ADMINISTRATIVE REFORMS IN INDIA

The administration is an ancient alert, common to almost all countries and all levels of governments. It is an aspect of governmental activity which is very old. It is as old as human history with the increase in the scope and activities of the state, the administration has become all the more important in modern time. Its importance has tremendously increased from the cradle to the grave. The administration is an instrument of social change. It is essential for preserving civilization, social harmony and most of all for successful planning without a clear, efficient, responsive and sensitive administration. The administration is of pivotal importance in the formation of a welfare state. There was a time when people had no expectation from public authorities but today life is shaped by the quality of administration. A welfare state, having a planned economy and a republican constitution, cannot function except through a widespread and integrated structure of administration. In simple term, the administration is securing cooperation in order to get the work of the world accomplished as a process, the administration is so much a matter of analysis and synthesis that these functions should become second nature to the administrator. As a career, administration is an activity challenge, for its calls on many aspects of a man’s nature and the abilities and applied them to stick social problems, administration is of concern to every citizen because the service he receives, the taxes he pays, and even the personal freedom enjoys depends so largely on what the administrator does or fails to do. Many of the sharpest social issues of the modern age, including how to combine freedom
and organization resolve around this bureaucratize area of administration, naming administration a central interest of political theory and philosophy.¹

Public administration is a continuous process and in this sense it is always undergoing reform. Thus in public administration, reform is a journey rather than a destination.² Reforms are an obvious response to the new challenges confronting the state institution managing public affairs, what lies at the root of such an exercise, is the effort enhancing administrative capability in the changed scenario. The term “administrative reform has different meanings in different nations (such as the United States and Europe) it means to reform the administrative system”. It is a process of change administrative structures or procedures within the public services because they seem to have become inappropriate in the changed social and political environment. In other nation including the developing countries, administrative system is considered as an instrument for social and economic transformation.³

The terms “Administrative Reforms”, “Administrative Change” and “Administrative Reorganization” are used synonymously, although by strict definition, reform would stand for eradication of abuses in the existing system, change would mean modifications to suit ideological or socio-economic environment, and reorganization would be reconstructing the existing system to suit current needs and new demands. In India, Administrative Reforms signify all these three aspects- remodelling to suit political change since Independence, change in character and behavior to cope with the new socio-

economic environment and programs for the removal of evils that have crept into the system all behave urgent since independence.\textsuperscript{4} Administrative reform is therefore a risk, a gamble, in which the odds are heavily against success because once institutionalized, administrative arrangements tend to stick and old habits die hard. It can take a generation for administrative behavior and values to change appreciably.\textsuperscript{5}

There are hardly any magical keys to administrative reforms. It is a long term process that requires the investment of talent, zeal and commitment, scarce resources and above all time whereas governments are usually short term and look for quick solutions Reforms, is argued by Caiden, ‘tossed around like a boat in a storm since from conception to finality, is a long, arduous and difficult journey beset with numerous obstacles, unforeseen perils and unexpected surprises.’\textsuperscript{6} Actually, Administrative reform is not merely a technical exercise, instead it is a process involving the political interactions of stakeholders who actually determine the course of events. Many definitions fail to appreciate ‘the politics of reform’ and are thus unable to comprehend why reform programs have introduced measures they incorporate and why they may succeed, many operational definitions contains in excess of instrumental rationality.\textsuperscript{7}

Caiden characterizes Administrative Reform as ‘an artificial inducement of administrative transformation against resistance.’\textsuperscript{8} He underlines the

\textsuperscript{5} Gerald E Caiden, Administrative Reform-Proceed with Caution, International Journal of Public Administration, Vol. 22(6), 1999, p. 820
\textsuperscript{6} Ibid, p. 827.
\textsuperscript{8} Gerald and Caiden, Development Administration and Administrative Reform, International Journal of Social Science, 2(1), 1969, pp. 8-22.
following characteristics, first, it enrich a thorough reconstruction of the machinery of government which, in effect means a complete or partial overhauling of the prevalent administrative structure that appears to have lost is momentum in the changed circumstances, second, it aims at systematic transformation and not piecemeal change, permanent alterations and purely cosmetic touches, in structure, territorial organization, budget management, planning processes and personnel practices to reduce corruptions, incompetence and red tape. Third, the different sectors and programs are rationalized and reorganized for more effective performance. Finally the machinery of government is simplified and streamlined to eliminate unnecessary duplication, reduce inconvenience and minimize pluralism. The leaders in government were confident that the pressures of democratic command, quality of public enthusiasm, and ingrained discipline of the old instrument face the gigantic tasks before the country,

