An organised civil service in India came into existence with the coming of the East India Company. Employers of the Company were called its Servants, and those who conducted its trade overseas were known as Civil Servants. Gradually the Company expanded its functions beyond the scope of trading for which it was granted the Charter, and the Agents of the Company came to be invested with the administrative and judicial functions as well. They were empowered to make rules for the good administration of the Company and its Servants and for the promotion of its trade. The Civil Servants of the Company had to perform two other functions namely, the work of municipal administration and the organisation of activities connected with Defence. The Company ruled over India until 1858 when the British Parliament, by the Government of India Act of 1858, transferred the administrative power to the Crown. Upto 1858 the Company was the exclusive authority for the administration of India.

It was the time when reforms were taking place in England due to the rising pressure of commerce and trade on the Civil Service working beyond the seas and due to the impact of the Utilitarian Philosophy on English statesman. It was the age of the triumph of machine and the art of engineering and
the civil service had to be changed according to the new needs. From the old system of patronage England was to adopt a new method of recruitment known as open competitive examination. The reform in the services was not an isolated development. Nineteenth century England witnessed a political ferment and the resurgence of new forces demanding reforms in various fields, electoral, municipal and administrative. The whole gamut of social relationship was undergoing a change. The members of parliament were becoming more exacting, and the press and the platform more vocal. It was in this situation that the demand for reform in civil services became more persistent.

The idea of the competitive examination came from the demand of reformed English administration in India, and was provided in the Charter Act of 1833. A special school at Hailebury was formed in 1813, for the training of the Civil Servants, and the entrants to this school had to undergo a difficult examination to test their suitability for the services assigned to them. The training was educationally of a high standard, and the discipline was strict. But patronage still had a large say both in direct appointments and entry of candidates to the school. The Act of 1833 prescribed that, in future, four candidates were to be nominated for each vacancy and that the nominees were then to compete an examination in
such branches of knowledge and by such examiners as the Board (of Control) of the Company shall direct.\textsuperscript{1}

During this time the modern social state, which was the creation of the new democracy, was also a complicated governmental problem and it was incumbent on the government officials to have the requisite competence for their job. All these factors demanded a new type of civil service. The demand was also made by Macaulay while formulating his scheme for the recruitment of the Indian Civil Service. The characteristics of new civil service were: it should be impartially selected, administratively competent, politically neutral, and imbued with the spirit of service to the community.

In July, 1854, Macaulay was called upon by Sir Charles Wood, Chancellor of the Exchequer, to head a committee of distinguished men to enquire and report upon the recruitment of the Indian Civil Service.

The committee was concerned mainly with the question of educational efficiency. It submitted its report in November, 1854. The Committee recommended that:

"... those who would be selected as a result of the competitive examination must be considered as having finished their general education with honour. Their studies must now be concerned with Indian History, Principles of Jurisprudence, standard works on Political Economy, Book-keeping and the vernacular languages - subjects a knowledge of which would fit them for their calling. Haileybury institution was still continued and the civil service probationers were asked to stay there. Meanwhile, in April 1853, Sir Stafford Northcote and Sir Charles2 were appointed by Mr. Gladstone (the then Chancellor of the Exchequer) to enquire into the organisation of the permanent civil service. They submitted their report in November, 1853, which was published in February, 1854. "They suggested that the appointments to the civil service should no longer be made by patronage. They should be made henceforward by open competitive examination. The authors of the Report expected that only by this means the best brains of the country would be harnessed to public service and the different departments of the Government would be run with requisite efficiency and ability." The report was issued together with the opinion of some other reformers e.g. Benjamin, Jovett, and Macaulay's who

2. Ibid., p. 68.
made their own suggestions for reform. Their report was a historic landmark in the evolution of the modern civil service. H. Finer comments that, "It was the abolition of patronage and the admission of people into the service at prescribed ages and by means of competitive examination." At the same time it was also realised that a clear distinction should be made between intellectual and routine parts of the service. For this purpose an appropriate division of functions and a separate type of examination for each part was prescribed. Thus the classification of the civil service also came into existence which was later made more elaborate. Since this period open door examination was allowed for the Indian Civil Service still functioning under East India Company. In 1856 an independent body, the Civil Service Commission was established to control recruitment. In the words of E.N. Gladden:

"Since, however, it was clearly in this matter the first step that was important, the setting up of the Civil Service Commission by an Order in Council of May, 1856, was an event of great moment. The Commission's major task was to supervise the examination of all candidates for the civil service. This new piece of political machinery was destined shortly to remove

from the influences of patronage the appointment of all officiais. In this year the first competitive examinations were held under the supervision of the Board of Control. However this provision was applicable only to the higher services. A British Civil Service Commission was established in 1958 which worked on the lines of the Indian Civil Service Commission. It is therefore an interesting phenomenon that reforms in the Indian Civil Service preceded similar reforms in the British Civil Service. This also shows the British concern for good administration in their overseas possessions which happened to be a more lucrative business. Incompetent Civil Services would have meant a loss of prestige as well as revenues. Both these losses would go to shake the foundations of the British Empire which was still in the process of consolidation and which they were keen to expand and eternally dominate and exploit.

