



Annual Conference of Chief Secretaries

3 - 4 February, 2012

Background Papers

**Department of Administrative Reforms & Public Grievances
Ministry of Personnel, Public Grievances and Pensions
Government of India**

Table of Contents

Sl.No.	Subject	Page No.
1. Nurturing Innovation		
	Activities of the Office of Advisor to the Prime Minister on Public Information Infrastructure and Innovations	1 – 4
	Steps for Setting up State Innovation	7 – 14
	Presentation on State Innovation Council	17 – 30
	India Innovation Portal - User Guideline	33 – 55
	Innovations to Improve the Performance of Government	59 – 61
	Nurturing Innovation	65 – 70
2. Transparent and Accountable Governance - Effective Public Service Delivery		
	Transparent and Accountable Governance – Effective Public Service Delivery	73 – 81
	Transparent and Accountable Government	85 – 98
	Transparent & Accountable Governance in Effective Public Service Delivery in India Today	101 – 106
3. Infrastructure - Forcing the Pace		
	Infrastructure - Forcing the Pace - Overview of Central Road Sector	109 – 119
	Issues in Infrastructure Development in India	123 – 134
4. Skill Development		
	Skill Development	137 – 139
5. Crisis Management		
	Discussion Paper	143 – 147
	Responding to the Sikkim Earthquake 2011: Learnings from rescue and relief operations	151 – 155
6. Flagship Programmes - Follow up of decisions		
	Action Taken Reports on the Actionable Issues which emerged out of 2 nd Annual Conference of Chief Secretaries	159 – 173
7. Interactive Session		
	Guidelines concerning official dealings between Administration and Members of Parliament and State Legislatives	177 – 183
	National Optical Fibre Network (NOFN)	187 – 188
	National Mission on Food Processing	191 – 192
	Computerisation of Targeted Public Distribution System	195 – 197

**Activities of the Office of Advisor to
the Prime Minister on Public Information
Infrastructure and Innovations**

By Shri Sam Pitroda
Advisor to the Prime Minister on Public
Information Infrastructure & Innovations

National Knowledge Commission: The National Knowledge Commission (NKC) was an advisory body to the Prime Minister (2005-2009) tasked with providing a blueprint for transforming India's knowledge institutions and infrastructure in the 21st century. For this purpose it worked with a range of stakeholders and submitted around 300 recommendations on 27 focus areas covering a range of aspects of the knowledge paradigm. Currently the recommendations of NKC are at various stages of implementation at the Central and State levels. Recommendations are available at www.knowledgecommission.gov.in and some State Governments have taken the lead in setting up their own State Knowledge Commissions to take these ideas forward.

National Knowledge Network: The Government is building a high gigabit National Knowledge Network (NKN) to connect 1500 nodes in the country. This network is currently connecting all knowledge institutions in the country including Universities, colleges, R&D labs to enable collaborative research, knowledge sharing and much more (www.nkn.in). This will transform the education and research landscape in the country and also enable many more innovative projects to ride on it such as Meta University, a virtual university that offer multi-disciplinary courses by connecting different universities on a collaborative platform. Currently around 700 institutes are connected on NKN.

Broadband Connectivity to 250,000 Panchayats: The Office of Advisor to PM on PIII has been working with various stakeholders on a plan for connecting 250,000 Panchayats in the country to optic fibre based Broadband. Effort is also underway to ensure that this hardware connectivity is supplemented by requisite software that takes into account local requirements, and provision of the right ecosystem at the Panchayats to best leverage the benefits of Broadband connectivity. The vision is to transform governance, service delivery and unleash local innovation capacity through rural broadband.

Government has approved the cabinet note on the Scheme for creation of the National Optical Fiber Network (NOFN) for providing Broadband connectivity to Panchayats on 25th October 2011. The implementation framework, budget, technology architecture and other issues related to NOFN are being worked out by the High level Committee (HLC) under the Chairmanship of Adviser to the PM and Chairman UIDAI. Effort is also underway to work with States on Right of Way permissions for the network. Simultaneously, the Office of Adviser is working on applications for rural broadband in collaboration with Ministries of Rural Development, Panchayati Raj, HRD, Health and the Prime Minister's National Council on Skill Development so that even as hardware connectivity is under progress, applications also get addressed. The office has begun work on applications through a pilot in Ajmer district in Rajasthan and proposes to enlarge this to one district in each State.

As part of building Public Information Infrastructure effort is underway to closely coordinate with the GIS plan, UIDAI, National Informatics Centre etc. to build relevant platforms, applications and portals. As part of this effort is also underway to digitize courts and enable a move towards efiles in Government to enhance efficiency and transparency.

The Advisor to PM also chairs the **National Innovation Council (NInC)** which has been tasked with creating a Roadmap for the Decade of Innovation 2010-2020. Towards this end the National Innovation Council has undertaken the following initiatives:

India Inclusive Innovation Fund

To promote inclusive innovation and entrepreneurship focusing on the needs of people in the lower echelons of society, an India Inclusive Innovation Fund (IIIF) has been conceptualized which will be an autonomous, professionally managed entity with a social investment focus. The details of

the Fund are currently being worked out in consultation with the Ministry of Finance. The Fund will combine commercial and social returns and will be capitalised to an eventual target size of ₹ 5000 crore to be achieved in phases. Government of India has announced an initial contribution of ₹ 100 crore and the Fund will go to scale with contributions from bilateral/multilateral institutions and private capital.

State and Sectoral Innovation Councils

State Innovation Councils: To create a cross-cutting system to boost innovation performance in the country and to harness core competencies, NInC is facilitating the setting up of **State Innovation Councils** in each State. These Councils would enlist non-government expertise and are expected to drive the innovation agenda in the States. Currently 21 States have constituted State Innovation Councils. A template explaining the methodology for the same is available at www.iii.gov.in.

Sectoral Innovation Councils: NInC is also encouraging the setting up of Sectoral Innovation Councils aligned to Union Government Ministries to promote innovation eco-systems across sectors and domains. Currently 22 Sectoral Innovation Councils have been set up.

Industry Innovation Clusters

Micro Small and Medium enterprises (MSMEs) are among the largest job creators in the country. However, to keep up the pace of strong economic growth and to stay globally competitive, MSMEs need to innovate in all aspects of business. Recognising this need, NInC has envisioned the Industry Innovation Cluster initiative. By connecting and creating local eco-system encompassing actors and stakeholders who can bring in technology, financing, skills and mentors, the initiative will help enhance productivity, growth, and employability. The focal point of this collaboration would be a Cluster Innovation Centre, to be set up in identified clusters. Pilot activities have commenced at the Ayurveda cluster in Thrissur; Food Processing cluster in Krishnagiri; Auto Components cluster, Faridabad; Bamboo cluster, Agartala; Brassware cluster, Moradabad; Furniture cluster, Ernakulam; and the Life Sciences cluster, Ahmedabad. NInC has been collaborating with State Governments, Ministry of MSME and the Department of Scientific and Industrial Research in this effort.

Innovation Efforts in Education

To promote creativity and nurture innovations NInC has so far made six proposals to the Ministry of Human Resource Development (MHRD). These include five proposals made in May 2011 and one in September 2011.

- (a) Creation of a separate scholarship stream of National Innovation Scholarships analogous to the National Talent Search Scheme. This will help identify talented children at the school level who think creatively, laterally and innovatively on issues that they perceive as important in their local environment. It is expected to have a multiplier effect of valuing creativity and innovation by parents, teachers and the learning system.
- (b) Setting up an Innovation Centre in each DIET (District Institute of Education and Training) to enhance teacher training and enable them to become facilitators of creativity and innovative thinking. This could be done by tapping local creative talent on part-time basis into DIETs.
- (c) Mapping of Local History, Ecology and Cultural Heritage by each High School in the country to create critical thinking on their local environment by students.

- (d) Creation of a National Innovation Promotion Service to replace/add to National Service Scheme in Colleges to use college students to identify local innovations. This is a scheme of the Ministry of Youth Affairs and Sports which along with Ministry of HRD has been requested to examine its feasibility.
- (e) Setting up a Meta University, as a redefinition of the university model in the 21st century by leveraging India's National Knowledge Network to enable multi-disciplinary learning and collaborative knowledge creation.
- (f) Setting up twenty Design Innovation Centres co-located in Institutes of National Importance. It has been proposed to set up these Design Innovation Centres in twenty select institutions and include in the 12th Plan for consideration by the Ministry of Human Resource Development. Co-location in campuses of national repute like IITs/NITs will help leveraging of academic and industry resources and give a boost to design capacity in the country.
- (g) Setting up a pilot University Innovation Cluster. NInC proposes to identify and facilitate the development of 20 University Innovation Clusters across the country where innovation would be seeded through Cluster Innovation Centres. The CIC will provide a platform for the university and its partners to forge linkages between various stakeholders from industry and academia, initiate and assist innovation activities, encourage innovations in curricula and act as a catalyst and facilitator. It will also work closely with other industry clusters in its region. An initial pilot with University of Delhi has commenced and received overwhelming response from the student community.

Ministry of Human Resource Development has green-lighted the following three proposals:

- (a) Award of 1000 Innovation Fellowships at the School Level (Classes 9-12)
- (b) Introducing the Mapping of Local History, Local Ecology and Local Culture and Heritage by all High Schools
- (c) Setting up the first Meta University of the world for multi-disciplinary learning and collaborative learning

All these three proposals will roll out in academic year 2012-13. Other proposals are also under consultation with Ministry of HRD.

- (d) University of Delhi has set up a University Innovation Cluster as a pilot which has been widely welcomed

The 12th Five Year Plan will include all approved proposals. Most, except the proposal on Design Innovation Centres, can be done under existing policies and schemes by appropriate modifications.

Communication and Advocacy for Innovation

NInC aims to undertake outreach activities to promote a culture of innovation. It has attempted this through multiple initiatives that include the India Innovation Portal for knowledge sharing on innovation, promotion of innovation by Members of Parliament through awards at constituency level, and action through the public broadcasting media and collaboration with media in general. The India Innovation Portal has become operational and acts as a gateway for innovation resources and a platform for idea exchange (www.innovation.gov.in).

Challenge Funds for Innovation

National Innovation Council seeks to set challenges for the Indian imagination to come up with solutions for challenges, especially those that relate to inclusive innovation. NInC has called for proposals to improve work tools, innovate on products and processes that reduce drudgery of the working class population. It is working on ideas for the India Grand Challenge Awards to be launched soon.

First Global Innovation Roundtable

NInC is also focused on facilitating and leveraging platforms for international collaboration for driving innovation and research. To exchange ideas on fostering international collaborations for innovation, NInC hosted a Global Roundtable on Innovation on 14th-15th November 2011 in New Delhi where heads of innovation policy from 15 Governments across the world came together to share cross-country experience. A report on the outcomes is being prepared.

List of Key Websites:

Portals:

National Innovation Portal: www.innovation.gov.in

India Biodiversity Portal: www.indiabiodiversity.org

India Environment Portal: www.indiaenvironmentportal.org.in

Teachers of India: www.teachersofindia.org

India Energy Portal: www.indiaenergyportal.org

India Water Portal: www.indiawaterportal.org

Websites:

Adviser to the Prime Minister on PIII: www.iii.gov.in

National Innovation Council: www.innovationcouncil.gov.in

National Knowledge Commission: www.knowledgecommission.gov.in

India Smart Grid Task Force: www.isgtf.in

National Knowledge Network: <http://nkn.in>

Institute of Ayurveda and Integrative medicine: www.frlht.org

Expert Committee on ICT for Indian Railways:

http://cris.org.in/wps/portal/%21ut/p/c1/04_SB8K8xLLM9MSSzPy8xBz9CP0os3iT0JA AQ09LYwN_Ix8XA08TxzB_Jw9zAwtnU_1wkA6zeAMcwNFA388jPzdVP1I_yhynOcFm-pE5qemJyZX6Bdl55fmOiooA2Bbbdg%21%21/dl2/d1/L0lJSklna2shL0lCakFBTXlBQkVSQ0lB ISEvWUZOQTFOSTUwLXchLzdfNFVUUDFJOTMwTzJMRDBJNEFWT0JINzA4UzY%21/? WCM_PORTLET=PC_7_4UTP1I930O2LD0I4AVOBH708S6_WCM&WCM_GLOBAL_CON TEXT=/wps/wcm/connect/ICTLibrary/EC_ICT/Home/Home

Modernization of Indian Railways: www.railwaymodernisation.gov.in

Websites (in process):

Global Innovation roundtable: www.globalinnovationroundtable.org & www.globalinnovat onroundtable.in & www.globalinnovationroundtable.gov.in

Steps for Setting up State Innovation

1. Context

The Prime Minister has set up the National Innovation Council (NInC) under the Chairmanship of Shri Sam Pitroda, Adviser to the PM on Public Information Infrastructure and Innovations to create a Roadmap for Innovations in the country for 2010-2020.

As part of its efforts to create a cross-cutting system to boost innovation performance in the country, NInC is recommending State Governments to set up State Innovation Councils which would suggest policy interventions to spur innovation in respective states. This initiative was also underlined in the recent Budget Speech of the Finance Minister (28th February 2011): *“In order to promote innovations, the National Innovation Council, under Dr Sam Pitroda, has been instituted to chalk out plans for promotion of innovations in India. Activities for setting up of the State Innovation Councils in every State and Sectoral Innovation Councils aligned to Central Ministries are also underway”*.

2. Aim

The State Innovation Council will:

- Support State Government to promote innovation in the State
- Encourage young talent and local universities, colleges, Medium and Small Scale Industries (MSME), R&D Institutes
- Map opportunities for innovation in the State
- Identify and reward talent in innovation and disseminate success stories
- Organise seminars, lectures, workshops on innovation
- Create State innovation portal to educate
- Help create innovation eco-systems
- Organise risk capital for promoting entrepreneurship
- Prepare an Innovation Roadmap 2010-2020 for the State

The focus would be on enabling the above activities to improve the innovation quotient of the State in the next decade with a special emphasis on inclusive and sustainable innovation.

The policy interventions and recommendations would be outlined in a **Roadmap for Innovations** in the State for 2010-2020 consisting of:

- **Whitepaper** (50-100 pages) giving executable and implementable policy inputs/initiatives
- **Letter with Executive Summary** of key recommendations to Chairman, NInC

Timeframe: Six Months

3. Organisation and Structure

The Council should strive to create a lean and flexible structure of 7-9 members which would include representation from all stakeholders. While the Council would be set up under the aegis of the Chief Secretary of the State, we envision it to be an autonomous, time-bound body which will act

as a platform for incorporating voices from outside the Government to enrich the knowledge base of the Government. The focus would be on recommending enabling policies and concrete strategies for action for spurring the innovation effort in the State. In this context, the Council should co-opt domain experts who can give inputs for creating an innovation eco-system in the State. These may include persons by name with demonstrated ability to innovate and established track record of driving innovations:

1. Leading members from Industry and Industry bodies, especially in sectors that have been identified as the core growth areas in the State
2. Members of Professional Organisations depending on sector-specific focus of the Council
3. Heads/ Representatives of R&D, S&T and academic institutions in the State
4. Representatives from incubation/ innovation/ entrepreneurship centres in the State with a proven record of excellence
5. Representatives from the Medium and Small Scale Industries
6. Heads of Social start-ups who have delivered value for sustained periods for the Bottom of the Pyramid needs
7. Members of leading think tanks and policy forums who have been engaging with the State Government
8. NGOs working in the state especially in core development areas such as health, education, agriculture, housing, urban/rural development
9. Leaders who have championed growth and development in particular sectors depending on the focus that the Government wishes to give the Council.
10. Two representatives from the State Government, especially who have demonstrated capability of innovating within the existing framework (organizational/ processes) to improve service delivery to citizens (Innovation Fund under 13th Finance Commission, NRHM, SSA etc.). This would especially address the need for innovation within the current Governance paradigm.

IV. Methodology

1. As a first step the Government should identify the nodal officer (may be aligned to a Department) who would lead this effort from the Government, under the aegis of the Chief Secretary.
2. The above nodal officer should start informal consultations to identify domain experts to be co-opted into the Council on the lines of the abovementioned suggestions.
3. Following this, the mandate and Terms of Reference of the Council (keeping in mind the 'Aim' highlighted above) should be defined and steps taken to formally constitute the Council with relevant stakeholders.
4. The preliminary meeting of the Council should be scheduled and its periodicity outlined with a view of the 6 month timeframe for delivery. The Council should create a system to provide regular updates on its progress to NInC.
5. The Terms of Reference and focus of the Council could be further modified on the basis of inputs and suggestions emerging from the preliminary meeting

6. The Council should undertake a study of the Innovation performance in the state to analyse strengths, opportunities, future trends and requirements
7. The Council should conduct further stakeholder suggestions if required to get a broader understanding of the needs of the innovation eco-system in the State
8. The Council should hold internal deliberations and discussions to produce key policy interventions and suggestions needed to encourage innovation in the state in the next decade, with a focus on key areas. Please refer to Sub Section A for details*.
9. The Council should prepare a background paper incorporating inputs from Stakeholder consultations and preliminary meetings of State Innovation Council. This could be circulated on the State Government's website and other forums for wider consultation.
10. The Council should present the Final Roadmap consisting of:
 - Whitepaper (50-100 pages)
 - An Executive Summary in the form of a letter with key recommendations to NInC Chairman

*Sub Section A

The Innovation Eco-system in the State may be analysed thorough 10 strategic lenses. Each of the lenses will enable insights into the condition and quality of innovation in that domain and the aspects that need to be addressed to improve the innovation effort at the State level by addressing gaps. The lenses include:

1. Governance

- a. Policy interventions for sustainable innovations
- b. Process re-engineering for Improving Service Delivery**
- c. SWOT analysis
- d. IPR (with focus on Geographical Indications of Goods)
- e. Framework for technological innovation and Technology Transfer/ acquisition
- f. Stimulating Enterprises
- g. Identifying new geographies and opportunities
- h. Systematic attempts to track innovation in the State across key sectors
- i. Physical locations earmarked for innovations
- j. Standards
- k. Procurement Policies: Guidelines for Promoting Innovative Products
- l. PPP models

2. S&T

- a. S&T interventions needed to drive innovations in the State
- b. Focus on high tech products and enhancing manufacturing capabilities
- c. Product Design and adaptation

- d. Access to technologies
- e. Addressing BoP needs
- f. Efficient deployment of relevant technologies/ solutions

3. Markets

- a. Commercialisation strategies
- b. Industry-Academia Interface
- c. New Markets: Focus on BoP
- d. MSMEs and unorganised enterprises
- e. Market diversification strategy
- f. Licensing for new products & Patents

4. Education, Research & Skills

- a. Driving research and education focused on generating innovation in the particular State
- b. Fostering industry-academia linkages for knowledge transfers
- c. Creating focused Clusters (also supporting NInC Clusters)
- d. Human resources in Management of Innovation
- e. Adequate supply of well-trained scientists
- f. Institutional Capacity Building
- g. Platforms for collaboration (Portals, leveraging NKN)
- h. Innovation oriented school/ university curriculum
- i. Open Universities and Design Schools

5. Global Competitiveness

- a. Enhancing the global competitiveness index of the State
- b. Fostering international collaborations

6. Information

- a. Transparency, Availability of information and access to knowledge
- b. Galvanising and disseminating information on innovations through portals/ conferences and outreach platforms
- c. ICT Tools

7. Land, Climate & Environment

- a. Impact on sustainability

8. Enterprise Development

- a. Exploring strategies for creating enterprises 'for/of/by' the people at the bottom of the pyramid
- b. Focus on MSME and Unorganised sector
- c. Generate productive income and employment

9. Finance

- a. Current gaps and challenges
- b. Evolving Funding mechanisms for technology acquisition
- c. Risk/ Venture capital eco-system
- d. Allocation of Innovation-specific Funds
- e. Investment in R&D in the State by industry and government
- f. FDI
- g. Linkage with proposed Fund of Funds

10. Citizen's Expectations & Service Delivery

- a. Steps for improving delivery of services, products, processes for citizens
- b. Process-re-engineering with focus on user experience and efficiency
- c. Improving service delivery mechanism with a focus on transparency and accountability

5. Output

The output will be in the form of a Roadmap for Innovation in the State for 2010-2020 as outlined above, within a time period of 6 months. However, the focus should also be on initiating a parallel process where the State Government could think of institutionalising and adopting within the current framework the core suggestions and recommendations of the Council as strategies for action.

