

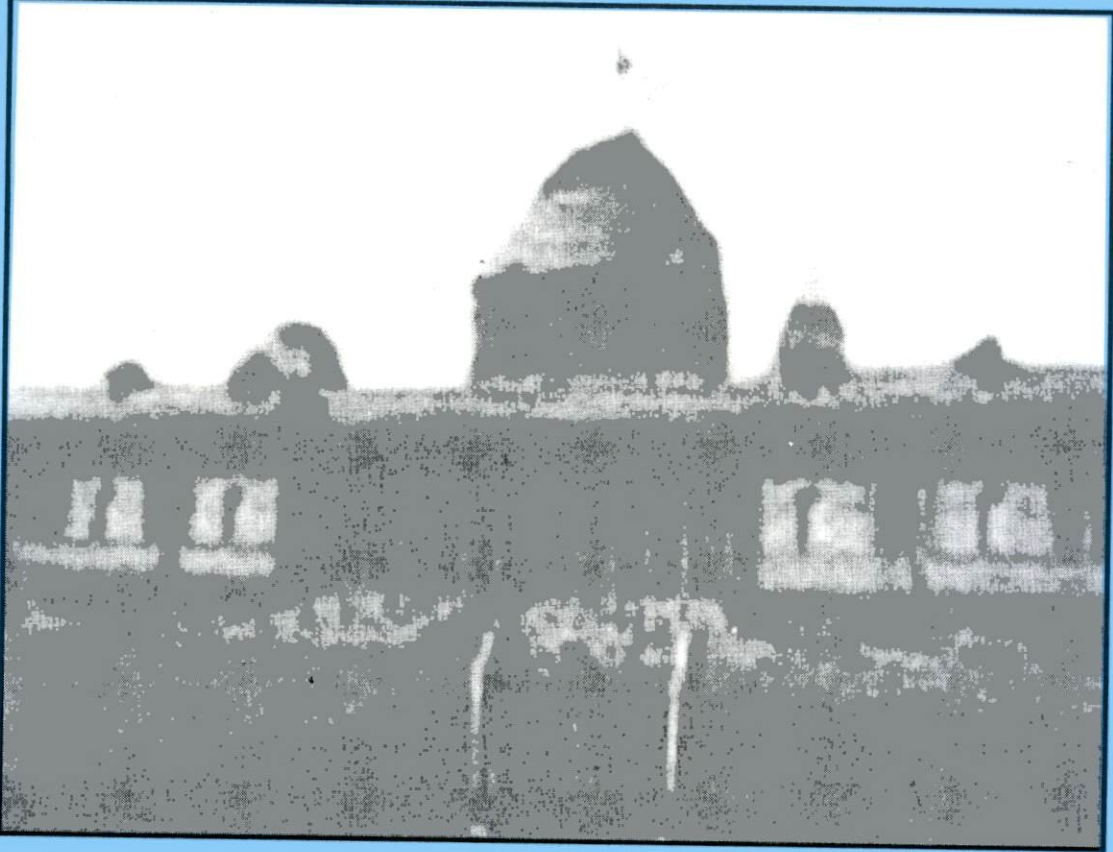
ಕರ್ನಾಟಕ ರಾಜ್ಯ ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯ  
ಮಾನಸಗಂಗೋತ್ರಿ, ಮೈಸೂರು - ೫೭೦ ೦೦೬



KARNATAKA STATE OPEN UNIVERSITY  
Manasagangothri, Mysore - 570 006

**POLITICAL SCIENCE**  
**MA [PREVIOUS]**

2587



**Course - IV**  
**Paper - Major issues in Indian Administration**

**Block - VII**

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ಉನ್ನತ ಶಿಕ್ಷಣಕ್ಕಾಗಿ ಇರುವ ಅವಕಾಶಗಳನ್ನು ಹೆಚ್ಚಿಸುವುದಕ್ಕೆ ಮತ್ತು ಶಿಕ್ಷಣವನ್ನು ಪ್ರಜಾತಂತ್ರೀಕರಿಸುವುದಕ್ಕೆ ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯ ವ್ಯವಸ್ಥೆಯನ್ನು ಆರಂಭಿಸಲಾಗಿದೆ.

ರಾಷ್ಟ್ರೀಯ ಶಿಕ್ಷಣ ನೀತಿ 1986

*The Open University system has been initiated in order to augment opportunities for higher education and as instrument of democratizing education.*

**National Education Policy 1986**

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ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯವು ದೂರಶಿಕ್ಷಣ ಪದ್ಧತಿಯಲ್ಲಿ ಬಹುಮಾಧ್ಯಮಗಳನ್ನು ಉಪಯೋಗಿಸುತ್ತದೆ. ....ವಿದ್ಯಾಕಾಂಕ್ಷಿಗಳನ್ನು ಜ್ಞಾನ ಸಂಪಾದನೆಗಾಗಿ ಕಲಿಕಾ ಕೇಂದ್ರಕ್ಕೆ ಕೊಂಡೊಯ್ಯುವ ಬದಲು, ಜ್ಞಾನ ಸಂಪತ್ತನ್ನು ವಿದ್ಯೆ ಕಲಿಯುವವರ ಬಳಿ ಕೊಂಡೊಯ್ಯುವ ವಾಹಕವಾಗಿದೆ.

ಡಾ. ಕುಳಂದೈಸ್ವಾಮಿ

*"The Open University system makes use of Multimedia in distance education system. .... it is vehicle which transports knowledge to the place of learners rather than transport to the place of learning.*

**Dr. Kulandai Swamy**

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## ವಿಶ್ವಮಾನವ ಸಂದೇಶ

ಪ್ರತಿಯೊಂದು ಮಗುವು ಹುಟ್ಟುತ್ತಲೇ - ವಿಶ್ವಮಾನವ. ಬೆಳೆಯುತ್ತಾ ನಾವು ಅದನ್ನು 'ಅಲ್ಪ ಮಾನವ'ನನ್ನಾಗಿ ಮಾಡುತ್ತೇವೆ. ಮತ್ತೆ ಅದನ್ನು 'ವಿಶ್ವಮಾನವ'ನನ್ನಾಗಿ ಮಾಡುವುದೇ ವಿದ್ಯೆಯ ಕರ್ತವ್ಯವಾಗಬೇಕು.

ಮನುಜ ಮತ, ವಿಶ್ವ ಪಥ, ಸರ್ವೋದಯ, ಸಮನ್ವಯ, ಪೂರ್ಣದೃಷ್ಟಿ ಈ ಪಂಚಮಂತ್ರ ಇನ್ನು ಮುಂದಿನ ದೃಷ್ಟಿಯಾಗಬೇಕಾಗಿದೆ. ಅಂದರೆ, ನಮಗೆ ಇನ್ನು ಬೇಕಾದುದು ಆ ಮತ ಈ ಮತ ಅಲ್ಲ; ಮನುಜ ಮತ. ಆ ಪಥ ಈ ಪಥ ಅಲ್ಲ; ವಿಶ್ವ ಪಥ. ಆ ಒಬ್ಬರ ಉದಯ ಮಾತ್ರವಲ್ಲ; ಸರ್ವರ ಸರ್ವಸ್ವರದ ಉದಯ. ಪರಸ್ಪರ ವಿಮುಖವಾಗಿ ಸಿಡಿದು ಹೋಗುವುದಲ್ಲ; ಸಮನ್ವಯಗೊಳ್ಳುವುದು. ಸಂಕುಚಿತ ಮತದ ಆಂಶಿಕ ದೃಷ್ಟಿ ಅಲ್ಲ; ಭೌತಿಕ ಪಾರಮಾರ್ಥಿಕ ಎಂಬ ಭಿನ್ನದೃಷ್ಟಿ ಅಲ್ಲ; ಎಲ್ಲವನ್ನು ಭಗವದ್ ದೃಷ್ಟಿಯಿಂದ ಕಾಣುವ ಪೂರ್ಣದೃಷ್ಟಿ.

ಕುವೆಂಪು

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## Gospel of Universal Man

Every Child, at birth, is the universal man. But, as it grows, we turn it into "a petty man". It should be the function of education to turn it again into the enlightened "universal man".

The Religion of Humanity, the Universal Path, the Welfare of All, Reconciliation, the Integral Vision- these *five mantras* should become View of the Future. In other words, what we want henceforth is not this religion or that religion, but the Religion of Humanity : not this path or that path, but the Universal Path : not the well-being of this individual or that individual, but the Welfare of All : not turning away and breaking off from one another, but reconciling and uniting in concord and harmony ; and, above all, not the partial view of a narrow creed, not the dual outlook of the material and the spiritual, but the Integral Vision of seeing all things with the eye of the Divine.

