

## CHAPTER II

### THE INTEGRATION OF SERVICES

802. In Chapter I of Part II of this report we have made a brief reference to the unsettling effects of the reorganisation of States. In this Chapter and in the next we proceed to examine the administrative implications of reorganisation and to suggest certain measures which may have to be taken in order to curtail the period of transition.

803. The most urgent problems, perhaps, which the reorganised States will have to tackle will be those connected with the integration of the personnel drawn from various areas into the administrative cadres of the new States and the rationalisation of the administrative structure. We have deemed it necessary to deal with this matter at some length, because the reorganisation of the States is likely to be undertaken at a time when the burden thrown on the administrative services will be very great.

804. The constitution of this Commission has led to a number of claims and counter-claims, and has created a degree of emotional unrest, resulting in the deterioration of the law and order situation in certain areas. For some time to come the responsibilities of governments and the services in the disputed areas may, therefore, be particularly heavy. The general elections are also due to be held shortly; and the second five-year plan may be well under way by the time the proposed reorganisation takes effect. The cumulative strain which all this will impose on the administrative services may be expected to be so considerable that the greatest importance must be attached to the maintenance of the morale of the services and to measures which are necessary to ensure that administrative efficiency is not impaired.

805. In recent years problems more or less similar to those with which the new administrations will be faced have had to be handled in connection with the integration of the princely states and also in connection with the formation of Andhra. We have already referred to the fact that the integration of the services in the Part B and Part C States has proved to be much more difficult than was anticipated. This process has had to be spread over very nearly six or seven

years, and even now in some cases it has not been completed. The lack of any clear criteria for the gradation of the service personnel inherited from the integrated States, the free exercise of the rights of appeal against decisions taken by competent authority, and the failure on the part of the State Governments either to finalise the decisions taken or to accord to the problem the priority which it deserved seem to explain this delay. Whatever the reasons, the uncertainty which prevailed in the initial years after the formation of the present Part B and Part C States has been such as to affect service morale and to impair efficiency.

806. The separation of Andhra was relatively simple, considered merely from the administrative point of view. But even in this case we understand that the allocation of the personnel belonging to the all-India and other services to the new unit had at certain stages to be negotiated between the two areas of the composite Madras State. This negotiation proved, in the event, to be not too difficult. It is not clear, however, whether in the absence of special arrangements a detailed division of the existing administrative cadre and the personnel will prove to be equally easy in the case of the States which will have to be broken up.

807. This is not a matter in respect of which a policy of drift, or what amounts virtually to that, can be considered satisfactory. The Government of India, no less than the State Governments concerned, will have to give to this question very high priority.

808. The reconstitution of the sanctioned state cadres will have to be taken in hand as soon as the new units are set up. This should not involve any difficulty except in so far as common services or posts which cannot be clearly related to any particular area are concerned. Even in these cases, it should normally be possible to arrive at decisions by agreement.

809. Against the posts thus determined, the allotment of personnel may be made primarily on the basis of the option of the employees. This option should be respected as far as possible, but it must be consistent with the public interest, which will require a division which on the one hand will be satisfactory to the services as a whole and on the other hand will be fair to the new States themselves.

810. The integration of services which will follow the determination of the cadres and the allotment of personnel should be based on definite principles which should, as far as possible, be of uniform application throughout India. Some of the principles which seem

*prima facie* to be suitable are that seniority among the officers in the State of origin *inter se* should not be disturbed, and that the existing scales of pay and conditions of service should not be varied to the disadvantage of those who are now in employment, and should be continued until such time as uniform pay scales, not less advantageous than those enjoyed by them in the parent State, are evolved. It is also of the greatest importance that the body constituted to integrate the service personnel of the different States should be such as to inspire confidence and that only one appeal from a decision regarding integration should be permitted.

811. It is not necessary at this stage to enter into any greater detail. The procedure which was adopted in the case of Andhra was to constitute two committees composed of the members of the services themselves, representing the separating areas of composite Madras; and these committees did most of the work in the first instance. *Prima facie*, this procedure seems to be suitable.

812. The Government of India are directly concerned with the reallocation to the prospective States of the personnel of the all-India services and normally the Governments of the new States should be responsible for the division and reconstitution of the rest of the services. We wish, however, to draw the attention of the governments concerned to one important aspect of the problem with which they will be called upon to deal. An eminent public man pointedly drew our attention to the fact that the existing smaller units which may be integrated with the larger States should not be treated as annexed territories, and that government servants belonging to these smaller units should be treated fairly and even generously. We realise the importance of this question and hope that the reorganisation of the administrative machinery in the States will be effected in such a manner that no section or group may be left with a sense of grievance.

813. After the scheme for reorganisation has been given effect to, it may be necessary for some of the new administrations to review the number and territorial extent of the existing districts and Commissioners' charges, with particular reference to the rationalisation of the administrative structure. However, this problem is not one of very great urgency, and the review may be taken in hand when the initial phase of reorganisation is over.