IIPA DIGEST

Building Capacity for Governance

GANDHIJI's TALISMAN

"I will give you a talisman. Whenever you are in doubt or when the self becomes too much with you, apply the following test:

Recall the face of the poorest and the weakest man whom you may have seen and ask yourself if the step you contemplate is going to be of any use to him.

Will he gain anything by it? Will it restore him to a control over his own life and destiny? In other words, will it lead to Swaraj for the hungry and spiritually starving millions?

Then you will find your doubts and your self melting away"

स्वच्छ भारत
एक कदम स्वच्छता की ओर

Mohandas Karamchand Gandhi

ConteNts

Indian Institute of Public Administration, New Delhi is an internationally reputed Research & Training Institution of Department of Personnel & Training (DoPT), Govt. of India. With a vast talented pool of in -house as well as guest faculty, IIPA has been spreading awareness in the area of Public Administration and Governance since its inception in 1954 through its widely acclaimed publications like Indian Journal of Public Administration (IJPA), Lok Prashasan and Nagarlok, Documentation in Public Administration (DPA) and IIPA Digest as well as Training and Research. It has been imparting training to Central/ State Civil Servants, Defence Forces Officers, Senior Officers of PSUs and Foreign Government Officers, etc., in various aspects of contemporary and relevant fields of Public Administration and Governance. Along with that, it has been helping various Govt. Ministries/Departments/ Agencies through its meticulously carried out Research Projects and Reports.

Kindly send contribution/feedback to chukkathmeghna@gmail.com

EDITORIAL

This year began with a positive note on the home ground but the world was divided into two groups due to Russia and Ukraine. The longstanding Russo-Ukrainian War which started in 2014 further aggravated in 2022. There is no denying the fact that the war between two states affects trade and economies of other nations negatively in one way or another in this globalized world. While the ongoing war has a deep rooted history in the ancient trade road, an article in this edition on Raging Silk Route with a broader perspective of the Ukranian crisis briefly mentions the past power play to conquer this trade route.

At the national front, our country is more determined with each passing day to streamline its governance pattern and bring transformation in line with the growing needs of the nation. Mission Karmayogi which is a national programme on capacity building of civil services in India is one such move to enhance the training and recruitment policy in India under the aegis of Department of Personnel and Training. An article on Transforming Bureaucracy: Theoretical Underpinnings penned by an in-service civil servant highlights the same. Likewise, the article on Technovation in the BFSI sector in India sheds a light on the innovative technology India is adapting in this sector.

The article on the proposed Indian Data Protection Act in this edition analyses the complexities of data available in different forms and ways to protect it considering the right to privacy of the citizens. Another writeup on Vocal for Locals highlights the reservation policies of Indian states for the local inhabitants citing a few recent judgements of judiciary.

Another interesting material in this edition is on Output – Outcome Framework which covers the historical perspective and the benefits of the outcome-based governance in India. A descriptive analysis of the water woes and conservation methods are majorly discussed in the article on blueprint for water resources management.

A writeup on the dynamic and committed leadership of Dr. Agarala Eswara Reddi, former writer and politician from Andhra Pradesh has been memorialized in this edition followed by a dedicated section on the governance at work.

Hope this diverse range of articles in this issue of IIPA Digest will make an interesting read for you. ■

– Surendra Nath Tripathi

STRENGTHENING THE LOCAL URBAN GOVERNANCE BODIES IN J&K

In line with the Hon'ble Prime Minister Narendra Modi's commitment to strengthen the local bodies in Jammu & Kashmir, the Indian Institute of Public Administration has been organizing several orientation programmes on Urban Governance for Mayors, Chairpersons and Municipal Commissioners, Chief Executive Officers from Urban Local Bodies from Jammu & Kashmir from time to time.

In March of this year, the Institute organised a three-day event in which Hon'ble Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space and Chairman of IIPA Executive Council Dr Jitendra Singh addressed the participants from Jammu and Kashmir.

Speaking on the occasion, the Hon'ble Minister highlighted the smooth elections process of the village councils and mentioned about the first-ever election conducted in the Union Territory at District Councils after seven decades. These governance reforms are indicative of commitment of the Government of India led by Prime Minister Modi to strengthen the local bodies.

The Hon'ble Minister also spoke about how honesty and accountability should be an essential elemants for the smooth conduct of the duties by people's representatives. He added that the local bodies' representatives should be in better coordination with the officials to be able to remove several obstacles easily. He urged all the participants attending the programme to inculcate vision, imagination and innovation.

Dr. Jitendra Singh gave away certificates to participants attending the programme at the valedictory session and also released a booklet titled, 'Training Need Assessment for Virtual Training on Urban Governance for Municipal Engineers' by IIPA Faculty Professor KK Pandey and Dr. Sachin Chowdhry.■

– Amitabh Ranjan

TRANSFORMING BUREAUCRACY: THEORETICAL UNDERPINNINGS OF THE NATIONAL PROGRAMME FOR CIVIL SERVICES CAPACITY BUILDING (MISSION KARMAYOGI)

The bureaucracy in India is often criticised, and not wrongly so, for its insular and inflexible outlook. The other prominent groups in society including politicians, professionals and businessmen have conveniently used this criticism to deflect the blame on to the bureaucracy for any sub-optimality in our efforts for development and progress while masking their own failings in the process. Admittedly, society is an organic entity and all its constituent groups, classes and individuals must perform their duties diligently while making claims on its resources to sustain a healthy collective life. Such an effort requires re-evaluation and recalibration on the part of power holders, whether groups or individuals, from time to time so as to align their actions in the pursuit of nation building. 'Bureaucracy' is only one powerful group in the spectrum and by no means an omnipotent one. Being part of the system of public administration, its performance takes shape in response to the events and happenings in the wider political environment. Nevertheless, it too requires soul searching as to what has gone wrong and how the situation can be improved. In this context, the recent launch of National Programme for Civil Services Capacity Building (NPCSCB) with an aim to professionalise the bureaucracy to meet our developmental needs in future brings a wave of fresh air.

The government through the successful implementation of this programme intends to transform bureaucracy from its traditional avatar as an instrument of command and control to a responsive agency that upholds the diverse values permeating the realm of public service. The NPCSCB (Mission Karmayogi) aims at a multi-pronged strategy to achieve this objective that includes, inter-alia, a comprehensive training framework for civil servants with an active participation from eminent institutions of learning in both public and private sector. The foundation of this multi-pronged strategy for change will be laid through the Framework of Roles, Activities and Competencies (FRAC). Through this framework each individual position in government, whether at national, state or local level, will be given a pre-defined role or a set of roles, a task not undertaken with proficiency till date and emergently required for the rejuvenation of public organisations in India. This comprehensive role definition, apart from clarifying the premises for decision in complex administrative situations, will also provide a much needed direction to the career of civil servants through its linkages with performance management, training and promotions.

In this article, I will deliberate upon the fact of sociological bearings of the administrative system and its consequences in a developing country context, the various phases witnessed in the evolution of public administration across the globe to throw possible light on the future direction of public administration in India, the centrality of role definition in any workable design of a public organisation with insights from the field of organisation theory and psychology, the existing state of affairs with reference to role delineation in public sector organisations, the related problems and the need for change to reach the next step in the evolution of public administration as a discipline and how this change would be in consonance with our socio-cultural and philosophical traditions. The focus would be on throwing light as to how the multi-dimensional effort conceived through NPCSCB, especially through the FRAC strategy which is foundational to the proposed reform, can bridge the gap between the epistemology of public administration and the ontological ultimacies of human nature immanent in people executing administration without losing the values of social harmony and control.

The Sociology of Administration

Suppose a family is watching television at home. The daughter makes a request for purchasing a smart TV which has recently arrived in market and offers a host of functionalities. The responsibility to decide on the request and to surf market for an appropriate brand is spontaneously taken by the father as the male head of the family. However, if the son makes a demand for a different variety of dish over dinner, the mother as the female head takes the request forward. Within the family, all members take their roles – of father, of mother, of children, of sibling - without much conflict. Even though such sociological conceptions of roles are unwritten, but we stick to them most of the times having inhered them through the processes of socialisation. Admittedly, there do occur conflicts as societies adopt more modern forms of economic structures (for example, a working woman may refuse to cook for the family because of her priority for profession), but on the whole, the business within the family proceeds without much conflict because of the habits of thought lying in memory. This phenomenon can be explained using Cooley's terminology of primary and secondary

groups and how they modulate individual behaviour. Primary groups are status based and operate in a functionally diffused manner. Family constitutes the most prominent primary group. (The other examples of primary groups are caste and religion.) The psychological environment of choice within primary groups doesn't produce cognitive dissonance of the sort seen in many other social situations. In contrast to primary groups, the individual behaviour changes considerably in secondary groups which are contract based and functionally specific. Professional organisation which an individual joins for employment is the most common example of a secondary group. Successful continuation of its membership requires cultivation of an organisational personality distinct from individual personality. Often, the interest of the individual strongly attached to the primary groups fails to give way to the organisational interest thereby creating value conflicts in mind. This sort of cognitive dissonance is more in developing countries like India, more so in public sector organisations in comparison to the private sector. As government jobs are desired here more for power, prestige and social status instead of a mode of self-expression through selfless service, there always occurs a wide scope of deviation of behaviour from the ideal conceived in the theory of welfare state.

Another important consideration to be kept in mind while considering administrative behaviour is about how the group influences the individuals in an organisational context as all administrative activities are undertaken inside a group. Man's inherent nature is social and his motivation for action is immanently tied up with the group he belongs to even in professional work atmosphere. Thus, any reorganisation of work processes without considering the socio-psychological context may yield counter-productive results as revealed in Hawthorne experiments.

In view of the above discussion, how do we traverse the distance between the social sphere and the administrative sphere becomes an important concern of any successful administrative theory. And traversing of this distance requires understanding not only of the outer environment in which an organisation is situated but also about its inner environment which shapes according to existing administrative structures of control, cooperation, coordination and communication. The increasing politicisation of public institutions is often deliberated and discussed about in India passionately. But there is a lack of fruitful discussion regarding the administrative structures that mould their inner environment despite the fact that the lack of responsiveness often assigned to bureaucracy might actually owe its origin in the obsolete administrative structures moulding administrative behaviour. A peep into how these administrative structures have evolved across the globe offers a valuable guide for action in this regard if only the proposed action could be formulated in consonance with the socio-cultural traditions of the society.

The Epistemology of Public Administration

For most of the history, the systems of public administration across the globe have been patrimonial-bureaucratic with no differentiation between the political and the administrative sphere. The politico-administrative dichotomy started taking concrete shape from 19th century onwards through an active advocacy in its favour by political stalwarts like Woodrow Wilson who insisted on evolving a separate science of administration isolated from the political turbulence of the day for optimum results. The next stage in its evolution came with the incorporation of principles of management to efficiently handle the work of implementing policies. The third stage happened when the results of Hawthorne experiments brought to the fore the importance of social and psychological factors at work place instead of raw notion of mechanical efficiency. The fourth stage discredited the omniscience of the classical management principles and instead laid stress on decision-making in a context. The works of Noble laureate Herbert Simon laid the foundations of this stage.   The focus shifted to creating an appropriate environment of decision, that would influence administrative behaviour, to fetch the desired results. The inspiration for this approach came from the reign of behaviourism in psychology which theorised the human behaviour in terms of environmental influences. In the context of public organisations, a positive environment of decision would be possible only if every member of the organisation is clear about his function as well as the content of his work so as to make stable expectations of actions of each other. Only such a state of affairs would facilitate coordination among the members in pursuit of organisational goals. While specifying the functional task would mean clarifying individual's position in the hierarchy and the broader sphere of his work, specification of the content of work would mean laying down the actual coordinates of work that would include, inter-alia,

the value and factual premises behind his day-to-day decisions. The activity of specifying function and content, taken together, constitutes framing of role of every member and is integral to any workable design of an organisation. This design conception is also reflected in the FRAC strategy adopted by the NPCSCB which considers the organisation as a pattern of inter-related roles and thus, well placed to take the public administration in India to its next logical phase. Therefore, it will be appropriate to elaborate upon the importance of such a design conception for increasing organisational effectiveness as explicated by Herbert Simon in his theory of administrative behaviour next.

Simon's Theory of Administrative Behaviour
The act of decision-making stays at the heart of administrative theory expounded by Herbert Simon. Simon draws the finer contours of his theory based on the logic and psychology that operates behind administrative decisions. To understand his theory of administrative behaviour, it is best to start with component parts of a decision. Every decision is constituted of two elements: value and fact. Values are the goals that provide direction to administrative decisions and activities. Administrative values are the instrumental values, that is, means to an end and not ends in themselves. The instrumental values behind administrative decisions exist in a hierarchy with each step in this hierarchy acting as realisation of goals above it. For example, a dealing assistant who helps an applicant to put all his documents in correct order while applying for a motor driving license works with the value of responsiveness to individual needs; the Motor Driving License Officer who supervises the applicant's driving test works for the value of driving proficiency and the Transport Commissioner who makes policies and procedures for the issuance of driving licence works for the value of safety and security; all of them working for the value of peace and order in the society. The realisation of any value in this hierarchy leads to realisation of the values above it. This is an integrated hierarchy and any difficulty in realising value at any level in it has got consequences for the whole value hierarchy. For example, any unresponsiveness on the part of a dealing assistant in disposing of his function would throw shock waves across the entire value hierarchy and would be a cause for the sub-optimality of outcomes. This conception of administrative work in term of values brings to the fore another important fact: it is a mistake to consider that the vast majority of employees below the top executive in an organisation execute decisions in a machine-like fashion. They too exercise value judgments while disposing of the functions assigned to them. Thus, the execution of decisions too involves decisions though at a level lower in the hierarchy of values, nonetheless, intricately integrated within this hierarchy. Therefore, the operational employees not only need training in procedures but also in decision-making. The operational bureaucracy attains its due in this conception of administrative behaviour; the top-down approach is reconciled with a bottoms-up view. By assigning instrumentality to these values, Simon brings them to the domain of day-to day administrative work. As an example, someone working in the Education department will measure his decisions in terms of learning outcomes, in the Transport department in terms of safe travel, in the Rural Development department in terms of creation of basic infrastructure etc. Thus, we are no longer talking in terms of intrinsic values of honesty, punctuality, peace, harmony etc., an empty talk about which has filled up the present landscape of administration without any concrete results.

The Logic of Administrative Decisions
The issues of fact constitute the second element of decision. Simon explains that these are the objective criteria that involve the selection of an alternative from among those available for the realisation of pre-defined values. An understanding of the relationship between the factual and value questions constitutes the logic behind the decision. Suppose a Director of the State Education Department wants to work for improving the 'learning outcomes' in the state. He has got many alternatives for doing so. To achieve this goal, he can train his teachers in newer pedagogical techniques or may plan to spend the limited budget on improving physical infrastructure or he can go for recruiting more teachers (as studies have shown better learning outcomes by lowering the teacher-student ratio). He must choose the most effective and efficient alternative for realising the desired value of learning. The quality of the choice he makes would be a function of his domain knowledge as well as experience to get acquainted with ground level praxis. His understanding of the hierarchy of values and the relationship between the value questions and factual questions across this hierarchy constitutes his domain competency which enables him to produce the maximum outcome by using minimum of resources.

The Psychology of Administrative Decisions
The logical mind doesn't always come to the help of individual in complex administrative situations. The information regarding the available alternatives and their consequences is often sketchy and the time available to take a decision often so short that it is almost impossible to behave in an objectively rational manner. So, in a world of bounded rationality, administrators normally satisfice by choosing the good enough option instead of continuing searching for the best option. And this choice is often made as per the commands of the subconscious which take shape in response to ingrained values. Understanding these commands enables us to understand the psychology of administrative decisions. The cognitive structure of the human mind broadly comprises two levels: conscious and subconscious. More than

95% of the human behaviour happens in response to the commands of the subconscious where is stored all experience as memory and habits of thought. In a developing country, this subconscious is programmed as per the needs of the primary group, a fact elaborated above. When one joins a professional organisation, we require re-programming of the psyche so as to bring it in consonance with the organisational objectives. Thus, the cognitive structure that evaluates the ever increasingly complex administrative situation and initiates decisions must be impregnated with the domain values of the field and the knowledge regarding the relationship between value questions and factual questions for producing optimal outcomes. We all know that thirty years ago, information was a scarce resource. In the modern era information is in plenty but attention has become a scarce resource. This change in environment necessitates that the scarce attention of civil servants is securely hinged on to their roles which are further hinged on to the values of the domain so as to utilise their potential fully. The domain values would provide right kind of stimuli for response and action. Any deviation from them will produce a sub-optimal result.

Behind the logic and psychology of administrative decisions lie the questions of identity and dignity of the people executing administration. These questions often drive motivation for action. Their locus is related to but not limited to the opportunities of career progression often discussed in terms of administrative categories of position, rank and office. The origins of this motivation, related to questions of identity, is traceable fundamentally to the man's relationship to society as manifested in the performance of his duties towards the collective. The Hindu epic Bhagavata Gita prescribes the highest kind of duty ethics when it commands that one should do one's duty with all diligence, howsoever imperfectly he may do it, instead of doing someone else's duty well on a path to self-realisation. That is how one attains to a dignified existence and fulfils his role in the society – becomes a true Karmayogi. This conception of duty, bereft of any religious fervour, presents the centrality of role and its efficient performance in assuring dignity and self-respect of any individual. (We will discuss more on this aspect of our traditions supporting a clear delineation of roles later in this article.)

Capturing the threads of discussion up till now we can surmise that a comprehensive role description will specify both value and factual premises for the incumbent. It would enable the government employees to cooperate towards the organisational purpose by making stable expectations about the behaviour of others in the organisation; the realisation of these expectations is necessary for coordination of activities and would facilitate effective communication in an organisation. Not only that, any scientifically designed role would go on to insulate the public organisation from extraneous political pressures by linking skill, knowledge and experience with the position held. The value and factual premises specified as part of role description will steer the minds of any new entrant in the organisation in a desired direction in tune with the mission of the organisation. The relationship between public administration and the individuals who execute it is summed up by Simon in following words:

The FRAC strategy adopted by NPCSCB recognises the importance of the scientific design of roles for effective administration though terminology used is different. The value and factual premises behind the decisions are presented in the shape of competencies required to perform a role. Three competencies have been defined in the FRAC framework: behavioural, functional and domain. These competencies would enable the government employee to perform the activities chalked out as part of his role effectively. These competencies indicate a thorough knowledge about the

value and factual premises behind the decision. We have clarified above that a role may contain many sub-roles; a point understood in the FRAC framework by attaching an organisational position with multiple roles.

The whole narrative within public organisations is thus geared for change through the delineation of roles. By conceiving comprehensive role descriptions for civil servants, the NPCSCB intends to take Indian public administration forward to the fourth stage of its evolution discussed above. A consideration of the domain values would set it apart from the world of private business management which mostly works for a profit motive; an issue well considered in the literature on New Public Administration which arose in 1970s in the US and laid stress on restoration of public service values and purposes in government. Thus, the NPCSCB reforms possess the potential to herald a new era in public administration practices in India with number of positive externalities.

Public Administration after Independence

So far as the above description derived from organisation theory appears elementary, a further question pops up as to why we waited for so long in conceiving the changes through NPCSCB. Why we didn't go for such an exercise of framing roles immediately after independence? Few reasons adduced veer around the instabilities and consequent insecurities of the partition era that necessitated the preference for the values of peace and order. But a careful analysis reveals more. When the development administration was taking off in India in 1950s, illiteracy was widespread. Even a matric pass would easily secure a government job. In such a situation, public administration in India had to opt for a top-down approach. The people at the top of administrative pyramid (IAS, PCS and Group 'A' Central and State Services) would be selected through extremely competitive examinations (UPSC at the Centre and PSCs at the state level). They were in a minuscule minority - less than 5% of the total civil service employment to have any significant impact on shaping organisational culture. It was expected that they would provide a charismatic leadership and steer the democratic ship in consonance with public service values. Unfortunately, the reigning social heterogeneity of India produced a politics of identity wherein all individuals and groups vied for a larger share of scarce resources without thinking about their responsibilities towards the collective. The top bureaucracy couldn't keep itself isolated from the political environment. The much-coveted administrative autonomy foundered on the hotbed of real politic. To complicate the situation further, the drastic compression in pay structure for higher civil servants presented an existential dilemma to civil servants which would often result in their deviation from officially mandated goals.

The situation at the middle and bottom of the administrative pyramid was no different. The majority of the government employees were taken in Group 'B', 'C' and 'D' (around 95%) who even lacked appropriate levels of education that could enable their psychic-normative structure to make a switch from the traditional notions of morality rooted in culture and religion to the modern notions of morality rooted in the idea of liberal welfare democratic state.

These influences – of tradition and of modernity – communicated with civil servants in different metaphors, idioms and phrases that made the gulf between them too large to be abridged. There was no conscious effort on the part of the

DEPARTMENT OF PERSONNEL & TRAINING
GOVERNMENT OF INDIA

myGOV
मेरी सरकार

MISSION KARMAYOGI: MONITORING AND EVALUATION FRAMEWORK OF NPCSCB

Monitoring and evaluation of all users on the basis of Key Performance Indicators (KPIs)

Users include the individual learner, the supervisor, the organisation, the peer group, the content provider, the content creator and the technology service providers

A Dashboard and an Annual State of the Civil Services Report

To capture KPIs for all Departments and agencies of the Government for ensuring best learning outcomes

state to bridge this gap by deliberately creating a vocabulary in terms of public service values, common to both tradition and modernity, through legislation or otherwise. Training schedules of civil servants remained procedural and routinised without any visible effort aimed at inculcation of values across the hierarchy. The obvious consequence of such an environment was concentration of the power towards the top of administrative pyramid. This concentration was bound to lower effectiveness of public organisations apart from resulting in problems of corruption, graft and nepotism.

This centralised administrative umbrella worked in tandem with the socialistic tendencies of the nascent Indian state and produced very high transaction costs in the economy. It was terribly out of sync with the global developmental currents and produced sub-optimal results resulting in the economic crisis in 1990s. Though the situation was handled deftly by bringing reforms to open up the economy, but a similar effort inside administration wasn't taken up. In that context, the launch of NPCSCB fills the gap. The ground conditions are also ripe for the fruition of the progressive ideas within the realm of public administration. The government is getting highly educated people to man even Group 'C' and Group 'D' jobs. And this talent only needs to be groomed properly by taking up a bottoms-up view of administration; an effort well conceived in the multi-pronged strategy of administrative rejuvenation under NPCSCB. It has been rightly understood, much to the delight of Kantians of the enlightenment era, that men are end in themselves and deserve the dignity of a well-defined role. They are to be treated as thinking human beings, a proposition which even the Indian socio-cultural traditions support emphatically.

