

ISSN : 2395-4132

THE EXPRESSION

An International Multi-Disciplinary e-Journal

Bi-Monthly Refereed & Indexed Open Access e-Journal



Impact Factor 3.9

Vol. 3 Issue 4 August 2017

Editor-in-Chief : Dr. Bijender Singh

Email : editor@expressionjournal.com

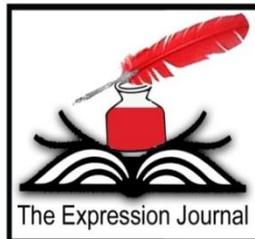
www.expressionjournal.com

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132



ARC-2 RECOMMENDATIONS: AN ANALYSIS OF UPA-II GOVERNMENT RESPONSE

Dr Santosh Kumar Singh
Assistant Professor
Sri Venkateswara College
University of Delhi

.....

Abstract

Since independence India has appointed many commissions and committees on administrative reforms and for good administrative functioning. Most recently in 2005 Indian government has established second administrative reforms commissions to solve the issues of governance, transparency, accountability and to meet challenges, entailing government-market, government-society, and intra-government relationships. The commission came with the 15 reports in which till now the government has taken decision on only 12 reports. This paper is trying to review the UPA government response on the commission's recommendations. It will also analyse and evaluate the government position on the recommendations. To understand and analyse it minutely this paper has divided the recommendations into three major categories such as accepted, not accepted and the no decision taken by the government.

Key-Words

Administrative Reforms, Governance, Transparency, Accountability,
Corruption, Capacity Building

.....

Vol. 3 Issue 4 (August 2017)

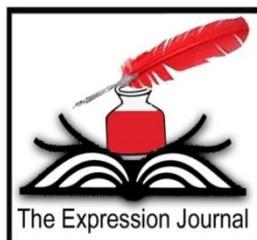
Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132



ARC-2 RECOMMENDATIONS: AN ANALYSIS OF UPA-II GOVERNMENT RESPONSE

Dr Santosh Kumar Singh
Assistant Professor
Sri Venkateswara College
University of Delhi

.....

Introduction

The liberalisation of Indian economy has not only impacted the Indian economic structure but also to the Indian administrative structure. To equip with the recent economic structural changes and to achieve a proactive, responsive, accountable, sustainable, and efficient administration at all levels of the government has established second administrative reform commission. Moreover, since independence India has witnessed many commissions and reports on administrative reforms for efficient and effective social, political, and economic structure. This reform represents a complex hybrid organizational form and a challenging combination of political control and local autonomy. Most of the committees and reports mentioned recommendations but only few has been accepted and implemented by the government. Hence, here it is important to evaluate and analyse the most recent administrative reform commission i.e. ARC-2 recommendations to the United Progressive Alliance (UPA) government, 2004-2014.

History of Administrative Reform Commissions

Since, independence India has established many commissions and committees to solve the issue of governance, to meet the expectations of people and provide them with rapid economic growth, increased access to basic services, consistent with equity and social justice. The Gopaldaswamy and Gorwala Report was the first tentative attempt made by Reorganisation Committee headed by Girija Shankar Bajpai to solve the issue of administrative reform. After this report the Indian Government had invited the renowned American expert, Paul Appleby to study and report better administrative structure of India. In his report Paul Appleby has raised the issue of administrative structure, practices, problem related to streamlining organisation, work procedures, recruitment, and training in these enterprises (Maheshwari 2002: 61). Paul Appleby has made *twelve recommendations* to the GOI but it has accepted only two. The First recommendation was to establish a professional training institute—*Indian Institute of Public Administration* (IIPA) for promoting research in public administration and the second was a

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

central office to provide leadership, organisation, management and procedures. As a result, on March 1954 the government has established an *Organisation and Methods Division*, in the Cabinet Secretariat (Mahendra 2012).

To overcome from corruption and issues related to good governance in 1964 the government has established a committee under the chairmanship of K Santhanam. The Committee has defined corruption is a complicated problem in India it has roots in the society as a whole. It includes improper or selfish exercise of power and influence attached to a public office (The Hindu 2000). To overcome from corruption the Committee recommended to establish a vigilance commission. Hence, in 1964 on the recommendation of Santhaman Committee on prevention of corruption the Central Vigilance Commission (CVC) was established.

