The modern Government is a big Government, which touches public as well as personal and private life of the individual. In a democratic welfare system that operates in a developing society, the Government is central to the planning or influencing almost all the aspects of human life. Not only this, it is being perceived by the people themselves as the final authority and a regulating mechanism that solves their problems, helps them satisfy their material, social, political and developmental needs and resolve the conflicts. It is therefore the quality of its ever expanding administration on which depend the stability of the polity and developmental change in its society. Public personnel administration, thus, has gained an importance and public (or civil) service Commissions have become critical in the shaping, directing, operating and disciplining the governmental administration.

From the jurisdiction point of view, very few activities of the citizen fall outside the sphere of the public administration. The modern state renders services to the people from the cradle to the grave and beyond.
Private enterprise is required to be regulated and public enterprise is to be undertaken. The public servant is found in the distant helmet of a backward area helping its poor community in family planning as well helping the defence service to guard the frontiers of the state in a distant desert. A change from the laissez-faire philosophy or from the old negative approach to the positive welfare one has increased the state activity both in volume, range and complexity. As du Sautoy writes: "The civil servant holds an important position in modern life; days are gone when he was a humble clerk or petty functionary, owing his office to patronage or favour and without any of the power which was then held closely and personally by the Ministers of the Government. To-day the civil servant is in a position of power. With the expansion of government business, delegation of authority is inevitable as it was not in the more leisured days of the 18th century". The new approach requires the public officials to give in their best to the public service and to be responsive to the needs of the people. Apart from the expertise that they provide to the executive, they are called for the better framework of the legislation and all sorts of rules and regulations under the delegated legislation.

The concept of the 'Administrative State' holds much more truth in India than perhaps any other state. Apart
from the population and area, the economic compulsions, social complexities, political cultures and diversified cultural affinities lends India much more administrative outlook. It is because of this that Simon Commission remarked that "Of no country can it be said more truly than of India that government is administration". Even in 1930 the Indian Statutory Commission remarked, "In a country of small cultivators, with no accumulated resources and little experience in organisation private enterprise cannot undertake new and costly experiments. The task of bringing within reach of such a society, the benefits, the administrative experience and the applied science of the west was possible for one agency only — Government; no other had the necessary knowledge or machinery. Thus the civil service of India, which in origin was little more than revenue collecting agency, gradually took upon itself a very wide range of duties. As the work became specialised, new services had to be created. India looks to government to do many things which in the west are done by private enterprise".

The traditional laissez-faire tendencies in India gave way to the expansion of governmental activities under the exigencies of the world wars. Pressures of war supplies and even civil supplies in respect of essential
commodities resulted in the network of government controls and regulations on the one hand and positive participation in economic development. With the advent of independence, new challenges started giving impetus to the expansion in government. The Constitution of India set the goal of social, economic and political justice in its preamble. For the realisation of these goals, the constitution provided the Directive Principles of the State Policy as well. Such an elaborate provision for the Socialistic Society is not to be found in any other Constitution except that of Irish one. With the establishment of Planning Commission in 1950, India ushered in the new era of socio-economic developments. Our Five Year Plans stressed the need for the augmentation of the human and material resources on the one hand and all-round developments in the field of agriculture, industrialisation, public sector, science and technology and the welfare of the down-trodden masses on the other. The Sixth Five Year Plan drafts (1978-79) envisaged massive rural development which required spread of huge administrative net-work. Therefore a special emphasis was given in this draft on developing organisational inputs requisite to carry out the numerous developmental schemes and activities in India's vast but 'unmanned' countryside. Now the state has been engaged in the elimination of poverty and want on one hand and shaping of the entire investments. P. Sharan
rightly observes that, "The state is now called upon to perform five different kinds of functions: (i) it has become a protector (ii) it has become a dispenser of social services (iii) it has become an industrial manager (iv) it has become an economic controller; and (v) it acts as an arbitrator".

For the attainment of the objectives and socio-economic requirements, the government is now much more involved in the development of community life. Naturally the civil service becomes the main agent of innovation and transformation in such a developmental administration. This requires the services to "realise the particular obligations of the welfare state undertaking, planned development through democratic methods for which voluntary cooperation of the people is essential and which can be enlisted only through courteous behaviour of the public services at all levels".

Moreover our administrative system has to respond to the democratic processes of the parliamentary system of government that is adopted in India. Aply described as the 'unity in diversity', India has diversified sections of the community. The needs of the backward classes and backward tribes have, of late, been given increasing attention and consideration. The problems of tribal
administration and the community development have changed the complexion of our public services. The late Home Minister of India, Shri Govind Ballabh Pant rightly said that. "The new tasks of the civil servant are, therefore, all comprehensive and include planning, control and guidance of the entire economic as well as social activities---. The manner in which work is done and its efficiency now directly impinge on the lives of individual citizens. The welfare of the people will to an evergrowing extent depend on the imagination and sympathy and the efficiency with which work is understood and done by the civil servant".