State Innovation Council: Way Forward Checklist

S. No	Action Point	Descriptions	Suggested time frame	Deliverables
1.	Set up State Innovation Council <ul style="list-style-type: none"> • Select domain experts as members • Define Mandate & TOR of the council 	<ul style="list-style-type: none"> • Council should draw experts from Industry, academia, civil society, professional bodies in the State & Government • Co-opt members on voluntary basis with small secretariat • Create lean structure consisting of 7-11 Members • Encourage multidisciplinary consultations 	29 th February 2012	<ul style="list-style-type: none"> • A letter to National Innovation Council (NInC) delineating details of the Council
2.	Organise preliminary meeting of Council <ul style="list-style-type: none"> • To understand the needs and demands of the innovation eco-system in the state • To create an evaluation framework • To decide on stakeholder consultations 	<ul style="list-style-type: none"> • Outline key issues, challenges and opportunities for innovation in the state • Create framework for evaluation of innovation in the sector keeping in mind parameters such as: <ul style="list-style-type: none"> ○ Number of new ideas harvested and turned into implementable projects ○ Number of patent submissions in the sector ○ Creation of new products ○ Number of jobs created and investments ○ Improvement in service delivery, infrastructure ○ Social inclusion and equity policies 	4 Weeks	<ul style="list-style-type: none"> • Direction and focus of Council • Evaluation framework • Schedule & agenda for stakeholder consultations

S. No	Action Point	Descriptions	Suggested time frame	Deliverables
		<ul style="list-style-type: none"> ○ Percentage of budget dedicated to innovation, research, and exploration of emerging technologies ○ Doing business ○ Number of innovation-related rewards and recognitions ○ Number of white papers published ● Outline agenda for stakeholder consultation 		
3.	Conduct stakeholder consultations	<ul style="list-style-type: none"> ● Initiate stakeholder consultations to involve domain experts from Industry, academia, civil society, Government & professional bodies ● Publish a link on the State website for dissemination of innovations in the state 	6 Weeks	<ul style="list-style-type: none"> ● Minutes of the consultation meetings on the website
4.	Prepare a background paper incorporating inputs from Stakeholder consultations and preliminary meetings of State Innovation Council		6 Weeks	<ul style="list-style-type: none"> ● Background Paper
5.	Deliver the final Roadmap consisting of : <ul style="list-style-type: none"> ● Whitepaper (50-100 pages) ● An Executive Summary in the form of a letter with key recommendations to NInC Chairman 	<ul style="list-style-type: none"> ● Roadmap to detail specific, executable and implementable policy inputs and initiatives to drive innovations in the State 	4 Weeks	<ul style="list-style-type: none"> ● Whitepaper (50-100 pages) ● An Executive Summary in the form of a letter with key recommendations to NInC Chairman

Sample Template for State Innovation Council Roadmap

1. Executive Summary
2. Introduction
3. Overview of Needs and Challenges in Innovation in the State
 - a. State of Innovation
 - b. Policy interventions for promoting/ incentivising innovations
 - c. Process re-engineering for improved service delivery
 - d. SWOT analysis
 - e. Condition of Enterprises
 - f. Procurement Policies
 - g. R&D Funding
4. Innovation Opportunities in the State and Future Forecast
 - a. Systematic attempts to track innovation in the State with a focus on core sectors, industries and competencies
5. Creating an Innovation Eco-system in the State
 - a. Driving research and education focused on generating innovation in the State
 - b. Fostering industry-academia linkages for knowledge transfers
 - c. Incubation Facilities
 - d. Funding
 - e. Capacity Building
 - f. S&T Interventions
 - g. Markets
 - h. Global Competitiveness
 - i. Service Delivery
6. Goals and Recommendations
7. Towards an Innovation Economy
8. Way Forward
9. Measuring Success: Framework for Evaluation
10. Conclusion

Presentation on State Innovation Council

INDIA DECADE OF INNOVATIONS 2010-2020

State Innovation Councils

3rd February 2012



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

Content

- | | |
|---|--|
| <ul style="list-style-type: none"><input type="checkbox"/> Introduction<input type="checkbox"/> Role of Government<input type="checkbox"/> Government and innovations<input type="checkbox"/> Innovative Initiatives by Government<input type="checkbox"/> Thinking Innovation: Innovation Councils<input type="checkbox"/> State Innovation Council<input type="checkbox"/> Structure of the Council<input type="checkbox"/> Why Roadmap? | <ul style="list-style-type: none"><input type="checkbox"/> Towards A Roadmap for Innovation<input type="checkbox"/> State Innovation Eco-system<input type="checkbox"/> Strategic Lenses for Driving Innovations<input type="checkbox"/> Evaluation<input type="checkbox"/> Resources<input type="checkbox"/> Way Forward<input type="checkbox"/> Issues for consideration<input type="checkbox"/> Progress<input type="checkbox"/> Websites |
|---|--|

 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

Introduction

- Government of India has declared 2010-2020 as the 'Decade of Innovation', with a focus on inclusive growth
- People, Culture, Diversity, Ecosystem & Opportunities drive Innovations
- Innovations are required to develop new Products, Processes, Services, Markets, reduce Costs, improve Efficiency, Productivity, Performance, Quality, etc
- Innovations are the key to Growth, Prosperity, Competitiveness, Economic Development & Problem solving

 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

Innovation defined

- Involves thinking differently, creatively and insightfully
- Enables solutions/ inventions that have an impact on social and economic value
- Fulfills unmet needs, not met by conventional products/processes/ institutional forms
- Moving beyond R&D to mean new applications of old technologies, new processes & structures, organisational creativity & more...

 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

Role of Government



Create conditions for innovation to flourish



Enable innovation not manage



Create markets where they may not exist and/or demonstrate the viability of innovations that others will not necessarily adopt



Provide political will



Facilitate innovation through Human capital, Investment, Policies, Processes



Create vision, new partnerships and respond to new demands



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

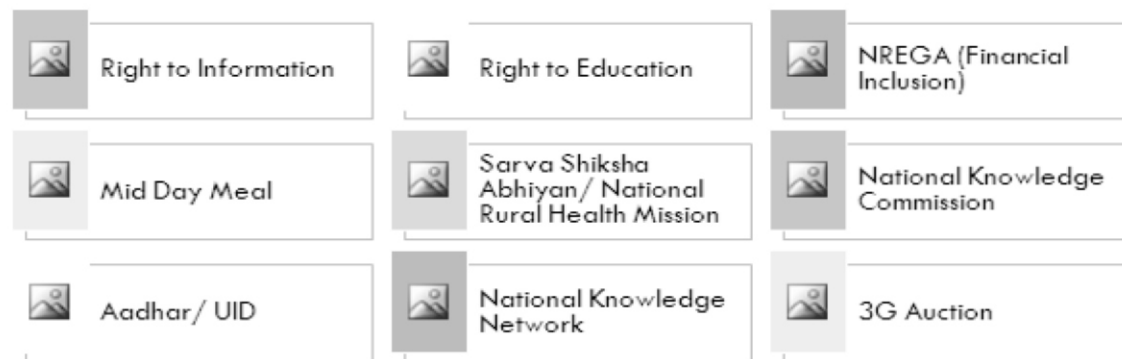
Government and Innovations

- Government is increasingly attuned to leveraging innovations for improving
 - Organisational Processes
 - Service Delivery
 - Capacity Building
 - Education and Research
 - Competitive Growth
 - Inclusion



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

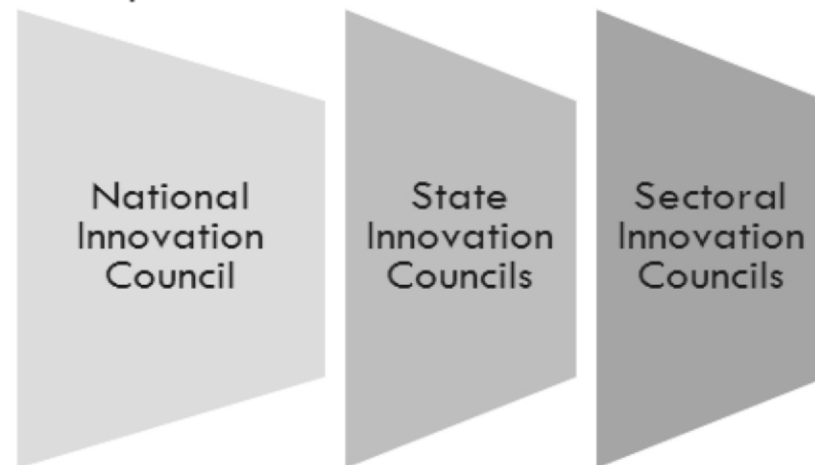
Some Innovative Initiatives by Government



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

Thinking Innovations: Innovation Councils

- To help Implement National Strategy & Prepare Roadmap for the Decade 2010-2020:



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

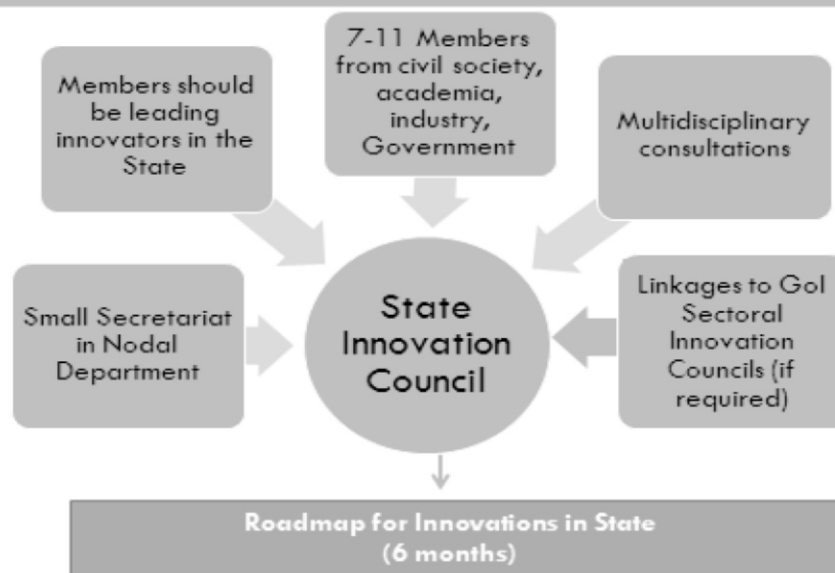
State Innovation Council

- ❑ Support State Government to promote innovation in the State
- ❑ Encourage young talent and local universities, colleges, Medium and Small Scale Industries (MSME), R&D Institutes
- ❑ Map opportunities for innovation in the State
- ❑ Identify and reward talent in innovation and disseminate success stories
- ❑ Organise seminars, lectures, workshops on innovation
- ❑ Create State innovation portal to educate
- ❑ Help create innovation eco-systems
- ❑ Organise risk capital and prepare an Innovation Roadmap 2010-2020 for the State

The focus should be on promoting an inclusive and sustainable model of innovation

 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

Structure of the Council



 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

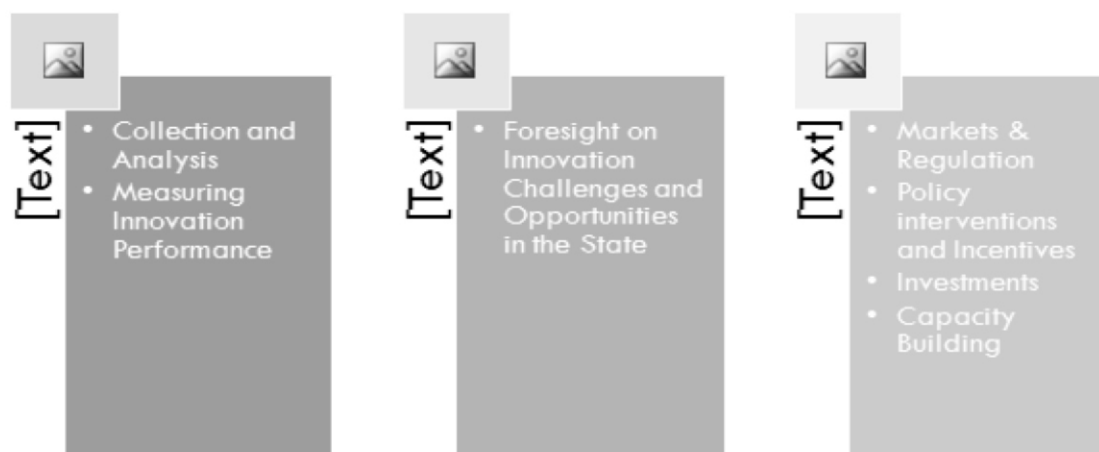
Why Roadmap?

- Need for a focused roadmap to understand and analyse the innovation quotient in the State & identify challenges and opportunities
- Need for new solutions and actions depending on different challenges
- Need for framework for action after assessing potential for growth in various sectors/ industries in the State
- Need to involve relevant stakeholder categories
- Need to frame
 - Orientation for action at policy level
 - Action points
 - Catalyst initiatives

 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

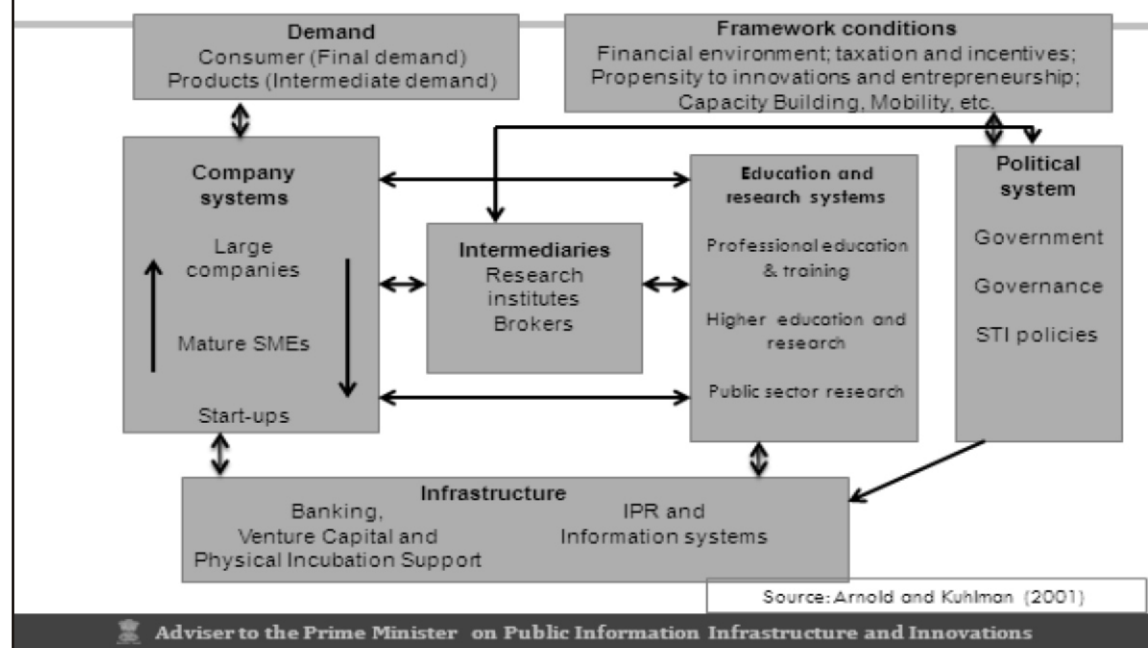
11

Towards A Roadmap for innovation



 Adviser to the Prime Minister on Public Information Infrastructure and Innovations

State Innovation Eco-system



Strategic Lenses for Driving Innovations

- The Innovation Eco-system in the State may be analysed thorough 10 strategic lenses
 - Each of the lenses will enable insights into the condition and quality of innovation in that domain and the aspects that need to be addressed to improve the innovation effort at the State level by addressing gaps.
- | | |
|---------------------------------|---|
| 1. Governance | 6. Information |
| 2. S&T | 7. Land, Climate & Environment |
| 3. Markets | 8. Enterprise Development |
| 4. Education, Research & Skills | 9. Finance |
| 5. Global Competitiveness | 10. Citizen's Expectations & Service Delivery |

Strategic Lenses for Driving Innovations

Governance

- Policy interventions for sustainable innovations
- **Process re-engineering for Improving Service Delivery (e-files)**
- **Procurement Policies: Guidelines for Promoting Innovative Products (e-procurement, e-tendering)**
- Directory of asset and estate management (**GIS mapping of assets**)
- Framework for technological innovation and Technology Transfer/ acquisition
- Stimulating Enterprises
- Systematic attempts to track innovation in the State across key sectors
- Standards
- PPP models

Strategic Lenses for Driving Innovations

S&T

- S&T interventions needed to drive innovations in the State
- Focus on high tech products and enhancing manufacturing capabilities
- **Product Design and adaptation**
- Access to technologies
- Addressing BoP needs
- Efficient deployment of relevant technologies/ solutions

Markets

- Commercialisation strategies
- Industry-Academia Interface
- New Markets: Focus on BoP
- MSMEs and unorganised enterprises
- Market diversification strategy
- **Licensing for new products & Patents**

Strategic Lenses for Driving Innovations

Education, Research & Skills

- Driving research and education focused on generating innovation in the particular State
- **Fostering industry-academia linkages for knowledge transfers**
- **Creating focused Clusters (also supporting NInC Clusters)**
- Human resources in Management of Innovation
- Adequate supply of well-trained scientists
- Institutional Capacity Building
- **Platforms for collaboration (Portals, leveraging NKN)**
- **Innovation oriented school/ university curriculum**
- **Open Universities and Design Schools**



Strategic Lenses for Driving Innovations

Global Competitiveness

- **Enhancing the global competitiveness index of the State through benchmarking and learning from best practices**
- Fostering international collaborations

Information

- Transparency, Availability of information and access to knowledge
- **Galvanising and disseminating information on innovations through portals/ conferences and outreach platforms**
- **ICT Tools & Web**
- Knowledge management and data analytics



Strategic Lenses for Driving Innovations

Land, Climate & Environment

- Impact on sustainability

Enterprise Development

- Exploring strategies for creating enterprises 'for/of/by' the people at the bottom of the pyramid
- **Focus on MSME and Unorganised sector**
- Generate productive income and employment



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

19

Strategic Lenses for Driving Innovations

Finance

- Current gaps and challenges
- Evolving Funding mechanisms for technology acquisition
- Risk/ Venture capital eco-system
- Allocation of Innovation-specific Funds
- Investment in R&D in the State by industry and government
- FDI
- **Linkage with proposed India Inclusive Innovation Fund**
- **Leveraging District Innovation Fund (Rs. 1 crore)**

Citizen's Expectations & Service Delivery

- **Steps for improving delivery of services, products, processes for citizens (online delivery of services)**
- **Leveraging broadband for service delivery**
- Process-re-engineering with focus on user experience and efficiency
- Improving service delivery mechanism with a focus on transparency and accountability



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

20

Evaluation

- A Framework for evaluation should also be created by the Council keeping in mind parameters such as:
 - Number of new ideas harvested and turned into implementable projects
 - Number of patent granted in Research Institutes, Universities and Industry
 - Creation of new products
 - Improvement in processes, service delivery, infrastructure
 - Number of jobs created
 - Number of businesses built and investment opportunities created
 - Social inclusion and equity policies
 - Percentage of budget dedicated to innovation, research, and exploration of emerging technologies
 - Doing business
 - Number of innovation-related Awards and Recognitions
 - Number of white papers published across domains



Way Forward

- Identify members to be included in the Council
- Create structure and framework of the Council
- Conduct stakeholder discussions
- Prepare a background paper from inputs by stakeholders
- Final Output within 6 months in the form of a **Roadmap for Innovations** in the State for the decade consisting of:
 - **Whitepaper** (50-100 pages) giving executable and implementable policy inputs/ initiatives
 - **Letter with Executive Summary** of key recommendations to Chairman, NInC



Issues for Consideration for States

- India Innovation Portal ([User Manual](#) for uploading content)
- National Knowledge Network
 - Volunteer Meta University
- Broadband Possibilities and applications, Right of Way
- Using District Innovation Fund by issuing Guidelines
- Partnering on Model Innovation Clusters
- State level Grand Challenges
- Doordarshan Innovation Programme



Progress

- **21 States** have constituted State Innovation Councils
- The details of the Councils are available on our website **www.iii.gov.in**
- We would encourage the **remaining States to also constitute the Councils by 29th February 2012 and intimate this office.**



Resources

- Centre for Innovations in Public Systems: <http://www.cips.org.in/public-sector-systems-government-innovations/>
- India Brand equity Foundation: <http://www.ibef.org/states.aspx>
- Australian Government Review of National Innovation System
<http://www.innovation.gov.au/Innovation/Policy/Pages/ReviewoftheNationalInnovationSystem.aspx>
- Ministerial report on OECD Innovation Strategy: www.oecd.org/dataoecd/51/28/45326349.pdf
- Regional Development Agencies, UK: <http://www.enlandsrds.com/>
- Public Sector Innovation Journal: <http://www.innovation.cc/>
- Harvard Gazette: <http://news.harvard.edu/gazette/story/2011/02/innovate-create/>
- Stanford Social Innovation review: <http://www.ssireview.org/>
- EU Innovation Strategy:
http://europa.eu/legislation_summaries/employment_and_social_policy/growth_and_jobs/i23035_en.htm
- NESTA: <http://www.nesta.org.uk/>
- NII Innovate America: www.compete.org/images/uploads/File/.../NII_Innovate_America.pdf
- Harvard Kennedy School Ash Centre <http://ash.harvard.edu/>



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

25

Websites & Portals

- Adviser to the Prime Minister: www.iiti.gov.in
- National Innovation Council: www.innovationcouncil.gov.in
- Expert Committee on ICT for Indian Railways:
http://cris.org.in/wps/portal/%21ut/p/c1/04_SB8K8xLLM9MSSzPy8xBz9CP0qs3IT0JAAQ09LYwN_lx8XA08TxzB_lw9zAwtnU_1wkA6zeAMcwNFA388JPzdVP11_vhynQcFm-pE5qemJyZX6Bdl55fmQlpoA2Bbbdg%21%21/d12/d1/L0JJSklna2shL0ICakFBTXIRQkVSOQIBISEvWUZOOTFOSTUwLXchLsdFNfVUUDFIQTMwTzJMRDBJNEFWTOJINz44UzY%21/7WCM_PORTLET=PC_7_4UTP1I93QO2LDQI4AVQBH708S6_WCM@WCM_GLOBAL_CONTEXT=/wps/wcm/connect/ICTLibrary/EC_ICT/Home/Home
- National Knowledge Commission: www.knowledgecommission.gov.in
- National Knowledge Network: <http://www.nkn.in/>
- Portals**
 - National Innovation Portal: www.innovation.gov.in
 - India Biodiversity Portal: www.indiabiodiversity.org
 - Teachers of India: www.teachersofindia.org
 - India Environment Portal: www.indiaenvironmentportal.org.in
 - India Energy Portal: www.indiaenergyportal.org
 - India Water Portal: www.indiawaterportal.org
- Social Media:**
 - Facebook: <http://www.facebook.com/pages/New-Delhi-India/Adviser-to-the-PM-on-Public-Information-Infrastructure-and-Innovations/100738043327407?v=wall>
 - Youtube: <http://www.youtube.com/iiti>



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

THANK YOU

"Let Noble Thoughts Come To Us From All sides" - Rigveda



Adviser to the Prime Minister on Public Information Infrastructure and Innovations

21

India Innovation Portal User Guideline

India Innovation Portal

The India Innovation Portal, launched by the Hon'ble Prime Minister of India, networks people, ideas, experiences and resources to galvanise the innovation community in India. The portal is an information aggregator and is intended to become a one stop resource on innovations in the country. The Portal has classified various innovation resources under Knowledge, News, Events, Media, and Directories and offers each user the power to personalise the portal to suits ones needs. The portal presents to the users resources on innovations happening across various sectors, resources categorised for different users such as Academia, Entrepreneurs, Industry, Government and Civil Society and resources for various innovation needs such as Funding, Policy, Intellectual Property Rights and Innovation Toolkits. It gives the users the flexibility to navigate the portal either through sectors, users or needs and provides further filtering mechanisms in each of these sections.

