

\*\*\*\*\*

CHAPTER THIRD

NEHRU AND INDIAN ADMINISTRATION

\*\*\*\*\*

NEHRU AND INDIAN ADMINISTRATION

Soon after the attainment of independence, attention was focussed on the need to reform the administration of the country so as to suit the economic planning for the socio-economic development. The changes in the administrative system had to be a logical corollary of the transformation of a ' Police State ' into a ' Welfare State '. The administrative machinery which hitherto was responsible, in the main, for the maintainance of law and order, and collection of land revenues had to be geared to undertake the tasks of socio-economic development. This of course was not an easy task. Jawaharlal Nehru who was much influenced by the need of economic, planning had a crucial role as country's chief administrator and the Executive head.

In this context, Nehru explained the expansion of government activities stating :

" The whole structure of government of India has changed from rather an autocratic structure to a democratic structure a structure which is based on authority not only

from within the country, but ultimately responsible to the people of the country. This is a basic change. Together with that other changes have come. The state now thinks much more about socio-economic problems ... The present state has to be a dynamic state, because of the large number of forces at work a part from our own desire to make up for the lost time and build a new India. So our outlook becomes less and less purely political and more and more social and economic." <sup>1</sup>

After independence India inherited a colonial administration making no change in the administrative structure. The founding father of Indian independence saw an advantage in not scrapping the old colonial administration altogether but rather refashioning and remoulding it to meet the needs of a secular, independent, democratic republic of India.

Here it should be mentioned that Nehru's views on the country's administration before independence were clear and categorical. He viewed the country's public administration as but an integral part of the British imperialism in India. Writing in 1935 he observed " I am quite sure that no new order can be built up in India so long as the spirit of ICS prevades, our administration and our public services. That spirit of authoritarianism is the ally of imperialism and it cannot

coexist with freedom ... Therefore it seems to me quite essential that the ICS and similar services must disappear completely, as such, before we can start real work on a new order." <sup>2</sup>

Soon after becoming the Prime Minister in the interim central government in 1946, he mentioned at the general session of the Indian National Congress " The Civil Services were fossilised in their mental outlook. They were wedded to bygone and obsolete methods and refused to move with the time. It remains to be seen how long we can function in these circumstances." <sup>3</sup>

From this observation of Nehru it can be stated that he hardly had any admiration for the country's system of administration and left no one in doubt about his determination to change it.

But when such an opportunity arose after independence, Nehru let the inherited system of administration continue unscathed. Though this seems amazing that Nehru did not bring about any basic changes in the structure and personnel of administration, specially when he knew that the British had left an administrative system which had little sympathy with the masses, which was class ridden and which performed for the good of the colonial masters and the narrow elite within the country. Some reasons which could be put forward are,

Firstly Nehru was concerned with the evil consequences of smashing the old structure and creating entirely a different structure. In his own words.

" We are going to change the administrative structure as rapidly as we can and bring it nearer to what we think is the right one. The inevitable consequences of any process which aims at smashing up the present structure completely is the enfeebling of the nation, the imperilling of our freedom and evil forces, evil countries taking advantage of it and exploiting situation for their own profit and advantage. I do not want that to happen." <sup>4</sup>

Secondly, it is linked with the priorities laid down for the governance of free India. The gigantic problems faced by partition like refugee rehabilitation, re-building and re-shaping national army, integration of Indian states etc., brooked no delay and had to be faced immediately by the then administrative apparatus. Infact, it is a tribute to Nehru's administrative genius helped by devoted civil servants that these problems could be met head log and surmounted reasonably successfully within the national government. The bureaucracy showed its resilience in a most remarkable way during this time identifying itself totally with the country's cause.

Third reason why Nehru did not favour drastic change in the administrative system could be attributed to the transfer of power on the basis of constitution. The British government proceeded constitutionally in the matter of making India independent. It enacted a legislation, called Indian Independence Act 1947, under which independence was conferred upon India. Everything that was happening at the time was in complete accordance with laws, rules and regulation and this was not supportive to the radical changes in any sphere of government.

Whatever the reasons may be, India inherited a colonial system of administration. The decision not to make any radical changes certainly allowed the new political leadership to take full advantage of the old system. At the same time an opportunity of the country to suit new goals and aspirations was missed.

But Nehru wished to bring about transformation in the civil services for the goals which India set of democracy, economic development, and social change. Because of his charismatic personality and national stature Nehru had no problem in winning over the loyalty of the administrative personnel and without breaking the structure, he tried to mould and adapt it to the changed needs and circumstances.