On the issue of efficiency and integrity in public services, and establish an instrument for carrying out the socio-economic policies the Ministry of Home Affairs constituted the first Administrative Reform Commission in 5 January 1966. On the basis of commission's recommendations the government has created *Department of Personnel* in the Cabinet Secretariat in 1970 and the *Department of Personnel and Administrative Reforms*.^[i] In March 1985, the Department was elevated to the status of a full fledged Ministry called the Ministry of Personnel and Training, Administrative Reforms, Public Grievances and Pensions. In December 1985, the Ministry further reorganised as the Ministry of Personnel, Public Grievances and Pension, with three Departments, viz. Department of Personnel and Training (DOPT), Department of Administrative Reforms and Public Grievance (DAR&PG) and Department of Pension and Pensioner's Welfare (Meenakshi 2007:2). Most recently, on 31st August 2005 the Indian government has constituted the ARC-2 to achieve a proactive, responsive, transparent, effective, efficient, accountable, and sustainable administration.

Second Administrative Reforms Commission

The ARC-2 has been established by the government after the several critical recommendations made in the different committees and reports in recent years such as; Core Group on Administrative Reforms (CGAR)^[2], BN Yugandhar Committee, Hota Committee^[3] etc. These commissions have recommended the need of administrative reform for better performance and governance on different areas and issues. Thus in August 2005 the GOI has established the commission known as *Second Administrative Reforms Commission* to prepare the report to revamp the Indian public administration system, administrative structure and to achieve a proactive, responsive, accountable, sustainable, effective and efficient administration at all the levels of government.

The commission was headed by Shri Veerappa Moily and 5 other members. In 2009 the commission has submitted 15 reports to the United Progressive Alliance (UPA)-II government with insightful recommendations to equip the administration.

Recommendations of the Commission

The commission has submitted total 15 reports on different issues to the United Progressive Alliance (UPA) government in 2009. In these reports commission has pointed out and suggested various insightful recommendations. Most of these recommendations majorly stressed

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

on the need of a responsive and citizen friendly, transparent, accountable, ethical and e-governance friendly civil service tops the list. The all 15 reports are: 1. Right to Information: Master Key to Good Governance, 2. Unlocking Human Capital: Entitlement and Governance, 3. Crisis Management: From Despair to Hope, 4. Ethics in Governance, 5. Public Order: Justice for Each – Peace for All, 6. Local Governance, 7. Capacity Building for Conflict Resolution – Friction to Fusion, 8. Combating Terrorism, 9. Social Capital – A Shared Destiny, 10. Refurbishing of Personnel Administration – Scaling New Heights, 11. Promoting e-Governance - The Smart Way Forward, 12. Citizen Centric Administration – The Heart of Governance, 13. Organizational Structure of Government of India, 14. Strengthening Financial Management System and 15. State and District Administration.

However, till the UPA government has taken decisions only on 12 reports. Till 2014, there has not been any decision taken on three reports i.e. on 5th report ‘Public Order: Justice for Each – Peace for All’, 8th report ‘Combating Terrorism’ and 10th report ‘Refurbishing of Personnel Administration – Scaling New Heights’. In 12 reports there were 1228 recommendations in which 994 recommendations accepted, 180 recommendations not accepted and 54 recommendations no decision has been taken (mentioned in table 1).

Table 1: ARC-2 Recommendations by commission and action by UPA government

Administrative Reforms Commissions Report	Accepted by Government	Not Accepted by Government	No Decision taken	Total
1st Report-Right to Information: Master key to good governance	35	23	4	62
2nd Report-Unlocking Human Capital Entitlements and Governance : Implementation of NREGA	88	26	0	114
3rd Report-Crisis Management - From Despair to Hope	136	6	0	142
4th Report-Ethics in Governance	79	51	4	134
5th Report-Public Order	N.A	N.A	N.A	153*
6th Report-Local Governance	230	25	1	256
7th Report-Capacity Building for Conflict Resolution: Friction to Fusion	110	16	0	126
8th Report-Combating Terrorism	N.A	N.A	N.A	
9th Report-Social Capital: A Shared Destiny	32	12	22	66
10th Report-Refurbishing Personnel Administration - Scaling New Heights	N.A	N.A	N.A	N.A

