

Subject: Public Administration

Course: Public Administration: An Introduction

Title of Module: LINE, STAFF AND AUXILIARY AGENCIES

Introduction:

The functions of modern state have grown in volume and complexity. Line, staff and auxiliary agencies assist the Chief executive to carry out his onerous duties and responsibilities. The first part describes the meaning, features and types of line agencies. The second part explains the meaning, features and functions of staff agency. The third part incorporates the type of staff agencies and reasons for conflict between line and staff agency. The fourth part describes the meaning and explores the need for auxiliary agencies, salient features of auxiliary agencies and distinction between staff and auxiliary agencies.

Keywords

Autonomy, Chief Executive, Line, Staff, Auxiliary Service, Public Corporation, Corporate body, Audit.

TEXT

Introduction:

Chief Executive is the person or body of persons at the head of administrative system of a country. To carry out his onerous administrative responsibilities, he is assisted by numerous agencies and organizations. These agencies are divided into three categories namely (I) Line Agencies (II) Staff Agencies, and (III) Auxiliary Agencies, depending on the nature of work performed by them.

Line Agencies:

The administrative agencies which perform the functions that directly contribute to the achievement of primary or main purpose of Government organization, directing, making decision, command, control and supervision are “Line agencies”. Staff agencies assist, advise

and help the Line agencies to carry out their functions. Auxiliary agency provides common housekeeping services to all other agencies. The major 'Line' departments in the Government of India are those of Health, Defence, Education, Labour, Railways, Transport, Communications, Commerce and Industry. Planning Commission, National Development Council, Cabinet Secretariat, are examples of Staff Agency. Central Public works department, Union Public Service Commission and Directorate General of Supply and disposal in the Government of India are examples of Auxiliary agencies.

This distinction between Line and staff agencies was developed first in military administration. Line is referred to military commanders and other officers in direct charge of combat operations, means those responsible for substantive work of armed forces. The Line, or chain of command, extends from top ranking officer down to the lowest ranking troops. But to perform this substantive function, they need constant supply of arms and ammunition, transport, food, clothing, spying operations, build bridges & roads, medical aids etc. The staff agencies assist the Line agencies by performing these secondary functions¹. Auxiliary agencies perform certain activities and functions which are common to various administrative departments and are in the nature of housekeeping activities like building purchasing, accounting, printing etc.

Features of line Agency

Line agency performs the primary or main function for which an organization came into existence. Police Department, for example is responsible for maintenance of law and order. Right from Director General of Police (DGP) to beat constable are involved to perform this function. However to perform this duty it requires weapons, sticks, uniforms, transport, Police Stations, training, intelligence, stationary. These services are provided by staff agencies like Police training college, state intelligence bureau, Police recruitment boards etc. Line agency performs the primary function which is an end in itself while the staff agencies carry out secondary functions which are means. to achievement of end.

Line agencies are responsible to execute the policies and programmes sanctioned by legislature. They issues directions to field agencies and supervise the implementation of different programs, Projects, schemes. They monitor the performance of different officials through reports

and inspection. They are in direct contact of people and try to elicit their cooperation to achieve the primary purpose of organization. They command, coordinate, control and direct the administration. They are ultimately responsible for proper, legitimate and effective functioning of administrative system. Department of education, health, transport, communication, food corporation of India, Oil and Natural Gas Commission (ONGC), Life Insurance Corporation (LIC) are some of example of Line Agencies. The main features of Line agencies are:

- 1. Direct Control of Chief Executive:** Line agencies function under the direct chain of command of chief executive. Chief executive exercise control and supervision on the administration of Line agencies. It issues directions to Line agencies and oversees the implementation of programmes, schemes, projects. Policies and programmes are modified through a process of feedback about their implementation.
- 2. Accountability:** Line agencies are accountable for the functioning of their department to chief executive and legislature. The administrative head of a department is secretary who assist and advise the political head who is minister in the administration of department. The minister represents the department in the legislature and is held accountable for its policy and performance.
- 3. Direct Control with People:** Line agencies are in direct contact with people. These are operating agencies and provide direct service to people. Whether these are police department responsible for safety & security, education department for educating the students, health department for treatment of patients, LIC for insurance of citizens.
- 4. Execution of Programmes:** Line agencies are responsible for execution of policies and programmes sanctioned by legislature. It issues directives, orders and instructions for their proper and timely implementation. It requires weekly, monthly and annual reports from field agencies to check the progress of their implementation. It also monitors their implementation to achieve the desired objective.
- 5. Public Relation:** Functions of modern government have increased enormously in volume and complexity. In order to popularize their service and products, Line agencies carry out publicity