Kuvempu

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**Karnataka State  
Open University**

**Political Science  
Course IV**

**Block**

**7**

**Introduction**

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**Unit 27**

**Integrity in Administration** **1 to 17**

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**Unit 28**

**Decentralization an Panchayat Raj** **19 to 36**

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**Unit 29**

**Administrative Innovation and Reforms** **37 to 51**

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**Units 27 - 29**

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## **Block - 7 Introduction**

Block - 7 consists of 3 units from 27 to 29. Unit - 27 explains the Integrity in Administration. Unit - 28 explains Decentralization and Panchayat Raj. Unit - 29 explains Administrative Innovation and Reforms



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**Unit 27 - Integrity in Administration**

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**Structure**

- 27.0 Objectives
- 27.1 Introduction
- 27.2 Corruption :Meaning
- 27.3 Reasons for Corruption
- 27.4 Mode of Corruption
- 27.5 Corruption in Ancient Administration
- 27.6 Corruption after Independence
- 27.7 The Central Vigilance Commission
- 27.8 The Santhanam Committee on Integrity
- 27.9 Administrative Reforms Commission
  - 27.9.1 Lokpal
  - 27.9.2 Lokayukta
- 27.10 Global forum on fighting Corruption
- 27.11 Let us Sum up
- 27.12 Key Words
- 27.13 Some Useful Books
- 27.14 Answer to check your progress exercises.

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## **27.0 Objectives**

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- ♦ to expose the meaning of integrity in Administration
- ♦ to understand the meaning of corruption and the reason for corruption
- ♦ to trace the origin of corruption from ancient Administration to the present day
- ♦ to reveal the steps taken by the Govt of India to eradicate corruption
- ♦ to know what possible measures can be taken to remove corruption in Indian Administration.

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## **27.1 Introduction**

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Integrity means honesty. Integrity is an important factor & good administration. Dharma and similar social values were in integral element of social and administration behaviour earlier. Later on they were made a part of modern legal system of rule of law. Integrity to-day is to remove the factors standing in the way of good administration. Lack of integrity in administration is known as corruption – so in order to maintain integrity in Public Administration we must remove corruption. Let us proceed to know the meaning, reason, modes of corruption and the problem, extent, and remedies of corruption in Indian Administration.

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## **27.2 Corruption : Meaning**

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Corruption has been defined as a deviation from certain standards of behavior. It is the use of public power for private profit. It is a deviation from the goals and ways of public office. It may be a breach of law, an act of dishonesty and illegal profit. Corruption also means an exercises of public authority under private Influence. The Prevention of Corruption Act, 1947. mentions the following acts as acts of Corruption:

- a) Criminal misconduct by a public servant in the discharge of



official duty, which among others may include habitual acceptance of illegal gratification for himself or for any other person. Misappropriation of property entrusted to him as a public servant or allowing another person to do so, acts of obtaining pecuniary advantage for himself or to any other person.

- b) habitual taking of illegal gratification to influence a public servant
- c) possession of wealth disproportionate to the known sources of income
- d) attempt to misappropriate property entrusted to him as a public servant or attempt to commit similar act of obtaining pecuniary advantage.

The Santhanam Committee defines corruption as "Any action or failure to take action in the performance of duty by a Government Servant for some private advantage".

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### **27.3 Reasons for Corruption**

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The most significant factor promoting a culture of corruption is the discernible erosion of moral and ethical values in public life. Lust for wealth and power has been instrumental in corrupting public life. In the absence of strong social and cultural deterrents, corruption has accelerated incessantly. Further the social respect shown to the rich and the powerful, irrespective of their sources of wealth and power worsened the situation. The expansion of the role of the Government in the economic and commercial activities and the exigencies of democratic election have been two crucial factors for corruption. In a parliamentary system of Government., for the sake of mobilizing majority vote to stake claim for formation of Government political corruption begins and becomes the base for administrative Corruption. So the Political Corruption and administrative Corruption are inseparable. Another view is that the unholy alliance between politicians and criminals is another source

of corruption. C.P. Bhambhri maintains that politicians and bureaucrats in India are partners in bending rules. Both provide support for each other for their common benefits at individual level. The increasing dependence of private businessmen and Industrialists on the government for obtaining licenses, quotas, loans etc., has also provided enormous opportunities to the public servants to boost their income illegally or immorally. Apart from cumbersome laws, slow judicial proceedings and less 'truly objective press' are the most significant factors promoting corruption. Lack of transparency in public dealings also opens the door to corruption. Usage of artificial Air-conditioned office rooms and residence, cars and so on by Civil servants, which distanced them from simple life and from the people is another source of corruption. Complex rules, Sub rules and procedures become incomprehensible to the common man, more so if he is illiterate or Semi-literate and promotes corruption.

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#### **27.4 Mode of Corruption**

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Corruption need not necessarily be in the form of acceptance of or bribe, Money nor need it be a personal gain to a minister or a bureaucrat. It may involve a transaction in kind directly or indirectly. But normally in corruption money is given to get some benefits from the Minister or Civil Servants even though Corruption is recognized as a cognizable offence for both giver and the taker. Another mode of corruption is an abuse of power. The Minister or official may use his position to get his relatives employed in public services' or in private companies that may have dealings with the Government. This is called Nepotism. Retiring officials planning office jobs with fabulous salaries in private sector not only for utilizing in the experience and skills but to act as a liaison officer between the Government and his employer company in return for favour shown is also corruption. So Corruption can be in the form of Money, kind, or an appointment. Thus there can be various modes of corruption in public services.

The Central Vigilance CSommission has identified the

following 27 modes of corruption.

1. Acceptance of substandard stores / works.
2. Misappropriation of public money and misappropriating of stores.
3. Incurring pecuniary obligations of persons with whom the public servants have official dealings.
4. Borrowing money from contractors / firms having official dealings with officer.
5. Showing favours to contractors and firms.
6. Claiming of false traveling Allowance, house rent etc.
7. Possession of disproportionate assets.
8. Purchase of immovable property etc., without prior permission or intimation.
9. Causing loss to Government by negligence or otherwise.
10. Abuse of official position / power.
11. Acceptance of illegal gratification in recruitment, postings, transfers and promotions.
12. Misuse of Govt employees for personal work.
13. Production of forged certificates of age, of birth, of community etc.
14. Irregularities in the reservation of seats by Rail and by Air.
15. Non-delivery of money orders, Insured covers, V.P.P.'s etc.,
16. Replacement of new postage stamps by used ones.
17. Irregularity in grant of import and export licenses.
18. Misuse of imported and allotted quotas by various firms with the connivance of the public servants.
19. Irregularity in the grant of telephone connections
20. Moral turpitude
21. Acceptance of gifts
22. Underassessment of income tax, estate duty etc for pecuniary gain.
23. Misuse of advances sanctioned for purchase of scooter and

cars.

24. Abnormal delay in settlement of compensation claims to displaced persons.
25. Wrong assessment of claims of displaced persons
26. Cheating in connection with the sale and purchase of plots for residential purposes.
27. Unauthorized occupation and sub –letting of Government quarters.

**Check Your Progress - I**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

**1) Define the meaning of Corruption.**

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**2) Point out the reasons for Corruption.**

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### **27.5 Corruption in Ancient Administration.**

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Arthashastra says that the public money could be misappropriated in 40 ways and the king must be well versed to know all the forty ways of misappropriation, so that he could capture the culprit. This is Rajadharm of knowing the ways of Corruption but it is not applicable to the commoner. Kautilyas observation on corruption is that just as fish moving under water cannot possibly be found out far as drinking or not drinking water, so the politicians and the Government servants employed in the Government work cannot be found out while taking money. Seventeenth century was a period of widespread corruption; the rapid pace of social and economic change had enlarged and enriched a commercial elite. Profit seeking in administration was the result of the rise of an affluent commercial elite that desired influence, protection and status. Earlier commercial profits depended on decisions of crown's minister about matters such as tariffs, excise levies and monopoly licencing. Security could be engineered only by a strategically placed patron in the administration who often expected favours or bribes for his services. The structural gap between wealth and power was thus bridged by transactions that would satisfy most twentieth century definitions of corruption. The sale of office was common throughout Europe during the 17<sup>th</sup> century. Once bought, an office became a piece of personal property representing the state enforced right to the fees, salary's and privileges attached to it. East India Company brought these to India.

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### **27.6 Corruption after Independence**

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After Independence India has adopted a policy of development through five year plans. Its commitment to socialistic pattern of society, made the Government to enter into the commercial and economic activities in a big way. The existing civil servants were promoted to the higher posts. The planned money flow and the newly

promoted higher officials were the main factors for administrative and political corruption in India. So after 1947, the perennial problem of administration has been to prevent corruption. The problem of corruption was even reflected in the proceedings of the parliament. The net result is strengthening of the anti-corruption measures. Setting up of the Central Vigilance Commission, Santhanam Committee and then Lokpal and Lokayukt Institutions were some of them.

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### **27.7 The Santhanam Committee Or The Committee on Prevention of Corruption 1962.**

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The Santhanam committee has suggested the following recommendation to remove corruption from Indian Administration.

