CHAPTER-III
ADMINISTRATIVE BACKGROUND, APPOINTMENT
AND
SERVICE CONDITIONS

3.1 An Introduction:

In every Indian state, the office of the Chief Secretary is held by a senior most officer of the Indian Administrative Services. Prior to independence this post was not the senior most post and that continued for a long time even after independence. Thus, until 1973, the Chief Secretary was not necessarily the senior most civil servant of the state. In Assam the post of the Chief Secretary as per the gradation list of the British India was placed at sixth position\(^1\) but which was changed to twenty third positions as per Order of Precedence in post -Independence India. After independence in case of other state also certain officers, for instance, the Finance Commissioner in Punjab were considered senior to the Chief Secretary. In 1973, the post of the Chief Secretary was upgraded and presently it is regarded as the most prestigious and influential post in the State Civil Service structure. It is held by one of the senior most officers of Indian Administrative Service. His status is equal to that of a Secretary to the Government of India.\(^2\)

In Assam, the post of the Chief Secretary is categorized as a selection post.\(^3\) There are various factors which may be taken into account while selecting a Chief Secretary. These factors are discussed at length in the following pages. It may be pertinent to mention the names of persons who held the position of Chief Secretary and their administrative background since 1947. The details are given in Table 3.1 below:

Table 3.1

Incumbents of the office of the Chief Secretary from 1947 onwards

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<tr>
<th>Sl.no</th>
<th>Name</th>
<th>Period</th>
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<td></td>
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<td>From</td>
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<tr>
<td>1.</td>
<td>S.P.DESAI, ICS</td>
<td>01.01.1948---16.10.1950</td>
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<td>2.</td>
<td>A.D.PANDIT, ICS</td>
<td>16.10.1950---16.10.1951</td>
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</table>
3. S.L. MEHTA, ICS  16.10.1951—19.05.1952
5. A.N.M. SALEH, ICS  26.11.1955-13.08.1956 (During the training of S.K. Datta)
8. DHARMANANDA DAS, IAS  29.08.1971---30.06.1975
10. B.K. BHUYAN, IAS  10.07.1975---03.05.1976
11. RANA.K.D.N. SINGH, IAS  03.05.1976---06.07.1977
13. R.S. PARAMSIVAM, IAS  18.11.1978---01.05.1980
14. B.S. SARAO, IAS (Officiating)  14.11.1979---06.01.1980
15. RAMESH CHANDRA, IAS  01.05.1980---01.12.1983
16. P.H. TRIVEDI, IAS (During leave of Ramesh Chandra)  09.08.1982---29.11.1982
18. P.P. TRIVEDI, IAS  01.07.1985---23.01.1986
22. A.P. SARWAN, IAS  01.07.1988---17.03.1989
24. A.BHATTACHARJEE, IAS 01.03.1995---11.05.1996
26. V.S JAFA, IAS 20.08.1997---22.03.1998
29. J.P.RAJKHOWA, IAS 01.08.2003---31.10.2004
32. NABA KUMAR DAS, IAS 01.04.2011 –till date (till the writing of the report)

Source: Compiled from the Record Room, Deptt of Personnel (A), Assam Secretariat, Assam Govt.

Analysis: From the above table it is found that the there is no fixed term so far the office the Chief Secretaries in Assam is concern. More over many a time in order to run the administration officiating Chief Secretaries were appointed as and when required. Generally the next senior most person is appointed to that assignment. During the leave of S.K.Datta,A.N.M. Saleh was appointed to act as the acting Chief Secretary. When KGB Iyer had his premature death on the day of joining as Chief Secretary of the State,Bhabani Bhuyan, the additional Chief Secretary was appointed as caretaker Chief Secretary. During the leave of R.S.Paramshivam, B.S.Sarao became the acting Chief Secretary. Similarly P.H.Trivedi acted as the Chief Secretary when Ramesh Chandra was on leave. The intervening period of P.P.Trivedi and J.C.Nampui was covered by appointing A.K.Saikia who was officiating as the Chief Secretary. However since the time of S.D.Phene, no case of appointment of officiating Chief Secretary has been found in Assam.

In passing it would be appropriate to mention here that till date there is only one lady Chief Secretary in the State so far and her name is Mrs P.P.Trivedi.Dharmananda Das was the first IAS (Emergency Recruit) to be appointed as the Chief Secretary. Prior to
him all the Chief Secretaries were from the ICS. Apart from these facts some other important analysis has been presented in the form of Tables and Charts in the subsequent pages.

3.2 Administrative background:

An attempt has been made to highlight the administrative background of the Chief Secretaries of Assam since Independence:

1. Sanker Pandurang Desai: S.P. Desai was born in Bombay in the year of 18th of Nov’ 1890. He joined the Indian Civil Service in the year of 25th of October 1915. He was posted as Asst. Commissioner of Sylhet. Thereafter he was posted as Asst. Commissioner of Lakhimpur in the year of 1917. From there he was transferred to Hailakandi. His next posting was in the capacity of Sub-Divisional Officer of Maulavi Bazar. He joined as officiating Under Secretary to the Government of Assam in Shillong (Capital of the then undivided Assam). He acted as the settlement officer of Kamrup in the year of 1923. He officiated as Deputy Commissioner of Goalpara and also in Sylhet in the year of 1929 and 1931 respectively. He went back to Shillong as Secretary, Finance and Revenue. Thus S.P. Desai worked under different capacity and later became additional Chief Secretary and when India attained independence he was the first Chief Secretary to Government of Assam. 4

2. A.D. Pandit: He succeeded S.P. Desai and became the next Chief Secretary to the Government of Assam from 16th of Oct, 1950 to 16th of October 1951. 5

3. Srimukhrao Laximilal Mehta: S.L. Mehta was born in the year of 1st of Nov, 1892. He joined the Indian Civil Service on 15th Oct, 1917. He joined as the Asst. Commissioner of Sylhet 3rd grade on 21st of Dec, 1917. After completion of training at Survey Training School at Jalukbari he was posted as the officiating Sub-Divisional Commissioner at Mangaldoi. Thus he worked in the same capacity in the districts of Karimganj, Goalpara and Guwahati. He became the officiating Deputy Commissioner of Guwahati in the year of 1926. Later worked as Deputy Commissioner of Goalpara, Golaghat, Sibsagar and Kamrup. He was posted as Director of Industries, Registrar of Cooperative Societies and Registrar of Village Authorities, Assam. Thus he worked in different capacities spreading
a long period of his service career and later occupied the prestigious post of Chief Secretary.(16th of October 1951 to 19th May 1952).  

4. S.K.Dutta: Sisir Kumar Datta was born in 27th of Nov, 1911 in Assam. He had his education at Presidency College, Calcutta: London School of Economics, and Trinity College, Cambridge University. He joined the ICS as Asst. Commissioner in the year of 1937, 19th of February after completion of his training. His year of allotment was 1935. His first posting was in Sylhet in the year of 1937. He joined the ICS as Asst. Commissioner and there after he worked in Jorhat and Sibsagar in the same capacity. He held the post of Deputy Commissioner-21st Jan, 1942: Director of Industries & Registrar, Cooperative Societies-18th Aug, 1945: Secretary(Secy) Supply Deptt 28th April, 1946 and Provincial Textile Commissioner (in addition)-18th Nov, 1946: Liaison Commissioner-7th March, 1949: Dy. Secy. Govt. of India, Ministry of Food-16th Jul., 1949: Dy Secy., Rehabilitation Ministry(Br. Sectt. Calcutta) -26th May, 1950. Dy. Secy., Ministry of Commerce and Industry 9th April, 1951, Reverted to Assam and appointed as Additional Chief Secretary and Development Commissioner (in addition)-20th May, 1952. He became the Chief Secretary on 19th of May, 1952 and remained in that post upto 20th April, 1961. He was on deputation to United Kingdom for training. His officiating pay for that period was Rs. 3500.

5. A.N.M. Saleh: Saleh was officiating as the Chief Secretary to the Government of Assam from 26th of Nov, 1955 to 13th of August 1956 when S.K. Dutta was in training. Saleh was born in the year of 28th of December, 1901 in Sibsagar district an Assamese Muslim. He was an MA. He joined the State Civil Service as probationary Extra-Assistant Commissioner at Dhubri on 15th June, 1926. After that he was deputed to practical training in settlement work under the settlement officer Nagaon, from 10th January 1927 to 3rd February 1927. He had proficiency in survey and settlement work. Thus prior to independence he worked as EAC of Jorhat, Dibrugarh, Sibsagar, Habiganj, and Barpeta. While in Shillong he worked as Under Secretary, Govt. of Assam on the Transferred Subjects and also as Under Secretary, Education and Local Self Govt. Deptt. He was promoted to ICS on 1st January, 1946 and year of allotment was 1939 and confirmed on 1st of January 1946. Thus he held the post of State Civil Service till 31st
December, 1945. The particulars of posts he held are: Special officer in connection with Taxation Measures - 18th January, 1946; Special Officer, Assam Transport Organization Enquiry - 10th April, 1946: Commissioner of Excise and Registrar, Joint Stock Companies and Commissioner of Taxes (in addition) - 7th October, 1950: Secretary to Government Education, LSG etc. Deptt - 7th October, 1953; Commissioner of Taxes - 9th February, 1955; Commissioner of Plains Division - 11th June, 1955 and Chief Secretary to Govt. since 6th Dec, 1955. (on leave preparatory to retirement since 28th Dec. 1956). He was Awarded Coronation and Silver Jubilee Medals.

6. Ahmed Nazir Kidwai: A.N. Kidwai was born on 14th February, 1916, in a talukdari family of Barabanki, U.P. A.N. Kidwai had a high academic record in his school Sherwood College, Nainital, and excelled in studies, sports and debates. While in Lucknow University, he won a record honour of receiving three gold medals. Throughout his distinctive service as an ICS officer in undivided Assam, his one ideal was to serve the people. He kept in direct touch with all, irrespective of rank. All felt free to approach him, confident of getting a sympathetic and just response. The cause of the needy and especially of the fourth grade in Government service was dear to his heart throughout his career.

He worked as the Assistant Commissioner and Special Officer to the Govt. of Assam from June 26, 1944 and as the Under Secretary in the Department under the Chief Secretary from July, 1944. For some time he serves as Additional District Magistrate, Nagaon. He also served as the Deputy Commissioner in the same district in the year 1946. After that he served in the capacities of the Joint Director Supply, Director of Supply (also Director of Consumer Goods in addition), Secretary to the Government of Assam, Education Department, Medical and LSG, Supply, Textile etc. He also served in the capacities of Commissioner of Plain Division and Secretary, Planning and Development. He was appointed as the additional Chief Secretary in 1959. He served as Chief Secretary from April 20, 1961 and continued in that post for a period of about Seven years. After that he joined as the additional Secretary, Ministry of Health and Family Planning, Govt. of India on February 6, 1970. He joined as the adviser to the Governor of West Bengal on May 6 in the same year. On August 3 he joined his new assignment as the Chairman of Damodar Valley Corporation, Calcutta. Later he served as
the Secretary to the Govt. of India, Ministry of Works and Housing, from December 1972 till his retirement on February 14, 1974. He died on 30 March, 1978.12

When A.N. Kidwai was appointed as the Chief Secretary, Assam on 20th of April, 1961, his substantive pay was Rs. 300013. His tenure as Chief Secretary of Assam, a record of brilliance, were full of critical and historical events, like the Chinese War, the Pakistani War, constant border conflicts with East Pakistan and Mizo and Naga rebel problems. He played an important part in settling the language trouble in Assam. For his upright stewardship through crises, he was much appreciated by the Government and most of the people he served.