From time to time Nehru had expressed his views on reforming and remoulding the administrative structure. It will be worthwhile to study his views because they signify Nehru's contribution in visualising the correct role and place of public administration.

During the colonial days administration was accountable to the imperial masters and not to the people of this country. After independence, democracy meant first, that administration would be accountable to the elected representatives of the people who would form the government and second that government as a whole including administration, would be responsive to the needs of the citizens. In Nehru's own words " Now those governments inevitably have to be responsive to public opinion. Therefore the final authority that is the public becomes the arbiter."

In this context Nehru was aware of the fact that after independence " there has been a very big change progressive change in the relationship existing between the services and the people. In the old days the services were a class apart from the people depending on the goodwill of the British government and they were not dependent on popular goodwill and the public interest and the services interest were not identical always." 5

While addressing the civil servants Nehru made it clear that the colonial attitude of administration has to be changed and develop new attitudes. " Basically the attitude has to be one of active co-operation with the public. The so called barrier and the so called dividing line which in the past divided the officials and non-officials should cease to be. We still use these word's 'officials' and ' non-official'. These lines have no meaning now except for some statistical data and these lines should go. That is, in effect there should be a blurring over when they meet. The official must feel more and more as a non-official and non-official should feel not as an official, but as one who is working in partnership with the official people for the same objects." <sup>6</sup> This shows that he was quite aware of the conflict between officials and non-officials ; besides Nehru always tried to work at from humanitarian view rather than reforming administration, so as to reduce the tensions between officials and the non-officials.

For this reason. Nehru said that one of the essential qualities in administration should be that it should be oriented to people, should show courtesy to the common man, should give people a sense of participation and should inspire the co-operation in the people; in all administrative activities.



Nehru elaborating on the controversy of official and non-official had also cited some examples, " In the community projects in the National Extension scheme where the whole essence of that project and the success of the project, depends on how far they can draw out the co-operation of the non-official elements of the people or the villagers." <sup>7</sup>

Further he pointed out :

" Now therefore the services must gradually cease to think of themselves as some select coterie apart from the rest of the people. They must think of themselves as part of the people of India co-operating in this great adventure of building up India." <sup>8</sup> Projects like community development projects and National Extension Scheme were brought under the Panchayat Raj scheme after accepting the Balwant Rai Mehta Commission. Nehru was much concerned of bringing in administration in which public participation played a major role rather than the administration under the administrator.

The second change in the administrative system after independence to which Nehru attributed was the caste system in the services. Caste system implies classification system in the civil service. Nehru said, " In the British times there was very much of what might be called the caste system in the services. The British ofcourse the top most class.

That is there were rigid lines of distinction between various grades of services and nobody could cross that barrier as a rule. The first barrier was between the British and the Indians. Even in the lower ranks there was this caste system in the services and the various grades of services." <sup>9</sup>

Here Nehru intended that in independent India work should be allotted not on caste basis but on the basis of capacity to do the job and also on the basis of training and experience. " So we have to get rid of this feeling of ' Casteism ' in the services and that again does not mean that we should put stupid people in charge of responsible work. All our work will suffer, we have to keep up standards" <sup>10</sup>

Nehru was against the cadres, ( Class I, II ) created in the Civil Services. The system of civil services classification still exists in India, but there are no efforts made either to totally reject this classification system, nor introduce a better pattern of civil service structure. This lukewarm approach has created various problems in the civil service. This approach of Nehru and its impact can be dealt with in the conclusions. But one aspect which is clear is Nehru was against the classification system which he sarcastically called as " Caste."

In addition to the human qualities of civil service, Nehru also intended a change in the qualities related to the efficiency in civil services. He was aware that the civil service of the old type was connected only with functions of law and order. Public administration in the context of development planning had to deal with a complex aspects of administration. Nehru also felt that administrator with the generalist tradition has to undergo a change, if it has to be efficient in these new task of administration. To deal with them administration should introduce technical people in appropriate plans. As technical people come increasingly in administration, to deal with ever increasing range of functions the problem of the technical and the administrative people working together becomes far more important. The technical and the administrative people have to look upon themselves as members of team. This indicates that Nehru was quite aware of the prevailing tensions of the generalist VS specialist in administration. It is of great importance that the problem of generalist VS specialist is solved at the earliest. Administration needs proper placement of services, otherwise the growing importance of generalist in Indian administration has as already has a great evil effect on Indian administration. It would not be an exaggeration if said that ; even to this date little efforts are made to separate the generalist and specialist in Indian Administration.