Indian Administration and its evolution have a historical context. The circumstances and ground situation when the British transferred the reins of government to the Indian leadership were highly challenging. Prudence dictated continuing with the inherited administrative institutions. Unity and stability of the country under the new democratic system could thus be assured. Prime Minister Jawaharlal Lal Nehru (1956) was to explain this evolution thus, “Administration is not static; it is a changing dynamic revolutionary process to fit in with the changing time. Change follows public policies that fall in the domain of governing institutions. Periods following the launching of the constitutions and the planning year were the testing ground of this hypothesis.⁹

Administrative Reform has emerged as a standard expression in public administration and is therefore preferred here. A view prevailed in the early years after Independence that consequent on fundamental changes in the policy environment and public administration will stir itself and imbibe appropriate orientations and set out to acquire new skills. One of the earliest divisions of Independent India was in regard to socio-economic planning as the mode of the country’s development.\textsuperscript{10} India is the third world country, with its endemic features of poverty, illiteracy, malnutrition, unemployment and over-population. Nevertheless, it contains within itself features of the other two words, too: Attributes such as democracy, rule of law, federalism, limited government, judicial review etc. it shares with the first world, the adaptation of centralized planning in India is a feature of the non-defunct second world. This combination of apparently disparate features makes the task of reform of public administration much more complex. Government prevails at three levels central, state and local – making Administrative Reform a simultaneous concern of all the levels of government. Because of the pivotal importance of public administration in a developing country like India, the constitution makers incorporated two all India services namely the Indian Administrative Service (IAS) and the Indian Police Service (IPS) in the constitution. The All India services are binary in nature, serving both levels of government-central and state, and in practice, at all three levels Central, State and Local\textsuperscript{11}.

Various attempts for reforming the administrative system has been made after independence. The central government was very much concerned with the


matter and, since 1947, appointed nearly 30 committees and commissions to suggest administrative reforms as listed below\textsuperscript{12}:

**Reports on Indian Administration, 1946-2003.**

1. Report on the Reorganization of Central Government Chairman, Richard Tottenham), 1946, this report is significant in understanding Independent India’s Public Administrations hence, it enumeration here.

2. The Secretariat Reorganization Committee (Girija Shankar Bajpai, 1942).

3. The Central Pay Commission (Services Vardachariar, 1947)

4. The Economic Committee (Kasturbai Lal bhai), 1948


8. The Machinery of Government- Improvements of efficiency (R.A. Gopalaswami), 1952


10. Estimates Committees Ninth Report on Administration, Financial and other reforms (First Lok Sabha) 1953-54. \textsuperscript{13}

\textsuperscript{12} Hoshiar Singh, ‘*Expanding Horizon of Public Administration*’; Aalekh publisher, 2005, pp 107-109

11. The Railway Corruption Enquiry Committee (K.J. B. Kriplani). 1955
15. The Balwant Rai Mehta Committee on Community Projects and National Extensions Services 1957.
17. Staff Welfare Review Committee (Fateh Singh), 1961.
20. The Administrative Reforms Commission (Chairman Morarji Desai later K Hanumanthiya ), 1966-70
21. The Third Central Pay Commission (Raghubir Dayal), 1973
22. The Committee on Recruitment Policy and Selection Method (D.S. Kothari), 1976
25. The Economic Administration Reforms Commission (Chairman, L. K Jha) 1981-85
27. Sarkaria Commission on Center–State Relations, 1983.
32. The Expenditure Reform Commission (K.P Geethakrishnama), 2001

**First Administrative Reform Commission (1966-70):**

It is in a time of grave economic crisis that the attention of a nation’s leadership turns to administrative reform. After the armed conflict with China in 1962 and the successive years of drought, the economic situation of the country was worsening. Around 1965, India apparently found itself at the nadir of its fortunes. In 1966, the most comprehensive examination of India’s Public Administration was entrusted to a high-powered Administrative Reforms Commission under the Chairmanship of Morarji Desai (later K. Hanumanthriya). Hitherto, similar commissions were as a rule manned by civil

servants. The ARC made a departure from such a practice as its membership was drawn from public life, which was a distinct feature. The ARC was the single most comprehensive investigation into the country’s public administration in independent India. The commission was entrusted with onerous responsibility and given comprehensive terms of references, namely, “to examine the public administration of the country and make recommendations for reform and reorganization where necessary.”

1. **The Machinery of the Government of India and its procedures of work.**

   i. The grouping of subjects in departments.
   
   ii. The role of the cabinet secretariat.
   
   iii. Problems of inter-Ministry Coordination.
   
   iv. Staffing patterns and methods of work within ministries and departments.
   
   v. Relationship between ministries and their attached and subordinate offices.

2. **The Machinery for planning at all levels:**

   Planning originations and procedures at the center and in the states, and the relationship of the planning commission at the center and planning agencies in the states with other agencies.

3. **Central State Relationships**

   Center – State relationship in the realm of planning and development with particular reference to the growth of central agencies handling concurrent and state list subjects.

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15 Ibid., p. 7.
Center – State relationships in other spheres, with particular reference to the needs of national integration and of maintaining efficient standards of administration throughout the country.