Examinations were to be graded according to the educational system, and corresponding classes established within the civil service, the lower category for routine work was to be recruited from youths between the age groups of 17 and 19, and the higher or First Division, from men between 19 and 25 years


of age. Promotions from one class to the other were to be exceptional, but promotion within each, was to be by merit, in order to stimulate competition and increase efficiency.

Transfer of power to the Crown in 1858 did not make any remarkable change in the organisation of the civil service. Indian Civil Service had been established, but it was hardly Indian in its composition purpose or outlook. All the posts in the Covenanted Civil Service or in Higher Civil Service of India, were reserved for Europeans, who were considered more vigorous and loyal and therefore more reliable.

In the Charter Acts of 1793 and 1833, the vacancies occurring in any Presidency were only open to the civil servants belonging to that Presidency. But the number of civil servants of the Bengal presidency had increased to such extent that it became necessary to transfer some of them in a much wider area. Each Presidency had its separate pension funds and the name of the Presidency was attached to its civil service. On the whole, which consisted of lower posts of administration and was primarily for the Indians was designated as uncovenanted Civil Service. The term Covenanted Civil Service was used because all the civil servants had to enter into a covenant with the government to the effect that they would subscribe to a pension.

fund and would not take presents or make money through illegal gratification. The Government of India was against the system of filling the vacancies from the same Presidency. The provision was, therefore, abolished by the Secretary of State in 1878 and thus All India Service came into being although it did not receive the legislative sanction till 1912.  

The Charter Act of 1853 had, in theory, opened the Covenanted Civil Service to the Indians by introducing the principle of competition. But since only a few rich people could afford to send their sons to England the opportunity remained confined to only affluent classes of Indians and the Charter Act of 1853 had, therefore, little practical effect. A committee appointed by the Secretary of State in 1860 expressed itself in favour of having examinations in England and in India both but its recommendation was not accepted.

The rights of the civil servants which were granted under the Charter Act of 1793 were revised by the Indian Civil Service Act of 1861. According to the Charter Act of 1793 the promotions and ranking in the Company's civil service were more on the basis of seniority and all the posts of Councillors


were open only to the civil servants of that Presidency in which the vacancy occurred. But adherence to this provision was not possible due to the exigencies of public service. The Act of 1861 validated all irregular appointments on the principle of seniority. It also removed restrictions on appointments from outside candidates, under exceptional circumstances. It was necessary for outsiders to reside in India for at least seven years and to pass some examinations and tests as members of the civil service. This Act was not concerned with the non-regulated provinces, where patronage still played an important role in the appointments of officers. The lower grade posts were reserved for the members of the service while the higher posts were open for outside candidates.

"In 1874 the Playfair Commission was appointed to enquire into the selection and grading of civil servants, the principle of transfer from office to office, and the employment of writers and temporary clerks. Its recommendations were more or less, confined to the two-class service already adopted, but there were to be some interesting developments. Recruitment of higher division was to take place at the age of 17 by means of preliminary test examination, this was to be followed by a second examination, more specialised and competitive, but of a

lower standard than the first. 1 "In 1879 a new scheme was sanctioned creating what was known as the statutory civil service. Rules were issued providing that a proportion not exceeding one fifth of the persons appointed by the Secretary of State to the Indian Civil Service each year should be Indians, nominated by local Governments in India. 2"

In the year of 1885 the Indian National Congress was formed. Its first meeting was held at Bombay in December which represented that the examinations for entering the covenanted civil service be held in India. The Statutory Civil Service did not fulfil the hopes of educated Indians and soon a strong pressure developed for Indianization of the services including the Covenanted Civil Service, and for re-examination of the service structure. In 1886 the British Government appointed a Public Service Commission headed by Sir Charles Aitchison. In its report submitted at the end of 1887, it strongly advocated the maintenance of the competitive system as it stood. Charles Aitchison's scheme contained several recommendations as a result of which the Statutory Civil Service was abolished, and in 1892 the Provincial and Subordinate civil services were

1. E.N.Gladden, op.cit., p. 47.
established by a division of the existing uncovenanted service: To the subordinate civil service were allotted the lower uncovenanted posts, to the Provincial Service were assigned the higher uncovenanted posts of Deputy Collectors and Subordinate Judges, and one-sixth of the executive and judicial posts were reserved for the Indian Civil Service. On the recommendation of Aitchison Commission, the number of admissions to the Covenanted Service was also reduced. Many posts in the Indian Civil Service were included in the Provincial Services.

