



# ***HISTORY OF THE CIVIL SERVICE***

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**AUSTRALIA – INDIA BILATERAL CONFERENCE**

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# CENTRAL SECRETARIAT, 1834-1947



# GOVERNMENT OF INDIA ACT 1833

- Governor General of Bengal became the Governor General of India
  - *2 Governments had a joint secretariat arrangement*
  - *Military, Secret and Law Departments were transferred to GOI*
- *2 Secretaries –*
  - General, Foreign and Financial Departments
  - Secret, Revenue and Judicial Departments



# GOVERNMENT OF INDIA ACT 1833

- Govt of India to deal with important questions of legislation
- Local Governments to exclusively deal with details
- Central Secretariat did not acquire an all India character and remained dominated by Bengal civilians
- Dominant function of Local Government and limited controlling function of Central Secretariat



## REORGANIZATION OF DEPARTMENTS 1843-1862

- 1843: Governor General in Council chose to reorganize the Secretariat
- **Military, Foreign, Home and Finance Departments were established**
  - *Military Department – army/ cantonments/ military works/ royal Indian marines*
  - *Foreign Department – external and internal diplomatic relations of Government*
  - *Home Department – Legislation and correspondence with all Local Governments*
  - *Finance Department – conduct of Indian financial operations including in the presidencies of Bombay, Kolkata and Madras*

## **REORGANIZATION OF DEPARTMENTS 1843-1862**

- Military Secretary; Secretaries to Govt of India – Foreign and Home Departments
- Under Secretaries for Revenue, Judicial and General Admn
- 1854 - Separation of the Governor General of India from the Governor of Bengal
- Central Secretariat was reorganized in 1855 – Public Works Department was created, Secretary from Corps of Engineers

## **MEMBERS OF EXECUTIVE COUNCIL OF GOVERNOR GENERAL**

- Members of Executive Council of Governor General for transaction of all business
- Members were assigned specific Departments
- Governor General retained the Foreign Department, Home and Finance were assigned to civilian members,



## **MEMBERS OF EXECUTIVE COUNCIL OF GOVERNOR GENERAL (2)**

- Military matters went to Military Member and Legislative business went to Law Member
- Members could dispose papers and return to Secretaries with due instructions
- Governor General would only see papers of greater importance



*TO IMPOSE GREATER RESPONSIBILITY ON  
EACH MEMBER IN THE TRANSACTION OF  
BUSINESS OF THE DEPT PLACED UNDER HIS  
CHARGE*

**PORTFOLIO SYSTEM INTRODUCED IN GOVERNMENT – 1862**

**THE INDIAN COUNCIL ACT 1861**



## **REORGANIZATION OF DEPARTMENTS 1862-1919**

- Growth in Departments of Central Secretariat
- 1869 – increase in legislative business, creation of Legislative Dept, by separation from Home Dept, all bills had to be vetted by Legislative dept.
- 1873 – Legislative Dept corresponded with Local Govts on Bills and Acts
- 1878 – Home and Finance Depts divided into Home, Revenue, Agriculture and the Finance & Commerce Dept



## **REORGANIZATION OF DEPARTMENTS 1862-1919**

- 1861 -1865 American Civil war greatly increased the importance of Indian Cotton exports to England
- Manchester Cotton Association requested systemic measures for constant supply of cotton from India
- 1871 – Commerce Department was entrusted with the work of fibers, silk, commerce and trade
- 1881 – Severe Famine necessitated creation of Revenue and Agriculture Depts – Agricultural Statistics

## **REORGANIZATION OF DEPARTMENTS 1862-1919**

- 1903 – Lord Curzon appointed a Member to deal with Commerce and Industry Dept allocating Petroleum, Factories, Economic Products, Cotton Duties, Coal Mines, Geology & Minerals and Iron Works
- 1906 – Military Dept was abolished – 2 new Departments: Army Department and Military Supply Dept
- 1911 – Education Dept was created
- 1905 – Railway Board was created in place of the Railway Branch of Public Works Dept with a Chairman and 2 Members

*EDUCATION REPRESENTED THE MOST COMPLEX  
AND MOMENTOUS BRANCHES OF GOVERNMENT  
BUT WAS DRIFTING LIKE A DESERT HULK ON  
CHOPPING SEAS*

**LORD CURZON - 1905**

## **REORGANIZATION OF DEPARTMENTS 1862-1919**

- 1910 – Director General of Education and upgraded to Secretary in Government – business included education, examinations, Imperial Library, Sanitation, Archaeology, Publication and Records & Museums
- 1910 – Govt of India had 8 Departments
- Secretaries of Depts were responsible for correspondence with Secretary of State and for careful observance of rules and orders



# **THE SYSTEM OF NOTING**

## THE SYSTEM OF NOTING

- **1899 – LORD CURZON**
- Lot of emphasis on the need for a permanent record, which needs to be preserved in the inherited memory of the Department, to be perpetually put in print for use of novices at a later stage.
- File Notes were kept separately from the correspondence portion and flag file system adopted.
- 1899 Secretariat Instructions with Curzon's Memorandum carried on to this day as the Central Secretariat Manual of Office Procedures.



