CHAPTER IV
ADMINISTRATION AND REFORMS IN JAMMU AND KASHMIR

The State of Jammu and Kashmir formed by the Treaty of Amritsar in 1846, can be divided into six natural regions viz.

➤ The south west plain
➤ Pir Panchal range
➤ Vale of Kashmir
➤ Greater Himalayas
➤ Karakoram and
➤ Ladakh plateau

The South-West plain and Vale of Kashmir are fairly populated having visible socio-economic development. Pir Panchal, Greater Himalayas and Karakoram are covered with forests having negligible population. Ladakh has sparse population with little vegetation and unfavorable conditions for socio-economic progress.

Administration in the Past

The state of Jammu and Kashmir has got very scarce population density (as recorded in census of Jammu and Kashmir 2001) – 99 persons per sq. km. The state also has a divisional setup as,

➤ Division of Kashmir
➤ Division of Jammu
➤ Division of Ladakh
All three divisions having their independent entity, as cultural, religious, environmental backgrounds are having separate anatomy.

**Jammu Division:**

The division of Jammu has the cultural and social aspects similar to that of rest of India. Having existence of not more than 500 years, it was ruled by various rulers. Dogras being the first inhabitants of Jammu, as the name ‘Jammu’ has been affirmed by the Dogra King Jammu Lochan.

Many dynasties ruled Jammu. Initial period saw the ‘Dutt’ dynasty; then ‘Rai Kings’ ruled till 5\(^{th}\) century, the ‘Dhar’ rulers came in about 430 till 9\(^{th}\) century. Smaller kings came to rule the Jammu province finally the ‘Sikh’ rulers from Punjab ruled till 1820.

Council of courtiers, known as ‘Dewans’, carried the administration in this region. They headed each department but mostly, Maharaja himself was the sole responsible authority to employ or dismiss the Dewans.

Maharaja Ranjit Singh, from Punjab had annexed the Kingdom of Kashmir to its territory in 1819 having the central unit at Lahore. Till 1846, the city of Srinagar became the most populous city after the central city of Lahore. In the same year Dogra ruler Gulab Singh from Jammu, made a payment of Rs. 75 Lakhs to Britishers in return of valley of Kashmir creating Jammu and Kashmir as a single state.

**Kashmir Division:**

The annals of Rajtarangini describe Kashmir as a state of kingship. Administration was divided into Kamraz Sans and Maraz Sans
under the dominance of Kamarajya and Madavaraja, respectively. In Pre-Ashokan period, administration of Kashmir was same as Indian states with king or queen ruling the nation. Administration was undertaken under the seven officials:

- The Judge; - the Treasurer; - the Commander of the Army; - the Envoy; - the Purohita and the Astrologer.

These ministers headed their ministries and appointed their in-charges so that there was better functioning. These in-charges known as 'mandalessa' held an important position as they acted as a governor to their respective divisions. Civil servants or ‘Kayasthas’ held the highest post and were the main cause of corruption throughout the kingdom. Many foreign invaders changed the administrative setup to suit their needs. Mauryans tried to spread Buddhism in 3rd century B.C., in Ashokan rule, but due to Brahmanical elements it could not establish ground. With its fall of empire in Kashmir, Mauryans increased the number of officials in administration to eighteen, until Lalitdatya, the Hindu ruler added five more functionaries in it. Hindu rule lasted from 7th to 15th century, when Muslims, intervened. Many reforms were initiated during this period introducing canals throughout the valley, thus revolutionizing irrigation and averting water scarcity by forcing Jehlum River to flow through the heart of city of Srinagar as ‘Nallah-Mar’, which was one of the main reforms of the time. The Mughal interference in 1587, brought with them the art of making monuments which enhanced the tourism. Afghans also influenced Kashmir, and this period is considered to be the most brutal time in the history of Kashmir. Later the Sikh dynasty and Dogras annexed Kashmir with Jammu province, giving birth to
state of Jammu and Kashmir, in 1846 (Treaty of Amritsar) under the leadership of Maharaja Gulab Singh.

Ladakh Division:

Ladakh is the third division of the state having altogether different look regarding social, cultural, religious and geographical setup. It constitutes nearly 70% of the state of Jammu and Kashmir and the historical records show it as non-violent and submissive like the other two divisions, because crime record is very low in the historical figures.

