CHAPTER V

CIVIL SERVICE AND THE EXECUTIVE

The executive occupies the most important position in the administrative system of the country and it is no exaggeration to call it the pivot of the whole administrative machinery. As such, the executive performs many functions.

It is the executive that determines the policy of the Govt. Executive can formulate the policy it pleads and also carry out the same. The reason is that it possesses a majority in the Parliament and consequently, whatever bills it places before the Parliament are bound to be passed. Thus the executive is always sure to get all the powers it requires for carrying into effect the policy it has decided upon. The members of the executive are in charge of most of the important departments of the Government and whatever policy is formulated and whatever laws are passed, are bound to be enforced in the same spirit in which they are enacted. The executive decides as to when the Parliament is to meet, what laws are to be passed.

The growth of delegated legislation has added to the powers of the cabinet. The Parliament passes merely skeleton bills and the ministers concerned are
authorised to issue orders in Council. The result is that the various departments have come to pass and exercise a very large measure of legislative powers which are independent of control of Parliament.

It may look strange, but the fact is that ministers are amateurs who know hardly anything about the departments under their control but their subordinates are experts. Sidney Law referred to this fact in these words, "We require some acquaintance with the technicalities of their work from the subordinate officials, but none from the responsible chiefs. A youth must pass an examination in arithmetic before he can hold a second class clerkship in the treasury but a Chancellor of the exchequer may be a middle aged man of the world, who has forgotten what little he even learnt about figures at Eton or Oxford, and is innocently, anxious to know the meaning of 'Those little dots', when first confronted with treasury accounts worked out in decimals."

Prof. Munro says - The British war office has been headed at times by a philosopher or a journalist, the admiralty by a merchant or a barrister and the board of trade by a University Professor.

It is pointed out that a young officer will be refused his promotion to captains rank if he could not show some acquaintance with tactics from military history,
but the minister for war may be a man of peace. We have had such who regards all soldiering with dislike and has obtained from getting to know anything about it.

The system may be commended itself to the ignorant, but experience has shown that there are certain advantages to be derived from such a system. The first advantage is that two of a trade seldom agree. If both the minister and his subordinates had been experts, they would not have pulled on nicely. Each would have been a critic of the other. That would have resulted in a lot of unpleasantness. Since under the Indian system, the minister is merely an amateur and his subordinate an expert, there is a greater possibility of their mutual co-operation. While his subordinate puts before him all the relevant facts and figures, the ministers can dispose of the case according to what seems to be desirable to the minister concerned.

Even if a minister is an expert, he cannot know all the details regarding the different branches of his department. Hence it is no use having even an expert as a minister.

"Ministers hold office so long as they enjoy the confidence of the house of commons. That means that their tenure of office is not fixed. They do not know as to how long they are to act as the head of the department. Under these circumstances, no minister is prepared to bother himself about all the details of his
department. The case is different with his subordinates. They know that they will keep on working in their department unmindful of the changes in the ministries. Since they know that they have to work for their whole life in their departments, they can afford to know all the intricacies of their departments.

Moreover, a minister can be transferred from one department to another. Under these circumstances it is not possible for any individual to master all the facts of his department. No wonder that the ministers prefer to be amateurs rather than become experts in their own line.

The function of a minister is not merely to act as the head of his department. He must take interest in the party intrigues so that his own position may remain safe. He must keep himself in touch with the electorate which elected him and visit his constituency and oblige the voters. He must work in connection with the election campaign of his party in different areas so that his party may remain strong. He must be ready to answer the different questions put to him in the House of Commons. And besides all this, he must attend to the work of his department. Since the ministers are ordinary human beings, nobody will expect them to be experts in their departments.
If the ministers will experts in their own line, they will not be able to perform their duties efficiently. The reason is that experts are usually static and cannot be expected to be quick-witted as required by the parliamentary life. The ministers are expected to be possessed of a lot of common-sense so that they may do well in the Parliament where the real battle is to be fought. If the ministers fail in the house of commons to stand the attack of the opposition, they have to resign. Hence, they must be careful about those qualities which make them better debaters.

It is said that an expert is one who knows everything about something but not something about everything. The result is that if an expert becomes a minister, he may care for the interests of his own department and forget altogether the interests of other departments. But a minister must take into account the interests of other departments also. He may be the minister of War, but he must have at heart the interests of others also. Though ministers of agriculture, he must have others besides the landowners. Hence, he need not be an expert.