Duty Ethics in Indian Tradition

Defining a role also means prescribing duties and obligations attached to a position along with the authority to execute them. We have based our conclusion about the centrality of roles in organisational design primarily on the discussion of the decision-making approach of Herbert Simon. A similar conclusion is reachable through a careful consideration of the duty ethics prescribed in our spiritual and philosophical traditions. The help of administrative theory of Herbert Simon has been taken to make the point easily understandable in the idiom we are comfortable after the British interlude on Indian soil. The following discussion will make this issue clear. Whether it is the monistic idealism of the Upanishadas or the theism of Bhagavat Gita, the Indian spiritual-philosophical tradition has always accorded divine potential to every individual irrespective of his birth. The Upanishadic aphorisms – Tat Tvam Asi (Thou that Art) and Aham Brahm Asmi (I am Brahman) - and our belief in them through the ages is a testimony to that effect. The recognition of this potential and not the denial of it laid the basis of the varna system. In its original conception, the varna system stressed on the intrinsic qualities in a person and assigned duties accordingly. (In somewhat similar manner, Plato also argued in favour of the functional division of society into three classes.) Through a dedicated performance of the allocated duties, an individual could scale up the social hierarchy. The varna system was open and flexible and afforded social mobility to people. However, with the passage of time, it decayed into rigid and inflexible caste. So far as the philosophical bearings of the varna system carried the universal norms of human nature, one can always draw upon it for rejuvenation of any system of human endeavour. In the context we are in, we may recall that the varna system provided a stable foundation to society by clarifying each individual's role.

If we venture further into the Indian tradition, we can spot many other instances of specifying a code of ethics. The Ashtanga Yoga of Patanjali as well as the noble eightfold path enunciated by Buddha lay down a detailed moral code for the performance of one's professional role. This clarity in laying role and the dedication to perform it ensured dignity at work. This dignity and the consequent social stability made India one of the most flourishing economies - it produced around 25% of the world GDP in the 18th century when the industrial revolution in the West changed the paradigm of economic production.

> *administration is not unlike play-acting. The task of the good actor is to know and play his role, although different roles may differ greatly in content. The effectiveness of the performance will depend upon the effectiveness of the play and the effectiveness with which it is played. The effectiveness of the administrative process will vary with the effectiveness of the organisation and the effectiveness with which its members play their parts*

MISSION KARMAYOGI: FUNCTIONS OF CAPACITY BUILDING COMMISSION (2/2)

New Paradigm of Capacity Building

- Suggest policy intervention in areas of **HR Reforms**

- **Functional supervisory role** over all central training institutions to harmonise training standards

- To formlate **Mid-Career Training Programme (MCTP)** for all services and to set norms for the same

- Create **shared learning resources** including shared faculty and resource hubs

- To set norms for **horizontal & common mid career training programs** for all civil servants

Another point much less understood about the principles of social organisation followed in ancient India is that they never engulfed the world of individual fully. Humaneness immanent in these principles recognised the value of in dividual initiative. If one dives deeper into the Indian philosophical tradition, it considers the human potential as ever expanding through the four stages of life (listed as part of varnashrama dharma in our scriptures). The third (vanaprastha) and the fourth stage (sannyasa) are indicative of an extreme individual enterprise where the individual sheds all his attachments to the material world and pursues the path of knowledge. Interestingly, when we consider the Individualism Index Values for 76 countries located across the globe, while USA (1st), Australia (2nd) and Great Britain (3rd) topped the chart and the Latin American countries – Panama (74th), Ecuador (75th) and Guatemala (76th) - appeared at the bottom, India is situated quite high on the 33rd position. Pakistan ranks a low 70. The deeper philosophical undercurrents of the Indian tradition that recognise a divine potential in every individual offer the most plausible explanation for this phenomenon. Thus, all individuals were considered capable of performing their assigned duties through an independent exercise of their minds.

The pursuit of knowledge laid down in the varnashrama system wasn't an isolated quest but the one that produced many moral anchors who worked incessantly for the collective life through the ages. This pursuit attains its highest perfection in the realm of governance as observed aptly in the famous treatise on statecraft, Mahabharata: 'In Governance is realised all the forms of renunciation; in Governance is united all the sacraments; in Governance is combined all knowledge; in Governance is centred all the worlds.' Thus, the civil servants are the most profitably situated category in the modern times to follow the highest duty ethics prescribed in our scriptures on the path of self-actualisation, if only that path can be brought closer to them in an easily understandable idiom; the beginnings of this effort apparently lie in design of their roles in a way that they draw dignity and self-respect through its effective performance.

Ironically, when the British conquered India, they could never understand these fine undercurrents of the Indian tradition. Blinded by their ethnocentric outlook acquired in the background of their selfish colonial interests, the British donned a civilising mission which needed natives as clerks working on precedents to sustain the Empire. The delineation of an individual role in any government position that could have enabled an incumbent to a life of dignity and self-respect through efficient task performance was alien to their thinking. This alien mindset got reflected in the administrative structures they erected. The native civil servants, considered inferior, were to be subsumed in a procedural administration bereft of any guidance regarding welfare values. They were to be commanded instead of given a chance to think independently. While voluminous conduct rules were made to control their world, there were hardly any positive descriptions of official roles. It was conveniently forgotten that a role in favour of every position in public organisations is in consonance with the long followed socio-cultural traditions in India.

Political Philosophy of Administrative Reforms

As we cannot separate value questions from factual questions, the much argued politico-administrative dichotomy and consequent administrative autonomy may not always be feasible. It is neither welcomed by those in power. But administrative reforms undertaken to realise it possess the promise of assuring smooth governance. Ironically, because of strong existential reasons, administrative reforms have never been on priority of action by governments anywhere in the world. The elected governments have always preferred to take actions related to raising of hard infrastructure like roads, bridges, dams and power stations in addition to populist measures by doling out quotas, subsidies and freebies. Such projects possess a shorter time span and generate a visible effect which can be encashed at the time of next elections. Their execution can be easily expedited through the techniques of project management, the knowledge

of which can be derived from the private business management practices of the day. However, the real work of any welfare government lies in changing the quality of billions of interactions between the citizens and the instruments of state to obtain public services. It requires stress on raising soft infrastructure which comprises the quality of education and health facilities along with creation of a robust social security net in favour of the poor. And improvement in these sectors is possible only through a paradigmatic shift in our efforts at administrative reforms; a shift that aims at a change in organisational culture in public sector especially in the context of developing countries where the administrative system hasn't been able to shed its patrimonial structure fully to attain an autonomous status. While, indeed, such a change has been conceived through NPCSCB, its successful implementation would remain a challenge that would require a sound strategy for the execution of reforms.

First, as the reforms proceed, the change generated may tend to insulate public organisations from the unnecessary political influence, a fact that can cause considerable discomfort and insecurity among the political class about the consequences of reforms. Therefore, after the initial push for reforms by the political executive, the assurance for their further continuation will have to come from within the bureaucracy. Second, while the public organisations at the Centre are well placed to implement the proposed reforms having attained a degree of professionalism during the course of their evolution, problems will occur while dealing with the administrative system in the states where the environment is comparatively more volatile politically. Ironically, the reforms in states are required on priority as the basic public services to citizens that are integral to any progressive notion of development are provided under the state umbrella. Third, the role framing in public sector organisations requires fundamental differences in approach from that of the private sector. While action in the latter is undertaken in terms of profit maximisation, the public sector organisations require a clarity regarding the instrumental values behind day-to-day decisions. In addition to lessons from the New Public Management era of the 1980s regarding downsizing government and incorporating managerial competencies in handling resources, the public service value ethic must pervade the action categories of any reform scheme. Such a course would require considerable amount of action research for understanding the relationship between the valuational and factual questions across diverse domains. Necessary competencies may be in short supply at present in this regard.
The silver lining in surmounting these challenges, as in any other administrative reforms, is the presence of the all-India services common to both the Centre and the states with the Indian Administrative Service (IAS) at the apex. However, as these reforms, by granting the dignity of role to every individual, possess a strong and subtle decentralising content, the IAS will have to redefine its own role in the emerging scheme of things. Their role with priority assigned to the management of the political end of the hierarchy will change to one that balances the act of political management with management of the internal work processes inside organisations.

A positive start in surmounting these challenges has already taken off with the realisation of domain competencies in the careers of All India Service officers. The Department of Personnel and Training has issued guidelines mandating every officer to give his preference for the domains he would like to work in while submitting his annual work performance. The FRAC strategy will complement this reform by bringing the goal of nurturing domain competencies among the rest of government employees which are involved in ground level operations. By doing so, it would provide the much needed fillip to their careers. This will include not only the millions of staff employees who work without any detailed specification regarding roles, but also the line employees whose roles, though specified, but lack the finesse required. Needless to impress upon more that the most important institutional knowledge one requires on entering an organisation is the understanding of one's role relative to others. The incorporation of roles of all the organisational members will constitute the Blue Book for the organisation. It would provide a blueprint for all the activities to be undertaken for the attainment of the organisational objectives. This Blue Book for all public organisations of India will transform the system of public administration from a jumble of posts and unresponsive rule-based administration to an organised, reflective and responsive stream of role-based administration. The aims of NPCSCB (Mission Karmayogi), in this regard, are laudable indeed.■

References

The report of the 2nd Administrative Reforms Commission makes a scathing observation with reference to the functioning of bureaucracy in India in the following words: '…the functioning of the civil service is characterised by a great deal of negativity, lack of responsiveness to what the people want and the dictates of democracy…' (See tenth report of the 2nd ARC titled as Refurbishing of Personnel Administration. 2008. Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Government of India. p. v.).
Lant Pritchett, a Harvard economist, in an insightful article, titled as Is India a Flailing State, captures the state of public administration in India in a disarray. He concludes by terming the Indian state as flailing (not failing in terms of the health of electoral

democracy), that is, a state that lacks control of its administrative apparatus to deliver basic services to its citizens. (See Is India a Flailing State? – Detours on the Four Lane Highway to Modernisation. HKS Faculty Research Working Paper Series, John F. Kennedy School of Government, Harvard University. 2009.))

The details of NPCSCB are available at https://dopttrg.nic.in/igotmk/FRAC.html (accessed on 26 January, 2022).

The primary consideration behind any training module is inculcation of the values of public service. Imparting of the knowledge necessary to execute policies comes next. While the latter aspect was taken care of, the former got a short shrift in the procedural administration adopted in India after independence. We will deliberate upon the fact as to how the launch of NPCSCB will go on to correct this most conspicuous anomaly of public administration in India.

Economic Survey for the year 2017-18 of India mentions the total public sector employment at 17.61 million that includes employees under the central government, state governments, quasi-governments and local bodies. (Economic Survey 2017-18. (2018). Department of Economic Affairs, Ministry of Finance, Government of India. Vol. II, p. A65.) The number is inclusive of both staff and line employees with the former involved in standardising and supervising the work of the latter. At present, the millions of staff employees largely work based on precedent with no detailed roles specifying the content of their works. The line employees have got specified roles but these are written in a procedural way (for example, duties of a teacher would be to complete syllabus, submit timely reports etc.) that would often fail to extract their true potential in pursuit of our developmental goals, a situation that NPCSCB intends to alter.

Cooley, Charles H.1933. Introductory Sociology. Charles Scribner's Sons, New York. Cooley, Charles H.

An illuminating discussion of this divergence between practice and theory in developing countries is undertaken by Fred W. Riggs in his seminal work Administration in Developing Countries. 1964. Houghton Mifflin Company, Boston, USA.

Hawthorne studies were carried out by Mayo, Roethlisberger and Dickson in the Hawthorne plant of the Western Electric Company in Chicago in 1920s. Experimenters studied the change in output of a group of girls (who assembled telephone equipment) with a change in the working conditions that might comprise non-human elements like working hours per day, number and length of rest pauses, exposure to sunlight etc. After observing the effects of changes, experimenters concluded that productivity, quality of output and motivation to work depended on the social relations, often informal, workers were embedded in. See Organisational Psychology by Edgar H. Schein. 1970. Prentice-Hall, New Jersey. pp. 31-37

An exception to this rule had been China and few other south-east Asian countries which possess a long history of selecting civil servants through competitive examinations. Not the whims and fancies of the rulers or any ascriptive characteristics based on birth accorded the membership of the privileged bureaucracy but the performance in a competitive exam secured it. This quest for merit-based bureaucracy has been a significant step towards the separation of political and administrative spheres. See Lost Modernities by Alexander Woodside for details in this regard. Harvard University Press, England. 2006.

For a bird's eye view regarding the various stages in the evolution of public administration, see New Horizons of Public Administration by Mohit Bhattacharya. (2000). Jawahar Publishers, New Delhi. (2016 ed.), pp. 1-21.

This phase was largely influenced through the works of Frederick W. Taylor, Henri Fayol, Gulick and Urwick.

For a detailed analysis of decision-making processes in administrative organisations, see Administrative Behavior by Herbert A Simon. 1997 (Fourth Edition). The Free Press, New York.

The public organisations in India have defined the functions of its members clearly but no substantive work has been done in defining the content of the work.

Simon, Herbert A. The Sciences of the Artificial. 1996. (Third Edition). The MIT Press, USA. p. xii.

The situation has not changed much. The bureaucratic structure in India continues to be top-heavy. Bibek Debroy estimates the Group B, C and D employment as constituting 95% of the total government employment. See Indian Bureaucracy – Dismantling Steel Frame by Bibek Debroy. ISA S Insights, No. 44 dated 9 January 2009.

According to the Fifth Pay Commission report, the compression ratio between the maximum salary (pre-tax) and minimum salary at the time of independence was 54:1 which has come down to 8:1 in the year 1996. (Fifth Pay Commission Report (vol. I). 1997. Cited by K. P. Krishnan and T. V. Somanathan in Civil Service: An Institutional Perspective in Public Institutions in India. (2017). Edited by Devesh Kapur and Pratap Bhanu Mehta. Oxford University Press, India. p. 300.)

There has been no specific mention of civil service values separately in the Constitution. Of late, the public organisations have been asked to draft their vision and mission statements along with citizen charters but these efforts are too remote from the day-to-day lives of civil servants and fail to produce the sought-after impact. The 2nd ARC had earlier realised this mistake and proposed a set of 'civil service values' and a 'code of ethics' as part of Civil Services Bill. However, the reform didn't take-off. For a detailed discussion on Civil Services Code that would specify Civil Service Values, see tenth report of the 2nd ARC titled as 'Refurbishing of Personnel Administration'. Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Government of India. pp. 282-290.

Paul H Appleby, an expert on public administration, noticed in the context of the quality of administrative structures in India that as 'democracy within administration is prerequisite to any valid and effective democracy in citizen-government relationships' and because the spread of power within the administrative structures has not happened, there are bound to be concerns about the future adequacy of existing structural arrangements to tackle development problems. Appleby, Paul H. 1953. Report of a Survey. Cabinet Secretariat, Government of India. p. 9.

India ranked a poor 85 on the Transparency International Corruption Perception Index 2021. (See https://www.transparency.org/country/IND (accessed on 26 January, 2022)).

Recently, in a recruitment drive, around 5000 graduates, 28000 post-graduates and 3700 PhD holders applied for the 62 posts of messengers for the Telecom wing of UP Police for which minimum eligibility is class V. (Times of India, 2 September 2018.)

Immanuel Kant is the foremost philosopher of the enlightenment era in the West. He traced the origins of morality in the human faculty of reason and not in the authority of tradition. Every individual is capable of possessing this faculty of reason and by performing his assigned duties, he attains to a moral life; a life with respect and dignity. For more on Kant's deontological ethics, see Groundwork of the Metaphysics of Morals by Immanuel Kant. 2019 (5th Ed.) Edited by: Mary Gregor and Jens Timmerman. Cambridge University Press, New Delhi.

Any attempt to draw inspiration for administrative reforms based on Indian spiritual and socio-cultural traditions may appear far-fetched at the first glance. However, when we consider the discipline of public administration as part of political science which draws inspiration from political philosophy, the tenuous relationship between administrative theory and our spiritual-philosophical traditions becomes real and pragmatic. Hinduism as a way of life has always been a moral guide to the Indians coming from all walks of life and civil servants are no exception to this rule.

For an illuminating discussion on Indian spiritual traditions, see Indian Philosophy by Dr. S. Radhakrishnan. Volume 1 and 2. 2015 (Twelfth Impression). Oxford University Press, New Delhi.

The popular backlash one witnesses in modern India against the varna classification owes more to existential reasons than philosophic underpinnings of the varna system.

The varna system laid down a specific role for every individual based on his class. Brahmins, as men of knowledge and wisdom, would teach; Kshatriyas, as men of courage, would handle power and fight wars; Vaishayas, as men of science, would indulge in trade and commerce; and Shudras, as men of senses, would serve the society through manual labour. The reason was similar to that adduced by Plato in favour of the functional division of Greek society into classes of guardians (men of wisdom), soldiers (men of passion) and producers (men of appetite).

The Nanda dynasty and the Maurya dynasty that ruled in ancient India are conjectured to possess shudra and tribal origins by historians. Valmiki, who wrote the Hindu epic Ramayana, was a shudra by birth but accorded brahmin status because of his learning. There have been many more examples in literature depicting the relative openness of the varna system.

The Individualism Index has been calculated by surveying employees of IBM from 76 countries scattered across the globe. There is another index, relevant to the discussion we are in – Power Distance (PD) Index that measures the emotional distance between the superior and the subordinate. Most of the countries that rank high on Individualism Index are the developed ones and they rank quite low on PD Index as the development owes to the flourishing of individual initiative. However, it is not so in case of India. On PD Index, India is ranked unusually high. It shows that the relations within an organisation are still constricted in India and require equalisation for producing better outcomes. The guidance for such an action must be derived from the philosophical undercurrents of the Indian philosophy known for its advocacy of pursuit of knowledge that made India a proud contributor to the world heritage through its achievements in the fields of mathematics, astronomy, art and architecture and literature in ancient times. See Cultures and Organizations by Geert et al. 2010. McGraw Hill, USA. pp. 53-134.

Cited in India After Gandhi by Ramachandra Guha. 2007. Picador India (2017). p. 103.

The Manual of Office Procedure still defines roles of staff employees in terms of following precedent. Though it is geared for change after the implementation of Mission Karmayogi. Visit https://darpg.gov.in/sites/default/files/CSMOP_0_0.pdf for details regarding the Manual of Office Procedure. pp. 6-7. (accessed on 18 March, 2022).

See Notification No. G.S.R. 519 (E) dated 23/07/2019 issued by the Department of Personnel and Training, Ministry of Personnel, Public Grievances and Pensions.

Author

Manish Garg
(The author is a Special Secretary, Government of India)

OUTPUT – OUTCOME FRAMEWORK: A PARADIGM SHIFT IN OUTCOMES-BASED GOVERNANCE

It was for the fourth time in a row during the Union Budget 2022-23 that the significantly evolved Outcome Budget document (Output-Outcome Framework) became a part of the budget documents tabled in the Parliament. This marks an important milestone in the paradigm shift brought about in institutionalizing outcomes-based governance in India. For the context, Outcome budget document represents a promise by the executive to the legislative in terms of the key outcomes to be achieved through the major developmental expenditure proposed to be conducted by the central government's line ministries & departments in the form of Central Sector (CS) and Centrally Sponsored schemes (CSS). This constitutes about 44% of the Central Government's expenditure budget. It lays down, in a crisp manner, for all the CS & CSS schemes with FY 2022-23 budgeted expenditure above Rs. 500 Cr. (which constitutes more than 95% of the total CS & CSS budget for the year since large number of CS & CSS schemes have budgets less than Rs. 500 Cr), clearly defined Outputs, Outcomes with their measurable indicators and targets for the financial year. The same for CS and CSS schemes with FY 22-23 budget below Rs. 500 Cr. will be presented in the Parliament along with the detailed demand for grants during the Budget session. These Outlays, Outputs and Outcomes are being presented to the Parliament in measurable terms, bringing-in greater accountability for the agencies involved in the execution of government schemes and projects. Outlay is the amount that is provided for a given scheme or project in the Budget; while Output refers to the direct and measurable product of program activities, often expressed in physical terms or units. Outcome are the collective results or qualitative improvements brought about in the delivery of these services, often expressed in terms of improvements over ex-ante or earlier indicators and benchmarks. Progress against each Output and Outcome is tracked using a measurable indicator for which targets are set in line with the allocated outlays as a part of the Budget and progress is reported subsequently during the year.

The Development Monitoring & Evaluation Office (DMEO), the apex monitoring and evaluation agency in India and an attached office of NITI Aayog, in partnership with the Department of Expenditure, Ministry of Finance has been working since the last four years now to institutionalize the Output-Outcome Monitoring Framework (through the Outcome Budget) in the government. Towards this, a centralized online dashboard has been developed wherein as a follow-up to the tabling of the Outcome Budget document, beginning the next financial year, targets set in the Outcome Budget are uploaded and progress against it is reported by the corresponding 67 central ministries & departments. This dashboard has been designed to track progress against about 5000 output and outcome indicators. Thus, the rich set of information so collated over the years, going forward, will be an immensely useful resource with multi-dimensional applications and benefits.

Outcome Budget – A historical perspective

But before delving deeper into the possibilities unlocked due to this transformational reform, a brief historical context of the same merits our attention. So, it was in the fifties that the first set of discussions started on the performance budget movement. In its twentieth report (Lok sabha Estimates Committee, 1958), the Estimates Committee recommended: "Performance-cum-programme system of budgeting would be ideal for a proper appreciation and the scheme of outlays included in the budget especially in the case of large-scale developmental activities." In its 73rd report in 1960, the estimates committee re emphasized the same recommendations. But it took eight years before the first performance budget was introduced in four central ministries in 1968. By 1977-78, about 32 developmental departments in the Central Government had introduced performance budgeting in their selected units (Laxmikanth, 2011). These documents primarily depicted the functions, programmes and activities of the ministries/departments in relation to budget allocations expressed in terms of physical and financial targets and achievements. This was a critical step forward to visualize the public expenditure in the form of physical activities of the government. However, it was primarily limited to outputs of the development programmes, i.e., performance on physical targets for previous years and targets for the next year and not what those activities were intended to achieve, i.e., the outcomes or intended results of those programmes.