Nehru was also aware of the impact of science and technology on the society and this inclined to ask for a certain restructuring of the civil services of the country. He observed " The person who is becoming more and more important today is engineer, the technical man, the scientist. In the old days, the person who was most important was the administrator. Now I do not mean to say that administrator has become less important. But the fact remains that the other types of specialised workers like engineers and the scientists are becoming more and more important. There is a tendency, again derived from the British days, of treating the administrator at the top as far superior to a person engaged in any other occupation like engineering, science or education or anything. This is not a good tendency. Because today our country is becoming more and more technical minded."<sup>11</sup>

In this context the present day controversy between the generalist administrators and the technocrats seems to be sterile. Their roles are to be seen as complimentary rather than competitive in the present day context of administration.

One of the greatest contribution of Nehru to public administration was his human approach to the administration. " Administration like most things is, in the final analysis a human problem - to deal with human beings, not with some

statistical data. Statistical data helps in understanding. But there is the danger that pure administrators at the top ( not so much at the bottom, because they come into contact with human beings ) may come to regard human beings as mere abstractions. After all whatever department of government you deal with, it is ultimately a problem of human beings and the moment we forget them we are driven away from reality."<sup>12</sup>

According to Nehru an administrators have to do much more with human beings. To understand them, to come in contact with practical work, is important and to make them understand what you are doing is even more important. Nehru desired that this idea should run throughout the administrative system which could reduce walls and the barriers which separate the various grades and classes of work.

Nehru was of the opinion that administrator should be fully informed, " the administrator who knows nothing of the other jobs would not be a good administrator. In the highly complex society of today the integrating aspect of his role has become exceedingly important and he must therefore keep himself fully informed not only of the developments in the social community he serves but also of those in the world at large." <sup>13</sup>

Further Nehru had a very great interest in grassroot administration. In a democratic set up according to Nehru,

public administration should be alive, more and more to the democratic elements since administration is something which is connected with the lives and inspirations of people. Administration therefore has to be close to people, must have a sense of partnership and there should be opportunities for people to participate in the process of Public Administration.

As Nehru was concerned with grassroot administration, he stressed the role of the Panchayati Raj institutions, the co-operatives through which the ordinary people, the panches and the others participate in administration. He wanted to strengthen these institutions and to endow them with real powers. He rightly said " The mistakes of Panchayats will not endanger the security of the country." More views of Nehru on Panchayati Raj system could be studied in later chapters as it was Nehru who wanted to develop Panchayati Raj institutions as an alternative to the tradition of structure of Public Administration.

Nehru was equally concerned with the problem of administration of tribal areas and the Girijans. He was instrumental in giving new directions and orientations to this problem which had to be looked at differently from the usual or normal pattern of administration. Persons concerned with tribal administration had to be people with missionary zeal,

having a deeper understanding of the tribal problems.<sup>14</sup>

Thus Nehru laid great emphasis on specialised training for administrators concerned with such special areas of Administration.

Further Nehru wished that the public administration should be task oriented. In the context of Indian administration and the formulation of socio-economic plans and their implementation the administrators at all levels had a very important role to play. In Nehru's view, " An administrator had to work with some objective in view, more specially in a dynamic society. Administration is not confined to merely just doing some odd job, putting a note on a file, but it has got to aim at an objective, it had to work to an end. Every administrator had to continuously ask himself what are the ends of administration, what kind of society we are aiming at and where are we going ? How far are the existing institutions suited to the type of society for which we are working and how far they fit in with the type of society that we are trying to evolve ? " <sup>u</sup>15

" Administration is meant to achieve something and not to exist in some kind of an ivory tower, following certain rules of procedure and narcissus like, looking on itself with complete satisfaction. The test after all is the human beings and their welfare." 16

In this context Nehru has contributed greatly to public administration by discussing the doctrine of " Civil Service Neutrality ". " The civil services has to be committed to the national goals, goals of national advancement. The civil service cannot be neutral to the national goals. It has to be committed and dedicated to the national purpose." These were the prominent ideas that Nehru had in his view when he thought of Public Administration. Talking at the Fourth annual meeting of Indian Institute of Public Administration he said,

