INTRODUCTION

Political and permanent Executive - Role of Civil Service in Modern age with special reference to U.K., U.S.A., France, Germany etc.

Administration is an essential part of civilised society. It is the mystery of the Progress of the State and Society. The stupendous efforts to accomplish the goal of a state are being made largely through the instrumentality of Administration. The place of importance it enjoys in the modern life is evident in these lines -

"Administration is an essential part of civilised society and a dominant factor in the life of Modern age, which has been the emergence of what has aptly been called the Administrative state."

Clear it is that the importance of Administration in our daily life is increasing promptly. The individual in the modern society is concerned with Administration at every turn of his life. Waldo observes - "Administration may be thought of as the major invention and device by which civilised men in complex societies try to control their
Civilization itself, rests upon ability, to develop a service and philosophy and practice of Administration competent to discharge the public functions of Civilized society.

The Modern states are called upon to undertake innumerable activities. These activities are growing with the march of civilization. In the other words more and more duties are developing upon the Govt. It is through administration that the modern state does its duties and serves the people. In fact it would be no exaggeration to say that Administration is the indispensable part of Govt. of State, that part without which the state would break down. No state can exist without Administration and it has lasted whatever changes may take place in the other parts of Govt. or in the life of people. Systems of Govt. may have their day and cease to be, constitutions may come and go, But Administration goes on far ever.

"Constitute Govt. how you please " Said Burk -

"Infinitely the greater part of it must depend on the exercise of the powers which are left at large to the ministers of state " and he was also of the opinion that the due arrangement of men in the active part of State, far from being foreign to the purposes of a wise government, ought to be among its very first and dearest objects " for otherwise"

"Your Commonwealth is no better than a scheme on paper, and not a living active, effective constitution." 

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G. M. Rauthnarayana - 'Principles and practice of public Amin.
Second edition. P-3
According to Simon - In its broadest sense Administration can be defined as the activities of groups co-operating to accomplish common goals. "3

In the three branches of Govt. the executive is the pivot around which the actual Administration of the state revolves and includes all officials engaged in Administration. The executive embraces the whole governmental organization with the exception of the legislative and judicial organs and includes all the officials high and low, the head of state, his principal advisers and ministers, as well as the whole body of subordinate officials through whom the laws are administered. In this wide sense, therefore, the term executive is the aggregate or totality of all the functionaries or agencies which are concerned with the execution of the will of the state, as that will has been formulated and expressed in the terms of law.

But it is customary to use the term executive in its narrow sense which refers only to the Chief executive, head of the state and his advisers and Ministers. In India it is the President of the Union plus all ministers headed by the Prime Minister. The primary duty of this part of executive is to see that the laws are properly enforced. There must, however, be some functionaries

3. Simon and others - ' Public Administration P.I
to actually enforce them. Those who enforce laws are called members of the parliament Civil service. Both, who see that the laws are properly enforced and those who actually enforce them, are, really integral part of the same machinery and all collectively constitute the executive department. The only difference between the two is that the former initiate the policy in accordance with the existing law, and if it can not be carried out within the framework of the existing law, they propose new legislation in order to enable them to carry it through. The latter, members of Civil-Service, are not concerned with policy making, though at the top they considerably influence the policy makers. Their primary function is policy enforcing.

Civil services are the means by which Administrative organization is energized and put into the motion so as to attain the objectives of Govt. With the vast increase in the functions of progressive government the number of civil servants has also increased manyfold. It is called the permanent executive. The real work of Administration is done by the permanent members of Civil service. Infact, the work of govt. would never be done, if there were only the ministers. It is true that each department of Administration is headed by a Minister, But is not his business to run the department. His business is to see that the department
pursues a definite policy. Those who actually run the department and implement the policies of the Govt. are known as the members of the permanent civil service. They have a permanent status and tenure and are selected for their administrative capacity alone. They have no interests in the party politics and do not go out of office when a ministry changes. Permanency of tenure gives to the administrative services security of service, and thus, specialisation in their field of work, permanent civil servants are, in fact, the reservoir of experience and knowledge. They furnish to ministers and legislature—all information necessary for shaping and enacting policies on a multitude of subjects. Laski says—"That every state is enormously dependent upon the quality of its public officials.

