

The Role Of Indian Civil Services (ICS) In The Socio-Political Development Of British Balochistan: A Case Study

Abdul Qadir Khan

Abstract:

Indian civil service came in to being as a result of Aitcheson commission 1886-87 Aitcheson was the chairman of administrative reforms committee and its main objective was to introduce administrative reforms in subcontinent. These reforms had already been proposed by the East India Company in the shape of covenanted and un-covenanted officials. The Aitcheson commission was the modification of these reforms. Aitcheson commission formed the structure of ICS after getting consent from British Government ICS was the superior and high prestigious services of the subcontinent. Its main objective was to run and manage the administrative, political, judicial and military affairs of subcontinent. It main objective was organized in 7 special department. The examination for ICS was conducted in London, and the candidate got through different written and verbal examination before joining the civil service Academies in oxford and Cambridge universities. The tenure of training was 1-2 years. There are three categories of cervices under the auspices of ICS. The candidate who selected as a probationer was called junior time scale, the second category was the senior time scale for a period of four years and third category called junior administrative Grade officer whose duration of services 9 years while the four and the last stage was known as with 13 years period. This was also essential for a candidate who was desired to join military, judicial and political department. A service was only reserve for British who served in the different administrative departments in subcontinent from 1886 to 1922. A major change accrued in 1922 in the structural procedure ICS when Indians or the local people were allowed to join this prestigious civil service and diligently discharged their duties till the partition of subcontinent1947.

The main propose of the paper is to analyze and investigate overall roll and performance of India in the maintenance of law and order situation, and strengthening the consolidation of British rule in India and its also profound impact on the socio-economic and political life of Indian people.

OBJECTIVE OF THE STUDY:

ICS was the most efficient, highly qualified, and superior service of India which had to serve and obtain its orders and upon which it had to look as role modal. It provided effective administrative machinery which integrated the different princely states in the United India and to make India as a unitary than a federal form of the government and preserve the proper utilization of Indian resources.

ICS had a close coordination with the political leadership in maintaining law and order situation. It also gradually strengthened the democratic institutions. It provided harmony in the smooth function of administrative departments. It also strictly maintains its rules and regulations. ICS officers followed very friendly and harmonious attitude with the local residents within the areas of Jurisdiction. It had also close link with land lords, Nawabs, Khans and Sardars which had a positive implication on the Indians.

ADMINISTRATION OF EAST INDIAN COMPANY:

In India, the East India Company introduced the term covenanted and un-covenanted for Civil Servants. Then, the Royal civil Services

replaced it. “The term civil service was first used in India about 1785 to distinguish between the civil sectors of East India Company’s personnel. In 1833 company terminated its role as military and civil administrator. The British permitted Indians to compete with for the ICS since about 1860. The examination of which used to be held in England. In 1922, under a tremendous pressure from Indian leaders, they agreed to conduct the examination in India. By 1935, about one third of more than 1000 members of the Civil Services were Indians”.¹ Then the Royal Civil Services was replaced by the Indian Civil Services.

AITCHESON COMMISSION:

The first important change in the system of civil bureaucracy of the East India Company came as result of the recommendations of the Aitcheson commission, 1886-87. One of the recommendations of the Aitcheson commission was to abolish this distinction between covenanted and un-covenanted service, and to establish the ‘Imperial Civil Service of India. The government of India accepted this recommendation, but the nomenclature was later modified to the ‘Civil Service of India’ (CSI), and subsequently to the ‘Indian Civil Service’, (ICS), which was used in India until the partition of the Sub-continent 1947.

“It was the mutiny of 1857 which gave deathblow to the existence of the East India Company. The act for the better government of India was that be governed beyond in the name of the Queen was entrusted

with all powers and territories that had belonged to the East India Company. A Secretary of State with Council was appointed to transact the affairs of India in England”.² After the war of independence, East India Company was also abolished. The whole India came under the direct control of the Queen of England. Two posts were created in India for its administration i.e. the Secretary of State for India and the Viceroy. A series of Acts and Commissions were introduced which are mentioned as under.

THE ACT OF 1858:

The Act of 1858 was promulgated. The Crown nominated Governor General as a Chief Executive.

