CHAPTER I
ADMINISTRATION AND REFORM INITIATIVES

Since the time of Woodrow Wilson (1880) researchers across the globe started taking deep interest in the research work of public administration to devise innovative methods of governing mechanisms. As a result of this thinking process different concepts of public administration were put forward by different thinkers to focus on the study of the subject and make in depth study of the discipline of public administration. There has always been a shift in techniques from one form to another to tackle the administrative problems. This gap in the administrative mechanisms is due to the generation gap.

While discussing public administration as the co-ordination between the organized activities to implement the public policy stress has been laid on the implementation of the policies. As for better operationalisation of work the better coordination, directing and managing of public affairs creates a conducive atmosphere. Novel methodologies are tried and tested to reduce the level of dissatisfaction in the operationalisation of socio-economic transformation process, which sensitizes the people about scope and importance of basic social amenities like education, health services, safe drinking water facilities, sanitation, public distributing system and the like. That is why Ackoff preferred to say, "A government cannot develop a country; it can only help its country to develop".1

American Administrative System

In American system of public administration, the period of 1883-1906 is considered to be the reform period. It targeted
various levels from government policies at national level as civil service reforms and at local level; the reforms were at commission and council or managerial levels. Enhancing the scope of public administration on a large scale on the grounds of W. Wilson's report of "The Study of Administration" and Goodnow's publication of 'Politics and Administration' and discarding the politics in the civil services L. D. White's first book on public administration stressed on managerial part of administration than on judicial or law making parts of administration. Thus bureaucrats were responsive and accountable for keeping government under proper working conditions.

For innovation in different techniques of administration, administrative procedures have been set up under Administrative Conference Act of 1964. Further, the civil servant is man oriented rather than job oriented. Various sects have been differentiated in American system of government:

- The corporate involving the functions of the shareholders,
- The union involving the workers,
- The Government involving the citizens.

In corporate bodies, municipalities function to form association as in Figure 1. Figure 2 shows the union having divided powers, as is for federal form of government. Figure 3 shows the executive form of country having parliamentary system to govern the basic criteria in this system.

The policy of comparative public administration brings a major shift in the US foreign aid programmers, thus enhancing the developmental efforts by training and technical assistance to bring reforms in the administration. To institutionalize the formal
Chapter 1

Figure 1 Association/employment hierarchy, corporate.

Figure 2 Association/employment hierarchy, government with separated powers.
administrative control, independent agencies perform the functions such as bureaucracy is headed by the office of management and budget. Thus comparative public administration focused on micro-institutionalization to sort out the problem of administration ignoring the economic development of middle classes.

Figure 3 Association/employment hierarchy, parliamentary form.

**British Experience**

Reform period in Britain initiated in 1960s was represented by the labour party (1964-70). To define the features of civil services of Britain, the Fulton committee recommended a generalist concept in 1968. This concept introduced the hierarchy in the personnel system of administration by replacing the specialist with a generalist. To develop this system civil service department and civil service college were set up in 1970s. Thus
administrative as well as reforms in other fields got boost as health services, local government, and state owned water industry and central government departments. White Paper was published by the conservative government of Edward Heath in October 1970 to bring forth a set of administrative reforms. The two point reform included the introduction of a process called;\(^5\)

- Programme analysis review (PAR).
- Central policy review staff (CPRS).

PAR, was introduced to make the American system of PPBS involved in the budgetary system, thus improving the quality of the decision-making within government. While CPRS was concerned with the treasury and was related to the individual tendency of the departments to fulfill the objectives and strategy of government. PAR studies to analyze the reviewing programmes of the departments were not satisfactorily implemented in 1979 during Margaret Thatcher's rule. However CPRS has survived to adopt its importance in the cabinet office to help the Prime Minister and her colleagues to analyze administrative problems in Britain revealing it as the main administrative reform of the late 1960s and early 1970s.\(^6\)

The administrative reforms in the later phase started with the decrease in the expenditure of the government utilities, resulting in the reduction in the size of the hierarchical order of the civil services in 1984. By April 1979 this reduction was of 10% until in July 1982 it was reduced by 14% while for some individual departments the reduction was of 25%.\(^7\)

Audit commission set up for analysis and review of programmes of departmental activity revealed increase in the
savings of £ 330 million a year by July 1982.\textsuperscript{8} Hence the system of Ministerial Information System i.e. MINIS was introduced to minister the activities of the departments.