1. Article 311 of the constitution should be amended in a manner that legal action on matters involving corruption could be expedited.
2. Simplification of Government laws, rules and work procedures should be undertaken so that ambiguities and complexities are mitigated and the opportunities to civil servants to indulge in corrupt practices eliminated
3. Permits, Licenses and contracts should be granted only to those individuals and companies who are recognized and registered with the govt.
4. Letters and files should be disposed of expeditiously and within a specified period.
5. Special precaution should be taken, while making appointments and promotions, cases involving responsibility should be entrusted only to people with sound character.
6. Adequate pay and accommodation facilities should be provided to government officers so that they may not be tempted to accept bribes.
7. All civil servants, legislators and ministers should declare their

private assets.

8. Information and accounts regarding the donation given to various political parties by the private sector should be made public.
9. A Vigilance Commission should be appointed in the Central Govt.
10. The number of personnel in the special police establishment created to prevent corruption should be increased and this organisation should be granted more powers.
11. No government servant should work in any private commercial and Industrial firm for the first two-years following retirement.

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## **27.8 The Central Vigilance Commission**

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The Central Vigilance Commission was established in 1964 by an executive resolution of the Govt. It has no statutory status. Its functions are advisory and not binding. It is headed by the Central Vigilance Commissioner who is appointed by the president by warrant under his hand and seal. His tenure is six years or till he attains the age of 65 years, whichever is earlier. He cannot be removed from office except in the manner provided for the removal or suspension of a member of the Union Public Service Commission. The jurisdiction of the Commission extends to all employees of the Central, Government public undertakings, local bodies and other agencies dealing with any matter falling within the executive authority of the central Government. The Commission submits its report to the Home Ministry which places this report before each House of Parliament. Unfortunately the establishment of the Commission has not proved an adequate institutional device to make an impact on the eradication of corruption in civil service. The reasons are many. One reason is not that it is statutory body, is concerned too much with trivial matters, official reluctance, lack of co-operation and indifference etc., However, the functions of this Commission are noteworthy and the awareness of fair and free trial of cases create consciousness on

prevention of corruption in Indian Administration.

The Vigilance Commission receives complaints against Central Govt employees allegedly involved in corrupt practices and misconduct either directly from the complainants or through the various departments / enterprises concerned. After ascertaining the genuineness of complaints, they are forwarded to the administrative authorities concerned for detailed investigation and reporting. After investigations are completed, the Commission is consulted for further action. If we look at the activities of central vigilance commission, the number of complaints consistently increased. For example in 1985 it has received 2956 complaints and it has risen to 3900 in 1992 and now it is exceeding 10,000. the number of complaints is not a decisive factor for prevention of corruption but it shows the awareness of people and the utility of this office. Supreme Court some time ago directed the CVC to report the progress of investigation in certain cases and recommended the conferring of statutory powers on it to control the CBI. In 2003 the CVC has been made a statutory body and CBI has been put under it. But even now the CBI cannot initiate investigation against senior civil servant or politician without government's permission. Some other problems faced by CVC in preventing administrative corruption are

1. It is difficult to obtain evidence to prove corruption.
2. While the CVC, CBI have been successful in unraveling the corruption at lower levels, corruption at higher levels is hardly investigated.
3. There is collegial unity among officers which comes in the way of proper enquiry against the accused officers generally save their brother – officers from inquiries and possible punitive measures and hence they refuse to co-operate in taking anti-corruption measures.
4. Corrupt politicians lose moral authority to correct their



delinquent subordinates.

5. Protracted inquiries dampen the enthusiasm of senior officers to initiate proceedings against their juniors suspected of indulging in corruption.

The requirement of Government of India's permission to investigate corruption cases involving higher Government servants as well ministers, chief minister etc., is another hurdle for smooth flow of investigation.

### **Check Your Progress - II**

**Note:** a) Use the space given below for your answer.

- b) Also check your answer with the clue given at the end of the Unit.

#### **1) Furnish the reasons for corruption in Indian Administration**

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#### **2) Point out the recommendations of Santhanam Committee.**

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### **27.9 The Administrative Reforms Commission**

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The Administrative reforms Commission in its Interim Report on the problems of Redressal of citizens, Grievances remarked.

In the circumstances of today, with the expanding activities of Government, the exercise of discretion by administrative authorities, cannot be done away with nor can it be rigidly regulated by instructions, order or resolutions. The need for ensuring the rectitude of the administrative machinery in this vast discretionary field is not only obvious but paramount. Where the citizen can establish the genuineness of his case, it is plainly the duty of the state to set right the wrong done to him. An institution for redress of grievances must be provided within the democratic system of Government. It has to be an institution in which the average citizen will have faith and confidence and through which he will be able to secure quick and inexpensive justice.

The Administrative Reforms Commission recommended the Ombudsman institution for India under the name Lokpal for centre and Lokayukta for states. These institutions should possess the following features it said.

1. They should be demonstrably independent and impartial
2. Their investigations and proceedings should be conducted in private and should be informal in character.
3. Their appointment should as far as possible be non-political.
4. Their status should compare with the highest judicial functionaries in the country.
5. They should deal with matters in the discretionary field involving acts of injustice, corruption or favoritism.
6. Their proceedings should not be subject to judicial interference and they should have the maximum latitude and powers in obtaining information relevant to their duties.
7. They should not look forward to any benefit or pecuniary advantage from the executive Government.

### **27.9.1 Lokpal**

The Administrative Reforms Commission recommended that the Lokpal should be appointed by the President on the advice of the prime Minister, which would be tendered by him after consultation with the Chief Justice of India and the Leader of the Opposition. The Lokpal will enjoy the status of the Chief Justice of India. His tenure will be five years. He will not be removable from office except in the manner prescribed in the constitution of India for the removal from office of a judge of the Supreme Court. His salary and other emoluments will be the same as those of the Chief Justice of India. He should not occupy any office of profit in Government and outside. The Lokpal would be free to choose his own staff, but their number, categories and conditions of service will be subject to the approval of Government. His budget would be subject to the control of Parliament.

The Lokpal will have the power to investigate an administrative act done by the order or with the approval of a minister or a secretary to the Government at the centre or in the state, if a complaint is made against such an act by a person who is affected by it. Such a complaint may be made by an individual or by a corporation. The Lokpal may in his discretion inquire into a complaint of maladministration involving not only an act of injustice but also an allegation of favoritism to any person or of the accrual of personal benefit or gain to the administrative machinery responsible for the act, namely minister or secretary to Govt at the centre or in the states. Its jurisdiction would thus cover higher level officials at ministers.

### **27.9.2 Lokayukta**

According to the Administrative Reforms commission there shall be one Lokayukt at the centre and one in each state, to deal with complaints against junior officials. Both the Lokpal and Lokayukt would be concerned with similar problems though in respect of action taken at subordinate levels of official hierarchy, the Lokayukt would in many cases have to refer complaints to competent higher levels.

His status, position, emoluments etc would be equivalent to the chief Justice of High Court.

The Government of India accepted the recommendation of Administrative Reforms Commission and introduced a Bill in the Loksabha on the 9<sup>th</sup> May 1968. The features of the Bill were encouraging to provide integrity in public life but the bill was not passed in the Fourth Loksabha due to the dissolution of Parliament in 1971. Again the bill was introduced in the Fifth Loksabha, and for the clarification regarding the jurisdiction of its power over Prime Minister. The Bill was referred to the Select Committee. But the Fifth Loksabha's term expired without getting the select committee recommendations. The Sixth Loksabha once again introduced the bill and agreed to bring Prime Minister also within the purview of Lokpal. But the Janatha government which introduced it was defeated in the Loksabha before its enactment. Thereafter, a series of efforts were made but not successful. Rajiv Gandhi Government put a full stop for this Lokpal and revived the Vigilance Commission effectively. The present Govt (2002- ) also says it interested in passing the bill. But instead in 2003 they have made the Central Vigilance Commission a Statutory body.

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### **27.10 Global Forum on Fighting Corruption**

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The Global Forum on Fighting Corruption and Safeguarding Integrity made the final declaration on 28-31 May 2001 at Hague as follows. "We, minister and Govt representatives have met in The Hague with the aim of preventing and combating corruption and promoting integrity in Government and in Society. We are deeply concerned about the spread of Corruption, which is a virus capable of crippling Government, discrediting public institutions and private corporations and having a devastating impact on the human rights of population, and thus undermining society and its development affecting in particular the poor. We are determined to prevent and combat all forms of corruption. We are convinced that examples should be set;

by governments in ensuring the integrity of their officials; by political parties in promoting transparency in their financing, and by the private sector in applying high standards of accountability. We are convinced that safeguarding integrity is not only a matter of enacting correct laws and establishing an independent, effective and efficient judiciary, but may also require in some cases changes in attitude and in long-standing practices. We are aware that corruption cannot prosper in the full light of openness. Transparency and impartial forms of public control as well as co-operation by the private sector are of the utmost importance, Independent and investigative media have a vital role to play”.