He was DC in Nagoan when the dreaded earth quake of 1950 took place. He is still remembered there monitoring around the town, even when strong tremors continued one after another, to infuse confidence amongst the frightened population.

Kidwai was closely connected with various sports organizations and was President of National Sports Club of Assam. He was one of the founders of the National Sports Club and greatly helped the late P.D. Tracey in founding the Jorhat Stadium. He also gave a big help to late R.G. Baruah in the connection of the Guwahati Stadium. Kidwai was the first Vice-President of the State Sports Council of Assam and was its de facto President, who arranged liberal sanction of grants to sports bodies in their coaching and development programme. He won trophies in tennis, golf, billiards, squash, chess etc. He was considered an authority in bridge and yet enjoyed a game of “Tang Guti” (guli-danda) and marbles with the servants’ children of the neighbourhood, a game he played with abandon.

Ahmed Kidwai had a brilliant mind with no intellectual arrogance. His career was particularly distinguished because he set for himself a very high standard of morality and justice that was further embellished by rare quality of humility, friendliness, and humour. Due to his ability, he was honoured with the privilege of handling the administration of three states Assam, West Bengal and U.P. during President’s Rule in 1971-1977, respectively. In addition, he handled the Damodar Valley Corporation for a period, was additional Secretary of health to the Union Government and retired as Secretary, Work and Housing to the Government of India.
The interesting combination of youthfulness and fatherliness, together with his wonderfully open and broadminded approach won him the love and respect of all who came in contact with him.\textsuperscript{14}

7. \textbf{N.K.Rustomji: Nari} Kaikhosru Rustomji, ICS (rtd.), acclaimed administrator and author, was Advisor for North East Frontier Agency (NEFA) to the first post-Independence Governor of Assam. N.K.Rustomji was born on 16\textsuperscript{th} of May, 1919. Rustomji was educated at Bedford School and Christ College, Cambridge University. After selection in August, 1941 he arrived India on 4\textsuperscript{th} March, 1942. His date of entry into the ICS was on 18\textsuperscript{th} Dec’1942. His year of allotment was 1941. Particulars of posts that he held prior to the appointment as Chief Secretary were: Asst. Commissioner 10\textsuperscript{th} Nov, 1942; Sub-Divisional Officer-3\textsuperscript{rd} August, 1944; Under Secretary to Govt. Home Department etc.-22\textsuperscript{nd} Oct., 1945; Deputy Commissioner-29\textsuperscript{th} March, 1947; Advisor to Governor for Tribal Area-1\textsuperscript{st} April, 1948; Officer on Special Duty, North Eastern Frontier Agency, Shillong\textsuperscript{15}. He was on deputation to the Government of India and was appointed as adviser, Bhutan government\textsuperscript{16}. He was the Chief Secretary of Assam from 10\textsuperscript{th} Dec’ 1968 to 28\textsuperscript{th} August 1971\textsuperscript{17}. Thereafter he became the Chief Secretary of Meghalaya.

8. \textbf{Dharmananda Das:} He was born on 1\textsuperscript{st} of July, 1917. He had his education at Government High School, Tezpur and Barpeta. After matriculation he joined Cotton College, Guwahati and continued his post graduate classes, Calcutta University.\textsuperscript{18} Date of entry into the government service on 4\textsuperscript{th} of July 1940. His year of allotment as EAC in the Assam Civil Service was in the year of 1946. He was promoted to IAS on 1\textsuperscript{st} of Dec, 1951 under Emergency Recruitment Scheme from State Civil Service and his service as IAS was confirmed on 1\textsuperscript{st} of Dec, 1953 after having a probation period of two years. He was the first nominated IAS officer to hold the post of Chief Secretary, Assam from 29\textsuperscript{th} of August, 1971 to 30\textsuperscript{th} June, 1975. Prior to that he was Special Secretary, Agriculture Deptt and Commissioner for Agriculture Production and Commissioner of Hills Division. (27.5.1964. His pay was Rs. 2000/2500 as officiating pay). Particular of posts he held: Director of Supply and Consumer Goods-1\textsuperscript{st} Oct, 1951; Deputy Secretary to Government, Appointment, Home etc.-18\textsuperscript{th} April, 1952; Joint Secretary in the same Department-20\textsuperscript{th} May, 1952; Commissioner and Secy. Relief & Rehabilitation-3\textsuperscript{rd}
January, 1953; Tribal Area Deptt.-14th July 1954. It was during his term that Assam was reorganized and Capital of Assam was shifted to Guwahati from Shillong.\textsuperscript{19}

Coming out University, Dharmananda Das joined teaching profession, as a lecturer first in Cotton College, Guwahati and then in Murarichand College, Sylhet. He was extremely popular among his students, and he often used to say that this period was one of the happiest periods of his life. Yet, in absence of any prospect of permanency in the near future, he appeared in the Assam Civil Service Examination in 1941 and easily got the job of an Extra-Assistant Commissioner (EAC). Once he was in, he attracted the attention of all his superiors due to his acute intelligence, smartness, sincerity, capacity for every hard work, honesty and integrity. He was picked up by Lokapriya Gopinath Bardoloi to make his Principal Private Secretary.

When he was posted as the Sub-Divisional Officer of Karimganj, he had to deal with a communal trouble soon after the partition of India. An armed mob was marching towards Karimganj Market and he went straight to stop the mob. He asked the police to follow as soon as possible as he had to go ahead to stop any direct confrontation. Another crowd had gathered in the meantime and there was deafening shouts all around. A stone was thrown at the crowd. He was facing and they suddenly turned violent and someone from the crowd, it was widely believed at that time that the spear was deliberately aimed at him. But he was of the view that it was not deliberate but the impulsive result of a sudden provocative.\textsuperscript{20}

As SDO of Karimganj, he was so popular among both the Muslims and the Hindus, that at the time of his transfer to Shillong even the Minority Affairs Ministry of Pakistan, Dr. Malik took up the matter with his Indian counterpart Justice C.C. Biswas to revoke the transfer order. The Hindus in turn named after him a very big refugee colony.

When the State Reorganization Commission visited Assam he worked day and night. The then Chief Minister Bishnuram Medhi picked up four officers Dharmananda Das, Sarada Sarma, Ganesh Phukan and J.N. Das to collect all the relevant data and to prepare notes and memorandum so that the genuine case of Assam might not go by fault and her future be not jeopardized. Sri Medhi was so well briefed that his discussion with
the Commission convinced it of the necessity to keep the boundaries of Assam intact and no harm came to her. Elsewhere, blood flowed freely after the reorganization of the states, but Assam to her credit was remarkably peaceful.

It was during his tenure as Chief Secretary that the Bangladesh war broke out. Hundreds of Administrative problem emerged at the Indo-Bangla border, but due to his adroit management there was not even whiff in the air.

Dharmananda was instrumental in establishing the Guwahati Tea Auction Centre, which removed a long standing grievance of Assam. It was again, due to his persistent labour that the Assam Tea Corporation was established. He was the founder Chairman of the both these institutions. At the same time, he was also the Chairman of the Board of Trustees, Assam Tea Plantation Provident Fund Scheme. His contribution to the tea industry and its labour force was thus immeasurable.

He was the Chairman of the Government Committee which prepared a report on the Second Refinery for Assam on the basis of which the Bongaigaon Refinery was started. It was due to his Herculean efforts that the Capital of Assam could be shifted within a record time. The Dry port at Amingaon was also a project initiated by him in 1975.

Apart from these official and semi-official assignments, he was connected with scores of social organization and institution. He had a predilection for educational institutions. It was during his incumbency as Secretary Education, that the Dibrugarh University Bill was first drafted. He was President for a long time of both the non-missionary colleges of Shillong, namely the Shillong College and Sankardev College and founder of Dibrug College, Dibrugarh. He was President also of Shillong Agri-Horticultural Society for several years. He was closely associated with Girish Bidyapeeth near Sarupeta which in addition to its regular curricular programme carries on a large number of extra activities.

He had an intense love for Assam. He was proud of her heritage and culture. He kept busy with the management of the Shillong Kristi Kendra and Madhabdev Mandir. He also substantially helped the B. Baruah Cancer Hospital and Barpeta Satra. After his retirement he studied in depth the problem of immigration into Assam. He went through all the status Reports from the nineteen Century onwards and analyzed them with penetrating intelligence. Needless to say, many of those who were associated with the foreigners
issue movement often checked up their own arguments with the findings of his independent Researches. The result of his own research had been published in the form of a small booklet entitled ‘A Heap of Broken Image.’

9. **K.G.R Iyer:** Koduvayur Govindaswamy Iyer Raghava was born on 21\(^{st}\) of June 1923 in Kerala. He had his education at Model School and University College, Trivandrum. He joined IAS in the year of 1948. His service was confirmed on 27\(^{th}\) of June, 1949. Particular of posts held: Asst. commissioner-5\(^{th}\) January, 1949; Special Officer Finance Department-12\(^{th}\) September, 1949; Under Secretary in the same Deptt.-31\(^{st}\) of March, 1950; Under Secretary Home Appointment etc. Deptt.-18\(^{th}\) September, 1950 and Deputy Secretary-29\(^{th}\) August, 1951; Deputy Commissioner-4\(^{th}\) April, 1952; Special Officer Finance Deptt-10\(^{th}\) Oct 1956. Thus after working in different capacities he was on deputation to Government of India as Joint Secretary, Ministry of Irrigation and Power on 12\(^{th}\) of Nov, 1964. His officiating pay was Rs.2500 CCA at 75. He was appointed as Chief Secretary, Assam from 9\(^{th}\) of July, 1975 to 10\(^{th}\) of July, 1975 for a day. He died while working in his office on the date of joining.

10. **Bhabani Kumar Bhuyan:** He was the Chief Secretary (acting) of Assam from 10\(^{th}\) of July, 1975 to 3\(^{rd}\) of May, 1976. Bhuyan was born on 1\(^{st}\) of March 1922. His date of entry to the government service on 1\(^{st}\) of March, 1942. He was nominated IAS on 2\(^{nd}\) of Sept, 1957 and his service was confirmed on 2\(^{nd}\) of Sept, 1958. He worked in different capacities. He also worked as Secretary Development (P&C.D) Department in the year of 1.8.1964.