Under this system, we have the combination of the

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amateurs and the experts. Prof. Munro says - "Both are essential, one of them to make a Government popular, the other to make it efficient. And the test of a good Government is its successful combination of democracy with efficiency." The ministers know what the people want and that can be done efficiently by their experts subordinates.

In every country Chief Executive is the head of the administration. Generally the head of a well organized private undertaking of a corporate character is known as general manager, and as general manager he supervises, directs and controls the administration of the undertaking. Similarly the Chief Executive is the head of the administrative machinery of the State. Like the General Manager of the private undertaking, he directs, supervises, and controls the administrative machinery of the State. The executive provides leadership in policy development in administrative management, from the top. In the public administration, the Chief executive occupies a central position. As he is the head of the administration, he is to direct, supervise and control the whole administrative machinery of the State. He is to provide leadership in the administrative management.
are of two kinds i.e. parliamentary type and presidential type. England and India are the important examples of parliamentary type of chief executive, and the United States of America is an outstanding example of the Presidential type of Chief Executive. In a parliamentary type of executive, a distinction is made between the titular executive and the real executive. The examples of this kind are the British Monarch and the Indian President but the real executive powers in these countries lie in the Cabinet, which is known as the real executive.

In a parliamentary system, all the administrative powers of the Govt. vest in the Cabinet, which is responsible for all it does to the legislature of the state. In the presidential system there is a singular executive, elected for a fixed period of time and is not responsible to the legislature.

The whole administrative system of any Govt. is divided into many major units which are known as 'departments' or 'agencies'. These major departments or agencies are organized on the basis of major substantive purposes. They are concerned with the content matter of their field. In the Govt. of India we have departments of Commerce and industry, health, education, food, and agriculture etc. These major divisions of the administrative system of the Govt. are
known as 'Line' departments, because they are concerned with the Primary purpose for which Govt. exists. They perform services for or regulate the conduct of individuals. Line officers have to execute the policy and issue the commands. Each large line department is divided into many units like Bureaus or divisions etc., but all these are put in a 'chain of command' for effective action. In the line type of organization the executive is in exclusive charge of his subordinates. All instructions are issued through him, and his employees look to him as the sole source of authority. Here I submit these words of Albert Lepawsky which throws light in the line agencies:

"Line organization is essentially simple, mathematical sub-division..... The lines of authority and responsibility run continuously through the whole body from top to bottom as the veins of the leaf gather to the stalk, and many leaf stalks to the twig, and twig to branch, and many branches to the trunk; and veins and stalk and twig and branch and trunk have practically similar duties to perform in the life and growth of the tree."

But these line departments are assisted in achieving their objectives by other units which are known as 'Staff Units'. A staff is something on which to lean or with which to feel the way across difficult ground.

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(1) Albert Lepawsky - Administration. p.291
As a stick supports a man in walking, the staff units exist to support the executive power with specialized information and wise counsel. Staff is an advisory organ, it does not have any operating responsibilities. Staff plans, advises and assists the line department but it cannot command...... The main mission of the staff agencies is to conduct the managerial or 'House Keeping' services whereby the substantive function or the end-product is achieved. The place of staff in an Industrial Undertaking was described by Fayal in these words -

"Whatever their ability and their capacity for work, the heads of great enterprises cannot fulfill alone all their obligations......they are thus forced to have recourse to a group of men who have the strength, competence and time, which the head may lack. This group of men constitutes the staff of the management. It is a help, or reinforcement a sort of extension of the manager's personality to assist him in carrying out his duties. The staff appears as a separate body only in large undertakings and its importance increases with the importance of the undertaking.

Staff activities it is said, are merely an extension of the personality of the administrator. Civil servants works in the Administration as staff agencies. In the words of Mooney - "It means more eyes, more ears, and more hands to add him in formulating and carrying out his plans. The executive perform irreplaceable activities. These
are initial letters for planning, organization. Staffing, directing, co-ordinating, reporting, and budgeting.

