CHAPTER VI
CONTENTIOUS ISSUES AND SUGGESTIONS

Responsiveness of Civil Servants

Civil servant plays an important role in every field of administration. The government will come to a standstill without a civil servant, K.C. Wheare has nicely depicted bureaucracy as; ‘Parliament without bureaucracy would be halt and lame; and Bureaucracy without parliament would be deaf and blind’.¹

These are certain contradictions seen by a layman while coming in contact with the working of the government. However, government employees have ways to counter the pressure from the citizens/‘money is essential to accelerate the work’, ‘single visit will hardly suffice’, ‘you must find an agent’, ‘officer is on official tour’. ‘system is insensitive.’

The issues which need importance are categorized into limitless headings. However, their distribution cannot be given any position as it is like ‘Chicken and Hen’ causation.

Administrative Philosophers and Theoreticians

Bureaucracy, depicted as steel frame is still considered so but the concept in the initial periods of existence was based on the feeling that there must be strict adherence to norms and values of the civil servants. In the present scenario, it means that entry to sort-out the problems of a common man is not possible, as one revolves round this frame entangled in laws and regulations for a lifetime. Robson’s concept of government as, ‘we’ and not ‘they’ should be applied in government services.²
Indian civil servants when in the initial stage after independence were considered fair and just in their work within the steel frame. Later on with the changing times, this steel frame became the hindrance in the progress of the nation, as political interference and commitment of civil servants to the political parties became the order of the governmental functions. Goodbole, an officer-goer is depicted in Mario's Cartoon as being told by the boss, 'Goodbole, when I want your opinion, I shall give it you.'

Thus, ending the initial stage of civil service neutrality and bringing in committed bureaucracy to the limelight. In bringing better governance, decision-makers and policy analysts need expertise. Government plays a crucial role in developing social and physical infra-structure. The system needs an overall awareness of how it has outlived its original rationale and with what effects.

Training projects are given to the administrators through many governmental and non-governmental institutions, but mostly it is attended by the lower officials without the interest of the higher elites. Such training courses should be properly instituted for the administrators at the higher ebbs. In one of the training course in the state of Jammu and Kashmir, at Institute of Management and Public Administration (IMPA), some field officer trainees were asked for suggestions in their respective fields. Their suggestions and issues brought forth can bring useful changes if implemented practically. Resources should be utilized in a proper manner as in the administrative units there is extravagance of power and money while at other places there is scarcity. As resources play an important role in the proper utilization of the materialistic gain, so also the honest and
efficiency personnel in the end leads to proper governance. Civil servants while in training must be aware of the problems of the downtrodden. Professionalism should be given preference on the higher posts to enable better delegation of power. Bureaucrats should not be looked only in terms as; ‘Live in shadows, work in dark, Dress in Safari suits.’

Elbourne has summarized the duties of top administrators in the following points:

- To interpret the policy of the (organization) Board.
- To issue necessary instructions.
- To approve plans drawn up by subordinates.
- To coordinate related activities.
- To define functions.
- To promote and maintain morale.
- To provide for proper personnel training.
- To supervise the main activities of the organization.
- To account to the board (organization).

Political interference in the transfer of the civil servants hinders the developmental progress. Civil servants can work only for their political bosses. The administrator tries to resist certain pressure from the politicians but at last he has to go with the ministerial orders. Every proposal made by the administrators has to get the approval of the minister concerned. The word meaning of ‘administration’ itself suggests ‘power to lead’ but in actual practices, he only holds the office for getting approvals from the ministers concerned. The relation between politician and the administrator needs improvement to amend ‘the lacunas in the
governance. Although IAS offices are supposed to have neutral approach they still are better known by their batches or cadres. Internal obstacles like bureaucratic inertia, rigid administrative procedure, lack of professionalism, dichotomy between generalist and specialist are in abundance.

**Political Leadership**

*Improper relations between Administrative Ministries and Finance Ministry needs proper co-ordination to make proper use of resources. Every case of whatever importance has to pass through many departments for its final verdict by the minister. Continuous interference by Ministers and Higher Officials in the work of Lower Level Officials bring hurdles in the smooth functioning of the administration. Public servant should not be lenient enough to be used by politicians for their own personal ends. Every administrator or minister must separate his private interest from the official duties, so that there is no interference of one with the others. There is a need of better coordination between the administrator and the minister for democratic stability of the nation.*

**Determined Work Span**

Civil servants have become the slaves of power at the higher levels of hierarchy. People now have accepted this type of social dominance. They lack the sense of service to society. But overlapping in the work span occurs due to excess of staff with excess of laws and rules to countless number of proper work. Further, unorganized government machinery leads to unplanned hierarchical levels.
Code of ethics have been developed by various states to improve the values and norms of the civil servants. Even the problem of untimely transfers have been avoided by the institutions like Civil Services Boards for certain level officials. However, implementation of this has been done an papers only with the exception of few states. Administrative reforms commission (ARC) was formulated to bring administrative reforms for better governance. In persuasion of this, the commission decided to bring specific recommendations on practical grounds without indulging in theories and principles. Keeping this in view, the report of ARC in 2000, under the Rajasthan government outlined certain basic aspects for consideration:

- Revenue Administration.
- Taxation.
- Transfer Policy.
- Public Grievance.
- Power Sector Reforms.
- Registration and stamps.

The commission undertook the response of the public notice, individual letters, questionnaire and the response of the various government officers. If the recommendations of this report are being implemented in the state of Jammu and Kashmir, the aspects of the administration of the state can bring changes on a large scale. For example, Board of Revenue has been set-up to cut-short the grievance of the revenue administration.

Civil bodies if given strength, will positively affect quality of administration. But commitment of politicians in power counts more than the merit salary structure of the IAS and allied services.
Shah Commission aims at providing remedies for large number of complaints involving the country's entire administrative machinery. It categorized public servants in three broad outlines on the basis of their nature of dealing with complaints viz.

- Those who simply act in compliance with the orders or instructions given to them.
- Those who carried out the instructions a little zealously than others.
- Those who exceeded or misused or abused their powers as authority for securing personal gain or for securing advantage to other individual(s)/organization(s).

The commission has no doubt that commitments to the officials who have shared their comments with the commission would be honored. The action will not be taken by the number or the seriousness of the punitive action taken against persons who had transgressed the law, but by the nature and extent of the remedial and ameliorative actions that follow the labours of the commission.

The levels of bureaucracy are to be cut-short, otherwise, the effects on the administrative reforms will not be effective, as is from the past 10 years. Government shall avoid wastage of time, money and ability on penny-pinching, instead use them for effectiveness of the work. Rules or code of conduct should be strictly followed, under the parliamentary control. Department of Administrative Reforms and Public Grievances has given recommendations to downsize the number of posts in the Departments and Ministries to bring down the number of attached offices and sub-ordinate posts. However, it has not been taken
into account till date, instead there is still increase in the number of departments and their officials at different levels. The number of ministries is so complicated and large that their reorganization becomes important. If we reduce the size of the hierarchy and increase the salary of the rest, there will be decrease in the corruption, as requirements of a person may be met within its accounts.