The portal also offers collaboration space in form of innovation communities, to foster cross fertilisation of ideas and knowledge flows. The portal will host communities for various innovation users including innovation clusters, State and Sectoral innovation councils.

We invite you to become part of this portal and share case studies, best practices, policy reports, news and media related to innovations happening in your state. Your support in sharing innovations on the portal and in promoting the portal to the relevant stakeholders across your state will make the portal a platform for developing multi-stakeholder partnerships and facilitating national and global collaborations.

Please visit us on www.innovation.gov.in. A detailed guide on how to share information on the portal and how to create communities is attached for your perusal. Please write to bindesh.rai@nic.in for any further assistance and support.

Getting Started

To quickly get started with the portal, we suggest you the following things you could explore to immediately become a part of the portal and make use of it:

- Create of Open Community for the State Innovation Council [Detailed Manual attached]
- Create Login of all State Innovation Council Members
- **Create Community/Council Info**
- **Discussions Section**
 - Put up discussions pursued in the State Innovation Council Meeting
 - Put up questions for suggestions from Citizens/Specific Agencies
 - Put up Minutes of Meeting for Comments/Suggestions
 - Put up questions/discussions related to creating a Roadmap for a 'Decade of Innovations' for the state
- **Resources Section**
 - Regularly put up minutes of the State Innovation Council Meeting
 - Put up case studies, best practices and Innovations happening in the state

- Put up a call for individuals and organisations to share innovations
- Information about District Innovation Fund (Guidelines can be uploaded on the portal and ideas can be invited for its use)
- **Directory Section**
 - Put up contact details of domain experts in various sections.
- **Events Section**
 - Invitation to public events on Innovations

User Manual- Communities

A. Adding a community

Who can add: Registered Users.

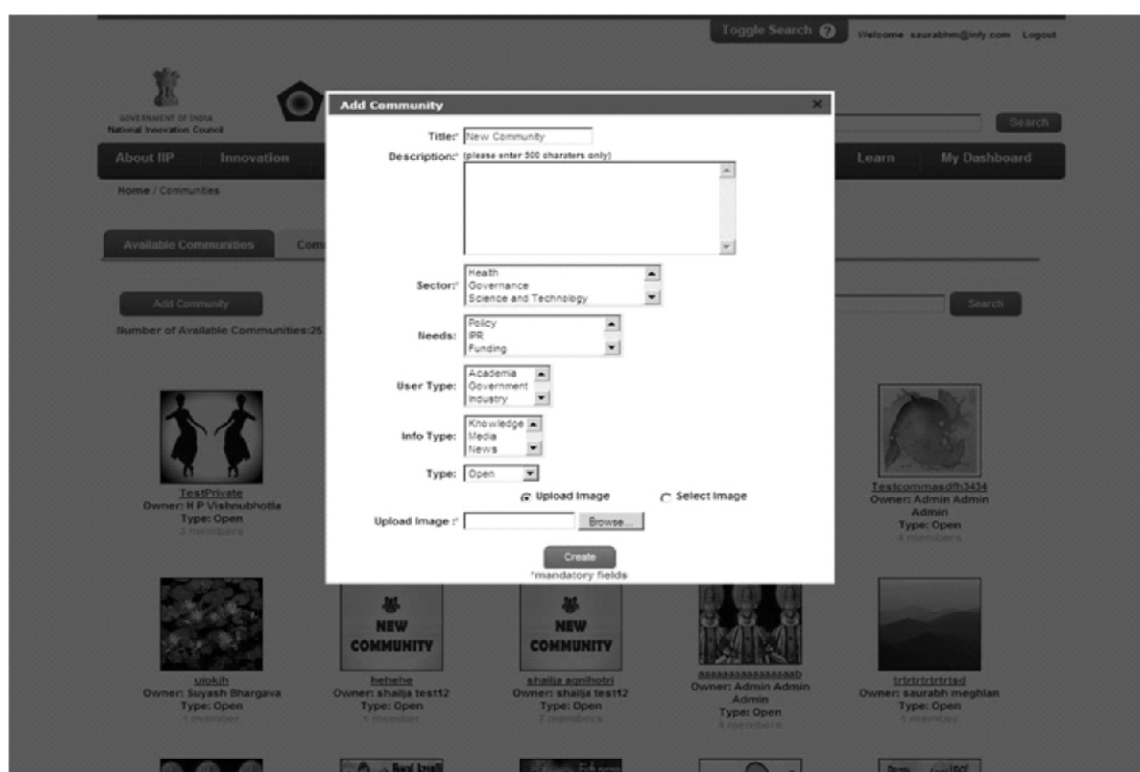
How to add: add community button on communities page (appears only for logged in user).

Flow of events:

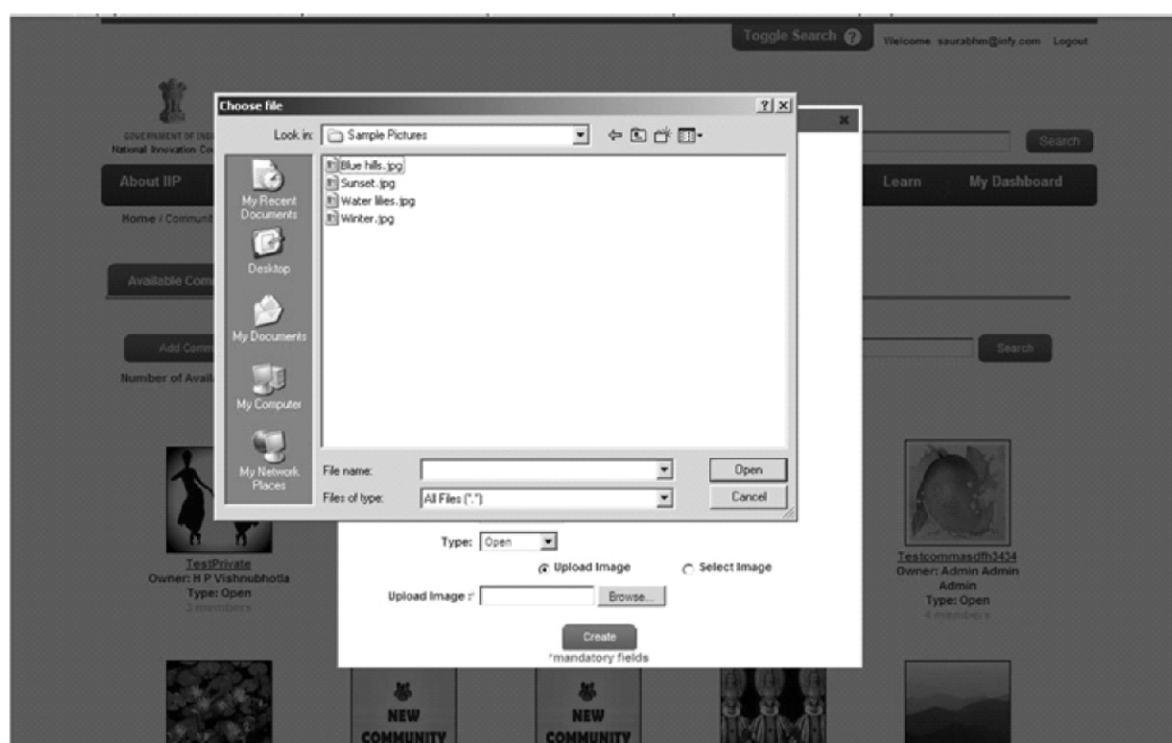
- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Click on Add communities button provided on the page.



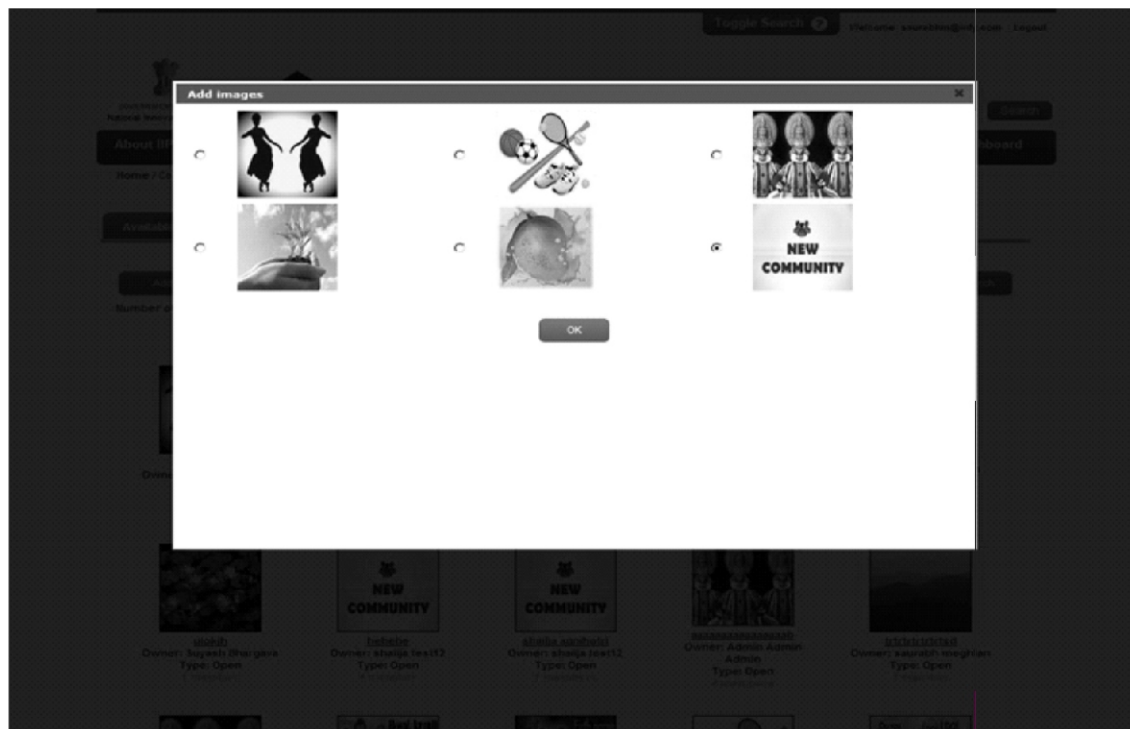
- ➔ Enters the name, description, sector, type and selects a community Image from the preselected images or uploads an image using the browse button.



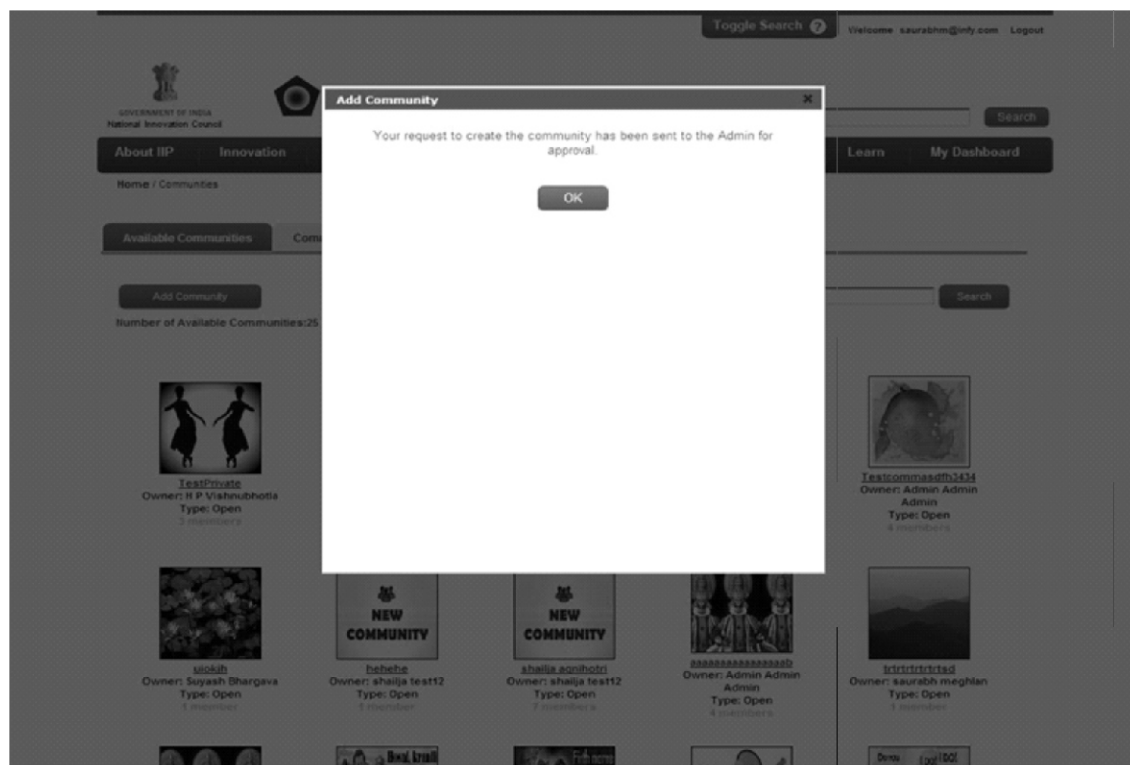
- ➔ Uploads new image



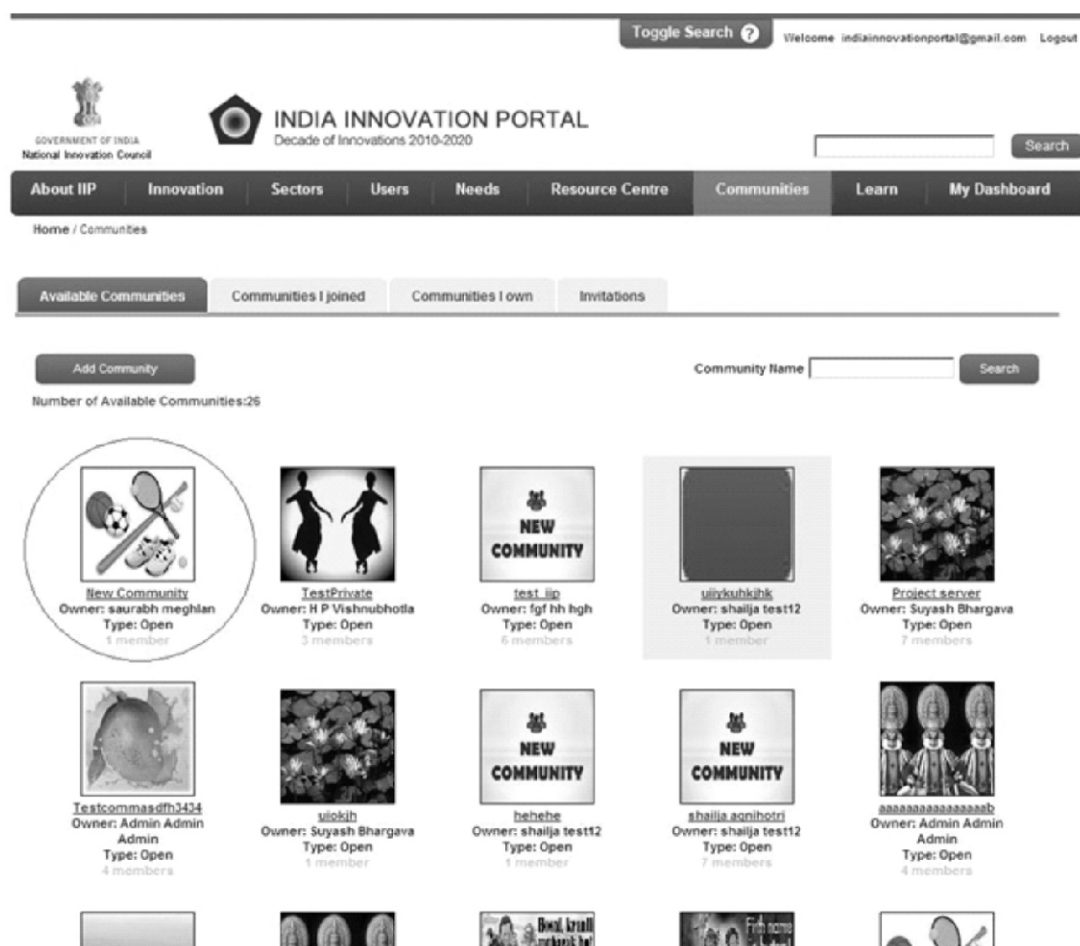
- ➔ Selects from preselected images.



- ➔ Clicks on the create button.
- ➔ If the community is successfully created a success message will appear indicating that the request has been sent to the administrator for the community approval.



- ➔ After approval by administrator, the community will be displayed in available communities tab.



Process behind: A mail is sent to the admin to approve or reject the community. Also the request is listed in the community tab under the admin action items at the administrator's dashboard.

B. Types of community:

1. Open communities:

Who can join: any registered user.

How to join: click on the join button on the community landing page (owner is automatically a member).

How to unjoin: click on unjoin button after member has joined (owner cannot unjoin).

Who can delete: owner of the community.

Process behind:

- a. Joining: any registered user can join without any permission.
- b. Unjoining: any registered user can unjoin without any permission.

2. Moderated communities:

Who can join: any registered user with owner's permission.

How to join: click on the join button on the community landing page (owner is automatically a member).

How to unjoin: click on unjoin button after member has joined (owner cannot unjoin).

Who can delete: owner of the community.

Process behind:

- a. Joining: if a user wants to join he can click on join button, a mail will be sent to the owner of the community. Also the request will be listed in the community tab under the expert action items at the community owner's (expert) dashboard. The owner will decide either to approve or reject membership request.
- b. Unjoining: user can unjoin without any permission.