11th Report-Promoting e-Governance: The Smart Way Forward	46	1	0	47
12th Report-Citizen Centric Administration: The Heart of Governance	41	9	0	50
13th Report-Organisational Structure of Government of India	32	5	0	37
14th Report-Strengthening Financial Management System	34	2	0	36
15th Report-State and District Administration	131	23	4	158
Total	994	199	35	1228

*Not counted in total.

N.A= No decision has been taken by government (Not Available).

Source: Department of Administrative Reforms & Public Grievances, 'Governments decisions on the recommendations of Administrative Reforms Commission', accessed from <http://darpg.gov.in/ArticleContent.aspx?category=108> on 15 October 2016.

On the basis of decisions taken on the recommendations, the recommendations can be divided in to three groups such as accepted recommendations, not accepted recommendations and no decision taken.

Accepted Recommendations

The commission has mentioned valuable and significant amount of recommendations to the government. The government has accepted total 994 recommendations out of 1228 recommendations in 12 reports. Most of the accepted recommendations are related to the use of modern technology, support NGOs to implement the programmes and policies, establish new institutions to demonstrate transparency and accountability, transferred work to the local government, referred tax collection by the local government, development programmes and schemes for backward region and people, allocated role of state government and central ministries, North-East states development plan, capacity building for government officials, human resource development, financial power to UTs administration and the liability of administrator denied.

The accepted recommendations can be divided under different headings such as; utilisation of modern technology, establish nexus with NGOs, establish new institutions and committees, allocating responsibility to the Local Government, develop backward region and people, roles and responsibilities of state government and central government, North-East states development plan, and capacity building of government functionaries.

Utilisation of Modern Technology and Techniques

Contemporary era is known as the period of science, technology and communication. The most important characteristics of this era are the transformation, transmission and dominion of information. The leading role has been given to new technologies i.e. internet, radio, telephone, satellite communication, cellular technology etc, especially those devoted to information (Eleventh Report, 2009). The commission has recommended many such kinds of suggestions to the government to overcome from the issues of transparency, accountability and governance. The

commission has also made significant number of recommendations regarding to use the different modern tools and techniques to accomplish the work. In this context the government has accepted total 68 recommendations.

The major accepted recommendations are; first, all organisations which have jurisdiction equal or over area to district should complete the process of digitisation by the end of 2009 and apart from this all sub-district level organisations should complete digitalised by the end of 2011. It has also mentioned that the controlling Ministries/Departments at Union and State level should lay down a proper guidelines within the period of 6 months. However, the government has replied that the digitisation process will be done by ministries or department on the basis of priority areas. Secondly, it has recommended to increase the technical resources at local (Panchayats, village) and intermediate levels. Along with this it has mentioned to establish a block resource centre would include a panel of experts and professionals at the block level, similarly the district technical group at the district level (Sixth Report, 2007). Thirdly, it has suggested that each ministry or department of Government should draw a map to use the information technology to improve the governance. The commission has also suggested for successful computerisation and to provide training to the departmental officers. Similarly, the National Informatics Centre (NIC) should be trained with specific activities (Eleventh Report, 2009).

Finally, it has mentioned to modernise the office of the District Collector. In which it has been suggested to establish a Management Information System (MIS) in the office of the Collector for effective monitoring and evaluation. It has also suggested to establish a computerized District Grievance Cell in the collectorate (Fifteen Report, 2009). The government has accepted the recommendation to ensure the effective functioning of DM.