In the state of Jammu and Kashmir, each department of Secretariat is being allocated the workload. In the allocation of business, each department of the Secretariat shall consist of secretary to government who shall be the official head of the department and of such other officers and servants sub-ordinate to him as the state government may determine provided that:

a) More than one department may be placed in charge of the same secretary.

b) Work of the department may be divided between two or more secretaries.

In the rule for departmental disposal of business, every Monday, the secretary shall submit to the minister in charge statement showing particulars of cases brought in the department by the Minister and Secretary, respectively during the proceeding week. A copy of the said statement shall be simultaneously submitted to the Chief Minister. Finance department shall be consulted before the issue of orders upon all proposals, which affect the finances of the state. All administrative departments shall consult the law department.

In United States the administrators deal with the rule of law, for the betterment of the public in the form of whistle-Blowers.
Act. This saves the victimization of the persons committed to suppress the malpractitioners. In the Indian context, those who oppose miscreants have to undergo through the same officials which can bring their cases as either, ‘lost files’ or make ‘cover-up’ till the time of responsiveness comes into practice. Comparative Public Administration was the basic point in the initial stage of growth of public administration. Hence to compare and get results which can be had by comparing our administration with the other administrations, to overcome the flaws in our system.

At times civil servants try to impose their own rulings over the public wishes, creating a shaft between the citizen and administrations.

**New Initiatives**

Administration needs to build-up a system that brings a proper bond between the administrator, citizen and the government. The private agenda should be merged with the governmental undertakings on the basis of transparency procedures. It is not the policy which is needed for curbing malpractices in administration but, it is the technique of implementation of the reforms which needs change. Improving conditions of personnel administration- recommendation training, placement, performance appraisal, promotion, salary fixation, staffing policies. Environment also plays an important role to bring effectiveness in governance.

An act on new technique of computerization as Information Technology Act, 2000 is given legal recognition. This act provides for transactions carried out by means of electronic data. ‘Electronic Commerce’ involves the use of alternatives to paper-
based methods of communication and storage of information to facilitate electronic filling of documents. This act was enacted by parliament in 51\textsuperscript{st} year of Republic of India.

Indian government was expected to spend $800 million in 2001-02 towards e-governance. The governance market is expected to earn $6 billion by 2007-08 with a government expenditure of $556 million in 2001-02.\footnote{141}

Software Technology Parks of India (STPI) have been established nation-wide to provide ‘single-window interface’ and Higher Speed Data Communication (HSDC) facility to software exporters.\footnote{9} National Informatics Centre (NIC), was established to facilitate computer support to central government department and states and districts.\footnote{10}

A civil servant should not consider himself to be a ‘servant’ but a part of society which gets affected by his colleagues or by himself. Hence to make plans for the upliftment of the whole society, himself being part of it. Indian civil servants have to deal with the cases having different subjects. Some are career problems like promotion, professional training, welfare problems like housing, food, accommodation. Different sections of the society like academicians, members of the bar, media, et al. can bring awareness among the masses for their responsibility as a citizen of nation, New techniques for social awareness of administration, policy of ‘opens door’ should be set-up as the basis to bring proper governance.

Responsive training strategy needs to be developed for in service training. Adopting new policy like annual performance remuneration wherein the best brains at work are to be given advantage. Officials on the official tours may miss the documents
but not the family members, this brings the Indian economy to a back-lap rather than the official purpose of the visit of welfare of the nation. While in the training process, civil servants waste lot of time on the ‘etiquettes’ “handling fork and knife” and the disciplinary rules and regulations. Tours like “Bharat Darshan” though bring close the states but only give a faint idea of national integrity.

The reforms since the independence still wait to be implemented. In the state of Jammu and Kashmir, certain Business Rules for the better departmental business and better governance are being summarized but their circulation in the concerned departments and civil servants remains a question. Civil servants should have a clear role in a democratic country like India. Their special responsibility to protect the weak and fight the vested interest should be given importance. The Code of Conduct and ethics of the civil servants should be made with the points of social hindrance in mind. In U.K. report of the committees on standards in public life under the chairmanship of Lord Nolan, categorized seven basic principles of public life.

-Selflessness, -Integrity, -Objectivity, -Accountability, -Openness, -Honesty, -Leadership.

For improving administrative efficiency, Government of India (GOI) prepared documents on the tables of Lok Sabha and Rajya Sabha in 1961. Main aim of this report was to locate the administrative problems, investigate them by special groups, advise on policy decisions and suggest measures for raising administrative efficiency and standards. Planning commission’s measures for speeding implementation include:
Field responsibility should be given to both department or agency as well as individuals concerned.

Delegation of authority to be strengthened.

More financial control to ministers.

Administration should be action oriented.

O & M division gave certain proposals of planning commission. Some includes:

Minorities may be experimented with following suggestions if considered appropriate.

Abolition of sections and organizations of large divisions.

Pooling of facilities such as typists, clerks, messengers, etc.

Provision of whole time stenographic assistance to branch officers such as supper secretaries.

Pre budget scrutiny by Finance Ministry of projects, schemes and other estimates.

Means should be devised to encourage creative ideas in administration.

To improve relations between administration and public, Planning Commission proposal include measures such as realizing delays, imparting accurate information regarding polices and procedures and curtesy to citizens. O&M division added to the proposal as:

Heads of Departments should prescribe time limits for disposal of work.

Special briefing sessions among civil servants dealing with public information counters of public.
In annual reports, heads of departments should analyse community relations problems failing within their fields and should mention action taken in respect of them.

Each head of department should draw up on annual programme in advance showing the types of corruption, categories of personnel involved and measures he intend to take for combating corruption.

To bring them in Indian governance is a must as disputes of Citizen vs Bureaucrat, Politician vs Administrator, Minister vs Secretary and the like must come to an end. However, number of reports and their recommendations since independence suggest for the basic postulates but under different words having the same meaning. The only thing is lack of their implementation.

**Accountability and Transparency Fostering Strategies**

India, although having a rich heritage, vast resources in natural form as well as having technical competence, still is among one of the most corrupt countries which has led it to the brink of poverty. To bring competence in governance, main constituents may include-

- Maintain integrity of the nation.
- Maintain law and order.
- Eradication of illiteracy.
- Improving general health of the people.
- Regional development with technological advancement.
- Social change through enlightened legislation, et-al.
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The problem of accountability is because of two reasons:

- management of government and the need to reconcile the sometimes conflicting goals of decisive and effective management with managerial accountability.

- achieve effective political control over the vast apparatus of the bureaucracy through control by ministers and parliamentary scrutiny of the conduct of ministers.

To improve public accountability, ARC made suggestions in five fields viz. Social Service; Economic Administration; Defence and Foreign Affairs; Food and Agriculture and Transport.

