It has been observed in the foregoing pages that the most important part of administration is that which deals with the human element. That part of the administration is related to the people and their behaviour personnel and its organisation working at various levels of administration, has been characterised as personnel administration. Personnel administration has a pivotal and important place in both the science as well as the art of Public Administration. It deals with the problems of education, mental equipment, recruitment system of the employees, classification and organisation of positions (including promotions and transfers from one service to another, i.e. the vertical and horizontal mobility; of the separation of employees from the organisation by retirement, dismissals or resignation; the training of employees, their salaries and wages and the problems of their health and welfare. Without proper development and study of these problems no administrative structure can be based on firm foundations. Blueprints and organisation charts are meaningless unless they are infused with life by trained and skilled administrators, equipped with the knowledge and efficiency, to translate programmes and policies into activities, with a view to realising them speedily.

The problem of personnel administration is the most ticklish and complicated problems of administration. It is

CONCLUSION
a problem of Problems. It is important mainly from three view points. Firstly, the standpoint of the government which is the recruiting agency and whose sole purpose is to have the most suitable and efficient persons on its services. It has to keep an eye on its own interest so far as the recruitment of services is concerned (which is the last analysis the interest of the people) and that can be secured only by procuring the best possible talents with the least possible expense. Secondly, from the viewpoint of the persons to be recruited. If there is free choice everyone should think in terms of getting the best possible service on the most agreeable terms. Justice in recruitment and giving every man his due is the most desirable and democratic practice from the employees point of view. Since the government is the largest employer, a big section of the vocal and sensitive people are affected by the process of employment. Thirdly, from the point of view of citizens in general, who are the ultimate beneficiaries, if the personnel is competent, and immediate losers if it is not of the requisite standard. Moreover it is the people in general who constitute the recruitment base and if the system is judicious and equitable they remain confident and satisfied.

The problem of personnel administration is considerably different in the under-developed and poor countries in comparison to those which are considered, economically, socially and
technologically advanced countries. Limitations of the means of improvements in backward countries makes problem more acute and complex. As a result of it, the role of public officials who function in these countries, leaves much to be desired. It constitutes a vicious circle where the latent, many-sided and all pervading backwardness retards the growth of a good personnel system and the absence of a good personnel system causes delay in the development of the country. This backwardness is the accumulated effect of habits, customs, traditions, culture and the failure to distinguish the demands of the ancient world from the urges and challenges of a modern life. Sociological and moral factors go a long way in shaping the future of personnel operation in this country.

The countries of Asia and Africa which have recently won independence are facing special complications whose origins can be traced to the colonial rule. The type of services that the colonial rule required were of a different type. Their main function was the maintenance of law and order and collection of revenues and taxes. This could not fit in a developmental administration. Moreover the withdrawal of a large number of experienced administrators due to partition and independence depleted positions in the administration. The new recruits could not fill the gap as most of them were hastily trained and appointed in a hurried manner through spoils and patronage. The morale and efficiency of the public services
were sharply deteriorating at a time when the country was facing new problems and on account of newly won independence, huge exodus of refugees to India and developmental activities adopted in the wake of independence. The philosophy of government had changed. The compulsions of a democratic society with a new socio-economic outlook demanded a completely re-oriented personnel. Patriotism and not bossism, responsiveness and not authoritarianism, efficiency and not paternalism were the new demands. It was difficult to change the service traditions, in which our old bureaucracy was steeped overnight. This was a long and hazardous journey but our policy-makers and statesman ushered in the era of change. It was the beginning of a colossal task, and with all the limitations of our social life it was very difficult to attain in a couple of decades. The progress has been slow, even slower than expected.

Some of newly independent nations solved this problem by retaining expatriate administrators at the highest posts. But even they interposed barriers to progress in development administration. The Indian civil servants were able, experienced and patriotic but they were trained for a particular type of functions like law and order and revenue collection. They were very efficient executors of the imperialistic policies. They could not adjust themselves with development perspective so quickly at the fag end of their careers and were
not conscious about the specialised skills essential for
development. At the same time they grew the feeling of aloof-
ness, superiority and paternalism which characterized the
Indian Civil Service under the British Raj. Such tradition-
rooted bureaucracies had to undergo a change in order to meet
the new duties and responsibilities, and inspite of the will
to change the capacity to change was limited.