The region of Ladakh has its separate entity and was no-man's land in the initial Christian era. 'Brokpans' from Dardistan inhabited the land in its initial period. While a large portion of the area of Ladakh remained uninhabited till the last quarters of 10th century, when the first historic era of Rajas, started in 990, from Spalkigon. The first muslim invasion in about 1420's under the reign of King Trag-bum-de led to the accession by great Sultan of Kashmir, Zainul-abdin. For nearly two centuries, invasions and raids from Kashmir, Central Asia and laterally Baltistan continued resulting in the establishment of Islam in the Ladakh which had been a rigid Buddhist nation.

Ladakh was divided into two divisions under the rule of king Gyalpo Lachhan Takbomlede (1430-1470). But with the change in the rulers as almost '32' rulers came to power in Ladakh, there was change in the boundaries and divisions also. Then passing through the vicissitudes and cataclysms for about 800 years, met its end formally at the hands of Wazir Zorawar Singh, General of Raja Gulab Singh of Jammu in 1842. However, its first annexation to Kashmir is said to have taken place, after the Chinese invasion around 1642 forced the King of Ladakh to seek support from
Mughal Emperor of then India who defeated the Tibetans in 1650AD. Later, the Ladakh King, Deldan Namgyal (1640-75) accepted Mughal sovereignty.

The administration of Ladakh in the past was established according to the rulers or kings. However, the government was administered by Prime Minister known as ‘Khalun’ or ‘Kahlon’, while King or Emperor had the title ‘Gyalpo’.

The affairs of the state were conducted by ‘Kahlon’ and his position was based on heredity, i.e. only the member of ‘Kahlon’ family could be accepted as a ‘Kahlon’. The administration was decentralized into other levels of officials to supervise the work. The ‘Depons’ acted as District chief then ‘Tan-zuis’ as District level chiefs and the level of functionaries was setup till ‘Goba’ or ‘Mipon’ at the village level. Hence, Ladakh had a well-established administrative system. Although Ladakh was a part of Tibetan religio-cultural empire, though it was never subjected to Tibet politically. Till 1959, Lamas were attached to Lahasa for religious inspiration, but the new generation has started going to universities and other institutes to mix up their culture with new and broad concepts.

Ladakh had an impact on its cultural and other political ethics due to the outstanding events it had to face like:

- Chinese aggression in 1962.
- Opening of Tourist visits to Ladakh in 1974.
- Carving out Kargil as a separate district (1979)
- Induction of Non-Governmental Organisations (NGOs) since 1980;
Agitation for creation of Ladakh Autonomous Hill Development Council and Union Territory (since 1989).

Jammu and Kashmir as a single unit of Administration

Administration of the state of Jammu and Kashmir was shaped and re-shaped by foreigners for centuries (Mughals from Kabul; Pathans from Afghanistan; Dogras from Jammu; Sikhs from Punjab; Tibetans from China and Britishers from Britain) resulting in the imbalance in the administrative setup.

Hakim-i-alla or Governor governed the three divisions of the state. Kashmir had its own Governor while Jammu and Ladakh had only one. The administration was governed from two zones i.e. in Summer, Kashmir was the main head of administration and in Winter, Jammu served as the head of administration. This shifting of administration from the Jammu to Kashmir is known as 'Darbarmove' as the whole 'Darbar of Maharaja' used to shift resulting in the discontinuity in the administration. Corruption was the outcome of this system, as officials were left under their own rule. For example, in revenue system, there was the manipulation in the tax collected by the Hakims, engulfing large portion of tax collected, while Maharaja's Darbar was in other zone.

Maharaja Ranjit Singh of Punjab, annexed Kashmir with the help of Pt. Birbal Dhar and Raja Gulab Singh of Jammu in 1819. He appointed Nine Governors, but due to monarchy, Governors existed as if independent rulers. Taxation system introduced during Akbar's rule, suffered a drawback due to the corruption by Revenue officials. There was the lack of educated persons in the state leading to malpractices in administration. Gulab Singh the Raja of Jammu, thus paid for the state to Britishers and made
himself the ruler of the state. Hence, British intervention became a part of administration of the state. Under Gulab Singh’s rule, administration was centralized. Administration was also reformed as the political scenario created had shattered the administrative setup.

Later, Maharaja Ranbir Singh made, administrative reforms as the main issue of governance. Decentralization of the government by introducing –

- Daftar-i-Diwani or Revenue Administration.
- Daftar-i-Nizamat or Civil Administration.
- Daftar-i-Jangi or War Department.