The term, Civil service, therefore covers the large number of officials necessary to run the machinery of Govt. This enormous mass that goes into the hundreds and thousands in a large state, is divided into the various ministries or departments. At the top it is a minister, an amateur and a political head of the department, and immediately below him are the secretaries and deputy secretaries, who share with him the direct framing and execution of departmental policy. The determination of policy is no doubt the work of cabinet or for that matter of a minister, but the preparatory work is the task of the department and in the great part of the result of the influence exerted by the members of the civil service. Thus the importance of the permanent civil service is
due to the fact that the ministers have to depend upon them for carrying out their policy. As a matter of fact, it is the civil servants who help the ministers to formulate their policy by providing them with facts and figures. When that has been done, it rests with them to work out the policy.

Sir Warren Fisher - brought out the position of the civil servants in these words - "Determination of policy is the function of ministers, and once a policy is determined, it is the unquestioned and unquestionable business of the civil servants to strive to carry out that policy with precisely the same good will whether he agrees with it or not. That is axiomatic and will never be in dispute. At the same time, it is the traditional duty of civil servants, while decisions are formulated, to make available to their political chiefs all the information and experience at their disposal, and to do without fear or favour, irrespective of whether the advice thus tendered may be in accord or not with the minister's initial view. The presentation to the minister of relevant facts, the ascertaining and marshalling of which may often call into play the whole organization of the department, demands of the civil servant the greatest care. The presentation of inference from the facts equally demands from him all the wisdom and all the detachment he can command."
It is clear that ministers can not accomplish anything substantial without the help and co-operation of the civil-servants.

LORD BALFOUR - has given a true picture of the position which civil servant occupy - "They do not control policy, they are not responsible for it. Belonging to no party, they are for that very reason an invaluable element in party Govt. It is through them, especially through their higher branches, that the transference of responsibility from one party or one minister to another involves no destructive shock to the administrative machine. There may be change of direction but the surge is smooth." 6

It shows the constitutional position of the civil servants. That the Civil servants are purely non-political in character. They can not join any political party and should not do any thing which shows their allegiance or affiliation to any political party. They should act in a non partisan manner. It is for this reason that they go-on in their departments, while ministers keep on changing. It is their duty to carry out policy of the Govt. in power. It matters little whether they approve of the policy or not. Their duty is merely to carry out that policy for which the responsibility lies on the shoulders of ministers.

As compared to the political and permanent executive the administrators are experts and specialists in their work, the ministers are laymen or amateurs; According to "Theodor-Morrisen" Certain maxims of the civil service tradition are -

(i) Civil servants must place before his chief the arguments on both sides of the case, fully and fairly.

(ii) When the decision is once taken he must loyally carry out the policy chosen, even though he may have preferred a different one.

(iii) The civil service is responsible for such continuity of policy as is possible under parliamentary system of Govt.

(iv) The civil servant must observe absolute silence and discretion as to what occurs in the office." 6.

In theory their (Ministers and civil servants) relation is as stated above. But in practice administrator's powers are real and vast in both areas of law-making and administration. The Minister is usually a novice and is advised by a staff of 'expert' officials. The decisions are the minister's and unless the minister is very independent minded, he will be much influenced by the traditions of his department. It is duty of his advisors from the civil service to see that before taking the decision, the minister has at his disposal all the facts. Bailey 7

But, of course, the minister remains constitutionally responsible to parliament for the fact that some thing has
gone wrong, and he alone can tell parliament what has occurred and renders an account of his stewardship. But his written answer is prepared by the office. (Civil servants).

While the significance of the part played by the Civil servants can not be denied, it is wrong to maintain that the ministers are merely tools in the hands of the permanent officials. It need not be emphasised that the ministers are public-men and as such have to follow those policies which the public demands and not what is dictated by their subordinates. The subordinates also know that the policy making is the function of the minister and their work is merely to carry out the same in an efficient manner. By no search of imagination can they be said to dictate the policy of the ministers. Of course, ministers depend up-on them a good deal. Civil servants provide expert advice, facts and figures without which law making in modern times is impracticable.

One characteristic of modern Civil Service is that Civil servants are to be politically natural. If the ministers do not know all about their departments, the civil servants working under them know all about their departments. The minister can always depend upon them for

any information required. The modern life has become very complicated and consequently a lot is expected to be done within a short time. It is this force of circumstances that makes the busy minister dependent on the information supplied to him by his subordinates. Some ministers merely sign on the dotted lines.

