quantified. Thus

the total time spent by an employee in an year for performing each task assigned to him will be arrived. It is called the 'Annual Man – hours'. 15% fatigue allowance excluding non – file works will be provided to the Annual Man –hours. The accepted principle is that a government employee should work 1700 hours in a year and the figure is considered as Annual Standard Man - hours. Man Power Index is calculated by:

$$\text{Man Power Index} = \frac{\text{Total Annual Man - hours}}{\text{Annual standard Man - hours}}$$

Secondary Sources of study have been interviews and discussions with the college staff.

CHAPTER 2

DIRECT PAYMENT SYSTEM AND THE HOSPITALS ATTACHED TO THE AIDED HOMOEOPATHIC MEDICAL COLLEGES

2.1 Introduction

On course of the study, Managements of Dr. Padiar Memorial Homoeopathic College and Sree Vidyadhiraja Homoeopathic College have requested that the area of study should include the fixation of non – teaching staff strength in hospital attached to the college. With respect to Padiar College, there is 16 sanctioned posts exclusively for the Hospital. Regarding Sree Vidyadhiraja College, claim of the management is that out of the 48 posts presently sanctioned to the College, 23 posts are yet to be categorised and also it has not been specified whether the 23 posts are exclusively for the hospital. As no posts are sanctioned to the hospital to the ANSS College, they have not demanded to include the case of the hospital in the area of study.

2.2 Direct Payment System – Notable Points

The Study Team felt that it is important to mention the following facts about the 'direct payment system' and Hospitals attached to the aided Colleges: While framing the agreement, Government excluded the hospital attached to the college from the purview of 'direct payment system' on the ground that being a source of revenue, the hospital does not need the financial aid from the Government for its proper functioning. It is evident from the agreement that there is no express provision regarding a unified fee structure applicable to the hospitals attached to private Colleges for various services offered by them and how the revenue generated is being treated. With respect to the colleges, there is specific provision in the agreement to remit the fees collected from the students in Government account.

Later, exclusion of hospitals from the purview of 'direct payment system' had become a cause of dispute. Before introducing 'direct payment system', private colleges and the hospitals attached were part of a single establishment. Clerical staff and cleaning staff had to work both in colleges and in hospitals. With the introduction of 'direct payment system', controlling authority of colleges have been changed and the method of functioning

have been in accordance with the Government norms. This led to the redefining of duties of staff and their classification into two categories namely college staff and hospital staff. The staff, who were given placement in hospital were paid by the management by means of revenue generated from the hospital and they became frustrated owing to their non-inclusion in 'direct payment system'.

It is noteworthy to be pointed out that the clauses in the agreement executed between the Government and the Managements envisages the obligations that binds on both parties pertaining to the functioning of College and not about the functioning of hospital attached to the college. Notable terms and conditions stipulated in the agreement with respect to the admission of students, appointment of staff, collection of fees and payment of salary and allowances to the staff are as follows:

1. Admission of students

Admission to the courses against 85% of the sanctioned strength will be made by the Government. Remaining 15% of the admissions will be made by the Educational Agency from a list of eligible candidates prepared by the Controller of Examinations on the basis of entrance exam.

2. Appointment of staff

There should be separate selection committees for each of the category of staff i.e. teaching staff and non-teaching staff. Apart from two representatives of the educational agency and the Principal of the institution, the selection committee for teaching staff would include the Principal, Government Homoeo College, Trivandrum and one representative each from the Health University, Central Council of Homoeopathy and the Government in Health Department.

3. Collection of fees

Collection of fees should be at the rates prescribed by the Government / University from time to time. Tuition fee including fines, admission fee and re - admission fee should be remitted to the credit of the Government. Special fees collected on the rates prescribed by the Government should be remitted in the P D account opened in the

name of the Principal at the nearest treasury. The special fees could be used only for the intended purpose and not for any other purpose.

4. Payment of salary and allowances

The Government shall disburse salary and allowances due to the teaching and non-teaching staff directly through the Principal of the institution.

The agreement speaks about the case of teaching and non-teaching staff of the college. Nothing has been mentioned about the hospital including the treatment of revenue generated from the hospital. Revenue generated in hospitals attached to the Homoeopathic Colleges except ANSS College is enlisted in the below table:

Hospital collection for the financial year 2017-18

College	Number of out - patients for 2017	Revenue generated
Padiar college	83560	40,49,890
SVRHMC	68336	6,55,930
GHMC, TVM	110633	23,16,500
GHMC, KKD	149565	19607

(From the table, it can be seen that the fees charged for various services offered by the college hospitals are not uniform)

Private college authorities pointed out that though there is provision in the agreement to allot grants for meeting contingent expenditure, maintenance of the building and for library and laboratory, grants has not been provided by the Government for a few years. Revenue generated from the hospital is being utilised for the aforesaid purposes.

2.3 Litigations regarding the introduction of 'direct payment system' in Hospitals attached to Private Homoeopathic Medical Colleges

One institution but dual payment system is the problem that cause unrest among the staff. Numerous writ petitions have been filed before the High Court by the staff of private colleges in this regard. In Sree Vidhyadiraja Homoeo College and Padiar Homoeo College, hospital staff who are working under court order are 17 & 9 respectively. Regarding the litigations, we noted the following:

1. As regards Padiar College, the Governing Body of the college decided to introduce the 'direct payment system' on 30.12.1998. At that time, number of non-teaching staff is reported to have been 20. Before signing the agreement regarding 'direct payment system' the management made a whopping number of 45 fresh appointments in the category of non-teaching staff by the letter dated 02.01.1999, despite the CCH norms are salient about the appointment of administrative staff in college. On 24.01.2000, an agreement was executed between the Government of Kerala and the Governing Body of the College for bringing the college under the 'direct payment system' w.e.f. 01.01.2000.
2. Regarding Sree Vidyadhiraja Homoeopathic Medical College, the college remained closed for 11 years from 1990-2001. Majority of the appointments were made by the Management on the backdrops of 'direct payment system', which was introduced with effect from 01.09.2002.

Naveena Prabhu and 10 others who are working in the category of non-teaching staff in Dr. Padiar Memorial Homoeopathic Medical College, Chottanikkara filed O P No. 25592/2000 before the Honourable High Court of Kerala praying for orders to include them under 'direct payment system'. Their plea is on the ground that the non-teaching posts already included in the 'direct payment system' is below the required number as per the Homoeopathy (Minimum Standards of Education) Regulations 1983. The Original Petition was allowed with direction to the Government to grant eligible benefits to the petitioners. Challenging the judgment of the learned single judge, Government filed Writ Appeal No. 1530 & 1666 of 2004 before the Division Bench. The Division Bench dismissed the writ appeals by the judgment dated 17.06.2005 and fully upheld the judgment of the learned single judge. Reference was given to an identical case in Writ Appeal No. 189/2005 (judgment dated 03.06.2005) filed by the Government where same relief had been given to the teaching staff of Padiar College on the ground that the teaching staff in Padiar Memorial College were much below the

required strength and the existing teaching staff are qualified. The Court observed that the case of the non-teaching staff is more meritorious.

Challenging the judgment dated 17.06.2005 of the High Court, Government filed SLP (C) No. 19951-19952 before the Supreme Court. The Honourable Apex Court observed that there is merit in the contentions of the Government and accordingly SLP (C) had been allowed. Paragraphs 11-13 of the judgment is reproduced herein below:

"The aforesaid order (G.O.(Rt) 517/2001/H&FWD dated 20.3.2001), therefore, makes it crystal clear that while introducing the direct payment system by the Government in respect of Padiar Medical College, such benefit was extended to the members of the staff of the college whereas the staff of the hospital attached to the college was specifically excluded from the applicability of the aforesaid benefit. This order was never challenged by any of the respondents herein since such benefit of direct payment system was not extended to the staff of the hospital attached to the college. They did not acquire any status and consequently they acquired no right being specifically excluded from the benefit thereof. The decision of the Government to exclude the staff of the hospital attached to the college from the purview of the aforesaid orders was made specifically stating that direct payment system is not introduced by the Government so far as college hospital is concerned. The same being a policy decision of the Government and having not been challenged as either arbitrary or discriminatory at any stage by the respondents, thus we are not called upon to scrutinize the legality and validity of the aforesaid decision. Besides, the same being a policy decision of the Government, the same stands as this Court generally does not interfere with the policy decision of the Government.