Provincial divisions were setup as Districts or Wazarats divided into Tehsils which in turn was divided into Tehsils which in turn into Parganas.

Finance Department was established in 1869 under the Controller of Finance, accounts were kept in Persian language but in improper way as a loose pages, Biannual Report was being published to give factual information concerning administrative progress in various fields. Re-organisation of entire government under the Nizamat department to establish both Muslim and Hindu rules and laws was undertaken. Hence, Maharaja Ranbir Singh himself undertook the Nizamat Department. However, due to change in time, administration lost its symmetry and corruption got enhanced resulting in maladministration and un-organisation in the government undertakings.

With the change of ruler, Maharaja Pratab Singh was crowned with the kingship. In 1887 Mr. Wintage (ICS,CIE) with D.H. Lawrance as his ‘Locus Tenans’ initiated the operation of
‘Settlement of Kashmir’ to establish a system of accounts in the revenue system, which paved a way for other administrative reforms. Under the settlement department, youths were given training after passing out state schools and were enlisted as Naib-Tehsildars. Preliminary report and Lal Assessment report, were enacted during this period of Maharaja Pratab Singh. The first administrative report in Jammu and Kashmir was testified in 1873 stressing on educational backwardness of the state.

After him, Maharaja Hari Singh came to power. He reformed the administration of Jammu and Kashmir on a large scale.

Some of his reform measures were:

1. Agrarian Relief Act, in which debt of tenants were wiped out.
4. Land Acquisition Act.
5. Infant Marriage Prevention Act.
7. Primary Education Act.

Kashmir was also linked to India through the national highway build with the help of foreign engineers through the Hilly terrains. The main reform during this rule was ‘state subject notification, dated 20th April 1927’. Under this Act, any person
residing outside valley cannot acquire land in the state, thus saving the cultural ethics and heritage of the valley. Various reform committees were initiated by Hari Singh, Glancy Commission proclaimed on 9th July 1931, to make equal representation of all communities in the administration. Panchayati Raj Act was passed in 1935 to decentralize the power at village level and rural upliftment. Such developmental schemes were initiated during the period of 1900-47. The Jammu and Kashmir state Marketing Board was established in 1935 on the basis of British Indian Marketing Organisation. Banking facilities by way of establishing Jammu and Kashmir Bank Ltd. in 1937-38 was setup. The Silk-weaving factories, the forest office, the canning factory were some of the establishments due to the British interference. The administrative system in Kashmir was believed to be setup in a traditional pattern with the 18 offices of the state. Agriculture, setup as the main source of income to the valley changed with time. For example, the real city population as distinguished from the city and sub-urban population is 118, 960 having the following work engagement:

<table>
<thead>
<tr>
<th>No.</th>
<th>Occupation</th>
<th>No. of works with their dependents</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Administration and defence</td>
<td>10,482</td>
</tr>
<tr>
<td>2.</td>
<td>Employed in connection with livestock and agriculture</td>
<td>3,246</td>
</tr>
<tr>
<td>3.</td>
<td>Personal and House hold services</td>
<td>11,660</td>
</tr>
<tr>
<td>4.</td>
<td>Provision sellers, artificers and C</td>
<td>65,395</td>
</tr>
<tr>
<td>5.</td>
<td>Commerce and Transport</td>
<td>8,309</td>
</tr>
<tr>
<td>6.</td>
<td>Learned and Artistic Professions</td>
<td>8,371</td>
</tr>
<tr>
<td>7.</td>
<td>Indefinite occupations and persons independent of work</td>
<td>11,497</td>
</tr>
</tbody>
</table>

These results showed the shift of work culture from agriculture to other sources of income.
During his reign, accession in favour of Indian Union was signed on 26th October 1947. Thus, the rule of Dogras ceased as, Democracy was established in the state under the Prime Ministership of Shiekh Mohammad Abdullah of National Conference, which had emerged during the Indian struggle for independence. Thus, Britishers while leaving the Indian sub-continent, made the circumstances such that a portion of Jammu and Kashmir was annexed to India, Some portion to Pakistan while some portion was forcibly taken by China. Thus, the state of Jammu and Kashmir has its existence in India, Pakistan and China which has influenced it a lot. In its initial stage of existence it had to face many oppressions from Pakistan and China. Further the question of granting autonomy to state hindered its progress resulting in armed uprising in the state.