(1) **Formulation of Policy** - According to the broad description of the functions of the executive, his first function is to formulate and determine the main lines of Administrative Policy. On many important matters officials consult and take the advice of the executive. The executive may approve or disapprove a particular action of the officials concerned. The chief executive guides and controls the policy of the administration by tendering his advice to the departmental officials on important administrative matters. Many a time, the legislature does not deal with detailed matters. It only formulates the general principles of law. When such a law is implemented, the executive decides important policy matters and fills in the details in the law left by the legislature. During the course of the implementation of the law, the executive is many times called upon to advise the officials as to what they should or should not do and thus formulates main lines of administrative policy and influences its execution.

(2) **Organization** - Legislatures often create Departments, Bureaus, Commissions, Offices and Corporations, for the implementation of the various Laws. The details of the internal organization of these units are filled in
by the executive. He chalks out the details of the organizations through which objectives of policy are achieved. Often he has to make modifications, alterations and adjustments in the internal organization of the departments or corporation etc. Many times, administration is called upon to face emergencies and under such conditions new agencies may be created by the executive or the established ones may be organized.

(3) Authority to appoint and remove the personnel - In all the countries the executive has the authority to make appointments to the high offices of the State. In India, all important appointments including those of State Governors, Ambassadors, Chief Justice and Judges of the Supreme Court and State High Courts, the Attorney General, the Chairman and members of the Union Public Service Commission, are made by the President. The executive has also the power to remove those whom he appoints. Under conditions laid down in the Constitution of India, he has the power to remove those high officials when he appoints.

(4) Authority to issue Directions and Commands - Every organization works under directions. It is duty of the executive to see that laws are properly executed and implemented and every agency and department of the Govt. works properly. He issues specific and general kinds of directions to various departmental heads, so that the work
of administration may be carried on properly. By issuing
directions, he provides leadership in Administration.
He has to intervene when intervention becomes necessary.
He has to guide when guidance is called for. These
directions take the form of executive orders, proclamations,
letters, circular etc. Through these orders, directions,
and instructions the executive exerts his influence
effectively over the administrative machinery of the
country.

(5) Authority to co-ordinate Administration -
Co-ordination is a very important function of the executive.
Administration should work as an integrated whole.
Hundreds of officials, organizations, and offices are
busy in the work of Administration. Their activities
are to be properly co-ordinated to avoid overlapping and
confliction of any kind. The executive has to inter-
relate and co-ordinate the various activities of the
various departments. He has to create harmony and settle
the conflicts of various administrative departments. He
is the Court of last resort, for the settlement of
disputes and conflicts of various departments. For smooth
and efficient working of the Ad machinery as a whole,
co-ordination is very necessary.

(6) Civilian and Control - As head of the administration,
this is very important duty. We should have information
concerning the working of various administrative agencies and departments. He has the authority to order investigations and inquiries, whenever he feels it necessary. He can call for any information or record or papers or files from the departments concerning their working.

This duty of supervision and control is very important, because the executive delegates much of his authority to the subordinate officials. It is his duty to see that the powers that he has delegated are not being misused. The executive is authorized, either in person or through one or more persons appointed by him for the purpose, to examine and investigate the management and affairs of any department, board, bureau, or commission of the State at any time. Writing about this duty of the executive, Willoughby observes:— "It is a prime obligation of a general manager to lay before his board of directors at regular intervals a full and detailed statement of how affairs have been administered in the past by him and his subordinates and of present conditions of needs. If he is to do this properly he must himself secure the detailed data needed by him from his subordinates. To do this he must have adequate power to determine the character of information that shall be furnished and the manner of its presentation. It is further desirable that the several reports shall have a direct relation to the executive's report and that an opportunity shall be afforded
to the executive to comment upon their contents and to make known the extent to which he agrees with and supports the statements and recommendations therein made. . . . . . . . . . . . . failure to provide for it, however, will tend to obscure the relationship that should exist between the Chief Executive and the legislature on the one hand and between the several administrative offices and the Chief Executive on the other, and to introduce confusion in the practical administration of affairs."

(7) **Budgeting** - The executive has great authority over finances. Preparation of the budget its submission to the legislature and after its due approval by the legislature, its execution and implementation are the duties of the executive. Thus he provides financial leadership to the country. Thus the executive has to represent the administration before the public. The executive has to perform the dual functions of a political leader and the head of the administration. Prof. White observes - "......It is the special duty of the executives to supply administrative directions driving power and co-ordination of the legislative and executive branches of the Govt, and also to protect administration as an agency of the people from those who consider it only as an adjunct of a party."

