

Administrative Reforms Commission's 13th Report titled Organisational Structure of Government of India' - List of accepted recommendations

Sl. No	Recommendations made by Administrative Reforms Commission	Government's Decision	Status of Action furnished by Administrative Ministry
1.	<p>1. (Para 4.2) Core Principles of Reforming the Structure of Government</p> <p>(a) The core principles mentioned in paragraph 4.1 should govern the restructuring of Government of India (1)</p> <p>(i) The union Government should primarily focus on the following core areas:</p> <p>i. Defence, International Relations, National security, Justice and rule of law</p> <p>ii. Human development through access to good quality education and healthcare to every citizen</p> <p>iii. Infrastructure and sustainable natural resource development</p> <p>iv. social security and social justice</p> <p>v. Macro-economic management and national economic planning</p> <p>vi. National policies in respect of other sectors</p> <p>(ii) The principle of subsidiarity should be followed to decentralise functions to state</p>	<p>(a) (i) to (ix) Recommendations have been accepted</p>	<p>(a) The Constitution provides a Scheme of Separation of powers between the Centre and States and it is subject to review as and when the situation demands.</p> <p>M/Housing & Urban Poverty Alleviation</p> <p>(ii) The Schemes/Programmes are being implemented with the support and coordination of</p>

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	and local Governments.		<p>State Governments/local bodies.</p> <p>Department of Rural Development (ii) State Rural Livelihood Mission (SRLM) constituted by the State Government would oversee the implementation of NRLM related activities in the State. Community based institutions will eventually take over most of the activities under the Programme.</p> <p>Further, with a view to decentralize functions, State Rural Road Development Agencies (SRRDAs) have been set up for implementation of the Scheme at State level, while there is a National Rural Road Development Agency (NRRDA) at Central Level to implement the scheme and to provide technical assistance to the Ministry.</p> <p>Deptt. of Land Resources (ii) – In both the major programmes of Watershed Development and National Land Record Modernization Programme (NLRMP), principle of subsidiarity has been followed. In case of Watershed, a State Level Nodal Agency (SLNA) has been formed in States which sanction the watershed projects, instead of Central Govt. as it used to be earlier. Gram Sabha has been entrusted with the power of constituting Watershed Committee which will implement the programme and</p>

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	<p>(iii) Subjects which are closely inter-related should be dealt with together: In any organization, functional division is inevitable but it should not be at the cost of an integrated approach towards organizational goals. It is therefore necessary that while structuring Government into Ministries and Departments, a golden mean between the need for functional specialization and the adoption of an integrated approach is adopted. This would involve an in-depth analysis of all the government functions followed by their grouping into certain key categories to be linked to a Ministry.</p> <p>(iv) Separation of policy making functions from execution: In any large organization, the imperative of efficient management requires that higher echelons concentrate more on strategic decisions and policy making whereas the lower echelons focus on operational decisions and implementation of policies. In the context of Government, this would require the Ministries to</p>		<p>also approve the Detailed Project Report (DPR). Similarly, instead of State as a unit, as was the practice earlier in old schemes, in the new scheme of National Land Record Modernization Programme (NLRMP), district has been made unit.</p> <p>Cabinet Secretariat</p> <p>(iii) This is unexceptionable and forms the basis of business allocated to the Ministries / Departments.</p> <p>DARPG</p> <p>(iv) The Central Secretariat Manual of Office Procedure (CSMOP) has been revised and in the 13th Edition, the paragraph No.5 of the Chapter III of the CSMOP states as under:-</p> <p>1) A Department is responsible for formulation of polices of the</p>