propaganda through print and electronic media. They also seek the cooperation of people through such publicity campaigns.

Types of Line agencies

Line Agencies are three types. These are

- (1) Department
- (2) Public Corporation
- (3) Independent Regulatory Commission

It would be worthwhile to describe them separately

(1) Department: Department are immediately placed under chief executive². These are basic organizational unit of administration and are responsible for carrying out major government functions. The responsibility to create, organize or reorganize the department differs depending upon political environment and administrative system of a country. In USA, congress regulates the details of government organization. In parliamentary form of government like India and England, Chief Executive enjoys the privilege to organize or reorganize departments while in erstwhile Soviet Union, Constitutional sanction was required to create department and these can be abolished by amendment of constitution. It is oldest system of doing functions of Government. Departments perform primary or main functions of Government. Departments of education, health, transport, communication, police, labor are examples of departmental organization in government of India and states.

Types of Department: Departments may differ from one another in regard to their size, structure, nature of work, internal relationships etc. Depending on these, they can be divided into different types:

1. Large and Small Department: According to size of departments, there are large departments and small departments. The defence, railways, posts and telegraphs department of the Government of India are examples of large departments having very large number of employees, while those like local self government, etc., in the states are small departments.

2. Single Function or Multi-function Department: There are some departments built around single compact purpose like education, police, and defence. There are other departments which perform multiple functions through their sub-divisions and autonomous agencies. For example Home Department perform multiple functions like internal security, citizenship, recruitment, appointment, discipline etc of All India Services, administration of Union-Territories, matters relating to Union Public Service Commission (UPSC) etc.

3. Nature of Work: There are some departments who perform operating duties like communication department, postal department and the police department. For example Police department maintain law & order, ensures safety and security of life and property of citizens. While others have supervisory and coordinating function only. Local self government in the states of India or Treasury in Britain are examples of such departments.

4. On the basic of Geographical Distribution of Work: There are some departments whose work is mostly concentrated at headquarter and do not have any field agency like finance, local self government in India. While there are other departments whose work is geographically dispersed and largely done through subordinate field agencies like police and telegraph etc.

BASES OF DEPARTMENTAL ORGANIZATION

According to Luther Gulick, an eminent scholar of Public Administration, there are four basis of department organization, these are purpose, process, person, place, popularly known as 4Ps Principle.

1. Purpose: Purpose means the major objective to be achieved or major service to be provided. Purpose based organizations are oriented essentially towards achieving certain specific objectives. Most of government departments like defence, education, transport, communications and railways in the government of India are organized on the basis of major services or function to be performed.

2. Process: Process means technique or skill of a specialized nature example medical care, engineering, accounting, legal advice etc. It is an activity which cuts horizontally across various functional departments as part of housekeeping services essential for accomplishment of their major functions. It implies bringing together given or related activities in a department. For

example department of health would include all medical personnel like doctor, nurses, pathologists, psychologists, bacteriologists etc. All Accountants would be included in the departments of account. If other departments require the services of doctors, engineers or accounts, they will have to send a requisition to these departments.

3. Persons or Clientele: When a department is established to meet the special problem of a section of community, the basis of such department is clientele or persons served. Such departments are multifunctional and provide all or most of the services needed for particular class of persons with which it is concerned. For example department of tribal welfare in some states, Ministry of Rehabilitation and minority affairs and ministry of Tribal affairs in the government of India. They deal with all the problems and needs of the clientele like education, health, insurance and their overall welfare. Clientele based organizations are justified on the basis that there are some sections in the community who deserve special treatment because of distinctive problems faced by them.