Establish Nexus with Civil Society

NGOs are known for their prominent role in the development sector, especially for the participatory, people centric development and to fill gaps left by the government. In recent years, it has been witnessed that the NGOs have done substantive work at grassroot and far sighted areas. The ARC-2 has also recommended to the government that they can take the help and support of NGOs to implement the different people centric programmes. There were around 35 recommendations and has been accepted by the government related to establish nexus with NGOs in which the most important recommendations are;

First, the commission referred that there should be awareness campaigns to credible NGOs at the state and local level. The campaign should design a multi media campaign best suited to the needs of local people. The commission has also recommended that NGOs credibility and spatial reach should be identified and entrusted with the task of creating awareness and capability building from local to national level (Sixth Report, 2007). It has included the issues of poverty, gender inequality, Panchayati Raj, NREGA and Minimum Wages Act. *Second*, it is the responsibility of the government machinery and the local bodies to disseminate the warning peoples' participation, in this purpose, the help of NGOs should be taken to dispose the emergency plan (Sixth Report, 2007). *Third*, it has suggested the municipalities especially the larger ones should take the help of NGOs for assistance in running schools and in other social sector to improve

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

service delivery. Most importantly, it has also mentioned that the NGOs need to be involved in complementing the efforts of government for the development and upliftment of the Scheduled Castes (Twelfth Report, 2009). According to the commission this will play pivot role for their economic and social empowerment and to enable their voice against atrocities, discrimination and exploitation.

Establish new Institutions and Committees

Since 1990s India has experienced drastic change in Indian government economic policy. In such scenario the commission has mentioned total 85 recommendations on the establishment of new institutions to initiate new initiatives by the different departments to facilitate the reform and change done by the government. In such recommendations most of them has been accepted by the government in which the some important recommendations are;

First, to establish National Coordination Committee (NCC) under the chairpersonship of the Chief Information Commissioner along with the nodal cabinet ministry. Second, the National Institute of Drought Management (NIDM) should be established networking on involving range of subjects on various aspects of drought. It will also act as a resource centre on (FICCI Quality Forum, 2014). Third, there must be adequate apex level training body in across the states that is called as Administrative Training Institute (ATI). The Institute should take care of the training and needs of Class I/Class II officers at the state services. It has also recommended that there should be district level training organizations which could take care of the mid-career training needs of Class III employees. It has also recommended the district centre should be proper skill/behavioural training of Class IV recruitments (Fifteen Report, 2009).

Allocating work to Local Government

The 73rd and 74th Constitutional Amendment act has made different provisions regarding local self governance. The commission has also supported the concept of governance from grassroot level such as from panchyats. It has mentioned that there should be transparency, accountability and good governance can be established through local government and local people participation. The commission has recommended for the development of local regions. There are 185 recommendations has been accepted by the government to delegate the work to the local government and at community level.

Most importantly, the commission has recommended the Government should transfer the funds directly to the local government—districts and panchayat levels, apart from this the State Government contribution should be fixed at 10 per cent of the total cost in a year. If the State will not do this contribution, then it may be deducted from its 'Central Assistance for State Plans'. The commission tried to fix the maximum level of funds at the Gram Panchayats and also for the blocks and districts (FICCI Quality Forum, 2014: 47).

Develop Backward Region and People

The commission has raised the issues of development of backward region and people. Regarding this the government has accepted 39 core recommendations. The major recommendations mentioned by the commission are; firstly, there is need to be special efforts to be taken to implement the constitutional and statutory safeguards, development schemes and

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

land reforms initiatives for containing discontent among vulnerable sections. Secondly, to facilitate locally organisations and agencies to implement the centrally sponsored and other schemes. Lastly, the government has also accepted that there should be special steps taken for training/capacity of government functionaries along with the full participation of women in various policies and programmes, including citizens' charters and grievances redressal mechanisms (Ninth Report, 2008).

Roles and Responsibilities of State Government and Central Government

The liberalisation, privatisation and globalisation have increased the responsibility of state and central government. It has compelled the government to check and implement the different programmes efficiently and systematically. The commission has distributed and mentioned major work and the responsibility among the state and central government. There are around 389 recommendations has been accepted by the government. Most of the recommendations are to improve the transparency and accountability for example, cabinet ministry should have an exhaustive list of all public authorities (FICCI Quality Forum, 2014: 42). The State Government should evolve a more realistic rural rates for NREGA. It has been recommended that there should be transparent procurement procedures under the scheme and it should be properly followed by the Panchayat.