Accountability in Administration

The administration at all times needs to be responsible to the people through the proceedings of the law courts and the parliaments via media, in a democratic society. The press plays an important role in safeguarding the fundamentals of democracy and the rule of law. Need for proper vigilance by the press and other media is an important source to bring transparency in the democratic system having accountability at all levels. It must however be ensured that the code of conduct is observed properly, not only by officials who breach laws through malpractices, but also by those whose false complaints are done to harass the honest officers from investigating these frivolous complaints.

In India, the system of 'Nazrana', existed from the ages in the form of money to lower level officials to meet essential needs of their family or in the form of gifts at festivals to higher officials. Hence need arises for public disclosure of assets and income which can easily expose illegal assets of officials. Secrecy in the administration creates a wide shaft between citizen and
administrator relationships. Participation in managing the public services and enforcement of conduct rules with the proper direction and motivation can smash the box of secrets of the administration. In the Hindu theory of the administration of Justice, ‘the king is the fountain-head of justice’, though Brihaspati says, ‘A Brahman is the root of the tree of justice, the sovereign prince is its stem and branches, the minister are its leaves and blossoms; and just government is its fruit’.15

A number of studies and suggestions have been made to get rid of administrative lacunas. Public administration needs to gear up with the development of modern trends in economy, people oriented welfare, performance appraisals, technological innovations, cultural-unity in diversity, human rights concern and re-designing of administration. Thorough study should be made in respect of each ministry and departments to assess their procedures and practices. The time taken by the departments or ministries in dealing with their work should be limited, by using refined techniques. Easy access to the administration by using back-door entry or nepotism or favouritism should be made difficult. Scale of the salary is one of the factors responsible for bribery, it needs improvement to provide housing, medical facilities for the government servant and his family with the provision of housing in colonies to promote better results from the civil servants with accountability.

To bring implementation of reform measures possible people participation is one of the important remedies as convincing the people about the importance of programmes planning with people consult local organizations before launching the programmes, respect for ideas, informing the benefits, voluntary commitment to
people, commitment of political parties. This gives rise to people centric responsive administration of efficient people. The BOOT shall form the basis for peoples participation i.e. Built, Own, Operate, Transfer.\textsuperscript{16}

**Corruption in government**

‘Power tends to corrupt and absolute power corrupts absolutely’.\textsuperscript{17} Corruption, brings a wide gap between society and administrators. It slows down the growth and brings developmental process to a stand still, corruption which is mostly rampant are due to Treason or smuggling, kleptocracy or stealing, abuse or misuse of funds, non-performance of duties, bribery or graft, tampering with elections, confidential reports/ information, Unauthorized sale; bias and favoritism in decision making, tax-evasion, improper gifts, black-market operations, misuse of official seal.

Corruption varies in all political systems at every level of government. It varies with the change in the psychological, social, political, economical, behavioral environment.

In India, Prevention of Corruption was established in 1941\textsuperscript{18} through Delhi Special Police Establishment, but in Hong Kong, Prevention of Corruption Ordinance (POCO) was introduced in 1948. Still, Hong Kong is one of the least corrupt countries and India is one of the most corrupt countries. So, we can implement their pattern as it is also an Asian country having almost same problems to sort-out.

The scandals, which come out of the investigations, indicate loss of money in corrupt practices. In case of the state of Jammu and Kashmir, the Ranbir Canal scandal, Srinagar-Leh road, other
such projects are now being brought to light to bring transparency in governance. Law Department of the state of Jammu and Kashmir formulated a commission as Accountability Commission Act, 2003\textsuperscript{19} to bring accountability in administration.

The passing of the Prevention of Corruption Act in 1947 strengthened the anti-corruption mechanism with respect to government officials. Other measures include the establishment of an administrative vigilance division in the Home Ministry, the appointment of vigilance officers in all ministries and departments and strengthening of DSPE front, to investigate complaints of corruption on the part of civil services and to secure the punishments of those found guilty.\textsuperscript{20}

In central government, administrative corruption is curbed by following institutions.\textsuperscript{21}

1. The Administrative Vigilance Division (AVD)
2. The Central Bureau of Investigation (CBI)
3. The Central Vigilance Commission (CVC)
4. The Chief Vigilance Officers and their staff in Ministries, Departments and Public undertakings.

In 1998, the verdict of the Hong Kong based ‘think tank’ called political and economical risk consultancy, based on its annual survey of businessmen who have been interacting with the bureaucracies of Asian countries was published. On a 10-point scale, the efficiency rank was rated, wherein Singapore rated best and Vietnam worst.
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The table given below is quite indicative:

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<thead>
<tr>
<th>Efficiency Rank</th>
<th>Country</th>
<th>Point</th>
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<tbody>
<tr>
<td>1.</td>
<td>Singapore</td>
<td>2.53</td>
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<tr>
<td>2.</td>
<td>Hong Kong</td>
<td>3.11</td>
</tr>
<tr>
<td>3.</td>
<td>Malaysia</td>
<td>5.43</td>
</tr>
<tr>
<td>4.</td>
<td>Taiwan</td>
<td>6.25</td>
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<tr>
<td>5.</td>
<td>Japan</td>
<td>6.69</td>
</tr>
<tr>
<td>6.</td>
<td>Thailand</td>
<td>6.88</td>
</tr>
<tr>
<td>7.</td>
<td>Philippines</td>
<td>7.25</td>
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<tr>
<td>8.</td>
<td>China</td>
<td>7.33</td>
</tr>
<tr>
<td>9.</td>
<td>India</td>
<td>8.00</td>
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<tr>
<td>10.</td>
<td>Indonesia</td>
<td>8.00</td>
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<tr>
<td>11.</td>
<td>South Korea</td>
<td>8.27</td>
</tr>
<tr>
<td>12.</td>
<td>Vietnam</td>
<td>9.00</td>
</tr>
</tbody>
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Assessment of Asian Bureaucracies by political and economic risk consultancy, Hong Kong, 1998.

Collision between businessmen, politician and the bureaucracy brings the socio-economic development into limelight. Emphasis on detection, investigation, punishment and prevention can curb corruption. Santhnanam committee reported on the quest for political power at different levels and widespread failure of integrity among ministers.\(^\text{22}\)
In the state of Jammu and Kashmir, Supreme court’s verdict in the ministers corruption case was observed as, "A minister holds a public office. His acts are necessarily public acts if they arise out of his office. If they are grave enough, they would be matters of public importance. When it is alleged that a Minister has acquired vast wealth for himself, his relatives and friends, as is done here, by abuse of his official position, there can be no question that the matter is of public importance.

It was said that the object of inquiry was to collect material for the prosecution of Bakshi Ghulam Mohammad and hence, the matters to be inquired into were not of public importance. This contention is, in our view, fallacious. It is of public importance that public men failing in their duty should be called upon to face the consequences. It is certainly a matter of importance to the public that lapses on the part of the ministers should be exposed. The cleanliness of public life in which the public should be vitally interested, must be a matter of public importance. The people are entitled to know whether they have entrusted their affairs to an unworthy man."

