ABSTRACT

The broad outline of this thesis can be said to be based on the developments made in the Indian administration in general and the administration of the state of Jammu and Kashmir in particular. Although both have varied patterns in their levels of governance but the basic concept of governance remains the same. In the present work VI chapters form the basis of a study of framework of administrative reforms with special reference to Jammu and Kashmir.

Chapter 1st deals with the concept of the administration and its importance in the development of socio-economic and political aspects. By way of comparative analysis of the ways of governance facts are to be checked with other systems. The basic aim of better governance is the main motto of every form of administration but the ways to reach the goal are varied. Administrative thinkers working on this field have brought out a lot of change through their research.

Reform initiatives established by way of Administrative Reform Commission since 1965 and the reforms established during the pre-independence period bring to light the present form of governance and its historical background. Need of the administrative reforms in the present context demands that instead of setting up of committees and commissions for recommendations which are not being implemented on the practical grounds because of delays created by way of political
and administrative misconception, action should be taken. Recommendations given by reform initiatives through the Administrative Reform Commission are varied in number. The need now is to operationalize them.

In *chapter II*, administration in relation to law and its effects on the governance has been analysed. The positive and negative effects of the law on the government in implementing reforms is discussed. In the rule of the kings, the system of favoritism by way of gifts for governors or rules in power resulted in favoritism or nepotism. This in the later stage of history, changed to the ‘white-collar criminalisation’, as bureaucracy once termed positively to bring transparency by way of their work changed into ‘bureaumania’ – an illness which is the main cause for the citizens grievances.

*Chapter III* studies public accountability in administration and ways adopted to curb the corruption-causing practices through redressal committees. It looks at Ombudsman like institutions, conduct rules, vigilance committees established to bring accountability and transparency in the governance.

Technological innovations in the field of administration can limit the time, cost and space of the long pending cases of disposal. Manual techniques of files and papers which changed into the computerized e-governance can result in the proper and timely implementation of reform initiatives. People participation is a must to bring in accountability in administration.
In the state of Jammu and Kashmir, Accountability Commission Act had been passed in 2003, which is being implemented on the departmental basis. However, it is circulated only on paper but not implemented on practical grounds. Legal reforms need to be implemented, on the all-India basis through the conduct rules. Political interference in the law and administration hinders the public accountability. Misuse of power at different levels of the hierarchy of administration whether at clerical or official levels, brings the accountability to a standstill.

Vigilance committees redressal of grievances at the departmental levels helps to nip the problem in the bud at its initial stage. The Lokpal and Lokaykta bill of 1968, although till present is not passed is given a different shape as Accountability Bill. However, the main task of implementation still remains to be undertaken.

In chapter IV, historical aspect of the administration of Jammu and Kashmir along with the central administration is analysed. Dogra rulers the founders of the state of Jammu and Kashmir as a single unit had a great impact on the administration of the state. Although foreigners ruled the state the political dominance was always of different sects and religious groups within the state. Hence the state faced different forms of administration, Hindu kings, Muslim rulers like Mughals, Sikh rulers as Dogra and Britishers. But in 1846, Dogra ruler, Gulab Singh compressed the three different
divisions of Jammu, Kashmir and Ladakh as single entity of the state of Jammu and Kashmir. Later on the partition of India and Pakistan brought Jammu and Kashmir under the instrument of accession to India which later on led to the cold war between India and Pakistan. Although the administration of Jammu and Kashmir is under its own constitution but the state administration works under the central administration of India. The form of governance being based on the democratic norms under Art 370 compares the administration of Jammu and Kashmir with Indian states.

Chapter V deals with administrative reforms in the state of Jammu and Kashmir. Though various committees have been formed but their proper implementation is not done. Moosa Raza Committee to bring to book the reform measures through recommendations in the state of Jammu and Kashmir was established in 1996, but to no avail because of lack of implementation till the present Peoples Democratic Party – Congress led coalition government. The recommendation if implemented on the proper time, could have brought major reform strategies in focus with developmental upliftment of governance. Such reform initiatives need timely action and proper distribution among the departments and fields concerned so that implementation may occur. Decentralization of power needs to be brought into focus, so that there is implementation at ground levels. In the state of Jammu and Kashmir the decentralization was not given importance, however in the present system, the elections of Panchayati Raj bodies have been
considered. Although the Municipal Corporation Act has been formulated in 2000, however there has been a wide gap in its implementation, as elections to their positions is still not done to bring their body to life. Many such reform initiatives were brought in the history of administration but have no importance, as their implementation was not done in time.

Chapter VI discusses how administration has to focus its reform initiatives to make its working transparent and citizen-friendly. The problems are analysed from different angles to make it easy to search for remedies. Reform initiatives bring these aspects into focus through suggestion and recommendations. Accountability in the system of governance can be brought by making law and order responsible to the people, through various strategies. These reform initiatives need well established balance between the hierarchical levels of administration, both at local and urban levels. Issues brought in focus cannot although be categorized as their number is vast and varied. However to certain limit they have been distributed in four aspects:

1. Civil service responsiveness
2. Decentralization of power
3. Accountability and transparency
4. Citizen friendly approach

Civil Service responsiveness brings in focus the main issues a civil servant has to face and what society has to face in
reverse. New initiatives need to be taken to overcome the problems. Innovative techniques like PERT, MIS, need to be adopted to bring proper implementation of work functionaries still their operationalisation at the ground levels is a must.

Decentralization of power for effective results is one of the basic requirements. The ground realities have to be taken into focus which bind the higher hierarchy. The village- district- state- centre link must find the proper chain of co-ordination to make their working effective. Local role of the working groups as a source to improve the administration at ground levels is must. They better understand the problems faced by their respective fields and know how to tackle these problems in a better way. However, the official interference from the elite brings to a standstill the operationalisation of their functions. Red-tapism causes the reform process to come to an end even before it is being brought to action. Bureaucratic malpractices cause hindrance in such processes.

Hence, need arises of bringing accountability and transparency in administration. Malpractices like corruption, red-tapism, formalism, nepotism need to be rooted-out so that there is transparent administration and better governance. Grievance Redressal Cells, Vigilance Committees, other such bodies have been setup to bring transparency in the administration. Law needs proper orientation to bring into account these malpractices and bring to book the negative
elements of the administration. Vigilance Committees have been set for the task, which needs timely implementation.

Reforms in the administration hence need to be given preference to bring stability and equilibrium at different levels. Social awareness as well as administrative response is a must to have good governance. Indian administration in general and the administration of the state of Jammu and Kashmir in particular need proper balance in improving the ways of administering so that there is good relation between centre and states. Implementation of recommendations of reform committees and commissions within the specified time can prove effective in curbing malpractices of administration.

In an address, to the jury at a communist trial in Chicago in 1920, Clarences Darrow, stressing on reforms said, 'As long as the world shall last there will be wrongs and if no man objected and no man rebelled, those wrongs would last forever'.

* [Deena Weinstein, ‘Bureaucratic Opposition – Challenging Abuses at the Work Place’ Pergamon Policy Studies, USA, 1979, p-1.]