CHAPTER-I

ESTABLISHMENT AND OBJECTIVES OF I.I.P.A.

Introduction

"A Centre of learning stands for humanism, for tolerance, for reason, for the adventure of ideas and for the search of truth. It stands for the onward march of the human race towards even higher objectives. If it discharges its duties adequately, then it is well with the Nation and People." -Jawahar Lal Nehru.¹ The Indian Institute of Public Administration (IIPA) -a leading educational centre in the Asian continent, attaches great importance to innovation, diffusion and integration of knowledge for optimum utilization of its objectives. The major purpose behind establishing the institute has been to enhance the leadership, managerial capabilities and skills of executives in government, public sector enterprises and other public organizations. Over the years, the institute as a professional society, has laid physical, personal and Institutional focus on special and growing interests in the field of public administration. It has made invaluable

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¹ I.I.P.A. The organization of the Government of India, Chap. XVIII.
contributions to several aspects of public policy and administration like socio-economic policies, planning, implementation process, development of financial administration, information technology, management of urban-rural affairs and disaster mitigation. The institute was evolved as a growth centre at applied knowledge in social science and operational research. A high priority is ascribed to research, training and educational programmes along with advisory and consultancy services. For achieving effective administration, sustainable growth and development, training and educational programmes along with advisory and consultancy services have been designed based on findings of research studies. Action research and case studies conducted by IIPA in the area of public administration, have added new vistas of knowledge to training programmes. In fact, training, research and consultancy services with which IIPA is concerned are mutually supported by an Academic Committee, Planning and Advisory Committee (PAC), Academic Centres, Training Centre, Computer Centre, Research and Consultancy Unit, Training Unit, Case Studies Unit and Publication Division, Besides, seminars, workshops, conferences, endowment lectures, special lectures are also organized with mutual cooperation of academics, public
administrators and senior officers of government and public sector. IIPA’s library is a major source of research and public sector. IIPA’S library is a major source of research in social sciences and public administration.

INSTITUTIONAL BACKGROUND

The administration constitutes the back-bone of entire government system. It is a changing, dynamic and revolutionary process. “In a democracy there can be no successful planning without a clean, efficient and impartial administration’. In the past, most of the government areas were not readily opened for a direct and intimate study. Professional literature was often produced by persons looking at government from a great distance. In the absence of the realistic operation-oriented literature, the evaluation of government’s programmes shows lack of the “(i) knowledge of what is administratively feasible, (ii) knowledge of the popular sense of

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betterment or lack of it, and (iii) prior studies setting bench-marks from which changes may be identified”.

To understand the genesis, need and objectives of the institute, a necessity was felt to understand the dynamic inter-relationship among the national, state and local governments. The government exposures of performance used to be highly unpopular among the citizens. Shri Gorwara in his report observed: ‘Economic conditions are at the root of a very great deal of public discontent. The higher cost of living and the inability to get rid essentials, which have culminated in both rural and urban areas in higher price for food grains and acute scarcity of cloth, have embittered large sections of population”.

At the grass-root level where there was a direct dealing between citizens and government, it was considered necessary to seek the guidance and advice of retired and competent civil servants. The Survey of Public Administration in India\(^5\) (1953) considered the above stated institutional intricacies with a view to demonstrate as how to improve the image of government and advance the public

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\(^3\) Report of the Evaluation Committee, Indian Institute of Public Administration, New Delhi, 8\(^{th}\) November, 1966, Chairman S.G. Baney \textit{et.al} p. 56.

\(^4\) A.D. Gorwara, op. cit., p. 4.

services in favour of citizens. This matter was discussed at length among the top politicians like Dr. Rajendra Prasad, Pandit Jawahar Lal Nehru, Pandit Govind Balolab Pant, Shri V.T. Krishnamachari and Shri C.D. Oeshmukh; senior civil servants namely, Shri L.P. Singh, Dr. B. Venkatappaiah, Shri H.M. Patel, Shri A.N. Jha, Shri L.K. Jha, Shri S.G. Brave, Or. P.S. Loknathan and Shri T.P. Singh; and key subject matter specialists namely, Prof. D. G. Karve, Shri S.B. Bapat, and Prof. V.K.N. Menon. At the forefront of donor international organisation, i.e., Ford Foundation, in search of a medium for India-wide communication, it was a collective wisdom and consensus of opinion to hold an annual national meeting for discussions on specific administrative experiences problems and prospects of its theoretical foundation. Further, to stimulate necessary efforts in enhancing the skills of government personnel, it was thought to improve the teaching material and quality of teachers in the field of political science and other social studies.