Thus in the process of operationalisation of administrative reforms, initiatives taken in 1960s by establishing the Civil Service Department and Civil Service College concluded by abandoning the Civil Service Department in November 1981 to reduce the cost of civil services. In the process of reform initiatives, establishment of hierarchical order for better governance and then reduction in the hierarchical order to reduce the expenditure on civil services was aimed in the British governance. However, the government cannot be judged by its size or management of hierarchy but by calculating the net resultant of implementation.

**Indian Administrative System**

Due to untimely implementation of work functions and improper coordination among the administrators and the citizens, the administrators have been termed as bureaucrats. This term of abuse coined by Vincent de Gourdne is considered as illness in France which bids fair to play havoc with us, this illness is called 'Bureaumania'. In the allocation of Business rules, central government is made directly responsible for over 2000 items of work although state government are directly responsible for both developmental and regulatory authority.\textsuperscript{9}

In India this illness has started right from the British system of civil services. Indian administration is still limited to regions. Although transparency and accountability was the outcome of British system, but without procedural and administrative
methodologies in public administration, it could not see the light of the day. In an effort to introduce transparency and accountability, almost 50 reports were drafted from 1969-73 and reform initiatives were incorporated in five-year plan period documents. The resolution under which the commission of Administrative Reforms Commission was first setup on June 5th 1966, enjoined on to give consideration to the need for ensuring the highest standards of efficiency and integrity in the public service and for making public administration a fit instrument for carrying out the social and economic policies of the government and achieving social and economic goals of development, as also one which responsive to the people. In India, majority of people are not even touched as no developmental progress has reached them, they are left as they were before independence.

Administrative process has not changed since times immemorial. The red tapism has restricted the administrative implementation of reform initiatives identified in the stipulated time. The grey areas can be identified and subsequently appropriate mechanisms can be devised to ensure effectiveness in implementation process. As such solutions to the problems can be designed to ensure accountability and transparency within the same administrative set-up. The process is expected to lead to a paradigm shift in proper implementation of the reform initiatives. Thus, a system of checks and balances is obviously the most suitable remedial measure, which will most precisely convince people to have a sense of accountability.

**Influence on Indian society**

India is known for its diverse social set-up and distinct cultural affinities. Since culture is determined by religion, so it
inevitably pays a dominant role in shaping the future of the nation. History is witness to the hard reality that excavations bring to light the historical facts about tradition and culture of Indian subcontinent. Indian history began from the pre-historic period before the 8th millennium B.C. when the Harappan and the Indus civilization emerged. During their reign, the cultural, political and administrative unity was on the forefront. There was almost common currency, which symbolized the economic set-up of the civilization. Hinduism began from about 1500B.C. Rig Veda influenced the society by classifying it into different sects, thus making individuality to come into existence.

Other sects also influenced in the breeding of Indian culture. Buddhists in 550 B.C and Muslims in 12th century had their influence on Indian culture, respectively. In 3rd century, the first step in the establishment of the body of administration came during the Mauryan period. A single political unit was created and the land revenue system was established to set into motion the financial resource mobilization by way of land utilization through agriculture. Communication was boosted in a better way so that the local administration could be set-up in relation to the main central unit. The war of political dominance came when the Guptas defeated the Mauryans. After them Muslim rulers invaded the Indian sub-continent in 12th century and their dominance was in Pakistan, Bangladesh and Kashmir.