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"illoughby. p.42-43
L.D. White. p. 56
The Chief Executive had to decide many things concerning administration, and it is on his decisions that administrative efficiency shall depend to a great extent. It is his responsibility to see that others do their work properly and efficiently. So he should have the quality of understanding human beings. He is to do many things and he is not expected to know much about everything. He is to work with specialists. "But he ought to know enough about everything to know where to go to get men who do know a great deal about particular subjects and have probably kept abreast of developments in their specialities.

We should have the quality of self-reliance so that he should be able to take decisions promptly. He must be able to evoke loyalty from others i.e. his approach should be humane, sympathetic and affectionate.

In the performance of these functions, he needs assistance, expert advice, facts and figures. All these things are done for him by the staff units. Staff work is the logical projection of the principle of division of labour, which is a very important factor in large organizations. But staff cannot do two things. First, cannot issue commands of its own issuing of commands is the function of the administrator or the line departments. Second, it is not meant to execute policies. It only
plans, advises, suggests, assists and prepares line departments to act. The foreign office must maintain embassies, legations and consultates abroad to conduct its foreign relations. That duty is its line function. At home, its research, fiscal, and training divisions perform crucial staff functions. In a cabinet system of Govt., where 15 or 17 members of the cabinet are collectively responsible for the administration of the country, the need for such an office or 'general staff' is still greater. Moreover the executive cannot look into the detail of every matter. This implies some sifting process by which the less important matters are settled outside. This office or general staff is to act as a 'filter and funnel'. It should enable the executive to deal with important matters without wasting his time in petty and unnecessary details.

Prof. J. P. White points out the following objectives of such an office -

1. To ensure that the executive is adequately and currently informed.

2. To assist him in foreseeing problems and planning future programmes.

3. To ensure that matters for his decision reach his desk promptly, in condition to be settled intelligently and without delay, and to protect him against hasty or ill-considered judgments.
4. To exclude every matter that can be settled elsewhere in the system.

5. To protect his time.

6. To secure means of ensuring compliance by subordinates with established policy and executive direction."

Preparation of budget is a very important duty of the executive. He cannot perform this duty without the assistance of expert and technical hands. For all these reasons, every executive needs a 'general staff' to assist him in the performance of his duties.

Such an office shall be the organ through which the executive shall perform his duties and exercise his powers. This office shall collect documents and information, on the basis of which the executive shall arrive at administrative decisions. This office shall also transmit the decisions of the executive to the departments concerned. It shall explain the meaning of the orders of the executive to the departments concerned, so that they may execute them properly. Thus this office shall act like the eyes, ears and hands of the executive, through the help of which he will direct, supervise, and control the administration.

Like England, we have a cabinet Secretariat which keeps the records of the discussions and decisions of the
cabinet and its various committees viz, the defence committee, the Joint Planning Committee, the economic Committee, the Foreign Affairs Committee, and the appointments sub-committee of the cabinet. The Secretariat consists of (1) Main Secretariat (2) Organization and Method division (3) Military Wing and (4) Economic Wing.

(1) Cabinet Secretariat is headed by a Secretary to the Cabinet, a joint secretary a Deputy Secretary, 4 under Secretaries and 6 Section Officers. There are four branches of the main Secretariat - (a) Cabinet Branch (b) Co-ordination Branch (c) Administration Branch (d) General Branch.

(2) Organization and Method Division - It was created in March, 1954. There is a director of O and M Division who also functions as the establishment officer to the Govt. of India and as Joint Secretary in the Ministry of Home Affairs. He is helped by any officer designated as 'assistant to director'. In 1955 the post of Deputy Director was created. The work of O & M is carried out through O & M units (cells) setup in various ministries and departments. The O & M Division has outlined its plan of action in its report for 1954-55. Its aims are -
To make all concerned conscious of the prevailing inefficiency and of the need and scope for improvement.

To discover facts relating to despatch of work and to see what is actually wrong and where, to diagnose the causes for delay and see what factors come in the way of achieving quality in work.

To devise and apply proper remedies.