4. Place or Territory: Territory or Geographical area serves as the basis for organization for some departments. The reason to create such departments in a region may have problems peculiar to itself, lending it a distinctive character, therefore needs to be handled or treated separately. For example ministry of railway has over 10 territorial zones - eastern, northern, north-east frontier, south eastern, south central, northern, western, central and southern etc. Geography also serves as the basis of governmental organization in the larger countries. The states of India, the USA and Australia, the provinces in Canada and cantons in Switzerland are geographical sub-divisions of their respective countries.

(2) Public Corporation: Public Corporation is second type of Line agencies. Modern state is welfare state. Consequently its functions have increased in scope and complexity. In addition to traditional functions like health, education, transport, communication, state has to perform the functions of industrial, financial, commercial and managerial manner nature. These functions cannot be carried out by the departments due to their very composition and of functioning. Therefore innovative types of institutions have to be created to perform these functions. Public Corporation have been established for purpose. Special public corporations are created by! Or pursuant to a law passed by legislature defining its power duties and immunities.³ It has been

described by W.A. Robson as “The most important Constitutional innovation of this century”. The principal benefits of public corporation are its freedom from unnecessary government regulations and controls and its high degree of operational flexibility. It represents a balance between autonomy and flexibility enjoyed by private enterprise and the responsibility of the public as represented by elected members and legislators. In the famous words of President Franklin D. Roosevelt; Public corporation is “is clothed with power of government but possessed of the flexibility and initiative of a private enterprise. Herbert Morrison defines a Public Corporation as “a combination of public ownership, Public accountability and business management.” So it becomes obvious that public corporation is owned by government having autonomy in financial and operational matters and it performs managerial, industrial, commercial and financial types of functions. In India Damodar Valley corporation, Indian Air Lines Corporation, Life Insurance Corporation, Industrial Finance Corporation, State Road Transport Corporation, State Financial Corporation are examples of Public Corporations.

Features of Public Corporation: In India Public Corporations are established by centre and state governments. It is pertinent to study its features to know how this types of organization is suitable for business type of functions.

1. Legal Entity: Being a body corporate, it enjoys a separate legal entity. It can sue and be sued, enter into contracts and acquire property in its name. Corporations have more freedom in making contracts and acquiring and disposing property than ordinary government departments.

2. Financial Autonomy: Public corporations enjoy autonomy in financial matters. These do not depend on government for financial support except for government appropriations to provide or to cover losses. Government may also grant loan from time to time as per requirement of Public Corporations. But basically their main aim is to be self reliant in financial matters.

3. Staffing System: The majority of employees of Public Corporations are not civil servants. They are appointed on the terms and conditions laid down by Public Corporation. Their remuneration and other conditions of service are also decided by Public Corporation.

4. Established by Law: Public Corporations are established by law passed by parliament or legislature of states. This law defines its powers, duties, responsibilities and immunities and

prescribes the form of management and its relationships with established departments and ministries.

5. Managerial Autonomy: Public Corporations are managed by Board of Directors which enjoy autonomy in day to day management. Government issues only some policy guidelines. It does not interfere in daily routine matters of management. Public corporations need such autonomy to perform business, commercial and financial functions.

6. Accounting System: It is ordinarily not subject budget, accounting and audit laws and procedure applicable to non-corporate agencies.

7. Created for Specific Purpose: Each Public Corporation is established by separate law for some specific purpose. This purpose is described in the law itself. It can not undertake any function not dictated by law. For example LIC Act authorize LIC to take the insurance of Life of an individual, it cannot undertake the insurance of property or vehicles, etc.

8. Accountability to Government: Public Corporations enjoy autonomy in financial, personnel and managerial matters but they are also responsible and accountable to the government. Government appoints the members of board of directors and they can also be removed by the government. They have to function according to Policy Guidelines issued by Government from time to time. Government also exercises control-through annual reports, records and other documents submitted by Public Corporation from time to time.