It was one of the contentions of the respondents that the nature of duties and responsibilities of the teaching staff of the college and the staff of the hospital being the same there can be no discrimination so far as the staff of the hospital is concerned. It is true that the teaching staff of the college as also non-teaching staff are being given the benefit of direct payment

system but that itself would not entitle or make the staff of the hospital eligible to claim the said benefit.

Our attention could not be drawn to the fact that there is any assessment by any authority with regard to the nature of duties and responsibilities discharged by the teaching and non-teaching staff of the college vis-à-vis the staff of the hospital. Without going into the technicalities, it could also be said that nature of duties and responsibilities in the college would be distinctly different and separate from that of the duties and responsibilities of the staff in the hospital attached to the college. This Court also cannot issue any direction for over inclusion of the staff as it involves financial implications".

The policy decision of the Government not to bring the hospitals attached to the private colleges under 'direct payment system' has not been reversed so far. As far as the hospital attached to private colleges has not been incorporated under 'direct payment system', the question of fixing the non-teaching staff strength therein stands irrelevant.

CHAPTER 3

AIDED HOMOEOPATHIC MEDICAL COLLEGES- AN OVERVIEW

3.1 Athurasramam NSS Homoeopathic Medical College

Athurasramam NSS Homoeopathic Medical College, Sachivothamapuram established in the year 1958. BHMS Course has been introduced in the year 1983. The college came under the direct payment system with effect from 01.11.1995. As per G O (Ms) No. 235/97/H & FWD dated 12.08.1997, non-teaching staff strength has been fixed at 17. As per G O (Ms) No. 97/2012/H & FWD dated 24.03.2012, 8 posts of non-teaching staff has been sanctioned by the Government followed by the judgment dated 10.03.2011 of the High Court of Kerala in W P (C) No. 25765/2008. Details of non-teaching staff is given under the table:

3.2 Non- teaching staff posts created vide G O (Ms) No. 235/97/H & FWD dated 12.08.1997

Sl No.	Name of post	No. of post
1	Head Clerk	1
2	Lower Division Clerk	5
3	Clerk cum Typist	1
4	Attender	3
5	Lab Attender	2
6	Peon	1
7	Sweeper	2
8	Watcher	1
9	Driver	1
Total		17

3.3 Non- teaching staff posts created vide G O (Ms) No. 97/2012/H & FWD dated 24.03.2012

Sl No.	Name of post	No. of post
1	Librarian Grade IV	1
2	Library Assistant	4
3	Lab Technician	2
4	Museum Curator	1
Total		8

3.4 Shree Vidyadhiraja Homoeopathic Medical College, Nemom

Sree Vidyadhiraja Homoeopathic Medical College, Nemom, which had been remained closed for 11 years from 1990-2001 has been brought under the Direct Payment System with effect from 01.09.2002 by virtue of the agreement executed between the Government and the Educational Agency. As per G O (Ms) No. 203/2006/H & FWD dated 22.09.2006, orders were issued fixing the non-teaching staff strength of the college. Approved non – teaching staff pattern is shown below:

Sl No.	Name of post	No. of post
1	Junior Superintendent	1
2	Lower Division Clerk	6
3	L D Typist	2
4	Laboratory Technician	2
5	Librarian Grade IV	1
6	Library Assistant	1
7	Specimen Collector	2
8	Lab Attender	2
9	Driver	1
10	Watcher	2
11	Peon	2
12	Sweeper/ Cleaner (part time)	3
Total		25

Later Government found that non-teaching staff are working in excess of the sanctioned strength. As per G O (Ms) No. 346/2008/ H & FWD dated 09.07.2008, appointments made by the management beyond the sanctioned strength have been declared surplus. It was also declared that the persons working in the posts so held as excess (26 Nos) will be absorbed in future vacancies. By the same G O, Government revised the staff pattern by which the strength of non-teaching staff was fixed as 26, adding one post of Laboratory Assistant to the already sanctioned posts enlisted in the above table. 26 numbers of non-teaching staff, who were denied inclusion in direct payment system due to the reason that they were appointed by the management without observing the principles of the agreement, had approached the Government. Many of them also filed writ petitions before the High Court. On 31.08.2011, the then Chief Minister convened a meeting

to find an amicable solution for the situation. It was decided to create more non-teaching posts in order to accommodate the ousted staff subject to a limit that the total number of non-teaching staff should not exceed 48. Accordingly, as per G O (Ms) No. 213/2012/H & FWD dated 07.07.2012, 23 non-teaching posts were created as per which the strength of non-teaching staff hit the maximum of 48. It was clearly mentioned in the G O that the post creation is not final since the normative entitlement of non-teaching staff in accordance with university statute and the judgment dated 03.01.2012 of the H C in W P (C) No. 26017/2010 is under process. As the additional posts are purely for accommodating the retrenched staff, it has not been specified in the G O as to whether these posts were created for the college establishment or hospital establishment. The duty to categorize the additional posts has to be done by the Controlling Officer. But before completing the process, normative entitlement of teaching staff ordered vide G O (Ms) No. 99/2013/H & FWD dated 22.03.2013 has come into existence. On 22.05.2015, the management of the college submitted a list contains 48 non-teaching staff for the approval of Government. **It is seen that the management accommodated the hospital staff in the 23 additional posts.**

3.5 Dr. Padiar Memorial Homoeopathic Medical College, Chottanikkara

Dr. Padiar Memorial Homoeopathic Medical College, Chottanikkara established in the year 1920 and governed by its Board of Trustees. On 30.12.1998, a decision, in consultation with the Government of Kerala, was taken by the management of the college to introduce the 'direct payment system'. At that time there were only 31 teaching staff and 20 non-teaching staff. Followed by the decision, the management made fresh appointments to the tune of 45 non-teaching staff and 21 teaching staff by letter dated 02.01.1999. On 24.01.2000, an agreement was executed between the Government of Kerala and the Governing Body of the College for bringing the said college under the 'direct payment system' w.e.f. 01.01.2000.

In G.O. (MS) No. 100/2000/H&FWD dated 25.4.2000, Government stipulated that until fixation of staff strength, the members of the staff in Padiar Medical College would be paid salary and allowance at the approved rate at which

they were drawing their pay for the month of December 1999. In G.O (Rt) 517/2001/H&FWD dated 20.03.2001, Government made it clear that the order would not be applicable to the staff of the hospital attached to the college as the 'direct payment system' has not been introduced in the college hospital. As per G O (Ms) No. 99/02/H & FWD dated 25.04.2002, Government approved the staff strength, as per which the non-teaching staff strength in Padiar college was fixed at 50. Non-teaching posts are listed in the below table:

3.6 Non-teaching posts for the college

Sl No.	Name of post	No. of post
1	Clerk	10
2	Typist	3
3	Librarian Grade IV	1
4	Lab Attender	2
5	Office Attender	1
6	Peon	7
7	Attender cum Peon	5
8	Driver	1
9	Mortuary Attender	1
10	Sweeper / Cleaner	3
	TOTAL	34

3.7 Non-teaching posts for the hospital attached to the college

Sl No.	Name of post	No. of post
1	Nurse Grade II	1
2	Nursing Assistant	2
3	Pharmacist	1
4	L D Clerk	1
5	L D Typist	1
6	Peon	1
7	Store Keeper	1
8	Receptionist	1
9	Watcher	2
10	Sweeper / Cleaner	4
11	Cook	1
	TOTAL	16

3.8 Temporarily created non-teaching posts for the hospital in order to include the excess staff under direct payment system followed by Court order

Sl No.	Name of post	No. of post
1	LD Clerk	6
2	Pharmacist	2
3	Medical Officer	1
	TOTAL	9

The above posts have been included under direct payment system vide G.O (Rt) No. 195/2016/AYUSH dated 11.05.2016. The G.O was issued in compliance with the judgment dated 30.10.2015 in WP (C) No. 606/2013.