1. “He was responsible for the administrative affairs of the Government of India.
2. A post of Secretary of State for India was created. He was responsible for the Political affairs of the Government of India.

“The competitive exams for ICS were started in 1858. A merit home civil service for Britain came into being with Civil Services Act of 1871. A combined examination was introduced before 1919.”³ The 1858, act of India had abolished the dual system of government established the administrations by the Pits’ India Act. The Act of 1858 allowed the Indians for the first time to have an equal share and

administration of the country. The civil servants of India used to be appointed through the competitive examinations instead of the recommendation of Board or Council. The Secretary of State for India could override his Council by giving reasons in matter of services and appropriation of Indian revenues in England. The British Government was interested to involve the people of India in the affairs of the Government. The objective behind these reforms was to ensure more involvement of the masses in the government institutions. The approval of Governor General was necessary for all bills, which introduced the Central Legislative Bodies. The Governors approval was also necessary on provincial level.

ACT OF INDIA 1861:

The Act of 1861 had the following features

1. “According to the Act of 1861, the Crown of England got a special authority to declare all the laws as null and void.
2. The Governor General was made the Agent of the Crown of England.
3. He had the power to declare the State of Emergency and issue Ordinances.
4. According to the Act of 1861, there were Presidency and non Presidency Provinces.
5. Head of the Province was called Governor and Head of the non Presidency Province was Lieutenant Governor”.⁴

Thus, it is said that it was the beginning of a new era and participatory system of Government.

ACT OF INDIA 1892:

Indian Act of 1892 was formed by modifying the India Act of 1861. It ensured the more involvement of the people in the affairs of the government.

1. “The strength of members in the Central Legislative Councils was increased.
2. The strength of members in the Provincial Legislative Councils also increased. In large Provinces, the strength was formed 20. while in small Provinces the strength was 15.
3. The strength of the Non-official members was also increased.
4. The members had given the right to discuss financial and administrative matters. The members could not cast their vote.
5. The Universities, District Boards and Municipal Committees were authorized to choose their members in the Governor Generals’ Legislative Councils”.⁵

The Britishers soon realized that India is a multi-ethnic country. Therefore, it was decided that every community should be given equal representation in the affairs of the Government. It was encouraging for Muslims. The Act of 1892, further increased the scope of the

legislature's activities and strengthened non-official elements by inaugurating in an indirect manner, the principle of election.

THE INDIAN COUNCIL ACT OF 1909:

The Act of 1909 reform is considered as a milestone in the history of India, as it recognized the multinational and religious society. However, the Act 1909 may be considered, as a well-developed productive of the policy of association. In this act the Muslims famous demand for separate electorate was accepted.

1. "Distribution of power between District, Division, Province and Center was the main objective of the Royal Commission.
2. The bureaucracy developed in the pattern of Aitcheson .in 1915.
3. The report of the royal commission in public services headed by Lord Islington, the Islington Commission found it necessary to abandon exclusive reliance on the distinction between ICS and the Provincial services as a formula for creating an equal opportunity between Indians and British in the services".⁶ This act accepted the right of Muslims as a separate nation and provided them a chance to elect their

own representative. Later on, some stapes open the doors of civil service to the Muslims.

ACT OF INDIA 1919:

“Montague-Chelmsford Reforms of 1919 was a landmark in the history of Indian administrative set up. The Diarchy system was introduced. The act of 1919, which was purely bureaucratic, was to be modified, but was not fully abolished. The principle of political responsibility was to be definitely introduced but the extent and scope of its action was made limited. In this act, bureaucracy and democracy were mixed up and closely associated with each other”.⁷ In this act, the British Parliament mixed up the bureaucracy and Democratic institution by introducing Diarchy. In the Diarchy system two departments were created, one was called reserved and the second transferred. Montague-Chelmsford reforms discouraged people to enter in the civil services.

1. In 1919 Montague Chelmsford Reforms sought gradually to introduce local self-government in India. Government, authority was divided into central and provincial subjects, within the Province; certain subjects were controlled by elected Indian Ministers rather than professional British and Indian Civil Servants. This system used to be called Diarchy, which profoundly affected the ICS and the role of the District Officers. Diarchy remained the pattern of government from 1919 to 1937.