" Civil Service neutrality is a fiction which I have often wondered at. How any thinking person can be neutral. A civil servant should obviously be above party politics. He must, as far as possible, be a detached objective person considering problems in a detached .. objective way, and rendering advice for accurate action that also I fully understood. But the way the concept of neutrality of the civil service is sometimes put forward, or the way it is considered is entirely different. During British times, there was a certain definite pattern of Government which the British Government had laid down and neutrality meant keeping within the strict lines of that pattern of government." <sup>17</sup>

" Now in a period of dynamic growth can a civil servant perform adequately functions relating to the attainment



of a socialist pattern of society, if he is entirely opposed to that conception? It is perfectly clear that under a democratic form of government different parties come into power at different times and I can understand that the civil servant should not be partial to any party. But he cannot be neutral about the basic issues." <sup>18</sup>

Lastly Nehru's idea of unity of India was reflected in his views on public administration. He wanted civil servants to work for the unity of India. "Above all the services have to remember that the basic need in India without which no great thing can be done at all is the building up of the unity of India. I think every member of the services whatever his service may be, must understand that it is his duty to work for the unity of India, to breakdown barriers which come in the way of the unity of India and always be crusader in that behalf." <sup>19</sup>

Apart from above aspects of public administration Nehru was also concern with the evils and malpractices in the Indian Administration. From time to time, Nehru had warned against the widespread corruption. One of the basic reason of corruption, to which Nehru attributed was delay in the work. Talking at the 4th annual meeting of Indian Institute of Public Administration he said,

" Most administrative troubles including corruption come from delay than from anything else, therefore it is a matter of highest importance. At the same time nothing is more difficult, than to avoid delay. It is extraordinary how the ways of government are so fashioned as to bring about delay. May be it is because of the factor of the democratic procedure or even more than bureaucratic procedures, because they are meant to help to check on each other and these checks become so overwhelming that the things sometimes are not done or done with a great amount of delay." 20

Nehru was determined to curb out the disruptive tendencies in the administration. For Nehru the only way to check these tendencies was to refuse to have any truck with the evil doer. Moreover Nehru had also instructed the provincial or state govts. to make enquiries whenever matters of corruption arose in an organization or responsible person. Stating his views on this matter more elaborately he writes.

" The public should be made to feel that every government in India is anxious and eager and alert to put an end to corruption in any shape or form. What usually happens is that a number of small people are proceeded against and convicted but the big offenders usually get away which really count." 21

These views are so relevant in today's administration with big scandals and corruption.

As it has become clear from above study that Nehru was keen to bring about changes and improvements in the administrative apparatus of India to make it more efficient and mass oriented. The transformation of the administrative system required changes in four directions :

- 1) Administrative services had to be readily accessible to people.
- 2) Techniques and organization for the popular participation had to be developed.
- 3) Administration had to assume responsibility for a number of public enterprises.
- 4) The techniques of planning had to enter into the normal processes and the functioning of the administrative system.<sup>22</sup>

In his efforts to improve and develop the administration Nehru founded the " Indian Institute of Public Administration " which could play as a national institute and clearing house for researches in various facets of administration, Nehru put emphasis on the role of the IIPA and felt that its main objective should be to raise the standards

of administration. The Indian Institute of Public Administration should always prove to be a source of new ideas for continuous improvement and development in our public administrative system.

Secondly Nehru thought that the institute should provide a forum for the practitioners of public administration and the academics concern with public administration, to come together so that the practitioners have the opportunity to get a little bit of the theory of public administration. The practice of public administration and the theory of public administration should have a creative interaction which should result in the development and improvement in public administration which he much desired.

Nehru as the first Prime Minister of India had very odd circumstances for his ambitious plans. It is doubted whether any other leader, would have even thought of five year planning system based on U.S.S.R.'s model, with meek resources and multi facet problems from the various plans one can feel how the planning system worked.

Nehru was no doubt unhappy with the British model of bureaucracy; and no doubt he tried to remould the administration. One aspect which cannot be overlooked is, he could not even do away with the senior civil servants, as that would create more problems in administration rather solve the problems in

administration. In this context; in the chapter certain main areas of administrative problems are brought forth, which also throw light on the efforts made by Nehru to improve, reform, restructure Indian administration so as to cope up with various developmental planning in India. It would not be an exaggeration if it is pointed that India is facing this problem even to-day, and that is planning should be participatory rather than plan made in an ivory tower.