The medieval period in India is believed to have started with the arrival of Turks in about 1000 to 1206 A.D. and by virtue of their activities Islam came to India. However, Arabs were the first Muslims who invaded Indian sub-continent by way of trade. Turks after a short span of time passed the rule under the Khaljis, whose
Chapter I

sultanate paralleled economic and technological developments of the late 13th and 14th centuries by centralizing the administration. The paper production also initiated the bookkeeping section of administration. Thus commercial expansion and the impressive coinage system were melted. Taxation policy was initiated, but due to their soft policies of governing mechanism, their decline started. In 15th and 16th century, there was unified rule, which led to the political anarchy. In 1526, Babar invaded India and established Mughal rule. Their effect was of a reformative nature on the Indian administration. During the period of Akbar, decentralization of power by way of departments and panchayats was established which were all answerable to central, provincial and local administrators. Revenue system got established in a proper manner and fiscal policy was given importance. Thus the administration in India had started its existence even before the reform committees were formed to undergo changes in the administrative sector.

Historical Review of Administrative Reforms

History is a witness to the hard reality that foreign rulers have mostly ruled India before independence dawned on the people of the country on 15th August, 1947, so the rulers of the times pursued the policy of undertaking structural and policy changes in public administration according to their convenience. As such India witnessed changes in policy and structure of public administration and rulers of pre-independent political era changed the system according to their own interest and priorities.

As is recorded in the annals of pre-independent administrative history Mughal era lasted for three centuries from 16th to 18th century. During Akbar’s period army was the central
unit of administration and as such while enjoying sweeping powers, army connived with some private forces and resorted to the unjustifiable practices of abuse of power and authority creating gulf between the people and administration. As such the realization for devising reform initiative gained ground with every passing day and while effecting reform initiatives in administration, efficiency was made the criteria to ensure placement of experienced and qualified persons on important positions in administration. Thus, Mansabdar was given civil post and it was the case with other professionals. Revenue system was also set up in a proper way.

In 19th century Mughals were forced to give administration of India under the British rule. As such, Lord William Bentick (Governer-general-1833-35) and Evelyn Baring Cromer (Financial member of Viceroy’s council in 1880) reformed the financial sector on a large scale. The personnel administration was given importance as it laid the foundation of the administration of India. It was emphasised by the Times of India in 1873 about the personnel administration as, ‘whatever may be the direction in which the long expected reforms....may run, one initial question, at least cannot be avoided but must press itself, strongly upon the attention of the authorities. The efficiency....by comparison every other matter may be classed as secondary in importance’.11

Till the end of 19th century, Officials and Politicians were regarded as Bureaucrats and Ministers, respectively. Then, during the period of Lord Curzon, the administration of India was developed to its optimum level. Curzon gave importance to efficiency and believed in increasing the productivity on the basis of Taylor’s scientific method. Various reform initiatives were set-
up under the British regime and the departments that were
dominant got activated. Many schemes were established which
later on led to the great achievements for administration.
University Grants Commission (UGC) established during Curzon's
rule led to great educational revolution. Indian council of
Agricultural Research (ICAR), Archeological Survey of India, are
some of the main innovations established during this period. Thus,
India witnessed a series of changes in structural framework and
policy initiatives during this period.

In the beginning of the 20th century, Baron Curzon set-up a
commission for the Indian Universities (1902) to bring about a
better order in higher education. After this period, the Indians as
well as British were engaged into a struggle of power dominance
and existence, as the Indian independent movement rose to its
peak. It was, due to the reform initiatives of Morley and Minto
(Viceroy of India 1905-10), which are also known as Indian
Councils Act of 1909, that Indians revolted against British. As this
act was based on the principle of "divide and rule" policy, so
through Montague (secretary of state for India 1917-22) and
Chelmsford (Viceroy of India 1916-21); the system of diarchy i.e.
system of double government made a break-through in Indian
history by granting autonomy to India in 1935.

i) Educational Reforms:

Another committee known as "Saddler commission" was
appointed in 1917,\textsuperscript{12} to inquire into the conditions and prospects
of the university of Calcutta but in real sense this committee was
not only established in India, but had a world-wide scope. Thus,
educational reforms were established in 1947, by government of
India and three important commission were appointed as:
Chapter I

- The University Commission of 1949.
- The Education Commission of 1964-66.