One characteristic of modern civil service is that civil servants are to be politically neutral. They cannot join any political party and should not do anything which shows their allegiance or an affiliation to any political party. They should act in a non-partisan manner. Though it is said in theory that they are neutral from politics in practice it is seen and many examples have come to light when Ministers, Legislatures, members of ruling party etc. put pressure on the officials and got them to act in an illegal manner. In another case in the third General Elections, the officials are reported to have conspired, and tampered with Ballot papers to help the candidate of the ruling party to win elections. Mr. Ram Ratan Gupta, an industrialist from Kanpur and a great supporter of the former Chief Minister Mr. J.B. Gupta, contested elections on Congress ticket for the Lok-Sabha from Gonda parliamentary constituency. An Election petition was filed against his election, and the single member election tribunal sitting aside his election said it was a unique case in the history of elections in which a candidate won on a recount by 'tampering with no less than 21,666 votes with the active assistance of some of the Govt. officials, who conducted the elections'. The tribunal observed that
the returning officer, Mr. M.C. Rizam was "instrumental in bringing about the success of the Congress candidate, Mr. Ram Ratan Gupta, by corrupt contrivance and the find pro quo was his promotion as Commissioner of Faizabad in Nov. 1962 after the election, although he was previously superseded."
The find pro quo regarding promotions and other undeserved benefits works among the officials in many other fields of their activity and this election case just one of themmony to prove that politicians promise rewards to obliging and corrupt officials, and consequently integrity in civil service reaches a very low ebb.

In this context I wish to present a example of a case by A.C. Carwala's Report on public Administration in India. An M.L.A. made request to a district collector. The collector explained to the M.L.A. after two days why his request could not be accepted, and how, if it was, various other people would be detrimentally affected. The M.L.A. phoned up the minister that his particular request was not accepted, the minister phoned back to the Collector that he knew the facts of the case and desired that what the M.L.A. had asked for should be done. The Collector wanted to argue, but the minister ended by saying "Well you know my views. You can do what I want or ---." The Collector decided to do what the minister wanted and passed orders accordingly. The story was told by M.L.A. to his friends and constituents how collectors should be dealt with. In this way these Materialists from politics do their
under the powerful politicians. From this they get the promotion and other perfect promotion under their protection and tries to help the polician officers. Though it throws the wrong effect on Administration. So Civil servants must live natural from politics and do their work with faith.

Other characteristics of civil servants is that Civil servants are organized into a hierarchy which means a firmly ordered system of super and subordination in which there is a supervision of the lower officers by the higher ones. Every official has to obey the orders of the higher officials.

Like other people who are busy in different professions, the profession of civil servants is to run the Administration. They are paid for the job. Serving the Administration is a whole time job for the civil servants, But this theory turned into corruption at practical time. In our country the quantity of corruption has reached in high level. Before reaching (raing) in the services a candidate dreams about to take bribe. They think, they are superior to all other people and thus fail to recognize the proper relationship between the governor and the governed, which is an essential part of the Democratic process.

Civil servants have to serve the public with the spirit of service. The Civil servant who are servants of state, have to work for the welfare of the community, and they have to place public weal before private gain.
The duties of the civil servants are defined by the law of the land, so they have to operate within the minimum and maximum permissions stated in the statutes. They are accountable to the representatives of the people for whatsoever they do, they have to remain anonymous. Civil servant have to apply the law of the state without showing any favour to any group of persons in the society.

The above some of the characteristics features of the Civil service shows the role of civil services in modern age that personnel moves the Administrative machinery. Whatever administration does to implement policy, laws, rules and regulations, is all done by personnel beings. Well thought out and well considered policies, plans and programmes fail to succeed, if the available personnel material is not competent to perform the work. The success or the failure of the activities of the state shall depend upon the officials who shall be called upon to implement its policy. A good policy will fail to bear good results if it is handled incompetently and inefficiently. Because the functions of Government have grown enormously in scope skilled personnel have become all important. This fact has been realized in India also. At the both session of the Congress, it was said- "It should be understood that the we're lying down of right policies and programme is not enough, the test is performance and implementation. It is by this test of performance, that the work of Individual officers of all grades should be judged, and praise or criticism given."
The facility of the available civil servants shall up to a great extent determine the efficiency with which Administration of any country works. No activity of Administration can be performed without competent personnel. If it can be said that civil services are the means by which Administration organisation is energised and put into motion so as to attain the objectives of government.

With the expanding activities of the state, the rate of civil services is also increasing. When governments believed and confined their functions only to the maintenance of law and order in society, the rate of civil services was confined to achieving these limited ends. But in the modern age the activities of state are increasing tremendously vast and varying. State reaches the citizens through the civil servants, who are trained, skilled, permanent, paid body of professional officials.