The first step towards 'Outcomes-based governance' was taken when in 2005-06, "Outcome Budget" was presented in the Parliament for the first time (Department of Expenditure, Ministry of Finance, n.d.). It covered only Plan outlays and non-Plan schemes were added later in 2006-07. After a year of parallel co-existence, finally, in 2007-08, Performance Budget and Outcome Budget were combined into a single document.

These documents continued to be incremental improvements over the performance budget since the focus still hadn't shifted to measuring outcomes through quantifiable indicators. Hence, there were no ongoing concurrent mechanisms to assess whether or not and how much were these development programmes serving their stated objectives. Impact assessment studies were generally conducted over medium term, i.e., three to five-year horizon and so, mechanisms for ongoing course corrections in scheme implementation through tracking of the schemes' performance on intended objectives were lacking. In parallel, since 2009-10, the Results Framework Document (RFD) were being prepared by the Central ministries which contained the agreed objectives, policies, programmes and projects, along with success indicators and targets to measure progress in implementing them (Department of Consumer Affairs, 2018). It began under the supervision of the Cabinet Secretariat and full-fledged evaluation through RFD started in the year 2010-11. But these too were prepared at the ministry/department level without delving deeper into how their various developmental schemes, the most-critical unit of governance, were ultimately performing. It is only since 2019-20, through the Output-Outcome Monitoring Framework (OOMF) that a robust institutional mechanism to track the outcomes of every rupee of developmental expenditure of the Government of India at such granularity has been implemented.

Benefits of Outcomes-based Governance Architecture

Tracking of outcomes is critical from multiple perspectives. From the view point of the Ministry of Finance, it enables them to track schemes' performance on their end objectives helping them identify the non-performing ones from the performing ones, thereby enabling them to create a stronger and leaner portfolio of schemes by scaling down the non-performing ones and augmenting the performing ones with more financial resources year by year. Essentially, over the years, it has helped embed efficiency in public finance management through evidence-based policymaking. Additionally, from the perspective of the implementing agencies, the dashboard for output and outcome monitoring has enabled respective scheme division heads to concurrently keep a track of their schemes' performance during implementation and undertake timely course corrections.

More recently, last year, OOMF was embedded within the Government of India's standard template for proposing new schemes, i.e., the template to be used for Expenditure Finance Committee or Standing Finance Committee proposal format. Through this measure, it has now been ensured that in addition to the retrofitted OOMF in all existing programs, all new schemes within the Government of India will have clear targets promised over the entire scheme duration on measurable outcome indicators right from their design stage, thereby ensuring quality-at-entry.

Moreover, with progress data on outcomes of all CS and CSS schemes eventually available on a centralized data repository enabled through OOMF over the entire scheme durations, it has created a unique platform for objective financial and policy decision-making within the Government. Members of the NITI Aayog and representative of the Ministry of Finance now undertake periodic joint performance reviews using OOMF, and the insights therefrom are looped back into annual budget related decision-making as well as long-term decisions like scheme continuity or closure. Additionally, by building a standard language for communicating performance, OOMF has significantly improved the ability of the heads (Secretaries) of the Ministries/Departments as well as the Ministers to objectively review the performance of their respective programmes.

Most critically, by involving thousands of officials across the Central government in the framing and implementation of the OOMF architecture, the exercise has brought in a fundamental shift in the mindset of the bureaucracy by reorienting it from physical and financial progress-driven accountability to a more holistic responsibility of ensuring end outcomes for the beneficiaries. Notwithstanding the limitations in their ability to adhere to the OOMF in its entirety given the constraints of weak on-ground outcomes' data architecture, the widespread agreement on the intent of OOMF and its relevance stands as a testimony to this ground-breaking paradigm shift.

Way Forward

Going forward, it is envisioned that by aligning the individual scheme-level OOMF-based performance with the 169 targets under the 17 Sustainable Development Goals (SDGs), OOMF will provide greater maneuverability to the decision-makers to steer effectively and efficiently towards SDG 2030 goals by clearly attributing national goals to their individual instruments, i.e., the CS/CSS schemes.

Also, in terms of upward integration, by adding a layer of well-defined, measurable, Ministry/Department-level goals, a comprehensive three-layered monitoring system, i.e., scheme-level OOMF, Ministry-level goals, and then National goals/SDGs, can be institutionalized within the Central Government. It is equally important that the present OOMF tabled in the Parliament is significantly re-structured to reflect the cumulative progress every program has made against its long-term targets, and its corresponding contributions as observed in the achievement of ministerial goals and SDGs.

On the other hand, a focused effort in terms of entrenching standardized, co-operatively agreed upon, OOMF across all the State governments, including their State government schemes can pave the way for an unprecedented era of data-driven governance, transparency and accountability. This would go a long way in resolving the current issue of varying quality and quantity of the means of measurements for the various OOMF performance indicators across States. Consequently, like it happened within the Central government, States' adopting OOMF can add significant structure to the Centre-State conversations by acting as a common language. Eventually, this can pave the way for building the next generation Outcomes' monitoring data architecture in the country and by democratization of this data in the hands of the implementors and field functionaries, the transformative change in the mindset would percolate down to the last mile service provider.

Essentially, the dream of an integrated outcomes-based governance architecture would only come true when every field functionary can use performance data to better relate and map the change they have brought in the lives of their fellow citizens and OOMF can play a critical role in this data democratization in the times to come.■

References

Department of Consumer Affairs. (2018, October 15). Result Framework document (RFD). Retrieved from https://consumeraffairs.nic.in/downloads/result-framework-document
Department of Expenditure, Ministry of Finance. (n.d.). Outcome Budget. Retrieved from https://doe.gov.in/documents/outcome-budget
Laxmikanth, M. (2011). Public Administration. New Delhi: Tata McGraw Hill Education Private Limited.
Loksabha Estimates Committee. (1958). 20th Report.

Author

Anand Trivedi
(The author is the Director, Development Monitoring and Evaluation Office,DMEO)

TECHNOVATION IN THE BFSI SECTOR IN INDIA: THE WAY FORWARD

Question

How should we conceptualize 'Technovation' as an opportunity?

Answer

'Technovation' requires an Economic Theory exposure for adequate conceptualization. Otherwise, its literal meaning, as a combination of two words 'innovation' (i.e., invention, discovery or development) plus 'technology' (i.e., the application of scientific knowledge to the practical aims of human life), is clear to a reasonable extent. Economic Theory insights go beyond the lexical comprehension and bring us closer to the dynamics of the organized world of firms, markets and the legal system.

Details show that the insights of this nature are four:

A.   Process of Creative Destruction [Joseph A. Schumpeter (1942)]
B.   Theory of Innovative Disruption [Clayton M. Christensen (1997, 2003 & 2013)]
C.   The vision of Technological Work Structure [Peter F Drucker (1967)]
D.   The concept of Entrepreneurial State [Mariana Mazzucato (2013)]

Question

How has Technovation impacted the post-2008 Banking, Financial Services and Insurance (BFSI) world?

Answer

A clarity on the epistemic significance of the year 2008 is needed to discern a meta-policy breaking-point in history. The Global Financial Crisis surfaced, and a white-paper on peer-to-peer electronic cash-system was released in 2008. The first dismantled the entire edifice of the neoliberal policy-precept; the other ushered-in what we now know as the Blockchain Revolution. Both had foundational ramifications for the human good because they turned out to be sharp learning lessons for the post-2008 strategic re-thinking. In the arena of Technovation for the BFSI specifically, we can highlight contemporary relevance of the following:

A.   Banking: Situating FinTech Intermediation in Banking
B.   Financial Services: IR 4.0-based Business Models
C.   Insurance: Delivered Value of the Blockchain Revolution

Question

How has the Technovation Process in the BFSI sector unfolded in India?

Answer

Broad contours of the post-2008 Technovation Process Unfolding can be delineated in terms of strengths and opportunities as well as weaknesses and threats. Strengths have demonstrated five success-points (agility, scalability, designing, integration, and analytical rigour), while opportunities have

functionality been dependent on the seamlessness of reinvention, re-engineering, re-skilling, and collaboration. Weaknesses have surfaced when sovereign concerns on volatility and risks did not adequately get addressed, while threats have emanated when States lost their moral edge on regulation.

A.   FinTech Intermediation in Banking in India

FinTech Intermediation in Banking in India has been an endeavor in which all the stakeholders have behaved with remarkable maturity and insight. We can understand this in the context of the challenge spelt out succinctly in the Bali FinTech Agenda (2018) that policymaking shall have to strike the right balance between innovation and integrity. Governments were also cautioned to show policy vigilance on the adoption process to ensure that economies remain inclusive and resilient so as to capture full benefits.

B.   IR 4.0-based Business Models for Financial Services in India

India has an open, innovative and dynamic financial services sector. It is a cumulative creative achievement of the State and Society which, however, shall enter a historic phase only when systems gather further agility and reform-input to respond to the exponential unfoldings of IR 4.0. There is no other way to harness a creative revolution of disruptions and fusions. IR 4.0 business models today have acquired a potential to be of utmost use-value in public interest. Time has come now to frame IR 4.0 National Policies by encouraging a balancing discourse on economic stability, governance principles, fair competition, and planned workforce transitions.

C.   Delivered Value of the Blockchain Revolution for the Indian Insurance Industry

2014 was a turning-point for ongoing Blockchain Revolution when research on the subject shifted its focus-balance from "crypto-currency" profiteering-mania to other business domains of potential use-value. In 2015, the Ethereum Frontier network was launched, enabling developers to write smart contracts and decentralized apps that could be developed to a live network. Another development of public-interest significance was also in 2015 when Linux Foundation launched the Hyperledger project and nine major investment banks joined forces to form the R3 consortium, exploring how blockchain could benefit their operations. The Public-Interest phase of the Blockchain Revolution since 2015 has gone on getting strengthened in a really big way.

The Blockchain innovation landscape in the insurance industry has grown from smart contracts to proof-of-stake systems in just ten years. Within underwriting, the technology has transformatively helped reduce costs and sharpen risk assessment. It also has by now a proven potential to radically enhance client onboarding, fundamentally alter claims submission processes, and promptly detect frauds. In combination with the Internet of Things and Artificial Intelligence, Blockchain Technology further strengthens automation of insurance processes to emerge as a proposition for a paradigm shift in the industry. Revamping of India's health insurance sector is being attempted; Blockchain in this endeavour has a huge capability to generate stakeholders' trust with growth.

Question
What should be India's vision on the Next Steps for the BFSI sector?

Answer
A. Blockchain Technology

Paras 111 (Central Bank Digital Currency) and 131 (Scheme for Taxation of Virtual Digital Assets) of Finance Minister's Budget Speech dated 1.2.2022 are important decisions of the Government of India. They indicate two of the Next Steps fairly well and are in tune with the global moral concerns. It has to be seen how things within the country work out during FY 2022-23 and how systematically policy-options get narrowed towards a meritorious resolution.

B. FinTech Risk Landscape

FinTech Intermediation in India has acquired excellence and resilience. However, there are some warning-signals on risks. They have been highlighted by the Bank for International Settlements [Implications of FinTech Developments for Banks and Bank Supervisors (February, 2018)]. Newer responses to disruptions and fusions in markets have emerged since then. Laws on FinTech Regulation therefore, need a study and review by the Law Commission of India.

C.   Economics of Technovation

Attention of policy establishments has been drawn to innovation economics insights that view productivity directly linked to the growth of innovation, treat innovation as an emancipatory public value, and recommend investments in human capital far above the usual residual thresholds. We get a glimpse of this insight in the writings of Paul Romer and Mariana Mazzucato. India should use these for reforming its IR 4.0 strategies of growth and transition.

D.   Business Model Innovations

Firms within nations need to evolve reform-sensitive multi-faceted business models to optimize opportunities, integrate systems and networks, and determine performative values. Business Models, in International Financial Reporting Standard 9; Financial Instruments of the International Accounting Standards Board, have acquired an accounting method dimension too. It is a silent revolution in banks' business models and should be implemented early.

E.   Competing on Big Data Analytics

India's public sector banking-reform strategy EASE 4.0 has a strategic component on big data analytics. It's key document (August 26, 2021) highlights the need to accentuate the efforts taken till now and invest in building dedicated teams for mining and leveraging big data. Big Data Analytics is the new science of winning. We have to keep our agile pool of competent manpower ready for the requirements of IR 4.0.■

Author

Dr Amitabh Rajan

(The author is a retired IAS Officer of 1979 batch. At present, he is the Chairman of Reserve Bank of India Services Board)

RAGING SILK ROUTE: A BROADER PERSPECTIVE OF THE UKRAINIAN CRISIS

The current Russian war to occupy Ukraine reminds us of the German occupation of Czechoslovakia and Poland and how it unfurled the Second World War. No wonder Nations today and their people are condemning such an advance that might lead us to the next Big War.

Among such speculations one asks why on Earth is Russia doing this? You can Google the political, historical, economic or regional reasons as a topic for your next conversation, but what I am essentially concerned with is – Is there any pattern?

Studying world history for quite some time makes it easy to categorize the reasons for the wars in various dimensions, but at the same time it also reveals a sense of similarity in those reasons. Let us turn our attention to the most dynamic continent of the century, i.e. Asia.

Today Asian continent is economically growing most rapidly but is also the most unstable region in the world. Yemen crisis, Iran nuclear crisis, Israel-Palestine conflict, Afghanistan-Taliban crisis, radicalism in Central Asian Region, India – Pakistan, India – China, South China Sea issues, Armenia- Azerbaijan conflict – the list goes on and on with the current Russia – Ukraine War as an addition to it.

While observing these wars and conflicts on the world map, I observed that most of these unstable regions have one thing in common – they all once prospered together from the trade on the Silk Route.

We all have learnt about the Silk route one way or another; but I feel it is essential at this point that I write briefly about it, so that all of us reading this can be on the same page.

The Might of the Silk Route

Silk Route (Fig. 1) is an ancient trade route, linking China with the Western European Nations. It is around 1500 years old and 6500 km long. It began with the Han dynasty's expansion into Central Asia around 114 BC and since then has been under various empires in different regions including Roman, Byzantine, Turkish, Mughal, Mongol empires etc.

Fig 1: Showing Silk Route

The scenic imagery of traders joining together in caravans with camels or other pack animals while travelling mountains and deserts is what defines the silk roads of the past. It is only due to this trade that Indian textiles became famous worldwide, making it opulent and conferring on it the title of "The Golden Sparrow".

While trading was certainly at the heart of the Road, religion and ideas spread along the Silk Road just as fluidly as goods. Buddhism, Islam, Hinduism, and to some extent Christianity spread to the world along the Silk Route. The exchange of information gave rise to new technologies and innovations that changed the world; for instance, the horses introduced to China contributed to the might of the Mongol Empire, while gunpowder from China changed the very nature of war in Europe and beyond.

> *"*
> *There was never a good war, or a bad peace*
> *"*
> **– Benjamin Franklin**

It is hence clear that the contact of a nation with The Road was essentially a Midas touch. The insurmountable wealth amassed by rulers controlling the Road was a source of power and greed. Therefore, every ruler aspired to control it. The recent attempt by China to reinvigorate the Silk Route via its Belt and Road Initiative (BRI) shows that the relevance of the Road has not died out even in today's digital world.

Wars at the behest of The Road
With greed comes a desire for expansion, and with such a desire comes conflict. I shall elaborate on the word "expansion" through which I'll try to reveal the distinct but interrelated causes of those conflicts.
Before going to the causes, it is essential to note that these wars are as old as the Road itself; it is not a new phenomenon and by its nature they shall not cease in the future.

Political and Economic expansion – The root of power of a nation has always been its economy. And with the economy comes greed satisfied only by further expansion of territory. To substantiate this let's consider few examples.
The desire to be the most wealthy and powerful empires led to territorial ambitions that the world recalls till today - those of Alexander The Great and Genghis Khan. Both attempted to capture the route from Europe to China for world dominance.

A more contemporary example that most of us will relate to is the rise of China as a manufacturing giant of the world and its simultaneous direct and indirect (by debt-trapping) occupations of Pakistan, South China Sea, Iran, Central Asia,
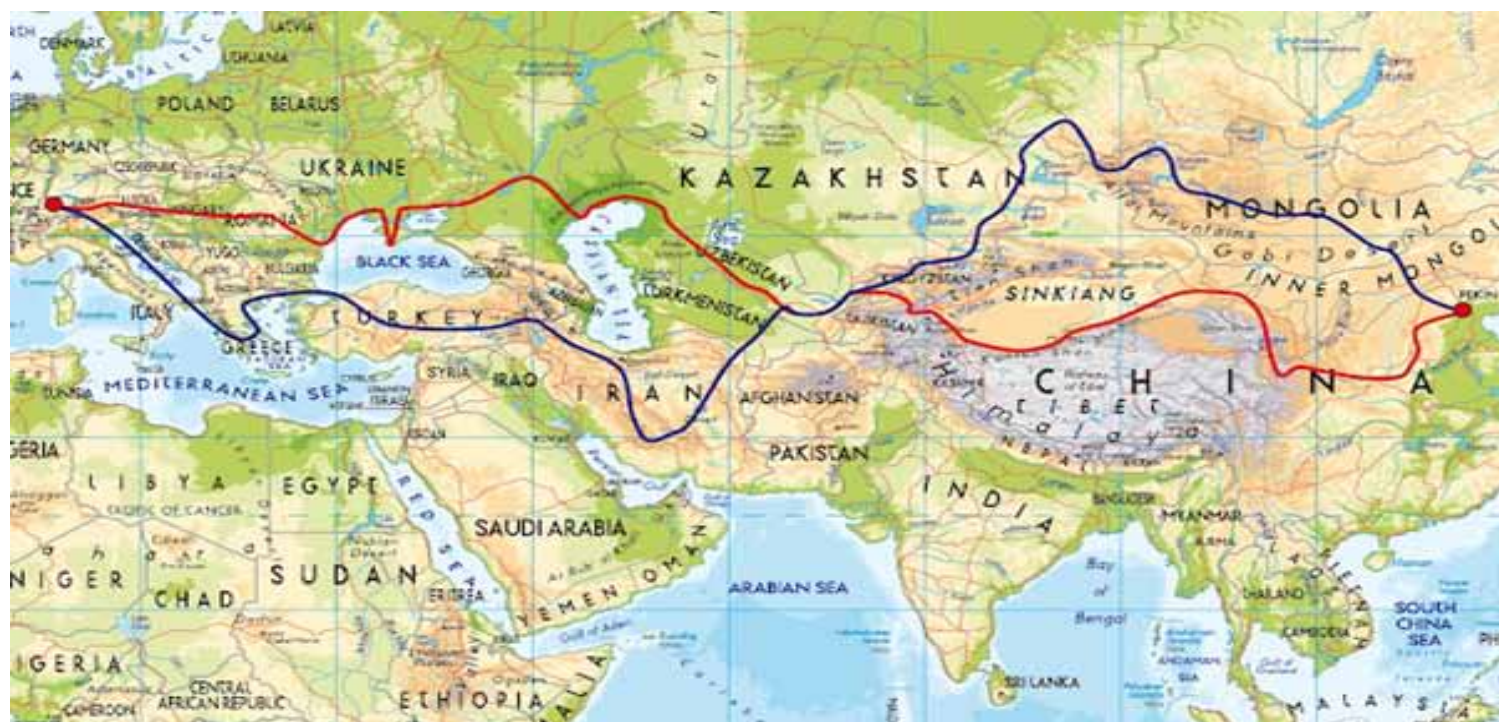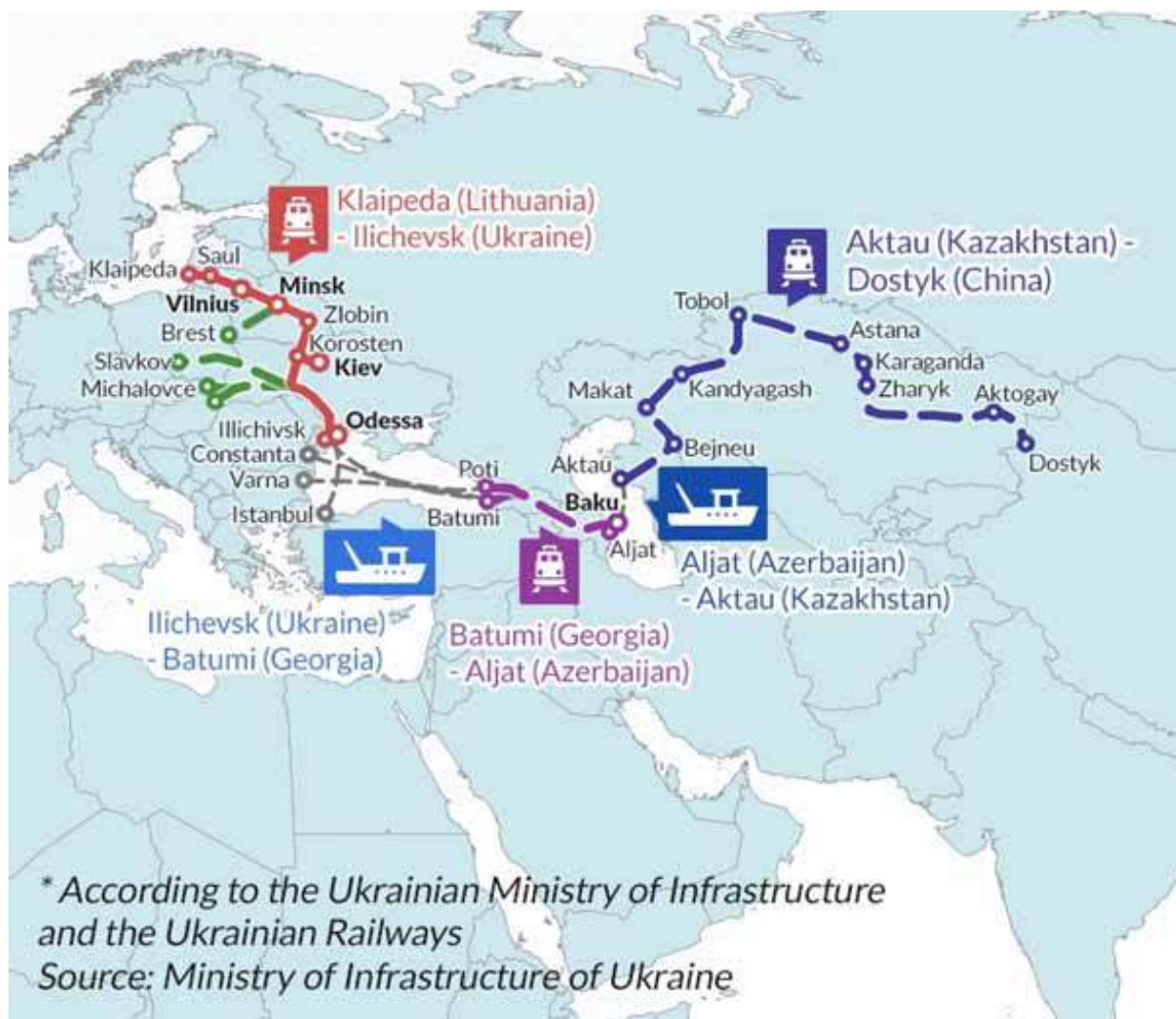

Fig 2: Showing Ukraine (Black Sea) as an essential checkpoint on the Silk Route

etc (all along the Route).