These reforms were issued in July 1968 with a revision in 1986. National policy on education stressed on elementary education, hence Operation Black Board (OB) scheme was set-up in 1987 where in construction of school building and classrooms was done. The main aim of all such schemes was to universalize the elementary education by improving the quality in addition to quantity of educational system by way of innovations in the techniques for improving school facilities. However, implementation of such schemes became inevitable, due to inadequacy of funds at the central or state levels. Under OB scheme, providing two-room building, two teachers and essential equipment in primary schools of the country made a national effort.

Even the "right of everyone to education" was affirmed by Universal Declaration of Human Rights in 1948. But the assessment proven by the UNESCO projections of 1982, show that in developing countries, in spite of resources and expansion in basic education, millions remain uneducated. Even the decrease in the expenditure rates of the developed countries on education has resulted in decrease in enrolments with the rapid increase of population.

However implementation of the recommendations of such committees become inevitable. It necessitated the demand for a committee like Jarrat committee of UK that was set-up in 1984 to assess efficiency of universities. The full report was made.
public on April 1985, which focused on the need for bringing in some structural, academic and administrative change in the functioning of universities and its allied institutions.

ii) Administrative Re-organisation

Re-organisation units in various departments like state re-organizing unit, financial re-organizing unit, educational re-organizing unit et-al., were formulated to bring innovation in the organisational set-up. ‘State Re-organisation commission’ to redesign India’s internal map which later turned into an act in 1956, was undertaken to overcome the post-independence problems of refugee re-settlements economic imbalance and improper utilization of resources which was the outcome of the undesirable approaches of inefficient, inexperienced and untrained administrators. As India had just emerged as a Sovereign democratic republic, so its ideals were determined by the democratic ways and means with the basic intention of making India a progressive welfare state, which prompted policy transfers to introduce people’s participation in public administration. As such a reform process was set into motion and in 1947, a commission was set-up to organize proper utilization of resources. Hence Planning Commission was set up in March 1950, with the basic objective of introducing the policy of devising five-year plans and the process was initiated in 1951. Appleyby report in 1953 and 1956, dealt with the administrative organisation and the suggestions for streamlining the administration, respectively. In one of its indictments, Appleyby compared personal administration with feudalistic heritage having academic and intellectual orientation with little administrative skills. National development council (NDC) was set-up in 1952 during the first five-year plan to
bring improvements in administrative functions and to secure balanced and rapid development of all parts of country.

Right from the age of Asoka, Vikramadiyta, Akbar and Jahangir, corruption was curbed in different ways. Various committees and redressal grievance cells were set-up on prevention of corruption. Under the recommendations of the Santhanam committee government of India appointed Central Vigilance Commission to deal with such cases of corruption.\(^{16}\) Lokpal at the centre and Lokayktas at the state have been established to ensure accountable government. Some states have established their own grievance redressal cells to set-up statutory bodies in curbing corruption. The ARC in respective states established several committees. These reforms had the main aim of making administration responsive to people. Although Administrative Reforms Commission, was related to various sections of reforms, its impact on Indian administrative system was minimal. In order to compete with the demands under the specified deadline, administrator has to function even if there is scarcity of resources. With the result, computers play an important role. India while formulating first five-year plan had utilized the facility of computers.\(^{17}\) A separate department was setup in March 1985 as, Department of Administrative Reforms and Public Grievances, under the chairmanship of Mr. Rajeev Gandhi.

Administrative Reforms Commission (ARC) was also established which gave its initial report in 1967. It stressed on the functional aspect of Indian administrative services under which the functional services are liable to be manned in respective fields. Administrative Vigilance Commission in 1955 was setup in the Ministry of Home Affairs to check corruption in civil services.
Chapter I

Sarkaria commission also recommended the decentralization of power to state government. There was a change in the business rules, as the process of economic liberalization with the system of permit and license Raj, identifying the efficiency of government undertakings.