The chairperson of the workshop on corruption, Transition and Development summarized the discussion as follows:

Anti-corruption efforts must always be an integral part of promoting good governance including a sound financial system. The opportunities for diminishing corruption were highlighted. A Legislative frame work to prevent and combat corruption is an essential condition, but implementation capacity and funds are also needed. Fighting corruption requires co-operation and commitment at all levels, from global to local, and at all levels of government and from non-governmental organisations. In addition, non-governmental organisations were invited to be more transparent about their goals, results and about their sources of income and expenditure. Public Authorities, civil society and the private sector should complement and reinforce one another in making resource flows more transparent and making data available and trustworthy. Raising awareness of the negative impact of corruption is an important contribution, in which the pressure can play a major role. Educating youth to make them more aware enables their future involvement.

### **Check Your Progress - III**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

**1) Pointout the status of Lokpal in India.**

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**2) Briefly summarise the recommendation of the Global Forum on Corruption and Safeguarding Integrity.**

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**27.11 Let us Sum up**

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The meaning of integrity as we have told earlier is honesty, sincerity and moral binding. The integrity is an important factor for administration. Lack of integrity is corruption – a cancer for administration. So the problems of corruption, modes of corruption, measures undertaken by the Government and the machinery for removing corruptions have been elaborately discussed and in the last suggestions were made to remove corruption from administration.

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**27.12 Key words**

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Integrity	-	honesty
Corruption	-	Absence of integrity
Bribery	-	the act of giving or taking money for official favours.
Gratification	-	a pleasing or indulging that which gratifies.

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### 27.13 Some Useful books

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C.P. Bhambhri	Public Administration in India.
James C. Scolt	Comparative political Corruption
Gerald E Couden	The Dynamics of Public Administration
Hashiar Singh, Mohinder Singh	Public Administration in India Theory and Practice

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### 27.14 Answer to Check your Progress Exercises.

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#### Check Your Progress – 1

- a) 27.2
- b) 27.3

#### Check your progress –2

- a) 27.6
- b) 27.7

#### Check your Progress – 3

- a) 27.9.1
- b) 27.10





## **Unit 28 - Decentralization and Panchayat Raj**

### **Structure**

- 28.0 Objectives
- 28.1 Introduction
  - 28.1.1 History of Panchayat Raj Institutions
  - 28.1.2 Balvanta rai Mehta committee Report
  - 28.1.3 Ashok mehta committee Report
  - 28.1.4 73<sup>rd</sup> Amendment of the constitution
  - 28.1.5 Impact of 73<sup>rd</sup> Amendment of the Contribution
- 28.2 Panchayati Raj Today
  - 28.2.1 Structure and Functions of Panchayats
  - 28.2.2 Panchayati Samiti
  - 28.2.3 Zilla Parishad
- 28.3 Weakening of Panchayat Raj
- 28.4 Revamping of Panchayat Raj
- 28.5 Let us Sum up
- 28.6 Key Words
- 28.7 Some useful Books
- 28.8 Answers to check your progress exercises.

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## **28.0 Objectives**

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The Objectives of this unit are

- ♦ To understand the meaning and the need for decentralization
- ♦ To bring out decentralized unit namely Panchayat – its origin and growth.
- ♦ To reveal the present state of Panchayat Raj in India.
- ♦ To evaluate the performance and its defects
- ♦ To give possible suggestions to improve the system of Panchayat Raj.

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## **28.1 Introduction**

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Decentralization means the distribution of powers, functions and responsibilities in a wider perspective rather than centered in one place. It relieves the burden of the centre and it gives freedom to the units of decentralization. The concept of Democratic Decentralization is always used to refer to Panchayat Raj institutions. Which means local self-government institutions of rural areas. Panchayat Raj is a state subject in India and the steps to place panchayats as a self-reliant entity is the process of Democratic Decentralization. According to Henry Maddick, decentralization involves both the process of 'decentralization' and 'devolution'. Nehru's observation, "the process of decentralization in Indian context is Panchayat raj. Panchayats are basic units of democratic decentralization. A Panchayat is a nearby Government. The necessary power, authority, resources etc., are devolved to this elected Panchayat from the State or Central Government for effective Democratic Decentralization. Once a tendency for concentration of power is there, the entire rationale of Panchayat as an imperative is lost. Let us explain the meaning of Panchayat.

### **28.1.1 Meaning and History of Panchayati Raj**

#### **Institutions**

Let us analyse the meaning of Panchayat. The word 'Panchayat' means a body of five persons. The village Panchayat or Grama Panchayat has been the basic unit of administration in India since ancient times, based on self-sufficiency and democracy of the village. These traditional village panchayats survived the onslaughts of Mughal invasion and British conquests, and have demonstrated their great vitality.

British administrators have waxed eloquent on the Panchayat system and its characteristics of direct democracy, full participation and self-sufficiency. Metcalf remarked. "They seem to last when nothing else lasts". Historical evidence reveals the innate vitality, durability and working efficiency of the panchayats as self-governing units of local administration especially in South India. A great deal of information regarding rural local Government is available.

But the Revenue Administration system that the British rulers introduced was vastly different from the indigenous Panchayat system. Gandhiji who was never tired of expounding the importance of revitalizing the villages in any system of planning in India, and reviving the village republics said in 1931; "the British Govt by its ruthlessly thorough method of revenue collection destroyed these ancient republics which could not stand the shock of this revenue collection". The Report of the Congress Village Panchayat Committee (1954) stated: "The inordinate greed of the East India Company caused slow but steady disintegration of these village panchayats. The deliberate introduction of the landlordism and Ryotwari system as against the Mauzwari or village tenure system dealt a death blow to the corporate life of the village communities". However, attempts were made during the 19th century by some British administrators to revive and revitalize the village panchayats as units of self-govt.

In 1870, Lord Mayo's Resolution emphasized the importance of decentralization of administration. The provisions of this resolution had a stimulating effect especially on Urban Local Government, Lord Ripon's Resolution (1882) is considered as a magna carta of Local Government. It considered local government as a training institute for the Indian to learn the art of democratic administration. It recommended the establishment of Rural Local Boards and the provision of non-official representation at 2/3 and official representation at 1/3. But, these were not implemented. However, the real attention on Panchayat Raj was focused by the Royal Commission on decentralization. 1907.

The Royal Commission on Decentralization submitted its report on 1911. It was followed by the Resolution of 1918. These revived the Panchayats in the villages and the provision for election were made and power to levy taxes etc., were given to the Panchayats. Following these the local govt became a 'transferred subject' (from centre to provinces) under the Govt of India Act of 1919. Thereafter, Provincial Autonomy was given to the Provinces by the Govt of India Act of 1935. Local Govt became a subject of the Province. After Independence, Panchayat Raj was accommodated in the Directive Principles of State Policy under Article 40 of the New Constitution. The first Five Year Plan noted that the village Panchayat was the most important unit of administration and as such, should be associated actively with the process of development. It also suggested that each state should have a programme for establishing over a period of years Panchayats for villages or a group of villages for development work. The Second Five Year Plan wanted the village institution to be placed on a sound footing and to be entrusted with a great deal of responsibility for carrying out local programmes. It was during the Second Five Year Plan that the Balwanta Rai Mehta Team was appointed in January 1957 to study the Panchayat Raj. Its recommendations founded the present Panchayati Raj as a team in

India. It was first implemented and inaugurated on Oct 2, 1958 in Rajasthan.

### **28.1.2 Balwanta Rai Mehta Committee Report.**

The Balwanta Rai Mehta committee has recommended a three tier system of Panchayat Raj. The committee argued that there should be administrative decentralization for the effective implementation of the development programme and that the decentralized administrative machinery should be under the control of elected bodies. Under its recommendation the first tier was Panchayat, Second tier Panchayat Samiti and third one is Zilla Parishad. Local Govt is being the state subject, the recommendation for the three tier system was not uniformly accepted. Kerala adopted only one tier that is Panchayat. Two tier system was adopted in some states. The nomenclature of the Panchayat Samiti also differed from state to state. In Tamilnadu, it was Panchayat Union Council, Taluk Development Board in Karnataka and Janapada Panchayats in Madhya Pradesh. The President / Chairman of Panchayat Samiti also enjoyed different names in different states. Likewise, Zilla Parishad at the district level was also called by different names: Mohkuma Parishad in Assam, District Development Council in Tamilnadu, District Panchayat in Gujarat. The elected Members of Parliament State Legislative Assembly and Council members were represented in the District body but the voting power was denied to them in some states and they were treated as only associate members in the Panchayat Raj Institutions.