When the East India Company came to India, the adminis-
trators were mostly military men who had no responsibility
towards society and who consolidated the vast territory that
came under their rule through the might of arms. Although
some administrators like Col. Munro in Madras and Andhra and
the Lawrence Brothers in Punjab can be quoted as examples of
outstanding administrators, there was no feeling of social
responsibility, but only a minor conviction to do what they
thought was right.

With the Mutiny of 1857 and when the crown came in power
with the administrative authority in India, the gulf between
rulers and ruled became more pronounced. There was hardly any

1. Merle Fainsod, Ed. "The Structure of Development Adminis-
tration", Development Administration — concepts and
sense of responsibility. The maintenance of passive peace was the main function of the British officials because in it lay the prospects of prosperity in their homeland since it insured the continuous and undisturbed flow of cheap raw material and cheap labour to keep their factories running.

With the increasing Indianization of Indian Civil Service the Indian members could not remain aloof as their British counterparts did. They were influenced by the attitudes and modes of thoughts of the society to which they belonged. There was a greater sense of involvement. The appointment of ministers to welfare departments brought a new consciousness of the needs of the public at the highest level. This created a new awareness of social responsibility at the decision-making levels of state administration. As the country progressed towards an idea of a welfare state, the functions of the administration increased. Now it was not merely confined to welfare, cooperation community development, economic development and panchayati raj. In such vital fields as industries or agriculture also administration played an important role in the processes and programmes of countries progress. The increasing activities of the administration have posed a completely new set of problems. The objectives are not always clear now (because they are complex) as they used to be before 1920. The maintenance of law and order and collection of
revenue were also not easy tasks but they had clear cut administrative perspective. The present day administrative seems to have been so much devoted to other activities that they appear to have ignored law and order altogether.

Inspite of the fast changing circumstances our personnel or public service system is working somewhat on the lines of the British Civil Service. After Independence no major changes came in the personnel structure and procedures and methods of recruitment, promotion, training etc. In the context of new tasks which government has created, many far-reaching changes are necessary in the personnel structure and procedures. There is need of scientific and quantitative methods of administration. Mrs. Indira Gandhi once said, "What India needed was revolution in the administrative system, without which no enduring change could be brought about in field."

The present system of classification is causing considerable confusion. Various grades of services create a large number of pay scales and consequently causing a great deal of overlapping in the personnel administration. Although on the recommendations of the Second Pay Commission a single standard

of scale for class II is now accepted, the services in class III and IV of public employment have not received proper attention. Lower services are mistakenly considered less important and therefore all attention is monopolised by the higher services.

The Administrative Reforms Commission has suggested in respect of Class I posts that all the class I posts should be assigned to him common pay scales. These were grades or pay scales may be divided into three levels as junior, middle and senior. Further class III personnel may have 9 or 13 grades and class IV may have one common grade for all types of personnel. As far as class IV employees are concerned the commission does not seem to have examined this problem with the care it deserved. There are nearly 50 per cent of the government employees who constitute the class IV services. The Commission's suggestion, i.e. one grade for all, is not practicable because the personnel, performing different kinds of jobs such as technical, non-technical and field works, can not be placed on equal footing otherwise there will be dissatisfaction and heartburning.

Some have criticised the classification system as it creates of casteism among public servants. The Second Pay Commission had similar attitudes about it. In fact classification system is essential for programmatic values of any administration. It is one of the bases of recruitment, promotion, pay

policy etc. However, it should be a comprehensive position classification and should not be so proliferated and numerous as to be come uncontrollable.

The Union Public Service Commission is the Central Recruiting Agency. For the State Public Services there are state Public Service Commissions in each state separately or for two or more states jointly. The Public Service Commissions cover only two per cent of the highest services, rest are filled by Departmental Recruiting Agencies through the help of employment exchanges. No uniform policy can therefore be devised for their recruitment.

The Commissions have firmly established theoretically atleast, the merit system for recruitment and selection of personnel. The system, with its limitation is working properly. However there are reportedly several complaints about delays intervening between placing of the requisitions and the final appointment. This is mainly due to inadequate advance planning of recruitment. The Central Personnel Agency should initiate in advance studies to analyse job contents at all levels of public employment with a view to determine their qualification, responsibilities, predominantly functional or administrative character, and the need for allocating them to service structures.

Further the Departmental Recruiting Agencies have not been kept under the supervision of the Public Service Commission in their duties of recruitment. It is required that the Public Service Commission should have local branches for recruiting these subordinate posts in order to ensure centralisation and integration in the recruitment of the personnel.

