CHAPTER – III

ADMINISTRATIVE REFORMS FOR URBAN POVERTY ALLEVIATION—VARIOUS PERSPECTIVES

3.0. Introduction

Weidner\textsuperscript{1} refers to development administration as, an action oriented, goal oriented administrative system. Development administration ordinarily involves the establishment of machinery for planning, economic growth, mobilization and allocation of resources to expand national income. Development administration emphasis programmes and policies designed to bring about transformation in the behavior of various institutions as instruments of change. It covers community services, program management’s project management, areas development, urban administrative, personnel development and rural administration and so on. The administration revolution and policy resolution are pre-conditions for the development of political systems; the development administration caries the resolution to the masses. It is not possible to envisage any kind of development in a state without an effective intervention of a development administration strategy, and every development strategy becomes meaningful only with people’s participation in it. David Korten\textsuperscript{2} opined that, “the people should be treated as actor/agent in development administration rather than a target. It is quite obvious by now that the development administrators cannot yield the desired results in their Endeavour without the proper people’s participation. It has become imperative that the proper should try to imbibe co-operation of people by inviting them

\textsuperscript{1} Weidner, E., ‘Development Administration: A New Focus for Research’ in Ferrel Heady and Sybil Stocks (ed). Comparative Public Administration, Machigan, 1962, p.98.

to participate in the development tasks” 3 In this backdrop, the present study has been initiated to evaluate the administrative reforms that have been introduced as part of urban poverty alleviation in terms of institutional mechanism or to change the mindset of urban functionaries who are dealing with the community at large.

The reforms are essentially aimed for smooth running of administration or administrative machinery, which seeks social welfare and civic satisfaction through democratic process of people centric governance. However, people’s dissatisfaction and ineffective delivery of services to the urbanites are well accepted facts in the 20th century. Thus, to improve service levels to attain the public satisfaction within the available resources is the key point of issue that may need certain administrative reforms. The current administrative reforms may be centred to 3E’s i.e. efficiency, effectiveness and economy. The reforms are tools to alter/change the science of administration to management that includes the focus from inputs to outputs and also outcomes. “The emphasis on achieving effective outcomes induced a move towards devolution, decentralization and contracting out. The reforms intended to change the ‘culture’ of Public Administration to new Public Management. This culture has taken root in developed countries and is spreading in developing countries. International donors placed some pre-conditions for reforms. In essence, however, the change appears to be more structural rather than functional. In a way to legitimacy of the Public service is lessened due to cuts in size and allocations for welfare, but in another way it is broadened for its new orientation towards the participation of the customers and citizens”. Before discussing about certain administrative reforms, one needs to

understand the importance of governance and good governance as part of executive machinery's responsibility within the structured bureaucracy.

3.1. Governance – An Overview

Governance is a term that is widely used in public debate these days. It is generally seen as an answer to many, if not all, the problems that beset the country. Yet, there is no commonly agreed definition of governance. It could imply anything from corruption, inept administration to poor delivery of public services depending upon the context. While governance is seen as an important variable to mitigate many problems of the public sector system, the discussion becomes particularly vague, and ideological, when identifying the exact reforms that are required in improving the quality of governance. The key issue that prohibits an informed approach to governance reforms relates to the absence of objective and measurable data on the quality of governance, particularly at the sub-national level. There is an urgent need to develop a credible framework for assessing quality of governance in various States that could possibly provide an agenda for governance reform. Such an assessment would contribute to public debate and raise consciousness, while also helping to identify reform priorities and to monitor their progress.

To be effective, however, the assessment process should involve wide public consultations, preferably at national level. Although the discourse and practice on governance has been lead by international donor agencies, it is too important an issue to be left only to them to define and determine. Local stakeholders must be brought into provide a complimentary and contrasting perspective. Only then is governance likely to become a concept that is relevant to the concerns of the people of the country. That is, while we may draw upon international experiences and knowledge from around the
world, the process of assessment should be nationally owned and based on inputs from primary stakeholders and reliable secondary databases.

The role of users of governance indicators is vital because governance, or at least good governance, is essentially demand driven: other things being equal, the governed will get the quality of governance that they demand. Governance will be democratic, responsive to the needs and interests of the governed, honest, transparent and accountable if, and only if, citizens from all significant social groups demand that it be so. However, governance indicators have primarily been used at the international level by international donor organisations. Primary users of the governance indicators are not the governed within, but people and organizations from outside the countries concerned. If any governance assessment is to contribute directly to improved governance, the primary user group should be citizens of the countries. Those users should represent the entire spectrum of the governed, including women and the poor. Governance, indicators therefore need to incorporate a strong role for the governed in their design and use. If governance is important to citizens, it is more important for the poor and disadvantaged. The influential and the well-to-do can and do find their way around ‘poor’ governance. It is likely that they are part of ‘poor’ governance system and benefit from it. It is the poor who depend upon governance arrangements for primary medical care, education, transport and livelihood opportunities. Governance has to be seen from the perspective of the poor and weak, women and children and minorities. This will require changes in both the nature of governance indicators, and in the capabilities of users. The objectives of good governance can only be achieved if governance indicators are pro-poor and gender sensitive, as well as user-friendly and designed to meet the needs and match the capabilities of a diverse range of users among the governed.
Although governance has been defined variously by different people depending upon the context and perspective, there is agreement over the broad elements of governance. While Webster’s Dictionary defines governance simply as the act of governing or exercising authority, other definitions are more elaborate. Some of the definitions narrate as to how the word governance extends its scope and meaning in terms of its services to the citizens.

Governance relates to the management of all such processes that, in any society, define the environment which permits and enables individuals to raise their capability levels, on one hand, and provide opportunities to realise their potential and enlarge the set of available choices, on the other. (Tenth Five Year Plan)

Human Governance is governance dedicated to securing human development. It must enable the State, civil society and the private sector to help build capacities, which will meet the basic needs of all people, particularly women, children and the poor. It requires effective participation of people in state, civil society and private sector activities that are conducive to human development (HDR).

Based on the recent analytical research, we define Governance as the process and institutions by which authority in a country is exercised. Specifically, governance is: (i) the process by which governments are selected, held accountable, monitored, and replaced; (ii) the capacity of governments to manage resources efficiently, and to formulate, implement, and enforce sound policies and regulations; and (iii) the respect for the institutions that govern economic and social interactions among them. (Kaufmann, Recanatini and Biletsky, World Bank)

Governance is a system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among
the state, civil society and private sector. It is the way society organizes itself to make and implement decisions - achieving mutual understanding, agreement and action. It comprises the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. It is the rules, institutions and practices that set the limits and provide incentives for individuals, organizations and firms (UNDP)

Governance concerns the state’s ability to serve the citizens. It refers to rules, processes, resources and behaviors by which interests are articulated, resources are managed, and power is exercised in society. The way public functions are carried out, public resources are managed and public regulatory powers are exercised is the major issue to be addressed in this context (European Commission Communication on Governance and Development)

Governance is the manner in which power is exercised in the management of a country’s social and economic resources for development. Governance means the way those with power use that power. (ADB)