Therefore, to develop Indian literature with a cumulative wisdom and learning of different technical fields of public administration, it was necessary to create a platform for interaction among politicians, civil
servants, technocrats and subject-matter specialists. With the changing needs and requirements in the functioning of government, Dean Paul H. Appleby,\(^6\) visualised and duly acknowledged to have a national debate on the subject of public administration as an art and science in which both government - practicing administrators and universities- academics joined hands together. This was expected to generate a professional consciousness and nurture the existence of the Indian Society of Public Administration. In all, 12 recommendations were made by Dean Appleby, Consultant, Ford Foundation. Of them, two were accepted, viz., (i) setting-up of the Indian Institute of Public Administration and (ii) organisation and methods division in the Government of India. Shri VT. Krishnamachari, Deputy Chairman, Planning Commission convened an informal meeting on October, 29, 1953. The meeting emphasised the need for establishing an Institute of Public Administration at the national level.\(^7\) Hence, the genesis of the Institute can be traced through the above stated Survey. In accordance with the recommendations of the Survey, the Indian Institute of Public Administration was established.

\(^6\) Ibid.  
Administration was established on March 13, 1954 by the Government of India as an autonomous body under the Societies Registration Act, 1860. It was formally inaugurated by the first Prime Minister of India as well as the first President of the Society, Pandit Jawahar Lal Nehru, on March 29, 1954 at the Hyderabad House in New Delhi.

The origin of the Institute could be traced to the keen desire of the first Prime Minister of India, Shri. Jawaharlal Nehru to Establish a Centre for futuristic thinking on Public Administration. It also sought to realize Dean Paul H. Appleby’s suggestion for establishing a Government-sponsored Institute of Public Administration for India, to provide a national, informal focusing of attention on the different facets of public administration and act actively as a think tank for the government of India.

Shri Jawaharlal Nehru chose to be the first President of the Institute and took active personal interest in its promotion and development. Over the years, the Institute has addressed itself to the five basic aspects of public administration, namely: (I) Research in public administration, and use of research findings towards improving and
refining the administrative system, and socio-economic transformation, (ii) continuing training of civil servants and executives of public sector undertakings, etc., (iii) Offering Consultancy and Support Service to Government Departments and organizations, (iv) Advisory role: IIPA faculty members contribute their advisory role in the committees constituted by Government of India (v) dissemination of information on public administration. In this pursuit, the Institute also organizes seminars, conferences, colloquia, workshops, etc. Its main centre of activity has been at its headquarters in Delhi. In addition it has a network of vibrant regional and local branches spread over different parts of the country,\(^8\) which are contributing their inputs in the national development through various academic activities. The Institute has a faculty strength of 32 specializing in different disciplines of Public Administration, Economics, Management, Financial Management, Rural Studies, Behavioural Studies Social Computer application, Justice Environmental Studies, etc., duly supported by the administrative staff.

\(^8\) Ibid.
The Institute’s affairs are guided by the Academic Committee, the Standing Committee and the Executive Council which is the highest body for overseeing the Institute’s functioning. By tradition now, the Vice-President of India is the President of the Society and the President of India is the Patron. During the year under Review, the Institute, in pursuance of its objectives, has continued to extend and enlarge its research and consultancy activities. The studies undertaken were of a mixed nature, covering different facets of public administration. These included some commissioned by outside agencies and some initiated by the Institute. The Institute is at present engaged in the process of finalizing its perspective plan on research consultancy and training keeping in view the priorities of Government in the wake of globalization and liberalization of economy.

THE BEGINNING

The Indian Institute of Public Administration (IIPA), which is today one of the leading centers of education and public administration in Asia, started functioning in October 1954. Initially located at the

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Indian Council of World Affairs in Sapru House, it was moved firstly to the Curzon Road Barracks and from there to 6, Bhagwan Das road, before the present site. The Indian Institute of Public Administration (I.I.P.A) which is located at the Indrprastha Estate on the Ring Road was inaugurated by the first President of India, Dr. Rajendra Prasad on January 31, 1959.\textsuperscript{10}

One of the primary objectives in establishing such an institute was to enhance the leadership, managerial capabilities and skills of executive within the government, as well as in the public sector enterprises and other public organizations. Over the years, the Institute as a professional body, has sought to lay physical, personal and institutional focus on the special and growing demands in the sphere of public administration. The most valuable contributions of the IIPA have been in the realm of all aspects of public policy and administration, which include socio-economic policies, planning, implementation, development of financial administration, information technology, management of urban-rural affairs and disaster management.