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	<p>give greater emphasis to the policy making functions while delegating the implementation functions to the operational units or independent organizations/ agencies. This is all the more necessary because policy making today is a specialized function which requires a broader perspective, conceptual understanding of the domain and proper appreciation of the external environment. Implementation of the policies on the other hand require in-depth knowledge of the subject and managerial skills.</p> <p>(v) Coordinated implementation: coordination is essential in implementation as in policy making. The proliferation of vertical departments makes this an impossible task except in cases where empowered commissions, statutory bodies, autonomous societies have been created. There is considerable scope for more of such inter-disciplinary bodies in important sectors. This should be pursued urgently. In cases where these already exist, the tendency to reduce their autonomy should be reversed.</p> <p>(vi) Flatter structures - reducing the number of levels and encouraging team work; The structure of an</p>		<p>Govt. in relation to business allocated to it and also for the execution, monitoring and review of those polices.</p> <p>2) For the efficient disposal of business allotted to it, a Deptt. is divided into Wings, Divisions or Branches and Sections/ Units/ Cells.</p> <p>As per paragraph No.6.2 of the CSMOP with regard to attached and subordinate offices it has been stated that "where the execution of the policies of the Govt. requires decentralization of executive action and /or direction, a Ministry/Department may have under it executive agencies called attached and subordinate offices.</p> <p>DARPG</p> <p>(v) The Chapter No.III of the CSMOP defines the status of attached offices, subordinate bodies constitutional bodies, autonomous bodies and public sector undertakings. The CSMOP are mere procedures. As per paragraph No.149 of the CSMOP the individual Departments have the flexibility to issue Departmental Instructions which could vary, within broad limits, the prescribed procedures to suit special conditions and requirements. The individual Departments have the flexibility to create bodies according to their requirement</p> <p>DARPG</p>

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	<p>organization including those in government should be tailor-made to suit the specific objectives it is supposed to achieve. The conventional approach in the Government of India has been to adopt uniform vertical hierarchies (as prescribed in the Manual for Office Procedure). There is a need to shift to flatter organizations with greater emphasis on team work.</p> <p>(vii) Well defined accountability: The present multi-layered organizational structure with fragmented decision making leads to a culture of alibis for non-performance. The tendency to have large number of on file consultations, often unnecessary, lead to diffused accountability. A clearer demarcation of organizational responsibilities would also have helped in developing a performance management system for individual functionaries.</p> <p>(viii) Appropriate delegation: A typical characteristic of a government organization is the tendency to centralize power and avoid delegation of authority to subordinate functionaries or units. However, this leads to delays, inefficiency and demoralization of the subordinate staff. The principle of subsidiarity should be followed to locate authority closer to the citizens.</p>		<p>(vi) The Chapter No.III of the CSMOP relating to Machinery of Government defines the functions of the various levels functionaries of the Govt. of India right from the level of Dealing Hands /Personal Staff to the Secretary level officers. This ensures team work, accountability and decision making.</p>

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	(ix) Criticality of operational units: Government organizations have tended to become top-heavy coupled with fragmentation and lack of authority, manpower and resources at the operational levels that have a direct bearing on citizens' lives. Rationalization of Government staff pattern is necessary, commensurate with the requirements of the citizens.		
2. 3. 4.	<p>2.(Para 5.1.11) Rationalising the Functions of Government</p> <p>(a) The Government of India should primarily focus on the core functions stated in paragraph 5.1.10(2)</p> <p>(b) Government at all levels should be guided by the principle of subsidiarity.(3)</p> <p>(c) There is need to carry out a detailed analysis of the functions/activities in each Ministry/Department in the light of (a) and (b) above. This should be followed by restructuring which may be include decentralization/ delegation or hiving off activities(4)</p>	<p>(a) to (c) Agreed with the views of the Core Group on Administrative Reforms (CGAR). Views of CGAR are as under:-</p> <p>CGAR agreed that the core principles mentioned by ARC about the structure of Gol can be accepted in principle. Ministries/ Departments can be guided by these core principles while reviewing their functioning.</p>	<p>A reference by way of D.O .letter on 30.08.2010 from Secretary (AR&PG) has been made to Secretary (Coord), Cabinet Secretariat to issue instructions on the principle of subsidiarity to all Ministries/Departments.</p> <p>Performance Management Division of Cabinet Sectt. has been requested to give an updated status on this.</p>
5.	<p>4. (Para 5.4.6) Recasting the Allocation of Business Rules</p> <p>(a) There is need to recast the Allocation of Business Rules (AoB) to make them more</p>	<p>(a) to (c) Recommendations have been accepted.</p>	<p>Cabinet Secretariat</p> <p>An exercise for recasting the Government of India (Allocation of Business) Rules,</p>