Recruitment is the basic problem of personnel administration. In India recruitment and selection are made through the combined competitive examination, conducted by the Public Service Commissions. The criteria of recruitment is based mainly upon merit and ensures impartiality. Thus the system is capable to draw first rate talents in the services compared not only to other developing nations but also with the advanced nations of the west. [The complement that Appleby paid when he commended the Indian Government apparatus as being one of the six best in the world was not totally unmerited.]

But to compare ourselves to the most backward of the systems and have a sense of pride born of superiority complex creates a feeling of self-complacency which is not a good symptom and is likely to keep us stagnant and pedantic. This happens to be our chief drawback in many walks of life Public and private.


It has already been suggested that the main problem with the staffing is lack of adequate advance personnel planning and lack of close and centralised check on the creation of new posts and services and their continuance thereafter. This can be done by introducing a research section in each of the departments whose findings should be considered by the government periodically. The suggestions of these research sections would help in knowing the weaknesses, and devising ways and means of removing them. Pleading for adequate personnel planning the Administrative Reforms Commission says that, in its absence there will be violent fluctuations in the rate of recruitment, with adverse effects on the quality of recruits and cadre management. There was a 19 per cent growth in Central Government's Class I services between 1960 and 1965. It was "unwarranted" and could have been avoided. Regarding other services also, no longer-term reviews have at all been made and recruitment seems to have proceeded in an unplanned manner. With the result that there is "appoplexy at the Centre and anemia at the peripheries."

Another main problem is the lack of sufficient support personnel or middle level personnel. India has a low level literacy but even then higher positions are filled from among

the ablest of the University graduates. They have all facilities to advance their skills by going abroad and mid-career education and periodical training. On the other hand, most of the support personnel have no such well-founded background. It is the root of many weaknesses in the administrative process. High level officials have to carry out those functions which should be done by their subordinates and thus create excessive centralisation of authority and control.1 The excessive burden on the higher services and the assignment of routine work middling links makes some sectors of government cluttered up with unbearable load of work while others are wasting away their time in putting up routine notes or picking procedural holes. A note written at a lower level assumes added sanctity as it travels upwards and the higher official feels contented and relieved if the law regarding procedure has been scrupulously and religiously followed by his subordinates.

The contents of the examination for the higher services have remained practically unchanged for the last 20 years. The examining procedures give emphasis on assessment of academic knowledge in most of the cases and do not pay enough attention to the human and personal qualities which have been greater importance for government service such as honesty, spirit of

service, character and leadership, traits, emotional involvement and a sense of commitment and dedication. Paul H. Appleby pointed out in his report on 'Public Administration in India', that "examining and appraising techniques are far from modern. Selection tends to be by one type of person, which naturally perpetuates its own type. Selection is too much in terms of academic records and appraisals by experienced and academic examiners, too little on terms of many other considerations highly important in public administration." In this matter the personality tests of latest type can play an important role in the selection for public services.

The modern technical and scientific revolution and the social urges for freedom and equality have increased and changed the working of government into a highly intricate and specialised affair. Today a civil servant requires to be more adaptive, more professional and more specialised in his ability and knowledge. It demands a systematic process of recruitment and location of talents in the various services. The Administrative Reforms Commission suggested that higher positions should not be reserved for generalist only, they should be thrown open to scientists, engineers, economists, and men with specialised experience in business and industry.


The Fulton Committee which was constituted for reforms in the British Civil Services under the Chairmanship of Lord Fulton, also recognised this fact and indicated that greater professionalism necessarily calls for a higher degree of career specialisation. But at the same time, the Administration Reforms Commission says, that the 'generalist' is not wholly redundant or superfluous. The 'generalist' has also his place and his talent should be used in the larger interests of the common good.¹ This remark of the Administrative Reforms Commission leads us as neither here nor there. It is in the form of an advice which our elders traditionally do in order to make us realise our mistakes but which is devoid of all purpose and content. The Commission should have pointed out the specific categories where the 'generalist' is preferable to the 'specialist' and vice-versa. This suggestion suffers from vagueness and ambiguity. "What is happening now in India, at any rate, is the reverse process of the general administrator moving into specialised fields of different types, whether it is the management of an industrial plant or of an agricultural department or of a multi-purpose hydro-electric project without having to acquire any knowledge of their special problems or needs."²

². The Times of India, 7th Feb., 1969.
The need of the hour is, therefore, to provide equal status and opportunity to generalist and specialist in the higher echelons of service and place them in proper jobs. The public service demands wider range of skills at all levels of the administration for which generalist and specialist both are essential. If specialists are involved in the services, they should be given opportunity of rising to the highest ranks. Some doctors, teachers and engineers have risen to the top administrative posts in the past, but it must be a rule, not an exception.