Planning commission served as guiding line for the effective administrative machinery for the successful implementation of plans. In this context there has been a chapter on Public administration in each Five Year Plan and thus the Commission has emerged as an innovator in the field of Public Administration. A study of First Three Plans which were formulated under the Chairmanship of Jawaharlal Nehru could be made in this regard.

The First Five Year Plan recognized the key role of the machinery of public administration in the country's march towards progress.<sup>23</sup> The tasks facing the administration were larger in magnitude, complex and more richer in meaning than in earlier days. Recognizing this, the commission called for special efforts towards improvement in the quality of administration. The Plan observed that the principle objectives to be

achieved in Public administration are integrity, efficiency, economy and public co-operation. These aims are interrelated and inter dependent and therefore have to be approached simultaneously from several directions.

The First Five Year Plan pressed for a ceaseless battle against every species of corruption within the administration as well as in public life generally. The Plan made the following suggestions for eradication of corruption.

- 1) Heads of departments should keep under constant review possibilities for corruption.
- 2) One of the most important sources of corruption is delay in the disposal of cases, therefore in each organization the sources of delay should be carefully examined and the necessary action taken.
- 3) In positions in which there is greater scope for corruption, the choice of officials should be made with special care.
- 4) Devising means to encourage the honest should be a matter of special concern in every administrative organization to avoid laxity on the part of employees of government.

Further the plan drew attention to a significant fall in efficiency sustained by the administrative machinery since independence. And pointed out that where separate departments or other executive organizations exist, it is essential that the head of a department or subordinate office should be able to function with reasonable freedom and initiative and at the same time, with the knowledge that he has the ministry's confidence.

Coming to public personnel the plan foresaw a general shortage of persons, for doing work connected with economic policy, development, land reform, food administration and Managing industries in Public sector. The plan anxious to make up this shortage made three proposals:

- 1) Individuals with high accademic qualifications or special experience in the economic field should be drawn into the administrative service.
- 2) A proportion of junior officers of the administrative service should be selected and given training in the economic field within the Government.
- 3) Individuals with special experience and knowledge from the fields such as universities, banking, finance and industry could be obtained for responsible senior posts.

Finally the plan recommended a systematic assessment and evaluation of results and the setting up of machinery for review for this purpose. With every important programme, provision should be made for assessment of results.

The Second Five Year Plan recognized more clearly than the first one that administrative limitation was the most formidable, which the government faces in its task of social and economic development. Hence the plan resolved itself into a series of well defined administrative tasks which were

- 1) Ensuring integrity in administration.
- 2) Building up administrative and technical cadre and providing incentives and opportunities for creative service.
- 3) Continuously assessing requirements of personnel in relation to the tasks to be undertaken, organizing large-scale training programmes in all fields.
- 4) Devising speedy, efficient and economic methods of work, providing for continuous supervision and arranging for objective evaluation of methods and results.
- 5) Building up organization for the efficient management of Public enterprises, commercial undertaking, transport services and river-valley schemes.



And many other tasks in agriculture, community projects and co-operatives.

Further the Plan reiterated its concern at increasing corruption in Public Administration. It observed, " An alert public opinion can do much to remove evil whose continued existence is likely to do serious injury to democratic planning." The plan also regarded competent administrative and technical personnel as essential for the successful execution of programmes. To meet this need, it advised the states to strengthen their cadres of personnel, to give more attention to the training of officers and to provide suitable assistance to the overburdened district collector.

The second plan also noticed that the central ministries and perhaps secretariat departments in the states have tended to assume responsibility for an increasing amount of original work. This has reduced the initiative of the executive departments and their ability to function on their own. Hence the plan suggested that it is desirable that the area of policy in which a ministry or a secretariat has a special interest should be distinguished as clearly and systematically as possible. Further the executive functions should be entrusted to separate units which are in a position to operate with minimum reference to the secretariat.

The second plan also observed a concentration of decision making at the highest ranks in an organization. The plan mentioned that the correction of this tendency involves a consideration of how best to utilize the available personnel resources and to encourage men to assume responsibility.

Some other recommendations made in the plan sought to enlist popular co-operation in schemes of planning and to meet the administrative requirements of public undertakings.

The Third Five Year Plan hardly broke any new ground in public administration. The problems identified for attack in the first and second plans were not only in existence but had become aggravated. It therefore chose mainly to concentrate on problems already mentioned in the earlier plans, and the plan longed to see the machinery of administration becoming achievement oriented in its outlook, approach as well as functioning.