9. Service Motive: The chief motive of Public Corporation is to provide service to people. It is not guided solely by profit motive. Profit making is secondary purpose of Public Corporation.

DISTINCTION BETWEEN DEPARTMENT AND CORPORATION

Having discussed the features of department and public corporation, it would be worthwhile to make a distinction between the two:-

Department	Public Corporation
1. Department is headed by minister who is assisted by minister of state or deputy	1. A Corporation is managed Boards by of Directors. The members of board of Directors

minister and advised by secretary who is civil servant

2. Employee of departments are recruited by public service commission, government decides their terms and conditions of service.

3. The government exercise direct control on departments in policy and routine matters of administration.

4. Department are created or abolished by executive.

5. Department have strict financial control over them.

6. Department organization is suitable for traditional and routine functions.

7. Departments are subject to regulatory and prohibitory rules and regulations in the expenditure of public funds.

are appointed by Government and they are expert in their fields.

2. The employees of public corporation are recruited and remunerated under terms and conditions laid down by corporation.

3. The government issues policy guidelines for corporation but they enjoy autonomy in day to day management.

4. Public corporations are established by law passed by legislature.

5. Public corporation enjoy autonomy in financial matters.

6. Public corporation as an organizational device is useful for business, commercial and financial functions.

7. Public corporation enjoy autonomy in the expenditure of public funds.

(3) Independent Regulatory Commission: Independent regulatory commission originated in United States of America to undertake regulation of private economic activities. The need for such control and regulation was felt in the wake of growing industrialization of the country in nineteenth century.⁴ They are independent of President and are known as ‘headless’ branch of government. They have been established by congress by law which defined their constitutions and functions. They are regarded as ‘the arms of congress’. Functions of independent regulatory commission are of mixed nature, administrative, quasi legislative and quasi judicial. They are also known as fourth branch of government because their functions do not completely fit into any of the three traditional branches of government. The first independent regulatory commission set up by federal government, was the inter-state commerce commission, established in 1887. In India, the post liberalized period has witnessed increased role of private sector in economy particularly in infrastructure development which was mainly reserved for public sector before 1990. Consequently, independent regulatory commission have been established to protect the interests of consumers, to ensure fair competition among the competing suppliers, providing

equitable and universal access and maintaining safety and health standards. As the government itself is provider of these services, the regulatory authority should be independent of government to ensure impartial and efficient regulation. These commissions have been entrusted with rule making, enforcement of rules quasi judicial functions. In India, each line ministry or state government has constituted a regulator for particular sectors of economy. Telecom Regulatory Authority of India (TRAI) was set up in 1997, followed by Central Electricity Regulatory Commission (CERC) in 1998, Insurance Regulatory Development Authority (IRDA) in 2001 and Petroleum and Natural Gas Regulatory Board (PNGRB) in 2007. Recent years have witnessed a considerable increase in the number of regulatory bodies.

STAFF AND AUXILIARY AGENCIES

Chief Executive is at the top of administrative pyramid of a country. He is responsible for proper and smooth running of administration. He alone cannot carry out onerous administrative duties and responsibilities. Therefore, he requires help, support and advice of many agencies and officials. The agencies which render these services are known as staff agencies. Literally 'staff' means a "wooden stick on which one can lean for support". In the same way staff agencies help the chief executive by providing all necessary information, data, advice, assistance, counsel and support services⁵. With growing size and complexity, Organization needs more and more specialized staff to provide support to Line executive". But it does not wield any authority and are outside the hierarchical system. They merely provide support and assistance to Line agencies. The staff is "an expansion of the personality of the executive". "It means more eyes, more ears, and more hands to aid him in forming and carrying out his plans." So staff look after certain activities on behalf of chief, Staff agencies act as 'think tank' of chief executive by thinking, advising, analyzing and preparing the plans and programmes on behalf of him. Their work has become synonymous with functional specialization to assist the chief executive in the performance of his multifarious duties and functions. The functions of staff agencies are secondary in comparison to Line agencies which perform primary functions but this does not mean that Line functions are more important than staff functions. Staff agencies do not have any authority or power and they do not command the administration but they exercise delegated authority. Also the staff agencies wields a lot of influence in administrative system of a country.⁶