The Commission also recommended that the age limit for the higher services be changed so that it could suit the Indian candidates. The Commission demanded that the minimum and the maximum age for the Indian candidates should be 19 and 23 years respectively. In 1892 the Government fixed the minimum age at 21 years and the maximum at 23 years.

Meanwhile another problem arose. Towards the close of the 19th century the administration had become highly centralised. To avoid this situation a Decentralisation Commission was setup. It recommended that the central control over the service should be reduced by divesting the Local Government of the administrative power. It was proposed that the Board of

Revenue or the Financial Commissioners should be removed. But it would have led to further centralisation in the Secretariat, for in that condition the districts would have been controlled directly by the local governments in revenue matters. However, the Commission suggested that "If, and when, the Lieutenant Governorships are, as we have already suggested, converted into council governments we think that it will be desirable to make the Executive Councils sufficiently strong to absorb the existing Boards of Revenue or Financial Commissioners and to vest in the Governments itself such functions now discharged by these as cannot expediently be made over to Commissioners."

The Government of India Act of 1909 did not introduce any remarkable change in the services. Till then the Indian Civil Service performed both the functions of formulating policies and executing them. The senior members of the service working as members of the Legislatures, Executive Councils, Chief Commissioners, Lieutenant Governors or Governors were charged with the work of formulation of policies; while the junior members of the service executed them. With the development of political consciousness in the country, which was largely the outcome of the efforts of the Indian National

Congress, this system ceased to remain suitable any more. The
Indian Press had also become increasingly critical of this
approach. Cracks seem to be appearing in the citadel of
British monopoly of power and its reservoir, the British
bureaucracy.

Admissions to provincial service were made by many
methods - sometimes by nomination; sometimes by examination;
sometimes by promotion from subordinate service; and sometimes
by combination of two or more of these methods. Virtually all
posts of provincial service and many in subordinate service were
filled by graduates of Indian Universities. Indians were not
satisfied with these reforms in public services under the Act
of 1909, and in 1912 another Public Service Commission was
appointed under Lord Islington. This Commission was to examine
the question of the limitations on the employment of non-
Europeans in the public services.

At that time the service was divided into a number of
grades with different pay scales. There were three grades:-
Assistant Magistrate, Joint-Magistrate and Collector. The
promotion of the officers as Joint Magistrate and as Collector
was based upon the departmental examination. But the examination
was not necessary for the officers of first grade or the
Assistant Magistrates; they were automatically promoted to the
next grade. Under the then existing system promotion was very
complicated and the financial position of the civil servant was uncertain. On the recommendation of the Islington Commission this graded system was abolished. At the same time another important change was also made. Previously, the civil servants had to contribute 4 per cent of their salary in order to subscribe for their pension. The Commission recommended for the stopping of this contribution and called upon the Government to provide for pension expenditure. An I.C.S. Provident Fund was also established to which a civil servant contributed minimum of 4 per cent and maximum of 12½ per cent of his pay. The Government paid interest on this contribution which was paid back to the contributor at the time of retirement.

The Commission came to the conclusion that the existing system did not serve a sufficient number of Indians into the higher service. It recommended a new method which would not only admit more Indians to the higher posts but would also place them on equal terms regarding conditions of service and prospects with the Indian Civil Service. According to its proposal a minimum of 25 per cent of higher posts were to be filled by the natives.

Report of Islington Commission could not be published till 26th January, 1917. Before any step could be taken on the

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Report, conditions in India had materially changed. On 20th August, 1917, the Secretary of State announced in the House of Commons that the policy of His Majesty's Government was that of "increasing association of Indians in every branch of the administration and the gradual development of self-governing institutions with a view to the progressive realisation of responsible government in India as an integral part of the British Empire." Government of India gave due attention to the changed and changing conditions while examining the recommendations of Islington Commission. But it was impossible to produce a scheme suitable to the new situation without complete re-examination of the problem. In pursuance of the Declaration of a new policy on 20th August 1917, the Secretary of State visited India in the winter of 1917-18 and with the help of Lord Chelmsford, the Viceroy, made a detailed inquiry in order to give effect to the new policy. This inquiry is contained in a report on Indian Constitutional Reforms commonly known as Muntaghu-Chelmsford Report. They gave many suggestions on the problems of Civil Service. Proposing the removal of racial discrimination, the Report stated, "we could remove from the regulations the few remaining distinctions that are based on


race, and would make appointments to all branches of the public service without racial discrimination. They also recommended creation of an institution of recruitment in India. In their opinion the existing method of recruitment was not suited to include a sufficient member of Indian candidates, since the recruitment was possible in England only.