In the code of conduct by ministers on 29th October 1964, Government of India set-up certain rules to curb corruption, disclose details of assets and liabilities to Prime Minister or Chief Minister, furnish annually by 31st March assets and liabilities; stay in accommodations as far as possible in the accommodations belonging to himself or of government; stay in particular house after retirement as number of guards for their security increases with the number of their houses they possess.

Legal reforms can be used, as in the case of the state of Jammu and Kashmir, where representation of people’s act can be
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amended to disqualify person found guilty of misconduct by commission of inquiry from contesting elections.

Shah commission gave general observations on curbing corruption. It emphasized on various aspects and principles practiced by the executives. It has also recommended that everything learned from the committee should be disclosed. It emphasized for the effective and objective functioning of the intelligence agencies, their activities and achievements should be suitably overseen and evaluated by responsible teams composed of persons specially selected for their integrity and sense of public duty and functioning independently of the intelligence agencies for the interest of nation and citizens.²⁵

Corruption control has certain rules and regulations governed by certain documents.²⁶

➢ All India Services (conduct) Rules
➢ All India Service (Displine and Appeal) Rules
➢ Central civil services (conduct) Rules

Hence, appropriate legislation for the cognizance of offence of law and after due process of law for the punishment of those found guilty of corruption is required. Suggestions by an IAS officer for reducing corruption in administration can be briefly summarized as:²⁷

1. All responses from the government should be accompanied by reasons for rejecting the request of the citizen so that he can frame his case for appeal, correction or other alternatives.

2. Introduction of complete openness and the total demolition of any wall of Jerico in respect of any matter of public
importance other than matters affecting defence, the safety of the state or the preservation of harmony between various sections of the people.

3. Government must concern itself in future only with such activities as cannot be performed by or transferred to voluntary agencies.

4. Every officer of government or political functionary should be required to declare the assets held by him on the day on which he takes up his position, which should be a public document.

5. Heirs and children incumbents of office or person occupying any position of authority should be judged for appointments, promotions or other purposes by the same criteria and subjected to the same tests as any other person seeking the same benefit.

6. The administration of the service sector should be totally open and left to citizen bodies, as corruption is highest and affects most vulnerable section of the population.

7. Elected representative should be made accountable to local committees formed for each convenient area of operation so that people of all shades of thought and persuasion may be enabled to get benefit.

8. The authority of the centre, the state, municipal bodies, zilla parishads should be delegated to decentralized bodies at all levels down to the village panchayat so that administration at each higher level becomes management by exception and not management by supercession.
9. Preservation of moral values and the instantaneous acceptance of the accountability of men and women in administration and political authority to the supremacy of the moral law.

10. Indiscriminate transfer of officers in Government fuels a suspension of corruption and mal-practice.

In the 38th annual report of CVC a pledge is given which is to be taken every year at the commencement of the Vigilance Awareness week on Sardar Vallabhbhai Patel's birthday on October 31st.

**Pledge** – We, the public servants of India, do hereby solemnly pledge that we shall continuously strive to bring about integrity and transparency in all spheres of our activities. We also pledge that we shall work unstintingly for eradication of corruption in all spheres of life. We shall remain vigilant and work towards the growth and reputation of the organization. Through our collective efforts we shall bring pride to our organization and provide value-based service to our countrymen. We shall do our duty conscientiously and without fear or favor.

**Law in Bringing Transparency**

Corruption rules the national polity, it is the weak who suffer from this as they have to work against the tide of leaving honest administrators far away from the normal hegemony of malpractice, hence sharpening of accountability becomes the base of bringing transparency. People are now resigned to bribery as an unjust but unavoidable fact of daily life. Cleaning the corruption is the first step for IAS officers, as they have been politicized as cadets belonging to particular group of politicians. This in turn
leads to a hollow in the state or nation and bring the whole country to a standstill. Power elites are given preference in making their work done smoothly as compared to the common citizen. Escape mechanism adopted by the civil servants causes hindrance in proper functioning of the system. Criminal politician nexus has given rise to criminalisation in the government functionaries.

Political interference in police administration, demoralizes the work of the police officers. National Police Commission has made specific recommendations which need to be implemented like the freedom from political interference needs to be implemented CBI has not been armed with legal powers and the officers of CBI use powers under the DSPE Act 1946, where Special Police Establishment (SPE) can investigate only those offence which are notified U/S3 by central government. The government must seriously consider the feasibility and the desirability of insulating the police from the politics of the country and employing it scrupulously on duties for which alone it is by law intended so that there is better governance. The police and the administration should be given equal importance and every decision be taken with the consent of law and administrator. Even the CBI uses its power only when there is an excessive misuse of power and not in the initial stages of the mal-functioning. This creates a void between the theoretical exposure of public administrators and the law. Inefficiency may result from faulty relation between the two units or within the unit itself.

Hewart has suggested measures for establishment of administrative law as:29
1. Energizing the various consultative committees of members of legislative.

2. Establishment of an independent administrative procedure body to constantly review administrative action.

3. Creation of an Ombudsman type commissioner to investigate complaints against civil service administration.

In the recommendation of mid term appraisal of 5-year plan, Government of India suggested to bring computerization of cases (pending) so that it could be traced. Law maker should possess the quality of courage to take decisions at all levels for all hierarchies of society while undertaking public duties. Civil servants have often to take decisions which may not be to the liking of some people, but the officer-in-charge has to take it in the balanced way according to the truth and reality within the purview of law.

Government does not exist only to provide order, it is one of the complex institutions where social justice is of prime concern. Strict adherence to principle of meritocracy by government of all political parties is cardinal to establishment of a top quality permanent civil service in any truly democratic administration. A revised and stronger code of conduct for all India services to be formulated to improve the relationship between the political neutrality and good governance. People should have faith in administration regardless of political affiliations and criminal -bureaucrat -politician nexus. However at times when the red-tapism becomes unbearable bribery gives one the way to come out of this circumlocution. Need arises to ignite social power to bring in accountability.
In public dealings lack of Transparency is mainly caused due to:\footnote{31}

- Secret ness or hidden files in government offices.
- System where photocopy of not so important files to be done in gazetter of the concerned except the important ones.

Common practices of bribery and other mal-functioning done by common man include.

- Misappropriation of public money,
- Claiming false Traveling Allowance (TA) and other allowances,
- Possession of disappropriate assets,
- Abuse of official position,
- Acceptance of illegal gratification,
- Misuse of government employees for personal work,
- Irregularities in the reservations,
- Cheating in connection with the sale/purchase,
- Acceptance of sub-standard stores or works.

These common practices are varied in number and need proper moral and social spirits to ward them off from the day-to-day practices, so that the democratic system may work swiftly. In the state of Jammu and Kashmir, certain important issues have been differentiated which need immediate attention by the government as well as common masses. They include:\footnote{32}

- Regional imbalance and self rule.
- Detection and compensation.
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- State Central relations
- Central projects and other Hydel projects
- Grievance redressal cells.