Difficulties also arise due to non-utilisation and mismanagement of manpower resources. Most of the manpower planners pay little attention to the manpower requirements and availabilities and depend upon poor data. Some other developing countries have made efforts to utilise unused labour and some of its surplus for the rural population. A better redistribution of manpower resources is necessary for improvement in selection and recruitment. Much of the problem arises due to mismanagement of personnel which leads to marked idleness and dilution of efficiency, since a table piled with files may well seem to be the best insurance against loss of employment.

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The fault for lower standard of administrative talents does not always lie with recruitment procedures. Some other considerations are there in its background. One of them is that the posts are reserved for backward communities. The system has several disadvantages. Firstly, there is no satisfactory basis of assessment of their backwardness. Consequently often non-deserving persons take advantages of being backward. Secondly it creates caste and communal consciousness amongst all the communities. Therefore the Administrative Reforms Committee suggested that the benefit of the reservation for backward classes should be given only to those individuals who fall below a prescribed economic level. But economic level differs from individual to individual and from community to community. Moreover, it may also happen that those who are economically advanced may be academically and socially backward. If this criterion is made the basis, Muslims as a community will be entitled to preferential treatment owing to their economic and academic backwardness. In case reservations are made community wise, a lack of national outlook would result in fissiparous and centrifugal tendencies. Efficiency will be the ultimate sufferer making the administration sluggish and reactionary.

As regards promotional system there are insufficient promotion prospects for the lower-level employees. As far as higher-level officers are concerned, they are carefully offered promotional opportunities throughout their careers, but in the classes II and III, promotions are rare and based more on seniority than on merit and nature of performance. It is therefore necessary to provide more opportunities of promotion to the lower employees so they are encouraged to work hard and distinguish themselves in various fields in the hope of climbing higher and higher as opportunities offer themselves.

All jobs, whether they are of higher or lower grades, demand an element of skill and if they are to be performed with maximum efficiency, such skills have to be methodically and systematically cultivated. In this connection training has great importance. The need of a specialist at higher level makes training more important. It is training which will equip the personnel with skill, technical as well as managerial, required to meet the demands of changing patterns of society. Since independence many training programmes have been organised for all types of jobs. These programmes are being strengthened in a number of States and now include the rural developmental work. But keeping in view the urgency of the problem, diversity of interests, vastness and variety of the country and the need of the hour, the training programmes are inadequate both in quantity and quality. There is need to pay greater attention
to the methods of training for which continuous exchange of information between States and the Centre as well as between states inter se is necessary.

The function of the training institutions is to provide a broad general background but the training courses are more in favour of the classics and humanities. Since the administrator has to solve many of the problems which are basically technological, more thorough grounding in sciences and scientific methodology is necessary. Further one cannot develop competence by just receiving training at the commencement of career. It must continue by participation in discussion, seminar, refresher courses etc. Again one necessitates a great deal of reading in and around one's field of "specialisation." Even the generalists require to be the specialists in public administration with a greater knowledge of 'generalism' as they move up the ladder of responsibilities into the field of management. An awareness of the fast changing situations and the know-how to tackle them is of utmost importance. It would be much more useful if inter-disciplinary courses are devised and the services are given adequate knowledge pertaining to these courses.

Although training is provided in all the services, there is more need to make training practical and job oriented and need based. Civil servants should be kept in touch with new
techniques of administration and planning. For this purpose the number and variety of refresher courses should be increased. Proper attention should be paid to remove the deficiency of individual candidate arising out of their ignorance about the subjects that he did not study in the universities and colleges. A research centre for case study should be created in every state and department. In the event of the failure of the government machinery in respect of law and order or their failure to achieve the objectives which the developmental requirements have earmarked for them, the issue should be studied administratively and not only politically. Such studies will enable us to find out the real factors responsible for mistakes or inadequacy of our administrative machinery, and give us guide-lines for the future. The practice is so far is to start a process of political mud-flinging and fault finding instead of cool and judicious fact-finding to serve as guide for future.