4. Economic Administration

Currency, banking and financial institutions, international trade, foreign aid and foreign exchange for company affairs, problem relating to incomes, wages and prices.

5. Industrial Administration

Economic growth, industrial licensing, import of technical know-how also problems relating to incomes, wages and prices in common with specialization.

6. Social and Educational Administration

Social welfare and family planning, urban development, labor welfare and industrial relations, factory and labor inspection, information and public relations.\(^\text{17}\)

7. Finance, Accounts and Audit

(i) The department and organization which are in direct charge of development programs should introduce performance budgeting, which would interest financial outlays with physical targets and achievement and present estimates and expenditure in terms of functions, programs, activities and procedures.

\(^{17}\) Ibid., pp. 3-12.
(ii) The audit should aim at a positive and constructive approach directed towards seeking improvements in organizational efficiency and effectiveness of financial rules and procedures.

(iii) The 1\textsuperscript{st} of November should begin the financial year, so as to facilitate a more realistic assessment of revenue and an even spread of expenditure.\(^{18}\)

8. Personnel Administration

i. Personnel planning and organization for it.

ii. Recruitment policy and procedures, including selection techniques.

iii. The Union Public Service Commission and the State Public Service Commissions

iv. Promotes policies and incentives

v. Policies and rules governing conduct and discipline to ensure efficiency, honesty and maintenance of morale.

vi. Training

vii. The role of the Cabinet Secretary and the Ministries of Home Affairs and Finance.

viii. Personnel management for public sector enterprises\(^{19}\)

9. Agricultural Administration.

i. The role of the Ministry of Food and Agriculture and other ministries concerned with agricultural production, and coordination between them.

\(^{18}\) C.L. Baghel, Yogendra Kumar, op.cit. p. 265.

ii. Interrelationship between State Agriculture Departments, Community Development Organisations and other organizations concerned with agricultural production in the States.

iii. Organization for agricultural administration of the State and district levels.

iv. Coordination between research and extension organizations.  


i. The adequacy of the existing arrangements for the redress of grievances.

ii. Need for introduction of any new machinery or special institutions for redress of grievances.  

iii. Special officers should be established for the redress of citizens’ grievances. There should be one authority-Lok Pal-dealing with complaints against the administrative acts for ministers or secretaries to government at the center and in the states.  

The most important recommendations relate to the structural transformation of the central government, including the composition of the cabinet and other governmental departments, responsible for developing plans and programs. Suggesting a maximum strength of forty five for the central cabinet, the commission defined the role of the prime minister as a guide coordinator and supervisor of a collectivity, known as the cabinet. The commission also provided a check list of what the prime minister should do, largely in conformity with the Westminster form of cabinet government where

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20 Resolution of First ARC, op.cit, p. 3
22 C.L.Bhagel,YogendraKumar,op.cit., p. 266.
Table 2.1

The reports of the commission and the dates on which they were presented are as follows:

<table>
<thead>
<tr>
<th>S.NO</th>
<th>Name of Report</th>
<th>Date of Presentation</th>
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<tbody>
<tr>
<td>1.</td>
<td>Problemsof Redress of CitizensGrievances (Interim)</td>
<td>20.10.1966</td>
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<tr>
<td>2</td>
<td>Machinery for Planning (Interim)</td>
<td>29.04.1967</td>
</tr>
<tr>
<td>3</td>
<td>Public Sector Undertakings</td>
<td>17.10.1967</td>
</tr>
<tr>
<td>4</td>
<td>Finance Accounts &amp; Audit</td>
<td>13.01.1968</td>
</tr>
<tr>
<td>5</td>
<td>Machinery for Planning (Final)</td>
<td>14.03.1968</td>
</tr>
<tr>
<td>6</td>
<td>Economic Administration</td>
<td>20.07.1968</td>
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<tr>
<td>8</td>
<td>Life Insurance Administration</td>
<td>10.12.1968</td>
</tr>
<tr>
<td>9</td>
<td>Central Direct Taxes Administration</td>
<td>06.01.1969</td>
</tr>
<tr>
<td>10</td>
<td>Administration of Union Territories and NGFA</td>
<td>28.11.1969</td>
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<tr>
<td>11</td>
<td>Personnel Administration</td>
<td>18.04.1969</td>
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<tr>
<td>12</td>
<td>Delegation of Financial and Administrative Powers</td>
<td>12.06.1969</td>
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<td>13</td>
<td>Center-State Relationships</td>
<td>19.06.1969</td>
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<tr>
<td>14</td>
<td>State Administration</td>
<td>04.11.1969</td>
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<td>15</td>
<td>Small Scale Sector</td>
<td>24.12.1969</td>
</tr>
<tr>
<td>16</td>
<td>Railways</td>
<td>30.01.1970</td>
</tr>
<tr>
<td>17</td>
<td>Treasures</td>
<td>27.02.1970</td>
</tr>
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<td>18</td>
<td>Reserve Bank of India</td>
<td>11.03.1970</td>
</tr>
<tr>
<td>19</td>
<td>Posts and Telegraphs</td>
<td>15.05.1970</td>
</tr>
<tr>
<td>20</td>
<td>Science Departments</td>
<td>03.06.1970</td>
</tr>
</tbody>
</table>