Parliamentary control over the working of ministries and more especially over expenditure is desirable to maintain relations between citizen and administrators. Finance ministry needs to have link with the administrative ministry in order to have proper implementation of schemes and reforms. Government should present the budget annually to parliament on the basis of short term planning for all departments with the knowledge of how they are to be funded whether last years objectives had been successfully met with the expenditure and revenue with the proposals for future government spending.

ARC study team report of 1968 gave certain courses which contribute to the growth of public grievances-

- Undefined responsibilities and unsystematic work of the multiple administrative organizations.
- Deterioration in standards of staff competence.
- Lack of adequate training and knowledge of rules and procedures in the services.

Vigilance Committee for Redressal of Grievances

Technology plays an important role in overcoming corruption. Permanent mechanism like appointment of competent persons with undoubted integrity is the best way to control the inflow and expediate the disposal of long pending cases. Media plays an important role in judiciary and public accountability. Inspection is a must to get things done in a proper order and know
the cause and effect of the problem. By making graphical representation of the performance in the official work, the bureaucratic size can be downsized accordingly. Every department shall give their suggestion to sort out their own problems. These recommendations should be set-up in a committee to be formulated on departmental basis. There the points of conscience shall be considered like-

- Moral values to be boosted.
- Improve job interest techniques.
- Insulate every department from the crisis of other.
- Interference by judiciary in unnecessary ways.
- Work overload.
- Individual made responsible for work.
- Upgrade infrastructure.
- Examples from private companies to be taken.

The ARC in its first report in 1964-65 had recommended about the problem of redressal of special institutions as Lok pal and Lok-Auyktas at the state and centre level. The former is set-up for ministers and secretaries and later for other officials. However, the decision of the government, formulated for the Lokpal to handle cases regarding ministers and secretaries at centre only may be passed to state chief ministers. The Lokayukta is at centre to deal with officials other than Secretaries. This was introduced as bill i.e. ‘The Lokpal and Lok Auykta Bill, 1968’ in May 1968 in Lok Sabha. But has not got the approval.

These institutions are being internationally acclaimed by different names- Ombudsman, Procurator, Censor, Inspectorate,
Commission of Enquiry, Lokayuktas, et-al. These institutions should possess the characteristics of independence, impartiality, unimpeded access to information and opportunity to report to the legislature or assembly, constitutional status, power to order search and seize, power to send an interim report, need for greater publicity and relevance of these bodies. Ombudsman is thus an institutional device for grievance redressal and securing the administrative justice. Non-Governmental Organisation (NGO’s) play an important role in achieving the key targets of official ethics. Ombudsman, has the main objective of well being of citizens with the preservation of individual liberty and equitable treatment of all citizens by public bureaucracy.

In Indian context the Ombudsman like institution i.e. Lokpal and Lokayktas lacks institutional accountability. The appointment of its members should be government based but by the high court judges or Supreme Court judges. The recommendations and reports should be made practical and not only paper based. Money making mania should be ended by enforcing accountability and reform measures.

Donald C. Rowat points out the three essential features of the Ombudsman institution. It’s powers are:

1. To investigate
2. To publicize
3. To criticize

Several mechanism like grievance committees, the central vigilance commission, the central bureau of intelligence, the Lok Ayuktas, et-al. have been devised but no perceptible improvement in the situation has been seen in the redressal of grievances. There
has been decline in standards and values with too much motivation in the administrative actions. Law is being used to make onslaughts to the political opponents only to weed them out and acquire power.

Vohra committee under the ministry of Home Affairs suggests to bring under control the activities of the criminal syndicates.\textsuperscript{37}

In the state of Jammu and Kashmir, Ayyangar Commission of enquiry which was appointed to prove allegations against Bakshi Ghulam Mohammad, on Jan 30\textsuperscript{th} 1965 set certain recommendations.

On similar grounds Santhanam committee\textsuperscript{38} referred to examine vigilance units to make them effective. Special Police Establishment (SPE) to improve the working of the police department emphasized on effective laws to expedite the proceedings.

In the report of the ARC study team, on centre-state relation, GOI has established various adhoc committees with specific issues to be taken. It has suggested, ‘only issues of real and national importance need to be taken up there. Others should be settled by conference convened by the ministries concerned, at a lower preferably official level.\textsuperscript{39} In ARC report on state administration, 1969, it is recommended that performance report instead of confidential report shall be submitted.\textsuperscript{40}

In the state of Jammu and Kashmir the present PDP-congress coalition government in their Common Minimum Programme (CMP) has set goals to be accomplished within its tenure. \textit{Objective 12} of this programme suggests for establishment of an
institution, ‘Ehtisab’ for enquiring into complaints received against chief minister or ministers and legislators.  

Objective II: Endeavour to make the selection process to all positions and institutions transparent. Objective 13 commission for police reform and Special Operation Group (SOG) assimilated/relocated within regular police establishment.

**Decentralization of Power**

Decentralization of power is an important aspect of functional responsibility of administration. Planning the policies at lower level makes the functional aspect of development administration more effective and active. Citizen participation in the administration gives much relief to the administrative function, as social and economic surveys on the local levels increase the efficiency. Many factors count on administration of this form of government having both positive as well as negative aspects. Regarding administrative work undertaken by local groups one needs proper knowledge of these Self Help Groups to decentralize power. Certain issues and suggestion regarding this have been categorized but still lots of fields have been left untouched.

**Local Role**

Decentralization has the role to play at the grass root levels which form the basis of a society of different complexities. The founder of Indian nation had the dream to improve the ground relations with the centre. Decentralization is the term which has the means to end, as the disrupted values by the political and administrative rivalries. It brings the proper utilization of the
public funds and services, at the grass-root levels so that there isn't any maladministration in the working of the governance.

Decentralisation needs homogeneity of society for better implementation of the developmental activities. States having different sects and castes have to accept the Indian sects as it is with the wide variation over the quality of life. Resulting in the urbanization to the cities for better avenues of life leading to increase in the slums and over crowdedness. Local governments function and structure depends on how the state wants it to be. States have their contributions in making local level administrations worthy of quality services. Various Municipal Committees, Corporations, Notified Area Committees, District Level Bodies have been incorporated for better governance at the lower levels of the local administration. Well defined distribution of power along with the ministry concerned in the integrated form needs to be established.

Local bodies represent the state and embody the authority on the local level. There local authorities form the part of chain of hierarchical order to reach the local level of the administration for the welfare of common masses of the downtrodden areas. Demarcation of power is thus clearly defined.

Corruption practices get more impetus when local officials are left on their own without the proper supervision of the higher officials. Training programmes at village levels for citizens as well as officials at lower levels can bring decentralization to its field of existence. Periodical meetings between lower level officials and central officials can bring co-ordination among the two hierarchical levels. Resource mobilization from lower levels can be done by technological boosts to village level bodies.
Decentralisation if applied at proper time, would be fruitful otherwise it is a burden needing only recommendations without being implemented, resulting in overlapping of rules bringing hindrance in their implementation. Further, the lack of financial resources and experience in organizing lower levels welfare services needs proper set-up and support from the centre.