\textsuperscript{10} Ibid.
**Genesis, Needs and Objectives**

To understand the genesis of the Institute, it is essential to look certain historical events of the past. It is also equally essential to understand the functioning of entire government system in the country and the dynamic interrelationships among the national, state and local governments. In the past, any evacuation of the governors performance used to be highly unpopular among the citizens, since most of the government’s spheres of influence and administration were not readily accessible for a direct and intimate study. Thus, professional literature was often produced by persons looking at government from a great distance. In the absence of any realistic, operation-oriented literature, the evaluation of government’s programmes showed lack of “(i) knowledge of what is administratively feasible, (ii) knowledge of the popular sense of betterment or lack of it, and (iii) prior studies setting bench-marks from which changes may be identified.”

In July, 1951, Shri N.R. Pillai, Secretary, Planning Commission, Government of India called for an independent and objective

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assessment of the problem of public administration and requested Shri. A. D. Gorwala to prepare a report and suggest measures for bringing about improvements in this field, Shri Gorwala in his report observed, “Economic conditions are at the root of a very great deal of public discontent. The high cost of living and the inability to get essentials, which have culminated in both rural and urban areas in higher price for food grains and acute scarcity of cloth, have embittered large sections of the population very greatly”.\(^{12}\) He further pointed out that this was on account of “deviations from moral standards of Ministers, Legislators and Administrators. These deviations can be classified under three main heads: corruption, patronage (based on communalism, sectarianism, nepotism and favoritism) and influence.”\(^{13}\) At the grass-root level where there was a direct dealing between citizens and government, it was considered necessary to seek the guidance and advice of retired and competent civil servants.

The Ford Foundation, which was one of the key donor organizations, underlined the need to find a forum for nationwide communication.


\(^{13}\) Ibid, p. 14.
Collective wisdom evolved in idea of holding an annual national meeting for discussions on specific administrative experiences, problems and prospects of its theoretical foundation. Moreover, in order to enhance the skills of government personnel, it was decided to improve both the teaching material and the quality of teachers in the field of political science and other social sciences. In order to develop Indian literature with a cumulative wisdom and learning of different technical fields of public administration, it was considered necessary to create a platform for interaction among politicians, civil servants, technocrats and subject-matter specialists.

Thus, in view of the changing needs and requirements in the functioning of government, Dean Appleby,\textsuperscript{14} visualized and duly acknowledged the need to have a national debate on the subject of public administration as an art and science, in which both practicing, administrators and academics joined hands and generated a professional consciousness, thereby nurturing the existence of the Indian society of Public Administration.

\textsuperscript{14} Ibid.
In all, 12 recommendations were made by Dean Appleby. Of them, two were accepted, viz., (i) setting-up of the Indian Institute of Public Administration and (ii) organization and methods division in the Government of India. Shri VT. Krishanamachari, Deputy Chairman, Planning Commission, convened an informal meeting on October 29, 1953. The meeting emphasized the need for establishing an Institute of Public Administration at the national level. In accordance with the recommendation of the survey, the Indian Institute of Public Administration was established on March 13, 1954 by the Government of India as an autonomous body under the Societies Registration Act, 1860. It was formally inaugurated by the first Prime Minister of India as well as the first President of the Society, Pandit Jawahar Lal Nehru, on March 29, 1954 at the Hyderabad House in New Delhi.

The aim of the founding fathers of the Institute was not only to stimulate a proper study of public administration but also to impart training to senior executives at the national, state and local levels.

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The Memorandum of Association and Rules listed the main objectives of the Institute as under:

1. Publication of regular journal and research papers from time to time.
2. Maintenance of a library and learning house for information;
3. Conducting research projects and studies on public administration and related problems.
4. Holding conferences and seminars;
5. Conducting post-graduate courses and refresher courses;
6. Assisting in the development of graduate study programmes; and
7. Establishment of School of Public Administration.

Initially, The Indian School of Public Administration used to be a wing of the IIPA, which awarded a two-year Master’s Diploma in Public Administration, (MDPA). This was later reduced to one year from 1962-63. The School also conducted short-term course in planning, budgeting and local government. It used to offer senior fellowships to scholars as part of its programme for conducting research in the field of public administration for the award of a Doctorate of Philosophy degree. The fellowship programme of the School was discontinued in
the late sixties. However, MDPA still continues to be part of APPPA at present the IIPA is promoting the discipline of public administration in various areas like research, consultancy, conferences, seminars, case studies and publication journals for dissemination of information. The Institute is also imparting training to civil servants through short and long duration programmes both at the national and international levels, thereby recognition as a national center of the International Institute of Administrative Science.\textsuperscript{17}

**Regional and Local Branches**

The establishment of 19 regional and 42 local branches of the Institute at different places of the country is for arranging periodic public lectures, seminars, workshops and training programmes in furtherance of its activities. These branches provide for exchange of ideas on current trends and practices in public administration to public servants, academicians, students and the IIPA members. Since 1997, one faculty member has been associated with each of the regional branches to help it in organising at least one training programme, one seminar/ conference/ colloquium/ workshop and one

\textsuperscript{17} I.I.P.A : The Organization of the Government of India, P-388.
research study/case study each year. A meeting of the office bearers
of regional and local branches is held every year in the month of
October at IIPA, which is presided over by Director of the Institute.