Any Bill which comes before the parliament is a testimony of the great labour, time and energy that is spent by the civil servants in its preparation. In finance, civil servants not only prepare the Budget, but also influence the taxation and expenditure policy of the govt. up to a great extent. Civil servants run the departments and exercise great influence on the policy decisions of the ministers who seldom have the time, or knowledge, or the skill to formulate policy unaided. Administrators also
interpret the statutes of the legislature, and are many
times called upon to make rules and regulations under the
statutes of the Parliament. (Delegated Legislation).
They also give advice to their political superiors.
Ministers rely on the advice of their senior officials.
Ramsay Muir has stated this fact beautifully - "He (the
minister) has obtained this position because of his
achievements in the general field of politics. In a majority
of cases he has no special knowledge of the immense and
complex work of department over which he is to preside......
He has to deal with a body of officials who have been
giving their whole time in quietness to the study of the
problems of the office, during the years when he has been
making his position in the world, on talking fluently on
platforms. They bring before him hundreds of knotty problems
for his decision, about most of them he knows nothing at
all. They put before him their suggestions, supported by
what may seem the most convincing arguments and facts. It
is not obvious that, unless he is a man of quite exceptional
grasp - power and courage .... he will in ninety nine cases
out of a hundred, simply accept their views, and sign his
name on a dotted line. ........ The policy of "the office"
will nearly always prevail, it's power of quiet persistence
and of quiet obstruction, and its commands of all the facts,
are irresistible except to a man of commanding power." 8

8 Ramsay Muir - How Britain is governed. pp 42-43
The influence of civil service over the ministers depends upon three factors. They are —

(1) The influence of the civil service will be more on ministers who are new to their job than on the senior ministers.

(2) It will depend upon their knowledge about facts and figures. If they are well conversant with their job and facts and figures about the department, they will be in a position to exercise great influence over the ministers.

(3) The influence of the civil service on the Govt. depends on the use that Govt. makes of it. When a party which is pledged to maintaining status-quo in a power, the civil service will be performing only regulative functions. Civil service shall be more active, and its influence greater, when a party is wedded to special change in the power." 9

But civil service is criticised – the greatest criticism of the civil servant is levelled due to its routine nature of work. Civil servant care very much for formal rules and regulations. These rules and regulations many times impede the work rather than expedite it. Burke observes – "that they will think the substance of

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9 – Critchley – Civil Service today.
business not be much more important than the forms of it." 10

Thus civil servants are trained in rules and regulation, and then they apply it. So the result is "But the tailors of Business" they cut the clothes but they do not find the body.

Civil servants like other human beings want to show their authority and importance. As Shakespeare said - "Each man loves, his own brief moment of Authority."

Civil servants tend to become a separate class in society. They think they are superior to all other people, and thus fail to recognize the proper relationship between the governor and governed which is an essential part of the democratic process."

In U.K. young people make civil service a permanent career. It implies a scheme of promotions in the best interests of efficiency and morale. The promotion from class to class and from grade to grade is by merit, though in lower grades of service, seniority, plays a great part in promotions. Promotion is at the discretion of the departmental head. But to ensure that this discretion may not be misused departmental promotion boards are constituted, which promotes the candidates on the basis of interview and annual reports of the employees submitted by senior officers. Employees have a right to appeal against unjust promotions.

10 - E.J. Dale - The higher civil service of Great Britain.
Civil servants in U.K. are natural in politics. They serve any party which comes to power. As Attlee, former Labour Prime Minister, observed: "The same men who had worked out the details of Labour's transport act were now, at the behest of a conservative Govt., engaged in pulling it to pieces." 11

Civil servants in U.K. have reasonable security of job. They have their own employee organizations to defend their rights. Whitley Councils are the greatest contribution of British personnel system.

The ministers in England are amateurs. They are not the masters of details of the departments of which they are the heads. The reasons for this are well known. As a matter of fact, it is the civil servants who help the ministers to formulate their policy by providing them with facts and figures.

13- Lord Hewart attacked civil servants in his book 'The New Despotism' published in 1929. The thesis of the book is that the executive including the civil service are attempting to acquire power that rightfully belongs to the legislature and the judiciary.

14- Ramsay Muir observed in his book - "How Britain is governed" - "Bureaucracy is like fire invaluable as a servant,minus when it becomes the master."