CHAPTER 4
NON – TEACHING STAFF POSTS IN HOMOEOPATHIC MEDICAL
COLLEGES – A COMPARISON

4.1 Introduction

Non-teaching staff posts in Homoeopathic Medical Colleges are classified in to three namely technical posts, administrative posts and part time contingent posts. Allotment of posts in aided colleges is governed by Homoeopathy Central Council (Minimum Standards) Regulations and the principles of 'direct payment system'.

4.2 Non-teaching staff pattern required for a college as per Homoeopathy Central Council (Minimum Standards) Regulations 2013.

Sl No.	Name of post	No. of post	Department
1	Laboratory	1	Pathology & Microbiology
	Technician	1	Physiology & Bio chemistry
2	Laboratory	1	Anatomy
	Attendant	1	Homoeopathic Pharmacy
		1	Pathology & Microbiology
		1	Physiology & Bio chemistry
3	Librarian	1	
4	Library Assistant	1*	
5	Watcher	Not specified	
6	Driver	"	
7	Sanitary Worker	"	

* For sanctioning one post of Library Assistant, at least 50 admissions is required per academic year

In addition to the staff prescribed as above, the college shall provide adequate supportive staff in each of the faculty, laboratory, library, and museum. The watch and ward duty, transport and sanitation shall be provided by the college from outsourcing or by appointment as the case may be.

4.3 Distribution of non-teaching staff posts among the five homoeopathic medical colleges

Sl No.	Name of post	No. of sanctioned posts				
		ANSSHMC	SVRHMC	Padiar HMC	GHMC, TVPM	GHMC, KKD
1	Administrative Officer	-	-	-	1	-
2	Accounts Officer	-	-	-	1	-
3	Senior Superintendent	-	-	-	1	1
4	Junior Superintendent	-	1	-	1	1
5	Head Clerk	1	-	-	1	1
6	Clerk	5	6	10	12	8+2*
7	Librarian Grade IV	1	1	1	1	1
8	Confidential Asst.	-	-	-	1	-
9	Clerk cum Typist	1	-	-	-	-
10	L D Typist	-	2	3	3	2
11	Museum Curator	1	-	-	-	-
12	Lab Technician	2	2	-	3	2
13	Library Assistant	4	1	-	1	1
14	Clerical Assistant	-	-	-	-	1
15	Lab Assistant	2	2	2	4	5
16	Attender	3	-	6	-	5
17	Driver	1	1	1	1	1
18	Office Attendant	1	2	7	5	4
19	Specimen collector	-	2	-	2	2
20	Watcher	1	2	-	3	3
21	Sanitation Worker	-	-	-	2	2
22	Sweeper cum Cleaner	-	-	-	4	-
23	Sweeper	2	-	2	-	3
24	Cleaner	-	-	1	2*	2
25	Part Time Sweeper	-	3	-	-	1
26	Mortuary Technician	-	-	-	1	-
27	Mortuary Attender	-	-	1	1	-
28	House Keeper	-	-	-	-	1
29	Radiographer	-	-	-	-	1
30	Dark Room Assistant	-	-	-	-	1
31	X ray Technician	-	-	-	-	1
32	ECG Technician	-	-	-	-	1
	Total	25	25	34	51	53

- Two posts of Clerk in Government College, Kozhikode and one post of Cleaner in Govt. College, Thiruvananthapuram are supernumerary

On comparison of the non-teaching posts sanctioned to the five homoeopathic medical colleges with the CCH norms, the following points are noted:

1. 7 class of non-teaching staff posts have been allowed in homoeopathic medical colleges as per Homoeopathy Central Council (Minimum Standards) Regulations, but 32 class of non-teaching staff posts have been existing there.
2. The following posts, which are actually required exclusively for hospital are get included in the staff pattern of certain colleges:
Mortuary Technician
Mortuary Attender
X ray Technician
Radiographer
Dark Room Assistant
ECG Technician
3. Government Homoeopathic Medical College, Thiruvananthapuram presently functions as the Directorate of Homoeopathic Medical Education. Hence there is sanctioned posts of Administrative Assistant and Accounts Officer.
4. The post of Museum Curator is sanctioned only in ANSS College.
5. 4 posts of Library Assistant is sanctioned in ANSS College, where as other colleges have only one post of Library Assistant.
6. In every colleges, Clerks accounts for the most number of posts in any of the non-teaching staff category.
7. Padiar College had the highest number of non-teaching staff in the categories of Office Attendant and Attender than any other colleges, which totals 13.

CHAPTER 5

WORKLOAD ANALYSIS

5.1 Introduction

Workload of non-teaching staff in Homoeopathic Medical Colleges primarily depend up on the number of students, number of whole staff and the infrastructure facilities available. For the purpose of analysing the workload, the Study Team opted the work measurement technique 'analytical estimating'. This has been briefed in Chapter 1 under the headline 'Methodology'. A comparison of student strength and staff strength in each homoeopathy medical colleges is shown hereunder:

5.2 Strength of students in various courses offered by the colleges - comparison

Name of College	Under Graduate Courses (BHMS)			Post Graduate Courses (MD - Homoeo)			Certificate Courses (CCP)		
	Admissions per year	Duration in years	Total students	Admissions per year	Duration in years	Total students	Admissions per year	Duration in years	Total
ANSSHMC	50	4.5	200	-	-	-	-	-	-
SVRHMC	50	4.5	200	-	-	-	-	-	-
Dr. Padiar Memorial HMC	50	4.5	200	-	-	-	-	-	-
Govt. HMC, Tvm	50	4.5	200	18	3	54	50	1	50
Govt. HMC, KKD	50	4.5	200	18	3	54	50	1	50

5.3 Strength of students and teaching staff – A consolidation

College	Strength of teaching staff	Students strength	Courses offered	Non-teaching staff strength
ANSSHMC	43	200	BHMS	25
SVRHMC	43	200	BHMS	25
Padiar Memorial HMC	43	200	BHMS	34
Govt. HMC, TVM	51	304	BHMS, MD (Homoeopathy), CCP	51
Govt. HMC, KKD	48	304	BHMS, MD (Homoeopathy), CCP	53

The courses offered by the three aided colleges are same. Intake capacity of students are same. Number of teaching staff are equal. Infrastructure facilities of the three colleges satisfy the minimum standards stipulated in CCH norms. In every respects, private colleges are identical. Therefore, unarguably non-teaching staff strength should be equal.

5.4 Clerks

Homoeopathy Central Council (Minimum Standards) Regulations 2013, inter alia refers the essential number of teaching and non-teaching staff for a homoeopathic college. The administrative matters of the colleges are not part of the regulations. To perform multiple administrative functions primarily of the service matters of staff, students admission and their welfare, filing, maintenance of records, maintenance of property of the college & buildings etc. and to coordinate other activities undertaken by the college, administrative staff are essential. Clerical staff sanctioned to each homoeopathic college is as shown below:

Comparison of clerical posts

College	ANSSHMC	SVRHMC	Padiar HMC	Govt. HMC, TVM	Govt. HMC, KKD
No. of Clerks	5	6	10	12	10

Factors determining the strength of Clerks

1. Intake capacity of students
2. Number of teaching staff
3. Number of non-teaching staff
4. Number of admissions per year
5. Number of yearly projects planned for the development of the college
6. Number of examinations conducted in an academic year

The calculations set out in the below tables are arrived based on the methodology described in Chapter 1 of this report. We set the time values for completing each task after examining and analysing the files, registers, records and other documents.

The following aspects have considerable impact on setting standard time for carrying out each task.

- I. As per the agreement executed between the Government and the educational agency, there must be a selection committee for appointment in the category of non-teaching staff. The selection committee shall consist of a Government representative. No such selection committees has been constituted in any of the private colleges. *Competency of the present staff to perform their respective duties and responsibilities are not tested.*
- II. In private colleges, there is no proper filing system as envisaged in Manual of Office Procedure. This has largely affected the accuracy of data collection.