Development plan for North-East States

North-East States are one of most sensitive region in India. Regarding this the commission has mentioned several developmental provisions for the region. The government has accepted 54 recommendations on the region, in which some of them are firstly; the incentives available for officers working in the North East should be increased. Secondly, in some states like Meghalaya should undertake comprehensive activity mapping with regard to all the matters mentioned in para 3 of the Sixth Schedule. This process should cover all aspects of the subjects viz planning, budgeting and provisioning of finances (Fifteen Report, 2009: 247). Third, the commission has mentioned about the need of political dialogue with various stakeholders to upgrade the capacity and capability of the police forces of the states and to control the cross border movement of insurgents along with the various diplomatic measures (Ibid: 111).

Capacity Building of Government Functionaries

Government officials are known as one of most important pillar for good administration. The commission has mentioned quite good numbers of recommendations regarding the capacity building of government official to perform their work efficiently and learn new tools. The government has accepted 117 recommendations related to the capacity building of different state and central government. Some important accepted recommendations are; firstly, the training and re-orientation programme including sensitising the police and paramilitary personnel. Secondly, the formation of trained special task forces on the pattern of the Greyhounds in Andhra Pradesh. Thirdly, to establish and strengthen the local level administration and police system. There should be adequate staff at local recruits to tackle the left extremism (Seventh Report, 2008).

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

Recommendations Not Accepted

The government has accepted major amount of recommendations mentioned by the commission. But there are certain kinds of provisions have not been accepted by the government. There are total 199 recommendations in 12 reports has not been accepted by the government due to different reasons. These denied recommendations can be into different themes and issues. These are;

Security Reasons

The contemporary period has raised many concerns regarding internal and external security issues. The government has not accepted 5 recommendations due to security concern, some of the major examples are; the government has not accepted the provisions to repeal the 1923 Official Secrets Act and substituted by a chapter in the National Security Act, containing provisions relating to official secrets. This recommendation has not been accepted due to communication of sensitive information leakage and the security of the State (First Report, 2006).

Gaps in Recommendations

The government has not accepted some recommendations due to some gaps, issues and some of them were not possible to implement. On this issue the government has not accepted 47 recommendations. The government has mentioned that due to these recommendations were already mentioned in the system or it is not possible to implement it. Some major examples of such recommendations are; first, a unique identification should be issued not to each household, but to each individual (FICCI Quality Forum, 2014: 57). This recommendation is already applied by the government in the form of AADHAAR i.e. Unique Identification Authority of India (UIDAI).

Second, the decision-making on important matters should be assigned to a committee rather than individuals. The government has mentioned that the committees are *only* recommendatory bodies; decisions are taken by competent authorities. Decision making by the Committee can lead to dilution of accountability. The commission has also recommended that under the NREGA scheme Job-cards should be issued separately to each adult physically challenged person. But the recommendation not accepted due to the fact that the basic unit under NREGA is the “household” and not an “individual”. The Act also does not specifically address the problem of physically challenged who required special assistance of different nature (Sixth Report, 2007).

Financial Issues

Finance is utmost important thing to implement new schemes and programmes. The commission has many recommendations in which some of them not accepted by the government due to financial issues. The 5 recommendations of the commission has not been accepted by the government due to the financial issues. The recommendations were, first Suo motu disclosures should be available in printed in the official language, and revised periodically (at least once a year) (First Report, 2006). The government replied, that it is not possible to print information periodically and practically impossible. A small change in situation would require another edition of the publication.

Second, the Public Records Offices should be established as an independent authority. This

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

Office will work as a repository for technical and professional expertise in management of public records. It will be help to supervise, monitor, control and inspect the records. But the recommendations not accepted by the UPA government. The government has said there is no need to set up of a new independent authority/office as record office, due to there are already department exist to record management, such as, National Archives and Department of Administrative Reforms & Public Grievances (FICCI Quality Forum, 2014). Apart from this the UPA government has also not accepted some recommendations to abolish some schemes such as, MPLADS and MLALADS funds but the government has also not taken any action and it has transferred to the matters related to electoral reforms or legislative issues are being addressed in a comprehensive manner in various other fora.