To avoid favouritism and nepotism at the local level, educational training courses are needed by the lower level administrators. The project like community development needs to be given a boost to make effective the administration. The basic needs which still the administrators at local levels find missing includes electricity, medical facilities, communication, transportation and basic amenities of life.

To overcome incompetent administration, a well-organised local authority and relation between the bureaucrats and the citizens can be the best remedy. Local administration can train the citizens by making them participative in the governance. Various innovative techniques should be used to boost the administrative terminology. Electronic governance (EG) and the Information Technology Act, has placed the administration at the local levels in the modernized or innovative way. The project like CAARD viz. Computer Aided Administration of Regional Development is now being developed for issuing certificates and other land records which took lot of time for completion. The main progress can be had only if the literacy is reached to these levels and makes people fully aware of the facilities of new techniques.

Governance at local levels include the better involvement with the technological innovations and reforming the administration and its services within the framework of the
administrative techniques. Need thus arises for the proper facilities at the grass-root level, as the migration to other cities and towns lead to various malpractices of governance. Politicians in power get seldom time to their constituencies, instead they themselves flee to central areas of cities. Hence to overcome such plans decentralization of power is a must.

Official and Political Interference

Rural people should be given chance for self-fulfilment and expression in what has become a city centred, financially dominated society. The trend-towards the urban centers must be reversed by instituting policies that will make life in the rural areas pleasant, prosperous and attractive. We can’t safely allow the cities to drain people from the farms and villages. Rural society must be encouraged in developing the way of life, with its libraries, schools, facilities for amusement and for health, so that it may achieve a dignity worthy of a properly balanced nation.

Efficiency in governance requires the delivery procedure to work in harmony with the different levels of government. Changes in the normal functions are considered already existent because of the environmental factor like population growth. These need not to be institutionalized in the framework of reforms to be made. Adhoc interpretation of the changes done is on the basis of certain factors.

- Identify the services.
- Strive for consumer satisfaction.
- Quality to be satisfactory.

Modernized political and democratic situations to overcome flaws in the lower levels need to be boosted. The politician-
administrator relation is a must for making this possible. Certain alters are needed to bring proper implementation of reform initiatives at the rural level be demarcated properly so that there is a proper difference between national concepts.

Decentralization thus reaches the bottom level of the problems at the grass root levels and makes possible avenues for effective and economical use of land and other sources of income, bringing the height of modernization to the once unreachable concept. As depicted in the Indian history the system of 'zamindari', where higher levels of Kingship still exist, but under the different names. These avoid the developmental schemes to be established at village levels, because of the fear of loosing their Kingship over the illiterate villagers. Rural slums have been the main issue of the problem as, they create havoc in the later reform implementation.

Official interference in the local administration curbs the authenticity of the administrative devolution of power. However, in still other cases it leads one to decentralize the power into various local level officials which help in the progress of the nation on the local levels. Taking into consideration the lower levels and the self-employment schemes on their own, britisher's tried to centralise power, which was one of the reasons of their downfall. Hence too centralized administration leads to administrative inefficiency and local discontent due to varied size and diversity of the country.

Administrative Work Undertaken

Decentralisation has been done on functional and financial matters through Panchayati Raj Institutes (PRIs) and State Finance Commissions. The GOI, has persued a strategy for rural people
belonging to poor sections, as, ‘awareness and capacity building’, ‘transparency and people’s participation’, ‘social audit through gram sabhas’.

Constitutional Amendments of 73rd and 74th has given people’s participation much importance. Election to various states have been done. On evaluating reform initiatives of the administration, various issues have been highlighted. For example among the different tiers of village level administration, gram panchayats have been assigned more taxes than the other two tiers. Conflict has arisen in the financial arrays, devolution of power and differentiated development programmes between urban and rural entities. Process of decentralization is in a stage of evolution and needs the co-ordination of the administration at the centre and the state levels.

Many proceedings have been made on the local governance. In 1958, September 13-14, Seminar on Improving City government was held by IIPA, New Delhi. Another on Cabinet System in Municipal Government in 1969, Sept. 15-16, by Indian Institute of Public Administration (IIPA) New Delhi. The proceedings of such seminars have been published by Indian Institute of Public Administration (IIPA) for study on the local levels, but this has only been termed as pedagogical concept, needing implementation on practical grounds.

Cooperative Commonwealth Federation Programme adopted at first National Convention held at Regina, Sask on July 1933 set-up certain policies.

Planning, Socialisation of Finance, Social ownership, Agriculture external trade, Co-operative Institutions, Labour Code, Socialized Health Services, B.N.A. Act, External Relations,

In Chief Secretary's action plan on effective and responsive administration in 1996, local government and decentralization have been considered one of the important issues. In the Masterplan to undertake the developmental work in the capital city, Srinagar of the state of Jammu and Kashmir, vertical and horizontal progress of city municipality was suggested. But the Masterplan made since the years, has not been implemented due to the slackness in the political and administrative operators. However, every time the meeting is being planned for the proposal, there is a change in the government. Hence, the question of implementation of such plans remains.

Moosa Raza Committee recommendations are still to be considered so that there is proper and timely implementation of such reforms. The main issue hence is whether the reform committees once formed may be implemented in future or have to wait for the time, because of being outdated. In the ARC report of 1969, recommendations on centre-state relations were given. Like in Chapter VIII, Decentralisation of Powers in certain areas should be established as-Powers should be delegated to the maximum extent to the states with regard to their work in projects in which the centre is directly interested or which are carried out by them as agents to the central government.

To bring values of good governance various aspects were given remedial suggestions. Enhance confidence building and capability of the states, bring awareness among local people for utilizing IT for better programme implementation and convergence and fusion of programme, policies, initiatives and resources at the
grass-root level. Merging of different departments to one Panchayati Raj Institution is not an easy task. It needs proper training and guidance from the NGO’s and other Institutions to bring accountability and transparency through organized leaderships. Better funding and rewards system at the village level can enhance the performance. Self-employment schemes on the local levels for developing local people can build confidence in the better enhancement of the local level administration.

However, the state of Jammu and Kashmir lags far behind in developments regarding Panchayati Raj levels, as 73rd constitutional Amendment Act, 1992 is not applicable and even the status of District planning committees is not being done in the state. The Municipal Corporation Act, of 2000 is not being implemented even after the 4 years of its formulation.

To bring decentralization at all levels government has appointed many committees whose recommendation must not be overlooked. For example:

- Rural Urban relationship committee, under the chairmanship of A.P. Jain in 1966.

- Committee to review the existing Administrative Arrangements for Rural development and Poverty alleviation programmes under the chairmanship of G.V.K. Rao, 1985.