5.5 ROUTINE WORKS

Sl. No.	Work description	Annual Count	Average time per count (in Minutes)	Total time
1.	Registry of Tapal	1000	3	3000
2.	Carryover of pending files	20	3	60
4.	Docketing	100	5	500
5.	Maintenance of stock file	5	120	600
	Total time			4160

5.6 NON - FILE WORKS

Sl. No.	Work description	Annual Count	Average time per count (in Minutes)	Total time
1	Outside duty (KUHS, PCO office)	25	420	10500
2	Attending visitors	500	5	2500
3	Telephone calls	1000	3	3000
4	Discussion with officers	50	5	250
5	Other non-file works	-	-	900
	Total time			17150

5.7 ESTABLISHMENT WORKS

Sl No.	Work description	Annual count of cases	Average Time per count (in minutes)	Total time
1	SANCTIONING OF			
a	Increment (SB entry)	100	15	1500
b	Promotion (SB entry)	5	15	75
c	Grade Promotion (SB entry)	5	15	75
d	Pension / Revised Pension (pension book entry)	5	15	75
f	IFMA / Specs allowance (SB entry)	5	15	75
2	ADMISSION TO			
i	Gain PF	3	150	450
ii	LIC	3	30	90
iii	Group Insurance	3	60	180
3	APPLICATION FOR CLOSURE OF			
A	GPF	3	240	720
C	LIC	3	180	540
D	SLI	3	180	540
E	Group Insurance	3	180	540
4	EL/HPL/Comm. Leave – Calculation and SB entry			
I	Teaching staff	30 (HPL/CML)	120	3600
II	Non-teaching staff	15 (EL/HPL/CM L)	120	1800
III	Leave Surrender			
IV	Non-teaching staff- calculation	25	150	3750
5	Leave (SB entry)			
a	Medical Leave	5	15	75
b	LWA	5	15	75
6	Loans/ advance			
1	Gain PF Temporary (SB entry)	25	15	375
2	Gain PF NRA (SB entry)	10	15	150
3	Application for sanction for credit purchase of handloom	10	15	150

	cloth			
4	Intimation of co-op recoveries (No. of societies)	2	15	30
9	SANCTION OF			
a	Re-fixation of pay	5	240	1200
b	Preparation of seniority list of teachers (procedures involved)	1	240	240
c	Preparation of Seniority list	1	240	240
d	Representation from the staff	40	120	4800
E	Salary Certificate	25	60	1500
f	Opening of Service Books	3	180	540
	Total time			23385

(Total number of staff is taken as 80)

5.8 BILLS

Establishment bills

Sl. No.	Job	Annual count	No. of beneficiary	Time per count	Total time
a	Pay bills	12	70 (15 min per staff)	1050	12600
b	Bonus Bills	1	10 (15 min per staff)	150	150
c	Festival advance bills	1	50 (20 min per staff)	1000	1000
d	Arrear Bills	2	80 (60 min per staff)	4800	9600
e	Leave surrender (non-teaching staff only)	1	25 (30 min per staff)	750	750
f	Salary of contingent employees	12	10 (20 min per staff)	200	2400
	Total time				26500

(Total number of staff is taken as 80)

Payment of contingent expenses & Purchase

Sl. No.	Item	Annual count	Time per count	Total time
A	Electricity charges	6	30	180
B	Telephone charges	12	30	360
C	Water charges	12	30	360
D	Stamp	4	30	120
E	Office stationery	2	120	240
F	Lab equipments & chemicals	2	240	480
G	Purchase of library books	1	240	240
H	Purchase of furniture	1	120	120
I	Purchase of computer peripherals	1	180	180
J	Maintenance of electronic and electrical items	5	120	600
	Total time			2880

(As no funds are provided by the Government for contingent expenses, maintenance and purchase, bills are not required. Expenses in this regard are met by the management itself)

5.10 ACADEMIC ADMINISTRATION

BHMS admission

SI No.	Work description	Annual count	Average time per count (in minutes)	Total time
i	Admission process through online admission management system (CEE website)	50	120	6000
ii	Admission fee collection	50	30	1500
iii	Registration of candidates & certificate verification through online (KUHS)	50	120	6000
iv	Time spent for other works related to BHMS admission	-	-	1500
	Total time			15000

BHMS Examination

Kerala University of Health Sciences conducts three examinations per academic year for each BHMS batch viz. two semester examinations and one supplementary examination. For the entire BHMS batches, there is a combined total of 18 papers per each examination. In an academic year, there is 54 examination days.

SI No.	Work description	Annual count	No. of batches	Time required per batch	Total time in minutes
I	Exam Registration online (Regular)	2	4	1500	12000
II	Exam Registration online (Supp)	1	4	300	1200
III	Collection of exam fee (Regular)	2	4	250 (5 minutes/ student)	2000
IV	Collection of exam fee (Supplementary)	1	4	50 (5 minutes/ student)	200
V	Condonation of attendance	12 individual cases	4	20	240
VI	Uploading of internal marks, attendance etc. in the web	2	4	6000 (30 minutes/)	12000

SI No.	Work description	Annual count	No. of batches	Time required per batch	Total time in minutes
	application of KUHS (Regular)			student)	
VII	Uploading of internal marks, attendance etc. in the web application of KUHS (Supplementary)	1	4	1200 (30 minutes/ student)	1200
VIII	Downloading hall tickets (Regular)	2	4	1000 (5 minutes/ student)	2000
IX	Downloading hall tickets (Supp)	1	4	200 (5 minutes/ student)	200
X	Question paper downloading	36 (exam days)	-	30	1080
XI	Question paper downloading	18 (exam days)	-	30	540
XII	Sending exam visuals (theory & practical) to KUHS	54 (exam days)	-	20	1080
XIII	Packing and sealing answer papers	54 (exam days)	-	30	1620
XIV	T A and duty certificates to the invigilators	54 (exam days)	-	30	1620
XV	Posting of invigilators for exam duty	54 (exam days)	-	10	540
XVI	Report on used answer papers and absentees	2	4	60	480
XVII	Handover answer paper and students list for practical exam	2	4	30	240
XVIII	Practical exam mark entry (Supplementary)	1	4	300(30 minutes / student)	1200
XIX	Practical exam mark entry (Regular)	2	4	1500 (30 minutes / student)	12000
XX	Time spent for other works related to exams	-	-	-	1500
	Total time				52940

Regular – 50 students/ batch

Supplementary -10 students/ batch

Scholarships

SI No.	Work description	No. of beneficiary per year	Time required per beneficiary	Time in minutes
a	E grants	70	120	8400
b	C H Muhammed koya Scholarship (fresh & renewal)	10	120	1200
c	Merit cum Means	20	120	2400
d	Post metric scholarship for disabled students	2	120	240
e	Centre sector ST scholarship	2	120	240
f	Time spent for scholarship matters other than specified above	-	-	900
	Total time			13380

5.11 FILE WORKS

SI No.	Work description	Procedures involved	Annual count	Time required per count (minutes)	Total Time (minutes)
1	Professional tax	Preparation of notes	2	30	60
		Drafting of letter	2	20	40
2	Income tax	Verification of income tax statement	60	20	1200
		Verification of anticipatory income tax statement	60	20	1200
		Preparation of form 16	60	30	1800
3	TDS filing – Quarterly	Letter drafting	4	20	80
		Drafting of proceedings	4	20	80
		Notes preparation	4	20	80
		Other works	4	60	240
4	Reconciliation of PD accounts	Letter drafting and reconciliation	1	120	120
5	Salary certificate	Drafting of other communication	20	20	400
6	Retirement	Preparation of notes	2	180	360
		Letter drafting	2	60	120
7	NOC passport	Preparation of notes	2	15	30
		Letter drafting	2	20	40
8	Court cases (furnishing necessary information regarding	Preparation of notes	15	30	450
		Letter drafting	25	20	500

SI No.	Work description	Procedures involved	Annual count	Time required per count (minutes)	Total Time (minutes)
	petitioners)				
9	College details	Preparation of notes	1	15	15
		Letter drafting	1	60	60
10	Salary	Preparation of notes	12	30	360
		Letter drafting	12	15	180
		Proceedings	12	20	240
11	Annual college magazine	Preparation of notes	1	20	20
		Letter drafting			
12	Promotion	Preparation of notes	5	30	150
		Letter drafting	5	15	75
		Proceedings	5	30	150
13	Grade promotion	Preparation of notes	5	30	150
		Letter drafting	5	15	75
		Proceedings	5	30	150
14	Pension/ revised pension	Letter drafting	5	15	75
		Notes	5	30	150
15	Medical reimbursement/IF MA	Preparation of notes	10	30	300
		Letter drafting	10	15	150
		Proceedings	10	30	300
		Verification of bills	10	60	600
16	EL /HPL/CML application (Teaching staff)	Preparation of notes	20	10	200
		Letter drafting	20	15	300
		Proceedings	20	20	400
17	EL /HPL/CML application	Preparation of notes	15	10	150
		Letter drafting	15	15	225