Religious and Cultural Expansion – Belief is an area of life that resists change the most. The Road not only introduced religions and cultures that were new, but also contradicting at times. It is natural that such changes will face a severe backlash, often manifested as wars, ethnic conflicts, communal conflicts etc.

A fantastic example of this is The Crusades – a series of magnanimous wars between Islam and Christianity from the 11th to 13th century AD fought in Eastern Europe and Western Asia, primarily along the Silk Route.

* According to the Ukrainian Ministry of Infrastructure and the Ukrainian Railways
Source: Ministry of Infrastructure of Ukraine

Trans Eurasia landbrigde as a transport alternative

DB Schenker's network of Land Transport is well connected by New Silkroad rail system

Northern route
Southern route
Short sea connected
Tested routes

O Regular services
◉ Tested services
▢ Border crossings

Standard gauge 1,435 mm
Broad gauge 1,520 mm
Iberian broad gauge 1,668 mm

Deutsche Bahn, 08/2017

The radicalism, ethnic conflicts and terrorism prevalent in Western Asia, Central Asia and Western China today are remnants of conflicts due to the infusion and backlash of cultures.

In the above dimensions I have tried to give you food for thought so that you can categorize your recollections of different wars and conflicts and find out their reasons.

The Current War

Let's circle back to the Russian – Ukraine war and try to find out the reason embedded in the Silk Route. The current crisis dates back to the 18th century, when Russia made major attempts to control the Silk Road by controlling the Black Sea (an essential checkpoint on the Silk Road (Fig. 2)). A series of skirmishes finally led to Crimean Wars (1853-56) which led to the loss of Russian control over the Black Sea. Since then, Russia has made numerous attempts to capture Ukraine (one of the indirect causes of the First World War) including the current crisis.

(My aim is not to overwhelm you with facts, but to provide you with a broad overview of the origin of the current crisis and its relation to the Silk Road.)

What will be the future of current crisis? Are we at the brink of another World War or will it end as just another skirmish? These questions have no answers for the time being.

Let's hope for the best.■

Author

Sukhsand Singh

(The author is pursuing B. Tech Electrical Engineering, Indian Institute of Technology, Kanpur)

AN ANALYSIS OF THE PROPOSED INDIAN DATA PROTECTION ACT

Introduction

In a landmark judgment delivered on the 24th of August 2017, now popularly known as the Puttaswamy judgement, a 9 judge bench unanimously ruled that every citizen of India had a fundamental right to privacy which was guaranteed by the Constitution of India within Article 21 in particular and Part III on the whole.

In response to the need to protect the personal data of citizens, The Union Government of India, acting through the Ministry of Electronics and Information Technology constituted a Committee of Experts to deliberate on a data protection framework for India. Justice B N Srikrishna was appointed as the Chairman and the committee was given the following terms of reference:

a) To study various issues relating to data protection in India

b) To make specific suggestions for consideration of the Central Government on principles to be considered for data protection in India and suggest a draft data protection bill.

The Committee completed its work and submitted its report and a draft Personal Data Protection Bill to the Ministry of Electronics and Information Technology for further consideration on 27th of July 2018. This document is referred to as the (Indian) Draft Personal Data Protection Bill (PDP) 2018.

The Draft PDP Bill of 2018 was reviewed internally by the Union Government, and was tabled in Lok Sabha as Bill No 373 of 2019. This Draft Bill was referred to a Joint Parliamentary Committee by the Lok Sabha on 11th December 2019. This Bill was also referred to the above mentioned Joint Parliamentary Committee by the Rajya Sabha on 12th December, 2019.

The JPC made a total of 91 recommendations for change as part of their report. A total of 8 members of this JPC submitted dissent notes/memos, which are annexed to the JPC report.

Objectives of the proposed Act

The JPC proposed the following objectives for the proposed Data Protection Act in its report, presented and laid in Parliament on 16th December 2021to provide for protection of the digital privacy of individuals relating to their personal data, to specify the flow and usage of data, to create a relationship of trust between persons and entities processing the data, protect the rights of individuals whose data are processed, to create a framework for organisational and technical measures in processing of data, to lay down norms for social media platforms, cross-border transfer, accountability of entities processing data, remedies for unauthorised and harmful processing, to ensure the interest and security of the State and to establish a Data Protection Authority of India for the said purposes and for matters connected therewith or incidental thereto.

Whereas the right to privacy is a fundamental right and it is necessary to protect personal data of an individual as an essential facet of informational privacy;

And whereas the growth of the digital economy has expanded the use of data as a critical means of communication between persons;

And whereas it is necessary to create a collective culture that fosters a free and fair digital economy, respects the informational privacy of individuals that fosters sustainable growth of digital products and services and ensures empowerment, progress and innovation through digital governance and inclusion and for matters connected therewith or incidental thereto.

Analysis of proposed objectives

It can be seen that from being a Bill focussed primarily on the privacy protection of individuals, it has now become a Bill that confers some privacy rights to citizens but provides a legislative basis for the implementation of digital governance schemes, enabled by the curtailment of privacy rights in terms of exemptions to Government Agencies. This was exactly the issue that was raised in the original Puttaswamy writ petition of 2012. The interest and security of the State is now an objective, and the proposed Data Protection Authority (DPA) will have to take that into consideration as well. The subordination of the DPA in all matters of the Central Government creates a classic conflicting situation. The DPA must protect the citizens' privacy but the DPA is subordinate to the Central Government in policy so its ability to be impartial in assessing the justification for exceptions to the Central Government or its agencies on grounds of security and interest of the state is debatable.

Implementation Practicalities

To be successful, the proposed Data Protection Act must be implementable without too much ambiguity and without incurring a prohibitive cost in terms of technology and management costs associated with protecting, managing and governing data. Certain aspects of the proposed Act need careful consideration in order to be practically implementable.

Ambiguity, Subjective Interpretation and Context Dependencies

Data has a complex and multidimensional nature. It can be classified in various ways and these classifications may not be mutually exclusive. Thus data is sometimes viewed as being structured v/s unstructured, real-time v/s non-real time, confidential v/s non-confidential, transactional data v/s master data, personal v/s non-personal.

Apart from the issue of classification of data which is potentially fraught with ambiguity, subjective interpretation and context dependencies can pose challenges.

As an example, the proposed Act permits the use of purposes that are incidental to and lays down some important conditions for processing.

5. Every person processing personal data of a data principal shall process such personal data—

      (a) in a fair and reasonable manner and ensure the privacy of the data principal; and

      (b) for the purpose consented to by the data principal or which is incidental to or connected with such purpose, and which the data principal would reasonably expect that such personal data shall be used for, having regard to the purpose, and in the context and circumstances in which the personal data was collected.

It is not clear if the consent is to be sought for any of the incidental or connected purposes or whether that is to be left to interpretation and to be assessed as a matter of fact in case such an incidental or connected purpose is contested. Also the concept of fair and reasonable may be subject to interpretation especially in the situation where several exceptions are allowed to Government agencies and there is no guidance on fair and reasonable. The proposed Act identifies processing that is not legal without consent, but apart from that does not

provide any indication of how that processing can be determined to be fair and reasonable.

Complexity
There are the complexities of codifying purposes of processing, what constitutes critical data and the need to ensure that certain types of data are processed and stored within the country. Thus processing needs to be done with a significant amount of awareness of how and where the data is stored and processed.

The proposed Act places significant data management requirements on data fiduciaries. For example, the requirements to ensure data quality are stated as follows:

> 8. (1) The data fiduciary shall take necessary steps to ensure that the personal data processed is complete, accurate, not misleading and updated, having regard to the purpose for which it is processed.
> (2) While taking any steps under sub-section (1), the data fiduciary shall have regard to whether the personal data—
> (a) is likely to be used to make a decision about the data principal;
> (b) is likely to be disclosed to other individuals or entities including other data fiduciaries or processors; or
> (c) is kept in a form that distinguishes personal data based on facts from personal data based on opinions or personal assessments.
> (3) Where personal data is disclosed to any other individual or entity, including other data fiduciary or processor, and the data fiduciary finds that such data does not comply with the requirement of sub-section (1), the data fiduciary shall take reasonable steps to notify such individual or entity of this fact.

This requires the ability to have comprehensive visibility of the entire information inventory of an organization and ensure that data quality processes are in place to ensure accuracy and correctness as well as reconcile inconsistencies. This may be required to be done in real-time. The complexity of ensuring the information management systems are geared up to managing this volume of data and to introduce new elements in the architecture to deal with the data classification, tagging and consent management requirements, requires an entire information management and governance system to be put in place. In contrast it is revealing to look back upon the cost and complexity of fixing the Year 2000 problem. This was conceptually simple, but fixing it was assessed at costing between $100 billion and $200 billion globally.

Analysis of practicality of implementation
The preceding paragraphs have highlighted the inherent ambiguities, subjectivities and context dependencies inherent in classifying data. Meaningfully classifying data and then processing it based on a system of consent management pre-supposes an existing system of data governance and management. This is unlikely to be true for most organizations. For most organizations either a data governance and management system will need to be introduced or the existing one significantly re-vamped to accommodate the requirements imposed by the proposed Act.

The volume of data being generated, transmitted, processed and stored is increasing significantly. According to an International Data Corporation (IDC) forecast, the "Global Datasphere" is expected to be about 60 Zetabytes in 2022 and grow nearly three times to about 175 Zetabytes in 2025. A very high percentage of this is unstructured data in files, images, videos and other such data stores.

Most organizations are currently running legacy data infrastructures and lack the budgets and adequately trained/ skilled resources to cope with the deluge of data. They are struggling to keep their data infrastructures up and running.

The requirements of the proposed Act mean that now data has to be somehow "marked" to indicate if it is personal, sensitive or critical and applications have to be aware of where it is stored and processed. This will probably imply changes to data storage layout and impacts to applications of a large scale, which will have to be followed with comprehensive testing. A nuance of ensuring that certain types of data remains in the country is that while storage and processing end point are relatively well defined, data in transit may take routes that may cross national borders. This will be an additional factor to consider in implementation.

With the backdrop of significant increase in data volume, diversity of types of data and the shortage of resources, implementing the provisions in any meaningful way will be very difficult without standards or best practices that can be followed. The need for trained auditors will also be extremely large and unless a standardized way can be found to train and up-skill existing auditors, this may prove to be a significant bottleneck.

One of the practical ways to deal with the issues of ambiguity, subjective and context dependent interpretations and complexity is to develop and use standards that will establish practices that can be followed. This is a multi-disciplinary problem and an institution like the Bureau of Indian Standards is well positioned to undertake such an activity. These standards can codify acceptable practices which will lead to uniform implementations of practices and will be an invaluable help to those organizations that do not have the requisite human resources to develop these pracices on their own.

Conclusion

The proposed Data Protection Act has evolved from being a law primarily focussed on the privacy of citizens to one which enables various Digital Governance schemes and regulates social media platform operation. The nature of Data has its own complexities and making laws that are able to balance the needs of all stakeholders is an unenviable endeavour. The law, sometimes on account of the nature of data and privacy themselves and sometimes due to conflicting objectives of different stakeholder communities, has ambiguities and presents significant complexities and scale-up challenges to practical implementation. If we are to do a reasonable job of implementing such a law this will require standardization of good practices and acceptance of these good practices. These practices are more likely to be robust if they are evolved by consensus underpinned by a robust public consultation process such as the one followed by the Bureau of Indian Standards.■

Author

Sundeep Oberoi
(The author is Adjunct Professor – ADCPS IIT Bombay)

VOCAL FOR LOCALS

On 17 February 2022 the Supreme Court set aside the Punjab and Haryana High Court order staying the controversial law of the government of Haryana providing for 75% reservation for the local youth in private sector jobs paying less than ₹ 30,000 a month. The Court observed that the High Court had not given sufficient reasons for stopping the Haryana law in its tracks on February 3. Without going into the merits of the matter, the Court ordered that the High Court should decide the petition before it expeditiously and not later than a period of four weeks. At the same time the Court directed the state government not to take any "coercive steps" against employers for violating the Haryana State Employment of Local Candidates Act, 2020.

On behalf of the state government it was averred that there is no presumption of illegality in favour of the law and it is ordinarily not stayed unless the legislation is prima facie unconstitutional or illegal. The state's counsel further argued that the act was a means to regulate migrants from settling in other states. Moreover, the reservation was applicable only to Class III and IV jobs and those with salary up to ₹ 30,000 per month only. Moreover, in return for various facilities and concessions availed by industries, they should be obligated to provide employment to local youth at least in unskilled jobs.

The counsel for the Faridabad Industries Association, the petitioner, urged that there was no empirical study done and

there was no data whatsoever to justify the law. It was submitted that the law would have far-reaching consequences in the economic sector, not only in Haryana but across India, as it would lead to other states too enacting similar laws to exclude jobs to residents of other states, which was against the integrity of the country and affected the very idea of the Indian economy as a unit. The core issue, therefore, was whether the government can impose reservation in the private sector on the basis of domicile. Earlier, within 24 hours of the Punjab and Haryana High Court staying the Haryana law mandating 75% quota in private jobs for locals, the government of Haryana had moved the Supreme Court for vacation of injunction alleging that the High Court had stalled implementation of the law after a 90-second hearing in clear breach of principles of natural justice. The petitioners had argued that the domicile requirement violated article 16 of the Constitution.

In 2020, the Haryana State Assembly had passed the Haryana State Employment of Local Candidates Act. The original notification had prescribed salary cut off of ₹ 50,000 and the domicile stipulation of 15 years for purposes of reserving jobs in private industries for the local candidates. However, subsequently, from January 15, 2022, following negotiations with state-based entrepreneurs, a revised notification was issued lowering the salary cut off to ₹ 30,000 and the domicile requirement to 5 years. Thus those invested in less mobile capital, such as medium or large factories, may have to raise salaries as they seek to cross the ₹ 30,000 threshold to keep essential non-local employees on their rolls.

First and foremost, the law militates against the provision in article 19(1)(g), which guarantees freedom to practice any profession or to carry on any occupation, trade or business, subject, of course, to reasonable restrictions in the interest of general public, including prescribing professional and technical qualifications.

More importantly, article 16(2) provides that no citizen shall, on grounds of only of religion, race, caste, sex, descent, place of birth, residence or any of them, be ineligible for, or discriminated against in respect of, any employment or office under the state. Clause (3) of article 16, however, provides that nothing in this article shall prevent Parliament from making any law prescribing, in regard to a class or classes of employment or appointment to an office under the government of or any local or other authority within a State or Union territory, any requirement as to residence within that the state or the union territory prior to such employment or appointment. Exercising the power under article 16(3), Parliament enacted the Public Employment (Requirement as to Residence) Act, 1957. The Act aimed at abolishing all existing residence requirements in the states and enacting exceptions only in the case of the special instances of Andhra Pradesh, Manipur, Tripura and Himachal Pradesh. Thus Andhra Pradesh under article 371D has powers to provide for "direct recruitment to posts in any local cadre" in a specified areas. In Uttarakhand, class III and class IV jobs are reserved for the locals. In Arunachal Pradesh, there is 80% reservation for the local scheduled Tribes in state government jobs. In Meghalaya, Khasis, Jaiantias and Garos have a combined reservation of 80% in state government jobs. Taking a cue from the Parliament's Act of 1957, some states have tried to circumvent the mandate of article 16(2) by

> "
> *Constitutionally, some states also have a special protection under article 371*
> "

prescribing knowledge of the state language as a criterion since they conducted official business in their respective regional language. For example, the states of Maharashtra, West Bengal and Tamil Nadu require a language test. However, these stipulations do not impact on employment in the private sector.

The realisation of the fact that reservation in government jobs alone cannot satisfy the expanding expectations of the burgeoning population, certain states have had recourse to the somewhat invidious device of reservation of jobs for locals in the private sector as well. The ostensible argument in favour of reservation of jobs for locals is that it will stop migration of people from backward states to metropolitan areas and reduce the burden on such cities. It is also contended that this step will help in rightful location of the resources of the state and would encourage people to work within the boundaries of the state.

In recent times, Andhra Pradesh, Jharkhand and Madhya Pradesh have all passed laws mandating between 70 and 75 percent quota for the locals. In 2017, Karnataka government prepared similar legislation but it was dropped after the state's Advocate General raised questions on its legality. However, in 2019, the Karnataka government once again issued a notification asking private employers to "prefer" Kannadigas for blue-collar jobs.

Significantly, Telangana cabinet, after approving the proposal to reserve 80% of semiskilled jobs and 60% of skilled jobs in the private sector for locals in August 2020, subsequently had a change of heart and the State Assembly was informed that the state government was against reservation in jobs since in a competitive world, Google, Amazon or any other private company would not invest in the state if their employment options were restricted to locals. The state has, therefore, decided to follow a two-pronged strategy of educating local youths in market

able skills so that they can get jobs without quota even as the government offers some incentives to industries that employ locals.

Getting 'vocal for locals' in this fashion is bound to create friction among locals and non-locals in the implementing States as well as against the natives of that State in the other States. Again, these laws are against the spirit of constitutional provisions (Article 16 and 19). Further, a state, attracting and encouraging talent from other States will be in a better position to become developed and promote welfare of its people, compared to the one making the process difficult.

In *Dr. Pradeep Jain v Union of India* (1984) the Supreme Court discussed the issue of legislation for "sons of the soil". It expressed an opinion that such policies would be unconstitutional but did not expressly rule on it as the case was on different aspects of the right to equality. Again in *Sunanda Reddy v State of Andhra Pradesh* (1995) the Supreme Court affirmed the observation in *Pradeep Jain case* (supra) to strike down a state government policy that gave 5% extra weightage to candidates who had studied with Telugu as the medium of instruction. In 2002, the Supreme Court invalidated appointment of government teachers in Rajasthan in which the state selection board was given preference.In 2019, the Allahabad High Court struck down a recruitment notification issued by the Uttar Pradesh Subordinate Service Selection Commission which prescribed preference for women who were original residents of the State. Moreover, in *Indra Sawhney and Others vs Union of India* (1992) the Supreme Court has capped reservation in public services at 50 percent. However, a specific and definitive ruling of the Supreme Court on the subject of reservation of jobs in the private sector is not available.

While vacating the stay, the Supreme Court added a note of caution advising the state not to use "coercive steps" perhaps on account of the fact that the counsel for the Government of Haryana had informed the bench that similar laws have been passed in certain other states too. The Court observed: "Do you want us to transfer all. It would thus appear that, in all likelihood, after the High Court of Punjab and Haryana has given its final verdict, the matter may reach the portals of the Supreme Court once again for the matter to be settled, once and for all, for the country as a whole.∎
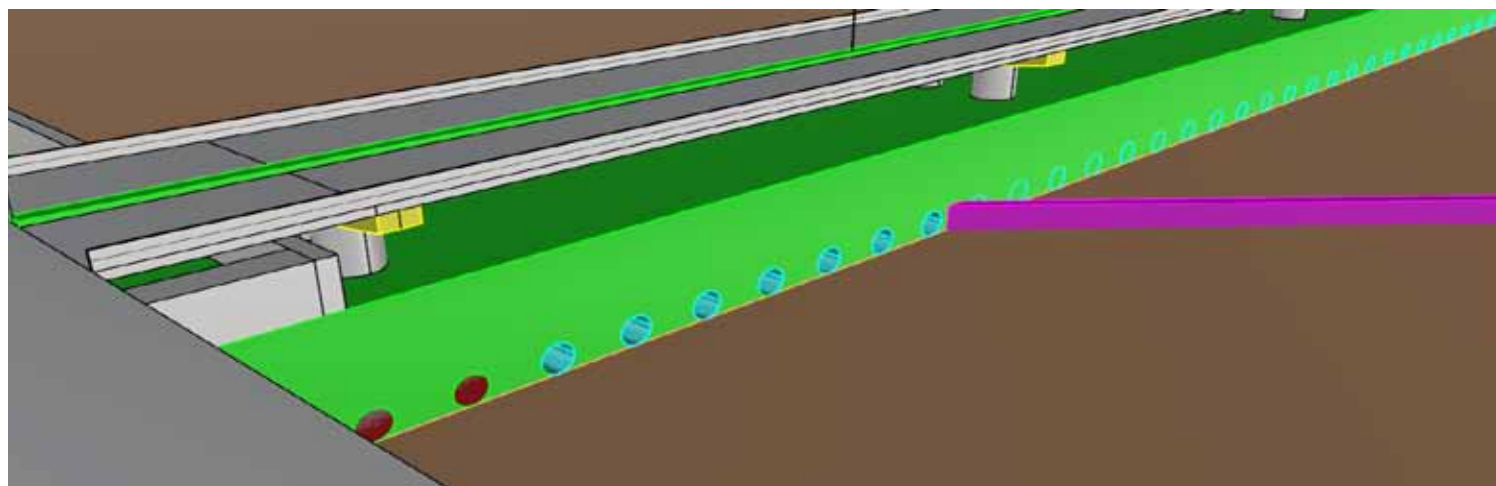
Author

Vivek K. Agnihotri
(The author is a retired IAS officer. He is Former Secretary-General, Rajya Sabha, Parliament of India)

A BLUEPRINT FOR WATER RESOURCES MANAGEMENT

Downstream

Upstream

Water Resources Management

A comprehensive water resources management is a must for stabilising, enticing, and revitalising the agriculture sector. It is a permanent solution to all agriculture sector problems.
The main objectives of water resources management are—

1. To supply water for 35 crore acres of agriculture land through canals throughout the year. To remove inter-state water disputes permanently;
2. To minimise floods and consequent crop losses worth thousands of crore rupees annually;
3. To ward off famines due to lack of sufficient rains and depleting groundwater level;
4 To arrest water pollution both on the ground and underground;
5. To protect all rivers, ponds, lakes and reservoirs from industrial and urban pollution;
6. To provide safe and clean drinking water to 30 crore households in India;
7. To protect environment by growing thick forests with high canopy trees;
8. To make all seasonal rivers as perennial rivers;
9. To make short waterways;
10. To make organic farming without chemical fertilizers and pesticides;
11. To save 50,000 crores worth of electricity annually that is being used to power agriculture pump sets to draw water from deep bore wells. Every acre of land can be irrigated through canals with water resources management. Pump sets on canals and ponds will use only 30% of the power with respect to pump sets that draw water from deep bore wells;
12. To arrest soil erosion, forest degradation, forest fires, and silt accumulation in reservoirs, lakes and other water bodies;
13 To conserve wildlife, mountains, forests, national parks, and wildlife sanctuaries;
14 To make India ever greener and cleaner;
15 To promote tourism near reservoirs, rivers and lakes by making them always full of water; and
16. To stop using groundwater reserves;

Water resources management is the main key to check water scarcity and water feuds between states. Water resources management for a vast country with a huge population and large agricultural land resembling India, requires heavy investment, proper planning, and timely execution of water management projects without delays. India is naturally blessed with super topographical advantages, convenient for water harvesting during monsoon period, when India receives over 70% of its rainfall. This article suggests how India's geographical characteristics can be used to its full advantage to conserve and store water efficiently, and to provide sufficient water supply throughout the year to the entire agricultural land and industries, and to provide safe drinking water to 30 crore households without depending upon groundwater by digging bore wells.