Governance refers to the handling of rules or norms that guide each stage or arena in the political process. As such, governance is connected to rules-in-use i.e. formal or informal rules that apply to how issues emerge in the public and are handled by the political system. More specifically, governance is defined as the formation and stewardship of the rules that regulate the public realm – the space where the state as well as economic and social actors interact to make decisions. (World Governance Survey, United Nations University)

Governance refers to the process whereby elements in society wield power and authority, and influence and enact policies and decisions concerning public life, and
economic and social development. (*The Governance Working Group of the International Institute of Administrative Sciences 1996*)

Governance is the process whereby *societies or organizations make important decisions, determine whom they involve and how they render account*.* (Institute on Governance)

…the view in the present report is of governance as *the process by which the institutions charged with achieving development do their jobs.* This includes nongovernmental organizations, civil society organizations, and private firms as well as the public sector or state. (*The State of Governance in Bangladesh 2006, Centre for Governance Studies, BRAC University and BRAC Research and Evaluation Division*)

At one level, it (governance) concerns *political and electoral reform.* At another level, it concerns *interface between administration and citizens.* At a narrower level, it means the *law and order and justice system.* Governance is distinct from government, and is *the process through which various stakeholders articulate their interests, exercise their rights, and mediate their differences.* (From *Agenda for Good Governance* ed. Bibek Debroy)

It may be seen from the above definitions of governance that there are some elements that are common across all / most definitions and these can be broadly organized under the following two categories:

*a. Exercise of power and authority*

- process and institutions by which *authority in a country is exercised*, how governments are selected, held accountable, monitored, and replaced;
• a system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector
• the space where the state as well as economic and social actors interact to make decisions.
• the process whereby elements in society wield power and authority, and influence and enact policies and decisions concerning public life, and economic and social development

b. Government’s ability and capacity to effectively fulfill its mandate
• the state’s ability to serve the citizens
• capacity of governments to manage resources efficiently and to formulate, implement, and enforce sound policies and regulations;
• government / state’s ability to serve the citizens by providing speedy justice, education, health care and sanitation, social and physical infrastructure, law and order, and so on.

The first set deals with how power and authority are exercised by different sections within the society. This dimension is inclusive in the sense that it is about governance in society at large; it is the space various stakeholders viz. the state, citizens, civil society and the private sector give each other in managing their affairs and interests. In this sense, all of them not only have a stake in governance but they are also responsible for the state of governance because governance is as much about enforcement and regulation as voluntary compliance with law. This definition emphasizes on processes, rules and institutions that guide different groups in the society in articulating and mediating their interests. When one of the players exerts more authority at the expense of the others, it adversely affects the governance. The cases of the executive exercising authoritarian power and consequential effects on the governance are too well known to need elaboration. Similarly, the private enterprises wielding undue
influence over the government policies could be equally damaging to the larger public interest. The second aspect of governance emphasizes the government’s ability to deliver services within its purview. It is about the capacity of the State and its various organs and instrumentalities in managing financial, human and natural resources in order that they provide effective services to the citizens. Thus there are two basic aspects of governance that are clearly understood and acknowledged by different definitions and models and this must be duly recognized while developing the indicator framework. The efforts could, therefore, be directed towards better understanding of institutional linkages between different actors on the one hand and enhancing policy implementation on the other. Most governance models, particularly those promoted by donor agencies, do not address the second issue adequately. The governance framework proposed in this report seeks to redress this imbalance by according more emphasis on the state’s ability to serve the citizens, particularly those who are economically and socially disadvantaged.

3.1.1. Governance and Development

There is a general agreement that the quality of governance matters for development outcomes. While few deny the significance of governance variable, it is not clear as to how and when governance makes a difference to the country’s development. What is the relationship between quality of governance and growth? According to Kaufmann and Kraay, while better governance tends clearly to promote economic growth, growth per se does not tend to promote better governance (Christine Arndt and Charles Oman, 2006). There are some who argue that strong long term growth could be result of powerful vested interest groups building up at the expense of governance. As a matter of fact, countries with poor governance (rule of law, participation, etc.) such as China and dictatorships of south-east Asia had achieved spectacular economic growth in
1970s and 1980s. Based on the experiences such as above, some have argued that democratic governance often inhibits growth as it diverts resources from investment to consumption. There are others who cite examples of India and the US, both well-functioning democracies, to point out that democracy is more conducive to long term growth. The connection between governance and poverty reduction is, however, somewhat tenuous. On the one hand, there is empirical evidence to suggest that weak governance reinforces poverty. On the other hand, the link between governance and poverty reduction is accorded a priori status i.e. it is simply assumed to be true. In the absence of conclusive studies, we might have to assume that the link exists sometimes and at times it does not. It may turn out to be the case that good governance is sometimes correlated with, but is not necessary condition for, poverty reduction. (Suchitra Punyaratabandhu, 2004). It appears that positive developmental outcomes depend upon many factors one of which is good governance, which also may not always be directly correlated. At the same time, one must recognize that some aspects of governance impact development more than others. For example, poor capacity of the government (in terms of number and competency of personnel) can considerably slow down development as has been seen in some States.

Similarly, corruption is known to have enormous adverse impact on development. Besides hampering growth, corruption has also been shown to increase income inequality and poverty because it results in poor targeting of social programmes, unequal access to education, reduced social spending and higher investment risks for the poor. In a recent study, Kaufmann *et al* (1999) show that corruption is associated with an increase in infant mortality and a reduction in life expectancy and literacy. Similarly, the UNDP’s Human Poverty Index (HPI) is negatively related to indices of governance and
corruption, even after controlling for GDP per capita. Li et al examine the effects of corruption on income inequality, as measured by the Gini coefficient. An increase of one standard-deviation in corruption raises the Gini by roughly five points. The problem seems to be that there are very few studies which have actually attempted to explore the various channels through which governance impacts development outcomes. While subjective indices demonstrate a causal link with development outcomes, the knowledge of underlying mechanisms remains weak. For instance, indicators such as rule of law, corruption, and political instability are correlated with health, nutritional and educational outcomes but there is little insight on how such outcomes are generated. It is very likely that such correlation between governance indicators and development outcomes operates through higher per capita incomes. It appears that our current knowledge has not gone much farther than simple associations and correlation. All we know is that countries with better governance also happen to be those with better social indicators. (Adeel Malik)

The idea that quality of governance contributes to improved human well-being and sustained development has gained widespread recognition in the past decade and a half. Whether or not there is a direct correlation between good governance and improved human well being, experience shows that chronic poverty is generally associated with poor governance. As a matter of fact, the concern for quality of governance arose in the 1990s in the wake of persistent poverty which was seen to be a result of inefficient and poor use of public funds, endemic corruption and poor service delivery in many third world countries. The concept of governance received greater attention as multilateral agencies such as the UNDP and the World Bank discovered that successful development required reforms in political and administrative regimes. While the way governance is
defined by different institutions and countries differ, they all underline the critical importance of the quality of institutions and public management in service delivery.

There are three key realizations implicit in the governance approach. Firstly, it signals a conscious shift from technocratic and apolitical development paradigm to one which is dynamic and inherently political. Secondly, it recognizes that good governance is more than good government. It involves the articulation between the state (at all levels) and other stakeholders within the broader society. Thirdly, governance goes beyond the management’ doctrine by attempting to address institutional issues.