Source: First ARC Report, 1966-70

the premier is the pivot of government. Personnel administration also received equal importance as it was the human content that ultimately decided the character of public administration. The ARC also insisted appointment of qualified government servants and higher management in the secretariat, talent must be open to every competent and the secretariat, talent must be drawn from cadre and class of government servants.

During the period 1979-80, due to ARC recommendations and efforts of the central reform agency, enormous changes in administrative structure, system and procedure took place. On the recommendation of the ARC, the department of personnel was set up, department of administrative reforms was restructured for better performance, system of secretariat working was improved by introducing the desk officer system, performance budgeting was introduced by all government ministries, maximum possible power were delegated, and the working of the Bureau of Public Enterprises was improved after the recommendations of the ARC Report on Public Sector.

**Second Administrative Reforms Commission**

The Government of India set up the Second Administrative Reforms Commission (ARC) on August 31, 2005 under the chairmanship of Shri Veerappa Moily to prepare a detailed blueprint for revamping the Public Administration System. The commission was asked to suggest measures to achieve a "proactive, responsive, accountable, sustainable and efficient administration for the country at all levels of the government." Further, unlike

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26 Hoshiar Singh, 2005 op.cit .p116
the first ARC, the commission of inquiry was asked to look into about. The commission consists of the following (i) Ramachandran - Chairperson, (ii) Dr. A.P. Mukherjee - Member, (iii) Dr. A.H. Kalra - Member, (iv) Dr. Jayaprakash Narayan - Member, (v) Veenita Rai - Member Secretary. Veerappa Moily resigned with effect from 1st April, 2009. V. Ramachandran was appointed Chairman. Dr. Jayaprakash Narayan resigned with effect from 1st September 2007. The Commission was to exclude from its purview the detailed examination of administration of defense, railways, external affairs, security and intelligence, as also subjects such as countries, state relations, and judicial reforms etc. which were already being examined by other bodies. The commission was however, be free to take the problems of this sector into account in recommending re-organization of the machinery of the government or any of its service agencies.

The Second Administrative Reforms Commission (ARC), government of India (GOI), completed its work by 31st May 2009 and presented the 15 Reports given below.

1. Right to Information: Master Key to Good Governance (9.6.2006)
2. Unlocking human capital: Entitlements and Governance – a Case Study (31.7.2006)
4. Ethics in Governance (12.2.2007)
5. Public Order: Justice for each … Peace for all (26.6.2007)
6. Local Governance (27.11.2007)

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28 Ibid.
7. Capacity Building for Conflict Resolution – Friction to Fusion (17.3.2008)
8. Combating Terrorism (17.9.2008)
11. Promoting e-Governance– The Smart Way Forward (20.01.2009)
12. Citizen Centric Administration – The Heart of Governance (30.3.2009)
15. State and District Administration (29.5.2009)\(^{30}\)

“As per the terms of reference of the commission, the first item was on the organizational structure of the Government of India.” Instead the Commission submitted the first report on **Right to Information as it is a Master Key to Good Governance**. This report only explains/reviews the Right to Information Act, 2005 which was enacted just a few months before the setting up of the ARC. The Act is expected to have a radical change in governance culture. The report itself notes that one single law cannot change everything (without changing everything). The Commission attempted to provide a road map for the time-bound implementation of their recommendations for effective implementation of the Act by making amendments to a number of colonial Legislations which made the state

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authoritarian and undemocratic and the administration of the report is giving a share of all the people in the government of the utmost i.e. Master key to good governance. It empowers the poor and the weak, in the society and they demand for their welfare and the state administration serves them.\textsuperscript{31}

The second report on **Unlocking Human Capital: Entitlements and Governance – A Case Study**. This report examined one important legislation i.e. The National Employment Guarantee Act, which was also passed only in 2005. The report considered the act that cares for the most vulnerable population by guaranteeing 100 days of wage employment. The Act, if successfully implemented successfully, would uplift the rural economy by providing legally guaranteed work for 100 days whoever wants work. After going through the provisions of the act, the report made many recommendations for the successful implementation of the Act which leads to balanced and sustainable development of the rural regions.\textsuperscript{32}

The third report on **Crisis Management from despair to hope**. As already stated that the issue of crisis management has been referred to a high power commission like ARC for the first time by the government. The main cause of the crisis, according to the report is due to negligence of our natural assets and environment. The Commission has carefully examined the existing structure of Crisis Management. The Commission has made an exhaustive study of different crisis situations like- drought, floods, epidemics, earthquakes, cyclones, tsunami, disruption of essential services, the aspect of relief and rehabilitation. But once again as in the previous report, it had examined the