In India for example Planning Commission plays a significant role in formulation of five years and annual plans having considerable impact on union and states. Finance Department directs the other departments to impose financial discipline and observe canons of financial propriety. Union Public Service Commission (UPSC) is a staff agency. It advises the government in respect of matters relating of civil services and wields a lot of influence in personnel matters. Similarly staff agencies exercise power and influence by issuing direction and instructions on behalf of chief executive for instance, Prime Minister office (PMO) is very powerful body in government of India. So both line and staff agencies are equally important. In fact they are complementary to each other. Lepawsky concludes that “line and staff are coordinates operating not in a hierarchical relationship of one over another but on a horizontal plane of authority and responsibility under the chief executive.”

SALIENT FEATURES OF STAFF AGENCIES

1. **Staff agencies perform secondary functions in administration:** Line agencies perform primary function as they work to achieve the main purpose for which an organization came into existence. Staff agency perform secondary function as they merely help, support and advice the line agencies to achieve their purpose. Their basic role is of advisory and supportive nature. They are means to an end and not an end in themselves.
2. **Staff Agencies do not exercise authority and command:** Staff agencies do not have any authority. They do not command administration but only issues directions on behalf of chief executive. They do not make any decision but they have influence in administration. For example Planning Commission is advisory body but it has tremendous impact on political and economic system of India.
3. **Staff Agencies do not have executive responsibilities:** Chief Executive, Ministers, secretary and other executive heads are responsible for legitimate, smooth and proper functioning of administration. Staff agencies assist and support the line agencies to achieve this purpose. The staff agencies remain anonymous. Policy matters and decisions are made by chief executive and he is held responsible for policy implementation, error of judgement and conduct of officials of administration. Staff units are not responsible for success or failure of administration.

4. **Staff Agencies do not directly deal with people:** Line agencies deal directly with people and provide service to the community. Staff agencies do not come into direct contact with people. These provide support services to line agencies and are accountable to them and not to the people.
5. **Staff Units are attached to line units at all levels outside the line of command:** Administrative structure of government is like a pyramid with chief executive at its top. Authority and commands runs downwards from chief executive to ministers, secretary, head of department and so on. Staff agencies are located outside the chain of command. The staff is attached to an individual and the support is to a person.

FUNCTIONS OF STAFF AGENCIES

As discussed earlier, staff agencies play a very significant role in Administration system of a country. It would be worthwhile to identify the major functions of staff agencies.

1. **Assistance Function:** The most important function of staff agencies is to assist, help and support the chief executive and line agencies to perform their functions. These agencies act like ‘filter and funnel’ for chief executive by ensuring that only relevant, desirable and necessary information reach his table. Thus they save time and energy of chief executive, PMO in India and White house in USA perform this function.
2. **Information Function:** Staff agencies collect the necessary information and data on the basis of which decisions are taken by chief executive. These agencies not only provide adequate information but also keep the chief executive up to date about the latest developments and happenings. Staff agencies conduct the research, inquiry, survey and study to collect this information. The collected information has to be classified, analyzed and documented to provide the chief executive in a most suitable and convenient form.
3. **Advisory Function:** The staff agencies not only provide necessary and relevant data and information but they also advise the line agencies as to what should be their decision under given time and circumstances. These serve as the ‘think tank’ by planning, evaluating and analyzing the policies, programmes and decisions. Planning commission of India plays this role in matters of planning.
4. **Supervisory Function:** Staff agencies also perform supervisory function on behalf of chief executive. These agencies ensure that decisions taken by chief executive, council of

ministers are duly communicated and implemented in true intent by line agencies. Staff agencies also monitor and evaluate the performance of different executive agencies. The cabinet secretariat performs this supervisory function in India.

5. **Delegated Functions:** Sometimes the chief executive delegates some authority to staff agency for some specific purpose. In that case, that staff agency performs the delegated functions on behalf of chief executive within clear and defined limits. For example a press secretary of Prime Minister issues Press Notes on behalf of P.M. Union Public Service Commission conducts competitive examinations for recruitment to civil services and prepares the list of successful candidates, on behalf of government of India.