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<p>6.</p> <p>7.</p>	<p>focused on the goals and outcomes of each Ministry/Department in order to shift the emphasis from a detailed listing of activities/subjects of each Ministry/Department to a broader perspective.(8)</p> <p>(b) The Allocation of Business Rules should first provide a Statement of the mission of the department followed by a list of subjects and functions(9)</p> <p>(c) There is need to bring greater uniformity in the description of the roles and functions of various Ministries/Departments(10)</p>		<p>1961 has been initiated by the Cabinet Secretariat and after ascertaining the view of all the Ministries including the recommendations of Administrative Reforms Commission (ARC), with a view to bring a greater uniformity in the description of roles and functions of the Ministries as also to have common format to list policies, programs, legislations & organizations administered by various Ministries.</p> <p>Results Framework Document (RFD) prescribed by the Performance Management Division of the Cabinet Secretariat has already specified an elaborate mechanism for laying down and continuous review of the vision, mission, goals and functions of all Ministries/Departments, the same need not be incorporated in the AoB Rules.</p>
<p>8.</p>	<p>5. (Para 5.5.2.7) Focus on Policy Analysis</p> <p>(a) In order to make them binding, the general principles to govern the extent of delegation from Departments to their attached and subordinate offices (executive agencies) may be incorporated in the Transaction of Business Rules. These principles may stipulate that the Ministries/Departments should concentrate on the following: (i) Policy analysis, planning, policy making and strategic decisions</p>	<p>(a) & (b) Agreed with the views of the Core Group on Administrative Reforms (CGAR) . Views of CGAR are as under: CGAR supported the recommendations made by ARC. A review of the functions being performed by ministries along with its attached/subordinate offices, could be</p>	<p>Performance Management Performance Management Division of Cabinet Secretariat has been assigned the task to prepare the indicative terms of reference and a common format which could be suitably adopted by Ministries for review. Performance Management Division of Cabinet Secretariat informed in the review meeting that draft terms of reference have been prepared and action is in progress and they would also submit an updated status.</p>

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9.	<p>(ii) Budgeting and Parliamentary work</p> <p>(iii) Monitoring of implementation through systems and procedures</p> <p>(iv) Appointments of key personnel</p> <p>(v) Coordination</p> <p>(vi) Evaluation(13)</p> <p>(b) Attached and subordinate offices should serve as the executive agencies of the ministries and concentrate on the implementation of government policies and programmes.(14)</p>	<p>undertaken by the Ministries. A clear demarcation of functions, roles, responsibilities and appropriate delegation would be worked out during this review. An expert organization can be involved to undertake this exercise,.</p> <p>Performance Management Division of Cabinet Secretariat would prepare the indicative terms of reference and a common format which could be suitably adopted by ministries for this review.</p>	
10	<p>6. (Para 5.5.3.3) Policy Evaluation</p> <p>(a) Each Department should introduce a system of policy evaluation to be carried out at the end of prescribed periods. All relevant policies should be updated in the light of the findings of such evaluations. (15)</p>	<p>(a) Recommendation has been accepted.</p>	<p>Cabinet Secretariat</p> <p>Policy evaluation should be carried out on continuous basis by all Ministries/Departments. It was also noted that as per Government decision Cabinet Secretariat could suggest general parameters for such a view which can be undertaken by Ministries in the first year to suggest mid-course corrections and then after every three year periods.</p> <p><u>Planning Commission</u></p> <p>The general parameters, which are common to all Ministries/Departments, identified by the Committee constituted to consider the recommendations relating to 'Policy Evaluation' have been</p>