To Military Wing - It is concerned with the Secretariat work of the meetings of the Defence Committee, of the Cabinet, the Defence Minister's Committee, the Chief's of Staffs Committee, Principal supply officer's Committee, the Joint Planning Committee, Joint intelligence Committee etc.

To Economic Wing - It is responsible for the Secretariat work of the economic production and distribution Committee of the Cabinet, the Committee of Economic Secretaries etc.

Writings about the Cabinet Secretariat and Secretary

Ruthnam observes -

"With the aid of this staff the Secretary to the Cabinet discharges his duty of securing co-ordination and timely action by all departments of Govt. of India in all matters in which the Cabinet as
a Cabinet or the Prime Minister, the leader of the Cabinet, is interested. He is, as his English model, expected to act as the adviser and mentor of the civil service and civil servants. He with his Secretariat would be a connecting link between departments and act as a kind of inter-communication corridor between the Departments. As head of the civil service which he would be on account of his pre-eminent position, he would be charged with the great duty of improving the organization and personnel of the service for the performance of the high and responsible duties entrusted to them."

II. **Auxiliary Staff** - Every department has to undertake certain activities in order to accomplish the purpose for which it exists. The Railway department has to run the trains to transport passengers and transmit the goods. These are the main or the primary activities of the Railway because these activities of the Railways because these activities are performed to accomplish the purpose for which Railway Department is created. But the Railway Department has to perform certain other activities also, so that it may exist or operate as a service. It is to recruit personnel for running the trains. It has to construct railway lines or railway stations. For that material is to be purchased. Purchasing
of material is for the construction of railway station and the recruitment of personnel for running the railways are activities which are to be performed by the railway department so that it may be able to exist or operate as a service. These are termed as housekeeping or institutional activities by W. D. M'looughby but Prof. L. D. White calls them 'Auxiliary Services'. They are performed to achieve the objectives for which departments exists. They are a means to an end.

Every department can do own housekeeping work. It can undertake to perform its own auxiliary work. Every department may recruit its own personnel, through its own recruiting agency, may purchase its own material through its purchase agency etc. etc. But housekeeping or auxiliary services are common to all the departments. All the departments need personnel, materials etc. Auxiliary services shall perform all these functions for all the departments which are common in nature. According to Prof. L. D. White, "Auxiliary services do not serve the public, although they may deal with citizens. Their clientele is the line agency, which they assist by performing necessary common functions - buying goods and supplies contracting for public printing,
purchasing real estate and the like." Auxiliary services perform a common activity enabling the line agencies to maintain themselves as working organizations. Govt. of India Press may do all the printing work for all the departments of the Govt. A central purchasing agency may make all the purchase for all the Govt. Departments. A Central Civil Service Commission may make recruitments for all the personnel required for all the Govt. Departments. The departments concerned may communicate their recruitments to these agencies and they may do the job of recruitment on behalf of the departments. When these common functions concerning all the departments are performed by central auxiliary services the result is efficiency and economy. The head of the department is relieved of many functions concerning recruitment. Purchase of supplies, etc. etc. So he can devote himself to the main functions of the department. It leads to economy in administration as it avoids duplication of work in different departments. It will involve huge and unnecessary expenditure of every department was to have a separate Civil Service Commission, a separate purchase agency, instead of a common civil service commission, a common purchase agency, doing work, for all the departments.
III. Technical Staff - Executive has also to deal with many technical matters in Administration. So, the executive also keep certain technical staff officers, like engineers, financial experts etc. who advise them as on technical matters. Executives are assisted by technical experts and their advice is very valuable in the field of which they are the experts. In the modern age, with rapid advances in nuclear and thermo-nuclear fields and complex and intricate inventions, the executive should know about these problems also. Only then he can give any policy lead. So in modern age the need of technical staff is very great for the executive.

Thus it was seen that line units were executive and staff units were advisory. Line was action and staff was facilitation. Staff organization was said to be purely consultative and advisory. It was expected to exercise no direct authority over the line. The staff organization "It has been said "May be described as a deliberate organization for thought, just as the line organization is the organization for execution." The term staff is believed to be strictly one of formal organization, intended to distinguish the mere function of counsel from the scolar right of command."
There has been rethinking about the real relationship of line and staff. Lepawsky explains the new concept by pointing out that "Staff and line are co-
ordinates, operating not in a hierarchical relation to staff or line, but on a horizontal plane of
authority and responsibility under the Chief
Executive."