Types

Staff Agencies are of three types.

1. General Staff
2. Technical Staff
3. Auxiliary Staff

(1) General Staff: General Staff assists the chief executive in the performance of functions of routine and general nature. Chief Executive is very busy and overworked. It is essential to save his time and energy. Staff agencies advice and support him so that he could dispose of administrative matters quickly and in most efficient manner. General Staff keeps diary of different engagements, arranging and scheduling meetings, calling people and receiving messages on behalf of chief executive. It acts as 'filter and funnel' by excluding every matter that can be settled at lower level in order to reduce his work load and relieve him of unnecessary work. The general staff spends most of its time on planning and deliberation of high policy matters. The PMO in India and White House in USA are the examples of general staff.

(2) Technical Staff: The chief executive has to deal with many technical matters in administration. Therefore services of technical staff officers like engineers, doctors, auditors, accountants, economists, financial and personnel experts are required. Technical staff is also known as functional staff. The technical staff advises the chief executive in technical matters in area of their specialization. For example financial experts advise the chief executive in financial matters and personnel expert advise in personnel and civil service matters.

(3) Auxiliary Staff: Auxiliary agencies perform institutional or housekeeping activities. Which are essential for all the line departments to maintain themselves as working organizations.⁷ The auxiliary activities include such functions as purchasing, printing of papers, recruiting personnel, budget making, account keeping, providing supplies, construction and maintenance of building. These services are incidental in character and are not part of primary activity of organization, but without these services line organizations cannot perform primary functions. Thus they are concerned with instrumental goals. They are necessary for all organizations but they are secondary in nature. Central purchasing offices, central personnel agencies, central disbursing offices, central public works department and directorate general of supply and disposal are examples of auxiliary agencies in government of India.

CONFLICT BETWEEN LINE AND STAFF AGENCIES (Reasons):

When the size of organization becomes large, more staff agencies are created to deal with matters such as personnel, finance, legal matters etc. These agencies are created on functional basis and may perform advisory or specialized functions assigned to them. However being close to top management, particularly the specialist staff assumes de facto decision making responsibilities. This is resented by line agencies as they perceive this move as usurper of their legitimate authority,⁸ for example finance department perform the staff function of financial management but it may issue directive for optimal utilization of financial resources and it may also disallow expenditure proposal of different departments. The line officers also complain that staff agencies do not provide innovative and realistic ideas and plans. The staff agencies on the other hand complain that line officers do not recognize the value of their suggestions and proposals. This leads to conflict and misunderstanding between the line & staff agencies. Communication failure, lack of well defined responsibilities further aggravates this problem. Therefore, clearly defining the authority and responsibility is essential not only for healthy line-staff relations but also to increase organizational performance.

AUXILIARY AGENCIES:

Auxiliary agencies provide common or housekeeping services to all other agencies. Willoughby calls these agencies institutional or housekeeping activities. L.D. white refers to them as

Auxiliary service. Both these writers do not consider Auxiliary agencies as part of staff agencies because they do not perform advisory and supportive functions like staff agency but these render certain service of housekeeping nature to the line departments. Auxiliary units advise and assist and also control. As they possess the feature of both line and staff agency. Therefore, these agencies be treated as a separate category. Dictionary meaning word of 'auxiliary' is giving 'help' or 'support' or additional troops used by country at war. When this term is applied to administration, it becomes obvious that auxiliary services are not primary services but these are basically subsidiary or secondary in nature. They provide subsidiary or secondary type of help to line agencies. These agencies perform common or housekeeping activities which are essential for all line organizations like preparation of budget, recruitment of personnel, construction and maintenance of building, printing, stationary etc.

Need of Auxiliary Agencies

As the functions of modern state have increased, in the same way, the number of line agencies has increased. These line agencies perform different functions. These line agencies need common housekeeping services in order to perform their primary functions. The line agency requires construction of buildings and maintenance of accounts, supply of essential commodities, preparation of budget etc. These activities are not primary activities but these are absolutely essential for line agencies to achieve their primary objectives.