The average rainfall in India is 120 centimetres and India's long-term average precipitation in volume is roughly 3,237 billion cubic metres. The land area of India is 32, 87,263 square kilometres. One square kilometre constitutes 250 acres of land area and one acre is equal to 4046.86 square metres.That means 32, 00,000 x 250 x 4046.86 = 3,23,748,80,000,00 cubic metres of water = 3,237 billion cubic metres of water in volume.3,23,748,80,00,000 cubic metres of water = 1, 14,331 Tmc ft of water in volume.One Tmc ft means one thousand million cubic feet, which is equal to 2, 83,16,800 cubic metres.

Water requirement for 30 crore households per annum is 4,000 Tmc; for industries it is 6,000 Tmc, and for agriculture sector the requirement is 35,000 Tmc. It is believed that, 50 % of total precipitation flows to the rivers, and it is estimated to be 1600 billion cubic metres; which is equal to 57,165 Tmc. If we harvest and conserve this available surface water through proper water controlling projects, the water will be sufficient to meet the entire demands of the irrigation sector, industry sector, forestry sector, domestic and other sectors by 2050. If domestic water demand increases to 200 litres per capita per day by 2050, then the domestic sector requires 150,00,00,000 x 200 x 365 = 1,09,50,000,00,00,000 litres per annum. That equals to 3,910 Tmc of water.

According to some agriculture experts, the rough estimation is that one Tmc is required each year to irrigate 10000 acres.That means for the irrigation sector the water requirement at the maximum level for 35 crores of land is 35, 00, 000, 00/10000 = 35,000 Tmc.

Water requirements for other uses are estimated to be around 2,000 Tmc.
India's 12 major rivers, 46 medium rivers and countless number of minor rivers flow eastward, except Narmada, Tapti, and some Himalayan rivers draining into Bay of Bengal. Rainfall is not uniform throughout India. That is why we need a national water grid system that preserves and stores water in heavy rainfall regions and distributes it to water-starved regions through canals and pipelines.

Total provisional cost to execute a nationwide water grid system with a series of barrages on all major, medium and minor rivers and link canals to connect with lakes, tanks, ponds and reservoirs, is estimated to be 30 lakh crores to be spent over 10 years of implementation stage. Once completed, this project will make the agriculture sector strong enough to produce nearly 100 crore tonnes of foodgrains, which is three times of present production. The target of 100 crore tonnes of foodgrains can be achieved easily with the ensured water supply through canal network system without depending on ground reserve water. After completion of this project, groundwater usage is completely avoided. Subsequently, saturation of groundwater levels is achieved; additional precipitation water to the tune of 400 billion cubic metres will be available to surface water. Currently, groundwater reserves are being used for 40% of irrigation needs and 60% of domestic consumption. This comprehensive irrigation system will save 50,000 mw of power that is being used to draw water from bore wells and also produce 10, 00,000 mw of hydroelectric power by harnessing the potential energy of water stored at higher altitudes.

Three steps to make perfect water resources management are:
  1. One year short term plan
  2. Five year mid-term plan
  3. Ten year long term plan

1. One-year short-term plan - Water conservation at village level and by the farmers' participation to conserve rain water and increase ground water. The Central and all state governments should follow the following steps to conserve water on war footing:
  (a) All existing ponds, lakes and other water bodies should be desilted. They have lost water storage capacity over the years with sediment. They need to be desilted and deepened to 4 meters depth.

(B) Bring all these ponds, lakes and reservoirs out of the mining Act and allow people and contractors to dredge the clay and gravel freely, to fill house sites, land upgradation, for brick manufacturing, for laying roads and railway tracks, etc.

(C) Allow the farmers to freely transport the sediments in village ponds for the enrichment of soil fertility in their lands. The dependency on fertilizers can be reduced with the usage of alluvium deposited in the village ponds over the years.

(D) Give rights to those individuals or societies to catch fish for 10 years if they come forward to deepen these ponds and lakes to 4 metres depth.

(E) Give 50% subsidy to farmers who want to convert 10% of their land into a water pond 4 meters deep.

(F) Involve non-government organisations, NRIs and individuals in the desilting and deepening process. Allow individuals who want to be involved in this process, to name these ponds and lakes in memory of their parents or as per their other choice/preferences.

2. Five year mid-term plan for constructing barrages coupled with hydro turbines and road bridges across the rivers

1. Interlinking of 12 major rivers, 46 major rivers and hundreds of minor rivers;
2. Connecting all water bodies, ponds, lakes, tanks, reservoirs with gravitational canals, water-pumped canals, and pipelines; and
3. To make rivers into reservoirs, by strengthening river banks and dredging river beds.

Building barrages is a better option than constructing huge dams that consume huge resources in the form of money and lands, displace thousands of families from their habitats, and destroy natural forests. The purpose of constructing barrages is to store water at minimal levels without submerging large tracts of land, to divert water through gravitational canals, and to pump water to high lands through canals and pipelines to fill all water bodies. The main aim is to store water in different places instead of storing it at one place. To substantiate: the ongoing Polavaram project construction has been taken as a case study.

The ongoing Polavaram project on the river Godavari at a huge cost of over 55 thousand crores is a classic example of how the government indulges in bad water resources management.

1. Polavaram project submerges 625 square KMs of land that is equal to 1,50,000 acres, including precious forest area that is worth thirty thousand crores at present market value.
2. This dam displaces over one lakh people and requires Rs 35,000 crores for rehabilitation, which is 60% of the project cost.
3. If we add the land value to the construction cost and rehabilitation cost, the net cost of the project goes to a whopping 85,000 crore rupees.

Huge benefits of barrage construction over dam construction

The height of present Polavaram dam is 45 metres that includes 25 metre crest level and 20 meters height gates with spillway length of 1200 meters and 2.5 KM ECRF dam.

Result – It submerges 1, 50,000 acres. It requires 35,000 crores for rehabilitation
If a barrage was designed with sluice gates and with a total length of 3.7KMs, it could have cost just Rs 5,000 crores saving 50,000 crore rupees and 1, 50,000 acres of land.

The saved 50,000 crore rupee could have been used to construct 12,000 Mwh capacity solar power plants. 12,000 Mwh of solar power is equal to 3,000 Mwh of thermal plants. The water carrying capacity of the left canal and the right canal is 1 TMC per day. Power required to lift 1 TMC of water each into these canals is 250 Mwh. The remaining power could have been used in lift irrigation schemes that already existed on both left side and right side of downstream and upstream of river Godavari. By using 1500 Mwh of power, 10 TMCs of flood waters can be lifted daily by installing lift pumps at different locations from both upside and downside of this barrage during 5 months of rainy season to dry lands at high altitudes of entire AP to fill all existing lakes, ponds, tanks and reservoirs. Thus, 1200 TMCs of flood water can be pumped to supply water to all existing water bodies and link Godavari with Krishna, Penna and Cauvery rivers. The remaining 1500 Mwh can be used to meet the demand of 20% of agriculture pumps in AP. During the summer season, the entire 12,000 Mwh solar power can be used for 25 lakh agriculture pump sets from morning 9am to evening 5pm in the entire state of AP, saving 4,000 crores per year. This saving of 4000 crores per year can be used for deepen

ing of all ponds, lakes, reservoirs, and river beds to store more than the 200 TMCs of water that is equal to the storage capacity of Polavaram project.

Furthermore, 3% of the storage capacity of any dam is lost every year due to alluvium brought by flood waters.

Storage of water in deepened tanks, ponds, river beds, and reservoirs located at different places will increase groundwater levels uniformly throughout the state.

All medium and minor rivers between two major rivers shall be linked by a series of link canals supported by barrages. Barrages act like lungs to supply water to every acre of land.

Barrages are a better option compared to dams

Dam constructions have long gestation periods. The ongoing Polavaram project has been under construction for the last 20 years, still not yet completed. Barrage can be completed within a short period of time.

Under this water resources project, a series of barrages are to be constructed on all major, medium and minor rivers at a distance of 30 km apart on major rivers, 15 km apart on medium rivers and from 5 to 8 kms on minor rivers, starting from estuaries towards upstream up to the source of the

Downstream side

river. 80 % of India's landscape slopes from west and north towards east abutting Bay of Bengal. India's average rainfall is 120 cms and it receives 3000 billion cubic metres of water annually. It is estimated that 1600 billion cubic metres of rain water flows from high-altitude areas of north, east, and central India towards east, draining into the Bay of Bengal. The average height of Indian land altitude is 600 metres. For conservative calculation if we take the average height of the total volume of rain water that flows in rivers as 300 meters to be on the safer side for rough estimation, and the total volume of water that can have potential energy at this height is 800 billion cubic metres.
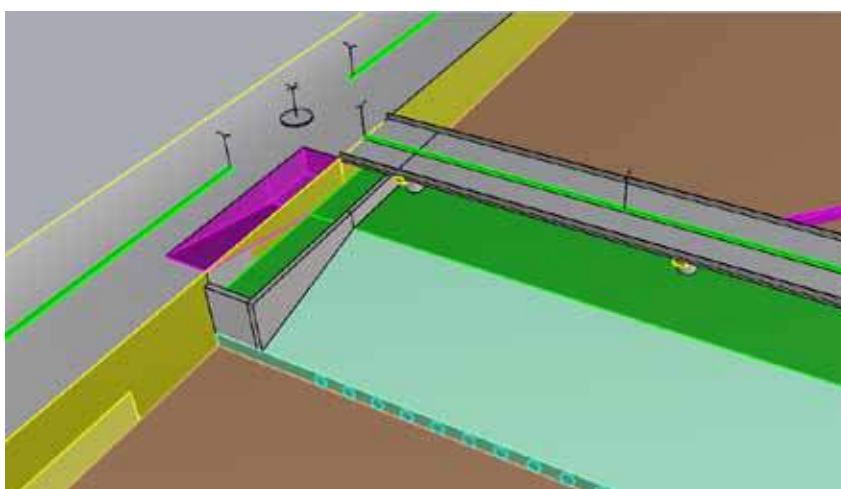
Upstream side

Now we can estimate the hydropower that can be harnessed by constructing a series of barrages coupled with hydro turbines, from 800 billion cubic metres of water that flows from the heights of average of 300 metres to 10 metres MSL. At two metres of minimum gross head, 2 cubic metres of water per second that flows from the turbine for an hour generates 25 KWs of hydroelectricity. That means by losing 2 metres of height, 2x60x60 = 7200 cubic metres of water will generate 25 KWs of power = 25 units.

800 billion cubic metres of water at the average gross head of 300 metres can produce approximately 80,000,00 ,00,000/2=40,000,00,00,000/7,200= 5,55,55,555 x 25 x 300 = 41,666,66,66,666Kw/1000 = 41,66,66,666 Mw of electricity. So the total potential energy of Indian surface water that

Downstream side

can produce hydroelectricity = 41,666,66,66,666 units of electricity per annum. The value of the total units produced annually is equal to Rs 82,000 crores at the cheap rate of Rs 2 per unit.

This has to be converted into installed capacity 41,66,66,666 Mw/24 = 1,73,61,111 Mw /365 = 47,564 Mwh capacity.

At present, India's total installed power capacity is 4, 00,000 Mwh including thermal (60%), hydro (13%), renewable (25%), and nuclear (2%) as on April 2021.
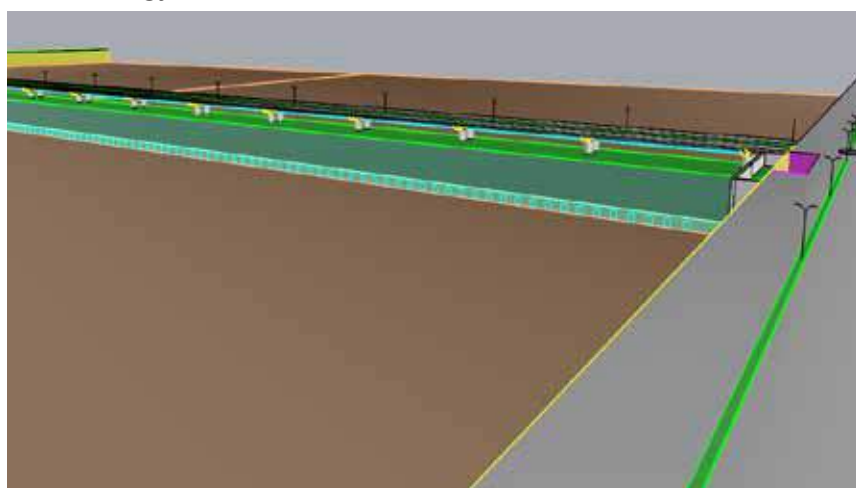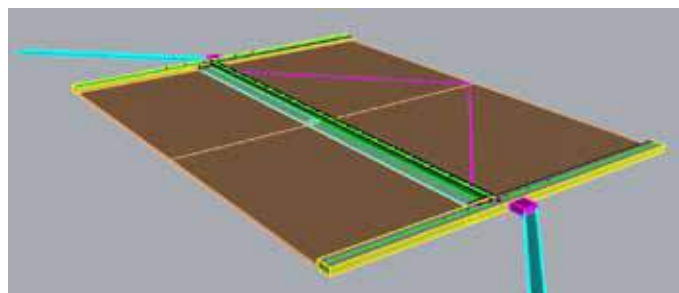
upstream

As I suggested earlier in this paper, if solar energy plants are installed with a total capacity of 10,00,000 Mw equalling 3,00,000 Mw of thermal power plants, then total power generation of power from hydro, thermal and solar energy will be 8,00,000 Mw. That will be sufficient for all needs of road and railway transport, industries, irrigation projects, water supply schemes, commercial establishments, mining sector, street lighting apart from 30 crore households.

Solar power units of 10, 00,000 Mw and Hydropower units of 47,000 Mw could complement each other to meet the country's energy demands. The hydro turbines could be used from evening 5pm to next morning 8am to produce power by releasing water downstream. Stopping hydropower generation during day time is a better option when there is no rush of flood waters. The day-time energy needs can be entirely met through solar energy at the peak generation of 10, 000, 00 Mw of power.

Downstream side

The outcomes of establishing solar power plants, wind power, and hydro power units-

1. The excessive generation of electricity through solar, wind and hydro power can be used to lift water through canals and pipelines to dry lands at higher altitudes.

2. The entire area of India's agricultural land can be brought under assured water irrigation through gravitational canals and lift irrigation canals.

Upstream side

3. To reduce floods by lifting water through canals and pipes to fill ponds, tanks, reservoirs on dry lands at high altitudes which suffer from acute water shortage due to little rainfall.

4. The farm output can be tripled to record levels of 100 crore tonnes from the present level of 35 crore tonnes. The value of an additional 70 crore tonnes of food grains is equal to 14, 00,000 crores. This huge production of food grains will be sufficient not only to nourish 140 crore people and 60 crore livestock, but also flood international markets with cheap prices.

5. With an assured water supply, three crops can be raised per year on every acre of land. That increases rural employment. The migration from rural areas to urban areas can be stopped.

6. Having met India's energy needs through solar, wind and hydro power, thermal plants can run on half of its capacity. The dependence on coal will be reduced by half. The existing thermal plants could be turned into backup generators that work to full capacity only when monsoon fails. There is no need to construct new thermal plants.

7. All nuclear power plants known for the creation of wastes which are radioactive and hazardous to human life, can be phased out one by one, in due course of time.

8. Groundwater usage can be completely stopped.

9. The heights of all existing dams can be reduced by 5 feet per year so that 20 lakh acres of forest land that was submerged due to these dams can be brought back to life. This reclaimed land can be used for raising thick forest with a high canopy of fruit-bearing and non-fruit bearing trees to support animal life.

10. With cheap electricity available through solar and hydropower plants to industries, commercial establishments and service sector, the goods or services produced would become cheaper and competitive at international markets with decrease in material cost, production cost, transport cost and services cost.

11. The import bill on food grains and crude oil to the tune of Rs 8, 00,000 crores will be saved. The loss of revenue in the form of taxes on petroleum products will be compensated by savings on imported crude oil, cooking oil, fruits, and nuts.
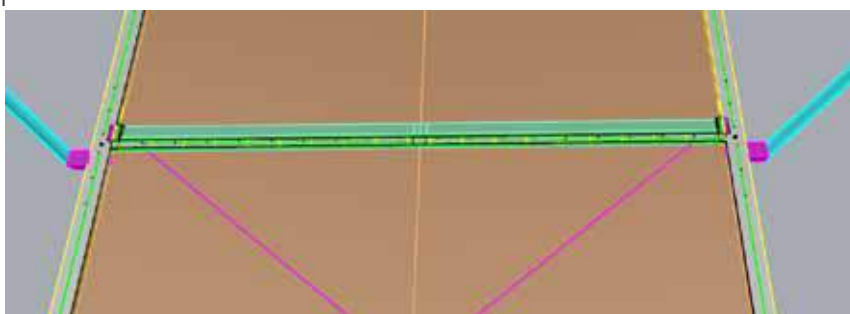
Method of constructing barrages

1. Barrages are to be constructed on all major, medium and minor rivers at a distance of 30 km apart on major rivers, 15 km apart on medium rivers and from 5 to 8 kms on minor rivers starting from estuaries towards upstream up to the source of the river.

2. Barrage height is to be determined so that the stored backwater can reach up to a halfway distance to the upstream barrage. The remaining half length of the river shall be used to take the rain water from streams, rivulets, and canals so that there will be no submergence of lands due to heavy rains.

3. The height of the river banks at the barrage should be raised by 2 metres and run up to halfway distance to the up

stream barrage.

4. The entire length of the river bed between the two barrages shall be deepened by removing sand deposits. This sand can be supplied at minimal prices for constructions. The sand deposits are to be removed every year and supplied for construction of houses or projects. The river portion between the two barrages will become a reservoir. With construction of barrages, sand availability increases.

5. Diaphragm wall is to be constructed to stop water seepage under the barrage. It increases barrage longevity.

6. Piers and pillars are to be constructed for the road bridge above and for installation of crest gates between them to pass the flood waters.

7. A still basin of 200 metres or more width between two banks on the river bed, to be constructed so that 100 meters downside and 100 metres upstream of the barrage. The still basins must be designed to facilitate the deepening of the river between barrages. The still basin is also to be designed to dissipate excess hydraulic energy downstream the barrage.

8. Crest gates shall occupy ¾ of the river width and the remaining 1/4 length of the barrage shall be used for water turbine installations on both sides of the barrage.

9. The still basin/spillway height can be determined so that stored back water cannot reach more than 1/3 of the distance towards upstream barrage.

10. Head regulators or to be installed for two canals, one on each side of the river bank, for water diversion, either through gravitation or by lifting water through pump sets.

11. The power generated by the water turbines shall be used to pump water into canals that carry it to dry lands at higher altitudes above the river water level.

12. The height of the spillway/still basin should be fixed for discharge of maximum flood waters recorded during the last 100 years without overflowing river banks and the road bridge on pillars.

13. The river banks towards upstream should be strengthened with riprap up to the distance where back waters reach.

14. Barrages act as an impediment to the natural flow of sediment transported by the river flow. This sediment gets deposited upstream of the barrage. At every barrage there should be a water injection dredger permanently placed for the regular flushing of sediment. This highly fertile sediment can be supplied free to farmers to enrich the agricultural lands adjacent to the river. This sediment increases the vitality of the soil and decreases the usage of chemical fertilizers.

15. There must be provision separately on the bridge for electrically operated cranes to move on the rails apart from regular movement of traffic. This crane can be used to remove trees, branches, agriculture waste, etc. that come with flash floods. The floating garbage may choke the intakes of turbines and hamper the free flow of water downstream for power generation.

Water resource management: 10-year long term plan—

This 10 year long term plan includes three steps:

This is the most important phase of water resources management. The conservation of water at the foot of the mountains, on mountain tops and between mountains makes all major, medium and minor rivers perennial. Water conservation at mountains is easy, time saving and cost-effective when compared to dam constructions. The main objective of water conservation plans in mountains is to protect natural forests, animal life; increase soil absorption and land fertility; decrease flash floods and soil erosion. The benefits of water conservation in mountains are enormous in the long run. Thick forests with high canopy trees can be grown on mountain tops and on its slopes. Thick forests on mountain tops and its slopes absorb the intensity of heavy rainfalls to check soil erosion and decrease the sediment deposits on river beds and dam beds. The longevity of dam storage capacities increases.

Mountains occupy 9, 60,000 square kms of Indian land. Out of which, the Himalayas occupy 5, 00,000 square kms of land area. Vindhya ranges, Satpura ranges, Aravali ranges, Western Ghats and Eastern Ghats, in India's peninsular region, occupy nearly 4,00,000 square KMs of land. That is equal to 10 crore acres and 12% of Indian land area. Vindhya ranges, Satpura ranges, Aravali ranges, and Western Ghats and Eastern Ghats are ideally suited for rain water conservation, as they receive 15% of India's total rainfall that is equal to 35,000 cubic KMs of water. 35,000 cubic KMs of water is equal to 12,360 TMC of water. The average height of these mountain ranges and Ghats is 600 metres. Conservation of rain water at these altitudes gives more potential energy to water by virtue of its position.