SI No.	Work description	Procedures involved	Annual count	Time required per count (minutes)	Total Time (minutes)
	(Teaching staff)	Proceedings	15	20	300
18	Surrender of EL (non-teaching staff)	Preparation of notes	25	10	250
		Letter drafting	25	15	375
		Proceedings	25	20	500
19	LWA	Preparation of notes	5	10	50
		Letter drafting	5	15	75
		Proceedings	5	20	100
20	Gain P F- Temporary advance	Preparation of notes	25	10	250
		Letter drafting	25	15	375
		Proceedings	25	20	500
21	Gain P F - NRA	Preparation of notes	10	10	100
		Letter drafting	10	15	150
		Proceedings	10	20	200
22	Audit Objection	Preparation of notes	1	60	60
		Letter drafting	2	20	40
		Report	1	120	120
23	Seniority list	Preparation of notes & scrutiny	2	90	180
		Letter drafting	2	20	40
		Notice	2	30	60
24	Seniority disputes	Preparation of notes	3	10	30
		Letter drafting	3	20	60
25	Disciplinary proceedings	Preparation of notes	5	10	50
		Memo	3	20	60
26	Tour & clinical visit	Preparation of notes	5	15	75

SI No.	Work description	Procedures involved	Annual count	Time required per count (minutes)	Total Time (minutes)
		Letter drafting	5	15	75
		Proceedings	5	20	100
27	Meeting (PTA)	Attending meeting	2	180	360
		Preparation of minutes	2	180	360
28	CCH, AISHE & General	Preparation of notes	4	90	360
		Letter drafting	4	60	240
29	Education loan	Preparation of notes	10	30	300
		Letter drafting	10	20	200
30	NSS & SPORTS	Preparation of notes	2	15	30
		Proceedings	2	15	30
		Notice	2	10	20
31	Budget preparation	Preparation of notes	1	180	180
		Letter drafting	3	30	90
		Preparation of detailed budget proposal	1	1500	1500
	Total time				19120

5.12 Other Works

Sl No.	Work description	Annual count	Time required per count (minutes)	Total Time (minutes)
A	Stipend for interneers	12 months	120	1440
B	Interneers certificate processing and printing	50 students / year	45	2250
C	KUHS email printouts	150 times	5	750
D	Website updating	100 times	45	4500
E	Railway & Bus concession	120 cases /year	5	600
F	Medical seminar	2	60	120
G	Clinical posting of students	50	30	1500
H	ID cards distribution	50	10	500
I	College magazine	1	120	120
J	Course Certificate	50	30	1500
K	Transfer Certificate	50	30	1500
L	Caution deposit refund	50	30	1500
M	Election	1	720	720
N	SC /ST books bank scheme	1 (30 beneficiary)	200	200
O	Preparation of chalan	100	5	500
P	CCH inspection proforma preparation	1	1260	1260
Q	Biometric punctioning monitoring	12	120	1440
	Total time			20400

5.13 MAINTENANCE OF REGISTERS

Sl No.	Register	Average no. of entries in an year	Time taken for a single entry	Total time
1	SEBC Education scholarship	70	5	350
2	SC education scholarship	120	5	600
3	ST Education Scholarship	30	5	150
4	OEC Education Scholarship	40	5	200
5	Caution Deposit	100	5	500
6	Cash book	100	5	500
7	P A Register	100	3	300
8	Bill book	125	2	250
9	Bill register	125	2	250
10	Allotment register	50	5	250
11	Fee register	200	5	1000
12	LTC Register	3		
13	Internship register	50	3	150
14	Certificate issue register	200 (twice in a year)	2	800
15	Internship log book, bus pass	150	2	300
16	Remuneration register (invigilator)	54	2	108
17	Transfer certificate	50	10	500
18	Exam result register	200 (twice in a year)	2	800
19	Special fee register	200	3	600
20	KUHS admission fee register	50	3	150
21	Exam remuneration register	54	2	108
22	Provisional certificate register	50	3	150
23	Admission register	50	5	250
24	Stock register for chemicals	20	5	100
25	Other duty and permission register	50	2	100
26	Stamp register	200	2	400
27	Outward register	2500	3	7500
28	Inward register	1000	3	3000

29	Local delivery register	15	3	45
30	Acquittance register for interneees	50 (10 months)	3	1500
31	PTA minutes book	2	30	60
32	RTI register	5	3	15
33	NPS register (PRAN)	7 (12 months)	3	252
34	Register for internship completion certificate	50	5	250
35	Attendance register for staff	80 (12 months)	2	1920
36	Casual leave register	80 (20 leaves)	2	3200
37	Increment register	80	3	240
38	SLI register	80	3	240
39	GIS register	80	3	240
40	Pay bill register	80	4	320
41	PF loan Register	10	4	40
42	Salary certificate register	15	2	30
43	Cheque issue register	130	2	260
44	Daily collection register	720	3	2160
45	Asset Register	10	2	20
46	Incumbent register	3	5	15
47	KUHS exam stock register (practical answer books)	20	2	40
48	KUHS exam stock register (theory answer book)	80	2	160
49	Conduct Certificate	50	10	500
50	Duty leave register	600	2	1200
	Total time			32073

Annual Man – hours for carrying out clerical works = 4307 hours (including 15% fatigue allowance)

$$\begin{aligned}
 \text{Man Power Index} &= \frac{\text{Annual Man – hours}}{\text{Annual Standard Man – hours}} \\
 &= \frac{4307}{1700} \\
 &= 2.5
 \end{aligned}$$

Required no. of Clerks = 3

5.14 Clerical Works - Classification

Name of post	Main subject	Subsidiary subject
Clerk 1	Establishment	Probation declaration, increment, medical reimbursement, SLI, GIS enrolment, service book, sanctioning of leave, biometric attendance system, pension matters, Right to Information Act etc.
Clerk 2	Accounts & Budget	Processing of salary and arrear bills, fee collection from students and its remittance in treasury, TDS filing, disbursal of stipends to the interneers, preparation of budget estimates etc.
Clerk 3	Academic administration	BHMS admission, BHMS examination, matters related to Central Council of Homoeopathy & Kerala University of Health Sciences, scholarships & e grants etc. (Please see 5.15)

Observation

The most important aspect is that the allotment of clerical posts in aided colleges is in the letter and spirit of the objectives of direct payment system. As per direct payment system, the Government shall disburse the salary and allowances due to the staff directly through the Principal of the institution. So, the payment thus made will be under close scrutiny of the Government. It will ensure the effective use of financial resources and enable the audit process more transparent. Funds allotted under non plan has to be utilised with the approval of the Government and the Principal has not been delegated such financial powers. Controlling Officer has to inspect the private colleges and report breach of the agreement conditions if any to the Government. So, the supervisory powers vest on Controlling Officer and this accounts for a lesser administrative workload in private colleges on comparison with Government colleges.

5.15 Data Entry Operator / Computer Operator

Process of admission to BHMS, registration of candidates & certificate verification, uploading of internal marks, attendance etc. are done through online. A part of the examination process is now online. Processing of salary, disbursement of stipends and granting of scholarships are also online. As a lion's share of clerical works with the KUHS and the Government in Ayush Department are web based, it is necessary to have the service of Data Entry Operator / Computer Operator to assist the Clerks instead of the post of Computer Assistant.