The plan visualized the machinery of Public administration facing growing challenges in the coming years. These could only be met by a continuous search for efficient methods of work, new approach and orientation.

A more creative effort for administrative reforms was made when Nehru, as chairman of the planning commission requested Mr. A. D. Gorwala a retired I.C.S. Officer to make a

study and suggest measures for bringing about improvements in public administration especially in relation to the implementation of the development programmes of the Central and State government A. D. Gorwala was also asked to suggest how public undertakings should be administered efficiently.

A. D. Gorwala submitted two reports in 1951. The first entitled report on efficient conduct of state enterprises. The report will be studied in the following chapter entitled ' Public Enterprises.'

In the ' Report on Public Administration ', Gorwala enunciated the following broad objectives to guide and inform improvement in public administration.

In the first objective Gorwala emphasised the importance of priorities in the administration. According to Gorwala objectives should be clearly defined such as those of self sufficiency in foodgrains within a stated period. Once these priorities are defined officers must be placed in position of strategic effectiveness. Also funds should be allocated to programmes of priority. There should be clear distinction between formulation of policy and its execution. There must also be no clash between the centre and the states as regards objectives, policy and implementation. There must be proper assessment of results."

As regards the second objective Gorwala mentioned that in a federal democratic set up like the one existing in India, there is necessity of high moral standards for both govt. and administration. Gorwala recommended that allegations against even high placed officers should be enquired into by a tribunal or by a court.

Gorwala devoted a full chapter on integrity and suggested the establishment of a ' tribunal ' to enquire into the complaints of corruption against the official. According to Gorwala the authority responsible for setting up the 'tribunal' might for the central govt. be the President and for the state govts., the Governors acting in consultation with the President. Gorwala also argued that political leadership had not been able to establish clean administration because some of them lacked in integrity.

Thirdly Gorwala recommended promotion of mutual understanding, proper readjustment of human relations involved in govt. and administration. The relationship between the Minister and the Secretary should be one of trust. Ministers should not adopt dictatorial attitude, at the same time government servants should not show intellectual arrogance and should give loyal support to the ministers. A civil servant should sincerely accept the position that he is a servant of the public, and that he only exists for the purpose of serving its true interest.

As fourth objective, Gorwala suggested reorganization of the administrative machinery so as to ensure greater speed, effectiveness and responsiveness. According to Gorwala Administration is like a machine to the extent that if each part functions effectively the machine as a whole will be efficient. There should be harmonious relations between a minister and his secretary. An official should have right to speak freely on any matters without fear and without incurring the displeasure of his chief. For speedy disposal of cases Gorwala recommended that interdepartmental consultations should be speeded up. Personal discussions between senior officers and their juniors was also recommended, for speedy decision making. Further it was recommended that there should be better discipline by means of better pay and reward and punishments. And whitley councils and welfare officers should be created for lower paid staff.

Coming to the fifth and last objective, Gorwala laid emphasis on proper recruitment, training and organization and methods. Recruitment to all grades of govt. services should be made in a manner which eliminate scope for patronage and removes occasion for suspicion. This should apply to both temporary and permanent staff and the recruitment should be made by a selection committee. ( This method is already in operation.) Viva-Voce tests should be substituted with psychological tests in competitive exams.

For proper training Gorwala recommended the creation of the Directorate of methods, organization and training for the central govt. He recommended the triple alliance of recruiting the right type of persons, introducing the right type of training for the right type of job.

As regards planning Gorwala recommended that planning ahead of men and money and planning in compartments should be avoided.

Finally in order to ensure a continuous drive and pressure for administrative reforms Gorwala recommended that there should be a senior minister without portfolio and a senior secretary who should give full attention to the promotion of administrative reforms.

Two years following the Gorwala report, Jawaharlal Nehru invited Dr. Paul H. Appleby, the American expert on administration, to report on the Indian administrative system. Appleby submitted his report in 1953 which embodied his analysis of the administrative system in India and his recommendations. Later in 1956 the first report was followed by a second one concerned itself more specifically with the administration of governments industrial and commercial enterprises. The study of this report has been made in the following chapter ' Public Enterprises.'