In fact it is the responsibility of line agencies to keep accounts, recruit its employees, and purchase the necessary equipments, preparation of budget and construction of buildings. But in the interest of efficiency, economy and convenience, it is desirable to entrust the work of this nature to a central agency close to chief executive. This central agency can make necessary arrangement to fulfill their demands as per their requirements. Large scale purchase at wholesale rates will result in considerable economy. Also the agency doing a particular kind of work will acquire necessary skill, expertise and specialized knowledge and consequently will enhance its efficiency. Also it is convenient for Auxiliary agencies to perform these functions assigned to them from time to time by line agencies. So these agencies not only increase efficiency and economy but also provide relief by reduces burden of line agencies. Therefore, in most countries separate auxiliary agencies have been established. Union Public Service Commission (UPSC),

law ministry, central public works department, finance department, central purchasing agency, Director General of supply and disposal are some examples of auxiliary agencies of government of India.

Salient Features of Auxiliary Agencies:

After brief introduction and need of auxiliary agencies, let us discuss salient feature of auxiliary agencies.

(1) Auxiliary Agencies provide common housekeeping services to the line units: Auxiliary agencies provide common or housekeeping services to line units. For example all line departments need building to maintain themselves in working order. Central Public works department is responsible for construction and maintenance of building for all departments.

(2) Auxiliary agencies have operational responsibilities. Unlike staff agencies which perform advisory functions, auxiliary agencies have operational responsibilities. They are concerned with performance of housekeeping activities of government like purchasing, supply, commodities, accounting, personnel and budgeting etc. Thus these agencies are operating services; whether they are recruiting boards, purchasing agencies, stationary stores, they perform some function.

(3) Auxiliary Agencies do not serve people. Auxiliary agencies do not serve the people. They provide housekeeping services to line agencies. Whether they are Public Service Commission, Public works department, purchasing agencies, they act as agent of line agencies and do not provide direct service to the people.

(4) Auxiliary Agencies exercise limited authority. Contrary to staff agencies which do not have any authority, auxiliary agencies exercise limited authority in carrying out their functions. For example Public Service Commission can make rules and regulations relating to recruitment and decide the pattern of examination. Finance department can issue directions to prevent extravagance and for imposing financial discipline to other departments. Thus auxiliary agencies fall somewhere between line and staff agencies.

DISTINCTION BETWEEN STAFF AND AUXILIARY AGENCIES

Having discussed the staff and auxiliary agencies, it is clear that both staff and auxiliary agencies perform subsidiary or secondary function. Both help the line agencies to carry out their primary functions. However, there are significant distinctions between the two.

Staff Agency	Auxiliary Agency
1. Staff services have no operational responsibilities.	1. Auxiliary services are operating services; whether they are recruiting boards, purchasing agencies, stationary stores, they perform some function.
2. Staff agencies assist and advise the line agencies.	2. Auxiliary agencies provide common or housekeeping services to the line agencies.
3. Staff is concerned with formulation of major policies.	3. Auxiliary agencies are not concerned with substantive policies.
4. Staff agencies do not exercise authority and do not make decisions.	4. Auxiliary agencies exercise limited authority and make decision relating to their field.

So there are similarities and difference between the staff and auxiliary agencies. Basically these functions are subsidiary or secondary in nature but both of them are essential for line agencies to perform primary functions.

Summing up:

Line, Staff and auxiliary agencies assist the chief executive in carrying out his onerous duties and responsibilities. The line agency performs the primary or main function organization. The staff agencies support the line agencies to achieve this purpose. The staff agencies provide information analysis, research, coordination, monitoring and evaluation of activities to increase efficiency and specialization. The relations between line and staff agencies are not always happy and cordial. Auxiliary agencies perform institutional or housekeeping functions. The difference between line & staff agencies is relative rather than absolute for example Secretary to government department is staff agency in relation to Minister of department and line agency in respect of his department.