

CHAPTER XVI.

The Administrative Services.

106. We have already seen how the Civil Service in India is classed under three heads :

- (1) The Indian Civil Service,
- (2) The Provincial Civil Service, and
- (3) The Subordinate Service. (*Vide* para. 21).

The Indian Civil Service is an All-India Service and is recruited in England. The other two are recruited provincially.

The Indian Civil Service. There are at present 5 methods of recruiting for appointments to posts reserved for the Indian Civil Service :

- (1) Open competition in England.
- (2) Open competition in India.
- (3) Nomination in India.
- (4) Appointment from the Indian Bar.
- (5) Promotion from the Provincial Service.

The Provincial Civil Service consists of, on the judicial side, Subordinate Judges and District Munsifs, and on the executive side Deputy Collectors and Magistrates. The lower administrative appointments above the ministerial grade form the subordinate service.

Besides this general service, there are special services recruited on an all-India basis. The All-India Services existing at the time of the appointment of the Lee Commission in 1924 and recruited by the Secretary of State in Council were :—

- (1) Indian Civil Service.
- (2) Indian Police Service.
- (3) Indian Forest Service (including Forest Engineer Service).
- (4) Indian Service of Engineers ((a) Irrigation Branch, (b) Roads and Buildings Branch.)
- (5) Indian Educational Service.
- (6) Indian Veterinary Service.
- (7) Indian Agricultural Service.
- (8) Indian Medical Service.

An account of the early history of the Indian Civil Service has already been given elsewhere (*Vide* para. 21, *supra*). A brief history of the more important of the rest of these services may not be out of place.

An account of the early history of the Police force in India is contained in the Report of the Commission appointed in 1902 under the presidency of Sir Andrew Fraser. A committee appointed by the

The Indian Police Service. Government of India made a comprehensive inquiry in 1860, and its recommendations, where approved, were embodied in various Acts of the Governor-General's Legislative Council. Its chief officers in each Province were the Inspectors-General assisted by Deputies, and under them were the District Superintendents of Police and Assistant Superintendents. The District Superintendents, the Inspector-General and Deputy Inspector-General, and the Assistant Superintendents in more important charges, were British. From 1893, the superior ranks were recruited, mainly in England, by competitive examination for which Europeans alone were eligible, and to a small extent in India, under a combined system of nomination and examination. These latter appointments included Indians.

In pursuance of the recommendations of the Commission appointed in 1902, the Government of India classified the Police force in India as 'Imperial' and 'Provincial.' The Imperial branch was recruited in England and was called the 'Indian Police Service.' This was intended for supervision, and contained only so many officers as were required to fill the Superintendships of the Districts, and posts of equal and higher standing, and to supply leave and training reserve of Assistant Superintendents. The ordinary method of recruitment was by competition in England open only to British subjects of European descent. In exceptional cases the Governor-General in Council could make nominations in India.

The Provincial Services were recruited in India and comprised the Deputy Superintendents of Police who were placed in less important charges. Promotions from them to Superintendships in the Indian Police Service were made only in special cases as a reward for special merit.

A department of Criminal Intelligence was also created, subsequently, and it was charged with the duty of investigating special forms of crime, including political offenders.

In 1865, the first Indian Forest Act was passed and the Indian Forest Service was inaugurated in 1869. Recruitment of the Forest Officers for this Service was made in **The Indian Forest Service.** England. Till 1905 they were selected by competitive examinations and underwent a training in the Royal Indian Engineering College at Cooper's Hill, England. Since the closing of the College at the end of the session in 1906, probationers for the Indian Forest Service are appointed by the Secretary of State as a result of competitive examination held by the Civil Service Commissioners. The Head of the Department

is the Inspector-General of Forests in India. Under him are the Chief Conservator of Forests in each Province assisted by Deputy Conservators and Assistant Conservators in charge of Forest Sub-Divisions. All these officers are British, and under them are an Indian executive staff consisting of Sub-Assistant Conservators, Rangers, Foresters and Forest-Guards.