Appleby rated the " Government of India among the dozen or so most advanced Governments of the world " <sup>25</sup> and further said that " India in these services ( ICS / IAS ) shared with British, the distinction of having the best body of generalist civil servants in the world." <sup>26</sup>

Appleby analyzed factors making for unity and for disunity. Amongst the factors responsible for weakening of administration, he mentioned the absence of any nucleus field structure. The centre he stated, is all staff and not line, and suggested that strengthening of the centre's potentialities for administration of programmes was essential to social well being and for coordinating state systems. He also commented on the lack of action - mindedness in Indian administration and lack of capacity to conduct action institutions.

Further Appleby criticized the system of recruitment through advertisements, by the U.P.S.C. and wanted the latter to be more aggressive in making recruitments. He was critical of the absence of delegation in the Ministry of Finance, lack of coordination among the ministers involved in development works.

Besides these criticisms Appleby made 12 recommendations, which can be grouped as under :

a) Structural changes required filling the gaps in the pyramidal structure by way of creating middle level functionaries.

b) Providing the key personnel by removing fixed limits on the numerical strength of various services, by preparing panels of qualified candidates rather than selection of individuals by organizing training programmes for development of the existing personnel, by setting up graduate programmes to train young men and women for entry in the services.

c) Creating machinery for research on improvement of govt. by establishing an institute of Public administration at the national level and creating of O and M organization in Government of India.

d) Increasing the operational effectiveness of the personnel in charge of developmental programmes by elevating their status and consolidating responsibility by simplifying procedures. In view of the heightening of the responsibility setting up a machinery for adequate supervision and evaluation becomes necessary.

e) In order to increase revenues he suggested that agricultural income-tax should be introduced in all the states and land assessment and tax rates be revised and rationalized. In order to wipe out arrears, increase in the number of tax collectors is recommended.



Appleby devoted a full chapter on the problem of corruption.

To check irregularities and corruption, he suggested an independent hierarchy of administrative machinery for checking operations at all levels.

The two main recommendations of Appleby regarding setting up an institute of Public Administration at the national level and of O and M organization have been implemented in the most conspicuous manner. As regards the rest of the recommendations nothing specific has been done.

All these attempts by the government of India were in the direction of adapting the inherited model of bureaucracy to the needs and challenges of planning and democratic politics. Neither Gorwala nor Appleby felt the need for any radical reform in the IAS system. They were satisfied that the administration would improve by delegating financial powers, by improving the system of training and recruitment and by changing procedures of work. The government sometimes did introduce institutional or structural changes to functioning of administration. In 1954 in quest of reshaping the administrative system Jawaharlal Nehru assigned Ashok Chanda, to study and report on the organizational and other deficiencies of government which came in the way of

executing developmental plans efficiently and expeditiously. But nothing came out of the recommendations. But this quest of Nehru of establishing an administrative reforms commission was fulfilled when government of India appointed ARC in 1966.

But inspite of these attempts to reform the Indian bureaucracy, the debate on the suitability of the Indian Administrative system for reforming new developmental tasks continued, even after when Nehru was no more on the political scenerio.

In 1962, the problem of corruption in public services assumed serious diemensions, and the government of India under the leadership of Lal Bahadur Shastri, appointed a high powered committee under the chairmanship of K. Santhanam. Besides various recommendations for the eradication of corruption the committee suggested two important institutional innovations. First the establishment of a central vigilance commission and second constitution of a ' National Panel ' to deal with complaints of corruption against ministers.

On the basis of the recommendation of the Santhanam Committee the government of India created a central vigilance commission in 1964. The commission was set up to investigate complaints and allegations against public servants. A network

of chief vigilance officers and vigilance officers was created in various ministries who were to work in cooperation with the central vigilance commission.

Later in 1966 government of India appointed the ' Administrative Reforms Commission ' to make a comprehensive review of the working of Indian administrative system and to make recommendations. The commission submitted in all twenty reports containing a number of recommendations. One of the important recommendation of the ARC was the one relating to the establishment of the Lokpal and the Lokayukt to deal with complaints of corruption and public grievances. Lokpal dealing with complaints against the administrative act of ministers or secretaries at the centre and in the states and Lokayukt for dealing with complaints against other officials.

Though the Bill on Lokpal and Lokayukt were introduced in Parliament it lapsed on the dissolution of the Parliament in 1979. Nine states adopted the proposal of Lokpal and Lokayukt and only three states viz, Maharashtra, Bihar, and U.P. have been operating the system for some years.<sup>27</sup>

The ARC also made some significant recommendations on centre state relationships, machinery for planning, state administration, public sector undertaking, Economic administration, Personnel administration and in various other fields. These recommendations were made in the year 1970, after about 20 years of independence.