Pay scales and satisfactory service conditions effect recruitment system and public service productivity in several ways. These matters assist in attracting the suitable candidates towards services. The pay-scales have posed serious problems in India. There is wide gap between lower and higher salaries of government servants. Moreover the sky rocketting prices have made the pay scale unrealistic and are causing
Mr. Hanumanthaiya, Chairman of the Administrative Reforms Commission, said that this differences is much wider in India than the other countries. He observed that "in the case of white-collar central Government servants, the ratio of remuneration of the lowest to the highest paid employees to day is 1:16. On the other hand this ratio is 1:7 in the Federal Civil Service in the U.S.A. and 1:11 in the United Kingdom."

Further there are variations in pay scales for jobs of similar and comparable duties and responsibilities both at the Centre and in the states. This is one of the major factors which encourages dissatisfaction agitation, inter-service tension, indifferent attitude towards service's unsatisfactory performance, frustration and low morale of the employees. There is need to rationalise the pay-structure and to provide equal pay for equal work for both the central and state Governments' employees, and there should be some kind of relationship between the lowest and highest paid services. The increasing activities of the Central Government demand a large number of personnel belonging to the Central Government and to the state Governments to work side by side. Therefore it has no meaning whether the job is under the Central Government or the State

Government, the same salary must be given to both the jobs. Under the scheme the Administrative Reforms Commission recommended that there should be no cadre system and each efficient and suitable person should be given the opportunity to rise to the position of a Chief Secretary. This suggestion is, perhaps, made in haste, without considering the pros and cons of such a change. It will discourage the infusion of fresh blood and lay a premium on length of service, the disadvantages of which have already been discussed in detail. Moreover the expectations will rise to an unrealisable extent and make services more dissatisfied even if these expectations are not fulfilled due to their own deficiencies.

At present the shortage of efficient personnel technical as well as non-technical, at all levels, is becoming chronic. There is a shift towards the private sectors. Unattractive and unsuitable payscale is one of its reasons. In this connection two suggestions have been made:

1. A national pay policy should be evolved on the lines of the recommendations of the Patil Study Team which brings down the emoluments in the private sector to comparable levels with public employment.

2. The pay scales in Government may be raised to the extent to continue to draw talents in a highly competitive
Both these suggestions are impractical. In a free service market no such restrictions can be imposed on the private sector. It is undemocratic and incentive-killing. Moreover, how can the salaries be fixed without fixing the prices. Reducing the pay scales in the Private Sector or increasing the pay scales in the public sector depend on the overall financial position of the government and the economic condition of the country. Such an action would be arbitrary and unpopular. It should also be noted that agreeability of the job does not always depend upon mere monetary remuneration. There are other compensatory factors, which the incumbent takes into account before joining the service.

Service conditions such as safety, health and activities, proper working hours and leaves, retirement benefits and residential facilities are showing encouraging signs, but even in this regard, private sectors have devoted more attention and offer a better deal. This is due to inadequate legislation. However, working hours and leaves are more favourable in public services in comparison to private employment. As far as retirement system is concerned there should be no hard and fast rule about retirement age, if there is any complaint of corruption.

or dereliction of duty against an officer and if it is proved after judicial investigation, the officer must be immediately punished by prematurely retiring him from service and should not wait until he has completed 20 years of service. The Public Service benefits increase morale, worker's enthusiasm and thus exercise a positive influence on work motivation. These benefits should therefore be paid adequate attention.

One thing that attracted the talented younger to the service was the power and prestige that it carried. The inception of democracy and the much too frequent and mostly uncalled for interference by petty minded and self seeking politicians has damaged that prestige and therefore the attractiveness of these jobs. That prestige should be rehabilitated through legislation or political convention. No authority worth the name can evoke awe and respect if its prestige is not scrupulously guarded. Too much bossism should be discouraged but too much demigration of the civil authorities is also not conducive to efficient administration.

Both in relationships outside the service and within administration the role of the modern government servant is of basic importance. Hence, conduct and morality related with them are of vital concern to the nation. Morality and behaviour of the administration effect various problems like recruitment, training, promotion, retirement etc. The Government has established many rules and regulations regarding civil service
conduct so that the efficiency and effectiveness of the manage-
ment can be maintained. These rules are quite satisfactory
and cover almost every aspect of civil servants conduct. Under
these regulations several restrictions have been imposed on
political activities of employees. These regulations, however,
should be imposed only on those activities which directly or
indirectly affect the administration. Further more, high morale
of the civil servants is also necessary for good performance,
so that they may have confidence discipline and adventurous
spirit. This can be restored by ending uncertainty created by
the unmerited and much too frequent and frivolous criticism
of party bosses.