Bring Conflict between the Departments

In some recommendation the government has found that it will bring the conflict between the different departments and system is already established. There are total 13 recommendations not accepted by the government due to this. Some of the important recommendations are; firstly it has recommended a large number of public authorities should be established at regional, state, district and sub district level. It has also mentioned that a nodal officer should be identified wherever necessary by the appropriate monitoring authority (CIC/SIC) to monitor implementation of the RTI Act. Secondly, in a recommendation it has suggested the Ministry of Urban Development should coordinate the large issue of rationalization of the PWD Schedule of Rates in various States. But it has not been accepted due to the states have their own systems for fixing the SORs. They are based on the geo- morphic conditions of the region and the prevalent notified minimum wages for a particular task in a State. Fixing SORs is within the jurisdiction of the State (FICCI Quality Forum, 2014: 50)

Finally, there was also recommendation on Special Powers to the Governor of Manipur under Article 371 (a) in view that the Governor of Manipur should be given special powers/responsibility in compare to the Governors of Nagaland and Arunachal Pradesh under Articles 371A and 371H of the Constitution due to the internal disputes and to tackle other issues. However, this recommendation not accepted by the government due to the conflict of interest with the other north-east states (Fifteen Report, 2009).

Not Possible for the Government to Implement

On some recommendations the government has replied that it is not possible to implement these recommendations. In all 12 reports there were 91 recommendations on which government had no option to accept and implement it. The major recommendations are; firstly, to constitute Special Election Tribunals at the regional level to ensure the speedy disposal of election petitions and disputes. It has also suggested that each Tribunal should comprise a High Court Judge and a senior civil servant with at least 5 years of experience in the conduct of elections (Fourth Report, 2007). Secondly, the commission recommended that, at least half of the Information Commissions members recruited from non-civil services background. Finally, it has also recommended the government for effective implementation of the Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Rights) Act, 2006; multidisciplinary Oversight Committees may be

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

constituted to ensure that the implementation of this ameliorative legislation does not adversely affect the local ecosystems. According to the government such institutional mechanisms already exist in the Act (Seventh Report, 2008).

No Action Taken on Recommendations

In all 15 reports of the commission, the government has taken decision on 12 reports in which there are some recommendations government has not taken any decision and the decision is pending. According to the government the decision is pending due to recommendations transferred to the concerned state government, ministry, and the other departments. Such pending decisions can be divided into three different parts these are;

Transferred to Ministry and Department

In the 12 reports the commissions have mentioned many recommendations in which some of the recommendations were regarding different state and the central government departments and ministries. Thus, on such recommendations the government has transferred the recommendations to them. There were 28 recommendations have been transferred to the different ministries and departments. For example, the recommendation of professional education should be taken away from the domain of the existing regulatory bodies and handed over to specially created agencies—one for each of the streams of higher/professional education. Such bodies will be called as National Standards and Quality Council for Medicine, National Standards and Quality Council for Management etc. (Ninth Report, 2008: 8). On creation of these separate Councils, the AICTE be abolished. Such Councils should be created by law and their role should be to lay down norms, standards and parameters on issues concerning growth and development of their stream like establishing new institutions, designing and updating curriculum, running faculty improvement programme, carrying research and innovation, and other key issues concerning the stream (Ninth Report, 2008).

Moreover, the government has also transferred some recommendations to the other departments and commissions such as; the issue of disqualification of members on grounds of defection should be decided by the President/Governor on the advice of the Election Commission etc. There were total 14 recommendations like this in which the government has referred to the election commission and associated institutions.

Transferred to State Government

The government has transferred some recommendations of the commission to the state governments for their consultation and approval. There were 8 recommendations transferred to the state government. Some of the recommendations were the organization of the Vigilance Commission/ Commissioner (CVC) in the State should be structured on the patterns of the Central Vigilance Commission. In larger States, the State Vigilance Commission should be a three Member Body with Members who have been experts in their respective fields. In smaller States, it may continue to be a single Member Body.