11. **Rana. K.D.N. Singh:** Born on 20\(^{th}\) of Jan, 1927 K.D.N. Singh joined the IAS on 7\(^{th}\) of August, 1950. He worked in different capacities. When China attacked India in 1962 the then Deputy Commissioner of Darrang fled with his wife in a courier plane. Rana K.D.N. Singh was immediately posted as the Deputy Commissioner to deal with the situation. From 19\(^{th}\) of Dec, 1964 he was on deputation to Government of India. There he was assigned the post of Deputy Director General (Food) Ministry of Food and Agriculture. He was the Chief Secretary of Assam from 3\(^{rd}\) of May, 1976 to 6\(^{th}\) July, 1977.
Sarat Sinha, an able austere and principled Chief Minister, had given Assam an efficient administration with the assistance of Rana K.D.N.Singh as Chief Secretary who with wide experience in the Government of India and UN bodies gave the kind of support that an organized bureaucracy is supposed to give. He made the system work and deliver exacting standards by his own conduct. He was much admired all round. He was very much concerned about the poor salary paid to the official of the Assam Government.\textsuperscript{25}

12. **S.M.L.Bhatnagar:** His period of being Chief Secretary of Assam was from 6\textsuperscript{th} July, 1977 to 18\textsuperscript{th} Nov,1978. Born in the year of 15\textsuperscript{th} of Dec,1922, Bhatnagar was educated at S.D. High School,S.D. College and Dayal Singh College,.Lahore(now in Pakistan).Bhatnagar Joined the IAS 1\textsuperscript{st} of April,1948 after clearing the competitive examination in 1947. His year of allotment 1948 and his service was confirmed on 27\textsuperscript{th} June,1949. Particulars of posts held: Asst.Commissioner, 13\textsuperscript{th} of January, 1949: UnderSecretary., Home, Appointment, etc. Deptt- 29\textsuperscript{th} July 1949; and Education, L.S.G. Deptt- 26\textsuperscript{th} Oct, 1950; Sub-Divisional Officer- 5\textsuperscript{th} Dec, 1950; Additional District Magistrate- 13\textsuperscript{th} March, 1953; Director of Veterinary Deptt. 26\textsuperscript{th} Nov, 1956.\textsuperscript{26}

In the year of 1965 he was appointed as the Commissioner of Plains Division& Chairman, Board of Revenue.\textsuperscript{27}

13. **R.S.Paramsivam:** (Msc., IAS) Paramsivam was born on 11\textsuperscript{th} Oct,1927. Educated at Municipal High School and Govt.Art’s College,.Coimbatore and Presidency College,.Madras, he joined the IAS in the year of 1951(1.5.1951). His service was confirmed on 31\textsuperscript{st} of December, 1951. Particular of Posts held; Assistant Commissioner- 14\textsuperscript{th} January, 1952; Sub-Divisional Office 20\textsuperscript{th} Feb, 1953 and again on 5\textsuperscript{th} June, 1953; Additional Deputy Commissioner., Naga Hills - 5\textsuperscript{th} April, 1955.\textsuperscript{28} Thus apart from holding the usual posts of Asst.Commissioner, Deputy Commissioner, he was also Secretary , Finance Deptt. Govt of Assam on 7\textsuperscript{th} Oct, 1964. During that time his substantive pay was Rs.1420/- and his officiating pay was Rs.1900/-along with special pay of Rs.250.\textsuperscript{29} His service period as Chief Secretary was from 18\textsuperscript{th} of Nov, 1978 to 1\textsuperscript{st} of May, 1980.

14. **B.S.Sarao:** Bhupinder Singh Sarao. Bsc., LL.B IAS , was born on 2\textsuperscript{nd} May, 1929. He was educated at Khalsa High School, Ambala City. After completion of his matriculation
he got admitted at Forman Christian College, Lahore; DAV College Jalandhar and Faculty Law, Delhi University. After completion of the competitive exam he was appointed to IAS on 2\textsuperscript{nd} April 1952. His year of allotment was 1952 and his service was confirmed on 2\textsuperscript{nd} April 1953. He was appointed as Asst. Commissioner -2\textsuperscript{nd} April 1953; Sub-Divisional Officer-28\textsuperscript{th} May 1954 and again on 26\textsuperscript{th} Nov. 1954 and posted at Sibsagar on 20\textsuperscript{th} August 1956. (confirmed on junior scale) \textsuperscript{30} During the leave of R.S. Paramsvam Sarao acted as the Chief Secretary. He worked in different capacities. He was the SDO, N.C Hills,(6\textsuperscript{th} June 1953.) He was also Secretary, Transport and Supply Department.(17.5.1965). He joined as Chief Secretary on 14\textsuperscript{th} Nov. 1979 and little later President’s rule was imposed in Assam. The Jogen Hazarika Ministry has, in the mean time, collapsed and President’s rule has been imposed. He continued till 6\textsuperscript{th} of Jan’ 1980.\textsuperscript{31}

15. **Ramesh Chandra**: Born on 1\textsuperscript{st} of January 1929, he was educated at Agrasen A.V. College and Kayastha Pathsala College, University of Allahabad. He was appointed to IAS on 2\textsuperscript{nd} April after Competitive Examination of 1951. His year of allotment was 1952. His service was confirmed on 2\textsuperscript{nd} of April 1953. Particulars of posts that he held from time to time are; Asst. Commissioner-2\textsuperscript{nd} April, 1953; Sub-Divisional Officer -1\textsuperscript{st} June, 1954 and again on 25\textsuperscript{th} Nov. 1954. After that he was holding the post of Under Secretary & D Deptt.\textsuperscript{32} He was Secretary, TAD and WBC, R/R and Cooperation Depts. (17.5.1965). His substantive pay at that time was Rs. 1360 and officiating pay was Rs. 1860 with a special pay of Rs. 250.\textsuperscript{33} His term of Chief Secretary was from 1\textsuperscript{st} of May, 1980 to 1\textsuperscript{st} of Dec, 1983.

16. **P.H. Trivedi**: Parimal Hrusheekesh Trivedi was born in the year of 15\textsuperscript{th} of July, 1929. He was an MA, LL.B. He had his early education at Pratisingh High School, Baroda College and Faculty of Arts Baroda and also did his LL.B at Sir L.A. Shah Law College, Ahmedabad. He appeared the IAS examination in the year of 1952 and was appointed to the post on 14\textsuperscript{th} April, 1953. His service was confirmed on 12\textsuperscript{th} April, 1954. Particulars of Posts that he held; Asst. Commissioner -12\textsuperscript{th} April, 1954; Sub-Divisional Officer of North Lakhimpur on 5\textsuperscript{th} of March, 1955.\textsuperscript{34} During the leave of Ramesh Chandra, P.H. Trivedi acted as the Chief Secretary to the Government of Assam from 9\textsuperscript{th} of August, 1982 to 29\textsuperscript{th} of Nov, 1982. In 1964 he was appointed as Secretary,
Industries Department. His substantive pay at that time was Rs.1300 with a special pay of Rs.250.\textsuperscript{35}

On 24\textsuperscript{th} July, 1982, Mr.Ramesh Chandra, Chief Secretary of Assam and his family were badly injured in a road accident and were admitted to the All India Institute of Medical Sciences, New Delhi.Mr.Ramesh Chandra’s work was taken over by Mr.P.H.Trivedi, Additional Chief Secretary.\textsuperscript{36}

17. \textbf{A.K.Palit}: Born in the year of 1927, 1st of July, he joined the IAS in the year of 1958.He worked as Asst.Commissioner, SDO and many other different capacities before becoming the Chief Secretary to the Government of Assam. He was also Deputy Secretary, Ministry of Home Affairs while on deputation to the Government of India.(13.8.1965)\textsuperscript{37}

18. \textbf{Mrs.P.P.Trivedi}: The only lady Chief Secretary till date to the Government of Assam from colonial, post-colonial and reorganization of the state of Assam. She was born on 27\textsuperscript{th} of Feb’1930.She joined the IAS in the year of 1953,14\textsuperscript{th} of April. Apart from holding the usual posts of Asst.Commissioner,SDO and Deputy Commissioner, she was also Director of Organization and Method Division,Ex-Officio Addl.Secy for Deptt.under the Chief Secretary & General Manager, Pine Wood Hotel. Her substantive pay was Rs. 1300 and Special Pay was Rs.250.While she was on deputation to the Government of India, she was holding the post of Commissioner and Secretary of Administrative Reform Department from 8\textsuperscript{th} July,1986 to 29\textsuperscript{th} of Feb,1988 for a period of 19\textsuperscript{th} Month\textsuperscript{38}.She was also advisor to the Planning Commission. She became the Chief Secretary at a very crucial period of time when Six year long Assam Agitation on foreigners issue was moving towards the path of resolution and for the first time a regional political party came to power under the banner of Asom Gana Parisad headed by Prafulla Kumar Mahanta.Her tenure was from 1\textsuperscript{st} of July,1985 to 23\textsuperscript{rd} of Jan,1986.She was signatory to the Assam Accord on behalf of Assam Government. Thus she worked under Chief Minister Hiteshwar Saikia as well as Chief Minister Prafulla Kr.Mahanta,representing two different political parties. She was the Chief Secretary of Meghalaya prior to her appointment as Chief Secretary of Assam.
19. **J.C. Nampui: Jam Chonga Nampui** was born on 1st August, 1928. He was the first direct Assamese to be directly recruited to the IAS and hails from North Cachar Hills of Assam. He had his schooling at Shillong Govt. School and after that he took admission at St. Anthony’s College Shillong and completed his graduation from that college. He appeared the Competitive Examination in the year of 1954 and after successful completion he was appointed to the government job in the year of 1955. His first appointment was Asst. Commissioner of Naga Hill of undivided Assam on probation. He became the Chief Secretary after Mrs. P. P. Trivedi and held that post from 15th of Feb 1986 to 1st of Nov 1986. The date of entry into government service was on 1st of April, 1949 and his date of appointment to IAS was on 26th of April, 1955 and service got confirmed on 26th of April, 1956. Prior to Chief Secretary he worked in different capacities. He was appointed as Joint Secretary, Revenue and Forest Deptt. 3.10.1963. His substantive pay was Rs. 700 and officiating pay was Rs. 1120 with a special pay of Rs. 200. On superannuation J.C. Nampui was appointed as Vice-Chairman of Planning Board for the Hill Areas, Assam with the status of Minister for State, for a period of three years w.e.f 01.11.1986.

20. **A.K. Saikia: Achyut Kumar Saikia**. He was acting Chief Secretary from 1st of Nov’1986 to 1st of July, 1988. He had a very illustrious service record. He was acting Chief Secretary from 1st of Nov’1986 to 1st of July 1988. Born in the year of 1st of March 1936 he joined the IAS in 1960, 16th of May. He was the General Manager, Assam Spun Silk Mills, Nagoan (Jagirroad 25.5.1964). Before joining as acting Chief Secretary to the Government of Assam he was additional Chief Secretary and in addition he was also holding the job of Commissioner and Special Secretary for Assam Accord Implementation. (AT July 21, 1986). He was the second Assamese direct IAS officer after J. C. Nampui. After handing over his charge to S.D. Phene he left for New Delhi to join his new assignment as Advisor (State Plan) to the Planning Commission. He was promoted to the rank of Secretary of the Union Government. Saikia was the first IAS from Assam to secure the rank of Secretary of the Central Government.

21. **S.D. Phene**: He was born on 7th of April, 1935 and joined the IAS in the year of 1958. He held the post of Chairman, Guwahati Development Authority. (12.12.1964). S.D. Phene was the Deputy Commissioner of Sibsagar district during the period of
1965. He was an officer of outstanding ability, highly methodical and very quick in decision making. He had a very fine value system and an exemplary code of ethics which called for absolute integrity in all dealings. He was one of those rare breed of officers who managed to preserve his ethics and value system throughout his service life, no means achievement. He became Chief Secretary on 1st of July 1988 and continued till 17th of March, 1989.  

22. A.P. Sarwan: He joined the IAS in the year of 1958(7.7.1958) He born in the year of 1931, 19th of August. Apart from holding the usual posts of Asst.Commissioner, Deputy Commissioner, he was also appointed as Director,Panchayats.(9.11.1965). From 19th of March ,1989 to 28th of Feb ,1990 he was the Chief Secretary. Sarwan was also holding the post of Resident Commissioner in Delhi while he was continuing as Chief Secretary.  

23. H.N. Das: Harendra Nath Das Born in the year of 1937, 1st of March, he joined the IAS in the year of 1961. He had a brilliant academic career. After completing his graduation with honours in Economics from Cotton College in first class he continued his Master and secured first class first in MA (Economics). Even in the IAS examination he secured highest marks in Economics. After joining IAS he did further higher studies at Australia from the University of Adelaide. He also completed LL.B.