A total sum of Rs. 10,42,493 was released to the branches during the
year 2001-2002 as financial assistance for organising different
academic activities. A research grant of the tune of Rs. 3.15 lakh was
released to nine regional branches and five local branches out of plan
funds for undertaking research projects.

**Membership**

The membership of the Institute is drawn from academicians, senior
civil servants, scholars engaged in the study or practice of public
administration. At present there are 10,748 members (life members
9,691, annual members 479, associate members 304, student
members 106, corporate institutional annual members 46 and
corporate members for 20 years 122). The members are provided
with a copy each of the following three documents:

- Quarterly Journal of Indian Journal of Public Administration;
- Monthly Newsletter; and
Documentation in Public Administration;

Both library and hostel facilities are also provided to the members on concession.

**Governing Body**

The President of India is the Patron of the Institute. So far, there have been 12 Patrons; 13 Presidents; 53 Vice-Presidents; six Chairmen, Executive Council; seven Chairmen, Standing Committee; and 24 Directors of IIPA (Annexures I to VI). Every year a President as well as four Vice-Presidents of the Institute are elected by the General Body.\(^\text{18}\) The Institute is governed by an Executive Council and assisted by other bodies, viz., the Standing Committee, the Academic Committee, the Case Study Committee, and Planning & Advisory Committee. The Executive Council and Standing Committee meet four times in a year whereas the Academic Committee meets twice every year.

Director of IIPA is the Chairman of both Academic and Planning & Advisory Committees. He is the overall in-charge to take decisions in pursuing the activities of the Institute in consultation with the concerned faculty members and Planning & Advisory Committee,

\(^{18}\) Every year Annual General Body Meeting of members of LIPA is held in the month of October.
From time to time, he may take an overall view of different activities organised by the Institute. Chairman of Case Study Committee can be any member of the Executive Council or Vice-President of LIPA. The Research and Consultancy Unit, Training Unit and Computer Centre are headed by Conveners.

**Academic Centres**

Earlier, the Institute had 10 Academic Division’s\(^{19}\), which were later on re-constituted into the following eight centres:

1. Centre for Public Policy, Planning and Environmental Studies;
2. Centre for Economic Analysis and Financial Management;
3. Centre for Human Resource Development and Behavioural Studies;
4. Centre for Management Studies, Public Enterprises and Computer Application;
5. Centre for Rural Development Administration;
6. Centre for Urban Studies;
7. Centre for Social Welfare and Administration of Justice; and

\(^{19}\) (1) Development Administration (2) Citizen Administration (3) Planning Administrative Theory and Behaviour, (5.) Budgeting and Finance Control, (6.) Organisation & Methods (7) Industrial Administration. (8) Science and Government (9) Consultancy and (10) Case study
(viii) National Centre for Disaster Management.

Each centre consists of a group of faculty members having experience and expertise in the concerned area of specialization for (a) preparing annual plan of work, (b) discussing, coordinating and reviewing individual plan of action, (c) acting as a forum for academic interaction; and (d) coordinating with other academic centres for promoting interdisciplinary activities. The academic activities namely, research, consultancy and training are coordinated by a chairman/chairperson, who is elected for a period of two years.

**Faculty**

The Institute has a distinguished and experienced faculty of 28 members (Professors-17, Associate Professors-7 and Assistant Professors-4) in the field of Economic Analysis and Financial Management, Human Resource Development and Behavioural Sciences, Public Administration, Public Enterprises and Computer Applications, Public Policy and Planning, Social Welfare Administration and Administration of Justice, Criminal Justice Administration, Rural Development, Urban Management, including Disaster Management, etc. The Institute also has association with universities, advanced research centres, training institutions and government departments.
Director, a senior secretary belonging to Indian Administrative Service is appointed for a period of three years. Faculty members with administrative supporting staff - Registrar, Librarian, Deputy Registrar (Finance & Administration), Deputy Registrar (Academic Support), Assistant Editor and others work together for the pursuit of stipulated activities of the Institute. For conducting research and training activities, the Institute also utilises the services of non-permanent faculty like consultants, training and research associates for specific works.