### **28.1.3 Ashok Mehta Committee:**

The Committee on Panchayat Raj was appointed on 12<sup>th</sup> December 1977 by the Janata Party Government, to review the Panchayat administration in India. The significance of this committee was the accommodation of three Chief Ministers as members from Tamilnadu, Bihar and Punjab and other 9 members in it. Ashok Mehta

was the Chairman of this Committee. This Committee elaborately enquired into all the problems of Panchayat system and submitted its report to the Prime Minister on 21<sup>st</sup> Aug, 1978. The main recommendations of the committee were as follows.

1. The committee recommended a two tier system of Panchayats – district level Zilla Parishad and a Mandal Panchayat at a group of villages level.
2. The Chairman of the Zilla Parishad was to be elected indirectly. The President of the Mandal Panchayat may, however, be elected directly or indirectly as the states may decide. The term of all the elected tiers should be 4 years.
3. Panchayat Raj election should be conducted by the Chief Election Officer of the State in consultation with the Chief Election Commissioner.
4. The State Govt should not supercede the Panchayat Raj Institutions on partisan grounds and if supercession becomes necessary, these should be replaced by an elected body within six months.
5. Participation of Political parties in Panchayat Raj elections would ensure clear orientation towards development programmes.
6. All the development functions relating to a district would have to be placed under the Zilla Parishad.

Due to the change of power at the Centre, this committee's recommendations were not accepted by the Government. But the Janata Government at Karnataka had implemented this committee's report in 1980s.

**Check Your Progress - I**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

**1) Trace out the historical development of Panchayat Raj**

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**2) Point out the major recommendations of Balwanta rai Mehta Committee Report**

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**28.1.4. 73<sup>rd</sup> Amendment of the Indian Constitution**

The Panchayat Raj Institutions are enjoying a new awakening after 1980's. The central Govt, however, being Panchayat a state subject concentrated on the performance of Panchayati Raj Institutions. The Rajiv Gandhi's government introduced a Panchayat Raj Bill in 1989, and was passed by Loksabha but it failed to gain the requisite majority in the Rajya Sabha. The V.P.Singh Government also tried to pass the Bill but it failed with the dissolution of Loksabha. Thereafter, Narasimha Rao Government passed the Bill on december

22, 1992 in both houses. The States have ratified this Bill and the President gave the consent to the Bill on April 20, 1993 and it became an Act. It is usually referred to as the 73rd Amendment..

The main features of the 73<sup>rd</sup> Amendment Act dealing with the Panchayat Raj are as follows.

1. It provided a constitutional position and mandate for a three tier system of Panchayat Raj, Zilla Parishad at the District Level, Panchayat Samiti at the Block level and village Panchayati at the Village Level.
2. It provided for the establishment of Grama Sabha in all the Panchayats.
3. The members of all the Panchayats would be directly elected by the people under it. MLAs, Mps have voting membership in Panchayat Raj Institutions but no voice in the election of the chairman of Panchayati Samiti and Zilla Parishad.
4. The term of office will be five years.
5. The Provision for reservation of seats for Sc/Sts according to their percentage in the total population and at 1/3 for women is also there in it.
6. The Act guarantees the timely elections to the Panchayat bodies. A State Election Commission at par with the Central Election Commission will be constituted and local bodies election will be conducted by it.
7. The major problem of Panchayat Raj Institutions is Finance. In order to solve the financial problems of the Panchayat Raj Institution a State Finance Commission at par with the Central Finance Commission is provided. The State Finance Commission has to review the state and local and finance and advice the state government on the principles governing distribution of funds to the Panchayats. A new Schedule called the Eleventh Schedule has been drawn up to ensure a better decentralisation. There are 29 items or subjects allotted in it



for the Panchayats. Agriculture and allied activities, minor irrigation, land reforms, small industries, rural electrification, water supply are some of them.

The Seventy Third Amendment of the Constitution has been almost ratified by all the states to-day. In all the states including Bihar, Panchayat elections have been conducted smoothly. The perennial problem of conducting Panchayat Election is now left to the State Election Commission. The state Election Commission has conducted the Elections and even it compels the state govt to do so. For example in Andhra, the State Election Commission sought the High court intervention to conduct the Panchayat. Elections.

### **28.1.5 Impact of 73<sup>rd</sup> Amendment**

The State Govts have appointed the State Finance Commission to fulfil the provisions of the 73<sup>rd</sup> Amendment of the Constitution. These State Finance Commissions have already submitted their reports to the State Govts. But the problem of accepting the Commission report is another area of delay. Since the panchayats are under the control of States, the Central Government, have no power to compel the State governments to accept the recommendation of Finance Commission. Also all the functions assigned in the Eleventh Schedule were not devolved to the Panchayats' by State Governments. After, the passing of the 73<sup>rd</sup> Amendment, Elected Panchayat Presidents' forum, Panchayat Samiti's forum etc., have been formed, and these associations are insisting on the State Govts to devolve more powers as suggested in the Act. The provisions mentioned in the 73<sup>rd</sup> Amendment are yet to be implemented sincerely. If this is done the Panchayat Raj Institutions will be strengthened.

## **Check Your Progress - II**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

### **1) Point out the content of the 73<sup>rd</sup> Amendment Act.**

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### **2) Discuss the impact of the 73<sup>rd</sup> Amendment on Panchayat Raj.**

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## **28.2 Panchayat Raj Today**

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### **28.2.1 Panchayat:**

The State Governments have got the authority to establish Panchayats in their areas. In India, today the Grama Panchayats have covered 90 percent of the rural population. In Tamilnadu, Panchayats can be established with a population of not less than 500. In the same manner, the maximum population is fixed. The

membership in each Panchayat varies from 3 to 31 according to the population. The single member and multi member constituencies are demarcated for election purposes. The village is divided into many wards and members are elected from the wards. The President of the panchayats are directly elected by the people. Earlier the provision was made to elect the president from among the members. Now, the 73<sup>rd</sup> Amendment of the constitution has provided for the direct election the President as well members of Panchayats are elected directly by the people. The tenure of the members and president varies from 3 to 5 years, but now the term is 5 years. In Tamilnadu, the method of electing the President of Panchayat has changed many times. The function of the Panchayat President is normally to preside over the Panchayat meetings and Panchayats convert people's problems into resolutions.

### **Functions of Panchayats :**

The functions of the Village Panchayats are classified into two sets. one is obligatory and another are is discretionary . The obligatory functions include, provision for sanitation, conservancy and drainage, Drains and latrines, water supply, street lighting, minor irrigation and culverts, prevention of epidemics, provision for burial grounds etc.,. The discretionary functions are; the establishment of parks, clubs, libraries, reading rooms, reclamation of unhealthy localities, managing community centres, free plantation, arranging fairs, markets, animal husbandry, agriculture. Some states have decentralised the work of promoting education in their areas to the panchayats.

### **28.2.2 Panchayat Samiti:**

The second tier of Panchat Raj is Panchayat Samiti. The nomenclature of this body is differs from state to state. Taluk Panchayat in Gujarat, Taluk Panchayat in Karnataka, Panchayat Union in Tamilnadu . Anchalik parishad in West Bengal. The jurisdiction of the Samiti covers one block. In Maharastra and Gujarat, the

jurisdiction coincides with the Taluk. It comprises of different categories of members. First elected members are there. Normally, a fixed number of Presidents' of village panchayats are ex-officio members, of the Samiti. Members of Parliament and state legislatures are the members but voting right is denied to them in certain states. Co-opted members and reservation of seats to SC/ST and women. Municipalities also depute their representatives to the Panchayat Samiti. There is no uniform pattern of composition of members as well the strength of the Panchayat Samiti differs.

The Panchayat Samiti Chairman or President is elected from among themselves. 73<sup>rd</sup> Amendment of the constitution has also favoured indirect election. The duty of the president is to convene the meetings of Panchayat Samiti and to preside over them. The Panchayat Samiti resolutions will be carried out by an executive officer namely Block Development Officer.

The term of office of the Samiti differs from 3 to 5 years but the present 73<sup>rd</sup> Amendment fixed it at 5 years.

The main functions of Panchayat Samiti are;

1. Control and supervision of Panchayats.
2. Agricultural production.
3. Minor irrigation.
4. Education.
5. Health and Rural Sanitation.
6. Animal Husbandry.
7. Cottage Industries.
8. Communication operating information centres.
9. Co-operative Societies.
10. Rural housing.
11. Social welfare.
12. Family Planning.
13. Rural water supply.
14. Planning functions.

15. Maintenance and collection of statistics.
16. Parks.
17. Roads.
18. Markets.

The Panchayats Samitis perform their functions through constituting standing committees. Normally, General, works, Taxation Appeal, Education, Health Finance, Co-operatives etc., are some of the standing committees. The member of these committees were elected among themselves and these committees are named as mini-council of Panchayati Samiti.

### **28.2.3 Zilla parishad**

The top level of the three tier system of Panchayati Raj is Zilla Parishad. It is known as Zilla Parishad in Punjab, Andhra Pradesh, Gujarat, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal. In Tamilnadu, it is called as District Panchayat. It is Mokhma parishad in Assam. There is no uniformity in the composition of the Zilla Parishad in all the states, as it varies from state to state. The Zilla Parishad normally comprises the following categories of members.