Political Scenario in State Administration

The constitution of the state framed by the Maharaja's proclamation of 5th March 1948, envisaged the transfer of power to representatives of people, which was in the later years amended by constitutional Order, 1950 (Jammu and Kashmir) and constitutional Order 1954 (Jammu and Kashmir). Although the Maharaja's rule was of developmental nature, still by the conspiracy of Britishers he was dethroned in 1931. Hence, there was a shift in the interior government of Shiekh Mohammad Abdullah of the National Conference, a party which came out of local uprisings to the Maharaja. Thus, elections to the Constituent Assembly were scheduled in September 1951 and its first meeting was held on 31st October 1951, at Srinagar. The main aim of this constituent Assembly was divided into four main tasks:

- To devise a constitution for the future governance.
➢ To implement land reforms.
➢ To decide future of the ruling dynasty.
➢ To declare it's reasoned conclusion about the issue of accession of the state.

In the first years of administration, the state had to face abnormal conditions along with developing new schemes for development. 'New Kashmir' was setup as a first reform committee under the developmental scheme of new government. The responsibilities under 'New Kashmir' were categorized in some form as:

➢ Land to the Tiller
➢ Food storage and distribution
➢ Irrigation problems
➢ Education
➢ Public health facilities
➢ Industries
➢ Supplies and co-operatives
➢ Transport
➢ Publicity
➢ Rehabilitation

Although the administration had to face abnormal conditions like earthquakes, floods, foreign aggression, yet the government tried to fulfill some of the requirements. The state was given special status under Art.370 (Indira-Kashmir accord), which in the later stage led to the imbalance in the centre-state relations regarding legal and political aspect. It has been observed by the
D.D. Basu that; 'The federal relationship between the union and the state of Jammu and Kashmir respects state rights more than in the case of other states of the union'.

However, the constitutional framework of union government reveals the union controls over 80% of governmental activities of the states. Further, Art. 356 of constitution empowers President to supersede the democratic process in the state, thus harmonizing centre-state relations.

During the Abdullah regime, Administrative design was not changed and over-centralisation got a shift from Maharaja to Abdullah government. Various committees formulated to make proper implementation of coordinated development of roads and highways, electricity, water works, refugee resettlement, studies in medicine and surgery and other such problems were undertaken. Some Acts were passed to enact administrative reforms like-

- State tenancy Act of 1948.
- Policy of Land to the Tiller, Act.
- Business Rules, for conduct of secretarial work.
- Co-operative council, to de-officialise the co-operative movement.

Some departments were also setup as;

- Anti-corruption department.
- Civil supplies department.
- Relief and rehabilitation department.
- Rural development department.
These Acts and departments were established as administrative reform initiatives. But due to centralisation and lack of implementation on the practical grounds these initiatives were of no use.

As is the universal rule that innovations at the outset seem to have only positive attitude. Hence, the new government of Bakshi Ghulam Mohammad tried to utilize its resources in the beginning. The economic conditions of the state government got enhanced, as the new government increased the tourist traffic by abolishing permit system for travel between Kashmir and other states in 1959.6

Administration was considered able, but corruption rose to its peaks during these years of administration. The failure in the implementation was due to the lack of co-operation of the local people. Inspite of having vast sources of income and infrastructure facility there is lack of resource mobilization.

In the first 15 years of administration i.e. during three 5-year plans from 1951-66, about 64 crores were spent on state in the following way:7

- 17% on agriculture.
- 10% on irrigation.
- 17% on power.
- 22% on social services.
- 18% on transport and communication, rest on other sectors.

But on the overall administrative sector, developmental results were not seen. As the installed generating capacity in the state increased from 4MW on the eve of independence to 27MW on
1965-66, but still there was no improvement in the electrical shortage, as electricity was to be imported from Punjab. The electric or to say any other department still diverted the tax collected from the citizens to their respective pockets, thus putting government under pressure. In the past, Kashmiri Pandits dominated such issues and now it has become a common practice of all. For implementing such schemes, committees were set up right from the time of annexation of Jammu and Kashmir as an independent state. Some of them include:

- Constitution Drafting Committee (enacted on 26th Jan. 1957)
- Basic Principles Committee (adopted on 12th June, 1952)
- Fundamental Rights Committee
- Land compensation Committee

These committees were in some way of helping nature to reduce the burden on administration and its effectives. There was also a presidential order to dissolution of the constitution of Jammu and Kashmir on 26th January 1957.