*SECRETARIES/ DS'S/ US'S/ AS'S MUST WRITE TO PROVE THEIR  
METTLE, ONLY BY DOING SO CAN THEY VALIDATE THEIR  
ABILITIES TO THE VICEROY – PROMOTIONS WERE DEPENDANT  
ON THE ACUMENT WITH WHICH AN OFFICIAL COULD WRITE A  
NOTE*

**LORD CURZON - 1905**



# REORGANIZATION OF DEPARTMENTS 1919-1947

- 1919-1947 Further Reorganization of the Central Secretariat
- 1920 – creation of Dept of Industries and Central Board of Revenue
- 1924 – Agriculture Research Council was setup
- 1919 – Administrative Reforms Office was set up, abolished in 1921 and setup again in 1930 with V.P.Menon as Superintendent
- 1937 – Dept of Labor was established



## **REORGANIZATION OF DEPARTMENTS 1919-1947**

- Government of India Act 1935 – necessitated separation of External Affairs and Political Dept.
- Political Dept had to deal with States and placed under Governor General
- 1944 - Department of External Affairs and Commonwealth was created
- 1939 – Second World War necessitated creation of Defence Coordination
- 1942 – Creation of Food Dept and separation of Education, Health and Agriculture depts



## CENTRAL SECRETARIAT 1947

- 1947 – Central Secretariat had 19 Departments
- Pyramidal Organization with a Secretary on top, 2 Deputy Secretaries in middle and Under Secretaries.
- Joint Secretaries became a regular feature and Additional Secretaries were appointed to deal with expansion of public business
- Vertical movement of files to various sections of Government

*A REGULAR PILGRIMAGE OF FILES NOT ONLY FROM ONE DEPARTMENT TO ANOTHER IN THE SAME SECRETARIAT BUT ALSO FROM THE GOI TO THE PROVINCIAL GOVT AND TO THE SECRETARY OF STATE FOR INDIA IN THE COUNCIL*

**LORD CURZON - 1905**

*IT HAD WANDERED LIKE AN UNEASY SPIRIT THROUGH  
THE DEPARTMENTS OF GOVT OF INDIA UNTIL AT  
LENGTH IT CAME UPTO ME TO BE EXORCISED AND LAID.*

**LORD CURZON – on a file that meandered for 3 ½ years**

## **CENTRAL SECRETARIAT 1947-1956**

- 1947-1956 : 28 Departments, 8 Central Administrative Offices, a Cabinet Secretariat, and 20 Ministries
- 1951 – Planning Commission was established
- 2014 – Planning Commission was abolished and NITI Aayog established
- 1953 – Govt invited Paul H. Appleby of Maxwell School of Public Administration to undertake a survey of Public Administration in India.

## RECENT DEPARTMENTS/ MINISTRIES

- 2021 - Ministry of Cooperation
- 2019 – Department of Fisheries and Dairying
- 2014 – Ministry of Skill Development
- 2021 - The number of Departments/ Ministries in Government of India stands at 85





# **THE INDIAN CIVIL SERVICE**



# THE INDIAN CIVIL SERVICE

- Till middle of 19<sup>th</sup> century Directors of East India Company nominated youth to writerships
- Covenanted Civil Service provided the European Elite of the Indian Administration
- Simple Examination to be passed for entry to Company's Training College at Haileybury – 2 years training in Law, Political Economy and Indian Languages
- 1853 Charter Act – abolished Director's patronage and introduced open competitive examination
- 1855 – first competitive examination was held

## THE INDIAN CIVIL SERVICE

- **Administrative Reformers** – Sir Charles Trevelyan and Robert Lowe felt introduction of a competitive examination offered a trust worthy method of selecting to higher levels of character and ability
- Structure of examination was intended to give greatest weight to subjects which formed the staple of an English Gentleman's education
- **Macauley Committee** – the company's civil servants should go out to India by 25, and should be men who have first take a degree at Oxford or Cambridge
- The whole emphasis was on general education