- Royal commission upon decentralization in India under the Royal sign Manual on 7th Sept. 1907, to enquire into the relations for financial and administrative purposes between Government of India and provincial government and their officials and village organizations and local self government.
Municipal body is the essential part of the government which has to face the common man's burden like health, welfare service, slum control, urbanization, jails, courts, parks, pollution, libraries, electricity, et-al. These cannot be taken for granted.

Municipal Commission S.R. Rao, of Surat set an example of cleaning the city and transforming one of the dirtiest disease infected cities of India into cleanest in the country by setting out certain principles like- setting personal example, getting his officers to streets to see the problems themselves giving financial powers to them which reduced his workload.

Sarkaria Commission has given suggestions and recommendations to see that the statutes and provisions of the constitution does not come in the way of more harmonious relations between centre and states in a federal India. Expenditure of centre and states is 50:50 ratio but finances are given as 70:30 ratio.

Although decentralisation was initiated in 1970's but it is still undergoing implementation problems at all levels. It needs proper operationalisation at the lower levels to make it fruitful.

The Srinagar Municipality Corporation Act,\textsuperscript{45} gives a full detail of works to be undertaken by the Municipal Corporation of Sringar, in 23 Chapters. Each chapter deal with various aspects of society, administration and developmental functions, for example in Chapter VIII, taxes and fees are being notified to the specialized areas undertaken by the social groups. Chapter XIII deals with the streets. The problems related to the commonly undertaken problems of the society. Chapter III deals with the functions of the corporation.
In the state of Jammu and Kashmir, Panchayati Bill\textsuperscript{46} was produced to provide for the constitution of Halqa Panchayats, Block Development councils and the District Planning and Development Boards and matters connected therewith, whereas, it is expedient to promote and develop Panchayati Raj in the state as an instrument of vigorous local staff government to secure the effective participation of the people in the decision making process and for over-seeing implementation of developmental programme. These four bodies need to be interconnected to meet the local demands of the state and need to meet the demands of the situation.

In this bill the establishment of model towns in the state of Jammu and Kashmir in each block was suggested. In the present coalition government of the state i.e. PDP-congress, the Common Minimum Programme (CMP)\textsuperscript{47} set-up has stressed on Decentralisation in its objectives.

- It aims at setting up a state finance commission with a statutory status to ensure development and employment at regional and district levels at all regions of the state (objective 15).
- Panchayati Raj Institutions to be given functional autonomy and adequate financial support (objective 26).
- Effective measures are to be taken to check unplanned and unauthorized growth of towns and cities. Status of corporations is to be given to Jammu and Srinagar. (Objective 29).
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Citizen Friendly Approach

Administration, being a part of the system works on the motto on which the society is based. Each part of the institution is set-up on certain basic points or components. Humans, being important components of this administrative system, culture plays its own role in the foundation of liberal democracy to strengthen the administration and put the foundation for liberal democracy through multiculturalism.

Cultural freedom makes this inter-mixing possible leading to greater and stronger bond between nations. This has brought the turning point in the national interests. Every colony after attaining their independent individually is now on the edge of development and to know its existence in the globe. This has been possible through proper planning, dynamic management and having knowledge of the past and future trends. Hence ethics play an important role in developing the basic postulate of democracy wherein minority-majority relation of a nation are both considered. India lags not because of resources and ideologies but only because the implementation is so poor that it brings the nation to a standstill with the low standard of living for a large population.

Fundamental principles must be set-up in the basic life cycle of the society, in order to make a smooth and orderly governance. Indian bureaucracy has the feudal characters which needs to be made more experience oriented rather than only favouritism. The responsibility of ministers should not be abrogated, rather it should be clarified and strengthened. There is a need to formulate ethical norms in all fields of professionalism with the honest zeal to be properly enforced and monitored. Code of conduct may include:
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- Identifying conflict and having discussion for guiding in decision making.
- Defining administrators.
- Citizen-administration interaction.
- Rules governing administrative processes.
- Identify decision making rules.

These code of conduct rules are of large numbers, however no code of ethics and norms are fool proof and must be changed with changing environment. The administrators must themselves be made innovative, perceptive and adaptive to cope with new situations and problems.

To make reforms feasible and sustainable both political and bureaucratic institutions should be reformed simultaneously. Report 2001 of National Human Development has given cumulative effects of the poor quality of governance like:

- Poor management of economies,
- Denial of basic needs,
- Inadequate law and order
- Marginalisation of people on social and other grounds,
- Deterioration of physical environment especially in urban areas.

Commissions and reports have not been only to manage political constraints but also the conflicting pressures of bureaucratic and agency politics within the system. Comparative studies at times can bring out solution to the long pending problems. In private sector managerial skills are undertaken by
inter-linking of different nations and increasing cooperation between cultural variations. Multi National Company (MNC’s) and NGO’s are based on these skills which has boosted the private sector as compared to government sector.

Various reform measures have been put under the conference of chief secretaries of state/union territories, 1996 to improve the quality of administration. The Dominating issues include:

- Responsive administration accountable to people.
- Civil Services committed to principles enshrined in constitution.
- Clean-up the civil services from within.

Suggestions were categorized in points to make sure of the effective and responsive administration at the centre and state level for socio-economic balance.

**Limelight and Publicity**

Responsibility for the malpractice in the administration could not only be attributed to politician or the administrator or the system of governance but once the blame is accepted by the person himself at any level of society, he can work for upliftment leading to betterment of national interests. In democratic from of government, government leads and the people cooperate. As there is remuneration and rewards for good work so shall there be punishment or suspension to malpractitioners. Implementation of schemes does not need formulation of proposals to agencies to get the rules and regulations followed by the set committees and to wind up the multiplicity of rules. Reform initiatives need strategies to improve government undertaking on the basis of
private concerns like result orientation, emergence of market mechanisms and customers orientation.

Easy accessibility to these schemes and movement of goods through trade should be based on scientific and technological innovation. Absence of proper data hinders the progress of Indian system of governance. Whenever relief was given to the sufferers through these committees, it would get neutralized zero.

Technical assistance through developed countries is being wasted over developing nations either due to lack of proper knowledge or inability to work for development. This needs proper training through institutions like Indian Institute of Technologies (IIT’s), Indian Institute of Management (IIM’s). The basic foundation of national development is the educated youth who need proper institutional upliftment with easy access and large availability of scientists. This needs proper planning, personnel system, financial support, social partnerships, institutional collaboration, healthy administration, interpersonal relation, political support and other permanent reforms which could last for long instead of dying out after the change of government.

Education and training for whole society free-interaction between people and all branches of people, awareness and knowledge of people’s right, et-al. must form the basis of social life. Education needs proper guidance under which every gets education not only through ‘Shiksha Abyan’ schemes but also by implementing with them technical training through schemes like ‘Rastriya computers Saksharta Mission’. To bring such educational and institutional set-ups in limelight there is no proper mode of communication.
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Chief Ministers Conference of 1997, initiated various bills and recommendations to be implemented within the time-limits detailed in the schemes set-up accordingly, to bring to limelight the responsive, accountable, transparent and people friendly administration.