\textsuperscript{31} Second Administrative Reforms Commission, First Report on ‘Right to Information: Master Key to Good Governance’, Government of India, New Delhi, 2006.p1

\textsuperscript{32} Second Administrative Reforms Commission, Second Report on ‘Unlocking Human Capital: Entitlement and Governance-A Case Study; Government. of India, New Delhi, 2006.p 6
Disaster Management Act which was enacted only in 2005. The commission suggested playing a supportive role by the government of India, the major task of mitigating the disaster would be with the state government at the appropriate levels.  

The fourth report on **Ethics in Governance** was submitted in January, 2007. This is the first time that the government of India felt the necessity for permeation of ethics in government. Previously, the Government expressed concern about the corruption in the public service and appointed Santhanam Committee in the early 1960s to suggest measures for the eradication of corruption. But it turned out to be a damp squib as corruption spread all over the country in every walk of life. That was the right time for the government to think about the prevalence of ethics in governance.  

The fifth report on **Public Order** was submitted in June, 2007 with a beautiful caption, “Justice for each, peace for all”, with quite imaginative flying and nesting pigeon couple loving each other in peace and harmony. Former president of India, Dr. Abdul Kalam made a very meaningful statement, “If real criminals in our society are left without punishment for years because of delay in criminal justice for various reasons, it will indeed result in the multiplication of people taking to criminal acts”. It is quoted as the first two lines to preface, the commission was asked specifically to

(i) Suggest a framework to strengthen the administrative machinery to maintain public order conducive to social harmony and economic development and

(ii) Capacity building and attendant issues related to the criminal justice system.

The sixth report on **Local Governance as Inspiring Journey into the Future**. The terms of reference of the Second (ARC) pertaining to local self-government assumed special significance since the key areas of reforms in local governance. The terms of references are

(i) Improving delivery mechanism of public utilities and civil services with greater citizens and stakeholder involvement in such process, utilities like water health and sanitation, education etc.

(ii) Empowerment of local self-government institutions for encouraging participative governance and networking.

(iii) To encourage capacity building and training interventions for better performance of local bodies.\(^{36}\)

The commission examined the issues of rural and urban local governance in three parts which are as follows:

(A) **Common Issues**: This part deals with issues of Rural and Urban local governance in three parts.

(B) **Rural Governance**: This part deals with issues related to rural governance.

(C) **Urban Governance**: This part deal with issues concerned with urban governance.\(^{37}\)

In seventh report on **Capacity Building in Conflict Resolution** had tried to examine the background and emerging facets of the many conflicts that


\(^{37}\) Ibid.
plague India. These have been detailed in separate chapters ranging from left extremism to water related conflicts based or religion, regional disparities and social division (with a particular focus on the SC’s STs and the OBCs) as well as conflicts based upon political identity and ethnicity such as the militancy in the North East. The report thereafter looks at the extant operational and institutional arrangements for conflict management and how the capacity of these mechanisms can be strengthened so as to better manage and resolve conflicts in the country.\footnote{Second Administrative Reforms, Seventh Report on ‘Capacity Building for Conflicts Resolution’, Government of India, 2008, p. 4.}

In the eighth report on \textbf{Combating Terrorism, Protecting by Righteousness} deals with the menace of terrorism and how India’s legal and administrative framework can be refurbished to tackle it. Accordingly, the commission had decided that it would deal with issues pertaining to terrorism in a separate report particularly since terrorism today has transcended pure crisis management or public order issues and is enmeshed in an intricate web of organized crime, illegal financial transfers and trafficking in arms and drugs, which poses a grave threat to national security. The existence of sleeper cells, the spread of modern communications and the increasing use of modern weapons, technology and tactics have enabled the merchants of terror to spread their tentacles far and wide subjecting the entire country to their nefarious designs. A multi-cultural, liberal and democratic country like India, given its geopolitical situation, is particularly vulnerable to acts of terror with statistics showing that Indians have suffered the maximum casualties at the hands of terrorists. The menace of terrorism is thus an
unprecedented threat which requires extraordinary and multi-pronged action by all organs of government and society.\textsuperscript{39}

The ninth report on \textbf{Social Capital}, the commission had explored the evolution and growth of institutions that lie at the base of Social Capital in India, with particular reference to societies, trusts/charitable, institution works and endowments, voluntary organizations at the grass roots levels such as Self-Help Group, Self-Regulatory Authorities and Cooperatives. The commission had examined these institutions in the context of their present legal underpinning their institutions designs, their interface with government and with other stakeholders, their respective sales and functional their strengths and weaknesses and the reform agenda that should be chartered us for these institutions. The recommendations made by the commission spell out the change required in the legal framework as well as in the administrative structure and government policies to bring about independence, integrity, transparency, credibility and dynamism to these institutions.\textsuperscript{40}

The tenth report on \textbf{Refurbishing of Personnel Administration – Scaling New Heights} following aspects of administration are required

(i) Review the policy relating to and all methods of recruitment, training and placement and suggest. Changes, if required.