THE MOST ILLUSTRIOUS ENGLISH JURISTS  
HAVE BEEN MEN WHO NEVER OPENED A  
LAW BOOK TILL AFTER CLOSE OF A  
DISTINGUISHED ACADEMIC CAREER

**MACAULEY COMMITTEE 1855**

# THE INDIAN CIVIL SERVICE

- **1855 – BOARD OF CONTROL** – Regulations framed for examinations – 12 Subjects / 6875 marks
- **1859** – Legal Education for Civil Servants introduced, followed by one year study in India and a further period of training under a Judge
- **1855-1863** – 174 of the 414 successful candidates came from Oxford and Cambridge Universities.
- **Covenanted Civil Servants** – those who entered into a covenant with the Company to serve faithfully and honestly starting at the bottom as young men and rose gradually to higher positions.

# THE INDIAN CIVIL SERVICE

- 1876 - Reconstitution of Covenanted Civil Service into Executive and Judicial branches to improve administration of Justice
- Judicial training for all officials who wanted to work as District Judges
- Appointments to the Deputy Collectors were made by the District Collector in consultation with the Board of Revenue without a competitive test
- 1918 – Secretary of State appointed 50 Indians by nomination to the Indian Civil Service
- Govt of India Act 1935 – created a Federal Public Service Commission
- 3 services – All India/ Central/ Provincial

# SUPERIOR SERVICES

- **ALL INDIA SERVICES** – were recruited by Secretary of State to serve in any part of India and assigned to a province
- **CENTRAL SERVICES** – dealt with Foreign Affairs and administration of State Railways, Posts and Telegraphs, Customs, Audit and Accounts, Science and Technical Departments
- **The Indian Civil Service and Indian Police Service** were allowed to continue post independence for considerations of National Unity and the attainment of a minimum standard of administration.
- **1947** – After transfer of power, the Indian Civil Service was replaced by the Indian Administrative Service
- **1950** – the Federal Public Service Commission was replaced by the Union Public Service Commission.



# THE INDIAN ADMINISTRATIVE SERVICE

1950-1990





# THE INDIAN ADMINISTRATIVE SERVICE

- The challenges that the IAS officers face in the 21<sup>st</sup> century are no different from those of the 20<sup>th</sup> century –  
**“Commitment to the larger public good against all odds.”**
- The IAS competency remains anchored in the foundational and non-negotiable values of integrity and credibility.



*INTEGRITY IS ONE OF THE CARDINAL  
PHILOSOPHICAL PREMISES OF GOOD  
ADMINISTRATION*

A.D.GORWALA, ICS

PUBLIC ADMINISTRATION IN INDIA - 1951



# PRINCIPAL AREAS OF GOVERNANCE

- Public Administration of the country should be accountable and citizen friendly.
- It must ensure transparency and endow citizens with RTI
- It must promote integrity in public services and motivate civil service.
- Public Administration must be result oriented and improve its performance.



# FROM GORWALA TO E-GOVERNANCE

- Since independence, the Union Government has constituted more than 50 commissions and committees to look into administrative and civil service reforms.
- **Important committees:**
  - A.D.Gorwala Committee Report on Public Administration 1951,
  - Paul A. Appleby's Public Administration in India: Report of a Survey 1953,
  - K.Santhanam Committee Report on Prevention of Corruption 1964 and
  - Second Administrative Reforms Commission Report 2005-08.

## A.D.GORWALA REPORT 1951

- “There is no truer maxim from the point of view of good administration than the old rule “***What is not inspected, is not done***”.
- If every Secretary spent half a day once a week in going through the branches of his own Ministry, there can be very little doubt that delays would be reduced.
- Reason for delay in decision making is that junior officers generally deputy-secretaries and under-secretaries decide far fewer files than in the past due to continuous interference of higher officers in matters which properly fall within the sphere of junior officers.



# DECISION MAKING IN GOVERNMENT

- One day an Under Secretary received a note from his Secretary asking all files related to this body should be put up. He gathered together all files 38 in number and noted “Submitted” below the Secretary’s note and sent them up.
- A day later he got the files back with the Secretary’s signature below on the note sheet. Curious, the Under Secretary asked the Secretary if he would tell him how he would have dealt with these files. **“It was a matter of discretion,” said the Secretary, “not for knowledge, and when it was left to you, it was a matter for your discretion. Don’t bother about it, my lad”**



## PAUL A. APPLEBY 1953

- O&M chart in Bengal showed 30-42 different handlings of letter when given for consideration in a single department/ ministry,
- Serious overloading of persons of high rank to be reduced by strong cadre of office secretaries – the Central Secretariat Stenographer Service