 Water conservation methods on mountain ranges include three steps:

       1. Digging deep trenches at the Foot of the Mountains;
       2. Construction of check dams between mountain valleys; and
       3. Construction of ponds on flat mountains.

Digging deep trenches at the Foot of the Mountains–

1. The total length of deep trenches that are to be dug around the mountains of Vindhya ranges, Satpura ranges, Aravali ranges, and Western Ghats and Easter Ghats in peninsular India is approximately 5,00,000 KMs.

2. The trenches should be 8 metres deep and 12 metres wide to store rain water from the summit and slopes of the mountains. The dug material should be used as a rock and earth wall with a height of 8 metres on the downside of this trench around the mountains. The rainwater running down from the mountains first fills these trenches before overflowing into streams and rivers. This rampart, formed by the mounds of earth dug by excavators, will act as a fortification around mountains for protection of animal habitat. There must be a provision for a ramp at every 3KMs with a small undug portion. The animals that fell accidentally into these trenches would easily walk to the ground by the ramps. In 10 to 20 years these trenches will be filled with vegetation, dead leaves, pebbles, top soil, etc. There shall be no problem with accumulation of sediments in the trenches. The mixture of these sediments will act as a super sponge to absorb water into the ground. The accumulated mass over the years in the trenches can be supplied to farmers free for enrichment of agricultural lands.

3. *Cost of digging trenches through:* heavy excavators with a capacity of digging 8 metres deep and 12 wide trenches shall be used. The estimated cost of digging 8 metres deep and 12 metres wide trench may be nearly 80 lakhs per one km of length. The total cost of digging 5 lakh KMs length of trenches at the foot of the hills and mountains cost nearly 4 lakh crores. The digging of trenches is necessary to preserve rain water in mountain ranges and Ghats in peninsular India. The embankments adjoining the trenches are useful in safeguarding forest trees from being illegally cut by smugglers and preventing animal poaching and the protection of wildlife.

4. *Formation of ponds on flat mountains:* approximately 40% of peninsular mountains are nearly flat-topped up to 20% corresponding to their base areas. If the top area of the mountains, which constitutes 10% of the total occupied land area of the peninsular mountains for water conservation, 1000 TMC of water can be stored on mountain tops.

5. The available top area of the mountains shall be divided into one-hectare portions. A 5 metre width and 3 metre depth around each hectare should be dug and this dug material should be used for pond embankments of the height of 3 metres. The centre of the tank shall be left untouched for raising high canopy trees. Trees are also raised on the embankments of all ponds. The purpose of these tanks on mountain tops is to preserve every drop of rainwater that falls on the mountains and stop it running down the mountains. So the entire mountain tops will be covered with high canopy trees surviving on the water stored in the ponds. This stored water in the rainy season on mountain tops slowly percolates through all its sloping sides to its feet, where deep trenches are dug to catch the running waters from mountain slopes. Heavy forests can survive on mountain slopes in the hot summer season, also by absorbing water that slowly oozes from multiple ponds on mountain tops.

6. The most important step in water conservation is the construction of check dams across streams in mountain valleys. These 3 metre height check dams, at regular distances in valleys, will inhibit the flow of running water streams between mountains and help forming of small brooks and lakes. The countless number of check dams on all peninsular mountain ranges help water conservation at a huge level at low cost, without damaging flora and fauna. These check dams between mountains, and ponds on mountain tops keep forests evergreen and will become highly productive in terms of fruits, honey, lac, herbs, fodder for animals and other forest products. These evergreen, highly productive forests enabled by water conservation projects hugely benefit tribals who primarily depend on forest products for their livelihood. The increased forest cover with availability of water throughout the year will keep forest herbivores thriving in large numbers, leading to plentiful availability of non-vegetarian food for the tribal population.

Thus, the basic thrust of water resources management is to store water everywhere and widespread, from high altitudes to low altitudes: on mountain tops; at the feet of the mountains; in rivers, in lakes and in village ponds, to quench the thirst of every acre of land every day during the entire year. The focus of water storage should be shifted from concentrated storage in large dams that submerge huge lands and displace lakhs of people to decentralised storage of water with minimal environmental damage.

Total investment for revitalising the agriculture sector in India

Cost of solar power plants with 10 lakh MW capacity = 40 lakh crores
[Without land cost]
Cost of digging 5 lakh KMs of trenches around mountains = 4 lakh crores
Cost of formation of ponds on mountain tops = 2 lakh crores
Cost of constructing check dams = 3 lakh crores
Cost of barrages, turbines, canals, pipelines =20 lakh crores
----
Total cost **= 69 lakh crores**

Benefits per annum
Value of the solar power generation at 2 Rs per unit = 5 lakh crores
Value of hydro power generation = 1 lakh crore
Value of increased foodgrains production = 14 lakh crores
Value of savings on imported vegetable oils,
fruits, nuts, petroleum products, etc. = 4 lakh crores

Total visible benefits per annum **= 24 lakh crores**

Invisible benefits

Rural employment is guaranteed with the availability of plentiful water for agriculture throughout the year. The migration from rural areas to urban areas in search of employment will be stopped. With the arrest of water shortages, self-sufficiency in foodgrains could be achieved. There will be sufficient production of fodder for cattle, thereby increasing milk and dairy products. By switching over from fossil fuel vehicles to e-vehicles, transport cost will be halved. According to government reports subject to correction, there are about 22 crore motorcycles, scooters and mopeds; 3 crore cars, taxis and jeeps; and 60 lakh auto rickshaws. If 90% of motorcycles, scooters, mopeds and auto rickshaws, and 50% of cars are transformed into e-vehicles with cheap supply of solar power for recharging, then carbon emissions could be reduced by 100 crore tons from 300 crore tons annually. India's percentage of global emissions will be reduced from 7% to 4%. The cumulative effects of reduced carbon emissions, the evergreen forests with high canopy trees and complete greenery encompassing the entire land area will reduce the average temperatures in India by at least 2 degrees centigrade.

If agriculture reforms and water resources management packed with solar power and wind power generation are not initiated immediately, then severe water shortages could cause India's foodgrains production to decline by 30%. Without proper water utilisation projects, the water wars between states could aggravate further. ■

(Disclaimer – Views expressed are author's personal opinion. The article published is part of author's Digital India project created for Top Tax System).

Author

Vijaya Krushna Varma
(The author is an Independent Researcher)

DR.AGARALA ESWARA REDDI: A DYNAMIC AND COMMITTED LEADER

Dr. Agarala Eswara Reddi was born on 28th December 1933 as a second son of Late Sri A. Venkata Subba Reddy and Smt. Mangamma at Thukivakam village of Renigunta (Mandal) of Chittoor district. He holds three M.A. Degrees in Humanities and on the advice of his father; he entered in the public life. Initially he was elected by the people of his village as 'Sarpanch' (G.P. President) and reached the highest position of Speaker of Andhra Pradesh Legislative Assembly. Dr. Reddi was a dynamic and committed leader. As a dynamic leader initially he chose to enter the administrative services. When he didn't get into it, he tried for other jobs, but he didn't secure suitable job. Later, he chose the 'politics' as a profession and continued in it whether he gets a position or not. However, he secured the highest position in the legislative system by moving from Swatantra Party to Congress party. He conducted the House with dignity, decency and decorum for the span of a period of three years i.e., 1979-1983. In 1982 Assembly Elections, Dr. Reddi was set up as a candidate to oppose the
matinee idol, Sri N. T. Rama Rao, who was a founder President of Telugu Desam Party and he lost the election. Though he was promised by the High command of the party that he would be accommodated in a suitable position either in the state or centre, but it was failed to keep up its promise. As a committed leader, he served the society and people by establishing educational institutions, writing articles to the newspapers, magazines and publishing books of varied importance. In this paper, an attempt is made to present a brief sketch about Dr. Agarala Ewara Reddi, his education, aspirations, disappointments, accomplishments and the life learning's. His unique qualities are also described at the end.*

Education of Dr. Reddi

Dr. Reddi had his schooling in Peffer Memorial (P.M.) High School run by Christian Missionaries and completed SSLC Examination in 1949. He had Graduation (B.A) with (History and Economics group) from S.V. Arts College at that time it was popularly known as Dabbarekula College located in Kapila Theertham (K.T.) Road, Tirupati. He did post-graduation (M.A.) in Politics and Public Administration from Madras Presidency College in 1955. He also obtained a Law Degree from Madras University and got his Ph.D., Degree in Political Science from Ranchi University.

Dream to enter in to the Administrative Services

Dr. Reddi was interested to pursue Civil Service Examinations to become an IAS or IPS by being inspired from the two brothers of Thondawada Village in Chandragiri Mandal viz., Sri M.Chandra Mouli Reddy, IAS and Sri M.Venkata Ramana Reddy, IPS, who were selected as the Collector of Nalgonda and the Superintendent of Police in A.P., respectively. While studying the Law Course in Madras Law College, he appeared for the IAS Competitive Examinations and Income Tax Group II

Services of UPPS, but it was no avail. Many of his friends' viz., Mr. G.S. Prabhakar and Mr. G.K.Reddy were became the IPS and IAS respectively.

Job Searches

When his dreams didn't come true, with the recommendation of Sri Bezawada Gopal Reddy, the then Minister of Civil Expenditure of A.P., Dr. Reddi tried for a position in the State Trading Corporation. After a formal interview, he was chosen for a Junior Officer's Post, which was declined by him. He also tried for the respectable posts by visiting Bombay and meeting his father's friend Sri Govinda Krishnayya, a Big Boss in Burmah Shell Company, but it couldn't materialize and he returned back to Tirupati.

When Sri Madabushi Anantasayanam Ayyangar, who was a leading Law Practioner and became the Speaker of Second Loka Sabha and contested for M.P. elections in 1955, Dr. Reddi worked as Election agent in his area. At that time, he gave a word that he would take him as a Legal Assistant to the Loka Sabha and groom him to be the Secretary of A.P. Legislature. But his father used to remark always 'if you get a good position in the administrative services like RDO or Police officer, then think of joining such positions or otherwise, you would contest the elections like Sri P.Rajagopala Naidu, who was M.P. of Chittoor Parliamentary Constituency and the leader of Swatantra Party. The Swatatantra party was founded by Sri Acharya N.G. Ranga and Sri C.Rajagopala Chari (Rajaji of Tamilnadu). His father further advised Dr. Reddi 'go to village people on foot like Sri P.Rajagoapala Naidu and solve their problems and If elections to be held, contest the elections without spending much of our resources'.

Entering into the Public Life / Politics

On the advice of his father, Dr. Reddi took the politics as career and entered into public life. Initially, he was elected as a Sarpanch unanimously by the people of Thukivakam village of Renigunta Mandal. Later, when the call was given by Sri C. Rajagopala Chari and other party leaders to start the Swatantra Party with lofty ideals and a sound programme for the amelioration of poverty by forming the government at center, Dr. Reddi impressed with the ideology of the party, joined the Party in 1960. He actively participated in the party conventions held at Guntur and Vijayawada. He considered Sri Rajaji and Acharya N. G. Ranga were as his mentors. In 1962 Assembly Elections, Dr. Reddi contested as the Swatantra Party candidate from Tirupati Assembly Constituency against Sri Reddivari Nadamuni Reddy of Narasinga Puram, who was the then Z.P. Chairman of Chittoor district and politically a strong man by heading several committees in the district. In spite of his hectic canvas in the constituency, he lost the election. However, in 1967 Elections, Dr. Reddi won in a triangle contest against Sri V. Srinivasulu Reddy of Reddivari Palli (Congress Party) and Sri P.S.Gurava Reddy of Tirupati Municipal Chairman (as an independent) with a thumping majority by securing 48,750 votes.

Elected to the Assembly and became as Speaker of A.P., Legislative Assembly

After a gap, Dr. Reddi was contested in 1978 Elections as Congress Candidate from the same Tirupati Assembly Constituency in a triangular fight given by Mr. I. S. Vasu (as Old Congress party), who was supported by Sri J.Vengal Rao, the then Chief Minister of A.P., and Sri P.S. Gurava Reddy, who was the Ex. Chairman of Tirupati Municipality (as Independent candidate). He won the election with a comfortable majority and was made as the Dy. Speaker with a cabinet rank by the Congress Legislature Party with the blessings of Sri T.Anjaiah, the then Chief Minister of A.P. Later in 1979, with the blessings of Smt. Indira Gandhi, the then PM, he was elevated as the Speaker of A.P., Legislative Assembly. During the period (1979-82), he introduced the post of Acting Speaker. He proved that he was successful in conducting the proceedings of the Assembly and establishing healthy traditions particularly in giving the Rulings for the effective functioning of the house. It's learnt that he commanded the respect of the entire house including the opposition leaders like Sri Puchlapalli Sundaraiah, Sultan Salahuddin Owaisi, Sri Gouthu Latchanna, Sri S.Jaipal Reddy, Sri M.Venkaiah Naidu etc.

Accomplishments as Legislator and the Speaker

After his election to the Assembly, all 25 elected MLAs of Swatantra Pary along with other 62 MLAs formed a 'Democratic Front'. Sri Sardar Gouthu Latchanna was the Leader of Opposition in the house. During question hour, Sri T.C.Rajan, MLA from Palamaneru Constituency and Dr. Eswara Reddi were used to ask LAQs jointly and no question would go unheeded. The other leaders like Sri S. Jayapal Reddy, Sri M.Venkaiah Naidu and Sri Vavilala Gopalakrishnaiah would seize the opportunity and put certain interpellations. As stated by Dr. Reddi in his 'Autobiography', these LAQs got good publicity in the daily newspapers. Sri Tarimala Nagi Reddy, the senior Communist Party Leader used to support them to summon the concerned minister at the appropriate time to get the proper answer to the question. By recognizing his services, he was made the Vice-President of the Swatantra Party of State Unit by its president Sri Gouthu Latchanna.

Dr. Reddi, as MLA, he tried to improve the conditions in the local hospitals such as Ruia Hospital, The Govt., Maternity Hospital, the SVIMS and the BIRRD, which were run by Tirumala Tirupati Devasthanams (TTD) and are deplorable. In the hospitals, no weighing machines, laboratory pans, no medicines like PAS given for the TB treatment and Penicillin injections were not given sufficiently. As the Ruia hospital was located in a corner at Alipiri near the foothills far away from the city, staff and patients were not able to commute the hospital and facing difficulty in reaching the hospital. In a Citizen's Forum, Dr. AER participated and listed all the problems and brought to the notice of the then C.M., Sri T.Anjaiah. He held a meeting with officers concerned and solved many problems on the spot and gave permission to procure the Cobalt Therapy unit to Ruia Hospital for which TTD released Rs.2.75 lakhs for the First Aid treatment to the cancer patients.

As the Syndicate member of S.V.University, he served the university for more than 12 years and contributed for its effective functioning and development. When the Srinivasa Auditorium was burnt, Dr. Reddi took pains for its renovation and

made it usable. He was also responsible for upgrading the Ananthapur P.G.Centre as Autonomous Institute and later as a full-fledged university – Sri Krishnadevaraya University. By creating a Charitable Trust on his wife Dr. V. Ramanamma's memory, he instituted the gold medals and scholarships for the meritorious students in S.V.Medical College and about 50 family pensions were given to the destitute and poor women every year.

Positions held by Dr. Reddi

From among the MLAs, Dr. Reddi was elected as a Board Member of the Andhra Pradesh Agriculture University (APAU), Hyderabad for five years. He was also elected as member from the registered Graduate Constituency of Rayalaseema districts to the Syndicate of Sri Venkateswara University (Tirupati), where he served the University for more than 12 years. Also he was elected as member to the Senate of Osmania University (Hyderabad) from the MLAs constituency. Further, Dr. Reddi was elected as Director of the 'Chittoor District Central Bank' and became the Vice-President of the 'District Cooperative Printing Press' and subsequently he were elevated as its president. Dr. Reddi was elected as Executive Council member of the Indian Institute of Public Administration (IIPA), New Delhi and also got elected from among the members of EC as one of the Vice-Presidents. He served as founder president of the Indian Institute of Public Administration (IIPA), Tirupati Local Branch.

Institutions Founded by Dr. Reddi

Dr. Reddi set up various academic institutions of high order for promoting higher education viz., Sri Srinivasa Junior College, Renigunta, Dr.AER Degree College & Post-Graduate College, Tirupati, Two MBA Colleges in Rama Puram and Ramachandra Puram and become a pioneer in educational administration. He also founded an Institution called 'Madabhushi Anathasayanam Institute of Public Affairs' (MAIPA) in memory of Sri M. Ananthasayanam Ayyangar, a great freedom fighter and the Speaker of Lok Sabha, Governor of Bihar in April, 1991. He conducted periodical meetings and conferences of MAIPA on different issues of national importance by inviting eminent personalities from different walks of life.

Dr. Reddi as a prolific writer

Dr. Reddi authored more than 10 outstanding books on various issues of development viz., Lok Sabha Elections 1977 and 1980 in Andhra Pradesh (which was a pioneering work for his Ph.D., awarded by Ranchi University), Electoral Reforms in India (which anatomizes the basic defects in Electoral procedures and provides valuable suggestions to revamp and uphold the system),   How High is Higher Education Today?, (which dealt the reforms needed in higher education), Memoires of a Speaker (which is useful to the legislators, parliamentarians, students of politics), Thus Speke of Dr. Reddy (in English) and Eve Naa Anubhavalu (in Telugu) (which is a compilation of various articles, essays and speeches published in leading newspapers, journals etc., as a book), Handbook on College Administration (1985) (coauthored with Dr.M.Abel). He also wrote a controversial treatise 'The Mudhra Scam and Mr. T.T. Krishnamachari ', which dealt on a financial scam rocked Independent India.

Awards and Fellowships conferred on Dr.Reddi

For his excellent services in public Life, Dr. Reddi was conferred with various prestigious awards and rewards. He was a recipient of 'Shrama Shakthi Award' from the Govt., of India for his Trade Union leadership of INTUC and Cotton Mills Employees' Union. He got the 'Best Community Service Award' from Indian Institute of Public Administration for his distinguished services to the Institute for more than 16 years as Executive Council Member and also got the 'Fellowship' from the Tamilnadu Academy of Political Science. In addition, he got 'Lifetime Achievement Award' for social Service, Seva Ratna Award, Honorary Ph.D., from the American University and D.Litt. (Honorius Cause) by Madras University.
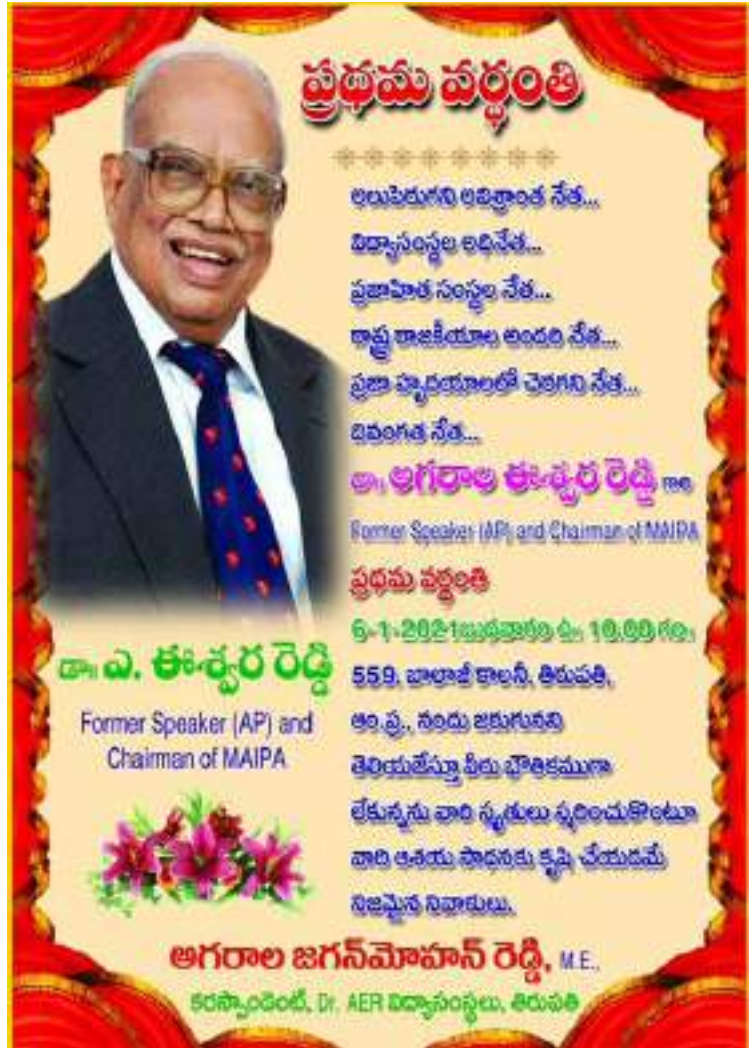
Dreams and Disappointments of Dr. Reddi

Dr. Reddi's public life is unblemished. He had his own good times and bad times. With all his academic qualifications, record of excellent services as public servant and speaker of A.P. Legislature, he faced a series of tragedies and disappointments in choosing his career, family life and reaching the highest position in governance.

Dr. Reddi had a checkered career, which include many changes, especially of education and employment. He wanted to study in Christian College, the best college in Madras noted for discipline, where he studied B.A., Degree with Economics Group and stayed in Shankar Villa, the hostel for the day scholars. He passed in the first attempt along with the seventeen students out of 40. Keeping his specialization, he opted for M.A., Economics from Madras Xian College, but the admission was denied to him by the Principal of the College. Then he was opted for admission to the Madras Presidency College in Branch V with 'Politics and Public Administration' and accommodation was given in Victoria hostel located in Triplicane. Though he was interested in Economics branch, as his bosom friends in the Group V Politics and PA branch, he decided to continue in the same group.

After completing M.A. course in Politics and Public Administration in 1955, he went to Delhi and sought admission in BCL course in Delhi University. During the same period, he also joined to pursue a Ph.D. in international studies from the Indian Institute of World Affairs. As there was an earthquake and with a fear complex and also he was not adjusted with the foods and oils, he discontinued the courses and return back to Tirupati.