Gorwala underlined the need for delegation in the following words: "allot it to a man, fix his authority and let him have a free hand within that authority. Give advice only when absolutely necessary. Note carefully, without interference, how the work is being done. If the man is not satisfactory change him but don’t interfere uncessarily."¹⁸

In August 1926, Disinvestment Commission was setup to advise government on disinvestments matters. It submitted about nine reports till March 1999, covering 45 Public Sector Undertaking (PSU) in various scales. The infrastructure of administration can be improved if there is enhancement in the reforms in the Public Sector Undertakings like MMTC, SAIL, and IOC, which contribute to the foreign exchange earnings. But hindering their progress is the same Red-Tapism of administration as there are procedural delays in obtaining government approvals in making critical decision.

iii) Computers in Administrative Functioning

E-governance, can sort out the gulf between the administration and the common masses by increasing the efficiency and speed of the functions of government. E-governance facilitates an easy access to information by providing transparency in government dealings and providing infinite, expandable, diffusive and instant transmission of information. Strategic information system (SIS)¹⁹ can be introduced to bring
transparency. It is used for gathering information regarding crime and criminals and helps to track down criminals and prevent crime. Common wealth secretariat has launched the Common Wealth Center for Electronic Governance (CCEG) in 1991, to serve the importance of E-governance. Computers have increased centralization as the process of collecting, synthesizing and transmitting can be done by greater speed and comprehensiveness without involving manual work to have the accountability in services. In the west the cybernetics explosion made a change in the administration but on the materialistic grounds. The first administrative task undertaken by computers in 1950’s and 60’s was in American system of Electronic Clerk, Centralized Administrative Intelligence System; Local Government Information Centre (LOGIC), Management Information system (MIS); Bank systems, etc. It also avoided the information crises among the departments. Innovations in the issues involving human, technological and organisational implications need proper methodology to be adopted.

Administration is not only document processing or storage of data, but has a behavioural approach as locational choice and the links between the people and the information intensity for decision making increases at the implementation stage.

Reform Committees

An Action Plan undertaken to implement the Administrative Reforms in the government was put forth in New Delhi, on May 2002, under the Department of Administrative Reforms and Public Grievances (AR and PG) and Lal Bahadur Shastri National Academy of Administration, Mussorie. In this report the conference of the Chief Secretaries in November 1996 and its
Chapter I

Action Plan adopted at a Conference of Chief Ministers in May 1997 was studied. The Grievance Redressal cells with multidimensional administrative character can bridge the difference between the administrators and the public. A separate Department as ARI and Training has been setup in Civil Secretariat to sort out the ways for solving the problems ranging from administrative reforms to nomination of suitable candidates for professional causes. But due to the lack of transparency, faith in the administrative set-up is deficient.

State government have constituted various committees to serve their respective state administration. In this bid, Jammu and Kashmir state has also undertaken a committee known as Moosa Raza committee under the chairmanship of then chief secretary Moosa Raza to implement the measures set-up in the committee of the chief ministers in 1996. With the passage of time, it has not been implemented on practical ground for the lack of co-ordination, making administrators suffer a lot because of their own negligence. Corruption in government and untimely implementation of plans are one of the reasons of this negligence. Reform committees set-up are guided by the changes that change the direction of public administration in consonance with the changes that over shadow the system. Although there is increase in the growth rates, but in comparison to the increase in its need, its progress is very sluggish.

Need For Reforms

Administrators have their hand in every field of life whether taken in broader and meaningless sense or in narrower or unsatisfactory sense. Modern techniques have become a threat to the democracy at constitutional and social level as vigilance by the
masses has changed to computing. Administration can thus proceed in a way that can be put to us in decision-making process and appropriate execution of policy decisions. Administration, as the word suggests, is mainly concerned with the execution of policy issues. Developing countries like India are confronted with more multi-dimensional problems of administrative and socio-economic characters than what happens in developed countries. In developing countries, administrator has to act as an energizer of developmental efforts and has to ensure orientation in implementation of developmental programs. Thus, the main aim of administration is to give shape in the form of institution which can be made possible by separating the administrative reforms in its various facets. Administrator has the discretionary power to conduct the discussions about the nature and scope of decisions that have to be put into place. The role of Bureaucracy should remain confined to impartial execution of policy decisions to give vent to neutrality in public administration.