1. Elected members.
2. Members of parliament and state legislatures in the district.
3. Reservation of seats to SC / ST and women.
4. Co-opted members, if the above categories are not elected.
5. Representatives of Co-operative Societies and Municipalities etc.,.
6. Special representation for experts in local Govt and rural administration.

The strength of the Zilla Parishad ranges from 40 to 60. There is no provision for direct election of the chairman of the Zilla Parishad. Indirect election is ensured in the 73<sup>rd</sup> Amendment of the Constitution. The members can elect one as chairman among themselves. He is the presiding authority of the Zilla Parishad meetings.

The functions of the Zilla Parishad are,

1. Supervision and control of Panchayat Samitis.
2. Agriculture
3. Animal Husbandry.
4. Irrigation.
5. Health.
6. Public Works.
7. Roads.
8. Forestry.
9. Social Welfare.
10. Education.
11. Cottage and Village Industries.
12. Housing.
13. Communication.
14. Preparation of District Plans.
15. collection of Statistics/Information.
16. Co-ordination of development plans, activities and schemes of Panchayat Samitis
17. Advice to the state Govt regarding district developmental schemes.
18. Distribution of funds.

**Check Your Progress - III**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

**1) Bring out the obligatory functions of Panchayat**

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2) **Discuss the composition and functions of Zilla parishad.**

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**28.3 Weakening of Panchayat Raj**

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The decentralisation of developmental works to Panchayats level has not strictly happened. Contrary to this, many developmental schemes were not brought within the purview of the elected Zilla Parishad. Bureaucracy as such, has probably its own role in disassociating the Panchayat raj Institution from the development process. The lukewarm attitude of the political elite at higher levels towards strengthening of the democratic process at the grass roots level was generally the crux of the matter. Moreover, Panchayat Raj Institutions are dominated by economically and socially privileged sections of society and have as such facilitated the emergence of oligarchic forces yielding no benefits to weaker sections. The performance of Panchayat Raj Institutions has also been vitiated by political factionalism, rendering developmental thrusts either warped or diluted. Corruption, inefficiency, scant regard for procedures, political interference in day –to –day administration, parochial loyalties, motivated actions, power concentration instead of service consciousness - all these have seriously limited the utility of Panchayati Raj. The State Governments are reluctant to give a good chance to Panchayati Raj institutions to serve as a vanguard of development in India. Wherever they have been given that, they have done well. In addition to these, the attitude of people towards Panchayat Raj Institutions is not an encouraging one.

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## **28.4 Revamping of Panchayat Raj**

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It is time to look into the problems of panchayat Raj. There are so many developmental activities undertaken by the State and Central Governments today through panchayats. The panchayats must therefore be properly be equipped with powers and infrastructure to carryout the developmental programmes. The activities of Panchayats must be transparent one. The alleged nexus between the politician and local contractor must be eliminated and Panchayat must function to solve the problems of the people.

For the success of Panchayat Raj administration, there should be a mechanism, formal or informal, by which public can be brought into close association with the day-to-day working of the administrative system. As an institutional arrangement, a separate building or a cell in the Panchayat office must be allocated which will function as a centre of relevant public information. In this office, the following items many be displayed to the public: the Government Programmes, details of Government schemes in the Panchayat, Government policies and achievement and information about getting govt loans may be demonstrated and explained to the people. If the provisions of the 73<sup>rd</sup> Amendment are carried out in a right manner, most of the Panchayat Raj problems including finance will be solved.

### **Check Your Progress - IV**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

#### **1. Discuss the problems of Panchayat Raj.**

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## 2. How do you revamp the Panchayat Raj.

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### 28.5 Let us Sum up

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The concept of decentralization has been adopted in the panchayat raj. The historical growth of Panchayats and the major policy changes of panchayats before and after Independence have been surveyed. The major committee recommendations have been analysed and the 73<sup>rd</sup> Amendment of the constitution and its impact have been evaluated. At the last the weakness and the solutions to the problems of panchayat's have been suggested.

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### 28.6 Key words

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Decentralisation -	to transform by transferring functions from centre to local.
Devolution -	a handing over of powers
Autonomy -	right of self govt
Supersede -	to set aside

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### 28.7 Some Useful Books

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1. S.R. Maheswari : Local Self Govt in India.
2. Ashok Mehta : Committee Report
3. Venkatarangaiah : Select Readings in Panchayat Raj  
and Pattabhiram
4. C.Gnanapragasam : Local Govt in Tamilnadu.
5. Singh S.S. Mishra : Legislative status of Panchayat Raj  
Singh S.S. Mishra in India 11 PA New Delhi 1997.

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**28.8 Answers to Check your Progress Exercise.**

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**Check Your Progress I**

- a) 28.1.1
- b) 28.1.2

**Check your Progress II**

- a) 28.1.4
- b) 28.1.5

**Check your Progress III**

- a) 28.2.1
- b) 28.2.3

**Check your progress IV**

- a) 28.3
- b) 28.4

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## Unit 29 - Administrative Innovation and Reforms

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### Structure

- 29.0 Objectives
- 29.1 Introduction
- 29.2 Nature and meaning of Administrative innovations and Reforms.
- 29.3 Types of Administrative Reforms.
- 29.4 Administrative Reforms in India before Independence.
- 29.5 Administrative Reform in India after Independence.
  - 29.5.1 A.D. Gorwala Report
  - 29.5.2 Pau. H. Appleby Reprt
  - 29.5.3 The Administrative Reforms Commission.
  - 29.5.4 Kothari and Satish Chandra Committees' Reports
  - 29.5.5 Othere Reports
- 29.6 The Problems in The Implementation of Administrative Reforms.
- 29.7 Let us Sum up
- 29.8 Key Words.
- 29.9 Some useful books.
- 29.10 Answer to check your progress exercises.

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## **29.0 Objectives**

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- To understand the meaning of administrative innovation and Administrative Refrm.
- to study the kinds of Administrative innovations and the factors involved in administrative innovation.
- To analyse the history of Administrative reforms in India.
- To know the major Administrative Reforms Committees and Commissions.
- To identify the problems of Administrative Reform and suggestions for Administrative Reform.

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## **29.1 Introduction**

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Administration is not a static one but dynamic. The aim of administration is to fulfil all the demands and aspiration of the people. In order to meet all the demands of the people, the administration has to think about new sets of procedures, outlook and so on. The need for improving administrative machinery of Government in any type of Government is admitted. Innovation, reform and reorganization are inherent in any administrative process. In this Unit, the meaning of administrative innovation and its kinds, agencies for administrative innovations are elaborately discussed. A survey of Administrative reforms from the early British period to the present are undertaken and the major recommendations are broughtout. The last part of this unit examines the problem and makes some suggestions to reform the administration.

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## **29.2 Nature and Meaning of Administrative Innovation and Administrative Reforms.**

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Administrative Innovations are largely made by the foresighted vision of the administrators as well of the rulers. In a Parliamentary democracy like India, Administrative Innovations finally depend on the Political Executive. Administrative innovation is a necessary to fulfil the demands of people in political, economic and social fields.

The growing population or exploding population is another added factor for administrative innovation. The latest sophisticated technological advancement must be used in administration, so it is another factor. Generally, when the rulers think about the growth of the nation, the existing machinery of administration, personnel system, levels of growth, standard of life etc., are needed to be analyzed. The deficiencies or the defects and the hurdles of the administration will be identified, then the necessary mode of change will be contemplated. R.B. Jain pointed out that Administrative Innovations have sources within the national political system. Prominent among these is the operation of the party system. The exigencies of electoral campaigns, whether to gain office or retain it, impel political parties towards commitments to general programmes of innovations. Sometimes interest groups operating within parties or as separate associations also generate many innovations. Legislators, particularly of the opposition are critical of the executive and these are also a continuous source of innovations.

Administrative Reform is defined by Gerald E. Caiden as the 'artificial inducement of administrative transformation against resistance'. The Administrative Reform mainly focuses on structural, procedural changes with an aim to improve the machinery of administration. It is also a means for the eradication of abuses in the existing system. The words 'Administrative Change' and 'Administrative reorganization' are indicated the process of Administrative Reform. When we talk about social reform, the ills of society and the remedies to the problems are exposed. In the same manner, when we scrutinize the defects of the administration the problem solving devices form the administrative reform. Normally, the economy and efficiency of the administration and the delivery of services to the growing population will be addressed in the administrative reform.

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### **29.3 Types of Administrative innovation.**

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Administrative innovations can be categorized into two types namely Policy innovation and procedural innovations. Policy innovations may be aim at changes in Government purpose, or accelerate sharply some existing activity or reverse some present emphasis. Procedural innovations may be defined as primarily changes in the Government's methods of carrying out its programmes. We can understand these two kinds of Administrative innovations with an example. Public Sector undertakings can be privatized by the Government: it is policy innovation. Introduction of computer or automation in the revenue department for land records is a procedural innovation.