2. In 1924, Lee Commission was appointed which issued its report of the Royal Commission on the superior civil services in India. It proposed to increase the proportion of Indians, changed the pay structure and urged the creation of Public Service Commission.
3. In 1930 The Simon Commission was formed. It was the last massive effort to reassess the condition of British rule in whose report, of the statutory commission is the most comprehensive of this series.
4. It reasserts the importance of vast authority for the district officer, minimizes the immediate need for the local self-government, and justifies continued use of British officers who alone can bring impartiality to administration and “in whom the practice of British democracy is instinctive”.⁸ the Simon Commission recommended the vast authority for the District Officers. The series of the above-mentioned reports are the ideological roots of the Indian administrative system. If read together in chronological sequence, they are a noteworthy intellectual achievements in the construction of the bureaucratic apparatus. The shadow of this edifice is seen and felt in the contemporary bureaucracy of Pakistan. The position of the members of all- India services created difficulties for the ministers. The members of all India services held most of the key positions in the Provinces. The

ministers had no control over their appointment, suspension or dismissal. They were under the control the Secretary of State for India in the Viceroy's Council, which tried to put into practice the wishes of the Governors, and not of the ministers. They did not care for the ministers. Sometimes, they put difficulties in the way of the enforcement of the policies of Ministers.

ACT OF INDIA- 1935:

Indian Government Act of 1935, as tool of transforming the bureaucratic administration from unitary form of Government to Federal one. The Indian Government Act of 1935 has proposed certain radical changes in the structure of the Government of India. The present unitary system was to be transferred into a federation, the Indian states were to be associated for the first time with British India in the formation of an all India polity, and the principle of responsibility was to be introduced to the certain extent in the working of the Central Executive. The Central Legislature was also to be considerably reshaped in consistence with the federal doctrine.

1. "In this act, the British government introduced the provincial autonomy, establishment of Federation, and the responsible Government. All these schemes needed a change in the prevailing pattern of administration in the subcontinent.

2. Central Government formulated the policy on all aspect of public affairs and left the actual administration to the provinces in most cases. The provincial Governments were free to do any thing to govern in their own sphere. The act required the conversion of vertical organization into horizontal relationships in administration.
3. The third major dimension of the act related to the introduction of responsible Government. It means the transfer of power from the British Parliament to Indian institution and from the bureaucracy to elected representatives of the people in the sub-continent.
4. The Indian administrative machine is, therefore, divided into two branches. One operates in India and is of course much bigger in bulk and extent. It is composed of Government of India and the provincial governments;
5. The other operates in England and serves as the instrument for enforcing the will of the Sovereign. It consists of the secretary of state his advisors and their establishment known as the India office.”⁹

Government of India Act of 1935 the prospect of replacing dyarchical system with provincial autonomy prescribed by the 1935 government of India act required a new assessment of the responsibility of the central secretariat. Although the Government of India act 1935 was never implemented in full, but it left a lasting impact on the system

of Government and administration in Pakistan. The act was the provisional constitution of Pakistan for almost nine years.

LLEWELLYN SMITH REPORT (1934):

Llewellyn Smith Report is another milestone in the history of Indian administrative system. Public Administration is the combination of new and old i.e. the current administrative structure and process were the results of years of evolutionary growth. Public Administration in Pakistan is a composite of layers and each stratum has a history which is past of its present. Reports of the government of India Secretariat Procedure Committee, popularly called the Llewellyn Smith Report after the name of its President, the report explain the evolution of many contemporary institutions and procedures. The committee was appointed to examine the system under which business was allocated among the departments of government, and to suggest ways and means of efficient expedition's disposal or business.

1. “They were also authorized to recommend changes in the system or recruitment for the secretariat to achieve efficiency.
2. The report of the committee suggests exposition of principles of organization, grouping together closely related subjects, unity of command, the organization should be of the nature of a pyramid, the apex of which is secretary, it emphasizes informal organization.

3. The committee revived the procedure for the disposal of business.
4. The significant recommendations of the committee-included appointment of an inspector of office procedures, modern O and M [Organization and Methods] constitution of an imperial secretariat service; centralization of recruitment of secretariat staff in one department.
5. Establishing of a central staff selection board, (at that time there was no public service commission) and appointment of an Indian civil service officer as a private secretaries to members. It is useful only for the limited purpose for which it is circulated”.¹⁰ Recruitment agencies was established for the selection of Central staff on temporary basis.