So the distinction between line and staff
that one is action and other is advisory, should
not be exaggerated. Moreover, in actual administration
activities do not always fall recognizably and clearly
into the categories of staff or line. In every
organization line and staff work is done. But one
can not always find distinct units or officers
engaged in the two kinds of work in the organization.
In Indian Administration Paul H. Appleby felt great
difficulty about line-staff distinctions - He observes -
"There is no terminology - and no structure here
distinguishing between 'Line' and staff functions.....
Under this terminology staff offices are those that
engage in planning, in logistics, in financial and
personnel controls, in legal review of administrative
proposals, and in public reporting in substantive -
as distinguished from political terms. Line
organizations, in contrast, are those that carry
out programmatic functions that actually administer
operations, enforce laws and attain program
objectives. The term cannot be applied here (in India)."
to structure in which they would have no meaning. They may be used to describe that is not present here. Almost the whole centre except for defence, external affairs and the collection of Central Taxes, is one large staff organization. Apart from these exceptions and a few others, there is no line function in New Delhi.

In terminology of other systems the centre is (apart from the areas already mentioned as exceptions) all 'Staff' with no line Administration. So Alvin Brown says that "the utmost that can be said is that there are two modes in most organization. Line which executes, and staff - which plans and renders many other incidental services.

To some, the representation of 'Staff' merely as advisory units is to confuse the real importance and role of these units in the administrative system of the country. According to Drucker, "the confusion surrounding the use of the term 'Staff' has arisen very largely from the over emphasis upon the advisory nature staff work. There has been built up the general illusion that staff workers are cliterated, academic, Scholarly and retiring individuals who sit at desks, remote from the field.

1) Oliver S. Goldsmith - The Philosophy of Management London p. 120
2) James D. Mcmurry and Alan C. Kelley. p. 63
3) Albert Leopold - Administration. p. 608
4) Public Ad. in India. Report of a Survey, Aileby 1953
5) Alvin Brown, Organization. A flexible unit of policy. p. 18
6) Drucker. p. 278
of action, where the revised plans which are sent up to the Chief for consideration. The theory is that the latter ultimately gets around to read these reports and plans, makes an independent decision, and subsequently issues orders down the chain of command. Thus staff is not only advisory. It is in the heart of action.

Herbert A. Simon discusses the problem under the heading "Myths surrounding the Auxiliary and staff concepts. He puts a question, Are staff units only advisory? Do they only advise and serve and not command? Answering this question he observes: "Defining authority as the ability to elicit obedience... It is clear that overhead units (Staffs) do exercise authority; They do control and command. When the central personnel unit refuses to approve a personnel action..., what alternative is left to the line unit involved except to bow to these commands.

The Planning Commission in India is reported to be advisory only. It is a staff agency. But its importance is increasing. As the estimates committee of the Lok Sabha observed. "The Committee appreciate that planning involves allocation of scarce resources, and consequently
fixation of priorities. They also realise that in a federal constitution it has special difficulties. Also, when it happens that the financial resources of the state are inelastic and that they have to depend upon the centre for financing a very large portion of their development programmes. Very great importance is attached to the approval of the planning body, as a pre-requisite to the release of funds by centre. In consequence, it is understandable that a feeling could grow that the Planning Commission was not just an advisory body but that it was an additional authority to be reckoned with, which through no part of the ordinary machinery of Govt. of India, decided every programme of work and whose decisions were to be carried out by all. The Committee would, however, suggest that the entire procedure now adopted should be reviewed, so that if any practice has grown which lends support to this feeling, it could be rectified.

Take principle of Administration i.e. unity of command which means one man should take orders from one superior only. But this does not happen in actual working. Specialization would be impossible under these conditions. Of what advantage would a central personnel office be if no one
followed its decrees regarding personnel? The fact is that a member of an organization, in addition to the orders of his superior, accepts the orders of personnel officers, attorneys and a whole host of others.

How does the concept of staff help bridge the gap between the notion of unity of command and the actual facts of organization experience. It does so by denying that the commands of these specialized staff units are really their commands. They are the commands of executive. The staff units 'speak in his name', they are part of executive, their authority is 'really' his authority.