Vide G O (Ms) No. 99/2013/H & FW dated 22.03.2013, Government sanctioned two posts Computer Operator for carrying out the above mentioned tasks and also to do the works relating to updating website. We fully endorse the views that led to the creation of two posts of Computer Operator. **The service of Computer Operator would lighten the workload of Clerks and catalyse the works under the headline 'academic administration'.**

5.16 Supervisory Posts

With respect to supervisory posts, ANSS College has been sanctioned one post of **Head Clerk** and SVRHMC has been provided with a post of **Junior Superintendent**. Padiar College doesn't have supervisory posts. Principals of private colleges have not been delegated powers as that of their counterparts in Government colleges with respect to financial matters. Matters that comes under the financial aid from the Government are to be approved by the Controlling Officer. Therefore, supervisory functions in private colleges are being executed by the Controlling Officer. However a supervisory post is necessary in order to guide the clerical staff in to right direction and to give their work proper orientation. **So, we propose the creation of a post of Head Clerk in aided colleges.** It is to be noted that G O (Ms) No. 199/2013/H & FW dated 22.03.2013, which was later quashed by the High Court of Kerala, orders the creation of one post of Junior Superintendent in all private homoeopathic medical colleges. The decision to create a post of Junior Superintendent would be unaffected by the

findings in this report. Administrative department could take a decision in this regard.

Observation

One post of Head Clerk shall be sanctioned in order to guide the clerical staff into right direction and to give their work proper orientation.

5.17 Librarian & Library Assistant

Factors deciding the workload of Librarian & Library Assistant

1. Volume of books and journals
2. Average number of books lent out per day in a year
3. Average number of students and teachers visits the library per day in a year
4. Daily average of students and teachers visits the library in a year exclusively for referencing

A comparison of books available in each college is listed in the below table:

College	No. of books	Journals subscribed	No. of Librarian	No. of Library Assistant
ANSSHMC	4261	21	1	4
SVRHMC	6286	5	1	1
Padiar College	9055	12	1	1
GHMC, TVM	9938	20	1	1
GHMC, KKD	12012	13	1	1

From the table, it can be seen that each college has been provided with one post of Librarian and it is purely in accordance with the CCH norms. In the case of Library Assistant, CCH norms provides that one post shall be sanctioned for each 50 admissions. Private colleges are entitled to have only one post of Library Assistant since the yearly admissions are not exceeding 50. It may be noted that Government colleges have also one post of Library Assistant, though yearly admissions is more than 100.

It is noted that number of students and teachers visiting the library per day ranges from 20-30. Out of a maximum of 30 visitors, about 10 will be for consulting reference books and about 10 will be for borrowing and return. In every college, maximum library use per day by the students is below 20 % of the total strength.

Observation

The posts of Librarian and Library Assistant shall be sanctioned in accordance with CCH norms.

5.18 Lab Technician, Lab Assistant, Specimen Collector & Museum Curator

Works associated with the posts of Lab Technician, Lab Assistant, Specimen Collector & Museum Curator are closely connected.

Distribution of these posts are shown hereunder:

College	Lab Technician	Lab Assistant	Museum Curator	Specimen Collector	Total
ANSSHMC	2	2	1	-	5
SVRHMC	2	2	-	-	4
Padiar College	-	2	-	2	4
GHMC, Tvpm	3	4	-	2	9
GHMC, KKD	2	5	-	2	9

CCH norms provide the posts of Lab Technician and Lab Assistant in Homoeopathic Medical Colleges as listed below:

Sl No.	Name of post	No. of post	Department
1	Laboratory Technician	1	Pathology & Microbiology
		1	Physiology & Bio chemistry
2	Laboratory Attendant	1	Anatomy
		1	Homoeopathic Pharmacy
		1	Pathology & Microbiology
		1	Physiology & Bio chemistry

Functions of **Lab Technician** is described below:

1. Preparation of reagents and solutions for haematology and biochemistry, media preparation for microbiology, preparation of formalin etc.
2. Labelling and arranging of reagents and chemicals.
3. Help the students become familiar with lab equipments and demonstration of procedure during practicals.
4. Monthly stock verification of chemicals, instruments and glass wares.

5. Preparation of annual purchase list of laboratory instruments and chemicals.

Functions of Lab Assistant, Specimen Collector & Museum Curator are as follows:

Lab Assistant

Assist the Lab Technician in preparing reagents and chemicals.

Cleaning of glass wares, slides and other utensils

Specimen collection for practicals

Cleaning of pathological specimens and replacing of preservation liquid.

Specimen Collector

Specimen collection for practicals

Museum Curator

Cleaning of pathological specimens and arranging them. Labelling the specimens and replacing the preservation fluids.

Factors determining the workload of laboratory staff

1. Total practical hours in a week
2. Number of students performing practical hours in a week
3. Number of apparatus to be cleaned after practical hours
4. Quantity of chemicals and reagents prepared on a weekly basis
5. Quantity of specimen collected for practicals
6. Number of specimens preserved in museums

As regards the work load of Lab Assistant, Specimen Collector & Museum Curator, it is necessary to mention the practical hours of BHMS course. Following subjects have practical hours with time duration noted against each:

Pathology & Microbiology – one day in a week having time duration 2 hours (II nd BHMS)

Physiology & Bio chemistry – 3 days in a week having a period of duration totalling 6 hours (Ist BHMS)

Homoeopathic Pharmacy - one day in a week having time duration 2 hours (Ist BHMS)

Anatomy - 3 days in a week having period of duration totalling 6 hours (Ist BHMS)

As per CCH norms, 4 posts of Lab Assistant are provided with one each in the above departments. On comparing the workload of the Lab Assistants with the practical hours as stated above, it can be presumed that the posts of Lab Assistants have been provided in CCH norms irrespective of the workload. These posts were prescribed on the principle that each lab should have a post of Lab Assistant.

With respect to the posts of Specimen Collector and Museum Curator, it is to be noted that the workload associated with these posts are barely minimum. Pathology and Microbiology practicals and homoeopathic pharmacy practicals, which need specimens have practical periods only once in a week and the duration of which is a combined four hours. Laboratories are functioning under the direction and guidance of Professors, Assistant Professors and Lecturers. Number of specimens preserved in a college is less than 100. Cleaning of pathological specimens and replacing the preservation fluid can be done by the Lab Assistants under the guidance of teachers. So the work does not require the service of a specialist. It is the duty of the Lab Assistants to collect specimens for the practicals and cleaning the specimens preserved in the museum. As per CCH norms, supportive staff such as Specimen Collector and Museum Curator can be provided for laboratories if and only there is adequate workload. As the private colleges does not offer post graduate courses, workload is below the minimum. Since the quantity of time required to do the works assigned to the post of Specimen Collector and Museum Curator is not satisfying the accepted standard annual working hours, there is no justification in sanctioning these posts.

Observation

As CCH norms provides 2 posts of Lab Technician and four posts of Lab Assistant, **the said posts shall be sanctioned in private colleges**. Presently, technical posts available for laboratory in ANSS, SVRHMC & Padiar College are 5, 4, and 4 respectively. With this recommendation, each private college may get sanctioned 6 technical posts. The posts of Specimen Collector and Museum Curator shall be discontinued.

5.19 Office Attendant and Attender

Table shows the distribution of the posts of Office Attendant & Attender among various colleges.

College	Office Attendant	Attender	Total
ANSSHMC	1	3	4
SVRHMC	2	-	2
Padiar College	7	6	13
GHMC, Tvpm	5	-	5
GHMC, KKD	4	5	9

Duties and responsibilities of Office Attendant (16,500- 35,700) and Attender (17,000 – 37,500) are as follows:

1. To remit the fee collection in treasury / bank.
2. To hand over pay bills and contingent bills in treasury
3. Unlocking and locking of the office rooms, class rooms, laboratories etc. at the beginning and close of the working hours.
4. To deliver correspondence, memorandum, records, and other documents timely within the office and outside as directed by the superior officers.
5. Handling of photocopier machine and fax machines.
6. To attend duties related to examination
7. To assist the office employees in performing their official duties.

Duties and responsibilities of Office Attendants – Comparison between Private Colleges and Government Colleges

Treasury duty - In both private colleges and in Government colleges, treasury duty is performed by the Office Attendants. In Government colleges, visit to treasury is performed on a day to day basis, whereas in private colleges, treasury duty is not performed regularly.