As Dr. Reddi failed to secure either IAS or IPS cadre, with the recommendation of Sri Bezawada Gopal Reddy, the then Minister for Civil Expenditure of A.P., he appeared for interview for a Junior Officer's post in the State Trading Corporation, but he was given an Assistantship post, which was refused by him. Similarly, he went to Mumbai to find a job in Burmha Shell and other companies, but he could not get the suitable post. He also tried for the job through the Lok Sabha Speaker Sri Madabushi Anantasayanam Ayyangar, who has promised to take him as Legal Assistant. But, he chose to enter in to politics rather than doing in low paid jobs as per his father's advise.

Even in politics, Dr. Reddi was defeated in 1962 Elections and got elected in 1967 and 1978 Assembly polls. When he was in the Speaker's position in 1982, the Assembly was dissolved prematurely and gone for General polls. Sri N.T.Rama Rao, President of newly formed Telugu Desam Party also chose Tirupati as an additional Constituency to contest as MLA. As many seniors expressed reluctance to contest, Dr. Reddi came forward unmindful of the aura around him.

Thus, he was defeated by a margin of 46,879 votes. When Sri NTR resigned for Tirupati Legislative Assembly, the Congress party let down Dr. Eswara Reddi to contest in the by-election by fielding Dr. R. Rajasekhara Reddy of Narasinga puram. Eventually, Dr. Rajasekhara Reddy too was defeated in the by polls. However, the Congress High Command assured him to compensate suitably, but failed to keep its assurance. Thus, he was not chosen for any position of the Cabinet rank by facilitating his election to the Assembly or Parliament or Governor's position to the State of Indian union.

Further, in the family life, Dr. Reddi lost his two 'Saha Dharma Charinis' (wives) - Smt. Padmavathi (the daughter of his maternal uncle) and Smt.Dr. V. Ramanamma (who was chosen by Dr. Reddi) were died prematurely in a short span of 40 years. While writing 'Foreword' to his book 'An Autobiography of Agarala Eswara Reddy', Sri Potturi Venkateswara Rao (Former Chairman, A.P. Press Academy, Hyderabad) noted that 'he could have become a Professor but did not opt for it, he could have practiced an Advocate and would have become a judge or a successful lawyer but did not, had he seriously pursued his civil services examinations he could have become a IAS or IPS officer but he did not …..'.

Unique qualities of Dr. Eswara Reddi
Dr.Reddi was intelligent, hard working, interested to share his knowledge with friends' students and colleagues. He was with a humanistic nature, practical idealist and benevolent attitude to others. He won the hearts of political leaders, government officials, academics and social scientists through his MAIPA activities. He was rightly recognized by all as an educationist with a deep sense of commitment and dedication. Dr. Reddi was a good planner and had team skills.

Further, he was an embodiment of good qualities such as simplicity, kindness, honest, disciplined, time keeper, gratitude towards specific individuals and truthfulness of action etc.

Dr. Reddi used to associate with the academia and researchers besides political leaders. Another important feature of Dr. Reddi was to maintain the public relations with all the people, who are associated with him. He used to express his gratitude and a warm feeling of thankfulness towards specific individuals, who have supported him personally and politically. In different occasions, he invited the personalities like Justice V.R.Krishna Iyer, Judge of the Supreme Court, Sri N.Ravi, Editor of the Hindu, Dr. V.Shanta, Director, Adayar Cancer Institute, Sri R.Venkataraman, Former President of India, Dr.Subhas Kashyap, Former Secretary General of Lok Sabha, Sri Bezawada Gopal Reddy, Former Governor of UP, Sri C.V. Narasimhan, ICS (Retd.) etc. He used to conduct the important Conferences and Annual days of the institute in big halls at Hotels lavishly by spending from his own sources.

Conclusion

There is one saying that 'Don't live as an ordinary person, Live as personality person, will die one day, but personality will live forever'. Thus, Dr. Reddi lived with personality, record of service and clean public image. Everyone appreciates that even at his 90's he was full of enthusiasm for public service, though his body was not so supportive. He was a rarest of the rare among the politicians. Due to his dynamism and commitment, he was keep on thinking that how to tap the position in a public office and help the people as much as possible for their development. It is true that in the post script of his Autobiography (p.184), Dr. Reddi stated that he doesn't have pessimistic outlook but he was not given what was due to him so that he could have helped some more people and facilitated for their good development. He further said that he led a contented and organized life and he wished that all the people of the state to lead a happy and contended life. After leading 87 years of full life and serving the people in different capacities, he left the world on 16th February, 2020. ◼

Reference

Eswara Reddy, Agarala. An Autobiography: Agarala Eswara Reddy, Mudhra Prints, PP. 184.

Author

Prof.M.C.Reddeppa Reddy

(The author is the Former Director, Dept. of Adult and Continuing Education, S.V. University)

GOVERNANCE@WORK

With 58 Indicators distributed in 10 sectors, DGGI of J&K is one of unique exercise in assessing the status of Governance in the Districts of J&K: Dr Jitendra Singh

January 2, 2022

Jammu & Kashmir will soon become the first Union Territory in the country to have a district level Good Governance Index. Disclosing this after receiving an update from the newly appointed Secretary of Department of Administrative Reforms and Public Grievances (DARPG),Union Ministry of Personnel, V Srinivas, Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh said, Centre will set up District Good Governance Index (DGGI) in J&K and the Department of Administrative Reforms and Public Grievances (DARPG) will carry out this task in collaboration with the Union Territory Government. The framework of the proposed Index has been finalised with the technical support from the Centre for Good Governance (CGG) Hyderabad.

The Minister said that Prime Minister Narendra Modi is keen that we should replicate in Jammu & Kashmir, the same best practices of governance which are followed in other States and UTs of the country. He said, for a long time, as a result of certain constitutional and administrative constraints, many of the Central Rules of DoPT and ARPG were not applicable in Jammu & Kashmir, but in the last over two years, there has been a fast-track attempt to change the work culture and to follow the Mantra of "Maximum Governance, Minimum Government", which has been the guiding principle at the Centre and States ever since the Modi government came in 2014.

Good Governance Index at the district level, said Dr Jitendra Singh, will enable each of the 20 districts of Jammu & Kashmir to rise to the level of some of the best administered districts of the country, with time bound disposal of office files and other matters, increased transparency, increased accountability and increased citizen participation. He said, the next step would be to carry forward these Good Governance practices down to Tehsil and Block level.

The DGGI Framework has 58 Indicators drawn from different aspects of development and district administration distributed in all-encompassing 10 sectors such as Agriculture & allied sector, Commerce & Industry, Human Resource Development, Public Health, Public Infrastructure & Utilities, Economic Governance, Welfare & Development, Public Safety & Judiciary and Citizen Centric Governance.

These indicators were finalised after a series of consultations with the District officials of Government of Jammu & Kashmir, Academia, Subject Specialists, etc. Looking at the availability of authentic published data and other key principles, the set of indicators have been finalised from a larger list of 135 to 58.

To compute the index and rank, the Districts on their performance based on finalised 58 Indicators, an elaborate exercise of data collation followed by rigorous data sanitisation was undertaken. Final index computation process using standard and tested data normalisation and scoring methods is underway. This would result in coming out with Division-wise and District-wise ranks of the Districts. While there will be a comprehensive rank of Districts based on composite 10 Sectors, the DGGI will also offer a window on indicator-wise performance of the Districts.

Prize money for PM's Excellence Award doubled from Rs10 lakh to Rs 20 lakh in 2021

January 3, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh launched the Web Portal for PM's Excellence Award.

Speaking after the launch, the Minister said, under the leadership of Prime Minister Narendra Modi, the entire concept and format of the PM's Excellence Award has undergone a revolutionary change since 2014. PM's Award for Excellence in Public Administration portal for the year 2021-2022 is www.pmawards.gov.in.

Dr Jitendra Singh said that India's governance model has become a Jan Andolan with people responding to the Prime Minister's call for Jan Bhagidari in major schemes.

Referring to Prime Minister Narendra Modi's exhortation to the civil servants to "change their role from being a regulator to an enabling entity to turn the challenges into opportunities" Dr Jitendra Singh said, officers must become a facilitator to bring the "Ease of Life" for the common man.

Dr Jitendra Singh said, after 2014, the process and selection of PM's Excellence Award have been institutionalized and now this is based on the performance of the District, rather than that of the District Collector or individual civil servant. He said, another improvisation brought is to assess the scale and rating of the implementation of Flagship Schemes in the district.

The Minister also added that the prize money was also doubled this year from Rs.10 lakh to Rs.20 lakh to the awarded District/Organization which is to be utilized for implementation of project/programme or bridging resource gaps in any area of public welfare. The Minister informed that it is now mandatory for all District Collectors to apply for the Award. At the same time, he noted with satisfaction that from 80 districts in 2015, for the last two-three years all districts are participating in the award scheme.

For the year 2021, the scheme for Prime Minister's Awards for Excellence in Public Administration aims to recognize the contribution of civil servants in: 1)Promoting "Jan Bhagidari" or Peoples' participation in Poshan Abhiyan 2)Promoting excellence in sports and wellness through Khelo India scheme 3) Digital Payments and good governance in PM SVANidhi Yojana 4) Holistic Development through One District One Product scheme 5) Seamless, End-to-End Delivery of Services without Human Intervention and 6) Innovations

Next generation Administrative Reforms to bring citizens and Government closer on Digital Platforms

January 8, 2022

The Department of Administrative Reforms & Public Grievances (DARPG) and Ministry of Electronics & Information Technology (MeitY), Government of India, in association with the State Government of Telangana organized the 24th Conference on e-Governance (NCeG) 2021 on 7th – 8th February 2022 at Hyderabad, Telangana. The theme of this Conference is "India's Techade: Digital Governance in a Post Pandemic World". At the Valedictory Session today, 'Hyderabad Declaration' on e-Governance was adopted after intensive deliberations during the sessions held over two days.

The Conference was inaugurated by the Chief Guest, Dr. Jitendra Singh, Union Minister of State (Independent Charge), Ministry of Science and Technology, Ministry of Earth Sciences, Minister of State in the Prime Minister's Office, Minister of State of Personnel, Public Grievances & Pensions, Department of Atomic Energy and Department of Space, Government of India and presided by Shri K. T. Rama Rao, Cabinet Minister for Municipal Administration and Urban Development, Industries, Information Technology Electronics and Communications, Government of Telangana.

The 24th NCeG represented a platform for constructive exchange of ideas on some of the latest technologies for promoting e-Governance. The Distinguished speakers invited for the Conference shared their knowledge and insights on the themes identified for the Conference. The 24th NCeG 2021 provided all participating State and UT Government teams with a detailed view of the latest concepts and technologies to promote e-Governance and enable them to go back with useful takeaways for being implemented in their respective States and UTs.

Over the two days, discussions were held on six sub-themes in Plenary sessions- AatmaNirbhar Bharat: Universalization of Public Services; Innovation– Platformization, Emerging Technologies; Ease of living through Technology Interventions for Good Governance; Government Process Re-engineering and Citizen's participation in Government Processes; India's Techade – Digital Economy (Digital Payments – Building Citizen's Confidence). There were also parallel breakout sessions where the awardees of National e-Governance Awards 2021 from Centre, State and District showcased their award winning entries. These sessions were on the themes : Unicorns of 2021: Demonstrating Power of Innovation, Digital Excellence at District level; Seamless, Creating a technology Innovation Ecosystem, End to End service delivery without human interference through technological interventions; Replicability and sustainability in e-Governance-Best Practices. An Exhibition including a Wall of Fame was also organized during the event to showcase India's achievements in the field of e-Governance.

Over 50 speakers presented their papers in semi-virtual mode. The Conference was attended by over 2000 delegates in semi-virtual mode.

To recognise the implementation of e-Governance initiatives, the National e-Governance Awards 2021 were presented during the Inaugural Session. 26 awards were presented under the 6 categories of the Award Scheme to Central Ministries/Departments, State/UT Governments, Districts, Local Bodies, Public Sector Undertakings and Academic & Research Institutions. This include 12 Gold, 13 Silver and 1 Jury Award.

The 24th NCeG provided a platform for the delegates, including senior Government officers from across the country, industry stalwarts and researchers, to share best practices, latest technology developments, thus leveraging them for achieving effective governance and public service delivery. The focus of all the sessions was on learning by experience sharing effective e-governance tools for benefits of the citizen and achieve Prime Minister, Shri Narendra Modi's vision of 'Minimum Government, Maximum Governance'.

The Minister chairs the first ever DARPG's Vision India@2047 meeting with Sectoral Experts on Governance

January 15, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh today said that India's @2047 would have evolved beyond imagination. Not only are things moving fast , but the pace of this forward movement is much faster than ever before, which makes it very difficult to precisely visualise the exact shape of India that emerges 25 years from now, he said. But one thing is certain, he said, that when independent India turns 100, it will be the world's Technological and Economic powerhouse.

Chairing the first ever meeting of Sectoral Experts to deliberate on Vision India @2047 from the Governance perspective, organised by Department of Administrative Reforms (DARPG), Dr Jitendra Singh said, several initiatives, policies, schemes and programmes during the last 7 years have given rise to a new era, in what has been described as the dawn of

New India, and the emergence of Atma Nirbhar Bharat. Dr Jitendra Singh said, as we formulate the Vision for Governance, one has to recognize that to bring citizens and Government closer, digital institutions have to be created. He said, adopting 21st century management practices represents a significant challenge for Governments and it is with this objective that Prime Minister Modi has embarked on the ambitious Vision India@2047 initiative.

Referring to Prime Minister Modi's exhortation from the ramparts of Red Fort on 15th August, 2021, DrJitendra Singh said India's 'CAN DO' generation can achieve every goal imaginable. He quoted Modi as saying, "I believe that in 2047, on the occasion of celebrating 100 years of independence… whoever will be the Prime Minister after 25 years from today, when he will be unfurling the flag… I say this with confidence today that he or she shall be chronicling those accomplishments in his speech about which the country has taken a vow today... This is my firm belief of victory".

The Minister pointed out that the Government has tried to ensure digital infrastructure as a core utility to every citizen by providing unique digital identity, access to common service centres and has provided thousands of Services on Demand by seamless integration of services across Departments/Ministries. Recalling the DARPG's Regional Conference at Nagpur on 'Improving Service Delivery' in December 2019, he said, both State/Central Governments have tried to ensure availability of services in real time by digital empowerment of citizens. DrJitendra Singh said, the unprecedented scale at which several programmes have been implemented like One Nation One Ration Card, e-Office, CPGRAMS, Passport SevaKendras, e-Hospital reflect in the Government's willingness to adopt 'Building to scale Building to last' approach where Reforms are deep rooted and long lasting.

V.Srinivas, Secretary, DARPG informed that in 2021, the Department of Administrative Reforms and Public Grievances has strived to adopt the Whole of Government Approach in implementing 3 critical campaigns aimed at deepening administrative reforms. The initiative for Increasing Efficiency in Decision Making envisaged reducing the channels of submission, financial delegation, operationalization of e-Office version 7.0, Digitization of Central Registration Units and Operationalization of Desk Officer System in all Ministries/ Departments.

Some of the eminent Sectoral Experts who presented their views for India Vision @47 included Prabhat Kumar, former Cabinet Secretary, Sanjat Kothari, former CVC,Dr K. Radhakrishnan former ISRO Chairman, Prof Eroll D'ouza , Prof Himanshu Roy, Prof Abhay Karandikar, Prof Sachin Chaturvedi, Dr R. Balasubramanium, Prof Nirmalaya Bagchi, Dr C. Chanramauli,,Dr Mahadeo Jaiswal and S.N. Tripathi.

Mentally challenged child entitled to Family Pension

January 30, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh said that mentally challenged child of a deceased Government employee/Pensioner is entitled to Family Pension and the spirit of this provision needs to be understood and respected.

Giving details, the Minister said, this reiteration in public was necessitated by the fact that it has come to the notice of the Department of Pension & Pensioners' Welfare that in some cases the Banks are not allowing Family Pension in respect of a mentally challenged child through the person nominated by the Pensioner or his/her spouse and they insist for a Guardianship Certificate issued by a Court of Law.

Dr Jitendra Singh emphasised that under the leadership of Prime Minister Narendra Modi, the Government follows the Mantra of Good Governance for bringing "Ease of Living" to the common man. In that spirit, the provision for nomination for Family Pension is intended to avoid any hassle to the child suffering from a mental disability in obtaining Guardianship Certificate from the Court or in claiming Family Pension after the death of his/her parents. Therefore, he said, insisting for a Guardianship Certificate by a Bank in such cases defeats the very purpose of such nomination and also amounts to violation of the statutory provisions of Central Civil Service (Pension) Rules, 2021.

The Department has, therefore, reiterated the provisions of the above rules. CMDs of all Pension Disbursing Banks have been advised to issue suitable instructions to their CPPCs/ Pension Paying Branches for payment of Family Pension in respect of a mentally challenged child through the person nominated by the Government servant/Pensioner/ Family Pensioner in accordance with the statutory provisions of the Rules and not to insist for a Guardianship Certificate issued by Court of Law in such cases.

Pertinent to mention that in recent months, the Department of Pensions has introduced a number of path breaking reforms including relaxation in the provision of Family Pension for divorced daughters, introduction of Face Recognition Technology through mobile app for ease in submitting Life Certificate by elderly pensioners, Electronic Pension Pay Order, assistance from Postal Department to facilitate pension process etc.

Capacity Building Commission under Mission Karmayogi

February 2, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pen-

sions, Atomic Energy and Space, Dr Jitendra Singh said that Capacity Building Commission has been setup as envisaged under Mission Karmayogi.

In a written reply to a question in the Lok Sabha today, Dr Jitendra Singh informed that the Special Purpose Vehicle (SPV) namely 'Karmayogi Bharat' has been incorporated under Section 8 of the Companies Act, 2013 on 31st January,2022.

The details of the chairman and other Members of the Capacity Building Commission appointed with the approval of Appointments Committee of the Cabinet are as following:

Chairman – Shri Adil Zainulbhai
Member (HR) – Shri Ramaswamy Balasubramaniam
Member (Administration) – Shri Praveen Pardeshi

The Minister inaugurates "Innovations in Public Administration" programme of Capacity Building Commission of Mission Karmayogi

February 4, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh said that technology based governance is no longer an option, but a necessity and under Prime Minister Narendra Modi, technological innovation has become a hallmark of the governance system.

The Minister was speaking after inaugurating "Innovations in Public Administration" program of Capacity Building Commission (CBC) of Mission Karmayogi to identify successful innovations in public service pioneered by civil servants. He said, these will serve as case studies for capacity building of present and future civil servants. The Minister said that a CBC Knowledge Repository will be created to be accessed by all to scale up successful innovations in the whole country.

The event marked the launch of the portal, which would be open from February 4th to March 5th for government employees to share innovations undertaken by them. Capacity Building Commission invites all Government Employees to share their successful innovations at https://innovateindia.mygov.in/cbc-inviting-innovations. Selected Innovators will have the opportunity to showcase their leadership, creativity and initiatives to enhance governance and public service delivery in the Annual Health of Civil Services Report.

Lauding the role of CBC for successfully taking forward the vision of Prime Minister for genuine empowerment of civil servants within a short span of six months, Dr Jitendra Singh called upon them to set up Global Benchmarks to face global challenges head on.

Dr Jitendra Singh said that Prime Minister Narendra Modi has a special penchant for governance reforms and in the last seven and half years several out of box ideas were implemented for scaling up the administrative output. He said, in 2016 a path breaking decision was taken making it mandatory for civil servants to undergo a three-month stint as Assistant Secretaries at the Centre before going to their respective cadre.

Similarly, the Minister said, the entire concept and format of the PM's Excellence Award has undergone a revolutionary change since 2014 as the focus shifted from Individual performance to competition among districts for excellence achieved in implementation of flagship schemes. The Minister said that India's governance model has become a Jan Andolan with people responding to the Prime Minister's call for Jan Bhagidari in major schemes.

Dr Jitendra Singh said the training is also undergoing a sea-change in LBSNAA Mussoorie and other Central Training Institutes with a renewed focus on modern curriculum and Integrative Approach. He said, through Mission Karmayogi, the ultimate objective of the Governance is to bring "Ease of Living '' for the common man of India.

Chairman of Capacity Building Commission Adil Zainulbhai in his address said that Innovation Portal will be open for about 3.1 million civil servants to capture the innovations that will have huge bearing on efficiency of governance. He said, innovators will be rewarded suitably and the unique projects will be scaled up.

Member (HR) CBC, Shri Ramaswamy Balasubramaniam said that for the 1st time after 75 years of Independence, an Annual Health of Civil Services Report will be released. He also added that India can become a global repository of case studies of civil servants for successful innovations.

Member (Administration) Shri Praveen Pardeshi, Secretary, CBC, Hemang Jani and over 100 top bureaucrats across the country joined the launch event today.

During the event, the Commission invited three innovators from different states to share their experiences of driving innovation projects. Dr Rajendra Bharud, Commissioner, TRTI presented about Soak pit model for gutter free villages in villages of Maharashtra. Dr Rakesh Gupta, Joint Commissioner, Ministry of Women and Child Development, presented on Antyodaya Saral project implemented in Haryana to improve citizen service delivery; and Ms Kshipra Agre, Deputy Collector, Valsad presented on Early flood warning system implemented in Valsad, Gujarat.

Union Minister Dr. Jitendra Singh says Centre is examining the comments received from the States/UTs on a proposal to amend Rule 6(1) of IAS (Cadre) Rules, 1954, relating to the Central Deputation of IAS officers

February 9, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth

Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr. Jitendra Singh said, the Centre is examining the comments received from the States/UTs on a proposal to amend Rule 6(1) of IAS (Cadre) Rules, 1954, relating to the Central Deputation of IAS officers.

In a written reply to a question in the Lok Sabha, Dr Jitendra Singh said, the Indian Administrative Service (Fixation of Cadre Strength) Regulations, 1955 provide for a Central Deputation Reserve not exceeding 40% of the Senior Duty Posts of a cadre/joint cadre. However, State Governments have not been sponsoring adequate number of officers for central deputation to meet the requirements of the Government of India.

Therefore, in order to address the above problem, comments have been sought from States/UTs, in terms of the provisions contained in Section 3 of All India Services Act, 1951on a proposal to amend Rule 6(1) of IAS (Cadre) Rules, 1954, relating to the Central Deputation of IAS officers.

Capacity Building Commission meet on Civil Services Reforms

February 26, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh said that an ideal public administration must be competitive, efficient, cost effective and accountable to deliver good governance.