In 1958, a 'coordination committee' was setup to make proper implementation of states developmental activities. Another committee known as ‘Wazir Committee’ was formed in 1953 to reveal the discontents of the peasentry, but as there were no hard and fast rules to implement the Act, its recommendations were only forwarded as a report in mid 90's.

In order to curb corruption and make operationalization of these reform committees at proper place, government had forbidden the unofficial meeting of civil servants with the ministers, which could be done only on permission by chief secretary. But, the factor by which the faith was lost in the
government was the introduction of IAS and IPS officers in the state administration. Apart from being political executive in the state, these administrators were interfering in other functions of the state, without having knowledge or experience of the state’s problems, as it was different compared to rest of the country.

Many people were crowned with the leadership of Jammu and Kashmir. Chief Minister, Shamsuddin’s tenure lasted for some months having a miserable failure. Then G.M. Sadiq and Mir Qasim’s tenure, respectively strengthened the centre-state relations but had to go due to the same reason. Hence government other than National Conference could not stand at the power, it came to power in 1975 under the leadership of Shiekh Mohammad Abdullah till he entrusted his power to his son Farooq Abdullah, in 1980. Till 1984 there was shift to G.M.Shah’s rule which lasted for two years bringing with it the Governor’s rule which later turned into Presidential rule. Thus, general elections brought Abdullah on 7th November 1986 till in 2002, People’s Democratic Party (PDP) made a coalition government with congress. This shows the imbalance in the political scenario of the state which in the long run results in the lack of accountability and transparency in the administration as stable minister–secretary relation binds the government administration in a better way enhancing the developmental orientations. “The prime function of any government is the maintenance of law and order and the administration of justice between the state and its citizens”.9

In the state of Jammu and Kashmir almost all the agitations resulted due to lack of transparency in the administration. As the agitation started by Shiekh Mohammad Abdullah rose, because the authorities didn’t give scholarship for studying abroad to merit
holders. In later stages of history, the same 'National Conference' was depicted as one of the 'blackest on record' in the history of Indian states.

Thus, various committees were established to curb corruption. Social safety were established to curb the corruption and help common man to unwind the net of corruption. In the initial years of administration, the state had to face emergency conditions as it was subjected to earthquakes since 15th century till in 1885, shocks were felt from end of May to middle of August killing nearly 3,500 people. Floods and famines also played a part in suppressing the development of the state.

A commission known as “Gajendragadkar Commission” was setup to inquire into the corruption cases in 1967-68. Another commission as, “Sikiri Commission” in 1979-83 was setup with the membership of Dr. Malcolm, S. Adiseshiah and Dr. A.R.Kidwai, under the chairmanship of S.M. Sikri, former chief justice of India. It was setup to locate the regional imbalance in the three divisions of state i.e. Ladakh, Jammu and Kashmir. The terms of reference of Sikri Commission were categorized as:

- Review of policies underlying development programs.
- Allocation of financial resources between different regions.
- Within district administration units thereof.
- Recommendations of measures – constitutional or other to remove imbalances, if any with a view to.
  - Ensure equitable treatment to all regions of the state and to district administrative units within such regions.
• To bring a sense of satisfaction in the integrated development of the state among the people living in such regions and among district administrative units with such regions.

In 1958, a committee was formulated under the chairmanship of Peerzada Ghulam Mohammad, the then Chief Secretary and P.N. Chaku, the Planning and Finance Secretary as Convener of the committee. The main aim of this six-member committee was to see that there is proper implementation of the developmental activities of the state.

Another committee known as 'Screening Committee' was setup in 1987, to overcome corruption by way of giving assets to the civil servants above the age of 50.

Government of India, setup a committee in 1961 to enhance the relationship between centre and state governments of Uttar Pradesh and Punjab and to secure collaboration in making plan and its implementation effective. Such plans could be setup in the state of Jammu and Kashmir also to make effective and responsive administration.

P.L. Handoo, while suggesting about the need to bring secularism in the state has suggested. to speed up the effort of making India a secular state and keep up the promises and pledges made to the people of Kashmir.\(^\text{12}\)

**Strategies for Accountability and Transparency Studies**

Committees are formed to solve the short comings faced by any kind of system, on innovative grounds utilizing technological skills. A committee finds the facts for analysis and acts on the recommendations setup to sort out the problem and for better
operationalisation of these plans and projects. However, these recommendations cannot be applied to solve all such problems relating to them. It acts as if with the nature of 'electron' which acts as a wave when required and as particle to suffice the need of the time. In this way, a committee cannot act in both ways to change according to the situation. That is why developed countries like Japan don't rely on such committees to solve their problems but they believe in contingency exercise, which has enhanced their developmental efforts. Japan's bureaucracy is one of the smallest in the world but its efficiency is more than its expenses.