WHEELER REPORT:

Wheeler Report is a comprehensive study of secretariat administrative system in India. Wheeler report 1935-36 is analytical and comprehensive study of the secretariat system and the mode of staffing this apex of administration. The central secretariat was regarded as the brain of administration; it controlled the working of entire machinery of Government in the sub continent. “The origin of the secretariat can be traced back to 1772 when warren Hastings appointed the first secretary to act as clerk to the council. With the passage of time, the number of secretaries grew up. In 1935, there were nine secretariat departments”.¹¹

The Report was completely focused on Central Secretariat and Central Government.

MAXWELL REPORT 1937:

Maxwell Report 1937 was an improvement of Wheeler Report. Government of India Secretariat organization and procedure was official title on the Maxwell Report. It was prepared by a high-level committee of secretaries to the central Government under the chairmanship of R.M. Maxwell. Other members of the committee were G.S. Bajpai I.C Nixon and AG. Clow. All of them were experienced civil servants. “The committee was focused on the reorganization of the secretariat of the Government of India. In the light of the constitutional developments embodied in the Government of India Act 1935, the structure and procedure of the Secretariat had to be adjusted to the changed circumstances”.¹² The main purpose of this committee was to reorganize the Secretariat system of the government of India in the light of constitutional development.

TOTTENHEM REPORT (1945-46):

Tottenham Report was a significant achievement in the reforms of the Crown. Sir Richard Tottenham was appointed a whole time officer on special duty (O.S.D) to undertake this task. Sir Richard Tottenham was a distinguish member of the Indian civil service was served for a longtime and distinguished. He was one of the most experienced officers both in secretary and field administration. He was very well known for

his grasp of details analytical competence and lucid and precise style. “The Report submitted by Tottenham “Reports on the reorganization of the central government 1945-46 can rightly be called significant in the administrative history of Pakistan. All historical studies on Pakistan administration must be based on an appreciation of the milestones in the evolution of public administration in British India before 1947. Most of the prevailing arrangements process and problems of administration in Pakistan have their roots in the period before 1947”.¹³ Most of their observations could be contents of modern text in public administration. Some of valuable recommendations of the committee included appointment of an inspector of office procedures. Modern Organization and Method (O & M) constitution of an imperial secretariat service centralization of recruitment for secretariats staff establishment of central staff selection board and Indian civil service officers as a private secretaries to members. They recommended more rational distribution of work among the secretary, Deputy Secretary and Assistant Secretaries. The Indian civil service was the most important instrument of British control in India. ICS officers held almost all of the top administrative and judicial posts. Even provincial governors were frequently drawn from their ranks. In accordance with the British practice, the police and military services were subordinate of the civil authorities Thus; the ICS officers literally ruled India and were answerable only to the Governor-General of India. During the British Rule, the recruitment in police and military were made through Indian Civil Service. Thus, we can say, that

the ICS officers actually ruled the Indian subcontinent. “British officials were to retain ultimate authority in their hands in order that the supremacy of final control from London might not be challenged. The system was not tampered by any element of responsibility to an Indian Assembly or Electorate. A small percentage of the posts in the superior services had been allocated to Indians. These Indian pledge their loyalty to the British crown and to the maintenance of British rule in India and many of them became in appearance and out look, more British than Indian”.¹⁴ The Britisher top priority used to maintain law & order and promote transport & communication. The former was controlled through top administrative hierarchy of Districts like DCS, Commissioners and the latter was to facilitate the security of the British people as they lacked trust in local people. In this context simple organizational set up was established to keep themselves aloof from local people. The main objective was the maintenance of public order. The British were extremely a small group of a few thousand individuals in very hard country. Violence was not uncommon in the subcontinent, and it could spread rapidly. The British carefully planned the establishment of British field officers. Improvements in communication and transportation were given a high priority so that needed reserve forces could be called up in short order. The safety of the British officers and their families was also a high priority and the local people were not considered trust worthy. In order to prevent violence it was necessary to settle disputes, therefore British came to dominate the judiciary, as well as the police, and the

armed forces. The simplest type of organizational pyramid was established; District Officer. (DC), the Divisional Officer (Commissioner) and the Provincial Governor at the top. It was natural for the Britishers, at least in their social life, to isolate themselves from the Indians.