Addressing an event on 'Revisiting the History of Civil Service Reforms from Capacity Building Lens', the Ministersaid, public officials today are facing increasing pressure to deliver better services with fewer resources which requires, among other things, an investment in capacity building. He maintained that the Civil Servants for a New India need to keep pace with these constant and evolving changes.

Dr Jitendra Singh underlined New Generation Reforms for New Generation Civil Servants and said that India must follow global benchmarks in Governance as it is poised to assume a global leadership role in the Comity of Nations. He said, increasing Transparency, Accountability and People-Centric Delivery mechanisms must become cornerstones of New Generation Reforms for the New Generation Civil Servants.

Dr. Singh said that the Capacity Building Commission of India will be publishing an 'Annual Health of Civil Services Report' (AHCSR) in 2022 that will take a deeper look at the performance of the Indian civil service and how Mission Karmayogi is impacting capacity building in the civil service. He opined that the concept of 'Good governance' is not alien to India and is well captured even in the country's ancient literatures. It has been seen as a comprehensive pathway to achieving the ideal state of serving people and overcoming the crisis and challenges in administration. He said that in our ancient literature, the foundation of good governance is based on Dharma (righteousness). One who practises 'Dharma' immediately distinguishes oneself from the present materialistic repository of values. For a Civil servant following the path of Dharma and supporting it with good Karma will lead to administrative excellence. The earliest works on Public administration in India have been illustrated in various sacred texts such as Vedas, Buddhist literatures, and Jain canonical works.

The Union Minister said that a thorough study of Ancient Indian works present to us stellar examples of political philosophies. The science of statecraft in India is well rooted in our history and has been lived in and evolved upon. We have so much learning to build upon that we don't have to look towards the West for at least our political philosophy.

Dr.Jitendra Singh stated that present governments can use the learning of traditional, historical knowledge and recent administrative reform attempts to further improve governance and achieve the goal of Maximum Governance, minimum government. The Minister expressed hope that Mission Karmayogi will be a key enabler in continuously augmenting and enhancing delivery, and over the time will be able to support in achieving the goal of $5 Trillion economy set by the Prime Minister. He said, the foundations of this Mission are rooted in the recognition that a citizen-centric civil service empowered with role right attitude, functional expertise and domain knowledge will result in improved ease of living and ease of doing business. He said, in the background of ever changing demographics, digital penetration as well as growing social and political awareness, there is a need to empower the civil servants to be more dynamic and professional.

The Capacity Building Commission (CBC) and Ashank Desai Centre for Leadership and Organisational Development (ADCLOD), IIM-Ahmedabad hosted the Virtual Roundtable Conference on 'Revisiting the History of Civil Service Reforms from Capacity Building

The event was organized to understand the historical perspectives of public administration in India, key implementable recommendations from earlier Administrative Reforms Commissions (ARCs) and to capture ideas that can aid the capacity building agenda of Capacity Building Commission. Secretary, DARPG, Shri V.Sinivas and other senior officials also graced the occasion. The event was chaired by Mr Adil Zainulbhai, Chairman of the Commission, in the presence of Members – Dr R. Balasubramaniam and Mr Praveen Pardeshi - and Secretary of the Commission – Mr HemangJani.

The Minister inaugurates three Day Orientation Programme on Urban Governance for Mayors/ Chairpersons and Municipal Commissioners/Chief Executives Officers from Urban Local Bodies from Jammu & Kashmir at IIPA

March 2, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh today said that the NDA Government under Prime Minister Narendra Modi has given special emphasis on urban sector in the last 8 years to ensure economic development of all the states.

Inaugurating the three-Day Orientation Programme on Urban Governance for Mayors/ Chairpersons and Municipal Commissioners/Chief Executives Officers from Urban Local Bodies from Jammu & Kashmir, Dr Jitendra Singh said, for the first time, this year's union budget talks about urban planning and development in a 25 year perspective when 50% India will be living in urban areas.

The Minister said, Union Budget of 2022-23 allocated the highest ever grant of Rs 76,549.46 crore and announced several measures including setting up a high-level committee of planners, economists, and institutions to steer a paradigm change in the approach towards urban sector policies, planning, implementation, capacity building, and governance. The Minister said, by the time India turns 100 in 2047, about half the population of the country is likely to live in urban areas.

Dr Jitendra Singh said, since 2014 many special urban missions have launched which include SBM (Swachh Bharat Mission), PMAY (Pradhan Mantri Awas Yojana), AMRUT (Atal Mission for Rejuvenation and Urban Transformation), SCM (Smart Cities Mission), NULM (National Urban Livelihood Mission) to ensure that the transition to urban majority society is inclusive, sustainable, environment friendly and productive.

Dr Jitendra Singh said in India, the states with the above average level of urbanisation have much higher per capita income than states with low level of urbanisation like Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha etc. The states from Gujarat up to Tamil Nadu have either achieved 50% mark (Tamil Nadu) or are closer to the urban majority, he added.

Referring to Orientation Programme on Urban Governancefor municipal leaders from Jammu and Kashmir, Dr JitendraSingh said, the organisation of this course in the 75th years of Independence has special significance as India is undergoing a transition from semi-urban (25% plus) to urban majority society by next 25 years. He said, it is a symbol of economic growth as urbanisation is linked with expansion of manufacturing and services.

The Minister pointed out that like the country as a whole, Jammu and Kashmir is also undergoing a changeover from 27% urban population in 2011 to half way mark in coming decades. He, however added that this journey poses a challenge to carry out urban sector reforms effectively as initiated by our urban missions. He said, the role of Jammu which is one of the oldest municipalities, created in 1930, and is the gateway of state is crucial to expedite economic development in the state.

Dr Jitendra Singh said that in the overall context, he is happy to note that the municipal corporation of Jammu which was created in 2000 has taken appreciable steps in the last few years, which include online payment gateway and approval procedure, checking illegal construction, banners hoardings and efficient grievance redressal. He, however, added that there are several innovations and best practices in other parts of the country which need suitable exposure for the city of Jammu and in this connection, the role of elected leaders in the city government becomes decisive.

Dr Jitendra Singh referred to multiple roles of elected leaders like developing a bottom-up connectivity in city governance,promoting emergence of natural leadership from the grass-root level, community participation and mobilisation of local resources, and operating as intermediary link between city government and community, and state leadership and city. He said, water, sanitation, mobility and housing are key areas of our attention.

Dr Jitendra Singh said, besides the Jal Jeevan Mission with a focus on Har Ghar Nal se Jal, the country has already achieved ODF (Open Defecation Free) status for all the urban areas. He said, Smart Cities Mission is providing infrastructure and governance, PMAY is focusing on affordable housing, while PMSVANidhi is providing working capital loan to street vendors. All these schemes need suitable implementation in Jammu, the Minister emphasised.

In his concluding remarks, Dr Jitendra Singh said, the three-day programme of IIPA covers a pointed exposure on government of India missions and case studies from different parts of the country and added that these lessons will certainly give some take home points for adaptation in Jammu. He said, the urban reforms in Jammu are not only important for the city but are also important for other towns in the state. The Minister expressed hope that this three day conclave on urban governance will provide live cases and agenda for each of our elected representatives and will add to our efforts to make Jammu a clean, green and productive city.

Minister addresses valedictory function of three-day Orientation Programme on Urban Governance for Mayors/ Chairpersons and Municipal Commissioners/Chief Executive Officers from Urban Local Bodies from Jammu & Kashmir at IIPA

March 4, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr Jitendra Singh today said that Prime Minister Narendra Modi is committed to strengthen the local bodies in Jammu and Kashmir. He said that this three-day workshop of local bodies' representatives of Jammu is a step in that direction which will be followed by a similar program for Srinagar and then other parts of Jammu and Kashmir.

Addressing the valedictory function of three-day Orientation Programme on Urban Governance for Mayors/ Chairpersons and Municipal Commissioners/Chief Executive Officers from Urban Local Bodies from Jammu & Kashmir at the Indian Institute of Public Administration (IIPA) headquarters, New Delhi today, Dr. Jitendra Singh, who is also the Chairman of IIPA, said that the smooth elections to the village councils and the the first-ever elections to District Councils after seven decades, conducted in Union Territory of Jammu and Kashmir are a symbol of commitment of the Government of India, led by Prime Minister Modi, to strengthen the local bodies.

The Union Minister said that there have been efforts to change the political culture since Narendra Modi became the Prime Minister of India in 2014. He said that Prime Minister Modi has given the mantra of 'Reform, Perform, Transform' and today transparency in all spheres and at all levels of the governance can be seen.

Dr Jitendra Singh said that honesty and accountability are the key words for the smooth conduct of the duties by people's representatives. He added that the local bodies' representatives should be in better coordination with the officials to be able to remove several obstacles easily. He urged the participants to inculcate vision, imagination and innovation.

Dr. Jitendra Singh said that efforts are on to conduct a number of programs in Jammu and Kashmir such as start-up based workshops which can open a new horizon for people, especially youth of the valley. Such programs will be based on themes, specific to the local area. Similarly, discussions are on with the M/o Skill Development and Entrepreneurship to organise Rozgar Mela.

Dr Jitendra Singh referred to multiple roles of elected representatives like developing a bottom-up connectivity in city governance, promoting emergence of natural leadership from the grass-root level, community participation and mobilisation of local resources, and operating as intermediary link between city government and community, and state leadership and city. He said, the urban reforms in Jammu are not only important for the city but are also important for other towns in the state.

Dr. Jitendra Singh gave away certificates to 28 participants of the three-day programme and also released a booklet titled, 'Training Need Assessment for Virtual Training on Urban Governance for Municipal Engineers', penned by Professor KK Pandey, Faculty, CUS, IIPA and Dr. Sachin Chowdhry.

Senior officials of IIPA including SN Tripathi, DG, IIPA and Amitabh Ranjan, Registrar, IIPA were also present on the occasion.

DARPG, IIT Madras at IITM Research Park brings IAS officers, academics, and start-ups together in novel Symposium

March 8, 2022

Government of India (DARPG), in collaboration with Indian Institute of Technology Madras organized a three-day symposium on 'Imagining India @2047 through innovation' between 7th and 9th March 2022 at IIT Madras Research Park (IITMRP), Chennai.

This Symposium was organized to bring together pioneering minds in the country across the diaspora of academia, Government, and entrepreneurs to evolve a 'Vision 2047,' marking India's 100th year of independence. DARPG and IITM selected around young officers working as Deputy Secretaries of Government of India, District Collectors who will be serving in 2047 and Young entrepreneurs will have teamed together to collectively brainstorm innovative solutions for benefits of the citizens.

Around 300 participants from all over India including Principal Secretaries (AR) of all States and all ATI's joined the inaugural session.

Mr. V Srinivas, Secretary, Department of Administrative Reforms & Public Grievances (DARPG), Shri Surendra Nath Tripathi, DG, IIPA, Professor V Kamakoti, Director of IIT Madras & Professor Ashok Jhunjhunwala President, IIT Madras Incubation Cell (IITMIC) and IIT Madras Research Park (IITMRP) were present at the inaugural ceremony to address this expansive audience.

Induction programme at IIPA of 30 lateral entrants of GoI at the level of Joint Secretary / Director and Deputy Secretary during their 15-day

March 22, 2022

Union Minister of State (Independent Charge) Science & Technology; Minister of State (Independent Charge) Earth Sciences; MoS PMO, Personnel, Public Grievances, Pensions, Atomic Energy and Space, Dr. Jitendra Singh said that the Narendra Modi government has streamlined the lateral entry appointments to induct best of the best talent for a particular task, coupled with expertise.

Dr Jitendra Singh recalled that lateral appointments were made even by the earlier governments and some of the most famous lateral appointments include that of the former Prime Minister Dr Manmohan Singh as Chief Economic

Advisor in 1972. However, the Modi Govt has sought to institutionalise the process by routing it through UPSC and fixing a criteria for selection which is objective, transparent and purely merit cum experience based.

Interacting with the 30 lateral entrants into the Government of India at the level of Joint Secretary / Director and Deputy Secretary during their 15-day induction program at the Indian Institute of Public Administration, New Delhi, the Minister said that the ultimate goal of the lateral entry mechanism is to select best of the best from a wider pool of choice as various flagship schemes started by Prime Minister Shri Narendra Modi require new skill set and expertise. He noted that this is happening at a crucial time when Prime Minister Modi is leading India to be a frontline nation in the world.

Dr. Jitendra Singh, who is also the Chairman of IIPA Executive Council, suggested to the inductees that accountability, transparency and citizen-centric approach should be the hallmark of their stint with the Government of India.

The Union Minister opined that the gap between the corporate and the government sector is narrowing rapidly and that enhanced skills are needed in new work approach system of today.

Dr. Jitendra Singh said that since India's stature in the world is on a rise, the entrants can make best use of this great opportunity to contribute to the nation building. He said that the efforts of today can make India a world leader in next 25 years, when the country celebrates 100 years of its independence.

30 lateral entrants include three Joint Secretaries, 18 Directors and nine Deputy Secretaries, representing 21 Ministries / Departments of the Government of India. Shri SN Tripathi, DG, IIPA, Shri Amitabh Ranjan, Registrar, IIPA and Smt. Rashmi Chowdhary, Additional Secretary, DoPT were among several other dignitaries present at the event.

Shortage of IAS Officers

March 23, 2022

The Government has increased the annual intake of IAS officers to 180 through Civil Services Examination (CSE) till CSE-2021. The Government has also constituted a Committee for recommending the intake of Direct Recruit IAS officers every year through CSE from CSE-2022 to CSE-2030. As far as IPS is concerned, intake of IPS (RR officers) through CSE (Civil Services Examination) has been increased from 150 to 200 w.e.f. CSE-2020. Further, filling up of vacancies through induction from State Services is a continuous process and Selection Committee Meetings are held by the Union Public Service Commission (UPSC) with the State Governments.

The details of strength of IAS officers of various cadres, represented as Total Authorized Strength, which comprises of Senior Duty Posts (SDP), Central Deputation Reserve (40% of SDP), State Deputation Reserve (25% of SDP), Training Reserve (3.5% of SDP), Leave Reserve & Junior Reserve (16.5% of SDP) and those in-position as on 01.01.2021 are as following:

The Cadre Rules of all three All India Services viz IAS, IPS and IFoS contain provisions governing the central deputation of AIS officers. However, State Governments have not been sponsoring adequate number of officers for central deputation. Accordingly, in terms of the provisions contained in Section 3 of All India Services Act, 1951, comments have been sought from States/UTs on a proposal to amend Rule 6(1) of respective cadre rules.

This information was given by Minister of State in the Ministry of Personnel, Public Grievances and Pensions and Minister of State in the Prime Minister's Office, Dr. Jitendra Singh in a written reply in Lok Sabha.

CHILD CARE LEAVE (CCL)

March 23, 2022

Female Government servants appointed to the Civil Services and posts in connection with the affairs of the Union are eligible for Child Care Leave (CCL) under Rule 43-C of the Central Civil Services (Leave) Rules, 1972 as following:

(i)   For a maximum period of seven hundred and thirty days during entire service for taking care of two eldest surviving children upto the age of 18 years.

(ii)   No age limit in case of disabled child.

(iii)   For not more than three spells in a calendar year.

(iv)   In case of a single female Government servant, grant of CCL in three spells in a calendar year shall be extended to six spells in a calendar year.

As per Rule 43-C (3) CCL shall not ordinarily be granted during the probation period except in case of certain extreme situations where the leave sanctioning authority is satisfied about the need of CCL to the probationer, provided the period for which such leave is sanctioned is minimal.

In terms of Rule 43-C of CCS (Leave) Rules, 1972, CCL cannot be demanded as a matter of right and under no circumstances can any employee proceed on CCL without prior approval.

This information was given by Minister of State in the Ministry of Personnel, Public Grievances and Pensions and Minister of State in the Prime Minister's Office, Dr. Jitendra Singh in a written reply in Lok Sabha today.

Restoration of Old Pension Scheme

March 24, 2022

The National Pension System (NPS) was introduced for Central Government employees w.e.f. 01.01.2004 vide Ministry of Finance (Department of Economic Affairs) Notification No. 5/7/2003-ECB & PR dated 22.12.2003 for all new recruits joining the Central Government service (except armed forces) from 01.01.2004.

On introduction of the National Pension System, the Central Civil Services (Pension) Rules, 1972 were amended. Accordingly, the benefits of old pension scheme under the Central Civil Services (Pension) Rules, 1972 are not admissible to the Central Government civil servants appointed on or after 01.01.2004, under the amended rules.There is no proposal to re-introduce old pension scheme to Central Government civil employees joined on or after 01.01.2004 under consideration of Government of India.

NPS is now regulated under PFRDA Act, 2013 and regulations framed there under by PFRDA and Department of Financial Services. As per information furnished by Department of Financial Services:

The returns being market linked is a basic design feature of the National Pension System (NPS), however, pension being a long term product also enables the investments to grow with decent returns, despite short term volatility. Further, the prudential guidelines stipulated by the Pension Fund Regulatory and Development Authority (PFRDA), the skills of the professional Fund Managers chosen through a rigorous process, and choice of asset allocation across various asset classes (Equity, Corporate Bond, Government Securities) enable the subscriber's accumulations to grow over the long term, riding over the short term volatility.

To safeguard the interest of the subscribers against any possible erosion of the pension wealth in times of an economic downturn, the exposure of equity/ equity linked

instruments have been limited to only 15 % in the default scheme, which is made available to the Government subscribers in a default mode. Equity exposure exceeding this limit of 15% is only available for the subscribers who choose to exercise individual investment choice while moving out of the default scheme. Further, risk averse subscribers can also choose to invest their entire contribution (100%) in Government bonds.This information was given by Minister of State in the Ministry of Personnel, Public Grievances and Pensions and Minister of State in the Prime Minister's Office, Dr. Jitendra Singh in a written reply in Rajya Sabha.

Redressal of Public Grievances

March 24 2022

The Government has created a grievance redressal platform namely Centralised Public Grievances Redress and Monitoring System (CPGRAMS) accessible at https://pgportal.gov.in. Any citizen can lodge his/her grievances pertaining to the Central Ministries/ Departments /State Governments / Union Territories (UTs) through this platform. Every Ministry / Department in Government of India and State Government/UT have access to this system and grievances are resolved by the concerned Ministries/ Departments/ States/ UTs. A total of 81000 grievances officers and 792 Appellate/Sub Appellate authorities have been mapped in the CPGRAMS. A timeframe of 45 days has been prescribed to dispose of a grievance. In case redressal is not possible within the prescribed time-frame an interim reply shall be given to the citizen. About 1,17,06,366 Grievances have been disposed of in CPGRAMS from 01.01.2015 to 28.02.2022.

This information was given by Minister of State in the Ministry of Personnel, Public Grievances and Pensions and Minister of State in the Prime Minister's Office, Dr. JItendra Singh in a written reply in Rajya Sabha today.

National Recruitment Agency

March 24, 2022

In the Budget for the year 2020-21, an announcement was made that the National Recruitment Agency (NRA) would be set up as an independent, professional and specialist organization for conduct of a computer-based online Common Eligibility Test (CET) for recruitment to Non-Gazetted posts.

It has been envisaged that the CET would screen /shortlist candidates for certain categories of posts in Central Government for which recruitment is carried out through the Staff Selection Commission (SSC), Railway Recruitment Boards (RRBs) and Institute of Banking Personnel Selection (IBPS). Based on the screening done at CET score level, final selection for recruitment shall be made through separate specialized tests/examinations, to be conducted by the respective recruitment agencies.

An Expert Advisory Committee has since been setup by NRA to recommend, inter-alia, the common Syllabus and scheme for the CET.

The officers/officials posted in NRA include Chairman, Secretary-cum-Controller of Examinations, Director and Deputy Secretary etc.

This information was given by Minister of State in the Ministry of Personnel, Public Grievances and Pensions and Minister of State in the Prime Minister's Office, Dr. Jitendra Singh in a written reply in Rajya Sabha.

Compiled by –
Nandita Thagela

PERIODICALS

The Institute disseminates information, analyses, viewpoints and knowledge related to public administration, governance, policy and development through its regular publications viz., monthly digital editions of IIPA e-Newsletters, quarterly editions of Indian Journal of Public Administration (IJPA) in association with Sage Publications, quarterly editions of Nagarlok, quarterly editions of Documentation in Public Administration (DPA), biannual editions of Lok Prashashan (Hindi Journal) and quarterly editions of IIPA Digest.

So far IIPA has published more than 500 books, monographs, reports, working papers, and compendiums in spheres of governance and public administration. A few of the books authored by renowned authors including IIPA faculty members are also available for purchase.

INDIAN JOURNAL OF PUBLIC ADMINISTRATION (IJPA)
(Quarterly since 1955)

Flagship refereed UGC CARE listed journal of IIPA, IJPA in collaboration with SAGE Publications publishes manuscripts covering topics related to Public Administration, Public Policy, Good Governance, Bureaucracy, Leadership, Environment, Law, Social Welfare, etc. Research articles, case studies, book reviews, essays, notes and documents related to themes authored by experts are regularly featured in IJPA. The author of the best article every year is conferred with the prestigious late Shri TN Chaturvedi Award by the Hon'ble Vice President of India.

LOK PRASHASAN (HINDI)
(Bi-annually since 2008)

Lok Prashasan is IIPA's only Hindi journal published with an aim to promote Hindi language and encourage Hindi literature in the field of public administration. Articles and research papers related to Public Administration, Public Policy, Good Governance, Bureaucracy, Leadership, Environment, Law, Social Welfare, etc., are regularly published in this journal.

IIPA DIGEST
(Quarterly since 2019)

The magazine covers news, stories and features related to latest initiatives and trends of government.

NAGARLOK
(Quarterly since 1969)

The journal covers topics related to Urban Studies with a focus on Urban Life, Metropolitan System, Urban Economic Development, Urban Finances, etc.

DOCUMENTATION IN PUBLIC ADMINISTRATION (DPA)
(Quarterly since 1973)

DPA indexes articles/papers/reports/monographs on Public Administration covered by various periodicals.

IIPA NEWSLETTER
(Monthly since 1955)

Now only available as an e-newsletter, it features news related to events and programmes conducted in the Institute.
To read more visit our site iipa.org.in

INDIAN INSTITUTE OF PUBLIC ADMINITRATION

INDRAPRASTHA ESTATE, RING ROAD, NEW DELHI - 110 002

☎ 011-23468363   📠 011-23356528

✉ helpdesk.iipa@gmail.com   🌐 iipa.org.in   🐦 @iipa9