In India, the quality of governance is reflected in its many remarkable successes as in the significant failures that it has had to contend with. The ability to forge unity despite its diversity and build a functioning, vibrant and pluralistic democracy is, perhaps, the single most important achievement of democratic governance in India. The functioning of democratic institutions, a vibrant market economy, an active civil society and a fearless and independent media are other notable achievements. Simultaneously, India continues to make rapid strides in its fight against poverty; and access to basic services such as healthcare, primary education and food security is today almost universal. At the same time, there have been many shortcomings. Development outcomes have been less than optimal and poverty eradication continues to be a core development issue with nearly a quarter of the Indian population living below the poverty line. Employment growth, particularly in the private organized sector, has been limited. Major fiscal imbalances, regional disparities in development and poor law and order are very important issues in many States. Delivery of public services remains inefficient and vulnerable sections of society including women, children, schedule castes, schedule tribes and minorities remain marginalized in many parts of the country. These
aspects are all manifestations of poor governance in political, economic or public administration domains.

3.2. Importance of Administrative Reforms

Integrating institutional reforms in local governance with economic reforms was Gandhiji’s far-sighted vision of ‘Poorna Swaraj’. Economic reforms and local government empowerment are the two great initiatives launched in the 1990’s. Economic reforms have taken roots over the years and have yielded significant dividends in the form of enhanced growth rate, bulging foreign exchange reserves and availability of a variety of goods and services. The freedom and choice resulting from the reforms have built a broad national consensus across the political spectrum ensuring their continuity. Local government empowerment too is broadly accepted as a vital principle and all parties are committed to it. But, in practice, real empowerment as envisaged has not taken place.

Decentralization, downsizing, cutting red tape, human resource management, more responsiveness to the higher civil service to the elected and appointed officials, merging policy and operations, changes in budgeting systems and performance measurements are essentially the positive achievements of the reforms. Strategies of reform are varied and vivid. Democratization, equity, empowers employees, greater autonomy, public accountability, social welfare, managing for outcomes, regulation and control are the essence of strategies of reform. The joint effect is ‘reform’. In view of the liberalization and globalization, governments are going to reforms in order to present good governance (good administration). “There have been periodic efforts for administrative reform, based upon the recommendations of autonomous Administrative Reforms Commission’s consisting quasi, political and non-bureaucrat members”. The efforts towards reforms have to be deliberate and it should be towards a desired change.
These reforms are aimed at metamorphosising of ideas and practices of traditional customs and services. It has been identified and felt that there is universal unhappiness with the existing administrative systems in general. Public institutions established during colonial rule failed to keep abreast with the changing times. Several aid-giving bodies like the IMF, World Bank, Common Wealth and United Nations commissioned studies and recommended number of strategies for administrative reforms. They include “liberalization, deregulation, downsizing the public sector, shrinking bloated public organizations, privatization, de-bureaucratization, civil services reforms, budget reforms, performance measures, business like management, long term transparency, computerization and mechanization and greater productivity, efficiency and accountabilities.”

In a nutshell,” the civil service lacked the ability to focus on clients and manage operations efficiently and to provide sound and unbiased policy advice. It is thought to sabotage new programs, and undermine attempts at major policy choices and administrative reforms in general. Thus, the fundamental task of a reformer is to regain control over the public sector and exercise greater control over the broad policy agenda. The politicians made it clear that they wanted doers not thinkers. They felt that they themselves had the policy answers. Officials understood the message and develop a tendency to recommend safe policy options and what “Politicians would wear”. As such, in effect the senior civil service has been the target of administrative reform.” It is argued that two swings, one upward from national governments to international organizations and the other downward form national governments to grass-roots non-governmental
organizations, are the keys to understanding the challenges that confronted public administration in the 1990’s.⁴

3.2.1. Classification of Reforms

The present reforms are completely different and appear to be “episodic”, aiming at “reorganization” and “reengineering” of public administration. These do not pertain to a simple administrative system of a single country. It is a worldwide phenomenon, mainly suggested by international organizations based on principles of new economics fully supported by almost all political parties and groups, including the trade unions. There is not much resistance from any particularly known quarter; it seems appreciated by the people at large”. It is observed further that, “the intensity of change in fact, is indeed more political and economic than administrative. The new right criticized the existing old order. The strongest political impulse for every phase of administrative reform came from the “new right,” while defenders of the old order had themselves been weakened and divided. Administrative reforms are classified into 3 categories: i) those that term out to be strictly tied to and shaped by a simultaneous constitutional revision: ii) those encouraged by economic models, promoted in particular by the desire to open up public service to the logic of market or to connect the provision of public service to the financial needs of the state and iii) those encouraged by renewed attention to the rights of each citizen, considered to be an aware and sovereign subject, who looks to the administration for the satisfaction of his or her individual needs.”

3.2.2. Background to Administrative Reforms

Democratic development reforms were started during the period of 1950’s early 1960, and the principal challenge of administrative reforms faced by independent India was to reorient the bureaucratic apparatus to the tasks of adapting it to a parliamentary federal constitution and undertaking the responsibilities of promoting electoral democracy and economic development with justice and equity. The details of the setting up of legislative committees and public service commissioners at the union and state levels as also new constitutional and legislative frameworks of relations among the union, state and local governments need not detain us here. The earliest phase of survey of administrative reforms would also be rather rapid in the interest of greater focus on subsequent phases and those immediately preceding from the present. Notable contributions to the thought on administrative reforms were made by the commissioned Reports by a committee appointed by the planning commission and chaired by A.D.Gorwale, a retired ICS officer and Paul H.Appleby, an American expert of Public Administration Gorwala submitted ten reports: Report on Public Administration (1951). So did Appleby: Public Administration in India- Report of a survey (1953) and Re-Examination of Indian’s Administrative system with special Reference to Administration of Governments Industrial and Commercial Enterprises (1956). Gorwala Committee reports formalized the ideas and institutions about Prime Minister Jawaharlal Nehru’s Policy of planned economic development in the context of a ‘Mixed’ economy with a dominant state sector allowing some space to private enterprises as well.

The Appleby report contained general public administration. The main recommendations of these reports were the establishment of a semi-governmental Indian institute of Public Administration in New Delhi, the setting up of organization & Method
(O & M) divisions at various levels of governments, and the streamlining of recruitment and training of administrators and their relationship with the parliament /state legislatures planning commission and the comptroller and auditor General of India. These reforms were immediately implemented.

3.3. Administrative Reforms – Initiatives of Government of India

The Bureau of Public Enterprises was established in the Ministry of finance, which became the department of Public Enterprises in 1985. This early phase of political and economic development in independent India is also notable for establishing the basic framework and tradition of free and fair elections conducted by a constitutionally entrenched autonomous election commission of India, a progressive set of a labour laws, reservation for scheduled castes and tribes and other back ward classes, Poverty Alleviation programmes (PAP) and a welfare state in promise envisaged in the directive principles of state policy of the constitution, and statutory institutions of local self-government in rural and urban areas. These features mark out India as a democratic developmental state as distinguished from the developmental states sans the concomitant democratic component in East Asia.