His date of entry into the Government service was on 1st of June 1961. Apart from holding the routine post of SDO, DC, he was Deputy Secretary Finance Department.(7.7.1965). He became Commissioner, Planning and Development Department. He made significant contribution towards the area of civil service training while he was Director General of Assam Administrative Staff College and Training from 11.2.1987 to 14.05.1996. He was holding the additional post of Chairman, Assam Tea Auction Committee from 11.02.1986 to 14.05.1996. His rank was elevated to Additional Chief Secretary. He was Chief Secretary from 28th Feb 1990 to 28th Feb 1995. After retirement from IAS as Chief Secretary he got the assignment of Banking Ombudsman, Reserve Bank of India from 05.06 1996 to 31.10.2000.

He was keenly interested in development administration and in training of Personnel. As Director General and Advisor, Assam Administrative Staff College he developed it into
an institute of excellence as recognized by the British Council and the United Nations Development Programme. It is also running all India and International courses including Training of Trainers Courses for Directors of Central and National Institutes and others. The Government of India has designated it as a Central Training Institute (CTI).

As Chairman, Guwahati Tea Auction Centre he made it the largest CTC Tea Auction Centre in the World, the volume of transactions having increased to more than Rs.1500 crores per annum in the 1980s.

He delivered a number of important judgments as Chairman, Assam Administrative Tribunal, when he held the post in the early 1980s, and as Banking Ombudsman.

As Chairman of the Committee on Fiscal Reforms for Assam submitted its Report to the Chief Minister on 07.12.2001. It created quite a sensation and a state wide debate.

He also worked as Consultant in an Asian Development Bank Project. Among the important contributions were three papers on Fiscal Responsibility and Budget Management Legislations.

He was Chairman, Standing Committee on Employment, Government of Assam (2004-2006), and also Chairman, Third Assam State Finance Commission (2006-2008).

**In the Public, Joint and Private Sectors:**

Serves as Chairman, Assam Industrial Development Corporation (twice) and Assam Petrochemicals Limited, Director, Jute Corporation of India, Neyvelli Lignite Corporation, Pyrites, Phosphates and Chemicals Ltd., Reliance Assam Petrochemicals Ltd., etc.

He has a large numbers of papers on Energy, Tea, Insurgency and Terrorism, Disaster Management, Economic Development, Rural Development etc., have been published in national and local journals. Four books published on Disaster Management, on Grameen Bank of Bangladesh, on Rural Development in Assam and on Tourism in the North East.

He travelled widely in Thailand, Singapore, Peoples’ Republic of China, Taiwan, Egypt, Greece, Australia, USA, Bermuda, Canada, Japan, Hong Kong, Bangladesh, Nepal, Bhutan, Uzbekistan, Laos, Cambodia, Vietnam, Indonesia, Russia, UK and the European countries.

Involved in social work through different organizations. Past President of Foundation for Amity & National solidarity, Assam State Chapter, the Bharat Vikash Parishad, Guwahati
Branch and the Rotary Club of Guwahati South. Member of the Guwahati Management Association. Also associated in different capacities with a number of organizations including Action-aid, North Eastern Institute of Bank Management, Indian Institute of Entrepreneurship, Don Bosco Youth Services, Don Bosco Institute, Down Town Hospital and Trust, Guwahati Stock Exchange, North Eastern Chamber of Commerce and Industry, etc.

He took keen interest in rural development. He worked as Rural Development Commissioner and wrote a small book on Rural Development in Assam.

Disaster Management: Ever since entering service in 1961, he became aware of the misery caused to millions of people, particularly in the Brahmaputra Valley, by recurring floods. As Sub-Divisional Officer, Deputy Commissioner, Commissioner and Chief Secretary he tried to alleviate the suffering of the affected people through structural and non-structural measures. While working as Director in the Plan Finance Division of the Ministry of Finance, Government of India, he went out as member of teams to different States to assess the damage caused by floods and other disasters.

Micro-Credit: He travelled to Bangladesh to see the working of the Grameen Bank. After meeting Dr. Md. Yunus and visiting Grameen Bank Branch and Centres and studying the literature including assessment reports of national and international organizations, he published quite a few articles in local and national journals and delivered lectures in several institutions. A book was published by the North Eastern Institute of Bank Management. The second edition of that book was published by the Assam Grameen Vikash Bank and the third edition and an Assamese translation were published by the State Institute of Rural Development.

H.N. Das represents elite brand of officers who combine outstanding qualities of the mind with an astonishing capacity for hard work. With a truly photographic memory, almost limitless ability to gather facts and figures, to systematically classify, index and store away information of a bewildering variety, accompanied by an ability for instant recall, he could bring vast knowledge and analytical skills to bear on any discussion, to elevate the level of the debate to heights, capable of satisfying the most fastidious and demanding minds. His drafting was absolutely superb. He took great pains in perfecting every document that left his table, which invariably reflected his extraordinary command over
the English language, the level of his erudition, the exuberance of his thought and splendor of his diction. Most of the officers working under him expressed the view that it was indeed a truly rewarding experience.51

24. A.Bhattacharya: From 1st of March 1995 to 11th of May, 1996 he remained as the Chief Secretary. His date of birth as per civil list of 1962 is 27.10.1938. He joined IAS in the year of 1962(24.5.1962). He was SDO Barpeta.(9.4.1965). He was deputation to the Government of India and worked in different capacities as Joint Secretary in the Ministry of Welfare, Managing Director, National Cooperative Consumers Federation, New Delhi and also as Addl.Secretary, Ministry of Environment and Forest. An interesting development took place during his tenure while there was a change of Government. 52

25. T.K.Kamila: A 1966 batch regular recruit to IAS. Kamila became Chief Secretary on 12th of May, 1996 and continue upto 19th of August, 1997. Before assuming the coveted office of the Chief Secretary he worked in different capacities in different parts of Assam. Apart from the regular postings of SDO and Deputy Commissioner he was Commissioner of Cachar and Barak Valley Hill Areas Division Development, Comm. & Secy WPT , OBC, Member Secy. Tribal Development Authority, Comm & Secy, Power, Mines and Minerals, Comm. & Secy Training & Pension Deptt. 53

26. V.S.Jafa: Born in the year of 5th of March 1942, Jafa joined IAS in the year of 1965. After T.K.Kamila he became the Chief Secretary from 28th of August 1997 to 22nd of March 1998. After that he went to New Delhi and took the post of Resident Representative of Assam Government. Prior to Chief Secretary he worked in different capacities in Assam and also under the Meghalaya Govt. For some time he was on deputation to the Government of India as Joint Secy. Ministry of Information and Broadcasting. 54 He studied the Northern Ireland conflict as a Visiting Fellow at the University of Oxford (1986-87), as John D. and Catherine T. MacArthur Fellow and a Visiting Fellow at the Massachusetts Institute of Technology (1988-89). He researched the revolutionary, ethnic and religious roots of violence, counter insurgency and counter terrorism in the context of the theory and practice of conflict resolution. He is also a Consulting Editor with FAULTLINES. 55

27. Pranab Kumar Bora: P.K. Bora was born in the year of 1942, 1st of August. He joined the IAS in the year 1966. He worked in different capacities. He was Deputy
Commissioner of Goalpara, Secretary, Finance Department, Secretary to Chief Minister and also holding the additional post of Commissioner of Taxes from 28.9.1983 to 26.5.1984. He was entrusted with the additional responsibility of Commissioner & Secretary, Finance Department. Later he was shifted to the General Administration Department and Personnel & Capital Project. (14.9.1988 to 15.10.1989). He got the deputation to the Government of India and was posted as Chairman Tea Board under the Ministry of Commerce, a very important post considering the fact that Assam Produces more than half of the total production of Tea in whole of India. (16.10.1989 to 17.10.1994). Thereafter he came to the state and was entrusted with the responsibility of Special Commissioner & Special Secretary Border area & also of the Tourism Deptt. from 2nd of January, 1995 to 20th of Dec, 1997. He was the Commissioner for Agricultural Production and successfully implemented the World Bank sponsored Programme called ARIASP. P.K. Bora played a very important in implementing as well facilitating the entire Project sponsored by the World Bank. He became Additional Chief Secretary, Chairman, Assam State Electricity Board and finally he got the most prestigious post of Chief Secretary on 23rd of March, 1998 and retired from that post on 31st of July, 2002.

28. Prabir Kumar Datta: P.K. Datta was a regular recruit to IAS and joined the service in the year of 1967. His date birth is 1st of August 1943. Apart from holding the regular post SDO and DC he was Secretary Revenue Deptt, Secy, Power and Mine. He was deputed to the Government of India as Addl. Development Commissioner, Ministry of Commerce, Deptt of Textile, New Delhi. While coming back to Assam-Meghalaya Cadre he was Special Secretary to the Chief Minister of Meghalaya. Later he became Commissioner & Secretary, Handloom, Textile & Sericulture Deptt. Principal Secretary Finance, Chairman, Assam Board of Revenue, Chairman, Assam State Electricity Board, and Principal Secy. Finance. Thus he had varied experience before joining the post of Chief Secretary to the Govt. of Assam on 1st of August 2002 and retired in that post. After retirement he joined as Chairman, Ombudsman, Reserve Bank of India. It was during his tenure that he had to sign agreement with the Bodo Liberation Tiger (BLT) on behalf of the Government of Assam.

29. Jyoti Prasad Rajkhowa: J.P. Rakhowa borned on 1st of Nov 1944. He was regular recruit to IAS and retired as Chief Secretary to the Government of Assam. His term was
from 1st of August, 2003 to 31st of October, 2004 as Chief Secretary to the Govt.of Assam. He was DC Kamrup, Managing Director, Spun Silk Mill, Jagiroad, Secy. Public Enterprises, Commissioner & Secy. Industries, Special Secy. to Chief Minister, Chairman, ASEB, Commissioner Lower Assam, Executive Director (Vigilance) National Thermal Power Corporation, Principal Secy. Education etc. Thus he had a varies administrative experience before holding the post of Chief Secretary to the Government of Assam. 58

30. S. Kabilan: A 1972 batch IAS officer of the Assam-Meghalaya cadre, Mr. Kabilan hails from Tamil Nadu. His date of birth is 08.11.1947. He has served 15 years in Assam and three years in Meghalaya in various capacities. S. Kabilan is a B. Tech from I.I.T Madras. After a brief stint of research at the National Aerospace Laboratory, Bangalore, he joined the I.A.S in 1972. He has served as Finance Secretary, Additional Chief Secretary and Chief Secretary in Government of Assam and as Financial Advisor in Government of India. He has served the Government of Tamilnadu for nine years in various capacities including Director of Land Reforms, Managing Director TWAD Board, Commissioner of Municipal Administration and Secretary of Backward Classes Department. S. Kabilan was appointed as Chief Secretary after the superannuation of J. P. Rajkhowa on 01.11.2004. Apart from the routine posting of SDO, DC, he held the posts of Secretary, Finance Deptt, Commissioner and Secretary, Administrative Reforms and Training, Cooperation, Power, Mines, Transport, Commissioner and Secretary of Finance. He also worked in the Deptt. of Municipal Administration Department as Commissioner in the State of Tamil Nadu, Madras on deputation from 01.01.1992 to 01.09.1994. After that he again came back to the State of Assam and became Development Commissioner for Hills areas Assam. He was again on Central deputation as Joint Secretary and Financial Adviser to the Government of India, Ministry of Fertilizer and Chemicals, Deptt of Fertilizers from 11.08.1995. While coming back from Central deputation he became Chief Secretary to the Government of Assam but he took voluntary retirement on 22.12.2006. 59

31. Prafulla Ch. Sarma: P.C. Sarma, a 1975 batch IAS officer was appointed as Chief Secretary to the Government of Assam when S. Kabilan took voluntary retirement. P.C Sarma worked under different capacities such as Secretary Home Department, Secretary
to the Chief Minister Prafulla Kumar Mahanta, Commissioner and Secretary Education, Assam Accord, Personnel and Public Grievance, Transport department. Later he became additional Chief Secretary and also worked as Chairman, Assam Administrative Tribunal and finally he was elevated to the post of Chief Secretary and retired from that post on 1st of April, 2010. 60

32 **Naba Kumar Das:** Naba Kumar Das was born on 15th of December, 1952 in Meghalaya in erstwhile undivided State of Assam. A post graduate in history he joined the IAS of Assam- Megalaya Joint Cadre in the year of 1976 and his service record shows that from his appointment he worked in the state of Megalaya for most of the time in different capacities such as Asst. Commissioner, Land and Revenue management & District Administration from 01.07.1978 to 01.05.1980, Deputy Secretary, Sr. time Scale, Consumer Affairs, Food & Public Distribution from 01.03.1981 to 01.04.1981, Dy. Secy. Sr. Time Scale, Commerce and Foreign Trade from 01.03.1981 to 01.04.1981, Home Department from 01.03.1981 to 01.04.1981, Jt. Secy. Sr. Time Scale, Information & Broadcasting, Public Relations from 01.04.1981 to 01.07.1981.