The Planning agency is widely accepted as an institutional for policy innovations. Government's have taken much interest in on Planning. Planners and Planning agencies focus much attention on co-ordination, unity, consistency, completeness and other aspects in the organisation for rational planning. Of course co-ordination is described as a cause of innovation. Equally other factors are also call for modification or elimination of administrative defects. Planning is a venture which demands a lot of administrative reforms.

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### **29.4 Administrative Reforms in India before Independence**

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In India, there has been a constant effort to improve and reform the administrative machinery since 1850. The open competitive examination for recruitment to civil service was introduced by Lord Dalhousie, Governor General of India. Another major reform was undertaken by Lord curzon by introducing the 'tenure system' for the Indian Civil Service. The Royal Commission on Decentralization, 1907-09 was appointed by the Government. It was entrusted with the task of enquiring into the relations then existing for financial and administrative purposes between the Supreme Government and the various provincial Government in India and between the provincial

Government and the authorities subordinate to them and to report whether, by means of decentralization or otherwise, those relations could be simplified and improved, the system of Government better adopted to meet the requirements of the provinces and to bring the executive power into closer touch with local conditions. It paved the way for Decentralization of power to local bodies. Many initiatives were under taken to restructure the machinery of Government upto the second world war but did not materialized. After the end of the Second World War, the Central Government deputed Richard Tottenham to report on the organisation of the Departments and Secretariat and the working of the tenure system. Tottenham submitted two reports in December 1945 and January 1946.

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### **29.5 Administrative Reforms in India after Independence.**

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The Central Government became increasingly concerned over the rapid growth of the administrative machinery and the mounting expenditure on it after Independence. The Economy Committee under the chairmanship of Kalamhai Lalbhai, a noted Industrialist, was appointed in 1948 to review the increase in the civil expenditure of the Central Government. In 1949, The committee for reorganization of the machinery of the Government under N. Gopaldaswamy Ayengar was appointed and his report stressed the need for continued maintenance of efficiency in the Government depts.. The Planning Commission asked A.D. Gorwala in July 1951 to review how far the existing machinery of administration delivered the services. Then there were two reports submitted by Paul H. Appleby in 1953 and 1956, which stressed the small changes in the basic principles and concepts of administration and for streamlining the organisation and work procedures of organisation. At the request of Prime Minister Nehru, Ashok Chanda, Comptroller and Auditor General of India had submitted a report in 1953. This report recommended greater measure of delegation, creation of more All India Services, adoption

of officer oriented system of functioning and changes in the budgetary and financial control of the Government. The Santhanam committee enquiry on corruption was appointed in 1962 and submitted its report in 1964.

**Check Your Progress - I**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

**1) Discuss the meaning and nature of Administrative innovation.**

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**2) Trace out the growth of Administrative Reforms in India.**

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**29.5.1 A.D. Gorwala Committee Report.**

The major recommendations of A.D. Gorwala committee to reform the Indian Administration were:

1. Clearcut formulation of policy and its execution.
2. Non-interference by the ministry in the work of heads of departments



3. More and better co-ordination at the Secretariat level
4. Greater freedom for Administrative Ministries from top minute control by the Finance Ministry
5. Better selection from a wider range of officials for the Finance Ministry.
6. Harmonious Minister-Secretary relationship
7. Improved cabinet procedures of work.
8. Better organisation of parliamentary control through the estimates and Public Accounts Committee.
9. More supervision and inspection by senior officers
10. More work and responsibility for junior officers.
11. More officers and few clerks.
12. Better discipline by means of better pay and rewards and punishments.
13. Establishment of Whitley Councils and creation of welfare officers for the lower paid staff.
14. A better organisation of the IAS Training School in a full time principal.
15. The appointment of a Director of Training, and the establishment of an Organisation and Methods Division with necessary staff
16. Recruitment should be of the generalist administrator and not specialized cadres like Economic Civil service or a service of industrial specialists
17. Substitution of psychological tests for viva-voce tests in competitive examinations.
18. More marks for common general papers than for special subjects.
19. Improved techniques of selection derived from pooling the experience of Government depts., Public service commission and Universities.
20. Allotment of All India Service men to states other than their own.

### **29.5.2 Paul H. Appleby committee recommendations.**

1. Appleby rated the 'Government of India among the dozen or so most advanced Governments of the world and further said that "India in these services (ICS/IAS) shares with British the distinction of having the best body of generalist civil servants in the world. He supported the generalist domination in the civil service.
2. The establishment, directly under an appropriate Minister and with strong Government backing, of an Organisation and Management or Public Administration Office. Such an office is much needed to serve as a focusing of special competence and responsibility for continuing study and proposals concerning the improvement of governmental structures and administrative methods and manners. There is much need to provide a full bodied approach to administration than is to be expected from conventional financial review or personal controls. He hoped that this office would be given special responsibility for following up its reports and its recommendations.
3. The making of further and more specialized studies by a team of outside experts as a sequel to its Reports.
4. Government sponsorship of the establishment of an Institute of Public Administration for India, to provide a national, academic focusing of attention on Public Administration as a profession of many facets and elements.
5. Development of academic graduate programmes in public administration and the establishment of special avenues for annual entry into the public service of young persons so trained. This should entail a new and close interchange and working relationship between selected universities and the govt.
6. Consolidating administrative responsibility for the carrying on of the community projects, elevating it in status and providing for more flexibility and discretion in its management.

7. In general and in all developmental and social action fields, consolidating responsibility by simplifying and reducing inter-ministerial involvements and reviews, improving the methods of reviewing at different levels of govt, and improving the form and movement of paper involved in administrative work.
8. Filling in the administrative hierarchy by making hierarchies have a more truly pyramidal form with more executives at most levels, and by increasing the number of levels and narrowing the present excessively wide gaps between, all but the low levels. This will mean more middle grade personnel.
9. Eliminating fixed 'cadre' limitations and making recruitment depend wholly upon frequent and flexible determination of needs.
10. The establishment of extensive and sustained personnel development programmes designed to maximize the potentialities of all persons working for the govt.
11. Authorization for revenue staff recruitments as rapidly as suitable persons can be secured and trained without numerical limitation until tax collection is wholly current and the gap between assessments and collections is nominal.
12. Concerted activity with the states to bring land assessment and tax rates up to a sound current standard, to impose an agricultural income tax and limitations on land rents and to improve administration of tax collection in the states so as to bring the gap between tax intentions and tax actualities to nominal proportions.
13. The establishment, as a sequel to heightened responsibility of agencies charged with the action of adequate methods of checking on action during and after the act.

### **29.5.3 The Administrative Reforms Commission**

The appointment of the Administrative reforms Commission was an important landmark in the history of Administrative Reforms

in India. It was set up on 5<sup>th</sup> January 1966 under the Chairmanship of Morarji Desai. After the resignation of Morarji Desai, K. Hanumanthaiya became the chairman of the commission. This commission's references for reform were vast and so it was an elaborate exercise which covers from the machinery of Government to the redress of citizen's grievances.

The Administrative Reforms Commission was appointed in 1966 to reform the whole system of administration. The areas of the reference were.

1. The Machinery of Govt of India and its Procedures of work.
2. The Machinery of Planning at all levels.
3. Centre-state Relations.
4. Financial Administration.
5. Personnel Administration.
6. Economic Administration.
7. District Administration.
8. Agriculture Administration.
9. Administration at the District Level
10. Problems of Redress of Citizen's Grievances.

Besides this, 41 issues were listed for its purview of enquiry.

The Commission set up 20 study teams and 13 working groups and one Task Force. The commission worked for more than four years and spent 66 lakhs of rupees. The first interim report on problems of redress of citizen grievances was submitted on 20.10.1966 and other 19 reports submitted 30.6.1970. In Toto, there were 581 recommendations to streamline the Indian Administration. 80% recommendations made by this commission was implemented by the govt.

Major recommendations of the commission were as follows.

1. The maximum number of Ministers in the Union Cabinet should be 16 including the Prime Minister. The strength of council of ministers should normally be forty but should in no case exceed forty five.

2. The Dept of Administrative Reforms should be placed under the Deputy Prime minister.
3. It recommended to set up a separate Department of Personnel.
4. It recommended a unified grading structure in the personnel administration. Central Personnel Agency under the ministry of Home Ministry to be created to provide leadership to the personnel.
5. It recommended performance budgeting and separation of audit from accounts
6. It recommended the Lokpal and Lokayukta institutions to remove corruption in administration.

**Check Your Progress - II**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

**1) Bring out the recommendations of the Paul H.Appleby Report.**

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**2) Write a note on the Administrative Reforms Commission.**

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#### **29.5.4 Kothari and Satish Chandra Committees**

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In 1976, the committee on Recruitment Policy and selection methods headed by D.S. Kothari submitted its report. Following its recommendations, a system of single examination for All India Services was introduced. This examination was conducted in two stage; first, a qualifying preliminary examination (objective test) and second, the main examination incorporating the written and the interview tests.