The screenshot displays the 'Add Community' form, which is a modal window overlaid on the main portal interface. The form contains the following fields and options:

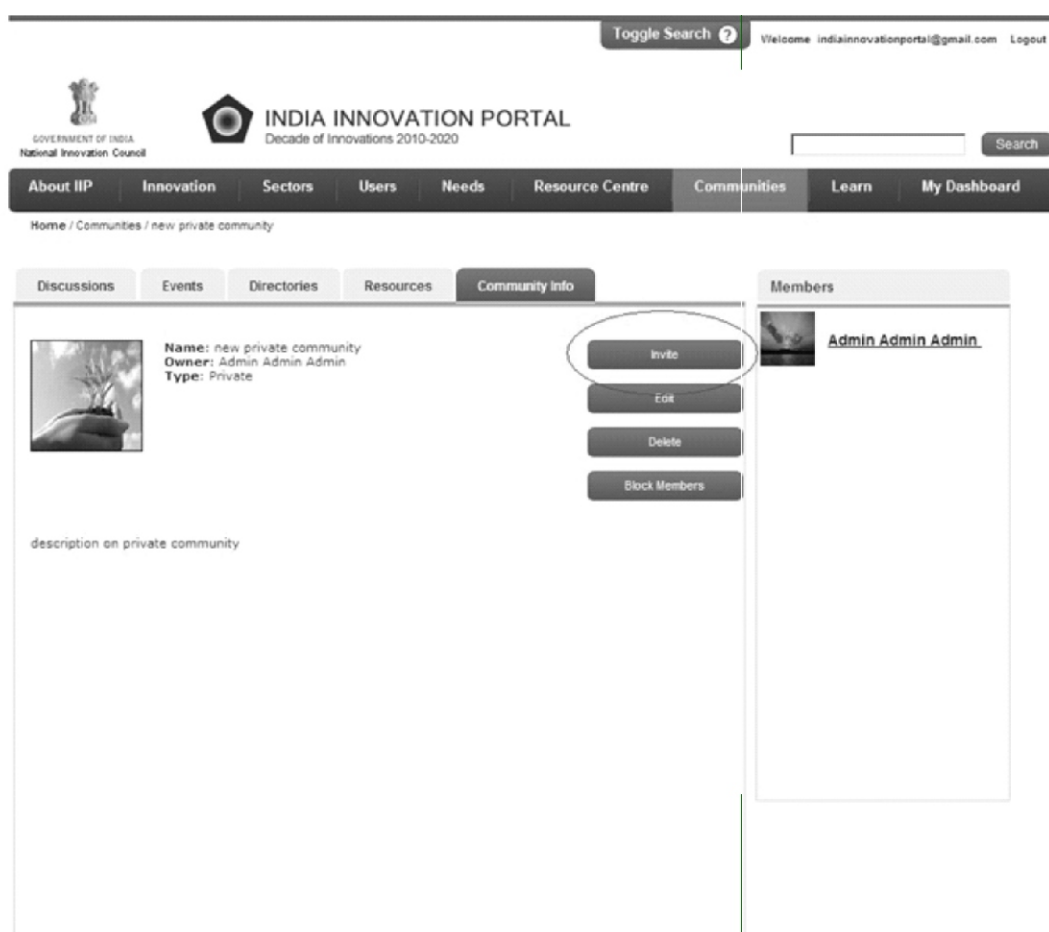
- Title:** A text input field.
- Description:** A text area with a note '(please enter 500 characters only)'.
- Sector:** A dropdown menu with options: Health, Governance, Science and Technology.
- Needs:** A dropdown menu with options: Policy, PR, Funding.
- User Type:** A dropdown menu with options: Academia, Government, Industry.
- Info Type:** A dropdown menu with options: Knowledge, Media, News.
- Type:** A dropdown menu with options: Open, Moderated, Private. This dropdown is highlighted with a red circle.
- Upload Image:** A button labeled 'Upload Image' and a 'Browse...' link.
- Create:** A button at the bottom of the form.
- *mandatory fields:** A note below the 'Create' button.

The background of the screenshot shows a list of existing communities, including 'New Community' (Owner: saurabh meghlan, Type: Open, 8 members), 'Testcommunity3434' (Owner: Admin Admin, Type: Open, 4 members), and several 'NEW COMMUNITY' entries with various owners and member counts.

3. Private communities:

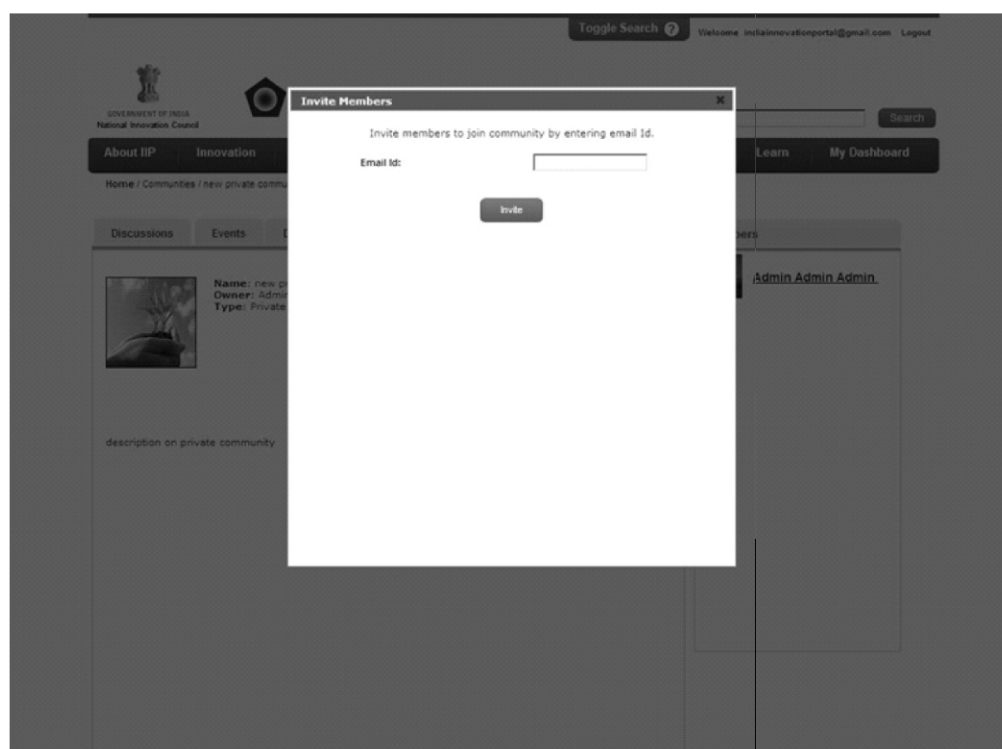
Private communities work exactly like Moderated communities for membership approval process.

- (i) Private communities are not visible in available communities tab.
- (ii) Once a user has joined a Private community, the community can be seen in Communities I Joined tab.
- (iii) *Invite Members*: The owner of the community has an Invite button on the community Landing Page.



The owner can invite registered as well as unregistered users by entering email Ids.

- i. If the user is unregistered, an email will be sent to the user, containing a link to India Innovation Portal to get registered to IIP and a request to join the community. Also, the request will automatically be listed in the invitation tab once the user registers. The user can accept or reject the request.
- ii. If the user is registered, the request will be listed in the invitation tab and the user can accept or reject the request.

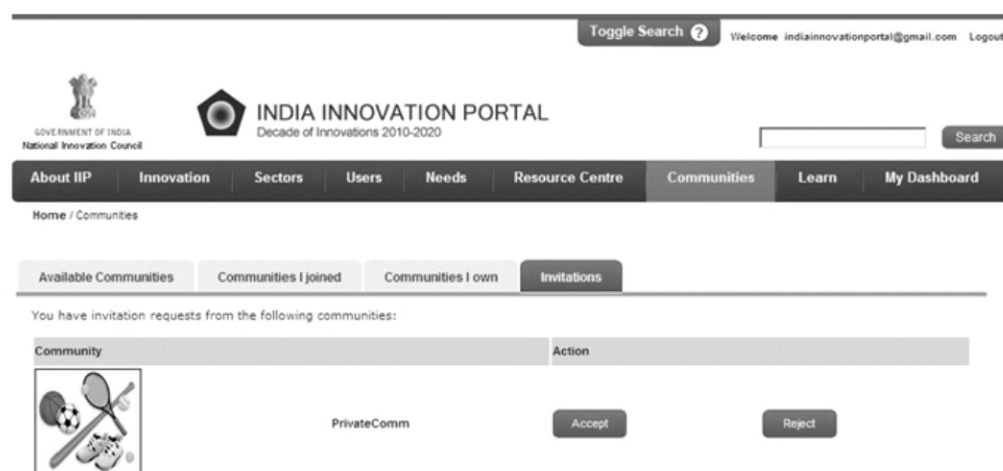


Invitation tab:

- o User logs in.
- o Goes to communities tab.
- o Clicks on the invitation tab.

Invitation tab contains the list of all the request a user gets to join private communities. The user can see the community image and name of the private community along with the accept or reject button. The request removed once the user accepts or rejects the request.

- a. User can unjoin the community, once joined.
- b. Delete: Owner can delete community without any permission.



C. **Joining/Unjoining a community:**

Who can join/unjoin: Registered users other than community owner.

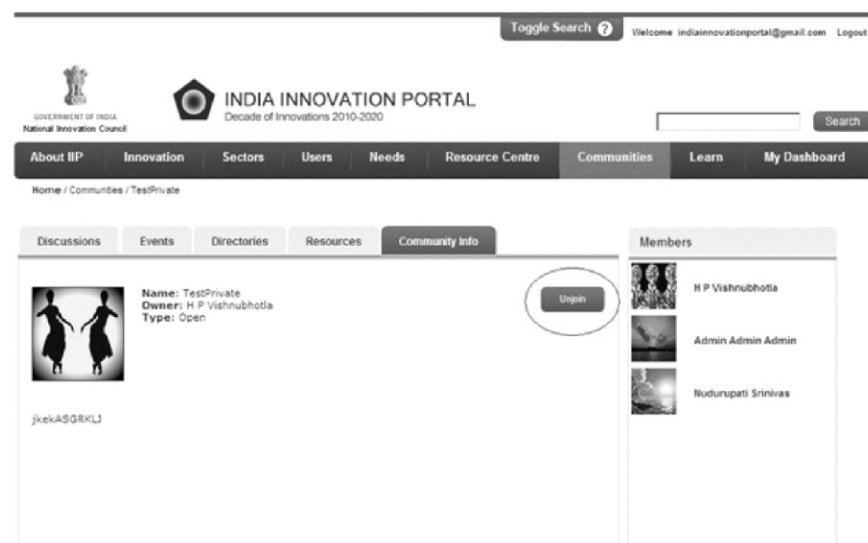
How to join/unjoin: join/unjoin community button on community info page (appears only for registered users).

Flow of events:

- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on a community to join/ unjoin.
- ➔ Clicks on the join/unjoin button on the community info page.
- ➔ Joins.



- ➔ Unjoins.



For open community: every registered user can join / unjoin.

For moderated community: user request to join will go to the community owner for consideration. Once joined, the user can unjoin the community.

For private community: user will get invitation to join the community from the community owner. Once joined, the user can unjoin the community.

D. Editing a community:

Who can edit: Community owner.

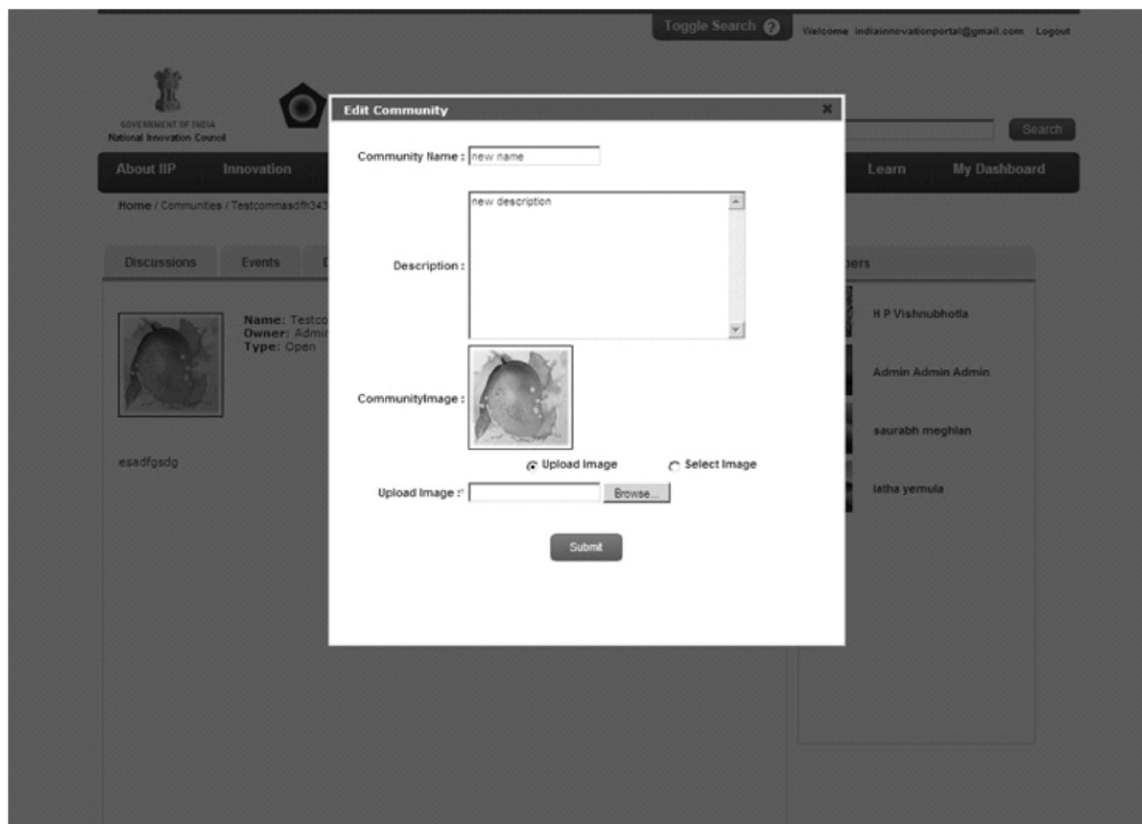
How to edit: edit community button on community info page (appears only for owner of the community).

Flow of events:

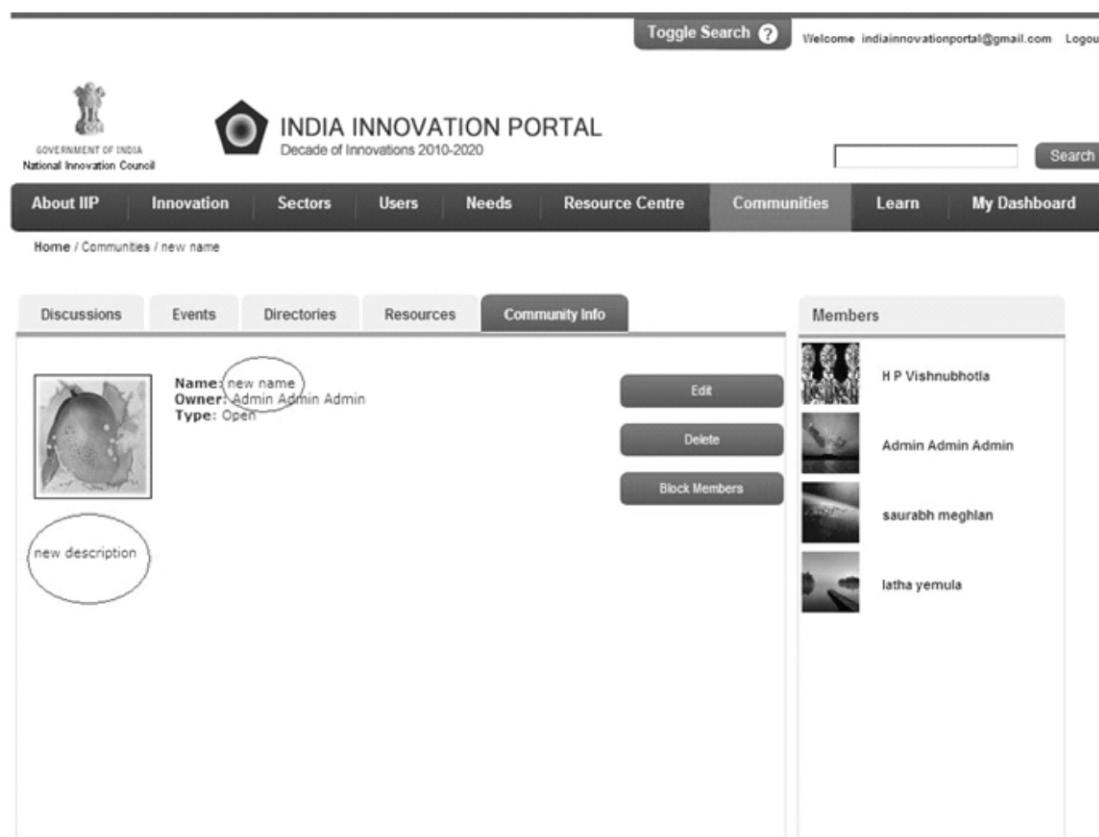
- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on the community owned by the user.
- ➔ Community Info page appears.
- ➔ User clicks on the edit button provided.



- ➔ A dialog appears with options to edit community name, description and image.



- ➔ User clicks on submit after modifying the information.
- ➔ User is redirected to the community info page where the changes are reflected



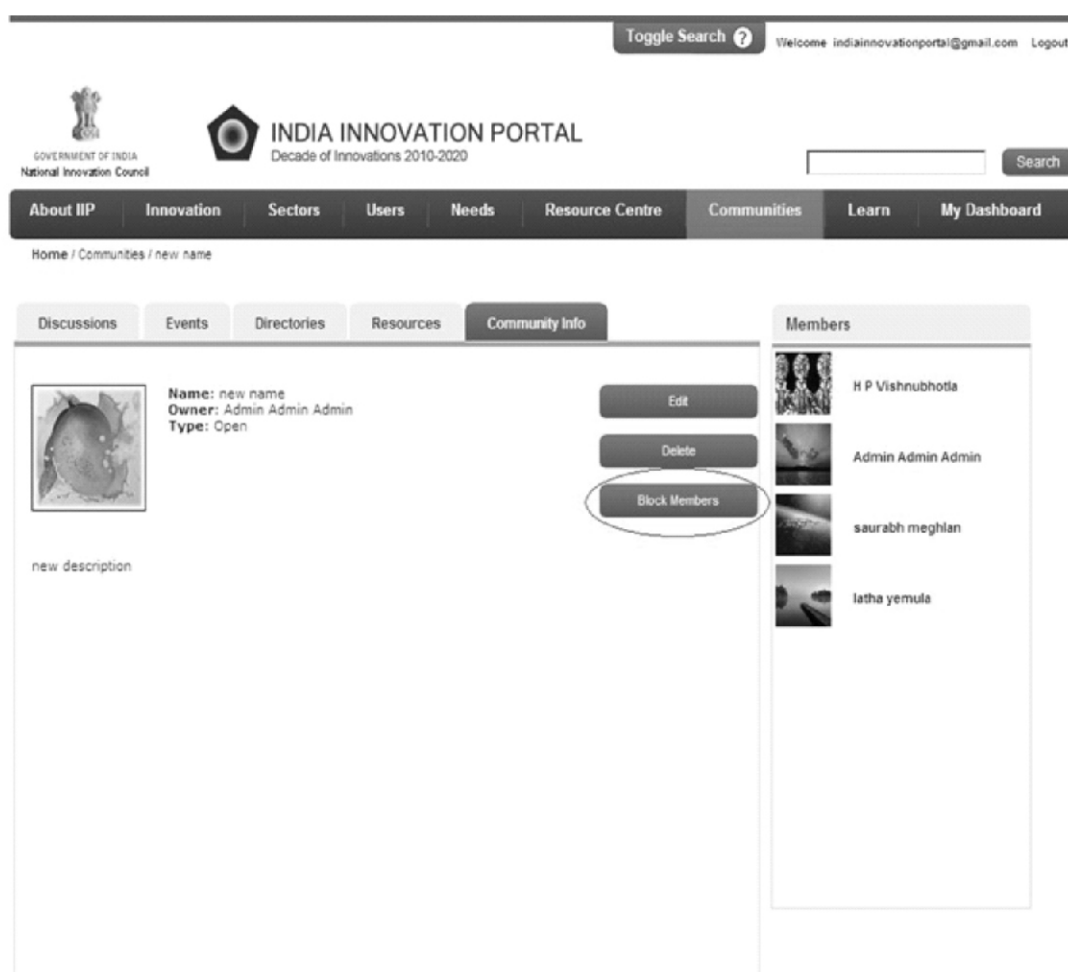
E. Blocking community members:

Who can block: Community owner.