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			<p>factored to in the 12th Five Year Plan (2012-17). The plan has the endorsement of the National Development Council and has been laid on the table of the Houses of Parliament. The Chapter 'Governance' in the 12th Plan document details for Inclusive, Sustainable and Faster Growth of 12th Five Year Plan. These three elements are critical in translating Plan outlays into significant outcomes on the ground. All the implementing agencies/Departments/Ministries are expected to implement the strategies explained in the chapter for inclusive, sustainable and faster growth. The chapter also talks about women & child development, regional inequality and SCs/STs development in detail. A mid-term appraisal of the schemes of the 12th Five Year Plan is also expected to be carried out by the Planning Commission shortly to assess the impact of the schemes vis-a-vis policies framed for effective implementation of the schemes detailed in planned document.</p>
11	<p>7. (Para 5.6.10)Creation of Effective Executive Agencies</p> <p>(a) Each Union Government Ministry should scrutinize the functions/activities of the ministry to confirm whether these activities/functions are critical to the mission of the Department and can only be carried out by government</p>	<p>(a) to (d) Recommendations have been accepted.</p>	<p>Performance Management</p> <p>An internal workshop to discuss various steps required for implementation of these recommendations regarding creation of Executive Agencies in Government of India was conducted by Professor Pradip Khandwalla, Former Director of IIM Ahmedabad and an</p>

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12	<p>agencies. This should be done with reference to core areas mentioned by the Commission in para 4.1.1.a.(16)</p> <p>(b) Only those functions/activities that are in line with the principles enunciated in paragraph 5.5.2.7 (a) should be carried out directly by the Department/Ministries. Other functions/activities should be carried out by the executive agencies of the department.(17)</p>		<p>eminent expert on the subject of agencification of government departments. The progress of the on-going activities towards implementing the recommendations regarding agencification was also discussed. On the basis of the discussions during the workshop following actions have been proposed to be taken in the matter:-</p> <p>i) Consultant(s) will need to be engaged by PMD to review the data collected on Responsibility Centres (RFCs) with a view to determining gaps in data that may be required to decide on the agencification plan. A few pilots may be developed from those RCs that are already close to the best practice Executive Agency model (the so called low –hanging fruits).</p> <p>ii) A conference/work shop on the issue will be organized by PMD in which international experts from UK, Canada, Australia, New Zealand, Singapore, will be invited. The invited experts will include thinkers, policy makers and practitioners involved in designing and managing an executive agency.</p> <p>iii) On the basis of the pilots and the relevant international experience a road map for creating executive agencies as envisaged by the 2nd ARC will be prepared.</p>
13	<p>(c) Each agency, whether a new body or an existing departmental undertaking/ agency/ board/special purpose body etc. that is to function as an executive agency, must be autonomous or semi-autonomous and professionally managed under a mandate. Such executive agencies could be structured as a department, board, commission, company, society etc.(18)</p>		
14	<p>(d) The right balance between autonomy and accountability needs to be struck while designing the institutional framework of executive agencies. This could be achieved through well designed performance agreements, Memorandum of Understanding (MoU), contracts etc. However, preparing and enforcing such performance contracts requires considerable upgradation of capacity in the concerned government departments.(19)</p>		
8.	(Para 5.9.7)		

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	Reorganisation of Ministries		
15	(a) Each Department should lay down a detailed scheme of delegation at all levels so that the decision making takes place at the most appropriate level. It should be laid down in the Manual of Office Procedure that every Ministry should prescribe a detailed scheme of delegation for its officers. This delegation should be arrived at on the basis of an analysis of the activities and functions of the Ministry/ Department and the type of decisions that these entail which should be dovetailed with the decision making units identified in that Department.(20)	(a) to (f) Agreed with the views of the Core Group on Administrative Reforms (CGAR) . Views of CGAR are as under: CGAR agreed that there should be a mandatory scheme of delegation in each ministry which can be arrived at after the review of functions which is proposed to be undertaken. However, such schemes should take into account the requirements of Parliamentary accountability. CGAR also agreed that instructions about number of levels for decision making should not be more than 3 other than in exceptional cases. These instructions should be made mandatory to all ministries/departments. It was also decided that D/o Administrative Reforms & Public Grievances would ensure compliance of these guidelines. Progress in implementation of the government decisions made in respect of ARC recommendations would be brought before the CGAR and GoM.	DAR&PG (a) to (f) In the 13 th Edition of CSMOP the recommendations, the Department of Administrative Reforms has rephrased the wordings under the heading 'level of disposals and channels of submission' exactly according to the recommendations of 2 nd ARC. The wordings in CSMOP is as under: (i) Each Ministry/ Department shall lay down a detailed scheme of delegation at all levels so that the decision making takes place at the most appropriate level. This delegation should be arrived at on the basis of an analysis of the activities and functions of the Ministry/Department and the type of decisions that these entail which should be dovetailed with the decision making units identified in the Ministry/Department.
16	(b) The scheme of delegation should be updated periodically and should also be 'audited' at regular intervals. The audit should ensure that the delegated authority is actually exercised by the delegate. The scheme of delegation should be placed in the public domain.(21)		(ii) The scheme of delegation should be updated periodically and should also be 'audited' at regular intervals. This audit should ensure that the delegated authority is actually exercised by the delegate. The scheme of delegation should be placed in the public domain.
17	(c) The number of levels through which a file passes for a decision should not exceed three. i. In cases where the Minister's approval is required, the file should be initiated by the Deputy Secretary/Director concerned and should be moved through the Joint Secretary (or Additional Secretary/Special Secretary) and the Secretary (or Special Secretary) to the Minister.		(iii) The number of levels through which a file passes for a decision should not exceed three. (iv) For addressing cross