His other important assignment under the Government of India are; Director Enquiry, Ministry of textile Govt. of India, from 01.04.1991 to 01.10.1991. He was also on foreign assignment to Kosova, from 01.10.1991 to 01.10.1992. After that he came to Assam and became the Commissioner and Secretary, Tourism Department, Govt. of Assam from 01.05.1998 to 19.07.2000. He was elevated to the rank of Additional Chief Secretary holding the charge of the Home Department from 30/12/2005 to 18.03.2007. He once again on Central deputation as Additional Secretary under the Ministry of Agriculture, Department of Agriculture and Cooperation from 19.03.2007 to 24.11.2009 and became Special Secretary in the same department and in that position till 31.03.2010 in New Delhi before he was appointed as the Chief Secretary of Assam on 01.04.2010. There are two senior officers namely Ranjan Chatterjee and Samarendra Chatterjee. Since both of them are on deputation so Naba Kumar Das was appointed as Chief Secretary 61
Thus, the various position and assignments held by these officers include sub-divisional posts such as Sub-Divisional Officer; district level positions which include post like that of Assistant Deputy Commissioner and Deputy Commissioner; Heads of the executive department as Director of a Department; Secretariat posts such as that of Deputy Secretary, Special Secretary, Commissioner and Secretary to the Government and posting at the Centre as Under Secretary, Deputy Secretary, Joint Secretary or Additional Secretary to the Government of India. These long years of service enable an officer to have adequate knowledge and experience of multifarious aspects of the administrative system.

3.3 Appointing Authority:

Prior to independence the Chief Secretary was appointed by the Governor or the Governor-General of India as the case may be. After independence the popularly elected Government gave the power to appoint the Chief Secretary by the Chief Minister. An important feature of the history of appointment of the Chief Secretary to the Government of Assam is that all the Chief Secretaries from pre-independence to post independence period were from the Indian Civil Services (ICS) till 1971. It was only Dharmananda Das who became the first Chief Secretary from the Indian Administrative Service (nominated) in Assam of Assam–Meghalaya Cadre. A peculiar feature of IAS appointed to Assam is that they belong to Assam-Meghalaya Joint Cadre. Generally the convention is that the Chief Secretary should be a Regular Recruit. It was however exception to Dharmananda Das, as he was a nominated IAS and also later on B.K. Bhuyan was also appointed as Chief Secretary who was also a nominated IAS. Thus baring these two cases since 1972 onwards all the Chief Secretaries were from IAS Regular Recruits (RR). Since independence it is the Chief Minister of the state who generally decides about the incumbent to the post of Chief Secretary. The Chief Secretary may informally consult his Cabinet Colleagues in this matter but the final deciding authority remains the Chief Minister himself. It is also said that Union Government may also play a role regarding the selection and appointment of Chief Secretary. For e.g. Even in the recent past when Prafulla Kumar Mahanta replaced T.K. Kamila by appointing V.S. Jafa it is said that V.S. Jafa had good relation with the Central leadership.
In this connection it would be appropriate to mention the recent observation of the Second Administrative Reforms Commission on Appointment and Security of Tenure at the Senior Levels in the State Government. The Commission observed:

“The issues concerning appointments to these highest levels of administration and the security of their tenure have been points of debate since Independence. Often, the process of such appointments is found to be lacking in transparency and objectivity. Transfers are frequent and often coincide with the change in the political regime; the duration of tenure is thus uncertain. All this leads to instability of the administration and lack of faith in the system among the common people. There is need to introduce methods which would impart greater credibility to the appointments process; it should be impartial and merit based. It should also appear as to be so in the eyes of the stakeholders and the public. Selection of officers having unimpeachable conduct, integrity and professional competence is an essential requirement of good governance.”

3.4 Interim suggestions by the Second Administrative Reforms Commission:

For appointments to the posts of the Chief Secretary and the Principal Conservator of Forest, the Commission communicated the following interim suggestions to the Government in December 2007:-

i) There should be a collegium to recommend a panel of names to the Chief Minister/Cabinet for these two posts. For the post of Chief Secretary, this Collegiums may consist of (a) a Minister nominated by the Chief Minister,(b) The Leader of the Opposition in the State Legislative Assembly and (c) the incumbent Chief Secretary.

ii) There should be a fixed tenure of two years for both these posts.

iii) The selection for the post of Chief Secretary should be widened to include all officers above a specified seniority (e.g. 30 years). All officers with seniority higher than a prescribed limit should be eligible to be a part of the panel.

Subsequently, in its Report on “Refurbishing of Personnel Administration” (the Tenth Report), the Commission suggested a detailed procedure for placement of officers at the middle and top management levels in the Union Government. It calls for the constitution of a Central Civil Service Authority by law, which will be an independent five member body consisting of persons of eminence in public life and professionals with acknowledged contributions to Society. This Authority will be empowered to deal with a large number of issues concerning civil services such as assignment of domain to
officers, preparing panels for posting at the levels of Joint Secretary and above, fixing tenures for senior assignments and such other matters that may be referred to it by the Union Government. The Commission is of the view that there should be a similar Civil Services law and a State Civil Services Authority for each State. The mandate and functions of the State Body would largely coincide with those prescribed under the proposed Union Civil Services Law. This Authority should deal with issues of appointment and tenure of higher officials of all ranks in the State Governments including the Chief Secretary, Principal Secretaries, Engineer-in-Chiefs and the Principal Chief Conservator of Forests. However, till the time the proposed law is enacted and the State Civil Service Authority is constituted, recommendations made above may be immediately adopted by all the State Governments.63

3.5 Criteria for selection;

There are various factors which generally influence the selection of a person to office of the Chief Secretary. Broadly this factor may be divided into three categories:

1. Seniority
2. Service record, performance and merit, and
3. Confidence of the Chief Minister in an officer.

1. Seniority: The post of the Chief Secretary is classified as the senior most post in the State Cadre under the IAS rules and hence seniority of a person is a major consideration while making a choice in this regard. Generally, the choice is made from among the top four to five senior most IAS officers. A person prior to his appointment to the post of the Chief Secretary generally has a minimum of 25-30 years of experience of working in a state government or in the Government of India. Table 3.2 shows the experience which different officers had prior to their appointment as Chief Secretary of Assam.
TABLE 3.2

Years of Experience of Different Officers Prior to their Appointment as Chief Secretaries since 1972 in Assam

1. Dharmananda Das--------  31 yrs
2. K.G.Iyer------------------- 27
3. B.K Bhuyan----------------- 33
4. Rana.K.D.N.Singh--------- 26
5. S.M.L.Bhatnagar--------- 31
6. R.S.Raramsivam---------- 27
7. B.S.Sarao----------------- 27
8. Ramesh Chandra--------- 38
9. P.H.Trivedi--------------- 29
10. A.K.Palit----------------- 25
11. Mrs.P.P.Trivedi--------- 32
12. J.C.Nampui--------------- 31
13. A.K.Saikia------------- 26
14. S.D.Phene---------------- 30
15. A.P.Sarwan--------------- 31
16. H.N.Das----------------- 29
17. A.Bhattacharya---------- 33
18. T.K.Kamila-------------- 33
19. V.S.Jafa---------------- 32
20. P.K.Bora---------------- 32
21. P.K.Datta--------------- 35
22. J.P.Rajkhowa-------------- 37
23. S.Kabilan----------------- 32
24. P.C.Sarma------------------ 31
25. N.K.Das------------------- 32

Source: Data has been compiled by this researcher by going through their service records, Department of personnel (A), Assam Secretariat, Government of Assam.

While appointing the Chief Secretary the principle of seniority has been by and large followed in case of Assam. However many occasions, there have been cases when the factors other than seniority were accorded decisive importance in this realm. One of the peculiarities of the IAS officers from Assam –Meghalaya joint cadre is that they prefer Central deputation and want to remain on Central deputation for a longer period of time than what is actually permitted as per rule.\(^64\) Service records of the IAS officers has confirmed this particular tendency on the part of officers of higher echelon. The reasons for such preference on Central deputation are many. One important reason for Central deputation is undoubtedly because of the Civil Service Rule, but at the same the pre-1970 scenario indicates another reason that is higher salary and status while on Central deputation. But even post-1970 after the standardization of the services at All Indian level Central deputation remained a preference for some of the officers.\(^65\)

The then Governor of Assam, Prakash Mehrotra admitted in an interview to Khiren Roy which was published in the Assam Tribune, August 19, 1982:

“Bureaucracy here is mainly manned by persons from outside the region and as such one cannot expect them to be sincerely committed to the cause of the region. Most of them come here against their will, just for the sake of the job, Hence the sense of their personal involvement on matters relating to the welfare of the region is obviously missing.”

This has been clearly expressed by the Governor when he referred to the general unwillingness on the part of all India Cadre Officers and because of this situation he had to ask DC of Kamrup to function as Home Secretary of Assam as well. Even the Chief
Electoral officer in Assam remained vacant for the same reason. Mehrotra was surprised to find that no officer from Delhi was found eager to come and serve in Assam.

Even the highest post of Chief Secretary was not considered that important because low salary so far the State of Assam is considered prior to standardization. After the superannuation of Chief Secretary Dharmananda Das, Chief Minister Sarat Chandra Sinha invited K.G.R.Iyer from Central deputation and he was appointed as the Chief Secretary of the State. But unfortunately he died on that day, i.e. 9th/10th of July 1975.

Thus the Chief Minister Sarat Ch.Sinha as an interim arrangement appointed B.K. Bhuyan as Chief Secretary as additional charge though he was not the next senior person. In fact there were eight senior officers above him. These officers were S.M.L Bhatnagar, Rana K.D.N.Singh, R.S.Paramsivam, B.S.Sarao, Ramesh Chandra, P.H.Trivedi, R.K.Srivastava and Mrs. P.P.Trivedi. But at that time majority of them were under deputation to the Government of India. Though this act of the Chief Minister looked like apparent violation of the principle of seniority but given the circumstances he had no other option but to appoint B.K. Bhuyan as the acting Chief Secretary.