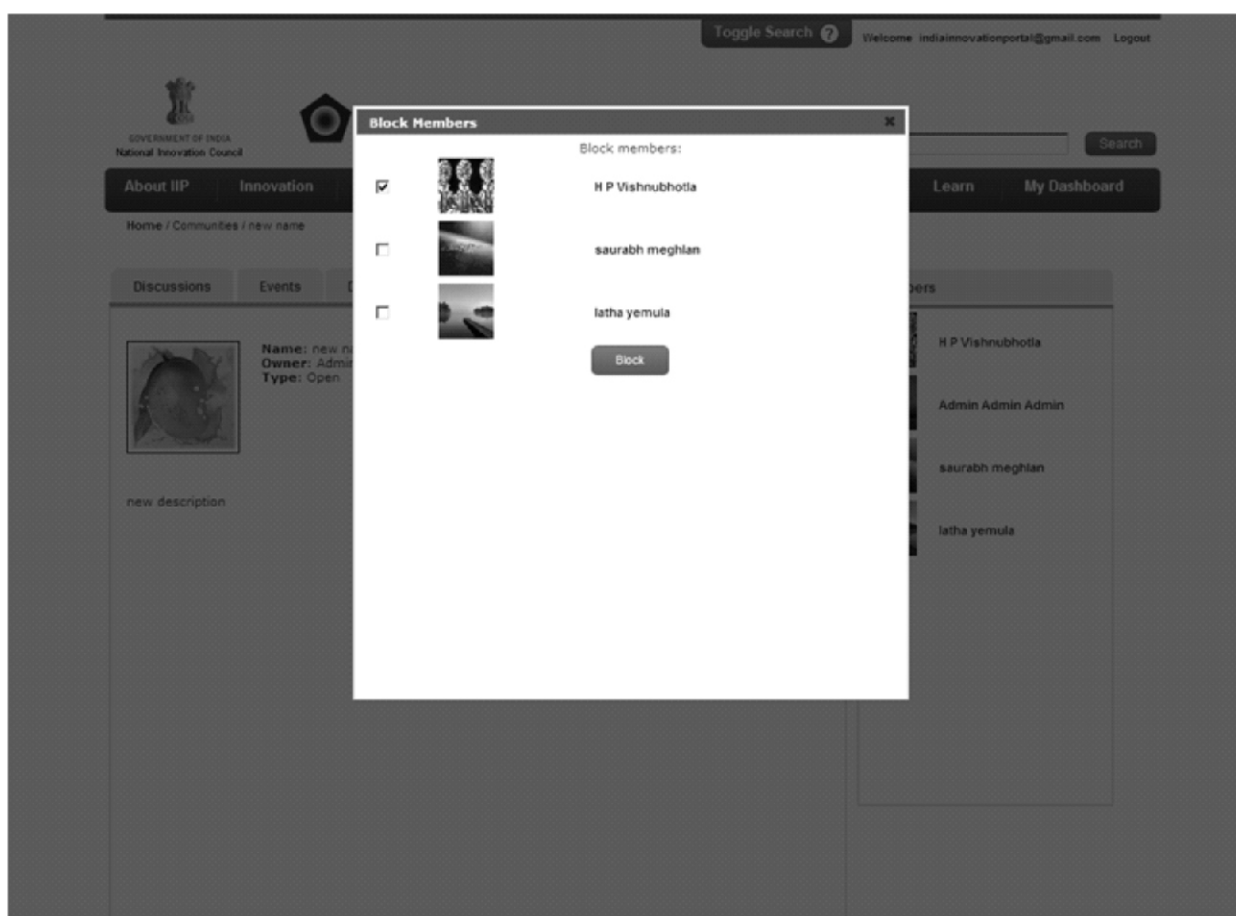
How to block: block members button on community info page (appears only for owner of the community).

Flow of events:

- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on the community owned by the user
- ➔ Community Info page appears.
- ➔ User clicks on “Block Members” button.



- ➔ A dialog box appears with the list of all the members of the community.
- ➔ The user selects multiple members by clicking in the checkboxes provided.



➔ User clicks on block button to block the members

F. Deleting a community:

Who can delete: Community owner.

How to delete: delete button on community info page (appears only for owner of the community).

Flow of events:

- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on the community owned by the user
- ➔ Community Info page appears.
- ➔ User clicks on delete button.



➔ A confirmation box appears asking the user to delete the community or not.



➔ The community is deleted after clicking the OK button.

G. Community discussions:

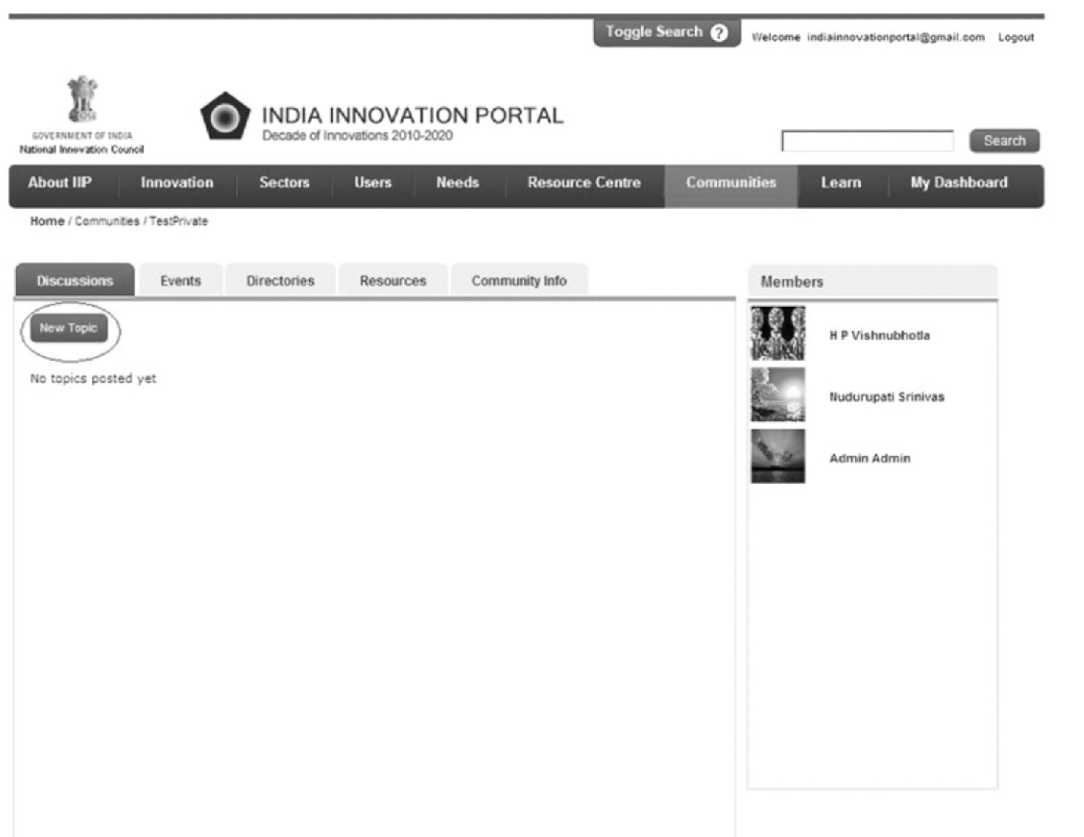
Who can create discussions: member of the community.

Who can view: all users.

How to create discussion: New topic button on the discussion tab on community Info page (appears only for members of the community).

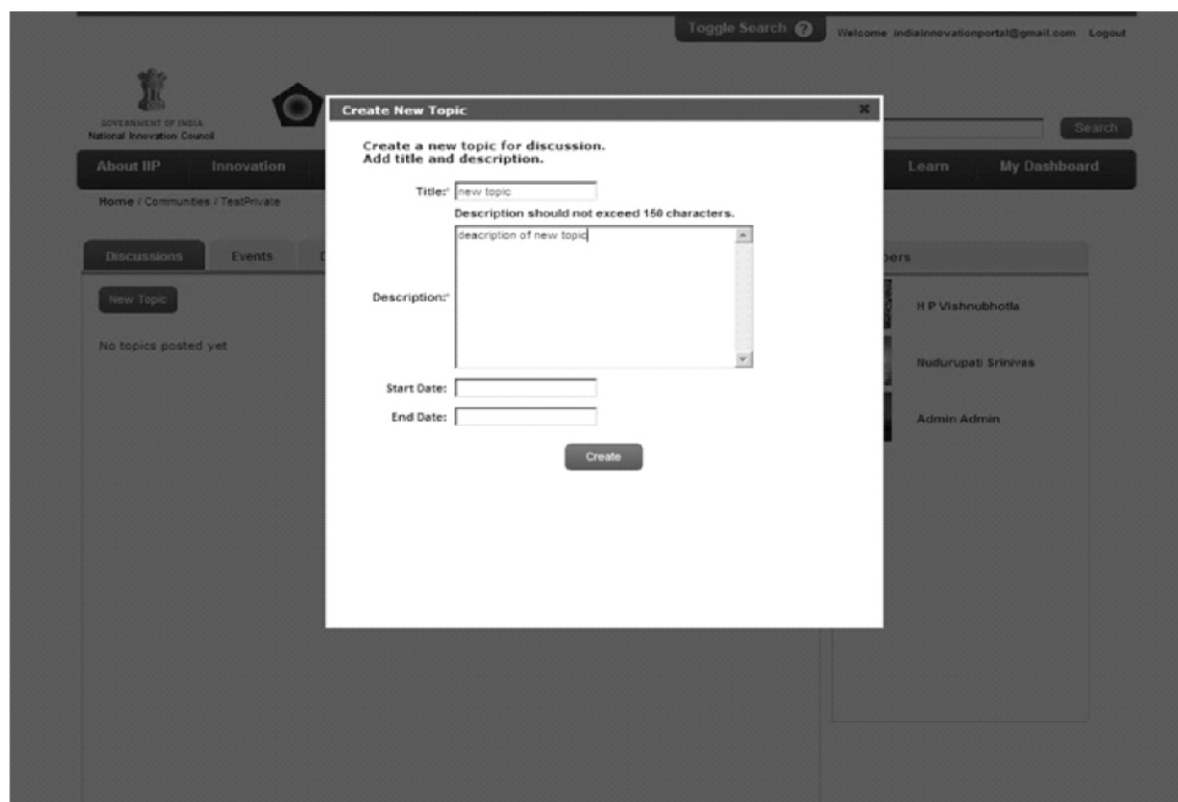
Flow of events:

- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on the community.
- ➔ Community Info page appears.
- ➔ Clicks on discussions tab.
- ➔ Clicks on New Topic button (appears only for members of the community).

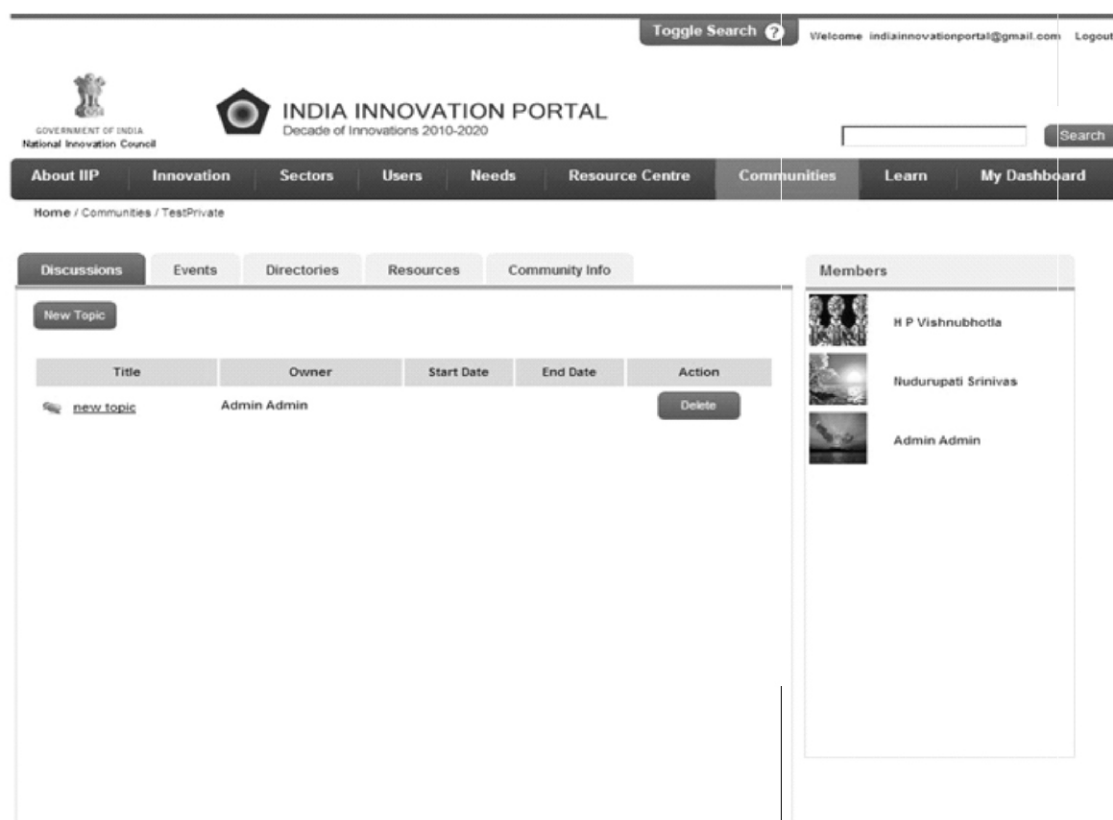


- ➔ Enters the title and description of the topic and selects start and end dates, if any.

(Note: A topic with start date after the system's date will not appear after creation. It will be visible only on or after the start date.)

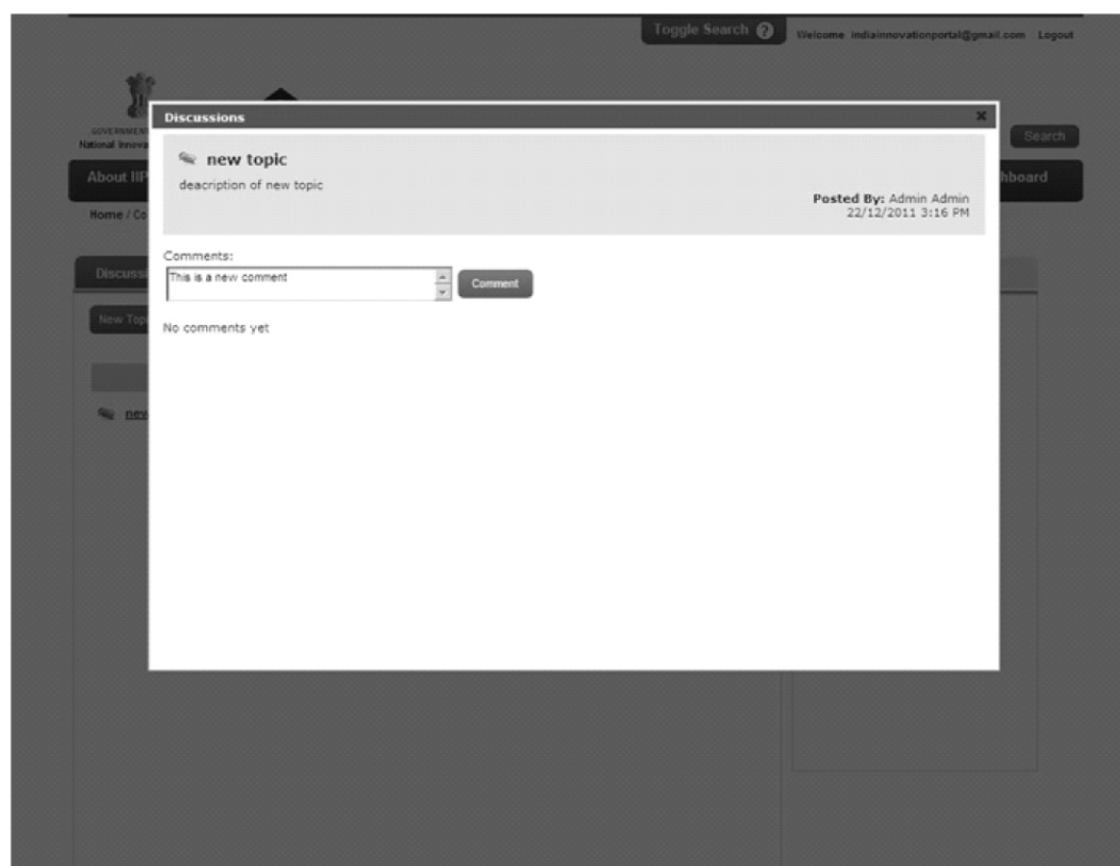


➔ Clicks on create to add the topic.

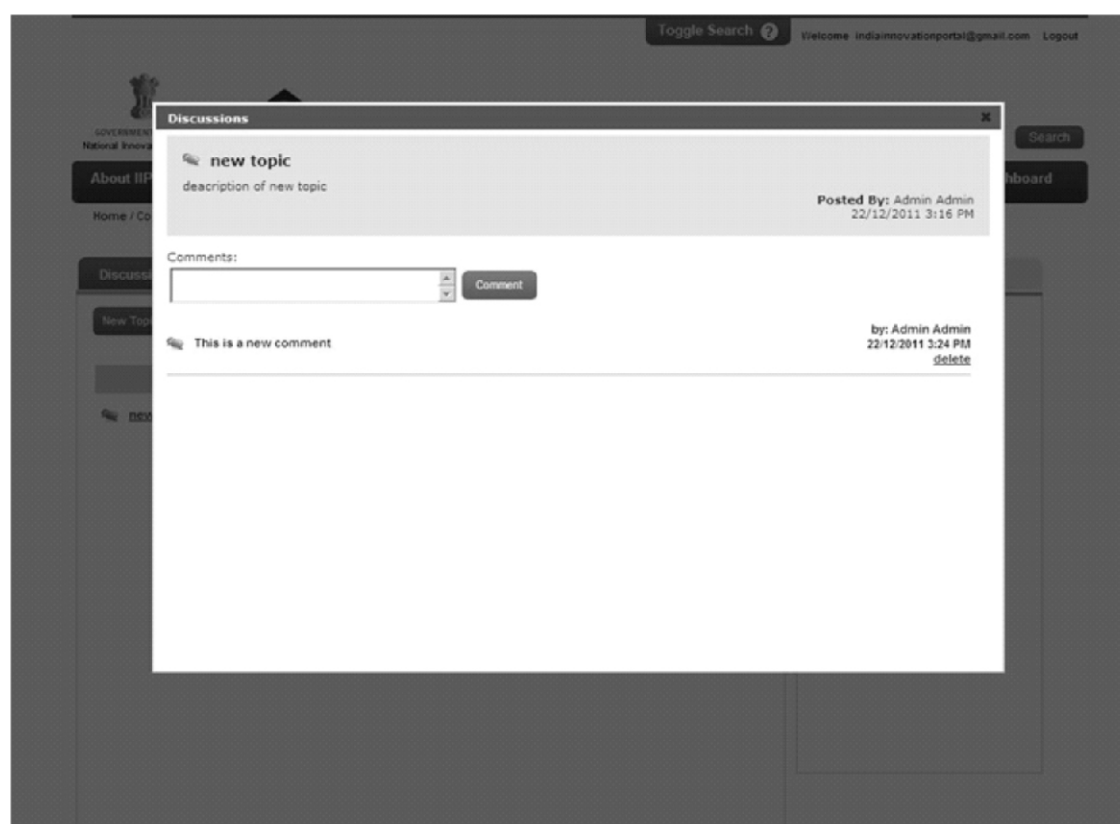


➔ Clicks on the topic to add a comment.

➔ A dialog box appears adding a comment.



➔ Adds a comment and clicks on Comment button (appears only for members of the community).