Up to the year 1870 Engineers for the Public Works Department were furnished from the corps of the Royal Engineers, from Civil Engineers appointed in England after competitive examination or special selection, and from qualified students of Indian Engineering Colleges. In 1871 the Royal Engineering College at Cooper's Hill in England was established for the education of Civil Engineers for service in the Indian Public Works Department. The College was abolished at the end of the session in 1906 as an unnecessary expense, as it appeared that recruits might be obtained from the other Engineering Institutions of Great Britain. From that time appointments to the superior engineering establishments of Public Works and Railways, and the Railway Department, were made on the nomination of the Secretary of State with the advice of a specially nominated Selection Committee.

Till 1871 the Department of Education was under the control of the Governor-General in Council. The department in each Province consisted of a Director, an establishment of inspecting officers, and a teaching staff rising from masters of Primary Schools to Professors and Principals of Colleges. In 1871 control of these Departments was made over to Provincial Governments who were given fixed assignments from Central revenues. In 1886 a Public Service Commission was appointed which divided the Educational Department into three branches: Imperial, Provincial and Sub-ordinate. The first of these was called the Indian Educational Service and recruited in England. The others were recruited in India.

The medical administration in India was evolved from the system adopted in early days, by the East India Company, of sending 'churgeons' (surgeons) from England for the care of their servants and troops in their factories, and on the vessels trading with the East. The surgeons serving in the Company's ships trading with India were often utilised in emergencies in India, *e.g.*, in times of war, and also to fill vacancies among their professional brethren attached to the factories and out-stations. The Indian Medical Service was formed as a single body out of these scattered medical officers in India, about 1764. In 1766 the service was

divided into 2 branches—military and civil. The civil medical officers of this service were regarded primarily as Army medical officers lent temporarily for civil duties, and consequently liable to recall at any time.

In 1786, the Indian Medical Service was organised as an establishment of Surgeons and Assistant Surgeons under a Hospital Board. Till 1850 the *personnel* of the service was entirely British. In 1853, the service was thrown open to Indians through the medium of competitive examination, by the India Act of 1853. The examination was held in London. In 1857, the Hospital Board was replaced by a Director-General and other superintending officers. In 1880 the Indian Medical Department was put under a Surgeon-General attached to the Civil Government. In 1898 the officers of the service were given military rank and since 1906, all the names have been borne on one list, though men, on entering the service, are allowed to select a Presidency in which they will serve on entering a Civil Department.

The system of competitive examination was discontinued in 1915 and a system of selection by interview has taken its place. It is claimed that this system has given better results (*Vide* the speech of the Director-General of Indian Medical Service before the Council of State on 7—3—1934). The service is divided into three sections, Army service, War Reserve and attendance upon the Civil Service and the Civil Officers of Government and their families. Recruitment is made on the basis of a proportion of British Officers to Indian Officers of 2 : 1. This ratio was laid down by the Secretary of State, although in actual practice there are more Indian Officers than what would be got by strictly applying the ratio of 2 : 1. It was stated in the Council of State that this ratio could be altered only as the Indianisation of the Army proceeds, and as the proportion of British Officers in the Indian Army gets less.

The Selection Board in India consists of the Director-General of Indian Medical Service, the Director of Medical Services of the Army, an Indian Officer of the Indian Medical Service, usually a retired officer, and a member of the Public Services Commission.

The Indian Agricultural and Veterinary Services were organised in 1901.

The Lee Commission recommended that the Indian Civil Service, the Indian Police Service, the Irrigation branch of the Indian Service of Engineers, and the Indian Forest Service (outside Bombay and Burma) should continue to be recruited by the Secretary of State, and that his

**Lee Commission
on the All-India
Services.**

control over them, with the safeguard which that control involved, should be maintained. Some of the important safeguards are :—

- (1) An Officer of the Service can be dismissed by no other authority than the Secretary of State in Council.
- (2) He has a right to appeal to that body, if he is adversely dealt with, in important disciplinary matters.
- (3) The Governor of a Province is required to examine the complaint of any such officer who thinks himself wronged by an official superior, and to redress his grievance, if he thinks it equitable to do so.
- (4) No order affecting his emoluments, adversely, can be passed without the concurrence of the Governor, and orders for his posting to appointments also require the concurrence of the Governor.
- (5) His salary and pension and other sums payable to him and his dependants are not subject to the vote of any Indian legislature.

In respect of the other services except the Indian Medical Service, the Lee Commission recommended that recruitment on an all-India basis should cease, and future recruits were to be appointed by the Provincial Governments and would constitute the Provincial Services.