11 - Attlee, civil servants, ministers, parliament and the public in the civil service in Britain and France. Ed. A. Robson, p. 16.
14 - Ramsay Muir - How Britain is governed Indian Ed. All用品.
15- American President Hoover observed - "There are three implacable spirits in Bureaucracy - self perpetuation, expansion, and demand for more power."

Lord Hewart, a British jurist in his Book 'New Despotism' observed that British citizens shall lose their liberties under the weight of growing administrative absolutism. - "A little enquiry will serve to show that there is now, and for some years past has been a President influence at work which, whatever the motives or the intentions that support it may be the right to be, undoubtedly has the effect of placing a large and increasing field of departmental authority and activity beyond the reach of ordinary law." Lord Hewart believed that liberty of individual was in danger because 'Adept Bureaucrate' has become to operate under 'some such faith' as this:-

(1) The Business of Executive is to govern.
(2) The only persons fit to govern are experts.
(3) The experts in the art of Govt. are the permanent officials, who exhibiting an ancient and too much neglected virtue, "think themselves worthy of great things, being worthy."
(4) But the expert must deal with the things as they are. The 'four square men' makes the best of the circumstances in which he finds himself.

15- Sir Matthew - Public Ad. Theory and Practice 4 Ed. p.8
46- Lord Hewart of Fury - The New Despotism - p.5
(5) Two main obstacles hamper the beneficent work of the expert. One is the sovereignty of parliament, and the other is the rule of law.

(6) A kind of fetish worship, prevalent among an ignorant public, prevents the destruction of these obstacles. The expert, therefore must make use of the first in order to frustrate the second.

(7) To this end let him, under the parliamentary forms, clothe himself with despotic power, and then, because the forms are parliamentary, defy the law courts.

The main reason of this charge of despotism is due to 'delegated legislation'. The legislature passes a law and leaves the details to be filled in by the civil servants. The critics of Bureaucracy are of opinion that civil servants have come to get an authority in legislation. The reply to this charge is that as long as the parliament has the power to review the rules and regulations framed by the civil servants under any law, delegated legislation is not an evil. There is no danger of civil servants becoming despots in their exercising of these powers as long as the reins of law are in the hands of legislature.

Notoriously known as the home of 'Spoils system', the selection of the civil service in America was based on merit but on political considerations. The officers of the
state were distributed among the supporters of the various political party as a booty. The spoils system had a great corrupting influence on the socio political life of the country. Many able men and organization took up the question of the reform of the civil service. The result was that in 1883 the Congress passed a civil service measure, commonly known as Pendleton act which from that day, has served as the fundamental law governing admission to the national civil service. 95% of civil servants now hold their status on the basis of demonstrated merit. Now a civil servant should be loyal to the Govt. which he serves. In democracy, he should be neutral in politics. He should not participate in any political activity. Rule 1 of the civil service regulations states that he retains the right to vote and to express privately his opinions on all political subjects, but that he shall take no active part in political management or political campaigns. Employees can organise themselves into associations, but they do not have the right to go on strike. There is a provision for pre-entry and in-service training for public servants.

American civil service has not been able to attract and retain in responsible administrative position, men of high competence.

The emphasis in America has been on keeping the 'rascals out' of the civil service. No positive effort has been made to attract the best and the most competent
of public service. As Johson observes:— "Perhaps one of the principal shortcomings of our personnel system lies in the failure to attract men of the high competence. . . . . .

We need permanent high officials of high rank and prestige, on salaries of from $12000 to $15000 a year, to advise and counsel and serve the temporary and political officers who head the department — to bridge the gap between politics and Administration. But we have not yet succeeded in identifying these top permanent administrative positions; and of course, career men are in dark as to the manner in which such heights may be reached, and many potential career men, in the face of all the uncertainties, prefer to remain in private life." 17

The shadow of spoils still lingers. The civil service commission does not make positive efforts to secure the best candidates. Hoover Commission also pointed out this defect of public services —

"Not enough time and effort are being spent on recruiting our best young men and women for Junior, professional, scientific, technical and Administrative posts. . . . . That of some two million persons in a federal service. No less than half a million persons a year must be recruited "to fill vacancies caused by turnover; Admittedly 'an indication of the existence of low morale."