But inspite of all the efforts, to reform administrative system the political leaders seem to be dissatisfied with the system. In the year 1984 after assuming power, Prime Minister Rajiv Gandhi, in his first policy statement underlined the importance of administrative efficiency.<sup>28</sup> He has asked to review the administrative organization, policies and programmes, Mr. Gandhi desired decision making process to be decentralized and rules to be simplified. He is also determined to create a new administrative culture for service of the masses.

In the final analysis it can be said that administrative reforms in India usually resulted only in mere adjustment of techniques, procedures and structures at the periphery rather than a total reconsideration of the basic assumption and structures of administrative reforms and an examination of their social and political context.

Further it has been a matter of regret that attention of administrative reform has tended to relate by and large, to the relatively higher than the so called ' lower level ' of administration, and yet, it is at these lower levels that a million points of contacts are established every day between the administration and the common man.

In the field of administrative reforms what is more essential is process of implementation. For this purpose there

are various essential requirements for proper implementation of reforms. Firstly the urge to improve should come from within the organization. Secondly there is requirement of establishing an adequate agency for follow up action.

After 40 year's of Indian Independence, Indias public administration has to its credit many achievements, which should be the pride of any administration in the world. The successive five year plans have been implemented. The country has made preceptible progress in various fields, and today it ranks very high in the third world. These gains have been made possible substantially because of Public Administration. Indian administration has successfully tackled many crises situations and its record in this respect only confirms the high degree of native strength and resilience it possesses.

R E F E R E N C E S

- 1) Jawaharlal Nehru, ' A word to the services ', A speech delivered on December 9, 1955, to an audience of public servants at Kurnool.
- 2) Jawaharlal Nehru, An Autobiography, London, 1955, Edition, p. 445.
- 3) The Indian Annual Register, July-Sept. 1946, Vol. II, Calcutta, The Annual Register Office, pp. 289-90.
- 4) ' Independence and After ', A collection of speeches of Nehru ( 1946-1949) An address given at Lucknow University, Silver Jubilee Convocation, Jan. 28, 1949.
- 5) Jawaharlal Nehru, ' A word to the services, A speech delivered on Dec. 9, 1955, to an audience of Public servants at Kurnool.
- 6) Ibid.,
- 7) Ibid.,
- 8) Ibid.,
- 9) Ibid.,
- 10) Ibid.,
- 11) Ibid.,
- 12) Jawaharlal Nehru, An address delivered at the Inaugural meeting of Indian Institute of Public Administration, on 29th March 1954.
- 13) Jawaharlal Nehru, An address delivered at the Third annual general body meeting (April 1957) of Indian Institute of Public Administration.
- 14) Vidya Charan Shukla, Speaking at the Indian Institute of Public Administration, 14th Nov. 1974.

- 15) Jawaharlal Nehru, An address delivered at the Fifth annual general body meeting, April 25, 1959.
- 16) Jawaharlal Nehru, An address delivered at the Inagural meeting of Indian Institute of Public administration on 29th March 1954.
- 17) Jawaharlal Nehru, talking at the Fourth annual meeting of Indian Institute of Public administration, April 5, 1958.
- 18) Ibid.,
- 19) Jawaharlal Nehru's speech to Public servants at Kurnool on 9th Dec. 1955.
- 20) Jawaharlal Nehru talking at the Fourth annual meeting of Indian Institute of Public Administration, April 5, 1958.
- 21) ' Letters to Chief Ministers ' Vol. I, letter dated 1st July 1949.
- 22) P. R. Dubhashi, ' Administrative Reforms ', B.R. Publishing Corporation, p. 115, Delhi.
- 23) Shriram Maheshwari, ' The Evolution of Indian Administration ' Laxmi Narain Agarwal Educational Publishers, Agra, p. 287.
- 24) Ibid., p. 215.
- 25) Paul Appleby : Public Administration in India, Report of a survey, New Delhi, Government of India, Cabinet Secretariat, Organizations and Methods Division, 1953, p. 8.
- 26) Ibid.,
- 27) Donald C. Rowat, " The state Ombudsmen in India " Indian Journal of Public Administration, New Delhi, Jan-March 1984.
- 28) First Policy Statement of the New Prime Minister Rajiv Gandhi, November 3, 1984.