The conference resolved that the central and state government should work together on the following themes:

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

The 10 point action plan was to be reviewed half-yearly and meeting of Chief Ministers to review the progress of administration with better governance.

New Initiatives

The essence of good governance lies in the use innovatives techniques like Information Technology (IT) of e-governance, Managerial one like PERT, citizen friendly techniques for empowerment of the weaker and down-trodden society with socio-economic balance government has undertaken many seminars and conferences in this regard. A seminar on ‘Quality in Government’ was organized on 18th Nov. 1999. On similar grounds, ‘Just and Honest government – International Experience’ was held on 7-11 Feb. 2000, New Delhi for capacity building and for quality in government. However the conclusion reached couldn’t get the positive results. In the precision of the said seminar, workshop for ‘Total Quality Management’ (TQM) technique was held on 5-6th June 2000, but to no avail. The concluding remark of the workshop was the view that no single prescription was of any importance as each country has got its own situation to solve the internal
problems. However, to every problem, a solution is there and one must strike it out until a solution to achieve quality in public services is reached.

New initiatives adopted by the constitution like Information Technology Act, 2000 should be designed in state government to undertake governmental jobs and reduce circumlocution of work. It was emphasized to minister of states for Information Technology in the conference on 15 July 2000 in New Delhi, wherein certain rules and regulations for promotion of e-governance, telecommunication, et-al. were given and certain basic recommendations made.

Internet service, brought with it the service like VSAT i.e. very small Aperture Terminal, to bring telemedicine and tele education to far flung residents; SARI i.e. sustainable Access in Rural Internet, a project enabled villagers to get expert medicinal advice from major city hospitals.

E-services to the people are required all-over for considerably shortening the time to get things done and improving overall efficiency in governing. Administrators at all levels need to be aware of the need to equate micro-computers with improvement. It is due to the fact that to train or persuade the top level administrators particularly in local government is difficult to undertake.

Computerization include: ‘benefits to the end-user, establishment communication with users for feedback to sort out problems’. Administrators need to be given training in standard operating system commands as well as interaction with the software packages to be used, so that their skills are used properly. Value of information to decision-makers needs to be considered.
Although in its initial stages of using the basic data is time consuming task which requires additional staff as well as frequent technical ‘debugging’. This also needs proper training sessions at regular intervals to cope up with the changing values in the e-governance. Low cost gadgets are made functional in the rural context and address problems satisfactorily. However, usually elites of the rural areas get the benefit of these innovative technologies rather than illiterate villagers. Thus, e-governance shall be given boost by implementing its facilities like National Informatics Centre (NIC) for computer support to central government, State and District levels of government, development of Software Technology Parks of India (STPI) nation-wide for single window interface and higher speed data communication.

State Services

Government must reinvent itself and its work to bring co-ordination among all hierarchies and have flexibility in the circumstances. Many schemes and projects have been initiated like National Rural Employment Programme (NREP), Minimum Need Programme (MNP), Jawahar Rozgar Yojna (JRY) Annapurna Scheme, at the state levels. Charles Kattering, Vice President for research of General Motors Corporation said on singular efforts, 'It would have been remarkable if he had made it with a committee'. It is suggested to form a committee of some experienced persons mostly retired to bring into focus the lacunas and their remedy to the administrative functions. A committee having experienced personnel to be focused in various meetings with the view to bring into light the remedial measures for their respective fields with the in service heads of the departments concerned and gain from this experiences under the head of the
governor/chief secretary. For example, In the states, chief engineers of the retired posts can share their experience with their concerned posts in power. In the similar way, the educational officer, Election Commissioner, Social Welfare, Finance administrator, et-al. of the different fields can discuss their future on the basis of post experiences and future innovative ideologies.

In a system having vast written documents to govern the loopholes still remain. And to remove such loopholes, further amendments have been made which have been going on till 2000. Amendment Acts reached 83 in number, involving different disciplines of governance. But still there are lacunae in government functionaries and administration.

Dr. Rajandra Prasad said, 'Without a human approach and spirit of service, even the best trained administrator will fail to have a right attitude to the problem, he is called upon to tackle'.

The state of Jammu and Kashmir had to face political corruption along with the political problems right from the day of annexation to India in 1952. This was further strengthened by the politicians and bureaucrats by ill-gotten money, with the rise of militancy. Hence, in Kashmir division politicians and bureaucrats are responsible for paving the way to militancy. Need has arisen to bring J&K state secretariat re-organisation. A major reshuffle in the J&K Secretariat was announced on Nov. 1, by officer on Special Duty (Mr. Mahashwar Prasad).

Winter capital and summer capital takes a lot in transaction as crores are spend on this shifting of office records known as 'Darbar-Move.' Number of files are lost and others have to wait for action. This doesn't benefit the public or government servant or secretariat officers as all of them suffer due to this transaction.
However, in the rest of the country, whenever it was practiced, it has been stopped. One of its remedy can be to set-up head quarters at Srinagar and some other important offices in Jammu.\textsuperscript{54}

With regard to the state of Jammu and Kashmir various committees and reports were set-up but with the passage of time they lost their importance. Like the Moosa Raza Report gave the wide detailed view of the solution to administrative malpractices, but is still not implemented or even this report is not even mentioned in the present PDP-congress coalition government of the state in its 30 point Common Minimum Programme.

The recommendations of the Moosa Raza Committee would be of utility only if they are adopted and implemented with a clear commitment at all levels of the government to make them successful. The committee after discussions gave recommendations regarding.\textsuperscript{55} Mass contact programme; tours; citizens right to information, management of civil service, public Grievance day, et-al.

However, this committee did not get any positive response from the then government. As a general feature of the government it did not point out in its ‘Redeeming pledges in Jammu and Kashmir Turning the Tide’, a booklet published by Information Department that, recommendations of this committee and other committees are being implemented in phased manner-\textsuperscript{56} but there is no phase by which it is made public.

The Common Minimum Programme (CMP) of the PDP-Congress coalition government in the state of Jammu and Kashmir has not given any reference to this reform committee. It may be possible that a new committee to give further recommendation is being formulated, as the previous committees due to time gap have
lost their importance. In the state of Jammu and Kashmir, some issues need urgent attention of government to make citizen administration approach friendly and action oriented. Regional Imbalances and self-rule, unemployment, lack of basic amenities, eradication of corruption, lack of educational and medical facilities, special developmental schemes, media aggression and fundamentalism, central projects and other hydel projects, are the main areas which need urgent attention. The need of the hour is:

- Restoration of democratic institutions in Jammu and Kashmir, as Panchayats and local bodies.
- Holding of elections in free and fair manner in state legislative Assembly, Panchayats and other local bodies.
- Following the rule of law by government agencies.
- Early conclusion of pending criminal trials and setting up of grievance cells at district level.
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