The Islington Commission also recommended that 25 per cent of the superior posts should be recruited in India. But the Montagu-Chelmsford Report suggested that the changed conditions had necessitated some increase in that proportion. Therefore the Mont-Ford Commission recommended that 33 per cent of the superior posts should be recruited in India and it should be increased by 1 3/4 per cent annually until the Parliamentary Commission was appointed which would re-examine the whole subject. The Commission, however, favoured continuation of a strong element of Europeans in India's public services.

The passage and operation of the Act of 1919 brought to light certain administrative deficiencies in respect of the availability of suitable personnel. There was shortage of trained men required for central and provincial and District administration. In that condition the Indian States Committee headed by Sir Harcourt Butler suggested to recruitment of men separately

from the Universities in England to fill the vacancies in the Indian Civil Service as well as in Indian Army.) Another development was that the members of the service who joined it before 1920 were free to retire at any time on pension proportionate to the length of their service. They were not forced to complete their service term in order to earn pension. In pursuance of these recommendations a great number of civil servants had to retire from the service. There were several causes which enforced to make men prefer retirement to the active life of service. They had feeling of depression due to discrimination or humiliation at the hands of the Indian Ministers. Further they had financial difficulties because their salaries had not been increased to meet increased cost of living until the Lee Commission was appointed. Apart from this a feeling had developed among the servants that the standard of administration would become inefficient due to political expediency. The Government of the United Provinces stated in 1924 in a Report on the working of the Reforms, "There are distinct signs that the services are losing former keenness. Since they no longer have the power of shaping policy to the extent which they had, they no longer feel that the progress of the country depends on their efforts, nor

Indeed that any efforts are likely to have abiding results.\footnote{1}

Even after reducing the position of service it was performing two functions. Firstly, if functioned as an executive body of Government, though it was hoped that after some time it would remain only as an expert adviser. Secondly, it was to perform the task of educating the people, making them suitable for posts and to appoint them on the posts. Although the civil servants were not directly concerned with the administration of local bodies but they were to supervise and advise them.

Another important change which came after 1919 Act was the introduction of dyarchy in the Indian provinces. The work of provincial executive was distributed into two parts - the Transferred and the Reserved. The departments assigned to the Transferred, were put under the control of Ministers responsible to the legislature. The members of the service who had functioned till now as political Heads of Departments and still had that position in the Reserved field, were to work under these Ministers.

A system of competitive examination in India was set up in 1922 under the supervision of Civil Service Commissioners.

\footnote{1. O. Malley, \textit{The Indian Civil Service, op.cit.}, p. 149.}
The selected Indian candidates were required to undergo a probation of two years at an English University. In order to secure representation of the various provinces and communities, one-third of the posts reserved for Indians were to be filled by nomination. Following the recommendation of the Islington Commission orders were also passed in 1920 for the promotion of officers from the Provincial Services and for the appointment to judicial posts of Indians practising in the law courts.

The Montague-Chelmsford Report also considered the problems of pay, pension, leave etc., It suggested that differences between rates of pay drawn by European and Indian officers in the same service should be eliminated if possible.

It was hoped that this new system would be helpful to remove the tension between political classes and the services. This hope was however belied. Under the Dyarchy introduced by the Act of 1919, the new system appeared incomplete and proved slow in operation. It was incomplete because the members of All India Services were still under the ultimate control of


2. The Act of 1919 transferred some of the departments of government in the Province to the elected Ministers. Thus in the Provinces some functions of government were carried out by the Governor with his Ministers, while other were under the control of the Governor-in-Council.
the Secretary of State. It seemed necessary for both the Secretary of State and the Government of India to take further action.

The immediate step of the Secretary of State by way of devising a check on the flow of recruits for the Indian Services. He appointed a committee, headed by Lord MacDonnell, to inquire into the question of recruitment. The Committee submitted its report on 21st June, 1922, and suggested some improvements suited to the new situations.

On the other hand, the Government of India was being constantly pressed for Indianization. On this matter all Local Governments were consulted on 30th May, 1922, through a letter which has become famous in the vocabulary of the history of Indian Administration under the name of the "0' Donnell Circular." In this letter the arguments for and against a drastic reduction or complete cessation of Europeans in the civil service were clearly summarised.1

The Mac Donnel Committee's Report and the "O Donnell Circular" could not solve the Indian problem. Hence the appointment of a Royal Commission on Superior Services for a full fresh and impartial inquiry into the means of solving

the administrative problems became necessary. Lord Lee was the Chairman of this commission. The commission was to inquire into:

1. "The organisation and general conditions of service, financial and otherwise, of these services;

2. The possibility of transferring immediately or gradually any of their present duties and functions to services constituted on a provincial basis;

3. The recruitment of Europeans and Indians respectively for which provision should be made under the constitution established by said Act, and the best methods of ensuring and maintaining such recruitment." ¹

The question of the appointment and control of the services was the main problem before the Commission. The Lee Commission was asked to find out whether these powers should lay with the Government of India or with the Provincial Governments.