3.3.1. Millennium Development Goals (MDG’s)

At the international level, the Millennium Development Goals and targets come from the ocillennium Declaration signed by 189 countries, including 147 heavy state in September 2000. The goals and targets are inter related and would be seen as a whole. They represent a partnership between the developed countries and the developing countries determined as the declaration state that “to create an environment at the National and global level alike- while conducive to development and the elimination of poverty”. MDG’s has been in this form, to understated the spirit of goals and targets to 1)
eradicate extreme poverty and hunger, 2) achieve universal primary education, 3) promote gender equality and empower women, 4) reduce child mortality, 5) improve maternal health, 6) combat HIV/AIDS, Malaria and another diseases; 7) ensure environmental sustainability and 8) develop a global partnership for development.

3.3.2. Implementation of the 74th Constitutional Amendment Act (CCA)

Since the early 1990s Government of India1 (GoI) has undertaken several initiatives aimed at decentralizing urban governance. The 74th Constitutional Amendment Act (CAA) was one such initiative, which recognized urban local bodies (ULBs) as the third tier of urban government by assigning them specific civic functions. The 74th CAA requires the state governments to amend their municipal laws in order to empower ULBs “with such powers and authority as may be necessary to enable them to function as institutions of self governance”. One of the mandatory reforms under JNNURM is the implementation of the 74th Amendment in its letter and spirit. The Constitution (74th Amendment) Act, 1992 provisions, provides a basis for the State Legislatures to guide the State Governments in the assignment of various responsibilities to municipalities and to strengthen municipal governance. Accordingly, several State Governments have amended their Municipal Acts/Laws/Legislations so as to bring these in conformity with the Constitutional provisions. While state governments ratified the 74th CAA they have found it difficult to implement its provisions in totality.

Reform Components

The 74th Amendment envisaged that functions, funds and functionaries should be transferred to municipalities so as to make them units of self-government. That is the essence of the Amendment. State governments need to amend their municipal laws to make that happen. Moreover an attitudinal change is called for in the state governments
to look at an urban local body as means to strengthen governance in their state and not as their adversary. Having emerged as the third tier of government in India, municipalities now must own “the political accountability” for the roles assigned to them under the 74th Amendment and JNNURM, and share the “technical, financial, and administrative accountability” with others to whom they may assign their techno-economic roles. The implementation of 74th CAA should include the following legal and institutional reforms:

- **Constitution and Government**, covering constitution (through State Election Commissions) and composition of Municipalities, Wards Committees, Ward Committees and/or Area Sabha

- **Functional Domain of Municipalities**, including transfer of functions and staff from other levels of government and other bodies,

- **Municipal Finances**, including inter-government transfers through State Finance Commissions, including enhancing the internal resource generating capacity of the municipalities to cover the revenue expenditures,

- **Provisions or Enabling Provisions for Supply of Civic and Urban Infrastructure**, enlarging the scope for delivery of civic and urban services not only by municipalities but also by state government departments, their agencies, parastatals and even through public-private partnerships and

- **Development Planning** including inclusive planning for the poor, and their access to urban and civic services.
• **Institutional structures**, provisions for creation of institutions like State Election Commission State Finance Commission, District Planning Committee; Metropolitan Planning Committee

*State Level Reform under JNNURM*

The functional devolution to ULBs hasn’t been supported by adequate transfer of revenue sources. Further, the financial autonomy of ULBs has been undermined as they have to seek state government approval for any revisions in tax rates and user charges and have limited powers to institute new taxes. The existing legal framework as defined by the state municipal acts was not conducive for implementing the provisions of the 74th CAA in its true spirit. Implementation of 74th CAA is required for following reasons:

• Urban Decentralization needs to empower ULBs with many more powers and functions to operate as independent levels of government.

• Such increased autonomy also needs to be complemented by appropriate accountability. This accountability needs to be directly to the citizens themselves, rather than to another level of government. Hence, formal mechanisms for such citizen-centric accountability need to be created, along with reforms in urban decentralization.

• From the citizens’ perspective, there need to be more opportunities to participate in local governance at many levels: in budgeting, planning, land use and zoning issues, and so on. Creating this opportunity to participate also complements the accountability issue mentioned above.
• A consistent mechanism for participation, planning and decentralization across urban local governments will enable easier coordination at the regional planning level, through the District Planning Committees (DPC) and Metropolitan Planning Committees (MPC) that have been envisaged in the Constitution.

• Strong accountability mechanisms are also required on financial and operational management of the ULBs: budgeting, audits, presentation of financial statements to the public, performance measurement indicators and so on. Here again, the primary focus of these instruments needs to be citizens and users of public services, rather than other levels of government: i.e. accountability outward to citizens, rather than inward within government.

3.3.3. The Mandatory Reforms, 74th CA and JNNURM

(1) article 243Q OF THE 74th Amendment whereby Municipalities shall be constituted at three levels all over India, namely, Nagar Panchayats in areas in transition from rural areas to urban areas; Municipal Councils in smaller urban areas, and, Municipal Corporations in larger urban areas

(2) article 243Q(2) whereby the classification among the above mentioned categories shall be done having regard to

i. population of the area
ii. density of the population therein
iii. the revenue generated for local administration
iv. the percentage of employment in non-agricultural activities
v. the economic importance, or
vi. such other factors as the Governor may deem fit
(3) **article 243R(1)** whereby all the seats in a Municipality shall be filled by persons chosen by direct election, conducted vide **article 243ZA** by the State Election Commission, constituted under **article 243K** both for Municipalities and Panchayats, from the wards into which each municipal area shall be divided

**article 243R(2)** provides an option to the State Legislature (i.e. the State Government) to provide representation in a Municipality of –

i. Persons having special knowledge or municipal administration …. with no voting rights experience in

ii. MPs, MLAs & MLCs, and .. with voting rights

iii. Chairpersons of Committees constituted ….”under clause 5 of article 243S on “Constitution and composition of Wards Committees” or other Committees

3.3.4. Community Participation Law

Also, according to a JNNURM mandate, a Community Participation Law shall be enacted in each State to institutionalize citizen participation in all urban areas through **Area Sabhas**

(4) **article 243T** provides that seats in each Municipality, and for Chairpersons thereof, shall be reserved for the Scheduled Castes, the Scheduled Tribes and women, and may be reserved in favour of backward classes of citizens, as per the norms specified therein

(5) **article 243U** stipulates that each Municipality shall enjoy a term of 5 years and no more, provided that if a Municipality is dissolved, subject to the conditions as specified the election to constitute a new Municipality shall be held “before the expiration of a period of six months” from the date of its dissolution
(6) **article 243Y** provides that the Finance Commission constituted under **article 243-I** shall also review the financial position of the Municipalities besides that of the Panchayats, and make recommendations to the Governor for the distribution between the State and the Municipalities of the net proceeds of the taxes, duties, tolls and fees livable by the State as also the assignment of or appropriation of taxes, duties, tolls and fees by the Municipalities, or of the grants-in-aid from the State and on the measures needed to improve the financial position of the Municipalities **article 280** as amended, further provides that the (Central) Finance Commission shall have the duty to make recommendations to the President on the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Municipalities in the State on the basis of the recommendations made by the Finance Commission of the State.