With regard to the Indian Medical Service, the Commission made a differentiation on two important considerations :

- (a) The necessity for reserving an adequate reserve of medical men for the emergency of war.
- (b) The obligation which lay on the Secretary of State and the Government of India to maintain a supply of European medical men for the care of the European members of the services and their families.

The Commission, therefore, recommended that while the recruitment and control of the Civil Medical *personnel* should lie with the Provincial Governments in their transferred side, each of the Provinces should employ in its Civil Medical Department a certain number of officers lent from the Medical Department of the Army in India. Such officers receive their Commission from the Crown and have rights which are incompatible with ministerial control.

Indianisation of the Services. With regard to the Indianisation of the All-India Services, the Lee Commission made certain recommendations :

- (1) 20% of the posts usually reserved for the I. C. S. were listed' and were to be filled by promotion from the Provincial Civil

Service, and direct recruits in future should be European and Indian in equal numbers.

(2) For the Indian Police Service direct recruitment was to be in the proportion of 5 Europeans to 3 Indians. 20% of all vacancies is to be filled by promotion from the Provincial Service.

(3) For the Indian Forest Service (in Provinces other than Bombay and Burma) recruitment was to be 75% Indian and 25% European.

(4) For the Irrigation branch of the Indian Service of Engineers the proportion of direct recruitment was to be equal, with a 20% reservation for being filled by promotions from the Provincial Service.

The Services which are engaged on matters which are under the control of the Central Government such as State Railways and Posts and Telegraphs are called the **The Central Services.** Central services. Some of the officers of these Services are appointed by the Secretary of State. But the great majority of them are appointed and controlled by the Government of India.

The Lee Commission recommended that appointments to the Foreign and Political Department and to the Ecclesiastical Department should be made by the Secretary of State.

The Foreign and Political Department has been recruited mainly from the Army, and the I. C. S., and to a very small extent from the Provincial Civil Service. In accordance with the scheme of Indianisation of this department also, "the accepted policy of Government is to appoint 20% of the annual vacancies from Indians, provided, suitable candidates are forthcoming from the Services from which it is recruited."*

107. The recommendations of the Lee Commission were accepted by the Government, in the main. There are thus the following classes of Public Services working in India :—

The Public Services in India classified.

(1) The All-India Service recruited by the Secretary of State. These comprise :

- (a) The Indian Civil Service.
- (b) The Indian Police Service.
- (c) The Indian Forest Service.
- (d) The Indian Service of Engineers.

(2) The Provincial Services recruited by the Provincial Governments.

* Answer to a question in the Legislative Assembly dated 2-3-1934.

(3) (a) The Central Services, Class I, appointed by the Secretary of State in Council and consisting of superior officers in the

- (i) Railway Services.
- (ii) The Indian Post and Telegraph Services.
- (iii) The Imperial Customs Services.
- (iv) The Central Secretariat.

(b) Central Services, Class II, appointed by the Government of India (officers in the above four departments other than Class I, and in certain other departments).

(4) The Indian Medical Service has been constituted primarily in order to meet the demands of the Army. But in order to maintain the necessary war reserve of military medical officers, and to provide European medical attendance for European Officers of the Superior Civil Services, and their families, Provincial Governments are required to employ a certain number of officers of the Indian Medical Service. Under R. 12 of the Devolution Rules, the Secretary of State prescribes the number to be so employed and also the conditions on which they shall be so employed.

(5) The Subordinate Services in Local Governments.

CHAPTER XVII.

The High Commissioner for India, the Imperial Conference, and the League of Nations.

108. *The High Commissioner for India* :—(1) A Committee was appointed under the chairmanship of Lord Crewe to enquire into the Home administration of Indian affairs. This Committee recommended *inter alia*, that the agency work performed by the India Office should be demarcated from its political and administrative functions, and that the former should be transferred to a High Commissioner. Accordingly, under S. 29 (A) of the Government of India Act 1919, provision was made for the appointment, by Order in Council, of a High Commissioner, to represent in London the Indian Government.

(2) The Order in Council under the section transferred to him agency functions on behalf of the Central and Provincial Governments which had been previously discharged by the Government of India.

(3) The High Commissioner is not subject to the orders of the Secretary of State nor is his establishment part of the India Office.

(4) He purchases stores on behalf of the Indian Governments.

(5) He recruits such *personnel* as the Provincial Governments require from England.