These Services might be classified as: (1) Services operating in the reserved fields of administration; (ii) those operating in transferred fields; and (iii) the central services under the Government of India.² The first category consisted of Indian Civil Service, the Indian Police Service and in some

¹ Report of the Royal Commission on Superiør Services, op.cit., p. 111.
² Ibid., p.7.
respects, the Indian Service of Engineers and the Indian Forest Service. The Commission, in view of the existing conditions, recommended that the power of control and appointment relating to these services should continue to be vested in the Secretary of State.

The second category included the Indian Educational Service, the Indian Agriculture Service, the Indian Veterinary Service etc. It also included the Medical Service, which required a separate treatment.

In the transferred field the Ministers were responsible for the administration of the services, depending on the confidence of provincial legislature. The Secretary of State, however, still had the power of appointment and control in respect of these services. The Lee Commission recommended that for the purposes of Local Governments, no further recruitment be made to the Indian Educational Service, the Indian Agriculture Service and the Indian Veterinary Service.

Recruitment of the personnel required for these services, it was recommended, should be made by the Local Governments. They should also have the power of making rules regulating to the public services which will take the place of the then existing All India Services operating in the transferred field. The Commission also suggested that the Secretary of State should make the necessary delegation of powers under section 96 B(2)
of the Government of India Act (1919). The delegation would cover the existing Provincial Services and also the newly provincialised services.

Regarding the Central Services, the Secretary of State retained the powers of superintendence, direction and control. Appointments to some of these services were made entirely by the Secretary of State, to others by the Government of India and appointments to a third group were made partly by the Government of India and partly by the Secretary of State.

The Lee Commission recommended that the Public Service Commission contemplated by the Government of India Act should be constituted without any delay. It was required to protect the services from political and personnel influences and to give them a stable position and security. The functions of this Commission might be divided into two categories - recruitment, and certain quasi-judicial functions for disciplinary control and protection of the services. Following the recommendations of the Commission a Central Public Service Commission was formed in 1926 for the All India and the Higher Central Services. Its constitution and functions were laid down in statutory rules. The members of the Commission were appointed by the Secretary of State in Council for a term of five years and could not be removed except by order of the Secretary of the State. The function of the Commission was to give advise
to the Government of India on all questions of recruitment and promotion and to conduct all competitive examinations held in India. Primarily, the Commission was concerned with the All India Services and the higher central services, but the statutory rules had made it responsible for recruitment to provincial services also, if the provincial government so wished. Certain conventions were established whereby Government of India could not go contrary to the advice of the Commission in making appointments.

To meet the problem of Indianization, in February, 1922, the following resolution was adopted by the Legislative Assembly:

This Assembly recommends to the Governor-General in Council that the enquiries should, without delay, be inaugurated as to the measures possible to give further effect to the Declaration of 20th August, 1917, in the direction of increased recruitment of Indians for the All India Services, and also that steps be taken to provide in India such educational facilities as would enable Indians to enter the technical services in larger numbers than is at present possible.


2. Ibid., pp. 17-18.
In this connection the Lee Commission was guided by the principles laid down in the Report on Indian Constitutional Reforms. The principles were:

i. that the traditional characteristics of the Indian Public Services should as far as possible be maintained, and there should be in such sudden swamping of any service with any new element that its whole character suffers a rapid alteration,

ii. that there are essential differences between the various services and the various provinces,

iii. that these should be, so far as possible, on even distribution of Europeans and Indians between the different grades of the same service, i.e., that the cadre should not be disturbed by haphazard stratifications, and

iv. that a demand should not be created in excess of the supply.1

In 1924 the Lee Commission recommended that of every hundred Indian Civil Service posts forty should be filled by the direct recruitment of Europeans, forty by the direct recruitment of Indians, and twenty by promotion from the Provincial Service, so that in fifteen years, that was by 1939, half the posts would be filled by the Indians and half by the Europeans.2 This proposal was accepted and the Simon Commission recommended that keeping in view the need of a British element in the Service, Indianization should not be increased further and

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maintained at this rate. It contended that for the past few years there had been a decline in the number of the British recruits and, therefore, there was a shortage of adequately qualified recruits for all the services. The Lee Commission recommended that the officers should be provided with better conditions of service and safeguards. At the same time, efforts should be made to stimulate recruitment by well-considered propaganda. For this purpose the India Office should establish some permanent liaison with the British Universities. The Commission also desired that the recruitment system should be elastic in some degree to accommodate the future of the services to the further development of self-government in India. On the methods of recruitment, the Lee Commission expressed itself in favour of the existing pattern of open competitive examination. Some Universities and other organisations proposed that the system of selection should be adopted instead of open competitive examination. They argued that in the context of the conditions the members of Indian Civil Service should possess special gifts of character and adaptability besides purely intellectual attainment, and it would be possible only by selection and not by examination. But in this situation some good candidates might have felt discouraged to enter the service for fear of rejection by a selection board. On the contrary there was every possibility of prejudice and favouritism creeping into the appointment system. Therefore this proposal was not accepted.
Though by 1924 a modern civil service had been introduced in India with a recruitment system, qualifications, standard of selection and a pattern of training, yet the organisation of the public service was not systematic. The system of recruitment and appointment to lower services was not in order. However, superior services were in a fairly streamlined form.