(7) **Articles 243ZD and 243ZE** provide that a *Committee for District Planning* in each District, and a *Committee for Metropolitan Planning* in every metropolitan area shall be set up, subject to the conditions that:

i. In the case of *District Planning Committee* not less than *four-fifths* of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district

ii. In the case of a *Committee for Metropolitan Planning*, not less than *two-thirds* of the members of such Committee shall be elected by, and from amongst, the elected members of the Municipalities and Chairpersons of
the Panchayats in the Metropolitan area in proportion to the ratio between the population of the Municipalities and of the Panchayats in that area.

Thus, the people’s representatives would, henceforward, have a predominant say in all planning matters.

3.3.5. City Planning Functions:

The mandatory reforms under JNNURM also endorse meaningful association and engagement of ULBs in city planning function and planning functions of parastatal.

Defined to be an area having a population of ten lakhs or more comprised in one or more districts and consisting of two or more Municipalities or Panchayats or other contiguous areas as specified by the Governor.

3.3.6. Salient Features of Model Municipal Law (MML)

In this context, the Ministry of Urban Development prepared and circulated ‘Model Municipal Law’ with an objective to facilitate implementation of the 74th CAA provisions. The MML aims at facilitating state governments to amend their municipal acts such that they can institutionalize reforms aimed at empowering ULBs and enabling them to function as institutions of local government consistent with the provisions of the Constitution (Seventy-fourth Amendment) Act, 1992. The MML serves as an illustrative example of how, state governments can orchestrate their legal framework guided by their own choices. The main objectives of MML are:

- Reflect the full spirit of the Constitution (seventy-fourth) Amendment Act;
- Empower local bodies administratively and financially such that they are equipped to perform their functions;
• Enable the introduction of reforms with particular reference to allowing and promoting private sector participation, innovative methods of revenue generation, resource mobilization and sound financial and environment management; and

• Incorporate tools such as transparency and accountability and wider civic participation that would strengthen good urban governance in municipal bodies of the country.

This Municipal Law can serve as an illustrative example as to how, based on a given set of policy postulates, with its various dimensions, and the consequent legislative scheme, the legal framework may be developed which may be adapted and adopted by any State Government based on its own choices from the several policy options and facilitate adoption of a State-specific policy agenda, which together with the “Municipal Law” may help any State Government in reinventing municipal government, to respond to the challenges of the decades ahead.

**Constitution and Government**

• Executive powers vested with Empowered Standing Committee

• Five-year term for Mayor/Chairman

• Provision for wards and ward committees

• Functions classified in terms of core, assigned by government, and others

• Dissolution of elected council only after review by a committee

• Re-election of dissolved council within six months

**Financial Management**

• State government to prepare municipal accounting manual

• Municipalities to prepare annual balance sheets

• Provision for appointment of a Municipal Accounts Committee
• Provision for appointment of chartered accountants as auditors
• Capital and revenue heads to be separated out in municipal accounts
• Separate accounting heads proposed for water supply, roads, etc.
• Annual subsidy and environmental status reports
• Annual inventory of municipal properties
• Comprehensive debt limitation policy by state government
• Enabling access to capital markets and financial institutions for capital investments

**Municipal Revenue Generation**

• Property tax (PT) assessment system on area or capital value basis
• Provision for self-assessment system for PT
• Unique property numbering system
• Reference to implementation of SFC’s recommendations

**Urban Environmental Infrastructure and Services**

• Participation of private sector, NGOs, and CBOs in delivery of services
• Service charges to reflect O&M and capital costs
• Provision to meet the Hazardous and Bio-medical Waste Handling Rules of MEF, GOI
• Provision to meet the Solid Waste Handling Rules of MEF, GOI
• State-level regulatory commission on municipal services

**Others**

• Representation to municipalities on District/Metropolitan Planning Committees
• Provision for implementation of development plans by Municipalities
• Easy planning approvals to small-sized buildings designed by architects
3.4. Steps to implement the reforms

State Level

- Clear the ambiguities in appreciating the policy framework and promoting the understanding of the 74th Amendment and the JNNURM mandates through municipality-wise workshops,
- State governments should set committees to review existing acts and prepare a state-level agenda;
- Finalize state-level agenda;
- Make enabling provisions in the law for provision of civic and urban services so as to facilitate the participation of other government departments/agencies, NGOs and public-private partnerships, for assuming the responsibilities for performance of the assigned functions
- Ensure that the legislative processes are within a rigid time frame completed for amending/framing new municipal which must be within the laws, including those for reforms in accountancy
- Constitute the municipalities at the three levels having regard to the new criteria for municipalization as specified in the law.
- Make provisions in the law for powers and authority necessary to be devolved to the Municipalities. The yardstick for devolution is to enable Municipalities to function as institutions of self-government.
- Devolution is also to include performance of functions and implementation of schemes in relation to the matters listed in the 12th Schedule. The 12th Schedule lists 18 subjects.
- Devolution has to include the preparation of plans for economic development and social justice.
- Delegate financial powers and functionaries to municipalities and also constitute State Finance Commissions Constitute the State Election Commission, State Finance Commission
- Ensure regular Municipal elections.
Municipal Level

- Undertake and complete the delimitation of wards
- Conduct municipal elections at five yearly intervals, or for filling vacancies for the remainder term
- Provide for special interest groups, by nomination, as provided in the law
- Elect the Chief Councilors and the Deputy Chief Councilors for the three levels of municipalities and constitute the Political Executives, if so provided for in the law
- Constitute Wards Committee(s) if so provided for in the law.
- Constitute a Ward Committee and/or an Area Sabha in each ward depending upon the demographic profile of the city
- Constitute other committees, namely, the Standing Committee(s), Subject Committee(s), Adhoc Committee(s), Joint Committee(s) or Municipal Accounts Committee, if so provided for in the law.

3.5. People’s Participation in Development Administration:

‘People’s participation ‘at the assumption level occupies an institutional based in the total process of development. The growth model of development failed to provide the desired services to the masses. Consequently from the later 1970’s the emphasis was laid on people participation in planning, administration and in areas that impact their lives. In political and administrative literature, people’s participation is defined in terms of the ends; participation is defined in terms of the ends, which it is supposed to serve. Participation is involvement by local population and at times, additional stakeholders in the creation, context and conduct of programme a policy designed to change their lives. Built on a belief that citizens can be trusted to shape their own future, participatory development uses local decision making and capacities to steer and define the nature of an intervention. Finally, people’s participation in development administration means the
direct involvement of people in the process of administering development programmes meant for bringing about socio-economic changes in society\(^5\).

3.6. Administrative Reforms for Urban Poverty Alleviation – Certain Strategies

An attempt is made to present the historical perspective dealing with urban poverty alleviation programmes at the Global level and also at the National Level in order to understand the situation that awaits redressal by the governance which has to initiate and make reforms (changes) to introduce or inject wherever necessary for the smooth conduct of UPA programmes. Before going to this framework activity, one should understand the necessity of such points to take up for redressal. At the preliminary level, we have to examine further critically from 1958 to 2010 in India relating to UPA programmes. First part deals with the review and the second part deals with the reforms and Acts that were sought to amend them suitably for convenience to augment the programmes. Urban Poverty Alleviation components are presented in fig.3.1. in order to understand the process hitherto. There is every need to examine the committees and their reports for critical appraisal. The following items are broadly considered for structural reforms.