In India, the reform committees are not applied in real practice but have got a pedagogical nature of book-keeping. This brings the Indian administration to a standstill inspite of having one of the best quality personnel of the world. Thus, unless there is proper implementation of plan, it's unique features have no significance.

Administration of a nation can be defined on the basis of style of government, which can be based on two things:

- The speed and efficiency in implementation of a plan.
- The responsiveness of the people.

After independence, many reform committees were setup in the state of Jammu and Kashmir. Some of these committees got the acknowledgement while others are still to be implemented. Reform initiates were planned in order to solve the pending issues of the administration.

In February 2000, Chief Minister Farooq Abdullah, during a visit to Changthang, assured the 'changpas' that the Wool Board would be directed to produce Pashmina wool from changthang to
save Pashmina growers from middle men. This was done as a result of the 'Tingmorgan Treaty' of 1684, which guarantees that Pashmina from Ladakh would find its way exclusively to Kashmir loaners, which existed as the Jammu and Kashmir governments Pashmina Control Order. This has resulted in lowering the price of Pashmina and endangering the rearing of Pashmina growers.

Another committee was setup in 1959, under the Bakshi Gh. Mohammad to establish a rail-link between Kashmir and rest of country, with the beginning of line upto Kathua, a few miles inside Kashmir territory within same year. But it was of no use as till now no funds have been supplied for the construction and we have seen two inaugural ceremonies, one in the rule of Farooq Abdullah when I.K. Gujral (PM), came to lay foundation stone of (Udampur Baramulla) rail project and next when A.B.Vajpayee is expected to come to lay foundation stone for the railway station. The example of the rail-link is best suited one to explain the implementation delays and non-utilization of funds.

Some projects may be said to have suffered from the armed uprising, as the Dul Hasti Project (Hydro-Electric-390MW) was inaugurated in 1983 under the supervision of central water commission investigations of 1970-71. But due to the unbridled character of administration, its work was suspended in August 1992 and has now restarted in 1997 to be scheduled to be complete till 2003. Centre has initiated the Operation Black Board (OB) scheme in 1984 under the National Education Policy (NEP), for the universalisation of elementary education at state level. In Jammu and Kashmir, this scheme was initiated, in 1980's but is still to face the proper implementation, as funds for buildings have been sanctioned without completing the building.
Various committees were established in the state to curb the mal-practices in administering education like.

- Sharp Committee in 1915.
- Saiyidain Committee in 1939.
- Kazmi Committee in 1950.
- Sahay Committee in 1972.

The final structure of educational setup by these committees to organize the work in hierarchical order can be seen in the given Chart.

In the state of Jammu and Kashmir agriculture is one of the main source of income. Hence, Agrarian Reforms were given more importance than the reforms in the administrative sector. However, some main reforms undertaken by the Department of Administrative Reforms and Public Grievances and the Department of General Administration can be categorized as:

- Moosa-Raza Committee.
- Accountability Bill.
- Municipal corporations Act.

**Chief Secretaries Conference**

Chief Secretaries Conference was held in November, 1996 to emphasise on the basic human needs and centre-state relations by identifying the basic human needs of the society, with the emphasis on seven requirements i.e.

- Co-operative Federalism.
Decentralization.
Accountability.
Social Justice.
Economic reforms.
Respect for citizen's rights.
Transparency.

The responsiveness in all levels of society along with transparent and accountable procedures forms the basis of centre-state relations. The process of decentralization, which formed the basis of independent India, need stress as Panchayati Raj Bodies as a model of administration. While village level development councils at the rural level and municipal bodies at the urban levels of local administration can form the basis of administration.