On the classification of services the Lee Commission said that:

"The great majority of Government officials in India are divided into classes corresponding to differences in the responsibility of the work performed and the qualifications required. These classes are organised for the most part as "Services." This Commission is concerned only with the highest or the Superior Civil Services dealing with each branch of the administration. The second class of Services is usually known as "Provincial"; the third class as "Subordinate."

According to the Commission, the Superior Services were themselves divided into two categories. First covered the Central Services like the Railway Service, the Post and Telegraphs service, the Audit and Accounts service etc., which were under the direct management of Central Government of India. The second category consisted of the All India Services which were primarily subject to Provincial Governments. An officer of All India Services was recruited

according to rules for one particular province where he remained throughout his career, except when he had been transferred or deputed to another service. Some officers of All India Services were taken by the Central government from the province to assist it in the discharge of the central functions. These services were consequently different from those services which were solely for provincial work, and it was to mark this distinction that these services were given the title of "All India." Thus the officers of the All India Services were the main executive agents of administration throughout the country. The recruitment to provincial Services was done in India and their members did not enjoy the same status as the Indian Civil Servants did. They were given posts of lesser responsibility and paid at a lower rates. The subordinate services were also in uncertain and irregular form. Though the subordinate services did not differ much from Provincial and Superior Services there was a great difference in recruitment system and salaries. While the merit system was rigidly enforced to Superior Services a non-merit and patronage system was applied to the subordinate services.

In 1930 the Indian Statutory Commission was set-up under the chairmanship of Sir John Simon. The Commission made

many recommendations, especially for growth of education, and
development of representation. It also recommended the estab-
lishment of provincial Public Service Commissions in order
to maintain an efficient and loyal public service. The
establishment of provincial Public Service Commission was
also useful from the point of view of ministers themselves
who were to be spared of the technical work of appointments
and examinations. At the same time it would have relieved
them of the embarrassing demands from their supporters and
thus would have enabled them to perform their important
duties honestly and without any interference. The Simon
Commission was not inclined to go beyond the recommendations
made by the Lee Commission as far as the Indianisation of
services was concerned. They considered it better to main-
tain a slow pace in the interest of efficiency and also due to
other political considerations. An onrush of capable Indians
into the services would help the political agitation as they
were likely to be sympathetic to the growing upsurge of the
people.

The members of the Public Service Commission were
expected to remain completely free from political influence.
The Simon Commission, therefore, desired that they should be
appointed by an authority independent of all party interests
and should be removeable only by the same authority. Again,
they were to be given no chance of further employment under the Crown in India except in a higher office of the commission itself or in the central commission.

During the period of 1921 to 1933 the political agitation for transfer of power from British into Indian hands had grown to a great extent. The Indian National Congress which represented the popular aspirations was leading this agitation against the Indian Civil Service which represented the extraterritorial sovereignty of the foreign Parliament. The struggle was going on both inside and outside the legislature. In the legislatures Indians rejected the Government proposals by overwhelming majorities and outside the legislature they opposed them by non-cooperation and civil disobedience. Meanwhile His Majesty's Government in Great Britain held a series of the Round Table Conference in which both the British and the Indian representatives participated. In these conferences the problem of transfer of power was discussed and consequently the Government of India Act, 1935 came into force. Under the Act of 1935, the rights and privileges of the civil servants were considered. The Act made them independent of the legislature and Ministers. It also assured their tenure of service. But the question of

Indianisation remained where had been left by the Royal Commission of 1924. The Secretary of State had still extraterritorial control over the services. Moreover, the Act of 1936 did not provide an independent status to the Federal Public Service Commission.

As the Act of 1935 came into operation in 1937, majority of the Indian provinces came to have Congress ministries. This created a new problem for the civil services. The civil servants had to carry out the orders of the nationalists ministers. Meanwhile the circumstances were changing and the Congress Ministries resigned in 1939 following the Viceroy's declaration of India's participation in the Second World War. The Governors took the direct charge of Provincial administrations and some Indian Civil Servants were appointed to advise and assist them in administration.