Similar situation aroused during the period of 1997 when Chief Minister Prafulla Kumar Mahanta has to appoint V.S.Jafa as the Chief Secretary by replacing Chief Secretary T.K.Kamila. At that time the top nine IAS officers belonging to the Assam-Meghalaya cadre have not been working in the State for almost a decade, and it is mainly the junior officers who are holding the fort. Of the top nine in the seniority list, only Mr. V.S.Jafa was in Dispur. Of the nine top IAS officers, only one -- Mr. S.K.Agnihotri – was serving the region (he was than posted in Meghalaya), and all the other eight officers are happily settled in the country's Capital, Delhi. Mr. V. Pipersonia was posted as the State's Liaison Commissioner in Delhi following his Central posting.

Another reason for appointment of V.S.Jafa as Chief Secretary at that point of time was the need of a bureaucrat with expertise in the field of counter-insurgency operation which V.S.Jafa had. Besides seniority as one of the major consideration in selecting a person to the post of Chief Secretary, in Assam as in other States, there have been cases when factors other than seniority were accorded decisive importance in this realm. Above all the confidence of the Chief Minister in the officer concerned has been determining
factors in a cumulative fashion. Many senior officers of Assam Secretariat have also expressed the view that the principle of seniority should be followed to the extent possible. In Assam by and large the principle of seniority has been followed.

Unless there are sufficient reasons to justify supersession, it should be avoided as opined by the majority of the senior officers of Assam Secretariat. A person who stands higher in the seniority list to that of the Chief Secretary may not willingly accept the authority of the Chief Secretary and this might lead to problems of cooperation in the interagency relationship.  

However it is nobody's case that a Chief Minister should blindly follow seniority in appointing the Chief Secretary or that, once appointed, a Chief Secretary should be a fixture till he retires. After all, Chief Ministers are human (even if, in some cases, their party men treat them as divine) and the choice of a Chief Secretary may, in retrospect, turn out to be a mistake, and public interest demands that the mistake be rectified.

In case of Northern and Southern States of India appointment of the Chief Secretary has been always a matter of controversy as in most of the cases there is supersession i.e. appointing junior officer as Chief Secretary by depriving senior most officers.

2. Service Record, Performance and Merit: The post of Chief Secretary being the most important and crucial post at the state level it is necessary to see that the person, who is being appointed on it, is meritorious enough and possess such personality traits which may help him in the performance of duties and responsibilities in the ‘expected” manner. A personality trait can be defined as “enduring attribute of a person that appears consistently on a variety of situation.” Raymond Cattell in his analysis of personality has used 171 characteristics to describe personality traits. Out of these, some traits which are called “source trait” can be considered desirable, albeit essential for a person assuming the highest administrative position at the state level. These include affectothymia (good nature and truthfulness), ego strength (maturity and realism), dominance and surgency (cheerfulness and energy).
Besides these personality traits, certain leadership characteristics of a person have also to be given due consideration while making selections to a crucial post such as that of Chief Secretary. These characteristics include ability to go along with the colleagues, subordinates, political leaders and people; decision-making capacity which includes willingness to undertake responsibility for making decisions; supervisory qualities which include expert knowledge of the work to be supervised; cooperative spirit; evenness of temper and ability to motivate and enthuse the members of general ecological constraints and specific exigencies. A candidate for the post of Chief Secretary should be a man with broader perspective and wide knowledge of state government functioning as well as of the problems of the state in a wider environmental perspective.

3. **Confidence of the Chief Minister in an officer**: A Chief Secretary has always to work in close association with the executive head of the government of the state, i.e., the Chief Minister. And therefore an officer’s rapport with the Chief Minister is a crucial consideration while making a choice, he would generally prefer a person who can get along with him well. Hence personal affiliation and the Chief Minister’s confidence in the person are also important determinants in the process of selecting a Chief Secretary. Besides this, the central leadership may also effect a selection by indirectly advising the Chief Minister for appointing a particular person as Chief Secretary.

In an opinion survey of senior officials, including some retired Chief Secretaries and Secretaries to the Government of Assam, regarding the factors which should count in the selection of an officer to the post of Chief Secretary, it was markedly pointed out that an officer’s relationship and contact with the Chief Minister is a crucial factor influencing the chances of his appointment as Chief Secretary but the same it has been opined that seniority principle is equally playing an important role in selecting the person for the post of Chief Secretary in the case of Assam. A Chief Secretary has always to work in close association with the Chief Minister. He acts as an adviser to the Chief Minister on all important administrative matters. All this requires that both these executives should have sustainable confidence in each other without which the administrative machinery cannot function in a smooth manner. However, it was also mentioned by the respondents that with his action and activities, a Chief Secretary should not lead others to believe that he is the Chief Minister’s man. This feeling, if developed, will tend to adversely affect the morale.
of other administrative officers who will not be able to look upon the Chief Secretary as their guardian who can safeguard their interests in a changing world of political fortunes and who can preserve and protect the time honoured principles of civil service neutrality and commitment. Besides, if known as Chief Ministers man, a Chief Secretary may not be able to generate confidence among other Ministers and politicians who do not belong to the Chief Minister’s “inner” group. Such a situation developed in Assam when fairly senior officers in the all-India list had fled Assam as the Congress was being voted out of power in the 1996 Assembly elections. The then Chief Secretary, Arunodoy Bhattacharya (IAS), Deputy Inspector General of Police, Ashim Kumar Roy (IPS) and Secretary (Personnel), Niranjan Ghosh (IAS), had fled along with the State Director General of Police Ranju Das.

In case of other Northern and Southern States of India such as UP, Bihar, Jharkhand, and more recently Andhra Pradesh and Karnataka appointment of the Chief Secretary has been always a matter of controversy as in most of the cases there is supersession i.e. appointing junior officer as Chief Secretary by depriving senior most officers.

Unfortunately, a couple of judgments of the Supreme Court have paved the way for Chief Ministers brazenly playing ducks and drakes with Chief Secretaries' selection and transfers. In one famous judgement, the Supreme Court, dismissing the petition of an IAS officer against his supersession for promotion as Secretary to the Government of India, remarked that "it is the privilege of the master to choose his cook." In another incident, an officer was shifted from the post of Chief Secretary to a totally insignificant post "equated" under the All India Service rules to that of a Chief Secretary. The officer argued that, by its very nature, no other post in a State administration could be really equivalent to that of a Chief Secretary and that the so-called equation under the rules was hollow and amounted effectively to camouflaging a reduction in rank. The Court unfortunately rejected this argument (which, to anyone familiar with State administration, would appear to be eminently valid) and ruled that as long as the emoluments and the grade were protected, the officer could not complain. These two rulings have enabled Chief Ministers to promote half a dozen officers to the Chief Secretary's grade and pick and choose the Chief Secretary from them as per their whims and fancies without having
to supersede an officer openly on merits and defend it before courts as was the case in the early days of the Service when there was only one post in the grade of Chief Secretary.\textsuperscript{77}

From the above discussion what follows is that it is ultimately the Chief Minister’s choice which matters in the selection of a Chief Secretary. Generally only that person is chosen who is a man of confidence of the Chief Minister. But the Chief Minister also keeps in view the merits of the person concerned. Thus, from the overall analysis it could be stated here that, it is the combination of merit, seniority and affiliation with the Chief Minister which is the guiding force behind the selection of a Chief Secretary. It may be pertinent to note that the First Administrative Reform Commission (ARC) in its report on State Administration had recommended that “the Chief Secretary should ordinarily be the senior most person, due regard being paid to merit.”\textsuperscript{78} Earlier the study team of ARC on State Level Administration commented in this regard thus:

“Being the captain of the team of Secretaries to Government, the Chief Secretary should be a senior person of outstanding ability; he should not only command respect and confidence of all the services in the state but also enjoy good reputation at the centre on equal term.”\textsuperscript{79}

More recently as mentioned above the Second ARC has recommended for the creation of State Civil Service Authority which will deal with the issues of appointment and tenure of all the higher civil services including the Chief Secretary. The Surinder Nath Committee on “System of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group ‘A’ Services has recommended for **Composition of the Screening Committee in States** for the selection for the position of Chief Secretary which include incumbent Chief Secretary, Officer of the rank of Principal Secretary or higher, of the relevant service, serving in the state, Representative of Govt. of India at the level of Additional Secretary, not belonging to the state cadre and not domiciled in the state.

With a view to enhancing the credibility and impartiality of the Screening Committee, involvement of a senior officer from outside the State cadre is recommended.\textsuperscript{80}
3.6 Service Conditions:

In the Indian states, the top posts in administration were those of the Chief Secretary and members board of revenue. In 1969 these posts were held generally by the ICS officers of the Indian Civil Administration cadre. They were the senior most in the hierarchy. The top posts under the Government of India were those of Secretaries to the government. There had been no change in the pay scales of these posts after the introduction of the new Constitution. Under the old scales, Secretaries to the Government of India got a uniform four thousand rupees a month. The pay of the Chief Secretary varied from state to state. The states which were formed out of old Presidency Provinces got a salary of three thousand, seven hundred and fifty.

The Chief Secretary being a Super time scale IAS officer gets all the privileges that are given to other IAS officers. However, a few aspects of his service conditions are given below:

1. Salary and other Allowances: In 1947, the IAS emerged as the successor to the ICS. Emoluments of IAS officers were less than those of the ICS. This was in accordance with the aims of political leaders who thought that administrators in a free country, which was extremely poor, should earn less than their predecessors in a colonial regime. Over the years there has been gradual changes so far the salary and other facilities are concerned. As Mangat Rai records, “Over the years the gap in emoluments was made good, except in pensions by revision of pay of particular posts and the creation of new gradations of promotion. Such posts as Special Secretaries came into existence not merely to cope with increases in government work but also to enlarge avenues of promotion for administrators.”

In the Indian states, the top posts in administration were those of the Chief Secretary and Member Board of Revenue. At present The Chief Secretary draws a monthly salary of Rs. 80,000/(Super-time Scale Basic Pay)-after the pay revision i.e. the 6th Central Pay Commission. Previous salary was Rs.26,000/- (Basic pay fixed). Until 1970, his salary was fixed at Rs.3000 only but later the limit was raised to Rs.3500 which is equivalent to the salary of a Secretary to the Government of India. Prior to 1970 as already mentioned there was no standardization of the post of Chief Secretary and hence there were variation
so far the position as well as the salary of the Chief Secretary of different States of Indian is concern. Accordingly Central deputation was considered more lucrative and also enriching. For example when A.N.Kidwai was the Chief Secretary of in 1960s his salary was Rs.3000/-where as his senior officer who were on deputation they used to draw higher salary. Senior ICS officer G.R.Kamat on deputation to the Govt.of India, his salary was Rs.4000/-,S.K.Datta after becoming Chief Secretary again went on deputation was drawing more salary of Rs.3500/.The following table will reveal this variation of the pay structure in a pan Indian situation:

Table 3.3

Salary of Chief Secretary of Indian States as on 1st January 1964:

1. Andhra Pradesh Rs.3250
2. Assam Rs.3000
3. Bihar Rs.3000
4. Delhi & Himachal Rs.1800
5. Madhya Pradesh Rs.3000
6. Madras Rs.3750
7. Maharashtra Rs.3750
8. Mysore NA
9. Orissa Rs.3500+Rs 300(personal Pay)
10. Punjab Rs.3500
11. Rajasthan Rs.2750
12. Uttar Pradesh Rs.3500
13. West Bengal Rs.3750
14. Goa Rs.1480

Source: Compiled from The Civil List IAS as on 1st of January 1964, Govt.of India.
Thus prior to 1970 the bigger Indian States like Maharastra, Madras, Uttar Pradesh, and West Bengal used to pay more salary to the Chief Secretary. Smaller States could not afford to do that.\textsuperscript{84}

In Assam the Chief Secretary is given a residential accommodation which is located at campus of the Administrative Staff College but for a long time this residence was not availed by all most all the incumbent and now it is used as officer’s transit room. In case of Assam it is found that most of the Chief Secretaries preferred to use their own residence or residence arranged by themselves for their own conveniences. During discussion with the past and present incumbents on the post of Chief Secretary about the adequacy of salary and other allowances, it was found that most of the officers were satisfied with the emoluments given to them at the time of their holding the post.