The minister politics nexus on the level of criminalisation has led to the low level of transparency, accountability and responsiveness of the administrators and ministers. Thus, reforms in areas involved in the public participation is a must to make the 'enabler' and 'facilitator' responsive. In order to avoid overlapping in ministerial and departmental roles, policy formulation should be separated from policy implementation. Concern should be on objective analysis by introducing consumer orientation and quality management through citizens charter. Training can be given a boost with innovative measures like Total Quality Management (TQM), Critical Path Method (CPM), PERT. Improved quality can be had from harnessing Information Technology (IT) through e-governance. For responsive administration, re-structuring of the civil services and the re-orientation of the values and attitudes makes the administration...
committed to developmental schemes. This conference has given importance to three main factors i.e.:

a) responsive administration

b) transparency in the administration

c) constitutional commitment

a) Responsive Administration:

Accountability of the civil services has got a broader view of governance with the provision of various services and performance of tasks. It requires consumer orientation valuing money on the economic or fiscal basis.

Measures to enhance accountability:

- Whenever, there is transparency in government functionary, there will be accountability.

- Accessibility of citizens to information relating to government operations and decisions.

- Adopting the quality standards on the basis of U.K. and Hong Kong model of public services; with the institution of citizen's charter on the lines of consumer organisations in India.

- Grievances Redressal Cells to be setup at all levels.

- Information regarding government benefits and schemes to be made public.

- Empowerment of rural and urban local bodies.

- Citizen's participation in the schemes affecting their living standards.
Judicial reforms for quick and inexpensive justice.

b) Transparency in the Administration:

Civil services can be free of corruption only when there is proper use of checks and balances in public power. The responsiveness in administration depends on:

- The devolution and delegation of responsibilities.
- Adherence to clear ethical standards.
- Consultation and participation.

These factors if inferred in proper way can curb the corruption and clean-up the civil services on a large scale.

Measures:

- Charter of Ethics and value system for the civil services.
- Prompt prosecution of corrupt persons.
- Vigilance to be activated for speedy actions.
- Time-limit to be fixed to ensure greater accountability.
- Hong Kong model to curb corruption.
- Efficiency and Integrity review after 20 years service on 45 years of age.
- Remuneration to civil services on the basis of east Asian Governments.
- Root cause of low morale to be activised by installing a credible and participative system of performance appraisal.
- Reduction of recruitment age for better entrants.
Resistance to corruption and misuse of power by superiors along with their subordinates.

c) Constitutional commitment:

Constitutional principles should be made a fundamental priority and civil services code should be based on Government of Thailand. Responsive administration to be made vulnerable.

Measures:

➢ To adopt civil service code and charter of ethics.
➢ Civil servants and politicians should develop constitutional understanding.
➢ Office of profit should not be held by appointing members of state legislature and parliamentarians for acting as watchdogs.
➢ Constitution of high-powered civil service Board for appointment, etc.
➢ To ensure disciplinary proceedings against modifications of the existing rules by the officers.
➢ Distinct civil service Ombudsman and Administrative Tribunal.
➢ Encouragement to building of partnership between stakeholders in civil society and administration to have sense of governance.
➢ Responsive government can be thus had by sustained ethics in government and commitment to the rule of law.

Thus, the chief secretaries conference needs a debates to be done on various fields of society in order to have proper implementation of these recommendation and suggestions. State
and central governments have to arrange for conferences and seminars with the help of channels of communication to make proper and widest possible representation of different sections of society. To, implement this, Chief Minister’s conference was held in May 1997 to make a discussion on the Agenda for Effective and Responsive Administration undertaken by Chief Secretaries Conference in 1996.

Chief Ministers Conference

Inter-state councils setup at all levels of administration enhance the governance by the conferences at various levels between centre and state for proper implementation of administration. These conferences are established on the Ministerial basis, as for example Food Ministers Conference, Finance Ministers Conference. Chief Ministers Conference or Chief Secretaries Conference.

Right from the independence, these conferences have been organized like the Chief Secretaries Conference was held on 7th and 8th May, 1976 in New Delhi. It stressed on administrative improvement and personal management. Recommending almost 80 points, like

- Setting up of Department of Personnel and Administrative Reforms with the existing number of personnel in the administration.
- Earmark a day for grievances redressal in every department.
- Administrative co-ordination should be setup at district levels.

Another Conference of Chief Secretaries was held on November, 1996. It’s report was implemented by respective chief Ministers of the states which was held on May, 1997. The ARC report of the conference of chief Ministers in 1967 suggested,
Many of these items could easily have been disposed of at lower levels and their inclusion could not have resulted in the best utilization of the time of the chief Ministers.