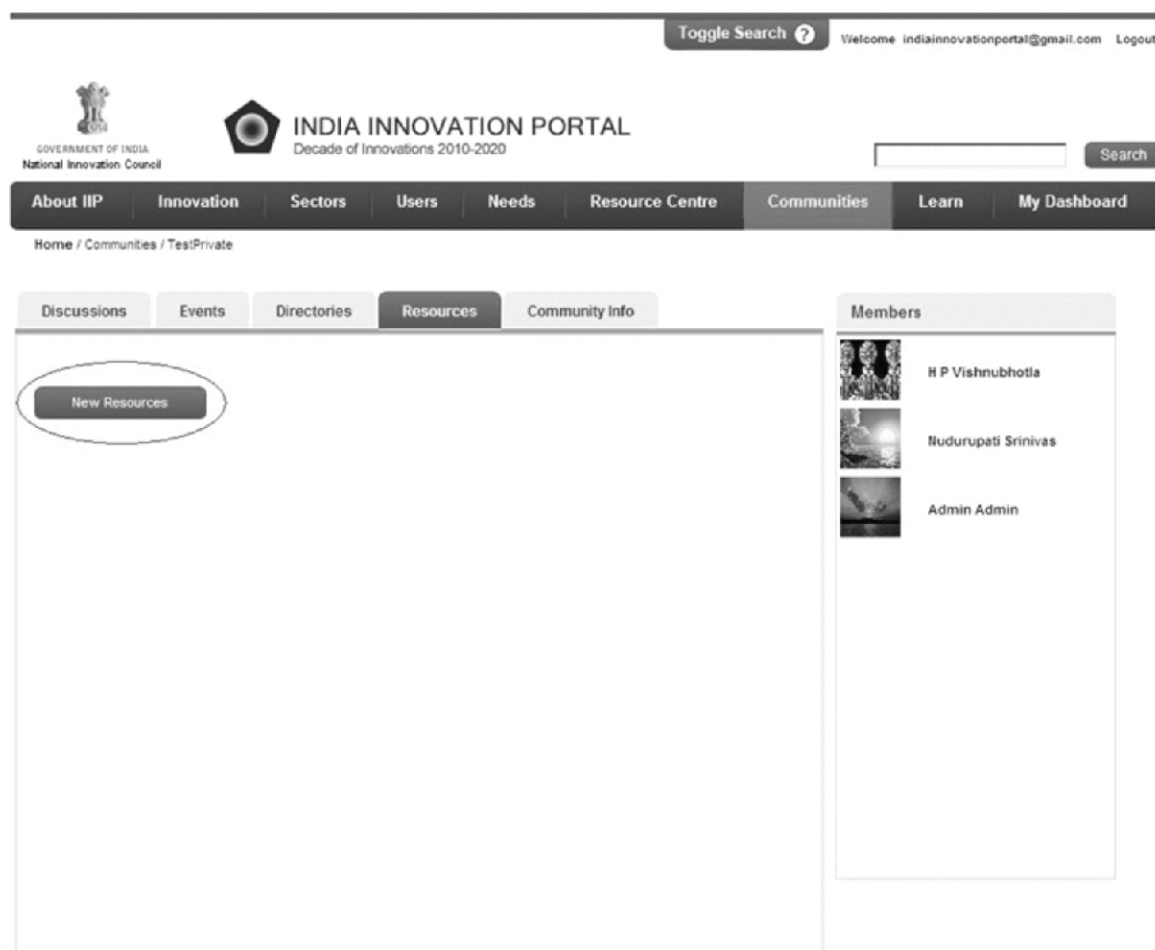
H. Community uploads:

Who can upload: member of the community.

How to upload: New Resources/Directories button on the Resources/Directories tab on community Info page (appears only for members of the community).

Flow of events:

- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on the community.
- ➔ Community Info page appears.
- ➔ Clicks on Resources/Directories tab.
- ➔ Clicks on New Resources/Directories button (appears only for members of the community).



- ➔ A dialog box appears. User enters the title and other information.
- ➔ Uploads a file or adds a link and enters the recaptcha value

Toggle Search ? Welcome indiainnovationportal@gmail.com Logout

GOVERNMENT OF INDIA
National Innovation Council

About IIP Innovation

Home / Communities / TestPrivate

Discussions Events

New Resources

Create New Resource

Title:

Country:


State:

City:

Description:

☒ Upload New File ☐ Add Link

Upload New File:
(Ex: doc, xml, xls, pdf, csv, txt (Max Size is 100MB))

Type the characters you see in the picture


Letters are case-sensitive

* mandatory fields

Vishnubhotla

urupati Srinivas

in Admin

➔ Clicks on upload.

Toggle Search ? Welcome indiainnovationportal@gmail.com Logout


GOVERNMENT OF INDIA
National Innovation Council

INDIA INNOVATION PORTAL
Decade of Innovations 2010-2020




About IIP Innovation Sectors Users Needs Resource Centre Communities Learn My Dashboard

Home / Communities / TestPrivate

Discussions Events Directories Resources Community Info

Title	Description	Last Modified Date	Status
 New Resource	Description of the new resource	22/12/2011 3:45 PM	Pending

Members

-  H P Vishnubhotla
-  Nudurupati Srinivas
-  Admin Admin

Manage community uploads:

➔ User clicks on Manage Resource/Directories button on the Resource/Directories tab.

(Note: only the uploads created by a member can be managed by him/her.)

The screenshot shows the India Innovation Portal interface. At the top, there is a header with the Government of India logo, the text 'INDIA INNOVATION PORTAL Decade of Innovations 2010-2020', and a search bar. Below the header is a navigation menu with tabs: 'About IIP', 'Innovation', 'Sectors', 'Users', 'Needs', 'Resource Centre', 'Communities', 'Learn', and 'My Dashboard'. The 'Communities' tab is selected. Below the navigation menu, there is a breadcrumb trail: 'Home / Communities / TestPrivate/ Resources'. A table with one row and one column is visible, with the header 'Title'. Below the table, there is a 'New Resource' button and an 'Edit' button. At the bottom, there are three buttons: 'Back', 'Delete', and 'New Resources'.

➔ The user edits or deletes the upload as per requirement.

The screenshot shows the 'Edit Resource Uploads' modal form. The form has the following fields: 'Upload Type' (set to 'Resource'), 'Title' (set to 'New Resource'), 'Description' (set to 'Description of the new resource'), 'Country' (set to 'India'), 'State' (set to 'Andhra Pradesh'), and 'City' (set to 'Hyderabad'). There is a section for 'Upload new File' with a 'Browse...' button. Below this, there is a text area for 'Flow diagram for communities.docx (Ex: doc, xml, xls, pdf, csv (Max size is 100MB))'. There is an 'Add Link' button and a text input field for 'Type the characters you see in the picture' with the value '1tza6o'. Below this, there is a note 'Letters are case-sensitive'. At the bottom, there are 'Upload' and 'Back' buttons. A note at the bottom right says '* mandatory fields'.

➔ User edits the upload by modifying the fields and clicking on upload button.

I. Community events:

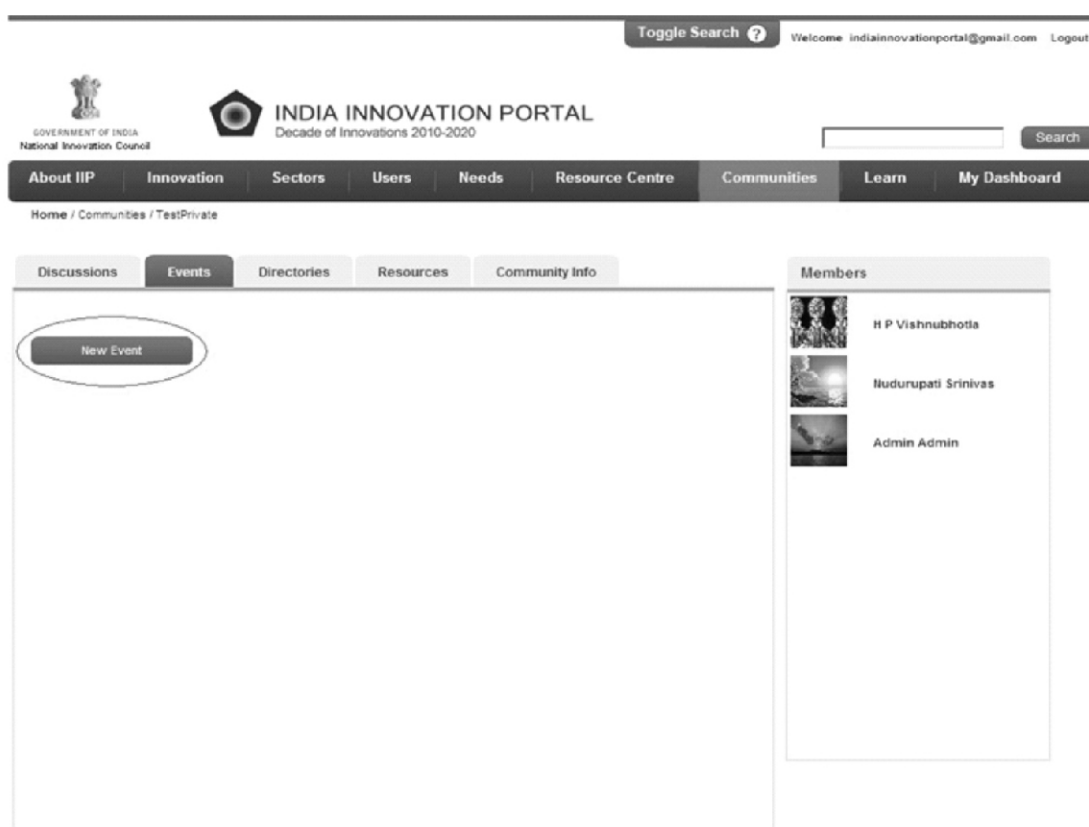
Who can create: member of the community.

Who can view: all users.

How to upload: New Event button on the Events tab on community Info page (appears only for members of the community).

Flow of events:

- ➔ A user logs in to the portal.
- ➔ Goes to communities tab.
- ➔ Clicks on the community.
- ➔ Community Info page appears.
- ➔ Clicks on Event tab.
- ➔ Clicks on New Event button (appears only for members of the community).



- ➔ A dialog box appears. User enters the title and other information.
- ➔ Selects start and end date and enters the recaptcha value.

Create New Event

Title:

Event Start Date: Event End Date:

Address 1: Address 2:

Country: State:

City:

Event Summary: Event Details/Website:

Type the characters you see in the picture

Letters are case-sensitive

* mandatory fields

→ Clicks on upload.

INDIA INNOVATION PORTAL
Decade of Innovations 2010-2020

Home / Communities / TestPrivate

Communities

Title	Summary	Last Modified Date	Status
New Event	Event summary	22/12/2011 4:10 PM	Pending

Members

- H P Vishnubhotla
- Rudurupati Srinivas
- Admin Admin

Manage community events:

➔ User clicks on Manage events button on the events tab.

(Note: only the event created by a member can be managed by him/her.)

The screenshot displays the India Innovation Portal's 'Manage community events' page. At the top, there is a header with the Government of India logo, the portal's name 'INDIA INNOVATION PORTAL', and a search bar. Below the header is a navigation menu with tabs: About IIP, Innovation, Sectors, Users, Needs, Resource Centre, Communities (selected), Learn, and My Dashboard. The main content area shows a list of events with columns for Title, Start Date, End Date, and Location. A 'New Event' button is visible at the bottom right. The footer contains copyright information and links to About IIP, Contact Us, Feedback, Terms & Conditions, and Site Map.

➔ The user edits or deletes the upload as per requirement.

The screenshot shows the 'Edit Event Uploads' modal form. The form contains fields for: Upload Type (Event), Title (New Event), Event Start Date (12/22/2011 04:07 PM), Event End Date (12/24/2011 04:07 PM), Address 1 (Infosys, Hyderabad), Address 2, Country (India), State (Andhra Pradesh), City (Hyderabad), Event Summary (Event summary), and Event Details/Website (www.events.com). There is a CAPTCHA field with the text 'Type the characters you see in the picture' and the image '1qpjne'. Below the CAPTCHA are 'Upload' and 'Back' buttons. A note at the bottom states 'Letters are case-sensitive' and '* mandatory fields'.

➔ User edits the upload by modifying the fields and clicking on upload button.

Innovations to Improve the Performance of Government

By Shri Arun Maira
Member, Planning Commission

The President of India has declared 2010-20 as India's 'decade of innovation'. The Prime Minister, addressing the National Development Council on July 24th 2010, said, “Finally, I would like to emphasize that as we proceed with our ambitious plans, which require substantial deployment of resources, we must keep in mind the need to spur innovation as a driver of national performance... The Government too must innovate both at the Centre and in the States. There is a strong case for each institution in government to try to re-invent itself to reflect changing needs and circumstances and changing expectations.”

Citizens' changing expectations of the Government, and their impatience with the slow pace of Government reform, became manifest in the Anna Hazare movement which demanded immediate response from Government's legislature, cabinet, and bureaucracy. The movement was remarkably successful in mobilizing masses of people using innovations of 21st century social media technologies. Social media was also used in the 16th century to mobilize masses, as The Economist (December 17th-30th 2011) explains. Martin Luther created a viral communication campaign to mobilize opinion against the Pope and the Catholic Church. The printing press, just recently invented, played a role in enabling the campaign. But the principal innovation, The Economist explains, was in the process of communication, which used citizens' channels for spreading around the news and views laterally and very speedily. The point to note is that processes can be innovated even without technology. Indeed Mahatma Gandhi's innovation of non-violent process, to challenge non-responsive governments, long before the Internet, has been deployed in many movements across the world, including Martin Luther King's civil rights campaign, the Prague Spring in Eastern Europe, and lately the Jasmine Revolution in Arab countries (which combined non-violent protest with the use of internet-based communication as did the Anna Hazare movement).

I use these examples of innovations in movements of change to first introduce a framework for innovation in government, and later explain innovations required to improve the quality of governance in India.

An Innovation Framework

Innovations in a system can be made at three levels: procedures of work, processes for producing results, and the structures of institutions. Procedures execute the steps in a process. Whereas process design determines what steps are necessary, and in what order, to improve outcomes. Overall, structures of institutions enable and constrain the processes that can be performed within them.

Information technology can improve the performance of procedures. It can automate them, thereby improving their accuracy, their efficiency, and the speed at which they can be carried out. For example the submission of an application electronically is much faster and more accurate than a manual process. At its basic level, 'e-governance' is computerization of procedures previously performed manually. It enables accurate records of transactions and easier access to information by citizens too.

The first wave of improvements of efficiencies, by the use of technology in businesses and governments in the USA and elsewhere, was limited to automation of procedures without changing process design. (Just as the first automobiles in the early 1900s merely placed an engine where the horse used to be in the traditional design of a horse carriage.) The next wave of improvements through deployment of information technologies, in the 1990s, focused on 'process re-engineering'. It realized that much larger gains could be made by crafting new configurations of processes, just as the second wave of automobile designs focused on the engine and transmission and not the horse any more, to improve the systems' performance. (Recollect again that the impact of Martin Luther's and

Mahatma Gandhi's movements of change came from changes in the architectures of processes of communication and mobilization, not technologies.) We need to focus much more on process re-engineering within government than we have done so far in our drive for 'e-governance'. As the business sector discovered, the realization of these larger opportunities requires process engineers, not merely IT specialists. Moreover since change in processes requires reallocation of tasks, good 'change management' becomes an essential part of an innovation campaign.

The third and most fundamental level of change comes from an analysis of the purpose of the institution and from rethinking what processes it needs to fulfill its purpose. Democratic government, in its classical definition, is government of the people, for the people, by the people. Therefore, processes are required to ensure that government can perform all three functions properly. Universal franchise with elections regularly and fairly conducted can ensure that the government is of the people. India scores very high marks for its abilities in this regard, and indeed is an international benchmark. But Government has to be for the people too, and must be accountable to them. Indian citizens' unfulfilled expectations led to the RTI movement, and thereafter to movements for rights to service (citizen's charters) and anti-corruption. Finally, government must be by the people. The 73rd and 74th amendments to the Indian Constitution, passed twenty years ago, remain implemented only in letter and barely in spirit.

To fulfill government's function of accountability, new processes have to be installed, like the RTI, citizens' charters, and many others. These processes will require the delineation of procedures, and many of those procedures can be made more efficient, accessible, and transparent with information technology. For empowering people to govern themselves, institutional arrangements must be changed, and new institutional abilities developed at the grass-roots levels, and at higher levels too where the purpose of institutions must shift to enable rather than to micro-managers and control. This requires the 'reinvention of every institution in government' that the Prime Minister pointed to in the National Development Council. It also expands the agenda of 'e-governance' from introduction of 'electronic' government, as it has been by and large so far, to the creation of 'empowered' governance.

Innovations for improving governance

This brings me to the specific domain of governance in which government must become really innovative now. Effective Government for the people requires much better communication between Government and the people. Government functionaries and people's elected representatives must listen to people more effectively than they have, and they must communicate to them more credibly too. Governments' communication processes are stilted and slow. They are out maneuvered by the more nimble, viral, and less costly too, communication processes of civil society movements. The break-down in effective communication between government and people enabled the Anna movement to appear more trustworthy to people than their elected Government. Left wing extremist movements have also proven to be much more effective than government at communicating with people and enrolling them.

The performance of government and its ministries and agencies must be gauged by the outcomes produced for people. Whereas all government institutions must consult with people before setting their performance targets and thereafter account to people regularly, when the Results Framework Document (RFD) process was first introduced in the central government in 2009, ministries and departments mostly set targets for expenditure, internal milestones, and improvement of procedures. Therefore an innovation was introduced into the RFD process that required all ministries and departments to conduct good stakeholder consultations before developing their performance indicators.

India is diverse. It must be democratic. It is likely to require coalitions to govern it. Many reforms and policies of Government are presently stalled because, while some stakeholders support them, others, fearful of negative fall-outs, oppose. Therefore consensus must be obtained before the reforms can proceed. The speed with which consensus will be obtained and the quality and sustainability of the consensus will determine when results will be obtained. Innovations are required in processes to obtain consensus which, in diverse, open, pluralistic India is a greater challenge than in more homogenous societies. Information technologies can make the task of consulting easy on one hand by providing reach to millions of people. And they make it more difficult on the other hand by inundating the policy-maker with opinions. How does one make sense of it all? Innovative solutions must be found to these challenges of communication and consensus-seeking. Insights into such processes can be obtained from our own successes and failures, as well as the experience of other democratic countries.

In conclusion, Government's innovation agenda must have an external dimension and an internal one too. Externally, Government must stimulate the creation of a vibrant innovation eco-system in which business and social entrepreneurs can flourish. Internally, democratic governments in the center and in the states require innovations in their own institutions and processes too, as explained here, to fulfill their core purpose of providing good government of the people, for the people, and by the people.

Nurturing Innovation

By Dr T. Ramasami
Secretary, Department of Science & Technology
Government of India

Background

Innovation has become a buzz word in global developmental agenda. Nations are focused on fostering and nurturing innovations. Developing an ecosystem to nurture innovations has become national priority.

By description, innovation could be described as the first application of a concept. Being the first application of a concept, innovation offers first user advantages in a competitive world. However, innovations lacking in prior experience, suffer the unknown dimensions of their value and risks of failures. In order to promote the development of an innovation ecosystem, many countries read just their governance and legal systems.

Many economies support inventors and investors into innovations through incentives and fiscal policies. Venture capitals and angel investment form supporting infrastructure of global innovation ecosystems. Legal Protection of Intellectual Properties is one of the most important components of nurturing global innovation systems. An element of technocratic push for maximizing the benefits of innovations and incentivizing the innovators and investors is considered a necessary measure for nurturing innovations. In other words talent base, policy environment, fiscal measures, angel investment, and a national mind set for not punishing risk failures are seen as essential ingredients for promotion of innovations. There are some good global examples for nurturing innovations.

While technologies enable addition of values to raw materials, innovations offer opportunities for maximizing value addition to raw materials. Therefore, technologies are market driven and innovations are competition driven in the global contexts. Israel and Finland invest heavily and more than 3.5-4% of GDP into Research and Development and have positioned themselves as leaders in innovation world. In Asia, Korea and Taiwan have focused on promoting innovations and emerged major players.

Unleashing India's Innovation System

Unleashing India's innovation system has remained a challenge for planners. Culture, Asymmetry and Pluralism (CAP) could be considered broadly as the leash which had chained the innovation systems of the country. The cultural legacy had created firewalls between knowledge and wealth creation sectors for centuries. Asymmetries among the innovators and investors on account of trust deficit are inhibitors to nurturing innovations. Pluralism associated with the Indian ethos and economic paradigms pose additional challenges. While innovations are globally competition driven, in the Indian social contexts, innovations are needed to serve an inclusive development agenda of the country as well. In the Indian social context the purpose attains as much significance as the process of nurturing innovations. Further the contexts in which the innovations need to function are also changing. Innovation ecosystems for a Changing India are the current theme.

Changing India: The Role of Innovations

Three decades ago, people had to wait for connections to cooking gas, purchasing a scooter, gaining telephone connections for months and even years. Access to majority of such facilities was considered access to luxury. In the modern India, these are considered essential needs. The number of mobile connections in the country is perhaps largest in the world. Certainly the tele density has vastly improved and the costs of communication are perhaps the lowest in the world.

India has emerged a major player in the manufacture of bulk drugs and vaccines. The global share of vaccines supply in some specific cases is as high as 66% of the global needs. Automobile

industry has undergone sweeping changes during the last twenty years. Nano is a new statement to the world. In the changing world, India's uniqueness seems to be one of affordable innovations for increasing access to as large population as possible. Accessible, Available and Affordable Innovations seem the highest priority in the changing India, if the country were to meet the challenging need of faster, sustainable and inclusive growth.

Some lead Examples for Innovation Promoters

India started promoting innovations through schemes, programmes and institutional infrastructure in the previous five year plans. New Millennium Indian Leadership Initiative implemented through Council of Scientific and Industrial Research (NMIL) is one of the early examples of Indian programme to link investors and innovators and promote innovations. Under this programme, large number of partnerships between academy, research and industry was promoted and new innovative products could be launched.