“"The Preamble of the constitution is committed to fulfill the promise of building sovereign, socialist, secular, democratic republic and to secure all its citizens justice social, economic and political liberty of thought, expression, belief, faith and worship, equality of status and of opportunity and to promote among them all fraternity assuring the dignity of the individual and the unity and integrity of the nation". The G.O.I as part of its commitment for the social justice created ministry of welfare of scheduled castes,

scheduled tribes, minorities and other backward classes which were dealt initially by the ministry of home affairs and the welfare of the disabled and programmes of social defense from review of the implementation of the plan schemes, the erstwhile ministry of social and women’s welfare and also rechristened as ministry of social justice and empowerment in the year 1998. The G.O.I formulated and implemented various social development programmes which are presented in chapter 2.” In this chapter reforms and legal-frame work which led even to the amendment of the constitution 74th CA has been presented.

3.6.1. **State Level Reforms**

- Implementation of decentralization measures as envisaged in Seventy Fourth Constitutional Amendment. States should ensure meaningful association/engagement of ULBs in planning function of Parastatals as well as delivery of services to the citizens.

- Rationalisation of Stamp Duty to bring it down to no more than 5% within the Mission period.

- Enactment of community participation law to institutionalize citizen participation and introducing the concept of the Area Sabha in urban areas.

- Assigning or associating elected ULBs into “city planning function” over a period of five years; transferring all special agencies that deliver civic services in urban areas and creating accountability platforms for all urban civic service providers in transition.

3.6.2. **Optional Reforms**

- Repeal of Urban Land Ceiling and Regulation Act.

- Amendment of Rent Control Laws balancing the interest of landlords and tenants.

- Enactment of Public Disclosure Law to ensure preparation of medium-term fiscal plan of ULBs and release of quarterly performance information to all stakeholders.
• Revision of bye-laws to streamline the approval process for construction of buildings, development of sites, etc.

• Simplification of legal and procedural frameworks for conversion of agricultural land for nonagricultural purposes.

• Introduction of Property Title Certification System in ULBs.

• Earmarking at least 20-25% of developed land in all housing projects (both Public and Private Agencies) for EWS/LIG category with a system of cross subsidization.

• Introduction of computerized process of registration of land and property.

• Revision of bye-laws to make rain water harvesting mandatory in all buildings to come up in future and for adoption of water conservation measures.

• Bye-laws on reuse of recycled water.

**Committee of Poverty Reduction, December, 2007** has identified the need and explained that urban poverty has become a major challenge for policy makers in the Asian and Pacific Regions in view of its growing urbanization trends and that urban poverty is different from rural poverty wherein the services to urban poor are also to be provided on par with other cities of the city.

**In Development as Freedom, Sen (1993)** defines poverty as the deprivation of basic capabilities that provide a person with the freedom to choose the life he/she has reason to value. These capabilities include good health, education, social-networks and command over economic resources and influence on decision making that affect one’s life. Further, it has been identified that Urban Poverty requires the urgent attention of policy makers and cautioned that unless urban poverty is addressed, continued urbanization will result in increased urban poverty and in-equality and added that this may have profound consequences for the city as a whole growing inequalities constrain its abilities to prosper and effect relations between the different economic groups leading
to insecurity or major conflicts. This is an indication that the policy makers of India particularly dealing with urban poverty alleviation to make viable policies and strategies for implementation on mission mode approach and to make holistic efforts to alleviate urban poverty.

Loughhead. S. Mittal, O and word Geof (2001) were authored the work on “Urban Poverty and Vulnerability in India” DFID, U.K and brought-out from a Social Policy Perspective, and also stated the vulnerability of communicable diseases to effect the poor apart from availability of other basic services including health, education, and cautioned that such scenario would lead to discriminations practices and may cause law and order problems against the failure of urban managers to keep pace with the demands of growing settlements. It explained the scenario of poor how they are living in hazardous conditions and the need for social action to ensure social protection.

Vishal. U (2001), Outcome Evaluation of UNDP India’s Energy and Environment and Poverty Reduction Programmes, UNDP is an important study. In this study, the author has referred to certain challenges and called for synergy between poverty and environment. This has been prioritized by Government of India, such as inclusive growth, effective implementation of government policies and programmes to reduce disparities and poverty through pilots and innovative models as identified in the 11th five year plan as priority and has further stated that for inclusion of poor women and men from S.C and S.T groups, minorities and the displaced shall be the focus in terms of poverty reduction.

3.7.1. Strategies

(1) The National Strategy for Urban Poor has stated the strategy for setting up a state level livelihood mission and categorically stated that Social Mobilization alone is not
enough but there is a dire need for action towards natural resource management, livelihoods and micro enterprises. (2) This may help and be effective for sectoral integration and poverty alleviation. (3) The pre-requisite for success of the programme capacities to understand the poverty alleviation strategies particularly promoting livelihoods besides building the capacities of the functional specialist. The urban poverty in India will be accelerating in view of the ongoing urbanization trends and it shall be the increasing importance of the governments to handle the urban poverty involving the community in the management to ensure sustainability and to promote local welfare activities for which the community also be needed to build with capacity building activities and technical knowledge of poverty alleviation”.

Kausik Bandhopadhyya (2007),” Poverty in India and Pro-Poor Growth in India, Asian Institute of Transport Development, New Delhi, indicates that human beings have to fight poverty and many other afflictions and adversaries and that the poverty perhaps will be the most challenging. The author has identified that the key to poverty alleviation is to provide connectivity to the citizens. The interventions of the government and the policies failed to reach the intended beneficiaries as they are not demand driven and lacked transparency and accountability and non-participatory nature of functionaries of those programmes. Lacuna prevalence of rampant corruption in operation of National Programmes, lack of adequate staff and lack of innovativeness are some of the reasons for failure of the programmes.

UNDP India – MHUPA, Government of India Terminal Evaluation for National Strategy for Urban Project is an important report. This report deals with the evaluation of several projects undertaken by the Government of India in general and states that, most of the programmes are very satisfactory and advises that critical success
factors for any of the programme will be in the convergence of interested partners and enhanced understanding of the network of developing livelihoods among the poor as a special focus. Finally stated that the MHUPA should develop and implement comprehensive scale up and transit strategy, while UNDP to develop, design guides and protocol for convergence and linkages between ongoing projects”.