## 2 RECOMMENDATIONS OF 1953 REPORT

- Establish **Organization & Management Units in each Ministry/ Department**
- **Government to establish an Institute for Public Administration** – Public Administration is a unique field, in which interchange of learnings, reflections and fruits of special studies are of great usefulness





## SANTHANAM COMMITTEE REPORT 1964

- The Santhanam committee identified 4 major causes of corruption
  - administrative delays, government taking upon themselves more than what they could manage, scope for personal discretion in the exercise of powers and cumbersome procedures.
- Recommended the creation of CVC



## I<sup>ST</sup> ARC

- 1<sup>st</sup> ARC patterned after the Hoover Commission of USA in the post World War II period
- **2 important ideas :**
  - **Changing nature of administration – from law & order agency to development administration**
  - **Drastic overhaul of the machinery of government for attaining a socialist pattern of society**
- 1st ARC worked for 4 years with a wide mandate



## I<sup>ST</sup> ARC - 2

- Appointment of Lok Pal and Lok Ayukta, Introduction of Performance Budgeting
- Establishment of Department of Personnel and Administrative Reforms under Cabinet Secretariat
- Appointment of District Development Officer as CEO Zilla Parishad
- Constitution of inter-state councils under Article 263, Administrative Tribunals
- Develop a positive organizational culture and motivational climate in Government



# CIVIL SERVICES EXAMINATION REFORMS

- **KOTHARI COMMITTEE 1976** preliminary examination introduced
- **SATISH CHANDRA COMMITTEE 1989** introduction of an essay paper and marks for personality test were increased
- **YOGENDRA KUMAR ALAGH COMMITTEE 2001** introduced 2 objective papers in preliminary examination, general studies and aptitude test



# REFORMS IN POST-LIBERALIZATION ERA

1990's



## REFORMS IN ADMINISTRATION IN 1990

- Reforms were driven by economic liberalization
- **“Unshackle the Indian economy from cobwebs of unnecessary bureaucratic control”**
- Establishment of Board for Industrial and Financial Restructuring
- National Mineral Policy 1993, National Telecom Policy 1994, Amendments to National Highways Act 1997
- Disinvestment Commission 1996
- Decentralization and Empowerment of Panchayati Raj institutions - 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments



## 1996 CONFERENCE OF CHIEF SECRETARIES

- Develop grievances redressal machinery
- Formulation of citizens charters by all Ministries with public interface
- Setup an inter-ministerial group on RTI and Transparency
- Constitute an expert group to look into computerization in personnel system
- Civil service reforms in transfer and promotions in center and states



## 2<sup>ND</sup> ARC

- Civil Service Examination – permissible age, number of attempts
- Mandatory Mid-Career Training for civil servants
- Citizen Centricity, CPGRAMS, RTI, Citizens Charters, online complaint tracking system
- Ethics and Accountability in Governance
- Rigorous selection processes for officers to top and middle management levels
- Promote e-Governance – the SMART way forward





# ADMINISTRATIVE REFORMS @ 2021



# ADMINISTRATIVE REFORMS @ 2021

- **Broad Basing the Scheme of Prime Minister's Awards for Excellence in Public Administration**
  - Rewarding Administrative Innovations
  - Rewarding improved service delivery and grievance disposal
- **National e-Governance Conferences and Awards**
  - Emphasis on Digital India: Success to Excellence
- **Expansion of e-Office under Secretariat Reforms**



# ADMINISTRATIVE REFORMS 2018-21

- **CENTRAL SECRETARIAT MANUAL OF OFFICE PROCEDURE (CSMOP 2019)** – Enabling the March towards a Digital Secretariat
- **GOOD GOVERNANCE INDEX 2019** – assessment of State of governance in States of India
- **NATIONAL e-GOVERNANCE SERVICE DELIVERY ASSESSMENT 2019** – India's Transformative Journey in the e-Governance Landscape.
- **E-Office** for a Digital Central Secretariat



## CPGRAMS REFORMS:

- **CPGRAMS VERSION 7.0** – delineation of last mile grievance officers in 20 top grievance receiving ministries
- **INTEGRATION OF STATE GRIEVANCE PORTALS WITH CPGRAMS** – for seamless online transfer of Public Grievances
- **JKIGRAMS** – integration of district portals with CPGRAMS in Union Territory of Jammu & Kashmir
- **FEED BACK CALL CENTRES** – for assessment of citizen satisfaction in quality and timelines of disposal

THANK YOU