Technology Development Board is another venture capital system of India developed through an entity created through an act of parliament. The entity has been able to foster innovations through low cost loans for commercialization. As many as 290 projects have been supported by providing a loan of over ₹ 1100 crores, deploying about ₹ 590 crores of public funds. One of the best outcomes of successful innovations supported by TDB which led to substantial reduction in costs is the project on Hepatitis vaccines. What used to be \$40 dollar a dose became 40 cents a dose.

National Innovation Foundation is an entity which helped to create national movement among informal innovators. This is a case of open source innovation system. NIF has been able to register as many as 1,60,000 innovation practices of the country at grass root levels. Value addition to grass root innovations is another unique feature of the India's experience.

Some Successful Case Studies in Innovations

There are examples that could be cited where the Indian ability to innovate could be illustrated. Important innovations have emanated from the Group in Indian Institute of Technology in Wireless Communication. These innovations have enabled bridging rural urban divides in a significant manner in the areas like telemedicine, tele-education and tele-banking and many more. There are many celebrated innovations in employment oriented sectors like leather and textiles. Community based innovations in water harvesting and management in agriculture have been reported. Innovations have been reported in renewable energy sector by both informal grass root and formal enterprise systems. Jaipur foot is an excellent example of affordable and accessible innovation. There are some good examples of open source innovations which could be deployed for social and public good by various states. Some of these open source innovations could be listed and illustrated through a portal.

India in Global Innovation Index

Although India could claim many successful cases of innovations in the commercial space, as a country Indian rank is worse than 50th in the world in Global Innovation Index. India is noted for her “Jugaad or Frugal Innovation” capacity. The Formal innovation system remains weak on account of several factors. One of the most serious challenges faced by the National Innovation movement is the near absence of a “Nurturing Innovation Ecosystem”. Indian manufacturing and agriculture systems can not afford to remain weak on innovations. Global competitiveness of India in the global trade would depend on the innovative strength of Indian manufacturing capacity on the one hand and ability of the agriculture sector to increase the land and water productivity to meet the global bench mark standards on the other. India may need to innovate to develop an innovation

ecosystem which will enable the country to position herself among one of the top ten Nations within the next five years.

Nurturing Innovation Ecosystem in India: Some Important Steps

India is respected for her talent base to innovate. Conversion of talent into tangible outcome is an unmet challenge. Formal innovation systems require a holistic approach. Innovation is closely linked to application of concepts and commercialization of gainful ideas. Whereas educational and public funded research systems are focused on basic and publishable research, a change in focus on generation of intellectual properties with potentials for commercialization is necessary. Translational research system in the country is weak. Building Human capacity and developing institutional infrastructure for translational research are priority needs. The private sector, which is closer to the market place, needs to drive the growth engine of innovations. The financial institutions should provide risk funding for nurturing innovations. There must also be a demand for innovative products in the domestic market. Vulnerable dependence on international market demand for innovations needs to be avoided.

Broadly, the essential needs for nurturing an innovation ecosystem in India for the country to emerge as one of the top ten Nations in innovation could be grouped as follows: a) Focus in education on solving problems, b) co-locating innovation centres in educational enterprises, c) building innovation clusters, d) creating a policy environment for increasing the engagement of private sector into R&D, e) changing the paradigm from transaction to relationship models for promoting academy-research-industry linkages, f) establishment of National Innovation Fund, g) creation of an environment for investing into risky innovations without the fear of punishment for genuine failures of innovations, h) new financial audit principle for evaluating investments into innovation, i) public investments into innovations through equity rather than loan models, j) New pathways for Open Source Models for Innovations, k) incentive mechanisms for successful innovators, l) an overarching policy environment and m) deployment of tools of Public and Private Partnership for R&D and innovation and n) mounting a mission mode drive for nurturing innovations.

Ongoing Measures in Innovation Space

The Drug and Pharmaceutical sector is one of the most challenged industrial sectors in the country. Therefore, the sector has started to invest heavily into R&D and seek innovations. The Department of Biotechnology has mounted a large number of initiatives to promote translational research in the sector. There is evidence of increasing innovation capacity in the bio-technology sector which is growing at annual growth rates of over 30%. Council of Scientific and Industrial Research has mounted an Open Source Drug Discovery programme as well as Open Source Health Delivery model. Department of Science and Technology has supported Drug and Pharmaceutical Research through a special PPP programme. Total of nine leads have been obtained and they are in different stages of clinical trials. Mobile health delivery could form one the most ideal cases for innovations emanating from India for global market.

There are several innovations in agriculture research and development reported from public funded research which could be further nurtured. Energy and environment sector have received considerable attention from innovators in the recent times.

Innovation for Rural India

As Indian economy grew rapidly over the last twenty years, it has also contributed to differential growth. While urban India innovated to grow fast, rural India and the sectors which

affect them most, like farm, water, healthcare, rural industry and education, had limited success. Although there are evidences that low income base districts of India have grown at faster rates than high income base districts, unevenness in growth is a real issue. This calls for bridging the divides. The immediate remedy to such a situation is creation of large social programs. India has indeed seen several of these in recent times, with NREGS taking a lead in blunting the tensions of the uneven growth.

Science & Technology, Innovation and Entrepreneurship, all of which have played major role in the rapid growth of modern urban sector, should now focus on these sectors. There has been several attempts in this direction over the last few years including that of Rural Technology and Business Incubator (RTBI) at IIT Madras. But these attempts were small and somewhat sporadic, with limited policy and venture support. Over time government has realised that innovation in areas like agriculture, water-conservation, rural-energy, rural health-care and education and livelihood would go a long way in strengthening Indian society. It has therefore decided to provide policy-support to such efforts as well as to set up a Rs 5000 Crore public-private venture fund to convert innovation in these areas into drivers of viable commercial enterprises. The enterprises that would attempt to introduce new services and products, with promise to bring about a sea - change in the lives of poor, would get support from such a venture fund. This could indeed be game-changer for the nation.

Setting up the venture fund would only be a first step. It alone will not result into a large number of efforts and successful ventures in this direction. At the same time, one has to ensure that the supported enterprises do indeed attempt to benefit those who have been left behind. Having 80% of funds coming from private venture funds would indeed ensure that the companies which are supported do make business as their focus; however the business must make significant impact in the lives of poor. Substance rather than hype need to be the motto of such efforts.

Such ventures cannot be built without careful nurturing and without significant participation from larger sections of academia, R&D institutions and without involving those who have had a long and rich experience in working in social sectors. S&T efforts would be required which would go deep in solving problems of the under-privileged. These efforts will be more complex than that pursued today by the scientists; and would almost always involve combining expertise in multiple disciplines in addition to taking significant inputs from social-science sector. All this cannot be done overnight and would require sustained efforts funded by different ministries lead by Department of Science and Technology. Such effort would lay ground work for creating ventures that would tap this fund to build successful businesses which benefit the poor.

Fortunately many youngsters today are excited about working in such sectors. The funds would certainly be tapped by these. However, they are often driven by the hype of "social entrepreneurship" emerging from the West, which rarely goes deep enough. To succeed, these youngsters need to have a deeper understanding of rural India and sections which have been left behind, their strength and weaknesses, their constraints and their aspirations. At the same time, they must be willing to think out of box and innovate to come up with new services and products.

National Innovation Council and Steps to Scale Innovations

Although there are some good pilot experiments in leveraging innovations, scaling up innovations has remained a weak link in the country. India has declared 2010-20 as Decade of Innovations. New directions have been proposed and taken up for nurturing and scaling innovations in the country. National Innovation Council under the Chair of Dr Sam Pitroda has been constituted. The National Innovation Council has made many important recommendations and steps to nurture

an innovation ecosystem in the country. The Council has embarked upon a time bound plan to promote and nurture innovations in the country. Democratization of information is an innovation that India is trying to master. Scaling innovations to make deeper impact and penetration of the innovative outcomes have been the unmet challenges of India.

National Innovation Council has been addressing the needs of scaling innovations. National Knowledge Network has opened a possibility to interconnect the entire country through low latent optical fibre network. National Innovation Council has embarked upon a plan to interconnect all Panchayat Raj institutions and block level organizations. Unique identification (UID) is an innovation of the country.

Way Forward

It has become also necessary for India to select a Unique feature for positioning India strongly in the global innovation space. Whereas most nations investing into R&D through private sector funds are focused on technocratic push models for supporting the process of innovations, India could connect innovation systems to the public and social good and nurture people centric innovations for inclusive development. Deployment of public funds for R&D for innovations leading to public and social good in areas like agriculture, water, energy, environment, affordable health care etc. through a National Inclusive Innovation fund is a welcome next best step.

Science and Technology policy of India enunciated in 2003 should be modified to embrace the National Innovation agenda in 2012. India has relied on the “Art of Possible” in governance for long. The new policy must explore also the “Art of Impossible” for governance systems for innovation. New investment path for nurturing and fostering innovations with out the fear of failures should be explored.

Unleashing of innovation potentials of India may require a country specific model developed after a detailed study of global best practices and creating a policy environment for both Open Source Innovations for inclusive National growth and globally competitive innovations for faster and sustainable growth in the global knowledge economy. The innovation of India is not only in the development of such a country specific model but also rapidly scaling up successful pilot experiments. India in 2020 should be among the top ten innovative nations in the world. Nurturing innovations is therefore an essential next step.

Some Proposed Next Steps

States may need to undertake a proactive role in connecting the innovation hotspots. Some proposed next steps are :

- Developing an enabling national policy environment and State based actions for implementation.
- Interconnecting the innovation hotspots and increasing the density of innovators in the States.
- Developing the Live Technology Portal into a Live Open Source Innovation Portal for deployment by States.
- Strengthening the Grass-root innovation system and interconnecting the formal academic sector in States for due-diligence and refinement for exploitation.

- Creation of State level Fund for Deployment of Innovations, and
- Implementation of recommendations of National Innovation Council at State level.

Concluding Remarks From the Philosophy of Gandhiji

We need to build a foundation and innovate to find viable alternative solutions. The biggest innovation today would be to redefine development, which would imply having a 'better life', with much less resource consumption. The knowledge economy of tomorrow has to leave behind philosophy of the industrial revolution and definition of progress which associates development with higher consumption. Our way of living and way of working may have to be re-thought out. Sharing has to be central. If education, health care and livelihood opportunities, in addition to electrical power, are provided in rural India, quality of life may be better there; *people may then prefer to continue to live there.*

A dispersed rural population, with a very different value system, would be in position to define the post-industrial revolution paradigm. The *villages could then indeed become the center of economy, culture and philosophical thoughts.* Gandhiji's dream could indeed be realised.

**Transparent and Accountable Governance –
Effective Public Service Delivery**

By Shri R.C. Misra
Secretary, Department of Administrative Reforms
& Public Grievances
Government of India

Towards an Open Government

1.1 Transparency and Accountability has become vital components of a well functioning democracy. In simple terms, transparency means that decision making processes are open to the public and they can engage in the process as well. Accountability works hand in hand with transparency, as it makes governments and organizations accountable and responsible for formulation and implementation of policies and delivery of services. When we talk about promoting a culture of transparency, we not only mean elimination of corruption to a significant degree, but it also means a sense of well being, peace, harmony, dynamism and vibrancy in society as a whole. Seen in a holistic perspective, the societal hunger for real and substantial progress in the prevailing culture is leading us towards an OPEN GOVERNMENT. This can be seen in the civil society protests witnessed in our country, demanding strong mechanisms to tackle all pervasive tentacles of corruption, through the institution of LOK PAL and LOKAYUKTA, rights based Citizens Charters, curbing black money and major reforms in political processes like State funding of election, ban on criminals to contest polls, right to recall etc. We are all aware that these issues are now at the Centre of /our political discourse and Governments are seriously working out suitable measures in the Parliament and State Assemblies to meet these popular demands. It is but certain that this is not a passing trend but a gathering of force and momentum being driven by deep societal churnings. India is not an isolated case in this respect. Recent happenings in other countries also indicate that the yearning for Open Government has emerged as a global phenomenon.

1.2 It is worthwhile to note that systemic efforts like “UN Convention against Corruption”, Group of Twenty Anti-Corruption Working Group and work of advocacy groups like Transparency International etc. have started to produce a degree of cooperation and unity of purpose in fighting against corruption at the Global level. Some efforts have started in the direction of return of stolen assets to the countries concerned and protocols are being worked out for better financial, banking environmental and trading regulatory practices.

The Dynamics of Good Governance

2.1 It is often said that the main difference between first world countries and third world countries lie in the quality of governance. Good Governance is an outcome of complex web of socio-economic and political reality, encompassing political systems, institutions, organizations and levels of individual and collective awareness. In historical terms, it is a cyclic and dynamic process. Closed systems of governance often break up or collapse under the weight of volcanic eruption of pent-up frustrations of people, whereas, on the other hand, affluent societies often begin to crumble through dissipation of vital social energies in rank hedonistic pursuits. Thus, for a country like ours, it is a mighty effort to maintain a fine balance between opposing streams and adherence to a home grown middle path rooted in terra firma.

2.2 In the Indian context, the issue of good governance is one of extreme urgency due to widespread prevalence of acute poverty, backwardness, lack of awareness and ignorance of a very large segment of our populace. It is easy to see that those who are at the bottom of the pyramid, are often the victims of lack of good governance practices.

2.3 There is no single model or mantra to usher in good governance for achieving equitable and inclusive growth. We do have a robust and time tested constitutional framework, under which democratic norms are operating in multifaceted ways, with three tier of governance starting from Union to States down to local bodies. However, our body fabric is under massive stress and strain due to pulls and pressures exerted through massive gaps and contradictions between theory and practice. To a substantial extent, these may be summarized as accountability and transparency failures.

2.4 Without a doubt, we need to address these issues in terms of political, legal, financial, social and administrative accountability. All these are weighty issues in themselves. However, in the present paper, it is being restricted to a focused area of administrative accountability, namely effective public service delivery. Although it is well worth to bear in mind that there is a large interplay and linkage of service delivery with other factors.

2.5 It is a truism to say that good governance, based on transparency and accountability, be it national, State or local levels or in private enterprises starts and ends with stakeholders or consumers. Any system, policy or machinery will only succeed, if it is fully accountable to the stakeholders and its processes are transparent to all. Citizens are stakeholders in the case of public service delivery and their full engagement and participation is the real key to any successful public service delivery. In western and first world countries, where standard of living is quite high and socio political awareness among citizens has risen to a considerable degree, the engagement patterns between bureaucracy and stakeholders is fairly participatory in character and operation. That is why the new management practices in public administrations of western countries are largely driven by voluntary and self-regulating ethics. The Charter Mark of UK or the Malcolm Baldrige Model of US etc. are ethics driven. In this respect, Sweden has followed with “Service Dialogue”, Hong Kong has “Performance Pledges”, Malaysia started “Client Charters Programme” and Voluntary adherence to citizens charters has found wide acceptance in Europe, Canada, Australia and in many African and Asian countries. The service delivery organizations consider it their solemn duty to adhere to agreed upon sets of standards and employ self-correcting measures in case of failure or shortcomings, including compensation. This approach has not worked as well in the case of developing countries including India. Citizens Charters were introduced in India around 1997, but sadly, apart from a few successful examples, it did not produce any tangible difference and hardly made any dent in the work culture. The reason for this is not so difficult to identify. Given our disparities, inequalities and poor standard of living, the awareness level of average citizen is still below par. This puts the governing class and bureaucracy at an unapproachable distance from the average citizens. Given a complex scenario like this, it is but natural that there has always been a clamor and demand for rights based statutory approach to rein in administration and make them legally accountable through punishments etc. Of late, the rights based approach has been gaining precedence and a plethora of legislations have been enacted or are under the process. Rural Employment Guarantee Act, Right to Education etc. are some of the important milestones in this regard.

2.6 Thus, we have broadly two systems of public service delivery methodology and both have their merits and demerits. However, it has to be borne in mind that these are also causal products of particular milieu. In a vast and complex country like India, it can be argued that both the approaches have their particular utilities and these need not be exclusive to each other. In fact, a synergized and holistic approach to take on board the advantages of each may give us fairly sustainable and satisfactory results.

Rights Based Approach

3.1 Many States like Madhya Pradesh, Jammu & Kashmir, NCT of Delhi, Bihar, Punjab, Rajasthan, Himachal Pradesh, Uttar Pradesh, Uttarakhand, Karnataka and Jharkhand have enacted Right to Public Service Delivery Legislation. These cover a select list of important services.

3.2 Madhya Pradesh Government has been a trail blazer in this respect. Other States have generally followed the pattern of Madhya Pradesh with local variations. Some of the key features are:

- (i) Identification of key public Services like Certificates, Licenses, Ration Cards etc.
- (ii) Fixed timelines for Delivery.
- (iii) Designated official for delivery of service.
- (iv) Internal mechanism for redressal of grievances through two appellate levels.
- (v) Provision of penalty and disciplinary action against erring officials.
- (vi) State Level monitoring mechanism.

These systems have been made operational recently and it would be too early to pass a judgment on their efficacy. However, available information shows that these mechanisms have drawn positive response from the public. This is one reason that many other states like Chattisgarh, Karnataka etc. are following suit.

3.3 Government of India has introduced “**The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of Their Grievances Bill, 2011**” in Lok Sabha on 20th December, 2011 which lays down an obligation upon every public authority to publish citizens charter stating therein the time within which specified goods shall be supplied and services be rendered and provide for a grievance redressal mechanism for non-compliance of citizens charter.

3.4 The key features of the Bill are:

- (a) A uniform flexible and decentralized system for entire country.
- (b) Mandatory citizens' Charter in every Public Authority.
- (c) Designation of Delivery officials for services.
- (d) Grievance Redress Officers (GRO) to be designated for Citizens Charter related grievance redressal.
- (e) A Designated Authority outside the Public Authority as first level of appeal against GRO.
- (f) Second level of appeals at State and Central Grievance Redress Commission, for State Central level public authorities, respectively.
- (g) Mandatory Information and Facilitation Centres in Public Authorities.
- (h) Provision of penalty and disciplinary action against erring officials.
- (i) Provision of compensation to complainants.

3.5 This Bill would be considered in the Standing Committee of Parliament and subsequently would be put up before Parliament for enactment.

Corruption - A vicious circle

4.1 Corruption surfaces in many forms, all of which erode the confidence of the citizen in the quality of governance. These range from petty corrupt practices associated with getting permissions that should be routinely available to large scale corruption associated with faulty procedures for handling large contracts and also corruption arising from discretionary powers in decision making. These problems are not unique to India, nor are they of recent origin. However, public perception is that corruption as a pervasive problem has increased. This is partly because of demands generated through greater awareness and increased transparency. Whatever the reasons, there can be no

dispute that the problem requires focused attention. The prevalence of corruption is reflected in the fact that the Transparency International Corruption Perceptions Index 2010 shows India with an index value of 3.3 at 87th position out of 178 countries. It is interesting to note that there has been a marginal improvement in India's position in the corruption Index over the past 10 years, with India being reclassified from the bottom to somewhere nearer the middle, but this is not a development from which we should take any comfort. Corruption is far too prevalent and it is imposing huge economic costs and is also strongly resented by growing number of citizens. It needs to be tackled urgently.

4.2 Corruption in the interface between the common man and the government is a common source of public unhappiness. It is vital that systems for delivery of public services should be made citizen-friendly and time-bound. This requires reforms in implementing agencies, including the State Governments, where most of the public services are delivered at the grass-root level. Information and Communication Technology (ICT) can play a major role in achieving these results. The decisive role of technology in providing quality services has assumed critical importance. In this direction, Government of India has introduced “**The Electronic Delivery of Services Bill, 2011**” in the Lok Sabha on 27th December, 2011 to provide for electronic delivery of public services by the Government to Citizens to ensure transparency, efficiency, accountability, accessibility and reliability in delivery of such services.

4.3 While the various measures enumerated above will help reduce the likelihood of corruption, these need to be supplemented by creating stronger mechanisms for investigating and punishing those found to be involved in corrupt practices.

4.4 The Constitution of India has established a democratic republic to ensure justice for all. India has ratified United Nations Convention against corruption. Government of India is committed to provide clean and responsive governance that has to be reflected in the shape of effective bodies to contain and punish acts of corruption. For more effective implementation of the said U.N. Convention and to provide for prompt and fair investigation and prosecution in cases of corruption, Government of India has introduced “**The Lokpal and Lokayuktas Bill, 2011**” in Parliament to provide for the establishment of a body of Lokpal for the Union and Lokayukta for States to inquire into allegations of corruption against certain public functionaries and for matters connected therewith or incidental thereto.

4.5 Government of India has also introduced “**The Judicial Standards and Accountability Bill**” in the Parliament. The Bill provides a mechanism for enquiring into complaints against the Judges of the Supreme Court and the High Courts lays down judicial standards and requires the Judges of the Supreme Court and the High Courts to declare their assets and liabilities.