Logori Research Study (2005),” Innovative approach’ to poverty reduction experiences of India and Indonesia, Society for development studies, Indonesia assumes importance. The author reports particularly to introduce innovative approaches in poverty reduction in view of the poverty issue have been globalised with the millennium development goals. It advocates that rather than strategies to accelerate progress towards the goals, we need strategies to achieve the goals and felt the need for innovative ideas that fit into local specific dynamics of poverty and related challenges. it has made a comparison of incidence of poverty between India and Indonesia where the incidence of poverty is 26 and 23 percent respectively and explained the major operational constraints in implementation of poverty alleviation programs,. This report pointed out that low awareness of the principle of the pro poor development, target driven focus on numerical coverage and not on sustainable impact, resource supply driven, not need driven, sustainability issue not linked to activities negligible coordination and ineffective convergence, institutional network a totally top down infrastructure, non availability of monitoring and evaluation mechanism, poor professional capacity at designing and implementing points, financial component is generally inadequate, disbursements are not timely and recovery system remained as notional. The report recommended for building trusts among local communities and local government, shift from centralized approach to decentralized approach in terms of decision making and management, recognizing the
Inefficiency of public sector approach to poverty reduction in terms of fulfillment of targets, introduction of multidimensional integrated strategy, development of situation specific norms that can suit to socioeconomic and development scenario, encouraging local communities and local governments, to contribute to the financing of the programme and wind out the subsidy syndrome and finally to develop local database for designing programmes and building up a strong amending system with active involvement of the committee which can develop live data.

In fact, all the above studies have established that direct attack on poverty through various programmes has resulted in a paradigm shift in alleviating the poverty in Indian economy. Further, it has been well documented that the poverty alleviation efforts of the government have resulted in reducing it by one to two percentage point for each year. However, urban poor has been on the rise since one decade which needs a special and consistent efforts in addressing their needs leave alone; their strategic needs. All the above studies referred to either estimation methodology of poverty or poverty alleviation strategies/efforts of different states in India. However, there is no study which looked into the administrative reforms for urban poverty alleviation at the state level. Therefore, the present study tried to fill the gap and suggest some remedial measures in this direction.

3.7.2. National Urban Housing and Habitat Policy, 2007

The Policy along with tabulated statement indicating the various actionable points under the National Urban Housing and Habitat Policy: 2007 had been widely circulated among the various Central Ministries, State Governments, UT Administrations, business chambers, associations of real estate developers and other stake holders. The National Urban Housing & Habitat Policy, 2007 provides that a High Level Monitoring
Committee at the Central Government level would be set up to periodically review the implementation of the National Urban Housing & Habitat Policy, 2007 and make amendments/modifications considered necessary. Accordingly, vide orders dated 21.10.2008, a High Level Monitoring Committee was set up under the Chairmanship of Hon’ble Minister with the implementation of NUHHP: 2007. The first meeting of the High Level Monitoring Committee was held on 19.07.2010. In follow up to the decisions taken by the Committee, four consultations were also organized by the Ministry to discuss the preparation of State Urban Housing and Habitat Policy (SUHHP) and State Level Action Plans.

3.7.3. Strategies for Empowerment of urban poor

Literature on empowerment suggests intervention at the individual, group, family and community levels. Two vital processes have been identified as important for empowerment. The first is social mobilization and collective agency, as poor women often lack the basic capabilities and self-confidence to counter and challenge. Often, change agents are needed to catalyse social mobilization consciously. Second, the process of social mobilization needs to be accompanied and complemented by economic security. As long as the disadvantaged suffer from economic deprivation and livelihood insecurity, they will not be in a position to mobilize (UNDP, 2001). With the above brief conceptual understanding of empowerment, what strategies can be used effectively to empower women? In many developing countries (especially in South Asia), certain strategies are suggested for organizations working in the area of women’s empowerment:

- Work with the poorest and most oppressed women of a selected region urban /rural
- Select and train activities to be gender aware and politically conscious
• Encourage women to set aside time and space for themselves, perceive themselves to be a collective, and not just the individual recipient of welfare or development programmes.

• Help women to develop critical thinking and perceive their environment in a new way, develop a positive self image, recognize their strengths, and break away from sexist misconceptions

• Help them to claim access to new information and knowledge, and understand the structures of power which govern their lives.

With greater collective strength and consciousness, women’s groups prioritize the problems they would like to tackle. They confront the oppressive forces both in and out of home. Through collective decision making, action plan and accountability, they plan new strategies and methods, like forming alliances with other oppressed groups. In order to enhance their autonomy, they learn skills like vocational and managerial know-how, literacy, arithmetic skills, and so on. Such greater strength allows them to challenge existing laws and programmes, which affect their lives adversely, and negotiate for better position in society. Different strategies are used by the different approaches to empowerment. Each approach deals with women’s subordination differently and helps us in understanding the root cause of women’s disempowerment. Some of the strategies are discussed below.

3.7.4. Integrated Development Approach and Strategies

This approach considers lack of education, low economic status, lack of access to resources and low decision making power, as the root cause of women’s subordination. So their strategies focus on strengthening women’s economic status, along with giving them greater access to legal and civic rights. They follow several methods of interventions/ viz,
• awareness building/raising consciousness, through forming groups
• providing various services to women such as health care, child care, agricultural development programmes, water supply, fuel etc.,
• Economic development schemes, such as credit, vocational training, marketing support, skill up-gradation etc.
• educational in-puts including consciousness, conscientisation, adult literacy, non formal education for girls etc.,
• Formation of federations of community based organizations for taking over development activities from the NGOs and so on.

- Forming neighbourhood level women’s collectives, to facilitate women’s participation in different activities.
- This group will also engage in savings, credit and income generating activities. They would participate in programmes in literacy, legal education, health awareness, and other information inputs. They would be supported to tackle social evils, like dowry, child marriages and alcoholism, etc.,
- Group formation is not always an essential component in this strategy, but mobilizing women more and more to participate in every programme is considered as an important parameter.

3.7.5. Economic Intervention Approach and Strategies

In this approach, economic strength is considered to be the basis of social, political and psychological power in society. Women’s empowerment in this context, involves women recognizing their role, whether waged or non waged. Strategies used by the NGOs following this approach, therefore, focus is mainly on economic parameters of empowerment. Some of the key activities initiated by them are 1) organizing women and creating awareness about their economic position, nature and causes or exploitation, etc., 2) credit related schemes to ensure women’s access to low interest loans in appropriate amounts; 3) training of traditional and non-traditional skills; 4) setting up of
producers/workers cooperatives; 5) enabling women to establish new linkages like new markets, raw materials, access to new technologies, etc, 6) providing women continued support till their economic activities become visible and viable, 7) setting up other support systems such as child care, health services, literacy classes, legal aid, etc. and 8) formation of women worker’s unions.

3.7.6. Empowerment through Awareness Building and Organizing Women Approach and Strategies.

This approach stresses much on changing women’s self-image. Unless women are free from their self-perceptions of being weak, and inferior, no amount of external support will help. Women have to recognize their contribution to the economy and society, and value their abilities. For this kind of approach, strategies have to be open-ended and non directive. Most important aspect here is the mobilization of women. Following strategies are commonly used in this approach.

i) Training of change-agents at the organizational level.

ii) Training of change-agents at community level.

iii) Building of women’s groups in each community.

iv) Generating critical consciousness about structures of inequality by discussion, analysis and dialogue.

v) Help women with new knowledge, information about various schemes, laws, etc. and also recognize their traditional skills, knowledge in society.

vi) Support women to set up and manage their own schemes of credit giving, income generation, water, health facilities, child-care, education, etc.

vii) Support the formation of women’s groups as autonomous women’s organizations and assist them in networking with other people’s groups.

viii) Support women’s struggle for change.
3.7.7. The Strategies Used by the Training/Research/Resource Support Approach

The chief strategy used in this approach is thus, the training of change-agent, who then mobilize the women into collectives in order to tackle various problems. Education is a key component of this strategy. It implies the learning process that leads to new consciousness. The educational strategies here are without boundaries. The aim is to strengthen women’s analytical and strategic abilities, value their own knowledge and skills, and explore new ideas. Followers of this approach believe that the entire process of mobilization should be that of political education, because empowerment is in its truest sense, a political process.