No doubt some improvements are necessary in the public
service structure and procedures but public servants enthusi-
asm and loyalty for work are also an important factor. Adminis-
trator still somewhat inclined to remain adhering to the tradit-
ional ways when aloofness and social irresponsibility were the
characteristic features of the service. It has become difficult
to day for an ordinary citizen to reach a responsible official
with any request. Even if one becomes successful in it, he is
not dealt with generally in a curteous manner. Discourtesy
and rudeness still prevail in services. This is, perhaps,
because of the false sense of power which leads to arrogance.
Some form of positive check is required to prevent the exercise
of this power from becoming arbitrary. This problem has to receive greater attention. The Mathur Committee has suggested to appoint an Ombudsman for Rajasthan and Santhnam Committee recommended a Central Vigilance Commission for citizens grievances. Recently the Administrative Reforms Commission recommended to appoint Lokpal or Lokayukta. The Government has accepted its advice with a change that his field of control would in the first instance be limited to central government employees only. The aim of these changes is the democratization of public administration and to bring about improvements in administrative operations, which are sullied and tarnished due to widespread corruption. It is a common experience that the machinery of the administration moves faster if it is greased by illegal gratification which is rampant at every level.

One important factor that should actively and urgently engage the attention of the reformers in the field of personnel administration is the unhealthy role of the politicians vis-a-vis public administration. Too much and too frequent political interference on the slightest pretext keeps the personnel in a state of diffidence. This lack of self-confidence generated in the public personnel by the propaganda let loose by the press and platform creates confusion, and it becomes impossible to locate the guilt on the relevant sector of administration or the persons involved in it. If there is any charge against an
official, he must be called upon to explain by his superior officer and not by the politicians. The public and the politician both should learn to distinguish between these two separate fields i.e. politics and administration as one is motivated by efficiency and the other by ideology. But what happens actually is that when an official is suspected of any misconduct the public, the press and the politician all immediately turn against him and thus, a large number of issues are thrown up by controversy and get mixed up and confused.

No administrative system is 'fool proof' and if there are economic shortfalls due to the incompetence, indifference or dishonesty of administration, responsibility should be located, and the guilty should be brought to book. This public criticism raise so much dust and smoke that the real issues are lost in the fog and the administration remain as defective as before. Moreover, the politicians are in no way less corrupt. Sometimes they are in league with corrupt administrators and are prone to criticize and denigrate the honest administrator if he does not dance to their tune, and help them in achieving their vested interest.

The officials have to work under the influence and pressures of the legislators and political workers. When there are serious problems of law and order and the official responsibilities are to be fixed, the whole vision is blurred by the conflicting explanations offered by protagonists and antagonists
of administration. Genuine factors responsible for administrative shortcomings are not discovered and the issue is lost in allegations and counter allegations, charges counter-charges etc. The groundless allegations and unjustified defence on the part of self seeking politicians hankering after votes and keen to protect the image of their own parties, is from the administrative point of view, most dangerous. Pure incompetence and genuine extenuating factors are so mixed up that any attempt to introduce reform or suggest improvement is rendered impossible, keeping the administration as static and irresponsible as ever.

A sound working relationship between political head of a department and the public servants is, of course, essential. But it does not mean that they are courtiers to their political masters. It is the duty of the public servant to give advice freely and frankly on the questions raised by the political head of the department. But once decision making process is over, it is equally his duty to implement decisions honestly and faithfully and the political leaders heading the ministry should not interfere in the day-to-day administration.

India requires many sided institutional, procedural and functional reforms and even though it may not be a permanent reform because reforms can never reach a stage of finality. In this connection Dean Landis remarked, "No single mind and no
groups of minds can in any short period of time grapple with all the complexities of administrative procedure and bring forth a reasonably definitive code. This is a problem which has to be tackled piece by piece and year by year by men who have continuing concern with its ever changing phases.  

Loyalty and morality come from higher levels. This is the key area where the sense of social responsibility of the administrator needs to be much realised. Further, for maintaining administrative efficiency some responsibility lies on society also. It can help by desisting from putting undue pressure on them for patronage and nepotism. This would enable them to feel free and perform their duty in a much better way.

However improvements in the effectiveness of development administration ultimately depend on the quality and training of public officials who carry it out and in a social and political environment which influences their performance. "Development takes place where skill is supported by commitment and the human material resources exist to translate dreams into actualities."  