The commission has also recommended the members should be recruited of high standing, intellectual ability and reputation are selected as Chairman/Members of the State Public Service Commissions. A limit should also be imposed on the strength of its membership. Apart from

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

transferred recommendations to the different ministry, departments and the state government some recommendations has not transferred to then and the government has not taken any decision in this regard. There were 11 such recommendations on which government has not taken any decision such as

‘The Constitution should be amended to provide for a national ombudsman to be called the Rashtriya Lokayukta. The role and jurisdiction of the Rashtriya Lokayukta should be defined in the Constitution while the composition, mode of appointment and other details can be decided by Parliament through legislation (Fourth Report, 2007).’

On the other hand recommendations like ‘A system for partial state funding should be introduced in order to reduce the scope of illegitimate and unnecessary funding of expenditure for elections’ government has mentioned that ‘All the matters related to electoral reforms or legislative issues are being addressed in a comprehensive manner in various other fora and the Government has not taken any decision in this regard (Ibid).

An Analysis of Accepted Recommendations

The quest for efficiency, effectiveness and economy has been the dominant force behind to establish the commission. The Commission has recommended practices to improve the administration to management, shifting the focus from inputs to outputs and outcomes. The emphasis was to achieve the effective outcome towards devolution, decentralisation, and contracting out.

The in-depth analysis reveals the dominance of neo-liberal economics over politics has played critical role to establish second Administrative Reforms Commission. Today, there has been a greater change in the traditional role of the state, the government and its working unit. There is shift from responsiveness to partnership and collaboration. In this scenario the participation of people get most importance. It ensures participation, transparency and effectiveness. The citizen’s participation and collaboration counted at the centre stage, the government always act as partners with the citizens. Administration cannot fulfil the newer roles with the traditional organisation and methods. Hence, the bureaucracy has to change to adapt to the new role.

The commission has recommended total 15 reports to the government. In this report the commission has raised issues and recommended suggestions on the issues of administration, transparency, accountability, corruption, capacity building, utilise modern technology, efficiency, effectiveness, transparency and decentralisation to solve the people centric issues. But the Government has made their decisions only on the 12 reports of the commission. In all 1228 recommendations of the 12 reports, the government has accepted 994 recommendations of the commission. Most of the accepted recommendations are in the nature of; to establish new institutions, use of modern technology, disaster management, combating terrorism and capacity building of staff. Moreover, the commission has recommended some new and innovative recommendations, for example, the concept of ‘District Government’ operationalised through an integrated governing structure in the District Council, with representation from both urban and rural areas. The District Officer (Magistrate/Collector) should perform dual role. At one time it will

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

be accountable to the District Council on all local matters, and on the other, it will be accountable to the state government on all regulatory/other matters not delegated to the District Government.

Through, after reviewing the recommendations accepted by the UPA-II Government, it reflects the government is serious about the problems of corruption, transparency and accountability. The government has accepted the provisions of RTI, Local self-government; disseminate information by the every government office to its website. Through such recommendations the commission tried to establish transparency, accountability and disseminate information to the people.

The commission has also made good numbers of recommendations to upgrade and improve the performance of bureaucrats. But among these recommendations the government has accepted only those which have mentioned monetary and non monetary benefits to the bureaucrats. Moreover, the Government is not even ready to consider its recommendations pertaining to MPs and MLAs conduct within and outside the legislature. It is also been noticed that the government has accepted the provisions which are beneficiary for the government and administration such as the schemes of MPLAD and MLALAD should be abolished, the Mayor of the MCD should be directly elected by popular mandate through a citywide election. The functions of chairing the Corporation and exercising executive authority should vest in the Mayor. The Mayor should be the Chief Executive Authority of the MCD. The Mayor should appoint a 'Cabinet'; choosing the members from amongst the elected corporates. Moreover, on some recommendations the government has mentioned that the Lokpal Bill Issues relating to Lokpal Bill are being addressed independently in a comprehensive manner.

Endnote

[1] The Department of Administrative Reforms (created in 1964 in the Home Ministry) was shifted to this new Department under the Cabinet Secretariat and re-designated as the Department of Personnel and Administrative Reforms.