In 1989, the report of the committee on the Recruitment policy and selection methods for All India and central services set up by the Union Public Service Commission under the chairmanship of Satish Chandra was presented. This committee revived the essay paper in the All India Services Examination.

#### **29.5.5 Other Reports**

In addition to these, five pay commission reports, estimates committee, the committee on Public Undertakings and other committees of Parliament have also come out with numerous recommendation on improving the administrative system. In addition a Department of Administrative Reforms since 1964 and a combined department of Personnel and Administrative Reforms since 1973 has been functioning.

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#### **29.6 Problems in Implementation of Administrative Reforms**

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The problem of administrative reform is mainly with regard to implementation of the recommendations of the various committees and commissions. Proper environment and human factors must be properly arranged for reform. Mostly it depends upon the intent and the disposition on the part of the politicians as well civil servants. One of the reasons why a majority of the reform efforts fail in India is that most of the measures suggested are in isolation from other spheres. In a democratic country, policy decisions are primarily political decisions. Thus, the nature and style of the functioning of

political hierarchy decides the working of the administration, changes in administration are, as Kothari observes crucially dependent on the manner in which the political hierarchy itself functions, and on changes in the structure and composition of this hierarchy. If such changes are not brought then the efforts at reforms in administration are likely to become an academic exercise without any guarantee of being implemented. Even if implemented, they will not be effective.

The performance of administrative organisation in all the areas, which affects the lives of most people directly, depends upon their internal structure and the environment in which they operate. So, the administrative reform aims at results in the form of procedural and structural improvements which are expected to result in improved performance. Problems of the Five years Plans implementation have led to deep concern over administrative incapability, particularly in the public sector. So steps must be taken to improve the administrative capability. Wallace S. Sayer's observation that "The bureaucracy has a somewhat ambiguous role in the matter of innovation. Its perceptions and training emphasize its role as the guardian of continuity, stability, co-ordination, prudence and precedents. These are the qualities, which however desirable otherwise, cut across the grain of innovation making the bureaucracy more often a vetoer than a sponsor of innovations. Such resistance, one has to note is by no means confined to lower echelons of public service. Even at higher levels, both administrative and Political, there exists a deep seated resistance to change and lip service is paid to reform and innovation than is actually implemented. Almost all committees and commissions have had a lurking fear of the futility of their efforts. Moreover, there is the innate tendency to resist change. So the reformer has enemies in all those who profit by the old order".

Hoshiar Singh has pointed out that the success of administrative reforms depends on top politicians and bureaucratic support, but both are busy in furtherance of their mutual interest and

hardly find time to pay attention for administrative reforms. The politics in the country is also another contributory factor. By the unstable governments, major attention will be paid to politics rather than administration. So adequate attention must be given to administrative reform. The moral values and societal control and social values must be developed to protect the administration from the avaricious political and social leaders. So the Administrative reform must be indigenous and a value oriented one.

### **Check Your Progress - III**

**Note:** a) Use the space given below for your answer.

b) Also check your answer with the clue given at the end of the Unit.

#### **1) Bring out the problems of Administrative Reform.**

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### **29.7 Let us Sum up**

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In this unit the administrative innovation and administrative reform made to meet the growing needs of the people is clearly explained. The importance of the structural and procedural change in the administrative machinery and the political executive's will and role have been described. The steps taken to reform the administration after Independence is vividly described. In the last part, the obstacles for administrative reform have been described.



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## 29.8 Key Words

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Reform	:	Rebuilding
Reorganization	:	reconstructing the existing system in the light of new demands and needs
Change	:	Stands for any type of renovation.
Innovation	:	a thing introduced as a novelty
Delegation	:	an act of sharing of power by a senior with junior.

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## 29.9 Some Useful books

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1. S.R. Maheswari - Indian Administration
2. R.B. Jain - Contemporary Issues in Indian Administration
3. Ramesh K. Arora - Indian public Administration  
Rajni Goyal
4. Hoshiar Singh - Indian Administration
5. A Avasthi - Central Administration
6. C. Gnanapragasam - Indian Administration.  
T. Kalyani

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## 29.10 Answer to Check your Progress Exercises.

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### Check Your progress - I

- a) 29.2
- b) 29.4

### Check your Progress - II

- a) 29.5.2
- b) 29.5.3

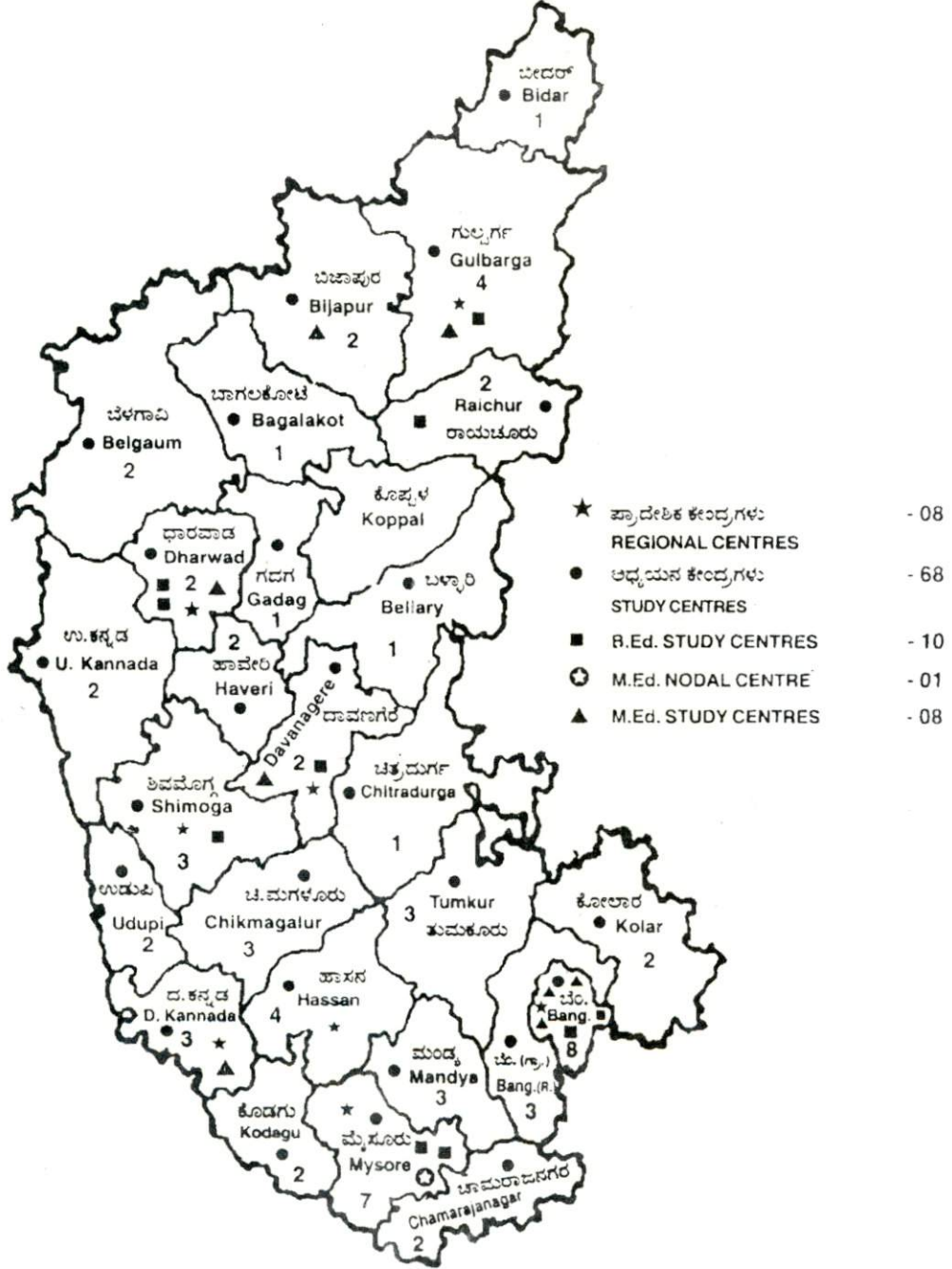
### Check your Progress - III

- a) 29.6

## NOTES

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Regional and Study Centres of Karnataka State Open University



(ನಮೂದಿಸಿರುವ ಅಂಕಿ - ಜಿಲ್ಲೆಯಲ್ಲಿರುವ ಒಟ್ಟು ಅಧ್ಯಯನ ಕೇಂದ್ರಗಳ ಸಂಖ್ಯೆಯನ್ನು ಸೂಚಿಸುತ್ತದೆ.)  
(The Number indicate the total number of study Centres existing in that districts.)

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