The natural concomitant is the stupendous increase in the governmental personnel. This is because it is the men who works and sets the machinery in motion. The multi-farious tasks and the managerial role that the state now has to perform requires the efficient and talented personnel. The efficiency and morale of the public servant now depend upon the standards prescribed and methods adopted at the recruitment level. Now the old method of recruitment to the public services, of nomination by the

king or Minister, or sale of offices or election by the people is out of date. The spoils system has been replaced by the merit system. According to Gladden, the civil service needs four elements for efficient working viz., (1) neutrality in selection (2) comprehensiveness in training, (3) merit in promotion, and (4) flexibility in organization.

Ever since the Northcote-Trevelyan Report is published, almost all the progressive states have adopted the merit principle as the basis of selection and for it they have followed the practice of having a Civil Service Commission. Of course, theoretically speaking, there are three ways by which such a personnel agency can be organised, (1) Commission type (2) Director and Commission type (3) Single-Headed type. Of the three methods, the Commission form is preferred for two reasons (1) The personnel agency has to lay down the rules to supplement the general policy of the government (2) It has to hear and decide disciplinary cases. Since this agency has to perform certain quasi-legislative and quasi-judicial functions, the body of persons i.e. the commission type is preferable to a single person. In recent years, particularly in U.S.A., there has been a reaction against the Commission type. In this regard, the Royal Commission of Superior Civil Services in India (Lee Commission) wrote in
1924: "whatever democratic institutions exist experience has shown that to secure an efficient Civil Service it is essential to protect it, so far as possible, from political and personal influences and to give it that position of stability and security which is vital to its successful working as the impartial and efficient instruments by which governments, of whatever complexion, may give effect to their policies. In countries where this principle has been neglected and where the "spoils system" has taken its place an inefficient and disorganised civil service has been the inevitable result".

1. The Specimen:

The states in India provide a very diverse profiles. After independence, the leaders had to tackle the problems of the integration of the administrative systems of the British provinces and the former princely states. It is on such a diversified administrative sub-structures that we require the Indian States to perform both regulatory and developmental functions.

The administration of more than 550 Princely States had the patriarchal system of administration and the administrative personnel were recruited and promoted on the basis of the personal likes and dislikes of the princes.
While in the British provinces, there was a steel-framed administration provided through I.C.S. to protect the British interests. On the one hand, the princely states were engaged in struggles for hegemony and on the other hand, under the British rule, the provinces remained underdeveloped. In this regard, Prof. C.P. Bhambhri has aptly given the characteristics of the socio-economic development of India under the colonial rule. They are "(i) an agrarian structure based on archaic, feudal and semi-feudal relations (ii) a lumpen capitalist class around a few industries (iii) serious regional imbalances; and (iv) a multi-terraced socio-economic life, characterized by a co-existence of feudalism, semi-feudalism, and merchant and capitalist classes".

Over and above these diversities, we are "confronted with inter-state and intra-state diversities, unevenness of development and serious imbalances". The states of the Indian Union differ in size, population, density of the population as it is evident from the Appendix I. Moreover the states in India are so large that even many of the

1. C.P. Bhambhri "Contextual Framework of Public Administration" in Indian States, in Indian Journal of Public Administration (Special Number) 1976 Vol. XXII No.3 p.335
sovereign states in the world do not have that much area and population. This is evident from the Appendix II.

With all these differences among the States, we find the government of India depending upon the State Governments for the implementation of the developmental plans and programmes. The per capita Development and Non-Development Budgetary Expenditure of the Indian States as given in the Appendix III, gives the idea of the amount that the states spend. Consequently there has been an enormous growth of the administrative agencies and expansion of the government departments. The Administrative Reforms Commission has noted this aspect and stated "There has been, in recent years, quite an increase in the size of the secretariat in several states and accumulation of multifarious and unnecessary tasks and executive work. The secretariats are tending to become unwieldy, slow-moving organisations with a built-in propensity for delays".¹

For the purpose of my study, I have taken up the Gujarat Public Service Commission. In this context it

¹ Administrative Reform Commission: Report on State Administration, New Delhi, Manager of Publications, 1969, p.19
will be interesting to refer to the formation of the Gujarat State. In fact the present state of Gujarat is the culmination of a three stage process. The first stage was the merger of the Baroda state with the state of Bombay and integration of the Kathiawar states into the new state called Saurashtra. The second stage is that of integration of Saurashtra and Kutch States in the Bombay state in 1956. The third and final stage is the bifurcation of the bilingual state of Bombay which resulted in the formation of Gujarat and Maharashtra states.