(ii) Provide guidelines for enhancing performance of civil servants and its appraisal,

(iii) Improved methods of Cadre Management focus on career progression, motivation and productivity, enhancement,


(iv) Strategies for up gradation of skills and competencies of Civil Servants and administrative Cadres and appropriate interventions for capacity building.

(v) Linking of performance of Civil Servants and Government Personnel to Social and Economic objectives and outcomes.\(^4\)

The eleventh report on **Promoting E-governance – The SMART way forward**. The "E" in E-governance stands for electronic. Thus E-governance is basically associated with carrying out the functions and achieving the results of governance through the utilization of what has today come to be known as ICT (Information and Communication Technology). The reason why countries around the world are increasingly opting for 'E-governance' is that governance per se has become more complex and varied in the last few decades and more importantly, citizens’ expectations from the government have increased manifold. ICT facilitates efficient and strong retrieval of data, instantaneous transmission of information, processing of information and data faster than the earlier manual system, speeding up governmental process, taking decision expeditiously and judiciously, increasing transparency and enforcing accountability.\(^5\)

On the terms of reference in the Second Administrative reforms Commission Pertained to promote E-Governance in particular to the following aspects of this subject.

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To reduce red-tape, delay and inconveniences through technology interventions including the use of modern tools, techniques and instruments of E-governance.

Promoting knowledge sharing to realize continuous improvement in the quality of governance.43

The twelfth report on Citizen Centre Administration "The Heart of Governance". The concept of good governance and citizen centric administration initially connected citizen centrically with the aim of ensuring the citizen's welfare and citizen satisfaction of any government, local, state or national which aims to provide good governance.

As has been pointed out in the report the following are the pre-requisites of citizen centric governance

i. Sound legal framework.

ii. Robust institutional mechanism for proper implementation of laws and their effective functioning.

iii. Competent personnel staffing these institutions and sound personnel management politics.

iv. Right policies for decentralization, delegation and accountability.44

Going beyond these necessary conditions the commission has outlined the following core principles for making governance citizen centric.

i. Rule of law-zero tolerance strategy.

ii. Making institutions vibrant, responsive and accountable

iii. Decentralization

43 Ibid., p. 2.
iv. Transparency  
v. Civil Services Reforms  
vi. Ethics in Governance  
vii. Process Reforms  
viii. Periodic and independent evaluation of the quality of governance.\(^{45}\)

Finally taking matters further beyond principles and pre-conditions the commission had tried to examine the finer details of how governance can be made a more citizen centric with reference to the strategies and processes, the tools and mechanisms, which can be usefully employed to make the administration citizen these are -

i. Re-engineering process to make governance citizen centric.  
ii. Adoption of appropriate modern technology.  
iii. Right to information.  
iv. Citizen charters  
v. Independent evaluation of services  
vi. Grievances Redressal Mechanism Act citizens participations public private partnership.\(^{46}\)

The thirteenth report on **Organizational structure of the Governance**, the Commission, in its reports which were already examined, made recommendations on different aspects of Governance. In the thirteenth report, the commission was supposed to analyze and make recommendations for reforming the structure of the Government of India since the sustainability of the other reforms was closely interlinked with the creation of a pro-active efficiency and flexible organizational framework.

\(^{45}\) Ibid.  
\(^{46}\) Ibid., p. 3.
i. Reorganization of Ministries and Departments. Revisiting and redefining the role of the Ministries and Departments in the context of evolving role of governance and need for greater collaboration.

ii. Manpower planning and process re-engineering

iii. Suggest ways to position the administrative services in the modern context of global integration, emergence of markets and liberalization.

iv. To examine if the system of governance was optimally suited to the environment of that time.

v. To suggest a framework for possible areas where there is a need for governmental (regulations) and those where it should be reduced.

vi. To strengthen the framework for efficient, economical, sensitive clean objective and agile administrative machinery.\(^\text{47}\)

The fourteenth report on **Strengthening Financial Management Systems**, the recommendation of the Second Administrative reforms Commission were:

i. Strengthening Financial Management System. Capability building in the financial management system at all levels of governance, to ensure smooth flow of funds for programmers, project, proper maintenance of account and timely furnishing of necessary information documents for this purpose.

ii. Strengthening of internal audit systems to ensure proper utilization of funds for the outcomes for which they have been provided and checking that the unit cost of delivery/outcome is as per benchmark developed for this purpose.

iii. Institutional method of external audit and assessment of the delivery and impact of programs.\textsuperscript{48}