IIPA is a centre of Punjab University for doctoral research in Social Sciences in general and Public Administration in particular. As a national Institute, it attracts scholars from different parts of the country and abroad. Quite often, scholars receive fellowships from Indian Council of Social Science Research, Indian Council of Historical Research and University Grants Commission. Sometimes, senior administrators on study leave from government like to be affiliated with the Institute during the period of their research work. Advanced Professional Programme in Public Administration (APPPA) has been recognised by Punjab University as equivalent to M.Phil degree for post-graduate candidates. A study tour abroad is an integral part of the programme. Every year, a participant securing the highest
number of marks in the aggregate, is awarded the Prof. V.IC.N. Menon prize. Those securing the next two ranks are awarded second and third prizes in that order. In addition, a participant from among the rest who has consistently shown excellence and commitment to the programme is awarded Director’s special prize. Besides, two other prizes have also been introduced, viz., (I) Smt. Kusumlata S.B.Chavan Medal for best woman participant and (ii) best dissertation prize sponsored by APPPA Alumni Association.

Finance

For its finances, the Institute is mainly dependent on government assistance. The Government of India, Ministry of Finance and now the Ministry of Personnel, Public Grievances and Pensions, Department of Personnel and Training provides annual maintenance grant to the Institute. It also provides grant to support training services under the Management Orientation Programmes and APPPA. The Union Ministry of Urban Development and Poverty Alleviation gives annual grant to Centre for Urban Studies. The Institute also receives annual grant from the Ministry of Agriculture, now Ministry of Home Affairs for National Centre for Disaster Management. The Institute’s own income is derived from the subscription of members, rent from auditorium, hostel and residential building, training fees for Management
Development Programmes, fee-paid courses, consultancy charges and sale of publications. Apart from that, the Institute also gets grants from various ministries and their departments for commissioned research, training programmes and seminars.

The Institute, during the year 2002-2003, received a maintenance grant of Rs. 283.50 lakh from the Ministry of Personnel, Public Grievance and Pensions, Government of India in addition to the unspent balance of Rs. 8.09 lakh of previous year. Internal receipts of Rs. 210.55 lakh were generated by the Institute.

Against the total revenue receipts of Rs. 502.14 lakh, an expenditure of Rs. 501.11 lakh was incurred thereby leaving a surplus of Rs. 1.03 lakh in the year apart from the corpus of Infrastructure Development Fund which now stands at Rs. 159.59 lakh (including interest earned).

The Institute also received a grant of Rs. 25.26 lakh from the Ministry of Urban Development and Poverty Alleviation for the activities of Centre for Urban Studies and another Rs. 154.54 lakh from the Ministry of Agriculture for National Centre for Disaster Management. The Institute also received a sum of Rs. 298.58 lakh for conducting training programmes/ Workshops/ conferences and research/
consultancy works, including the foreign contribution of Rs.52.78 lakh from British Council, U.K., APDC, Bangkok and Germany.

The training activities have also been varies. The number of training programmes has steadily increased over the years and it is now in the neighbourhood of 70 to 80 courses conducted every year with the participants numbering about 1,600-1,700. The institute continues to take initiative in identifying and designing new course. It has also responded to the requests of different ministries, State governments and agencies for conducting courses for their personnel. Proposals have been received from overseas institution for establishing twinning arrangement for activities relating to training, research, etc. These are being pursued. In fact, a beginning in this respect was made in July, 1996, when the Institute organized a two-week workshop on case method exclusively for the academic staff of the faculty of Law and Management, University of Mauritius.

Through its publications, including its Journals and monthly Newsletter, the Institute has succeeded in making its impact on its readership comprising the practicing administrators, the academia and others. Though much of this impact is intangible, the spontaneous appreciation of the role of the Institute from various
quarters is evidence enough of the usefulness and importance of our publications.

While continuing with its normal activities, thrust in the coming years is to fully participate in the debate on restructuring Government with equity and transparency; foreign strategic relationship with Departments/Ministers of the Centre and the States having closer links with State Institutes of Public administration and other sister institutions, also ensuring closer interaction with Regional and Local Branches. Countries of the world are coming closer and the concept of a global village having been floated, it would be imperative for the Institute to have closer interaction with similar institutions and agencies aboard. This also, IIPA would seek to achieve with a view to enrapturing the best of the emerging trends on public administration over the world. Within our limited resources, the Institute will ever strive towards greater excellence in 21st Century.