THE INDIAN INDEPENDENCE ACT OF 1947:

According to the Independence Act of 1947, two independent dominions were to be established in Indian Subcontinent, to be known respectively as India and Pakistan.

1. “From 15 August 1947, the province of Bengal was constituted under the Act 1935 ceased to exist, two new provinces known as east and west Bengal.
2. The territories of India will comprise the rest of British India.
3. For each of the new dominion there shall be a Governor General appointed by his majesty, the same person might be the Governor General of both the new dominion unless the legislature of either dominion makes a law to the contrary.
4. From 15 August 1947 the suzerainty of his majesty over the Indian state lapses and with it all treaties and agreements in force between his majesty and rulers of Indian states all obligations of his Majesty towards them and all powers

rights authority or jurisdiction exercisable by his majesty in relation to tribal areas by treaty.

5. The words India Emperor and Emperor of India shall be omitted from the royal style and title. The constituent Assembly of a dominion will in the first instance function as its legislature till form the constitution each dominion and its provinces will be governed in accordance with the act of 1935".¹⁵ after 15 August 1947 both the newly created dominion states formed constituent Assemblies under the supervision of a Governor General.

CONCLUSION:

The Indian civil services came into being as the result of Aitcheson Commission proved as one of the efficient, prestigious superior civil service of sub continent. The history of the civil administration in the sub continent is as old as in the other regions of the World. For the first time the Britishers recruited three thousand Scottish bureaucrats who originally called ICS officials. In the begging only the Britain citizens allowed to appear in the ICS examination. But in 1922 this prestigious civil service was extended to the Indians. The officers of ICS were professional and injected in the Government services on the basis of superiority. All the powers on district level were concentrated in the hand of Deputy Commissioners who proved their worth as the most trusted obedient well discipline and organized body of India. The Britishers introduced many administrative reforms and

constitutional acts time to time to examined and checked the over all performance and efficiency of the civil servant and also bring structural changes as necessary from time to time. It was due to the system which made Britishers more to rule over India for about two hundred years. In the meantime, the fully utilized and exploited the raw material and natural resources of the sub continent during the British rules. Every department showed extra ordinary performance slowly and gradually. Many persons who proved their worth as a successful administrators like Robert Sandeman, Isac Bruce and Brig: Johan Jacob.

REFERENCES:

1. Aitcheson Commission Report 1888, Paragraph 75-92, 119-127.
2. S. Gopal, "British policy in India 1858-1905", London Cambridge University Press, 1965, p.3.

3. The Decline of the civil services by Zafar Iqbal, Karachi Dawn, May 26, 2006.
4. Ibid, P-266
5. M. Imtiaz Shahid and Memoona Shahid, “An Advance Study in Pakistan Affairs”, Lahore Caravan Book House, 2004, P.93.
6. Ralph Brai Banti, “Research on the bureaucracy of Pakistan”, Durham N.C Duke University Press, , 1966, p.103
7. Compiled from the Islington Commission Report, 1917.
8. Thomas R. Metcalf, “The Aftermath of Revolt India 1857-1870”, New Jersey Princeton University Press, 1965, p. 271.
9. Asif Malik, “Local Self Government in Pakistan” Lahore Emporium Publishers, 2006, p. 77.
10. The Report on the Government of India secretariats procedure committee 1920. NIPA Karachi, 1963. P.p.7-10-24-35-72-120-155. (National institute of public administration, Karachi, 19 October 1963.)
11. Developed from the Lee Commission Report, 1924.

12. R. Palme Dutt, "India today", Lahore Book Traders, 1979, P.p. 502-3.
13. Report of the Government of India secretariat committee, 1935-36, NIPA, P.p.116-118.
14. Report on the Government of India secretariat organization and procedure 1937. NIPA, Karachi, October 1963, P.p. 14-16.
15. Tottenham, Report on the Reorganization of the Central Government National Institute of Public Administration, 1945-46, 1963 Karachi, Pakistan. P.p. 10-235.
16. H.V. Hudson, "The Great divide British India Pakistan", London Hutchinson and Company, 1970, p.321.