Currently, Government provides financial aid to the private colleges on items such as pay, dearness allowance, HRA, medical reimbursement, other allowances, travel expenses, LTC and scholarships & stipends. But allotment in Government colleges would include expenses on telephone charges, water charges, electricity charges, office expenses, Tour T A, Transfer T A etc. Also 1,05,000,00/- and Rs. 90,000,00/- has been allotted to GHMC, Thiruvananthapuram and GHMC, Kozhikode respectively in the detailed

budget estimates for 2018-19 under plan expenditure. This shows that, with respect to the day to day affairs of Government colleges, treasury duties are an inseparable part.

Unlocking and locking of office rooms, class rooms and laboratories –

Physical infrastructure of both the category of colleges are more or less equal.

Correspondence, memorandum, records, and other documents -

Private colleges are accountable to the Government in terms of the items on which financial aid is allotted. A different scenario can be seen in Government colleges, where every work is done in accordance with Manual of Office Procedure (MOP). Government colleges offers M D (Homoeopathy) and Certificate Course in Pharmacy (CCP). Needless to say, volume of subjects dealt with in Government colleges are much higher than private colleges. Therefore, volume of correspondence, memorandum, records, and other documents are comparatively higher in Government colleges. This accounts for greater workload for Office Attendants in Government colleges.

Factors determining the workload of Office Attendants

1. Number of treasury / bank duty performed during a month
2. Number of correspondence, memorandum, records, and other documents delivered during a month
3. Number of class rooms, laboratories, office rooms etc. and the availability of other infrastructure such as fax machine and photocopier

Other factors influencing the workload of Office Attendants

- a) With the introduction of Bill Information and Management System (BIMS), workload of Office Attendants has been reduced.
- b) E office has already been introduced in many of the Government departments. It is expected that the initiative will be in place for grant in aid institutions also. Undoubtedly, it will affect the workload of Office Attendants.

Observation

On analysis of the above factors, **the Study Team is of the view that two Office Attendants and one Attender is absolutely enough for the smooth functioning of the college.**

5.20 Classification of duties of Office Attendants and Attender are as follows:

Name of post	Duties
Office Attendant 1	To Remit the fee collection in treasury / bank. To hand over pay bills and contingent bills in treasury Unlocking and locking of the office rooms, class rooms, laboratories etc. at the beginning and close of the working hours. Other duties as directed by the superiors
Office Attendant 2	To deliver correspondence, memorandum, records, and other documents timely within the office and outside as directed by the superior officers. Handling of photocopier machine and fax machines. To attend duties related to examination To assist the office employees in performing their official duties.
Attender	Receiving tapals and its timely distribution. Despatch related works. To work as orderly to the Principal and other duties directed by the superiors.

5.21 Part Time Contingent Employees

Government, with the approval of the Council of Ministers decided to outsource the cleaning works in aided colleges vide G O (Ms) No.99/2013/H & FWD dated 22.03.2013. Part Time Contingent employees in aided colleges include Sweeper, Sweeper cum Cleaner, Part Time Sweeper, Cleaner and Sanitation Worker. Distribution of posts is shown below:

ANSSHMC	SVRHMC	Padiar college	GHMC, TVPM	GHMC, KKD
2	3	3	8	7

Main duty of the cleaning staff is to keep the college clean and tidy by daily sweeping and cleaning the floors of class rooms, office rooms and Laboratory. They have to wash bathrooms and clean toilets. Their duties also include damp mopping, whipping and dusting. Sweeping areas include departmental rooms for teaching staff, lecture halls, administrative office rooms, library, toilets, laboratories etc.

Observation

Safe, secure and healthy environment is necessary for an educational institution. Private colleges are totally content with the present strength of cleaning staff allotted. In that perspective and also having referred the prevailing norms, we are of the view that **three posts of cleaning staff is necessary in a homoeopathic college with a student strength of 200**. It is to be noted that the cleaning staff in Government colleges include the cleaning staff of college hostel and are employed through Employment Exchange and Kudumbasree units.

5.22 WATCHER

It is the duty of the Watcher to protect the college premises and its critical infrastructure from unlawful infiltration. Vide G O (Ms) No.99/2013/H & FWD dated 22.03.2013, one post of Watcher has been sanctioned in private colleges on 'outsource' basis. **As the Watcher has to work for 24 hours in a day, at least two posts of Watcher need to be sanctioned.**

5.23 DRIVER

A post of Driver was sanctioned in Government Colleges. CCH norms provide appointment of staff for transportation duties. So a post of Driver may be sanctioned in private colleges.

CHAPTER 6

INTENSITY OF WORKLOAD IN GOVERNMENT COLLEGES

6.1 Introduction

There is no norms or guidelines that regulate the creation of non-teaching staff posts in Government homoeopathic medical colleges. Therefore, study team is not intended to comment on whether the non-teaching posts sanctioned in Government colleges are on a par with the intensity of workload. What is clear is that the workload in Government colleges are comparatively much higher than the workload in private colleges owing to the following factors:

High number of courses

Government colleges offers MD (Homoeopathy) and Certificate Course in Pharmacy (CCP), which are not being conducted by private colleges.

More intake capacity

By virtue of the MD (Homoeopathy) and Certificate Course in Pharmacy (CCP), intake capacity of students in Government colleges are higher than private colleges. Three year postgraduate course(MD) accommodates 54 students and one year CCP course accommodates 50 students. Since the number of students is the prime factor that determines the strength of staff, there is no wonder in providing more staff to Government colleges.

High number of teaching staff

High number of teaching staff is also accounts for the increased strength of non-teaching staff in Government colleges.

Accountability

Under Direct Payment System, financial aid is given to the private colleges for the following items

1. Salary (Pay, D A, HRA, other allowances)
2. Medical Reimbursement
3. Travel expenses
4. Scholarships & Stipends

Private colleges are accountable to the Government for the above items. Government colleges are accountable not only for the above items but also for the following:

Daily wages, transfer T A,

Office expenses (Telephone charges, Electricity charges, Water charges)

Material & supplies

Plan funds

Plan fund allocation (2018-19) for Government colleges is shown hereunder.

Sl No.	Item	Allotment for 2018-19	
		GHMC, TVPM	GHMC, KKD
1	Minor works	3500000	1500000
2	Machinery & equipment	3000000	2000000
3	Other Charges- Other Items (34-3)	4000000	5000000
4	Materials & Supplies	-	500000
5	Creation of Homoeopathy Medical Education Directorate	Rs. 45,000,00	

Homoeopathy Medical Education Directorate

In the annual budget 2018-19, Rs. 45,000,00/- has been provided under plan scheme for establishing Homoeopathy Medical Education Directorate. All the works related to the homoeopathic medical education are now concentrated at the Government Homoeopathic medical college, Thiruvananthapuram. The Principal of the College acts as the controlling officer and Head of the Homoeopathic medical education. The need for a Directorate is a long pending demand of the department which has not been fulfilled so far. If a Directorate is formed, the work load of the Government Homoeopathic medical college, Thiruvananthapuram can be reduced and can be streamlined. Most of the problems now faced by aided colleges can be settled amicably. **Hence, the creation of separate Directorate for Homoeopathic Education in the state may be accelerated.**

Supervision

In a Government College, Principal is empowered to sanction increment, higher grade, leave etc. As regards a private college, the authority to sanction the aforesaid items is Controlling Officer and not the Principal. Even the monthly salary can be disbursed after getting the pay bills verified and

approved by the Controlling Officer. So, a part of the administration work in private colleges belongs to the O/o the Controlling Officer.

Court Cases

Several writ petitions have been pending with the High Court, which were filed by the staff and management of the three aided colleges praying for orders to get the disputed appointments approved by the Government and the sanctioning of higher grades on a par with Government employees. The Principal & Controlling Officer has to prepare statement of facts and file counter affidavit before the H.C. The writ petitions were filed by the private college staff individually. The Governing bodies of respective private colleges did not include the works related to court cases as part of establishment matters of the college.

L A Interpellation

The Controlling Officer has to furnish reply to an average of 10 L A interpellations per each Legislative assembly session.

In addition to the above, Government colleges deal with matters relating to LA Committees, Land acquisition and resettlement cases, Departmental Promotion Committee etc. Both the Government colleges conducts examination to Nurse cum Pharmacist Course and issues certificate.