The competitive examinations for recruitment to the Indian Civil Service were still continued. In the year 1943 last examination was conducted. At the same time it was decided that the vacancies occurring during the war period would be filled by War Service candidates. There were no major developments or changes until 1947 when Central Pay Commission reviewed the entire Public Services and suggested some changes.

During the later years of war the situation had become worse. Certain groups of employees threatened to go on strike.
They were not satisfied with their service conditions - pay, pension etc. Therefore, in 1946 a Central Pay Commission was appointed under Sir Srinivas Vardachariar "to go into the whole question of scales of / wages, pensions and other conditions of service for the whole class of Central Government-servants suitable to post-war conditions, as also the question of setting up some machinery for negotiation between Government and its employees, somewhat on the lines of the Whitley Councils in the United Kingdom."

Particularly, the Commission dealt with the following questions — (1) Classification of the services (2) Review of the existing pay structure, and (3) the feasibility for increasing the existing rates of pay and the lines on which new scales of pay should be determined.

A proper classification of services was necessary to secure fair treatment to the employees on the basis of their services to Government; fair return to the Government for the salary paid to its employees; and relative fairness to employees in different kinds of situations on the basis of the nature of the duties performed.

The Central Pay Commission suggested a new service classification to meet the problem of new pay scales. "Under the Indian system, the Central Services (excluding the All-India and Special Services are broadly divided into four categories, class I, class II, Subordinate services and inferior services." The Central Pay Commission described the Subordinate and Inferior Services as classes III and IV respectively.

Before independence there was an all-India Service in practically every important branch of administration such as general administration, police, engineering, forestry, medicine etc. The Indian Civil Service was for the general administration while the other All-India Services were called technical or special services. Gradually, recruitment to All India technical services was discontinued. And at the time of Independence only two All-India Services, the Indian Civil Service and the Indian Police Service were left. Besides these services there were Provincial Services.

Even after independence no major change was made in the structure of services which continued to be classified into three major categories Viz., (1) All-India (II) Central, and (III) States (previously provincial) Services. In terms of

the constitutional provision, only two all-India services, the Indian Administrative Service and Indian Police Service, have been formed as the successor services to the Indian Civil Services and the Indian Police Service, absorbing the remaining officers of these two services in their respective cadres.

In 1947 the Indian Independence Act was passed and India became free from the British rule.

**THE TRANSITIONAL PERIOD — 1947 AND AFTER**

The immediate effect of the Independence on the services was a great loss of officers in the higher services. Before Independence fresh recruitment to these services had already been discontinued and hardly any senior post of the higher services was given to the Indians. Therefore when after independence the British officers either retired or migrated to England and a large number of Civil servants opted to serve in Pakistan there was a drastic depletion in the service.

On the other hand, independence increased the number of functions and responsibilities of the government. The partition of India led to the emergence of the refugee rehabilitation problem and the problem of safety and security of

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the religious minorities. Besides these, there were problems of poverty, inequality in income, wealth and opportunity, and low production. The Government of free India had to face all these problems.

Now there was a newly constituted national government whose leaders had struggled for freedom and had achieved it. But they were not competent and trained for the work of public services. In this situation it became necessary to reorganise the public service. The vacancies in the higher services were filled up through rapid promotion from the lower services or by special recruitment. An authority on Indian Public Administration stated this problem as follows:

"Temporarily the work was sought to be done by making acting promotions. Men who had hoped to be Assistant Secretaries found themselves Deputy Secretaries, and those whose ambitions would have been to be appointed Deputy Collectors toward the end of their service found themselves acting as Collectors."1

There was need of a permanent arrangement. The new Indian Administrative Service was constituted in the place of Indian Civil Service to serve the needs of both the Centre and State. Recruitment to All India Services was made by open competitive examinations. The persons involved in the war

service could apply for these services provided they had incomes above a certain level at the time of application. The first post-war recruitment was made in 1946 by the Federal Public Service Commission and completed by September 1946. In 1947 the newly created Indian Administrative Service succeeded the existing Indian Civil Service. Selected candidates were given training at the Indian Administrative Service Training School in New Delhi for one year.

There were also the temporary employees in the different grades. With uncertainty regarding the period of their employment, disabilities in respect of leave terms, and the absence of retirement benefits the position of these temporary services was unenviable. To remove these grievances the Central Civil Services (Temporary Service) Rules were issued in 1949. These rules provided for the grant of "quasi-permanent" status to persons who had at least three years service in a grade and were qualified and suitable for continued retention in that grade.

However the gaps could not be filled. As a result of the constitutional changes of 1947 an Indian Foreign Service had to be constituted for the first time. Therefore it was

decided to take advantage of talents outside the government field or outside the older circle of the government field by "emergency recruitment."