\textbf{2. Tenure of Service:} The issue of appropriate degree of security and tenure has been a central problem of personnel policies. So far as the Chief Secretary is concerned, there is no fixed tenure. Here an attempt has been made to show the period of work of different Chief Secretaries of Assam since 1972 onwards in the following table:

\textbf{Duration of work of different Chief Secretaries of Assam since 1972 onwards}

\begin{table}[h]
\centering
\begin{tabular}{|l|l|l|l|}
\hline
Name & From & To & Duration \\
\hline
1. Dharmananda Das & 29.08.1971—30.06.1975: & 3yrs and 10 months \\
3. B.K.Bhuyan & 10.07.1975—03.05.1976: & 11 months and 23 days \\
4. Rana K.D.N.Singh & 03.05.1976—06.07.1977: & 1yr, 6 months and 15 days \\
5. S.M.L.Bhatnagar & 06.07.1977—18.11.1978: & 1yr, 4 months and 12 days \\
6. R.S.Paramsivam & 18.11.1978—01.05.1980: & 1yr, 5 months and 13 days \\
8. Ramesh Chandra & 01.05.1980—01.12.1983: & 3 years, 3 months and 20 days \\
\hline
\end{tabular}
\end{table}
<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Date Range</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.</td>
<td>P.H.Trivedi</td>
<td>09.08.1982—29.11.1982</td>
<td>3 months and 20 days (During the leave of Ramesh Chandra)</td>
</tr>
<tr>
<td>10.</td>
<td>A.K.Palit</td>
<td>01.12.1983—01.07.1985</td>
<td>1yr and 7 months</td>
</tr>
<tr>
<td>11.</td>
<td>Smt.P.P.Trivedi</td>
<td>01.07.1985—23.01.1986</td>
<td>6 months and 22 days</td>
</tr>
<tr>
<td>12.</td>
<td>J.C.Nampui</td>
<td>15.02.1986—01.11.1986</td>
<td>8 months and 16 days</td>
</tr>
<tr>
<td>13.</td>
<td>A.K.Saikia</td>
<td>01.11.1986—01.07.1988</td>
<td>1yr and 8 months (acting)</td>
</tr>
<tr>
<td>14.</td>
<td>S.D.Phene</td>
<td>01.07.1988—17.03.1989</td>
<td>8 months and 16 days</td>
</tr>
<tr>
<td>16.</td>
<td>A.Bhattacharya</td>
<td>01.03.1995—11.05.1996</td>
<td>1yr, 2 months and 10 days</td>
</tr>
<tr>
<td>17.</td>
<td>T.K.Kamilla</td>
<td>12.05.1996—19.08.1997</td>
<td>1 yr, 1 month and 7 days</td>
</tr>
<tr>
<td>18.</td>
<td>V.S.Jafa</td>
<td>20.08.1997—22.03.1998</td>
<td>7 months and 2 days</td>
</tr>
<tr>
<td>19.</td>
<td>P.K.Bora</td>
<td>23.03.1998—31.07.2002</td>
<td>4 yrs, 4 months and 8 days</td>
</tr>
<tr>
<td>20.</td>
<td>P.K.Datta</td>
<td>01.08.2002—31.07.2003</td>
<td>10 months</td>
</tr>
<tr>
<td>21.</td>
<td>J.P.Rajkhowa</td>
<td>01.08.2003—31.10.2004</td>
<td>1yr, 2 months and 3 days</td>
</tr>
<tr>
<td>22.</td>
<td>S.Kabilan</td>
<td>01.11.2004—22.12.2006</td>
<td>2 yrs, 1 month and 21 days</td>
</tr>
<tr>
<td>23.</td>
<td>P.C.Sarma</td>
<td>22.12.2006—01.04.2010</td>
<td>3 yrs and 3 months</td>
</tr>
<tr>
<td>24.</td>
<td>N.K.Das</td>
<td>01.04.2010—till date</td>
<td></td>
</tr>
</tbody>
</table>

Source: Compiled by going through their service Record.

When we look at the length of service of different incumbents to the post of Chief Secretary, we find that it ranged from one month to five years. In this regard it has been suggested by a few officers that there should be a fixed term for a Chief Secretary to work greater objectivity and fearlessness. Lucian Pye in one of his studies on personnel policy has remarked that “it was the combination of professionalism with the collective effects of tenure which made it possible to speak of the Indian Civil Service as the “steel frame of the state.” A fixed tenure of service, it is argued will result in better and effective execution of administrative responsibilities. On the other hand, in the absence of
a fixed tenure, a Chief Secretary has always to look for the support of the political leadership and hence is not in a position to assert in cases of even minor differences. Notably, the Administrative Reforms Commission of 1966 in its *Report on State Administration* (1969) had recommended that a Chief Secretary should have a minimum tenure of 3 to 4 years. The Second Administrative Reforms Commission (2005) in its 15th report has also recommended that it should be of 2yrs so far the post of Chief Secretary is concern. Whatever be the merits of having a fixed tenure for a Chief Secretary, such a system will entail a few problems. First, extensions will have to be given to officers who reach superannuation before his term is over. Second, in case an officer had a few more years of service even after he has completed his tenure, it will be difficult to place him in a fresh appropriate position. Third, with the change of government, the new Chief Minister will be forced to work with the Chief Secretary appointed by the previous government. Theoretically, there should be nothing wrong in the case of such a possibility—keeping in view the politically neutral character of civil service—it may not, however, generally be acceptable to the acceptance of the ARC’s recommendation about the fixed tenure of the Chief Secretary.

There are number of occasions in Assam when Chief Secretary was removed by the Chief Minister. More recently, A. Bhattacarya (1995-1996) was the Chief Secretary and he was appointed by previous Chief Minister Hiteshwar Saikia of Congress. When there was political transition and Prafulla Kumar Mahanta government of AGP came to power, Chief Secretary along with four other higher officials fled the state fearing backlash it is said. Thus he remained as Chief Secretary just for 1 year 2 months. Earlier also strong-willed, efficient officers like Mr. S.D. Phene could not survive more than a few months as Chief Secretary. Close on the heels of the massive Parliamentary electoral reverses suffered by the AGP-led alliance in the State in 1998 the Assam government headed by Prafulla Kumar Mahanta had received another severe blow with two senior officers, Chief Secretary Vijendra Singh Jafa and the Chief Minister’s commissioner and secretary Chandra Kanta Das, went on leave for an indefinite period. While Jafa handed over temporary charge of his office to Additional Chief Secretary Pranab Kumar Bora, no officer was designated to look after the Chief Minister’s office. There was however no official explanation to the two officers going on leave except for an one-word reason that
it was a "routine" affair, but it was a fact well known that both of them had left, at least temporarily following a unanimous demand from several senior ministers in the government.

In fact the developments date back to one day after the polls, held in Assam on February 16, when several senior ministers including Digen Bora, Minister for Food and Civil Supplies, offering to quit if the Chief Minister's Special Secretary and commissioner C.K. Das was not removed immediately. Their question was that Das, as the Chief Minister's most trusted officer had wielded power beyond his limit and was even transferring departmental officers without consulting the respective ministers. Chief Secretary Jafa had left sensing trouble including the possibility of the new government at the Centre dismissing the AGP-led government. Local newspapers on their part have often described Jafa as the Centre's man in the Assam government, who had put Mahanta into many an embarrassment. Detail discussion has been given in Chapter V of this study.

However since 2001 all the incumbent Chief Secretaries of Assam is having their normal term except S.Kabilan as he took voluntary retirement. Chief Secretary P.K.Bora was appointed by the AGP government continued as Chief Secretary even there was change of government. While talking to the retired Chief Secretary P.K.Bora and P.K.Datta they were of the opinion that they had good relation with Chief Minister Tarun Gogoi and they were never force to do something beyond law. In fact the present Chief Minister Tarun Gogoi it is said that he is man of long politico-administrative experience and hence his style of working help to develop an atmosphere of good political ambience and there is hardly any report of clash of serious nature between the Chief Minister and Chief Secretary since 2001.

**Central deputation:** The IAS being an All-India Service, its officers can also rotate between the State of their allotment and the Central Government. But for that, not only does the officer have to give his option or desire for a deputation to the Government of India, but the State Government has to agree to permit such a move, and the Government of India to accept the officer after reviewing his/her service record—whereby he/she is ‘empenelled’and accepted on the offer list for central deputation. Thereafter, the officer has to be accepted by a specific Central Ministry for a specific job in Delhi or elsewhere.
in the country, and this has to be cleared by the appointments Sub Committee of Cabinet which includes approval by the Prime Minister.

Officers who have yet to attain the supertime scale go to the Government of India as Deputy Secretary or Director to Government of India. Those at the level of Supertime scale go as Joint Secretary which is a key assignment in Government of India. The Principal Secretary to State Government corresponds to Additional Secretary in Government of India, and Additional Chief Secretary or Chief Secretary to State Government to the post of Secretary in Government of India. In the last couple of decades a number of Central assignments equal in status and pay to that a Secretary to Government of India have also emerged –many as Secretary to Commissions. The following chart shows the equivalent position of top bureaucrats of the state and their equivalent position in the Government of India

**Chart 3.1**

<table>
<thead>
<tr>
<th>Position in the Government of India</th>
<th>Equivalent Position in the State Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under Secretary (4)</td>
<td>Deputy Secretary Additional District Magistrate (entry)</td>
</tr>
<tr>
<td>Deputy Secretary (9)</td>
<td>Joint Secretary District Magistrate Deputy Commissioner (6)</td>
</tr>
<tr>
<td>Director (12)</td>
<td>Special Secretary Heads of the Department (HOD) (9)</td>
</tr>
<tr>
<td>Joint Secretary (20)</td>
<td>Secretary (16)</td>
</tr>
<tr>
<td>Additional Secretary (30)</td>
<td>Principal Secretaries Financial Commissioners (24)</td>
</tr>
<tr>
<td>Secretary (34)</td>
<td>Chief Secretary (30)</td>
</tr>
</tbody>
</table>
Cabinet Secretary | No equivalent (Constitutional Authority-ranked 11 in the table of Precedence)
---|---

1. Figures in the brackets indicate minimum years in the IAS to achieve said designation, though not the only criteria.
2. As discernable, it takes a longer time to achieve equivalent position at the Centre due to lack of vacancies and slower rate of promotion.

Source: http://india.gov.in/govt/studies/ias_revised_eng.pdf

The system calls for rotation between postings in Central Government and in State government. A Deputy Secretary gets a 3—year tenure at the Centre, a Director a 4—year tenure and a Joint Secretary a 5—year tenure. After a Central tenure an IAS officer has to serve a minimum mandatory 3-year ‘cooling off’ period in the State Government. In this way, the Central Government gets the benefit of persons experience of having worked at the district and state levels, and a State Government has available to it persons who have dealt with all-India and international issues while working in the Central Government.

However, a tendency has developed amongst some officers, either because their families decide to permanently settle in Delhi, or because they have not been allotted to their home states and feel that they are ‘outsiders’ in their cadre or because they fall afoul of the politicians in their cadre state, for officers to try to get their central deputation extended or get their ‘cooling off’ period in the State Government reduced, so that they can sped much of their service career in Delhi. This often involves seeking political pressure and patronage and developing links with politicians and senior IAS colleagues who can act a ‘godfather.’