[2] It has mentioned the need of more composite and coordinate efforts in the Secretaries from Planning Commission, Expenditure, Legal Affairs, Information Technology, Statistics, Scientific and Industrial Research, Personnel and Public Grievance and Administrative Reforms. The Cabinet Secretariat has also moved ahead with the much needed civil service reform.

[3] The Hota Committee has recommended to identify the measures required to equip members of the permanent civil service for performance of duties and to remove the impediments in making them honest, responsive, politically neutral and professionally sound. Moreover, it has stressed on the good governance, civil servants be appointed to posts on the basis of objective criteria, be assured minimum tenures and be held accountable for performance.

References

Amita Singh (2009), *Administrative Reforms*, Sage Publication: New Delhi.

Caiden, Gerald E, (1999), 'Administrative Reform- Proceed with Caution', *International Journal of Public Administration*, Vol 22, No 6, pp. 815-832.

Department of Administrative Reforms and Public Grievances (2013), *Governments decisions on*

Vol. 3 Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh

The Expression: An International Multi-Disciplinary e-Journal

(A Peer Reviewed and Indexed Journal with Impact Factor 3.9)

www.expressionjournal.com

ISSN: 2395-4132

the recommendations of Administrative Reforms Commission, Viewed on 12 April 2016 (<http://darpn.nic.in/ArticleContent.aspx?category=108>).

Eighth Report (2008), *Combating Terrorism*, Government of India.

Eleventh Report (2009), *Promoting e-Governance - The Smart Way Forward*, Government of India.

FICCI Quality Forum (2014), *Handbook on 2nd ARC Recommendations and Related Concepts*, retrieved from <http://www.ficciqualityforum.com/htm/nov13/HandbookARCRecommendationsRelatedConcepts.pdf>

Fifteen Report (2009), *State & District Administration*, Government of India.

Fifth Report (2007), *Public Order-Justice for each..... peace for all*, Government of India.

First Report (2006), *Right to Information-Master Key to Good Governance*, Government of India.

Fourteen Report (2009), *Strengthening Financial Management Systems*, Government of India.

Fourth Report (2007), *Ethics in Governance*, Government of India.

Himansu S M (2009), 'Administrative Reforms in Indian Context: The Background, Necessity & Suggestions for Administrative Reforms in India', Viewed on 16 November 2013 (<http://voices.yahoo.com/administrative-reforms-indian-context-2463813.html?cat=17>)

Mahendra Prasad Singh (2012), *Administrative Reforms in India*, retrieved from <http://www.socialsciences.in/article/administrative-reforms-india-0>

Maheshwari, S.R (2002), *Administrative Reforms in India*, Delhi: Macmillan India Limited.

Meenakshi Sharma (2007), *Functional Review of Department of Administrative Reforms & Public Grievances (DAR&PG)*, JPS Associates (P) LTD: New Delhi.

Ninth Report (2008), *Social Capital - A Shared Destiny*, Government of India.

P.C. Hota (2004), *Report on Civil Services Reforms*, Cabinet Secretariat, Government of India

Second Report (2006), *Unlocking Human Capital - Entitlements and Governance-a Case Study*, Government of India.

Seventh Report (2008), *Capacity Building for Conflict Resolution - Friction to Fusion*, Government of India.

Sixth Report (2007), *Local Governance*, Government of India.

Tenth Report (2008), *Refurbishing of Personnel Administration - Scaling New Heights*, Government of India.

The Hindu, 3rd October 2000, How effective are our laws to combat corruption?, retrieved from <http://hindu.com/2000/10/03/stories/13030641.htm>

Third Report (2006), *Crisis Management-From Despair to Hope*, Government of India.

Thirteen Report (2009), *Organisational Structure of Government of India*, Government of India.

Twelfth Report (2009) *Citizen Centric Administration - The Heart of Governance*, Government of India.

Wilenski, P. (1986), *Administrative Reform - General Principles and the Australian Experience*, *Public Administration*, Vol. 64 No 3, pp. 257-276

Issue 4 (August 2017)

Editor-in-Chief: Dr. Bijender Singh