P R E F A C E

With the growth and evolution of modern democracies governments have been involved more and more with the socio-economic development and welfare of the citizens. Naturally, this has widened the sphere of activities of government in modern societies and has proliferated administrative institutions and agencies as instruments of public development and welfare. Consequently, increasing power has accrued to the bureaucrats and administrators. This trend under democratic systems has given rise to the problem of keeping bureaucratic arbitrariness in check and making the administrative machinery more responsive to the needs and grievances of citizens. With more and more expansion of government activities bureaucratic power has tended to increase, and with this the search for countervailing mechanisms has been widespread among the nations. Against this background the innovation of the institution of Ombudsman can be regarded in the words of Donald C. Rowat as "an important new addition to the armoury of democratic government".

The institution of Ombudsman was first created in 1809 in Sweden for the redressal of citizens' grievances. The success achieved by this institution in the Scandinavian and other developed countries spreads its popularity to several developing countries after the Second World War.
In India with the burgeoning activities of public administration as an instrument of planned socio-economic development and welfare the expectations of citizens from the administrative machinery went on rising and with this also the complaints and grievances of citizens as to non-fulfilment of expectations went on mounting. This trend has made the necessity for an Ombudsman like institution increasingly felt in India. But the processes for creating such an institution in the federal system of India have not been straight. The aim of the scholar in the present thesis has been to analyse the need for Ombudsman in India and trace the efforts so far made to create Ombudsman institution on a permanent statutory basis.

With the above end in view an humble attempt has been made to study the genesis and evolution of the Ombudsman system, its nature and functions; to draw a comparative picture of the working of the institution in different countries; to trace the origin of the idea of Ombudsman in India; to analyse the successive Bills introduced in Parliament and to find out the causes for the failure of such Bills to take the shape of a statute; to study the establishment and working of Ombudsman institutes in several Constituent States of India. Finally the features of a model Ombudsman plan for the Union and States in India have been outlined. The author has visualized certain problems that the institution will have to face in a developing country like India and has set forth
a few suggestions for the successful working of the Indian version of the Ombudsman.

Certain difficulties experienced in the course of this study may be stated here. The major difficulty has been faced with respect to data and materials about the working of Lokpal and Lokayuktas in India. Since no Lokpal legislation could be passed by Union Parliament, the office of the Lokpal could not be set up at the Union level. Therefore the non-availability of materials for an empirical study of the Lokpal at work is major limitation. As regards the several states where Lokayuktas were appointed on a statutory basis the lack of systematically published reports constitutes another major limitation.

Despite the above limitations the scholar has tried to present as far as possible a systematic treatment of the problem of Ombudsman in the context of its worldwide background and Indian setting. Therefore, the scholar accepts full responsibility for whatever shortcomings this thesis has and for the suggestions and opinions put forth here.