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17 Johnson — American Govt. p.458
The salaries in U.S.A. are lower than in the private business. Talented persons are not attracted to the civil service. Even, if they enter it, they resign because of low salaries and lack of opportunity of advancement. In America any one can enter the civil service between the ages of 18 to 35. This age qualification is defective. Young persons between the age of 18 to 25 should be recruited to the civil service, and they should make it a permanent career. If the recruitment to the public service is open up to the age of 35 or 40, old persons who have failed in private business enter the Govt. service. The result is that Govt. service has become a refuge for those who have failed in other spheres of life. This leads to inefficiency in public services.

On the other hand France has been able to secure well trained professional Administrators. The civil servants in France are recruited under a system of permanent tenure just as in Britain. In this respect French civil service differs from that of the United States, as there has never been anything like the spoils system in France.

Whereas in Britain all citizens whether civil servants or not, are subject to the same laws, but in France there is a different set of laws to regulate the relations of public officials with private - Individual. French emphasis on law
is clearly indicated by the fact that the status of civil
servants, their obligations and rights and guarantees of their
service are mostly regulated by laws or regulations made
under their authority. It follows, therefore, that a knowledge
of law is much more necessary qualification for the French
than for the British civil servant.

Public position implies for the civil servant during
the course of his service career certain obligations and
rights, which are mostly defined by law. Some of the
obligations and rights are:

(i) Civil servant must carry out his duty effectively
and personally.

(ii) He should devote his whole activity to the public
service.

(iii) He must perform his duties not only punctually but
zealously.

(iv) He is obliged to obey his superiors.

Rights - (i) Promotion (ii) Certain honorary prerogatives
e.g. uniform or place of honour at ceremonies (iii) Rights of
association.

Guarantees conferred upon civil servants against
arbitrary action vary greatly. Some guarantees are derived
from laws and others are based on regulations.

National school of Administration serves several
purposes. It replaced the separate, departmental, specialized
entrance examinations, by a single annual competition. It provides the people with talent. The school sets its face against the production of officials by mere book knowledge, and against the merely formal principle of probation. The establishment of the school was accompanied by the institution of two parallel entrance exams for higher civil service. The first was meant for University graduates only and the other was reserved for all those who had served the state for at least five years; and the total number of the vacancies to be filled each year was equally divided between the two exams. The school provides a course of 3 years' rigorous training to civil administrators. Mr. Ashoka Chaud has advocated the adoption of such a system in India.

By the above description we can say that - "Civil service is the professional body of officials, permanent, paid and skilled."

Here I wish to submit some words of Ashirvatham - "Civil service constitutes the permanent executive. While the parliament, cabinet, and President may reign, it is the civil service which really governs."

The following remedies can cure the civil services of its many defects:

1. There should be decentralisation of authority to keep the powers of civil services within bounds. Decentralisation is the most patent check on the increasing authority of civil servants. Due to excessive
centralisation Bureaucrates develop the diseases of:
"Remoteness, inflexibility, insensitivity, ignorance of
of local conditions, procrastination, - clumsiness and
complacency."

(2) The control of the Parliament and the Cabinet over
the civil servants should be effective.

(3) There should be administrative tribunals before which
the citizens can bring their complaints against the
civil servants and get redress of their grievances.

Ibid. Robinson suggests that -
"Civil servant should be completely integrated in the
community. Civil service should be responsible to the
layman also. Civil servants should not become a
separate class or caste by themselves.

Civil service should be broadly representative of the
various social and economic classes.

There should be an effective and continuous system
of communication between the governor and governed - i.e.
between the Govt. departments and the people whom they serve.

Civil servants must become a civil as well as a public
servant in the true sense of terms. Every public employee
must realise that he has to play an important role in
the building of his country. His behavior towards the
people should be civil and he should cultivate a human
outlook. He should try to come in greater contact with the

Cf. Santharay - Ibid - p. 41
people and serve them to the best of his capacity. Red-
tapism must be reduced to the minimum. The people in
general should also realise that they give all-possible
co-operation to the services in the performance of their
duties and also that they should not expect any undue favour
from them.

But we may conclude that civil servants are serving
the nation, they should get the praise. Where it is due
and be criticised when criticism is necessary. Civil
service is a necessity in modern age, and their out-right
condemnation is irrational.

Civil services are the means by which administrative
organization is energised and put into motion so as to attain
the objectives of the Govt.

Eikey also observed - "Civil servants is the sovereign
factor in the public Administration."

Only checks should be so devised that civil servants
remain the real servants of the people. According to L.D. White -
"many elements combine to make good Administration, leadership,
organization, finance, morals, methods and procedures. But
greater than any of these is man power."

L.D. White - Civil Service in modern State.