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18	<p>ii. Cases requiring approval of the Secretary should go through just two levels (e.g. either US and Director, US and JS or Director and JS)</p> <p>iii. Cases requiring approval of the JS/Director/DS should come through just one level. The exact combination of levels should be spelt out in the scheme of delegation of each Ministry/Department whereas the number of levels as suggested above should be prescribed in the Manual of office Procedure.</p> <p>iv. The Department dealing with administrative reforms in the Union Government should be entrusted with the task of ensuring compliance with this stipulation.(22)</p> <p>(d) For addressing cross cutting issues, the Secretary of the concerned Department should have the flexibility to create inter-disciplinary teams.(23)</p>		<p>cutting issues, the Secretary of the concerned Department should have the flexibility to create inter-disciplinary teams.</p> <p>(v) A Desk Officer will submit cases direct to Deputy Secretary or Director who in turn would submit it to the Joint Secretary/Additional Secretary.</p> <p>(vi) A Joint Secretary can submit cases directly to Secretary/Minister and not necessarily through the Additional Secretary.</p> <p>(vii) Additional Secretaries in large ministries should be allowed to function independently in day-to-day administrative and functional matters. In matters requiring orders of the Minister, other than those relating to policy/important cases, Additional Secretary can submit files directly to the Minister.</p>
19	<p>(e) The Manual of Office Procedure should be recast based on the principles stated in paragraph 5.9 :</p> <p>(i) Well defined delegation at all levels</p> <p>(ii) Minimizing levels to reduce delays</p> <p>(iii) Shift from process compliance to outcomes</p> <p>(iv) Innovative approaches to multi-disciplinary work teams</p> <p>(v) Shift from an ad-hoc application of precedents to systematic classifications and transparent use of past records</p> <p>(vi) Shift from a reactive to a proactive approach.(24)</p>		<p>(viii) In Ministries/ Departments with a Special Secretary and Secretary, there should be a clear delegation of authority to the Special Secretary so that in most matters he can function independently.</p> <p>(ix) Wherever level jumping is done in respect of any category of cases, each such case on its return, will pass through all the levels jumped over who in suitable cases could resubmit the cases for reconsideration.</p>