The present state of Gujarat consist of Kathiawar, Kutch and the former British Indian portion of Gujarat. The 222 states of Kathiawar had different laws, customs and administrative systems representing feudalism. The state of Kutch remained generally cut off from the rest of India in more than one respect. On the other hand, the British Indian portion of Gujarat having five districts which were then known as Ahmedabad Division, were interlaced with 148 states and Jagirs varying from the state of Baroda to semi-independent petty states. With such a diversified sub-structures, the State of Gujarat came into existence in May 1960.

With such a variegated administrative systems, the State of Gujarat started the development administration.
It was on these sub-structures that services in Gujarat started functioning. So it would be worth while to study the apparatus through which the services is manned. From the year 1961 to 1975, we notice the rise in the population, emergence of a plethora of government boards and corporations in this burgeoning government as well as the number of employees as shown in the Appendix IV. This led me to study the problem of the operational aspect of the Gujarat Public Service Commission which has been the main agency to man the personnel in the state.

For the purpose of my study, I went to the field with certain posers:

(1) In the context of the increasing number of government activities and also that of government employees, whether the apparatus provided by the constitution for the recruitment has come up to the expectations or not?

(2) Since there are so many independent government agencies in Gujarat, whether the role of the Commission is curtailed or minimised? If it is curtailed, to what extent?

(3) Since there is a little fuss about the relationship between the government and the Commission, is it that the
Conclusion has become passive or works merely as the department of government?

2. Early Studies:

The study of Public Service Commission is not merely the matter of interest but at the same time, a much more significant from the point of view of developmental administration. The efficiency in administration depends upon the performance of this august body. In this context, the study of its operation can be of much significance.

The outstanding work in this field is that of Prof. M.A. Muttalib's "The Union Public Service Commission".1 The study presents "an analysis of its structure, organization and functions and closely examines it at work". Prof. Muttalib has succeeded in giving the deep and penetrating analysis of the Union Public Service Commission.

The next one is that of Prof. C.N. Bhalerao's "The Public Service Commissions of India".2 This study was the outcome of Prof. Bhalerao's Ph.D. work in which he has extensively dealt with the legal and comparative aspects of the Public Service Commissions.

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1 The Indian Institute of Public Administration, New Delhi-1, 1967.
However very few studies have been made about the
Public Service Commissions of the various states. One such
study is that of Dr. R.K. Tiwari's 'organisation, functions
and the role of Public Service Commission in the State of
Madhya Pradesh'. (Unpublished). This study covers only
four years i.e. from 1965 to 1969 and presents the various
functions performed by the M.P. Public Service Commission.
One more is that of Prof. Tyagi's 'The recruitment pattern
in the Public Service of Rajasthan with special reference to
Rajasthan Public Service Commission' (also unpublished).
Dr. Tyagi has tried to elicit the opinion of the govern­
ment officers through the questionnaire. On the basis of
these views, he has tried to reflect upon the recruitment
pattern of the Rajasthan. There are some other studies as
well but they deal with the civil service of the state
and not the Public Service Commission as such. However,
while dealing with the civil service of the state, they
do reflect upon the Public Service Commission as well.

The present study is an endeavour to closely examine
the present working of the Public Service Commission of
the Gujarat State and at the same time to review the pur­
view of this body.
3. **Terms Defined**

In this study, I have referred 'Commission' for the Gujarat Public Service Commission. At the same time, by using the word 'Government', I have meant Gujarat Government.

4. **Methodology**

For the purpose of my study, I broadly adopted the Structural-Functional approach. Along with this, I also used the method which may be called a "conversation-observation method". A questionnaire, given in Appendix V, was also administered to obtain comparable data on certain points.

In order to ascertain the role perspective, I interviewed the chairmen and Ex-Members of the Commission. At the same time, discussions with the higher officials of the Government to get their views in this regard were held. This helped me in making the analysis more purposeful and interpret the data with greater degree of confidence.

Moreover, the constitutional provisions and other regulations made by the government were gone through to get the perspective of the operational aspects. The annual reports of the Gujarat Public Service Commission from 1960-61 to 1975-76 were helpful in the collection of
data. Again, the Assembly debates were scanned and the Study Team Reports published by the Administrative Reforms Commission as well as the reports of the Estimates Committee were gone through that helped me to write the latter sections of the thesis. A good deal of material on the operational aspects of the Commissions and the changes that has taken place are given in these studied material.

The relevant part of the data gathered from various sources was particularly checked up or interpreted with the response of the Commission officials through questionnaire and through talks. Such multi-pronged approach helped gather the variety of material with which the role of the Commission could be studied.