A special Recruitment Board was formed by a decision of the Cabinet in 1948. The Board's main function was to select candidates from the open market for the Indian Administrative Service and the Indian Police Service under the "Emergency Recruitment Scheme" and for the Central Secretariat Service under the "Central Secretariat Service (Reorganisation and Reinforcement) Scheme." The Special Recruitment Board functioned as an interview board of the Federal Public Service Commission.

These recruitments were either from open market or from Provincial services on the recommendations of respective Provincial Governments. As a result of the integration of Princely States, the Government of India also took over the administration of their central departments such as Railways, Income Tax, Central Excise Service, Posts and Telegraphs, and Audit and Accounts. It was part of the terms of the integration that the officers of these states should be absorbed in suitable posts in the Central Services. The suitability of these officers

for appropriate places in the Central Services in class I and II was assessed by the Special Recruitment Board.

The candidates, selected through the emergency recruitment and also the persons with diverse background and experience were given general training in the Administrative Training School at Delhi for one year and then absorbed in different states.

On 26th January, 1950 India adopted its new Constitution. The constitution gave a stable position to public services. In 1960 a Union Public Service Commission, successor to Federal Public Service Commission, was created under the constitution for recruitment of All India and Central Services and for advising the Government of India on public service matters. The State Public Service Commissions were also established to deal the service matters in the States.

Since 1960 many developments have taken place in the public services. In 1952 the first five year plan was published which contained important policy statement on the public services. It suggested that there is urgent need for carrying-out administrative reforms. The Central and the State Governments have undertaken large responsibilities. It is true that numerous functions are now performed less efficiently than before. To some extent this is due to the fact that while the work accruing to the administration has gradually increased, the
strength of experienced personnel in the public service everywhere has declined and the key personnel has to work under considerable strain and pressures. Growth of responsibilities and expectations of the people demand a derive for improvement in the quality of administration and in the services. Those who are engaged in administration and in particular in the higher ranks of the public services should recognize requirements of the economic and social developments of the country. They can help in establishing a structure of administration and a tradition of service which will be capable of fulfilling the national programmes and will provide a sound basis for future advancement.

Paul H. Appleby made two reports, first in 1963 on Public Administration in India\(^2\) and second in 1966 on Re-examination of India's Administrative System.\(^3\) He evaluated the problems of public services and made many recommendations.

Meanwhile the Parliament passed the All-India Services Act, 1961. Article 312 of the Constitution empowered the Central

\(^1\) India, Planning Commission, First Five Year Plan, Government of India, New Delhi (1962) p.111.
\(^3\) Appleby, Paul H., Re-examination of India's Administrative System, New Delhi, Manager of Publications (1966).
In 1959 a Pay Commission was appointed. The Commission made a detailed inquiry into the entire structure i.e. organisation, conditions of service and pay scales of the Central Services and the All India Services. On the recommendation of the Pay Commission, the Government of India made recruitment to some of the non-gazetted posts under the Central Government Departments by transfer of selected personnel from the appropriate services of the State Governments. The Pay Commission recommended for the abolition of the classification system. In the opinion of the Commission the classification plan in India promotes class consciousness.
At this time training programmes also secured additional attention. In September 1959, the Indian Administrative Training School, Delhi and the Indian Administrative Services Staff College, Simla were merged in the National Academy of Administration which was set up at Mussorie. The Secretariat Training School and the Central Police Training College were also established.

Though no major change has been introduced into the structure of the services, their rules of recruitment and control and the terms and conditions of employment, and the structure as such has generally maintained its British character, there have been adjustments from time to time according to the needs of nation. With a view to keep a high standard of efficiency and performance a reorganisation of certain technical services on an All India basis become essential. Therefore decisions were taken to from All India Services in Engineering, Medicine, Forestry, Education and Agriculture. Two new Central Services were also formed viz: the Indian Economic Service and the Indian Statistical Service.

The foregoing survey goes to show that the British, at the time of their departure, left depleted services. All

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attempts, at reform were directed towards patch work,1 with a view to reforming and reorganising services to meet their own ends i.e., strengthening the bureaucratic stranglehold and deepening the roots of colonial government. They passed on to the free government of India a moth-eaten bureaucracy, a batch of officers brought up in a colonial environment and backneyed procedures of recruitment, methods of superficial training and an isolated, exclusivist stiff collar, high brow, personnel. It cannot, however, be denied that the personnel, when called upon to work for free India showed by and large remarkable capacity to readjust themselves with the newly emerging problems and worked with tremendous zeal and superb devotion. Whatever they lacked in the nature of their administrative set-up they compensated with their sense of patriotism, vigour and selfless service. It was, however, not enough. A development oriented, democratically attuned and specialised administration was needed to solve the problems of free India. A new approach to the whole problem of recruitment and training of personnel and new methods of personnel administration were to be discovered. Enthusiasm had to be converted into capability. In the following chapters we will examine the different steps taken in this direction.