The agenda includes the items for the chief Ministers Conference in 1964 as:

**Items Included in the Chief Ministers Conference:**

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Conference</th>
<th>Items of agenda</th>
<th>Natures of issues involved</th>
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</table>
| 1     | Chief Minister’s Conference (24-06-64) | 1. Vigilance commissions for states.  
2. Lotteries and raffles  
3. Central financial assistance to victims of communal disturbances  
4. Amendment to the law of elections in respect of ceiling on election express.  
5. Separation of judiciary from the executive.  
7. Introduction of a provision in the recruitment rules making future entrants to engineering and medical services posts under state governments liable to service in the Armed Forces on or work connected with Defence.  
8. Arrangements for manpower planning at the state level.  
9. Central security force for industrial undertakings. | Super Departmental  
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| 2     | Conference of state Chief Minister’s (19-07-66) | 1. Economy in government expenditure, price control including opening of departmental and consumer stores. | Departmental |
The Chief Ministers Conference was held on 24th May, 1997 to discuss an Action Plan for Effective and Responsive government at the central and state levels to bring initiatives at the Conference of Chief Secretaries on 20th November, 1996 on the practical grounds.

In its inaugural address, Prime Minister made the statement of J.L.Nehru as the basis of good governance i.e. "belief in fair play and integrity." Importance was given to a systematic and continuous review of outdated laws and procedures. Further the rules framed under the laws need to be reviewed so that their basic aim may be fulfilled. The right to information needs to be given to combat undue secrecy in government, thus declining the corruption. Action plan to be provided may undertake a credible and implementable therapy.
Chapter IV

The proceedings of the conference are summarized as:

- Accountable and citizen friendly government.
- Transparency and right to information.
- Improving the performance and integrity of the public services.

In response to recent development trends, UNDP report, World Bank Development and other such reports suggest the measures for administrative reforms in India in comparison to reforms in other nations. The Hong Kong Model to deal with the corruption, reviews the administrative structure on the basis of British Executive Agency, and constitutional adherence on the Thailand model. To make it's implementation in the Indian context, there should be proper utilization of these reports, economic reforms, policy formulation, execution in proper way, re-delination in the context of co-operative federalism, decisions and transfer of centrally sponsored schemes with the implementation of 73rd and 74th constitutional amendments. Hence sustainable developments needs to be tackled at the macro-levels.

Accountability brings with it greater transparency and is related with citizen-oriented administration having the main thrust on the satisfaction of the people who in turn are responsive to their heads of the department and the Minister concerned having to face the Parliament. The limitations of this conference to implement the reform committees proposal can be delineated as:

- The citizen’s charter for Departments and Offices needs to be operationalised within next three months.
- Redressal of Public Grievances can be streamlined over the next six months.
Simplifying the existing laws within one year by bringing simpler, transparent and single-window based system.

Secrecy and lack of openness in transaction is responsible for corruption in official dealings.

Work group on right to information and introducing a legislation for freedom of information and amendments with the Official Secrets Act, 1923 and the Indian Evidence Act.

Computerization of all information with the introduction of administration of justice.

*It can be made citizen-friendly*

- If it is adhered to ethical standards.
- Commitment to basic principles of constitutional amendments in the existing rules.
- Legal provisions in central and state governments.

This conference brings in account the efficiency needed for the responsiveness of the civil services. These are short listed by P.S.A. Sundaram as,

- Agreement with the political leadership on institutionalized systems for stability of tenure and placement of officials.
- Comprehensive assessment of various factors which have a bearing on motivation, incentives, productivity and working condition of the civil services on the basis of recommendations of the recent pay commissions.
- Steps to curb corruption practices, prosecute offenders quickly and to install a regime of self-regulation through code of ethics for public services.
Chapter IV

Such reforms setup by the Chief Secretaries Conference were to be implemented on a large-scale. Further the time-bound schemes were to be implemented and for reviewing its progress, Chief Minister’s Conference at the end of the next year should be operationalised. Hence, a resolution was passed in the Chief Ministers Conference as, “The states welcomed the initiatives taken by the Prime Minister towards more Effective and Responsive Administration and stated that these initiatives are important and timely. It was agreed that each state would work for the implementation of the Action Plan, making appropriate allowance for variation on local circumstances. Necessary political will to implement these will be essential. The progress will be reviewed in six months”.

This resolution depicts that there should be proper co-ordination of administrative reforms in the work place. The conference convened by Chief Ministers was to review the progress in the implementation of these recommendations.
References


2. Ibid, p-23.


13. op. cit., No.1, p-270.


27. op. cit., No. 25, p-7.