The fifteenth report on \textbf{State and District Administration}, the Administration at the State level is the cutting edge of the public administration system in the country – Be it the issue of ration or electoral identity cards, procurement of food grains, implementation of employment guarantee schemes, supply of drinking water, mutation of land records, furnishing of primary schools and health care centers or control of epidemics in the countryside, it is the instrumentalities of the State and District administration with which citizen have to interact. The institutions of the State and District administration exist primarily to provide these services to the citizen. There are laid down rules and procedures for every aspect of the government's functioning and its interaction with the common man but due to weakness of the bureaucracy, growing complexities of administration and absence of commitment and responsiveness, a wide gap has emerged, between "Government and Governance".\textsuperscript{49}

In this background, the terms of reference of the Second Administrative Reforms Commission identified the following issues on which the commission had been asked to make specific recommendations. Steps to ensure effective administration of the state level.

i. Progressive reorganization and transformation of district administration form and content keeping in mind the centrality, thereof in regulating, facilitating and delivering services at the grassroots level.


ii. Bringing about systematic changes to refuse and sustain vibrancy and responsiveness.

iii. Streamlining and fine-tuning a comprehensive and accessible public grievance.

iv. Streamlining and fine-tuning a comprehensive and accessible public grievance handling and redress mechanism.

v. Greater devolution and delegation of functions and resources to the local lends.

vi. Examine the coordinating and leadership role of the district officer in development activities and enlisting people's participation therein.\(^{50}\)

**Commissions and Committees on Reforms**

**Sarkaria Commission** was set up in June 1983 by the central government of India. The Sarkaria Commission's charter was to examine the relationship and balance of power between the state and central governments in the country and suggest changes within the framework of India\(^{51}\). The commission was so named as it was headed by Justice Rajinder Singh Sarkaria, a retired judge of the Supreme Court of India. The Commission, after conducting several studies, electing information, holding discussions and after deliberations submitted its 160 pages final report in January 1989. The final report contained 247 specific recommendations. In spite of the large size of its reports, the Commission recommended by and large, status quo in the Centre-

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50 Ibid.
state relations, especially in the areas, relating to legislative matters, and role of governors and use of Article 356.\textsuperscript{52}

The Commission observed that new area of national concern is emerging with the economic growth, technological development and socio-political changes. The rapidly expanding governmental functions and routine problems which arise in the day to day working are sorted out through discussions and interaction at various levels of bureaucracy. More important problems which cannot be resolved at the bureaucratic level are salted through discussion between the concerned ministers of the union and states. However there are problems of still greater importance involving basic issues of national policy and action matters of common interest, through a process of collective consideration, discussion and persuasion by the political heads by the union and states, the constitution gives power to the president to establish an inter-governmental forum called the Interstate Council.

Thus the Sarkaria Commission recommended that a permanent interstate council called the Inter-Governmental Council should be set up under Article 263. A separate identity of National Developmental Council should be maintained.\textsuperscript{53}

**Recommendations of the Sarkaria Commission**

i. It made the strong suggestion that Article 370 was not a transitory provision. This appears to have been made specifically in response to "one all-India political party" that demanded the deletion of Article 370 in the interest of national integration.

\textsuperscript{52} Ibid.

ii. It recommended that the residuary power of legislation in regard to taxation matters should remain exclusively in the competence of parliament which the residue field other than that of location should be placed on the concurrent list.

iii. That the enforcement of under laws, particularly those relating to the concurrent sphere, is secured through the machinery of the states.

iv. To ensure uniformity on the basic issues of national policy, with respect to the subject of a propose legislation consultation may be carried out by the state government individually and collectively at the forum of the proposed Inter-Governmental Council. It was not recommended that the consultation is a constitutional obligation.

v. Ordinarily, the union should occupy only that much field of a concurrent subject on which uniformity of policy and action is essential in the larger interest of the nation leasing the rest and details for state action.

vi. On Administrative relations, Sarkaria made the following observation "Feudalism is more a functional arrangement or cooperative action, that a static institutional concept Article 258 (Power of the union to confer power etc. on states in certain cases) provides a tool by the liberal use of which cooperative federation can be substantially realized in the working of the system. A more generous use of this tool should be made than has Wilbert been done, for progressive decentralization of powers to the governments of the states.

vii. On Article 365, it was recommended that it be used 'very sparingly' in extreme cases, as a measure of last resort, when all other alternatives fail
to prevent or rectify a breakdown of constitutional machinery in the state.\textsuperscript{54}