Opportunities for IAS officers, particularly those who have served in Government of India and in multilateral bodies (UN etc.,agencies) at foreign locations have gone up in recent years, though they were not totally unheard of in the 1950s and 1960s. Since the 1970s there has been a lot of emphasis on training and capacity building for the IAS. Attending of one short course every year or once in two years at selected institutes in the country became compulsory. Opportunities for very short, or three months, or one year training at Universities abroad also increased significantly. From the 1970s to 1990 many opportunities existed in Commonwealth countries and especially Britain and many
IAS officers obtained a second Master’s degree from a University in Britain or Australia on scholarships earmarked for government servants. Later the IAS officers have had to compete with people from outside government and a member of IAS has now been going especially to USA for long trainings.

Opportunities for further government assignments after retirement have also increased over the last decade or so—particularly for those who retire from Government of India. Earlier, very few IAS officers took up a private job after retirement. Now, many have started doing so. In fact, gradually some IAS officers have also started opting for voluntary retirement to join the private sector, something virtually unknown till 20 years ago.

The Central Deputation Reserve (CDR) of each State cadre determines the extent to which officers could be sent on deputation to the Government of India. Often, offer lists of some States contain too many names in relation to the gap in the utilization of CDR, while, in some other cases, the number of names offered is too small to ensure satisfactory utilization of CDR. In the interest of proper cadre management, it is being observed that it will be necessary that satisfactory utilization of CDR is ensured. The movement of the Officers from the States to the Centre and back is also crucial for building up the capabilities at the State level and contributing towards developing national perspectives at the decision-making levels in the Government of India. It would, therefore, be appropriate if a conscious attempt is made by the State Government, to forward the names of officers for deputation under Government of India in such a manner that every eligible officer has an opportunity to serve at the Centre at least once at the middle management level and again at the senior management level. The State Government may also bear in mind the aspect of sponsoring women officers and officers belonging to SC/ST categories.

Since proper representation of all Cadres is considered desirable, it is necessary to ensure that names of sufficient number of officers are made available to be retained on Offer at various levels. As far as Deputy Secretary/Director levels are concerned, there is a general shortage of IAS officers on offer at these levels. To ensure adequate representation of the various cadres at the middle management level, the Chief Secretary perhaps like to recommend sufficiently large number of officers for appointment to posts
of Deputy Secretary/Director under the Government of India. It has been further decided that preference will be given to those officers for appointment at the level of Joint Secretary who have already done a central deputation at the level of Deputy Secretary/Director. It is a fact that considerable processes and exercise are gone through before an officer is appointed to a post under the Central Government. However, very often; the State Governments withdraw the names of officers from offer subsequently. This results in considerable delay in placement of officers at the Centre, which is not in the public interest. Consequently, Government of India has been following a policy of debarring an officer for 5 years if he does not join the post to which he is appointed under the Central Government either on account of personal disinclination or the State Government's refusal to relieve him. Therefore, the Chief Secretary has to ensure that an officer, once placed on the offer list, continues to be available for consideration throughout the year and his name is not withdrawn during this period, except under exceptional circumstances; even in such an event, an intimation of change in the availability should be given at the earliest opportunity. As per instructions, contained in letter No. 14/1/98- FA(UN) dated 26.2.1998 and No. 1/1/2003-FAS, dated 8.5.2003 of the Department of Personnel & Training, Government of India an officer who is debarred from being taken on deputation to a posting under the Central Staffing Scheme is also to be debarred from being given Cadre Clearance for being deputed on foreign assignments/consultancies abroad during the period of debarment. The nomination of debarred officers for central deputation may not be forwarded for appointment to posts under the Government of India till the period of debarment is over.

An officer being nominated should be willing to serve anywhere in India; preference of an officer for a particular station(s) on account of personal reasons, if any, may be explicitly indicated. The officers have also been given an option to choose any three Departments/Ministries where they would like to work under the Central Staffing Scheme. However, actual appointments will be subject to availability of posts and the suitability of officers for the posts.

Regarding the procedure for applying for the Central Staffing Scheme an online application form has been introduced successfully from the year 2008. It is available in the Ministry’s web site address http://www.persmin.gov.in. The format of the application
form is enclosed in Annexure-I to IV. Annexure-I is the personal details of the officer that he/she will have to fill on line. Annexure-II is the vigilance clearance, Annexure-III is the certificate of (a) having completed cooling off, (b) officer not being under debarment period and the Annexure-IV is the gist of the ACR gradings. The Annexure-I has to be filled by the officer, applying for the Central Staffing Scheme. Annexures-II to IV are to be electronically filled by the Nodal Officers designated for the purpose in the State Governments, who will also authenticate Annexure-I.90

3.7 Conclusion

Thus, from the overall analysis it could be stated here that the appointment of the Chief Secretary and his continuance in the office depends upon his closeness and rapport with and acceptability to the Chief Minister. In Assam, most of the Chief Secretaries during their tenure worked in close cooperation with confidence of the Chief Minister. However, in number of occasions the Chief Secretary of the State has been removed by the Chief Minister. With the change of government in 1996 Chief Secretary Arunodoy Bhattacharya along with four other senior officers of the State fled the state without informing anyone. It is said that Arunodoy Bhattacharya was so close to the earlier Congress Chief Minister Hiteswar Saikia that with the coming of AGP government he feared of backlash from the present regime. Chief Secretary S.D.Phene could not survive more than couple of Month as Chief Secretary. Chief Secretary V.S.Jafa an expert on counter-insurgency operation also later developed rift with Chief Minister Prafulla Kumar Mahanta and took long leave giving charge to the additional Chief Secretary P.K.Bora. But such a practice cannot be commended as it has an adverse effect on the morale of civil servants. Civil servants should not be made a totally subservient being. But a civil servant should also continue to show full faith and provide full support to the political head. Otherwise a situation of conflict leading to administration ineffectiveness is most likely to occur.
Notes and References


The **Order of precedence of the Republic of India** is the protocol list (hierarchy of important positions) in which the functionaries and officials are listed according to their rank and office in the Government of India. The order is established by the President of the India, through the Office of the President of India and is maintained by the Ministry of Home Affairs. It is only used to indicate ceremonial protocol and has no legal standing; it does not reflect the India's presidential line of succession or the co-equal status of the separation of powers under the Constitution.


4. History of Services (of Gazetted and other Officers serving under the Government of Assam, corrected up to 1st July 1937), pp.11-12. (Compiled in the office of the Comptroller, Assam, Shillong), The Assam Civil List, Half yearly, Govt.of Assam, 1st Nov, 1942, p.34.

5. *Ibid.* History of Services. Details of his service records is not available in History of Services of the specific period.


7. History of Services, 1957, Ministry of Home Affairs, the Govt.of India, p.39.


11. History of Services corrected up to 1st July 1941, pp.117-118.


13. Civil List for Assam, corrected up to 1st January 1962, Govt.of Assam, Shillong.

15. History of Services as on 1st January, 1957, p.156.


19. Ibid.


22. History of Services, 1957, p.64.


27. The Assam Civil List. Corrected up to 1966, p.25.


32. History of Services, 1957, p.29.


38. The Assam Civil List, 1966, p.26-27. Also visited The Department of Administrative Reforms and Training, Govt. of India’s Website.


43. Record Room, Deptt. of Personnel, Assam Secretariat.


47. The Assam Civil List, 1966, pp.72-73, also cited in Rao, K, Shreedhar.


50. Information collected from H.N. Das by personal interview.

51. Opinion expressed by those junior officers who worked with him in Assam Secretariat and also in the Assam Administrative Staff College, Khanapara, Guwahati, Assam.

52. Service Record, Record Room, Department of Personnel, Government of Assam.

53. *Ibid*.

54. *Ibid*.

55. Vijendra Singh Jafa, South Asia Terrorism Portal.
56. Collected from Pranab Kumar Bora, rtd.Chief Secretary, Govt.of Assam. and also consulted Service Record, Record Room, Department of Personnel, Government of Assam.

57. Interview with P.K.Datta, rtd.Chief Secretary, Govt.of Assam.

58. Interview with J.P.Rajkhowa, rtd. Chief Secretary, Govt.of Assam.

59. Service Record, Record Room, Department of Personnel, Government of Assam. Also visit@ tnterc.tn.nic.in/Honour.htm#Chairman.(Tamil Nadu Electricity Regulatory Commission)

60. Ibid.

61. The Executive Record Sheet Generator. @http://www.persmin.nic.in/ersheet


64. Rao, K.Shreedhar has admitted this fact in his memoir, Wither Governance: Reflection of an Assam Civilian.

65. The Indian Express, June 29, 1997. “Assam ill-equipped to fight militancy: Large number of officers are on deputation outside the State,” by Samudra Gupta Kashyap.

66. The Assam Tribune, Guwahati, August 19, 1982 Article by Khiren Roy “Long-term Strategy only Answer to Vital Problems of Assam”.

67. This information was provided by Jatin Hazarika, Chairman of Administrative Reforms Commission, 2005.

68. Government of Assam: The Assam Civil List, as on 1st July, 1971, issued by the Govt.of Assam, Appointment Department (A), Dispur.

69. This information was shared to the researcher by retd. Chief Secretary H.N.Das.


71. Interview with P.K.Bora, Retd Chief Secretary to the Govt.of Assam.
72. The Hindu, Open Space, Tuesday, Jan 07, 2003, Article by P.K. Doraiswamy, Former Special Chief Secretary, Government of Andhra Pradesh,


Raymond Bernard Cattell (20 March 1905 – 2 February 1998) was a British and American psychologist, known for his exploration of many areas in psychology. These areas included: the basic dimensions of personality and temperament, a range of cognitive abilities, the dynamic dimensions of motivation and emotion, the clinical dimensions of personality, patterns of group and social behaviour, applications of personality research to psychotherapy and learning theory, predictors of creativity and achievement, and many scientific research methods for exploring and measuring these areas. Cattell was famously productive throughout his 92 years, authoring and co-authoring over 50 books and 500 articles, and over 30 standardized tests. According to a widely cited ranking, he was the 16th most influential and eminent psychologist of the 20th century.

75. Personal Interview with 50 IAS officers of Assam Secretariat, Govt. of Assam, working and retired.

76. The Indian Express, June 29, 1997.

77. The Hindu, Open Space, Tuesday, Jan 07, 2003.


In 1966, the most comprehensive measure in administrative reforms was taken by appointing the Administrative Reforms Commission under the Chairmanship of Morarji Desai (Succeeded in 1967 by K. Hanumannthaiya) The Commission during the four and half years of its existence, presented 20 main reports and 33 reports of the study teams and working groups which formed the basis of the main reports. (Arora K. Ramesh and Goyal Rajni, Indian Public Administration : Institution and Issues, Wisha Prakashan, New Delhi, 1997, p. 577)


83. Delhi was under Chief Commissionership being a Centrally Administered Territory. Dharma Vira was the Chief Commissioner at that point of time as cited in, *The Civil List IAS as on 1st of January 1964, Govt.of India*.


87. This information has been shared by P.K.Datta, and P.K.Bora, Retd.Chief Secretaries of Assam.

88. The Report of the Sixth Pay Commissions with details on the amount of salaries can be found here: http://india.gov.in/govt/studies/ias_revised_eng.pdf.


90. This letter was written by P.K.Mishra, Establishment Officer and Additional Officer, Department of Personnel & Training, Ministry of Personnel, Public Grievances and Pension, North Block, New Delhi, D.O.No.32102010-E0 (MM.11) Dated November, 12, 2009, to All the Chief Secretaries of All State Governments.