Public administration should be open to innovations and new technologies with enhanced impetus on quality management as Total Quality Management (TQM) technique that depends on the source. State welfare activities are determined by value based policies and execution of administration. Since Independence, there is an increase in the welfare orientation programs leading to tremendous expansion of public sector. Administrators’ activity can be symbolized as an act of civil servant and as a structure for executive government, which may serve as a building block for multiplying bureaucracy. For this reason, in spite of modern techniques like computers, administrators still multiply according to Parkinson’s Law of increase in bureaucracy. Thus, in India like
other developing countries, in spite of making a mark in cyber age, the size of bureaucracy in terms of numbers has touched new heights.

Until World War 2nd, there was a feeling of isolation among all nations of the world but the world has become a global village now. Since the end of cold war era the present welfare state has inevitable responsibilities. However, because of prevailing policy of red tapism in bureaucracy much of the time is wasted in executing policy decisions and programs.

Government policy is given shape by the parliamentarian that support policies for their own vested interests. Although the policy is put into practice for the upliftment of the needy, which in real practice is to meet the needs of the policy makers, thus creating a shaft between bureaucrats and political executive. For ensuring innovation in administration, the reform committees have been set-up to enable the government to frame policies avoiding duplication of efforts and make available the economies of large-scale operations by organizing common service facilities, research, consultations, training of staff and sales promotion. Making the process of policy formulation a time consuming exercise and then to repeat the same practice in execution are such approaches which influence the process of thinking in public administrator. Proper accountability is largely influencing the execution of policy initiatives. For putting policy initiatives into practice in the right perspective, proper disposal of work is a must for committed officials.

The state of Jammu and Kashmir had 16 secretaries in 1967\textsuperscript{21} which rose to 31 in 1995. Thus, decentralization of power by allocation and disposal of business to the departments becomes all
the more important. It was felt that level of burden on secretariat functionaries should come down to ensure access of people to power corridors of the state.

Further there is a bid to make administration a business like activity due to wide expansion of privatization in the global market. For a viable administration, efficiency and economy should be result oriented. The relationship between ministers and civil servants should be based on trust and mutual understanding. As minister has to face the crowd, so administrator should develop a congenial atmosphere for the minister to ensure his close proximity with the people. Thus, responsiveness to public in accordance with the rule of law is the prime function of administrators. The gap between the policy makers and its implementers should be minimized or to say ‘it should tend to be zero’.

Administration needs momentum in order to gain grip over the government. The customs and traditions are to be moulded according to the needs of administrators and vice versa also. This gives rise to new social order leaving behind the traditions, which the British had left for India. There should be a sense of unity among the administrators, which may enhance the development of administration. Incentives are to be boosted so that custom of corruption is curbed. Decentralization of power is also an important step in making administration effective and responsive. This process will give birth to initiatives which are committed to the policy of administrative reforms. A.B. Vajpeee, while addressing 1999th annual general meeting of Indian Institute of Public Administration on the subject entitled ‘Administrative Reforms’ said, “In a country where majority of the people are
victims of poverty and neglect, we have to have an administrative system which has a heart that feels for the poor and the mind that cares for their needs”.