3.7.8. Administrative Reforms Commission – I & II

Most comprehensive reviews of Indian Government and administration set up by the constitution of India (1950) and Prime Minister Jawaharlal Nehru (1946-1964). The two documents that dominated the reformist discourse during this phase are the reports of Administrative Reforms Commission- (ARC-1) and the commission on centre-state Relations. Administrative decay evident by the early post- Nehru period prompted the first major review of the administrative apparatus by the ARC-1.

Prime Minister Lal Bahadur Shastri appointed the Administrative Reforms Commission (ARC-1) in January 1966 with Moraji Desai as its chairman and five members, all except a senior civil servant were sitting members of parliament. The 20-volume ARC-1, Report, with very wide terms to reference, appears to be as elaborate in its approach as the constitution of India itself filling in the details of the process of government and administrative left un-codified by the largest constitution of the world.
The six Member Administrative Reforms Commission (ARC–II) was appointed by Prime Minister Man Mohan Singh in 2005 to “Suggest measures to achieve a proactive, responsive, accountable, sustainable and efficient administration for the country at all levels of the government”. It submitted its report (15 vols.) in 2009.

Regarding the administrative structures of the union and state governments, the commission advised each Ministry to review whether its activities/Functions are critical to the mission of government and to be carried out by a government department or an agency”.

Dev and Ravi (2007)\(^6\) classified administrative reforms in India into three basic goals: (1) Improving the efficiency of administration internally and in relation to service delivery to the citizens; (2) Maintaining the thin line of demarcation between political neutrality of administration and party politics and (3) Curbing corruption.

A systematic empirical studies stemmed into micro studies in a large number areas are awaited. The available informatics, however, suggests that the Indian Administration is seriously deficient on the above three points. One gross indicator of this state of affairs is the recurrence of Public protests and anti-corruption movements. Locally, regionally and Nationally India-Against Corruption (IAC) campaign led by Anna Hazare and the Arab spring of 2011, considered important democratic movement since the post-world war –II collapse of communist authoritarianism in the wake of the end of the cold war around 1989\(^7\).

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\(^7\) Indeed, the most citing evidence traced form a high-level union government administrative committee chaired by Home Secretary, N.N.Vohra itself. The report submitted to the G.O.I in 1993, the committee drew pointed attention to a nexus between politicians, criminals, police and bureaucrats in various parts of India.
More recently, legal action triggered by the report of the comptroller and Auditor General of India to the parliament and the supreme court order against ministers and civil servants in the G.O.I in relation to the 2-G telecom spectrum allocation to corporate private companies, among other cases of corruption, has revealed glaring cases of collusive corrupt deals. The Mira Radia Tapes involving a lobbyist, G.O.I functionaries, and corporate companies have brought to public notice instances of ministerial portfolio allocations being made on consideration of collusive quid pro quos. Whole sale transfers of civil and police officers on Political, caste and other community considerations after coming to power of a new government in several states have become routine affairs

3.7.9. Administrative Reforms – Key Issues

The major problem that administrative reforms in India face is the abysmal record of lack of implementation of the series of reports of the various commissioners reviewed above. Even a few reforms like the creation of agencies and regulatory authorities within the bureaucratic apparatus and the 73rd and 74th C.A concerning the Panchyati Raj & Nagar Raj at local levels are seriously deficient in autonomy, power and finances. The vigilance commissions at the centre and in the state and the lokayuktas in the states are again be devilled by the some deficiencies. The lokpal at the centre is not yet instituted in the trail of legislative bills and belatedly in 2012 a constitutional amendment bill allowed to lapse or defeated in the last over 40 years. The movement, much like the anti-corruption/anti-authoritarian movement of the 1970’s led by the socialist turned Gandhian, Jaya Prakash Narayan (JP), has developed one side the framework of the formal party system. A few administrative reforms like right to Information Act (2005), ‘Social Audit’ of Mahatma Gandhi National Rural Employment Guarantee Act (2005) Schemes were implemented under the pressure of social
movements and / or National Auditory Council (NAC) of the congress-led United-Progressive Alliance (UPA) Government chaired by Sonia Gandhi. Under the pressure of the Anna Hazare Movement, the UPA Government was forced to form a joint Lokpal Bill drafting committee comprising five Union Ministers and five IAC civil society activists and co-chaired by Pranab Mukherjee from the government and Shanty Bhushan from the civil society. Consensus eluding the committee, the Man Mohan Singh Government referred its own bill to the joint parliamentary committee, followed by the Janlokpal (peoples) bill of the IAC under pressure. The version of the constitutional Amendment bill cleared by the standing committee failed to muster 2-3rd majority severally required in both Houses of the Parliament (Lok Sabha and Rajya Sabha) for a constitutional amendment. In the Lok Sabha, it passed the requisite simple majority for legislation (not a constitutional amendment).

It is observed that Administrative Reforms in India or at international level, the primary purpose is to seek easiness which should have a political will and approval of legislature/parliament that too with an absolute majority to bring in an amendment to the constitution. It is further observed that economic sustainable policies and social inclusive policies relating to Urban Poverty Alleviation (UPA) strategies or policies may have better results only when the people centric developments are introduced with proper accountability within the functionaries apart from transparency. Further observed that still much is left to be done to initiate simple administrative and institutional reforms to improve delivery of public services, reduce scope for corruption and increase ministerial accountability besides the need for a radical bottom up approach in administrative reforms”.

Conclusion

Reform in any administrative setup is to improve efficiency, effectiveness and economy where an overall change within the culture of a particular field is achieved. It need to realize that the change appears to be more structural than functional. Various strategies have been discussed in this chapter as to how the efficiency and effectiveness in implementation of urban poverty alleviation programmes can be achieved through proper public accountability, regulation and control which are essence of strategic reforms. The Govt. of India in the recent past have been spending huge amounts through various programmes particularly to alleviate poverty among the urban poor living in slums, particularly those who are categorized as below poverty line. The Indian administrative system though have been bringing reforms in its public administration, the systematic empirical studies stemmed into micro studies in large number though are not many but those are published indicates that the expected outcome in any of the programmes right from the beginning of APUSP continues to be learning lessons from the past but never could say we achieved it till the recent revamped SJSRY and its transformation as National Urban Livelihood Mission. It is another point of concern that the southern states which have done fairly well like Kerala and Andhra Pradesh who have opted for mission mode approach duly creating institutional and infrastructural mechanism while many other states could not even spend the amounts that are allocated to the states for want of such mission mode approach as part of reforms. Therefore, it gives an inference that any reforms in any of the programme shall be universal and applicable to all the states by developing accountability and methodology alike which seems to be a greater gap in the present system of implementation of UPA programmes. Chapter 4 of this study examined in detail as to how a mission mode approach is an ideal administrative structure to ensure better results.