**INTRODUCTION**

What differentiate the modern political system from its predecessors are its well-developed, differentiated structures and its increasingly complex and specialized roles. The boundary of the modern political system has expanded to a great extent and it is increasingly facing a widening range of tasks. Under the new pattern the political system hardly fails to envisage any branch of moral and material sides of human endeavour.\(^1\) As the modern society has felt the double impact of science and technology the government is assuming greater and greater responsibilities. This affects the output functions of the system. In fact the modern political system has been involved in a far-reaching congeries of public, social and economic services. To perform these tasks the rule-making authority needs the assistance of the rule-application structures. Therefore, in every modern political system, both developed and developing, the rule-application structure, manned with full-time officials and employees, recruited on a systematic, competitive basis, has become an indispensable feature.

While the impact of industrial and technological development has been felt in most of the countries, public employment

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has attained its widest extent in the western industrial nations, notably the United States, Great Britain, Germany and France, as well as in the developed countries in the socialist world. In America today the government employs one person in six while in 1930 it employed one in fifteen; in the United Kingdom the government employs one in four, while in 1930 it was one in ten.  

This rapid growth in the size of national and local governmental bureaucracy has taken place mainly because of three factors: first, a widespread development of public, educational and social welfare services; second, an unprecedented expansion of public works; and third, the growing activity of governmental bodies in regulating and operating different undertakings on a national as well as on local scales.

Thus urbanization, mechanization, the rapid advance of science — all these coupled with changed and broadened ideas, as to the scope of the state activity, have converted public administration and its corollary, personnel management, into one of the most critical areas of all human effort. Everywhere the scope of governmental activities has so expanded as to depend increasingly upon the systematic classification of both staff and line positions in terms of type of training, kind of duties and degree


of responsibilities involved. Progress and expansion of governmental activities are correlated with the process of bureaucratization.

India was under colonial rule for a considerable period of time. Development of a country like India primarily requires a rapid and extensive advancement in science and technology and a social system where every citizen would be treated equally. This involves basic social and economic change.

The Constitution of India is based on this changed concept of the society. The ultimate aim underlying the Constitution is to establish a socialist pattern of society. The Constitution, based on the high principle of social, economic and political justice, envisages the emergence of a socialist system by incorporating certain directives to the future rule-making and rule-application structures. For the implementation of socialist norms recently the Constitution has been amended and the high ideals of socialism, secularism and the integrity of the nation have been clearly spelt out in the preamble. The Constitution has also been amended to make the directive principles more comprehensive and give them precedence over those fundamental rights which have been allowed to be relied upon to frustrate socio-economic reforms for implementing the directive

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principles.

Evidently, therefore, the Government of India has the responsibility of carrying out different economic and welfare activities. For the implementation of different plans and policies and for the successful performance of its roles the government needs a large army of civil servants. Experience has proved that the pre-mobilized democracies face almost insurmountable obstacles on the path towards economic development. In many of these countries entrepreneurial spirit is weak and private capital is scarce. If these countries are to develop their capabilities the official elements have to play vital roles. With the extension of governmental functions the role of the Indian bureaucracy would, therefore, be normally more important. It has been correctly observed in this connection that today, when the Indian government is struggling to give the society a modern form, the major responsibility is entrusted to the Indian Administrative Service. The socialist pattern of society depends for its achievement on the labour of the intellectual elites of the civil service.

This increasing dependence upon bureaucracy for developmental activities has made the efficiency of its personnel almost

6 Shils, Edward, "Influence and Withdrawal : The Intellectuals in Indian Political Development", Political Decision-Makers, Marvick, Dwaine (ed.), Amerind Publishing Co., New Delhi, 1961, p. 34.
imperative. This is gradually ensuring merit to be the only criterion for recruitment to the civil services. Society depends for its progress and well-being on the effective functioning of government. And government, whatever its type—democratic or otherwise—will, in the last analysis be as good as its personnel. A historically perfect administrative structure and unexceptionable methods of work may be devised, but they will be of little or no value if those who man the administration are either unequal to their task or are apathetic towards it. Competence and morale of the administrative personnel are, therefore, basic to good government, which is the sine qua non for the advance of man in society.

But the developing countries face an acute problem in the matter of recruitment. In these societies the need has been felt for efficient personnel. But due to lack of education and poor communication recruitment does not reach its expected level. Sometimes, apart from or in addition to merit, political considerations and other factors like blood ties, friendship and obligations of some sort also play their parts in matters of appointment of persons to the civil service. Thus the application of universalistic criteria becomes difficult.

In any progressive country, where the need has been felt for an efficient and competent bureaucracy, there has been a series of reforms by which political patronage has progressively given way to professionalization of public service.

Although the decline of patronage has not proceeded at the same pace in all countries, everywhere the increasingly technical character of modern government is tending to eliminate the spoils system.

England took the lead in this respect and made rules and regulations to ensure recruitment by merit. For the implementation of these rules the Civil Service Commission was set up in 1855 with a responsibility to devise a technique of competitive examination for civil service. Later the United States and Japan introduced similar measures.

It was the British who first established the Public Service Commission in India. Up to 1926 the British Civil Service Commission recruited personnel for the Indian Civil Service. After the adoption of the Government of India Act 1919 and the recommendation made by the Lee Commission, the Indian Public Service Commission came into being in 1926. After independence the responsibility and efficiency of the bureaucracy have become all the more important since the national government has a large programme of socio-economic development before it. In such a case, the role of the Public Service Commissions as recruitment structures, which would ensure a merit system, can hardly be over-emphasized. And that is why the Founding Fathers of the new Constitution allowed the same model to operate in India.
Originally, in fact, there was a negative approach discernible in the functions of the Public Service Commissions. At first the Public Service Commissions were merely recruiting agencies, designed to ensure that persons should enter the service only on the basis of merit. The Commissions were mainly regarded as "politics eliminators" with the chief function of preventing abuses. But today an efficient public service has become the primary objective, not just the prevention of political appointment. The demands of modern government are so great and so exacting that no appointment can be considered a really good one unless it puts a highly qualified person in the job, not a mediocrity who sought no political sponsor.

The perplexing personnel problems resulting from the large extension in governental activities have led to a change in the nature and scope of the functions of the recruitment structure. The increasing specialization and professionalization of the civil service have brought about a radical change in the meaning of the term merit system. The term 'merit system'; it has been correctly observed, today not only indicates a form of selection for entrance to the civil service but also embraces

9 Nigro, Felix A., op.cit., p. 16.
other aspects of the personnel system — advancement on merit, pay related to the nature of the job and to the quality of performance and desirable working conditions. In its broadest sense a merit system in modern government means a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competence and continuity of the service 10.

This extended definition of the merit system has given a wider jurisdiction to the Civil Service Commissions of the different countries. They have at present many other personnel functions like development of incentives, compensation plans, rating the service value, etc., apart from recruitment through examinations. It has been correctly observed by the chairman of the Union Public Service Commission at the conference of the chairmen and the members of the Public Service Commissions of India held in November 1976 that Civil Service Commissions in many developed countries are entrusted with training, career management and formulation of personnel policies which include conditions of service, but the Commissions in India are required to function within a 'narrow horizon' 11.

10 Stahl, O. Glenn, op. cit., p. 28.
In India personnel management has remained a neglected field till now. The Public Service Commissions in India are mainly examining bodies whose chief aim is to eliminate favouritism and politics from the civil service. Even in performing these tasks the Public Service Commissions in India have to face certain obstacles and difficulties many of which may be described as the legacies of the colonial days.