Reform Initiatives

Due to the industrialization in 19th century, the harmony with nature seemed to be getting disbalanced, giving way to hazardous diseases via pollution, deforestation, Ozone depletion, silting of lakes and rivers, etc. Various environmental considerations came up in this fast worsening condition of the society. In the constitution, Article-48A chapter on Directive principles of state policy stresses on the protection and improvement of environment and safeguarding of the forests and the wildlife. Even the Indian council of enviro-legal Action (ICELA) has been set-up. A report entitled ‘Our common Future’ of the world commission on environment and Department under the chairmanship of Gro-Harlem Brundtland, Prime Minister of Norway, 1987 had a role on the environmental future of the international, regional, national and Intra-national agencies and authorities. An independent Department of Environment, forests and wildlife exists to make amendments and encourage the government regarding the implementation of such schemes, however implementation failures of environmental conservation programmes at bureaucratic levels is a reality. Reports and committees have been set-up to operationalise these action plans and reports like;

- National Wildlife Action Plan
- Forest conservation Act, 1980
- National Forest Policy, 1988
National Water Policy

Time taken to implement an act is a vexed issue. The New Environment Protection Act, sponsored by the Indian Law Institute New Delhi and the consumer education and Research centre Ahmadabad has setup an National Environment Protection Authority (NEPA) having various sub-groups. The function of this authority was to monitor implementation of various environmental protection laws in the country. It also undertook the job of coordination to examine that whether the environment protection measures have been taken by state governments or not. However till date no such agency has been established.

In India politics is given much importance. It not only brings the nation to a standstill but also makes the role of administration doubtful. The politicians and the bureaucrats relation is so delicate that they find means to undermine the other. The minister is found to be 'alone at the top of my departmental empire', as is exemplified by Donald J. Savoie about making the final order to make the changes in the normal course of administration in the relationship of Minister – Deputy Minister.

The concept of neutrality among the political and administrative relations with the new trends to make administers as well as ministers accountable to the parliament needs a major thinking. Although administrators are considered to be the experts of public management process but minister and administrator both are responsible for proper governing. The main reason for ministerial lack of administrative information is the politics, elections and cabinet reshuffle. Various statutes and Acts have delineated the minister – secretary functions like the Financial Administration Act, Public Service Employment Act and
Interpretation Act. No doubt these plans and committees make projects but on the other hand their implementation is devoted to the goodwill of the politicians of ruling elites. Thus, not only administration but also its relation with administrators needs reformed, creating conducive atmosphere for well furnished and disciplined manner of achieving social and economic prosperity.

Public administration has emerged as the 'Responsive administration' in order to suit the growing urges and aspirations of the people. Novel methodologies are tried and tested to reduce the level of dissatisfaction in the operationalisation of socio-economic transformation process. This has enhanced the thrust and urges of the people to accessibility of basic social services like education, health services, safe drinking water facilities, sanitation, public distribution system and the likes.

Reforms need to be shaped according to the environmental requirements and on fixed rules and regulations. For effective and responsive administration there is a need for transparency and accountability to give a serious thought to vexed issues and administrators need to solve the problems of administration so that crisis may not occur. Appropriate action at appropriate time is more important than to constitute a reform committee in times of emergency. Hence such committees are not expected to put forward the required recommendations due to the lack of coordination between the members thus creating new problems. Technological innovations should be undertaken to make the environment conducive. For better formulation of reform committees proper responsibility should be given to make it sure that initiatives do not overlap. This needs humanistic approach to train the required personnel on the specific job. Thus,
implementation was given importance right from 1960s, as development administration needed its presence while developing its strategies. As development is goal oriented so a fulcrum should be setup between goal setters and action settings. Time management should be given priority so that desired objectives are achieved.

Centre acts as a guide to the states in dealing with its administrative and other governmental matters. Constitution of India has stressed on this aspect in its first article. Hence in order to cope with the urges and aspirations of common people, proper implementation by the administrators at the central and state level needs importance. There should be clear-cut distinction between the functions and resource utilization between the centre and state so that there is no overlapping of work and one understands where to go for assistance. Hence Administrative Reforms Commission (ARC) has setup various reform committees at the central and the state levels which need to be looked into closely.
References:


3. Ibid, p-49.


5. Ibid, p-277.

6. Ibid, p-278.

7. Ibid, p-278.

8. Ibid, p-278.


10. Ibid, p-494.

11. The Times of India, 31 August, 1873.


25
Chapter I