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	10.(6.4.8) Creating an Effective Regulatory Framework		Department of Personnel & Training
23	(a) Setting up of a Regulator should be preceded by a detailed review to decide whether the policy regime in the concerned sector is such that a Regulator would be better placed to deliver the policy objectives of the department concerned (28)	(a) to (j) Agreed with the views of the Core Group on Administrative Reforms (CGAR) . Views of CGAR are as under: CGAR agreed with the suggestion made by ARC about creating an effective regulatory framework. Planning Commission would assist the Department of Personnel & Training in preparing the draft guidelines in this regard. The recommendations made by 6 th Pay Commission and ARC would be considered by DOPT in this exercise	Planning Commission has already prepared a draft "Approach to Regulation of Infrastructure" and a Draft Regulatory Reform Bill'. A draft Cabinet Note on terms and conditions of service of Chairperson and Members of Regulatory Bodies was submitted by DOPT for approval of Hon'ble PM. The PMO has desired that a comparative statement of Umbrella Legislation being drafted by DoLA may be prepared. DoLA is preparing the comparative statement . D/o Expenditure is separately considering grant of revised pay package to the Chairpersons and Members of the remaining identified Regulatory Bodies.
24	(b) In addition the statutory framework which underpins the interface between the government and the regulator, each Ministry/Department should evolve a 'Management Statement' outlining the objectives and roles of each regulator and the guidelines Governing their interaction with the government. This would guide both the government department and the Regulator. (29)		
25	(c) There is need for greater uniformity in the terms of appointment, tenure and removal of various regulatory authorities considering these have been set up with broadly similar objectives and functions and should enjoy the same degree of autonomy. The initial process of appointment of Chairman and Board Members should be transparent, credible and fair. (30)		Planning Commission Planning Commission supports the need for creating an effective Regulatory Framework. The regulatory institutions in the country have evolved over the past 20 years and have followed different trajectories depending on the specific requirement of a particular sector.
26	(d) The appointment of the Chairman and Board Members		Planning Commission has brought out two Publications on this issue. These are:-

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	for all such regulatory authorities should be done by the Union/State Governments after an initial screening and recommendation of a panel of names by a Selection Committee. The composition of the Selection Committee should be defined in the respective Acts and may broadly follow the pattern laid down in the Electricity Regulatory Commission Act.(31)		<ul style="list-style-type: none"> - Approach to Regulation of Infrastructure; and - Draft Regulatory Reform Bill. <p>Both these Publications are available on Planning Commission's website.</p>
27	(e)The tenure of the Chairmen and Board Members could also be made uniform preferably three years or 65 years of age whichever is earlier.(32)		
28	(f) Legal provisions regarding removal of Board Members should be made uniform while at the same time ensuring sufficient safeguards against arbitrary removal. This could be achieved by allowing removal by the Union Government only on fulfillment of certain conditions as laid down in Section 6 of the IRDA Act with the additional safeguard that a removal for abuse of power shall be preceded by an enquiry and consultation with UPSC.(33)		
29	(g) Parliamentary oversight of regulators should be ensured through the respective Departmentally Related Standing Parliamentary Committees.(34)		
30	(h) A body of reputed outside experts should propose		

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	<p>guidelines for periodic evaluation of the independent Regulators. Based on these guidelines, government in consultation with respective Departmentally related Standing Committee of the parliament should fix the principles on which the Regulators should be evaluated. The annual reports of the regulators should include a report on their performance in the context of these principles. This report should be referred to the respective Parliamentary Committee for discussion.(35)</p>		
31	<p>(i) Each statute creating a regulator should include a provision for an impact assessment periodically by an external agency. Once the objective of creating a level playing field is achieved, the intervention of the Regulators could be reduced in a phased manner ultimately leading either to their abolition or to convergence with other Regulators.(36)</p>		
32	<p>(j) There is need to achieve greater uniformity in the structure of Regulators. The existing coordination mechanisms such as the Committee of Secretaries/ Cabinet Committees, assisted by Secretary (Coordination) could easily ensure that the institutional framework for all Regulators follow, by and large, a uniform pattern. (37)</p>		

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1.	<p>3. (Para 5.3.11) Rationalizing and Reorganizing the Ministries and Departments</p> <p>(a) The concept of a Ministry would have to be redefined. A Ministry would mean a group of departments whose functions and subjects are closely related and is assigned to a First or Coordinating Minister for the purpose of providing overall leadership and coordination. This concept of a Ministry and the Coordinating (or First) Minister may be explicitly laid down in the Allocation of Business Rules. Adequate delegation among the Ministers would have to laid down in the Transaction of Business Rules. As a consequence of this, rationalization of Secretary level posts wherever required may also need to be carried out.(5)</p> <p>(b) Individual departments or any combination of these could be headed by the Coordinating (or First) Minister, other Cabinet Minister (s)/Minister(s) of State(6)</p> <p>(c)The structure of the Government of India should be rationalized by grouping together closely related subjects as illustrated in paragraph 5.3.10.5 in order to reduce the number of Ministries</p>	(a) to (c) : Not accepted.	(a)to(c): No action is called for.