\textbf{Santhanam Committee} (1964) on prevention of corruption focused popular and parliamentary attention. The committee examined the extent of corruption and came to the conclusion that corruption was not confined to the lower ranks of public service and the number of cases in which gazetted officers were involved was alarming. "The sudden extension of the economic activities of the Government with a large armory of regulations, controls, licenses and permits provided new and large opportunities (for corruption)."\textsuperscript{55} Planned development, observed Kuldeep Mathur, "considerably helped the bureaucrats to acquire administrative and political power, which expanded their role in the economy, permitting them greater opportunity to satisfy their self-interest"\textsuperscript{56}. It recommended for setting up of an organization to be called “Central Vigilance Commission” armed with adequate powers. The committee recommended a code of conduct for ministers on par with the Chief Ministers of all states. Santhanam Committee identified following major causes of corruption in administrative delays, government taking upon themselves more than what they can manage by way of regulatory functions, scope of personal discretion in the exercise of powers vested in different categories of government servants, and cumbersome procedures for dealing with various matters which are of importance to citizens in their day to day affairs.\textsuperscript{57}

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\item \textsuperscript{54} Outlook India July 17, 2000 p. 12
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The Major Recommendations of the Santhanam Committee were

i. The declaration of private property possessed by the civil servants, ministers and legislations.

ii. The political parties should maintain and publish the accounts of funds and donations collected from the private sector.

iii. The establishment of an ombudsman type of institution.

iv. The Vigilance Organization in the ministries department should be strengthened.

v. The laws, rules, procedures and practices should be submitted so as to eliminate the opportunities to indulge in corrupt practices.  

As a result of the Santhanam Committee recommendation, the enforcement of the special police establishments and the vigilance machinery were strengthened. Based on the committee’s recommendation, two institutions the Lok Pal and the Lok Ayukta are proposed to be created. The Lok Pal will have jurisdiction over action taken by or with general or specific approval of a minister or a specific approval of some judge, any officer or servant of any court in India, the controller and Auditor General of India, the chairman and the election commissioner, election commissioners and regional commissioner. On the other hand the Lok Ayukta will have jurisdiction over action of public servants other than those within the purview of the Lok Pal. The Ayukta is expected to function on the same lines as the Lok Pal.

On the basis of recommendations made by the committee on the prevention of corruption, popularly known as the Santhanam Committee. The Central Vigilance Commission (CVC) was set up by the Government of India.

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in 1964. It was accorded statutory status. Consequent upon the judgment of the Hon'ble Supreme Court in Vineet Varana. Union of India (1998), SCC 226 through the Central Vigilance Commission Act 2003. The CVC advises the Union Government on all matters. Relating to the maintenance of integrity in administration. It exercises Superintendence over the working of the Central Bureau of Investigation. The principal investigating agency of the Union Government in anti-corruption matters and also over the vigilance administration of various Ministers and other organization of the Union Government.\(^{59}\)

**Kothari Committee (1976)** The Union Public Service Commission appointed a committee under the chairmanship of D.S. Kothari, popularly known as Kothari Committee. The committee submitted its report in March 1976 after two years of deliberations on the various issues concerning recruitment. The Government of India accepted the major scheme of recommending actions in December 1978 with a few exceptions. The first competitive examination based on the recommendations of Kothari Committee was held in June 1979.\(^ {60}\)

**Recommendations of Kothari Committee on recruitment and selection method.**

The scheme of recruitment suggested by the committee for all India and central services class I and class II consists of three sequential states.

i. Civil Service preliminary examination (objective type) for the selection of candidates for the main examination.

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ii. Civil Service main examination (written and interview) for the selection of candidates for the various and the posts. The committee further recommended that the allocation to the various services should be made only after assessing the performance of the candidates at the Lal Bahadur Shastri Academy of Administration. However, the government on the ground that this would involve reorganization of the academy did not accept this recommendation.

iii. Civil Services post training test to be conducted by the UPSC on completion of the foundation course to assess personal qualities and attributes relevant to Civil Services. In this test, the trainee will interviewed each candidate. However, this recommendation seems to be a sensible suggestion, but in practice it appears to be a difficult proportion and rather it appears with dangerous consequences in view of the level of integrity obtained in the country. Further, it can be pointed out that the interval between the main examination and the post trainee test is too brief to make the specification really rational and sound. At the same time, it is long enough to build up powerful lobbies and thus politicize recruitment.\(^6\)

Kothari committee also recommended that the candidate for the main examination should be allowed to answer all the papers, except the largest one, in any language listed in the eight schedules of the constitution or English. This, indeed is a constitution of the policy first adopted in 1968. The number of those choosing to exercise the option to write in the regional language had either remained stationary or even declined, the percentage have exceeding.

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\(^6\) Ibid., pp. 139-140.
The Kothari Committee is a useful report but, it must not be used to divert the nation’s attention from the range of reforms necessary in the face of contemporary challenges. The committee had limited terms of reference, and if did not, or could not, call into question the existing Civil Services System of the country.\textsuperscript{62}

\textsuperscript{62} PratiyogitaDarpan, Editorial,Exam Orientated Series-23, 2010, p. 121.