Government colleges are accountable for a wide range of subjects and its processing follows stringent procedures that tends to far greater workload than private colleges.

CHAPTER 7

PROPOSED NON – TEACHING STAFF PATTERN

7.1 Proposed non - teaching staff pattern for Private Homoeopathic Medical Colleges derived from the workload analysis at Chapter 5 is listed in the below table:

Sl No.	Name of post	Number of post
1	Head Clerk	1
2	Clerk / Senior Clerk	3
3	Data Entry Operator/ Computer Operator	2
4	Librarian	1
5	Library Assistant	1
6	Lab Technician	2
7	Laboratory Assistant	4
8	Driver	1
9	Attender	1
10	Office Attendant	2
11	Cleaning staff (Full Time)	3
12	Watcher	2
	Total	23

7.2 Conclusion

The proposed staff pattern for technical staff is purely in accordance with the Homoeopathy Central Council (Minimum Standards) Regulations 2013. Administrative staff pattern is in accordance with the objectives of direct payment system, primarily, transparency and increased accountability. The most important aspect regarding non-teaching staff fixation is that there is considerable reduction in the workload of administrative staff during the last few years due to the following reasons:

1. Procedures for admission to BHMS has been online
2. Registration of students to Kerala University of Health Sciences is online
3. Scholarships and e grants are online.
4. Bill processing is online
5. Examination system is partly online.

As e-office is expected to be introduced in the near future in Government - aided institutions also, it will have an impact on the workload of administrative staff.

We feel that recommendations are not an inevitable part of this report. However, we would like to bring the following for the consideration of the administrative department.

1. The Controlling Officer may inspect the private colleges at specific intervals and see whether the clauses in the agreement regarding appointment of staff, admission of students, fee collection etc. are observed and complied with.
 2. Filing procedure adopted in Government colleges needs to be followed in private colleges also for increasing the productivity of staff and for the sake of effectiveness and transparency of subjects they are dealing with. For the purpose, the Controlling Officer may deliver training to the aided college non – teaching staff for imparting necessary knowledge.
 3. It has come to our notice that the appointments of staff made to the private colleges are not in accordance with the conditions prescribed in the agreement executed between the educational agency and the Government. Selection Committees for appointment to teaching and non teaching staff categories as envisaged in the agreement shall be constituted.
 4. The posts of Mortuary Technician, Mortuary Attender, X ray Technician, Radiographer, Dark Room Assistant and ECG Technician, which are exclusively needed for the college hospital have been get included in the non teaching staff pattern of Government colleges. This anomaly shall be rectified by shifting the posts.
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ACKNOWLEDGEMENT

The personnel & Administrative Reforms Department acknowledge with sincere thanks, the co-operation extended to the study team by the staff of Government Homoeopathic Medical Colleges and Aided Homoeopathic Medical Colleges for the successful completion of the work study.

Sd/-

Dr. A JAYATHILAK

PRINCIPAL SECRETARY

THIRUVANANTHAPURAM

DATED: 26.12.2018

PERSONNEL & ADMINISTRATIVE REFORMS DEPT.

Receipt No : 2444887/2018/P&ARD(OS)

ANNEXURE A



GOVERNMENT OF KERALA

No.B2/239/2016/AYUSH

AYUSH (B) Department.
Thiruvananthapuram.
Dated : 11.04.2018.

U.O. NOTE

Sub : AYUSH - Homoeo Medical Education - WP(C) No.2686/2014 filed
by ANSS Homoeopathic Medical College, Kurichi - Reg.
Ref : Judgment dtd 26.07.2016 of the Hon'ble High Court in WP(C)
No.2686/14 filed by ANSS Homoeopathic Medical College, Kurichi.

Attention of P&ARD Department may be invited to the reference cited and that department may be informed the following.

The Hon'ble High Court as per judgment dtd 26.07.2016 in WP(C) No.2686/2014 filed by ANSS Homoeopathic Medical College, has disposed of the case directing the first respondent ie., Government to pass fresh orders, taking note of the observations in this judgment and in accordance with the directions therein, within a period of four months from the date of receipt of a copy of the judgment, after hearing the representatives of the individual colleges that are likely to be affected by any order to be passed by the 1st respondent. It is also made clear that till such time as orders are passed by the 1st respondent as directed, and communicated to the petitioner, the existing staff strength of non-teaching staff, as discernible from Exts.P3 and P6 orders, shall continue to remain in force in the petitioner's college.(copy enclosed).

The Ext. P7 order (GO(Ms) No.99/2013/H&FWD dated 22/03/2013 (copy enclosed)) which was issued as part of policy decision of the Government was quashed by the Hon'ble High Court. The said order was passed by the Government as a policy decision after placing the matter before the Council of Ministers. Government have issued such an order considering the fact that the existing posts available in all the three aided Homoeopathic Medical Colleges were more than required compared to Govt. Homoeopathic Medical Colleges and also as a part of decision to formulate normative entitlement of non teaching staff in the Aided Homoeopathic Medical Colleges in the State. Hence as a matter of policy Government accorded sanction to create following non-teaching posts as a uniform pattern for all Aided Homoeopathic Medical Colleges in the State on condition that the staff working in excess posts other than such approved staff pattern may be permitted to continue treating them as supernumerary and to be adjusted in the vacancies arising due to promotion, retirement, death and resignation.

FILE NO. AND-1/19/2018-P&ARD

Receipt No : 2444887/2018/P&ARD(OS)

Sl. No.	Category of Posts	Number of posts
1.	Junior-Superintendent	1
2.	Head Clerk	1
3.	LD Clerk	2
4.	Computer Operator	2(on contract/ hire basis)
5.	Peon	2
6.	Librarian	1
7.	Library Assistant	1
8.	Lab Technician	2
9.	Laboratory Attender	2
10.	Watcher	1 (Outsource)
11.	Sweeper/ Cleaner	1 (Outsource)
	Total	14+2 (Outsource)

Aggrieved by the judgment of the Hon'ble High Court of Kerala Government had decided to file WA and requested Advocate General to take necessary steps in this regard. But the Special Government Pleader has opined consult the matter of fixing of staff strength of non-teaching staff in aided Homoeopathic Medical Colleges with Kerala University of Health Sciences and to take an independent decision. The AG has also pointed out that since the Hon'ble single judge has quashed Ext.P7 order (GO(Ms) No.99/2013/H&FWD dtd 22.03.2013 sanctioning common staff pattern into 14+2) and directed the Govt. to reconsider the matter after considering various aspects such as hearing the petitioners representatives, Homoeopathic Central Council Regulations, the posts already sanctioned to various other Homoeopathic Medical Colleges, staff strength fixed for Govt. Homoeopathic Medical Colleges, there is no scope for filing appeal against the judgement.

The governing council of the university in its 38th meeting held on 14.04.2017 observed that KUHS have no role in the creation of posts of non-teaching staff of aided colleges. KUHS has also informed that if the Govt. require an opinion of the university a proposal from Government side have to be forwarded to them.

On the basis of the legal opinion and the remarks of the KUHS, a meeting with all aided college managements and Principal & Controlling Officer was convened under the Chairmanship of Principal Secretary, AYUSH Department on 08/12/2017 to have a consensus in the matter of staff pattern of non-teaching staff and allied matters. In the meeting representatives of the three aided colleges have suggested that a common staff pattern as in Government Homoeopathic Medical Colleges is to be implemented in aided colleges also. After a detailed discussion on various matters connected with aided colleges, it was decided to conduct a work study for fixing staff pattern in par with Govt. Homoeopathic Medical Colleges through P&ARD.

Receipt No : 2444887/2018/P&AR(OS)

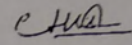
In the above circumstances P&AR Department may be requested to conduct a work study on three aided Homoeopathic Medical Colleges for fixing a common non-teaching staff pattern in par with 2 Government Homoeopathic Medical Colleges in the State, within a period of 3 months. Documents/ files which are necessary to conduct the work study will be submitted on demand.

This has the approval of Hon'ble Chief Minister.

Dr. Navjot Khosa IAS.
Deputy Secretary.

The P&AR Department.

Forwarded/By Order.



Section Officer.