4.6 To protect honest officials from undue harassment, Government of India has recently introduced “**The Public Interest Disclosure and Protection to Persons Making the Disclosures Bill**” (The Whistle Blowers' Bill) to establish a mechanism to receive complaints relating to disclosure on any allegation of corruption or wilful misuse of power or wilful misuse of discretion, against any public servant and to inquire or cause an inquiry into such disclosure and to provide adequate safeguards against victimization of the person making such complaints.

4.8 As another measure for ensuring transparency as well as Accountability, citizens are now empowered to know how Government functions. For this Government of India has enacted a historic legislation **Right to Information Act, 2005**, to increase transparency and accountability in the functioning of Government at all levels. The Act has a wide reach, covering the Central and State Governments, local government and public bodies, as well as recipients of Government grants.

It has given citizens access to information with minimum exemptions. The exemptions also may be overridden if it is seen that the benefits from the release of information outweigh the harm caused by disclosure of information. Even security agencies are subject to disclosure now in cases of allegations of corruption or violation of human rights. It has also imposed obligations on Government agencies to disclose information on their own, thus reducing the cost of access. An independent appeal mechanism in the form of Central and State Information Commissioners, coupled with extensive disclosure obligations and stringent penalties, have given teeth to the Right to Information and has made it a powerful instrument for good governance.

4.9 This historic legislation enables the ordinary citizen to have an easy and unprecedented access to information held so far under the exclusive control of public authorities. This legislation has radically transformed the administrative ethos and culture of secrecy and control, and usher in a new era of openness, transparency and accountability in governance. It has paved the way for effective participation of citizen in the decision making process.

4.10 In many of its programmes, the government has institutionalized **social accountability** mechanisms like social audits, Citizen Report Card, tracking of public expenditure, participatory planning and budgeting etc. Among these social audit has acquired global recognition as it facilitates beneficiary participation in governance and ensures on going transparency and accountability. A social audit is a process in which the people work with the government to monitor and evaluate the planning and implementation of government programmes. A prime example of this is the Mahatama Gandhi National Rural Employment Guarantee Scheme (MGNREGS) under which, social audits have been undertaken in over 77,000 villages across the country. This has helped curb corruption and improve quality of public works undertaken. **In this regard, exemplary work has been done in Andhra Pradesh where State Government has partnered with voluntary organizations to assure desired outcome.**

4.11 Under the rights based approach for service delivery, Government of India has also introduced **the National Food Security Bill 2011**, in Lok Sabha to provide for food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable prices to people to live a life with dignity, coupled with a strong grievance redressal mechanism.

Ethics Based Approach

5.1 Excellence in public service delivery should be the common theme in all Departments of Government, irrespective of whether they are in the regulatory, infrastructure, industrial or social sector. As mentioned above, a major landmark in public service reform designed to improve quality of services and to ensure accountability of service providers is the Citizens' Charter introduced in the nineties. The government has been using Citizens' Charter as tool of empowerment of user groups through information and consultation. These charters are statements of commitment on the part of service delivery organizations to deliver quality services as per pre-specified standard and provide speedy redressal in case of deficiency in services. However, till 2010 a vast majority of Citizens Charter remained ineffective and dormant, and did not contain service timelines or standards.

5.2 A number of other measures have also been introduced addressing citizens concerns about quality services. These include the Public Grievances Management System. The grievance redress mechanism of an organization is the gauge to measure its efficiency and effectiveness as it provides important feedback on the working of the administration. In the area of grievance redress, Government of India has introduced a Centralised Public Grievance Redress and Monitoring System (CPGRAMS) in 2007. This is an online web portal for the public to lodge their grievances.

This System has been extended to all the Ministries/Departments of Government of India and about 6000 subordinate organizations under them. A Customized State module of CPGRAMS with local language interface has also been introduced in Haryana, Rajasthan and Orissa. Some other States like Jharkhand, Puducherry, Meghalaya, Punjab, Mizoram, Andaman and Nicobar Islands would also be implementing this soon. Gujarat has launched 'swagat', Himachal has introduced 'e-samadhan', Kerala has 'new Sutharya Kevalam,' Madhya Pradesh has 'MP Samadhan' which are effective State level grievance redressal mechanisms, relying extensively on ICT.

5.3 Government of India has also developed an assessment-improvement framework for excellence in public service delivery. This framework called '**Sevottam**' has been launched as a certification scheme for public service organizations, which comply with quality standards in public service delivery laid down in the framework. Such organizations are eligible to obtain the **IS 15700: 2005** quality certificate issued by the Bureau of Indian Standards (BIS). Sevottam basically seeks to realign public service delivery performance in India with citizens' expectation. It involves formulation of realistic citizens' charters through a consultative process, identification of services rendered, benchmarking quality of service delivery by developing standards and institutionalization of an effective process for grievance redress.

5.4 The "Sevottam" framework has **three modules**. The first component of the framework requires effective Charter implementation thereby opening up a channel for receiving citizens' inputs into the way in which organizations determine service delivery requirements. **Citizens' Charters** publicly declare the information on citizens' entitlements, thereby making citizens better informed and hence empowering them to demand better services. The framework requires organizations to monitor and review their charters to meet changing expectations of the citizens and the changing external environment. The second module of the framework is '**Public Grievance Redress**'. This requires a good grievance redress system operating in a manner that leaves the citizen more satisfied with how the organization responds to complaints/grievances, irrespective of the final decision. It also requires that grievance redress mechanism should not only address individual grievances, but also analyze grievance prone areas for making systemic improvements. The third module of '**Service Delivery Capability**', postulates that an organization can have an excellent performance in service delivery, only if it is efficiently managing the key ingredients for good service delivery, i.e. both human resources and infrastructure, and also building its own capacity and capability to continuously improve service delivery.

5.5 Sevottam has been successfully launched in several Central government organizations like India Posts, Passport Office, Income Tax, Customs and Excise, Kendriya Vidyalaya, Corporate Affairs, Employees Provident Fund Office etc. Now, it is further being upscaled and disseminated through workshops, pilot projects etc. In four States of Himachal Pradesh, Madhya Pradesh, Karnataka and Orissa, Sevottam pilots have been completed and further dissemination is going on. About two dozen organizations have also been certified under IS 15700:2005.

5.6 Service Delivery capability is intimately linked with **Process Reforms**. It is foolhardy to think that without effecting thorough process reforms, organizations would be able to make a turn around in their performances. Although, the need for it is generally well recognized, but due to lack of capability or will or purposive action, it does not get translated to practice. There are many archaic, rules, procedures, regulations and practices which over a period of time have become redundant or act as serious roadblocks, to ongoing reforms. Unless the rubble is cleaned and ground is prepared, we cannot hope to build a streamlined edifice. The sunset laws of USA to eliminate outlived bureaucratic deadwood, Universities to market products and inventions, water metering with differential pricing, simple and light but compulsory regulatory framework, networked city planning and budgeting, devolution of financial and administrative control to elected stakeholders

bodies, e-procurement to ensure cost efficiency and level playing field are some notable examples, which has delivered remarkable results and are being replicated elsewhere. Process Reforms can be summarized as follows:

- Imagine - To create an enabling and purposeful work culture
- Rethink - Existing systems and identify GAPS
- Design - New models involving e-platforms
- Re-Do - Organizational restructuring

e- Governance

6.1 Many steps have already been taken to improve citizen-government interface through **e-Governance**, which has introduced greater transparency in a range of areas such as, e-booking of rail tickets, e-filing of tax returns with electronic refunds, obtaining birth and death certificates, land registration, etc. on-line. e-Governance has given new dimensions to the system of governing nations and enhancing citizen services by making the process of governance and public administration much more efficient and effective. e-Government reveals the ultimate vision for public administrations and governments to undergo a huge modernization and re-organization. e-Governance has also played an essential role in improving governmental processes (e-administration), connecting citizens (e-citizens and e-services) and building external interactions (e-society). With the inclusion of e-governance in governing process came the concept of Single Entry National Portal i.e. One Stop Government which efficiently integrates public services from a citizen's point of view. Such Portals help the citizens and other stakeholders to have a 24x7x365 access to public service authorities and the services being provided by them at a single point. To ensure effective access to government policymaking and operations as well as to ensure government accountability, the public needs consistent, predictable access to government information. **One Stop Government Portals** provide full entry to its citizens making their lives easy and smooth.

6.2 Learning from these initiatives, the Government of India has launched the National e-Governance Plan (NeGP) in May 2006. This is a multi-stakeholder programme which primarily focuses on making crucial public services available and promoting rural entrepreneurship, with a vision to “Make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency & reliability of such services at affordable costs to realise the basic needs of the common man”.

6.3 The **Common Service Centre (CSC)** is a strategic cornerstone of the National e-Governance Plan (NeGP), as part of its commitment in the National Common Minimum Programme to introduce e-governance on a massive scale. The CSCs would provide high quality and cost-effective video, voice and data content and services, in the areas of e-governance, education, health, telemedicine, entertainment as well as other private services. A highlight of the CSCs is that it will offer web-enabled e-governance services in rural areas, including application forms, certificates, and utility payments such as electricity, telephone and water bills. An extensive outreach has been achieved for those in need of assisted access to public services through establishment of over 100,000 Common Services Centres across 29 States & UTs in the villages of our country. There are huge operational problems to make CSC's Self-sufficient and it is hoped that innovative solutions would be worked out in tandem with various stakeholders.

6.4 e-office is one of the 27 Mission Mode Projects (MMPs) undertaken by the Department of AR&PG under the National e-Governance Plan, which is aimed at significantly improving the

operational efficiency of Central Government Ministries and Departments through workflow automation and knowledge management. This involves electronic files, electronic record management, MIS and performance management system. Till now e-Office has been launched at three pilot locations and this year twelve ministries are going to implement it. Some State Governments like Andhra Pradesh and Karnataka have also taken significant initiatives in this regard.

International Certifications

7.1 We may recount some established international models for achieving excellence in service delivery such as Kaizen, six sigma, ISO etc. Kaizen is a system of continuous improvement in quality, technology, processes, company culture, productivity, safety and leadership. Kaizen was created in Japan following World War II. The word Kaizen means "continuous improvement". It comes from the Japanese words "kai" which means "change" or "to correct" and "zen" which means "good".

7.2 Sigma at many organizations simply means a measure of quality that strives for near perfection. Six Sigma is a disciplined, data-driven approach and methodology for eliminating defects (driving toward six standard deviations between the mean and the nearest specification limit) in any process from manufacturing to transactional and from product to service. The **statistical representation** of Six Sigma describes quantitatively how a process is performing. To achieve Six Sigma, a process must not produce more than 3.4 defects per million opportunities. A Six Sigma defect is defined as anything outside of customer specifications. A Six Sigma opportunity is then the total quantity of chances for a defect. Process sigma can easily be calculated using a Six Sigma **calculator**. The fundamental objective of the Six Sigma methodology is the implementation of a measurement-based strategy that focuses on process improvement and variation reduction through the application of **Six Sigma improvement projects**.

7.3 ISO develops international Standards for all industry sectors (with the exception of electro-technology, covered by IEC and telecommunications covered by ITU), as well as for a variety of cross-sector, horizontal themes (such as metrology and generic management systems). IS Standards developed by BIS are also largely modeled on ISO standards. ISO standards are now being followed in a great number of manufacturing, industrial and service sector bodies mostly in private sector and also in some public sector bodies.

Illustrative Best Practices

8.1 It would be encouraging to note that a number of Indian practices in public Service Delivery have come up well in public perception and have been appreciated by objective observers. Some examples given below would suffice to indicate that creation of a positive environment and culture of excellence, generated from top, percolates all around and enables organizations and leaders to actualize their potential.

- (i) Delhi Metro** - is a universally acclaimed cutting edge model of service delivery in local public transport system, which has been credited for being punctual, safe and environment friendly at an affordable price to commuters.
- (ii) Hyderabad Water Supply and Sewage Board** - guarantees compensation to end users when service standards are not met and redressed through helpline.
- (iii) Water and Sanitation Management Organization, Gujarat** - It has institutionalized community managed assured water supply and water quality.

- (iv) **Cheruvannu - Nallam Grampanchayat, Kerala** - Its Citizens Charter enlists 55 services with front office counter system to deliver timely service.
- (v) **Income Tax** - The Citizen Charter lists 18 services with standards laid down. Front desk system was piloted at Aaykar Sewa Kendra, Puna which subsequently received IS 15700: 2005.
- (vi) **Paddy Procurement and Public Distribution System** - It is a much appreciated ICT based reform model to create a transparent and accountable end to end delivery mechanism, starting from procurement, storage, transportation to fair price shop delivery.
- (vii) **Project Arrow** - is for standardizing the design of a model post office that delivers services on time bound basis, It has integrated Customer friendly environment with quality based service delivery. Gol Dakhana, New Delhi has also been IS 15700: 2005 Certified.
- (viii) **Activity Based learning, Tamilnadu** - It has adopted a model pedagogy based on a matrix of activity based learning Cards arranged in simple to difficult order, thus replacing text books for primary classes. It focuses on self and peer group learning allowing standards to learn at his or her own pace. This model has been applied in all the government and private schools of Tamilnadu with remarkable improvement in learning skills. It is also being replicated by many other States.

These are just a few illustrative examples to prove the old adage that where there is a will, there is a way.

Effective Citizen Centricity

Rights based, statutory approach provides a strong support to the demands of the people. It also galvanizes organizations to perform or face adverse consequences. However, merely enacting legislation would not magically solve all the ills and malaise persisting in the system. In fact, it has often been the case that in the absence of adequate capabilities, the operation of the law has been hugely disappointing, thereby devaluing its impact. This has also been a major contributory factor in fuelling cynicism and alienation in the public. Therefore, it is contingent on us to improve the delivery mechanisms through process reforms, systemic re-structuring, adoption of e- platform, infrastructure and human resource augmentation. There is an urgent need to de-centralize authority and decision making frameworks to accommodate people's real engagement and participation.

This leads us to the central question of Citizen Centricity, which simply means that Citizens are really and effectively placed at the Centre of the matrix of governance at all levels. Accountability and Transparency concerns cannot be overcome in a closed and uni-dimensional command structure. Citizen Centricity is in fact, the key which leads us towards more and more open government. It is easier said than done. The road ahead in this direction is not smooth or easy. In fact, any worthwhile attempt at reforms would surely involve conflicts, challenges and repeated failures. Moribund systems and institutions are reformed only through sustained struggle against inertia and *status quo*. At an individual level, reforms do need visionaries, passionate fighters and brave souls, who possess the spirit of Citizen Centricity.

Transparent and Accountable Government

Department of Personnel & Training
Government of India

1. Introduction

1.1. The word “governance” has a Greek origin - having been derived from the word “κυβερνάω” [kubernáo], meaning “to steer”. Today, it means the act or process of governing - exercising authority or control. It is a neutral concept comprising the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations, and mediate their differences.¹

1.2. Good governance “addresses the allocation and management of resources to respond to collective problems; it is characterised by participation, **transparency, accountability**, rule of law, effectiveness and equity.”² Good governance, therefore, is concerned with power, strategies, policies, plans and projects that aim at improving the substance or quality of life of the citizens by bringing about orderly and equitable development - both social and economic - in the society. Good governance has to be participatory, transparent, accountable, responsive, effective and efficient, equitable and inclusive, and, based on the rule of law.

1.3. Participation of the people in governance is of fundamental importance if governance has to be responsive, effective, equitable and inclusive. People's active participation in governance can be ensured only by one way, i.e., by making the governmental processes transparent so that people can see what the government is doing and why it is doing it. The dissemination of all information on governmental activities not only enables the people to see and assess the performance of the government they elected to run the government, it also makes the people who run the government accountable to the people at large. Transparency and accountability are, thus, the real hallmarks of good governance in a democracy.

1.4. Today, more than ever, citizens demand greater transparency from government. Transparency is seen to be not only the key to upholding integrity in the public services, but also as a contributing factor to better the performance of the institutions of governance. It is clearly recognised that openness and transparency can not only lead to improvement of policy outcomes by minimising corruption, fraud and mismanagement of public funds, it can also provide opportunities for more innovative use of public data. The people of the nation can effectively participate in governance only when they have free access to information, the process of governance is fully transparent and those responsible for governance are accountable to the people. The fundamental rights guaranteed under the Constitution, particularly, the freedom of speech and expression guaranteed under Art. 19(1)(a) has been interpreted by the Supreme Court of India to cover all facets of an informed citizenry, including the right to receive and disseminate information freely.

1.5. It is imperative that the powers vested in public servants are exercised for public good. Since power tends to corrupt, there is an inherent danger that the vast powers available to the executive may be used not for public good, but for private gain, or for corrupt motives. It is, therefore, essential for the people to have as much information about governmental operations as possible. Openness or transparency in government is bound to act as a powerful check on abuse or misuse of power by the government.

1.6. Openness in the exercise of power - executive, legislative or judicial - is a culture, which needs to be nurtured, with privacy and confidentiality being exceptions which can be justified only when the interests sought to be protected by such privacy or confidentiality are so sacrosanct for the

¹ Governance for sustainable human development - A UNDP Policy Document - Glossary of key terms.

² Ibid.

*Prepared by Department of Personnel and Training, Ministry of Personnel, PG and Pensions, Government of India.

preservation of the unity and integrity of the country, for national security, for the preservation of public order or for protection of fundamental personal liberties of citizens. Openness in exercise of public power is also a powerful means for fighting corruption.

2. Existing Legal and Institutional Framework

2.1. Under the Indian Constitution, an independent audit agency has been established which audits the public accounts of the government with a view to overseeing the legality and effectiveness of public spending. Its findings are placed before the Parliament and are reviewed by a specially constituted Committee of Parliamentarians, namely the Public Accounts Committee, whose Chairman is invariably a Member of the Opposition Party.

2.2. Political parties are required to maintain the accounts of expenditure and submit audited reports to the Election Commission of India. The Representation of the Peoples Act and the instructions issued under the Act by the Election Commission of India require candidates to declare their electoral expenses, which are duly scrutinised by specially appointed auditors.

2.3. The Constitution of India envisages a critical role for the civil society that provides for local self-government, securing the direct participation of the people in the decision-making process. Particular emphasis is being laid on the implementation of the 73rd and 74th Constitutional Amendment Acts, 1992, which gave Constitutional status to Panchayati Raj Institutions (PRIs) and urban local bodies (ULBs) respectively, in both letter and spirit in order to bring about greater decentralisation and increase the involvement of the community in planning and implementing schemes and, thus, increase accountability. The political and social empowerment of PRIs has been firmly established. The system has over 3 million elected representatives participating in the decentralised governance set-up, the largest democratically elected representative base in the world. However, issues relating to financial autonomy of Panchayati Raj institutions and for putting in place appropriate rules and other mechanisms to deal with financial irregularities and misdemeanours by elected Panchayat functionaries have still not been fully addressed in several States.

2.4. The Prevention of Corruption Act, 1988 has comprehensive provisions for criminalizing bribery and other acts of corruption covering all public servants including those from the judiciary, military, local bodies and elected representatives holding public offices and performing public duties. The statute is one of the most powerful statutes which is invoked for bringing to book corrupt public servants.³

2.5. The Central Vigilance Commission (CVC) was set up by the Government in February, 1964 on the recommendations of the Committee on Prevention of Corruption, headed by Shri K. Santhanam, to advise and guide Central Government agencies in the field of vigilance. CVC is conceived to be the apex vigilance institution, free of control from any executive authority, monitoring all vigilance activity under the Central Government and advising various authorities in Central Government organizations in planning, executing, reviewing and reforming their vigilance work. With the enactment of the Central Vigilance Commission Act, 2003, conferring statutory status on the Commission, the superintendence of the working of the Central Bureau of Investigation (CBI), in so far as it relates to investigation of offences alleged to have been committed under the Prevention of Corruption Act, 1988, also vests with the CVC.

³ Mid-term Appraisal of the 11th Five Year Plan (Part II - Chapter 17 - Governance and Development - Paras 17.2 to 17.10) - Planning Commission

2.6. Rules and procedures of governance are continuously streamlined with a view to bringing in more transparency and minimising avenues of discretion of officials. Civil servants are required declare their assets both at the time of entering into government service but also to file annual immovable property returns under the applicable Conduct Rules. In order to improve transparency, Government has decided to place the immovable property returns of all Members of the All India Services and other Group 'A' officers of the Central Government in the public domain.

2.8. Right to Information

2.8.1. The key to the successful functioning of any democratic polity is the ability of a citizen to observe and evaluate the functioning of elected representatives and make an informed judgement of their performance. This evaluation is predicated on the easy availability of the necessary information for a citizen to arrive at an assessment.⁴

2.8.2. The enactment of the Right to Information Act, 2005, as a comprehensive legislation, marks a benchmark in transparency and accountability in government with its objective of an informed citizenry for effective democracy. The legislation was brought in for setting out a practical regime for citizens to secure access to information under the control of public authorities. Under section 3 of the Right to Information Act, 2005, all citizens of the country have the right to information. "Information" includes any material in any form including records, documents, memos, e-mails, opinions, advices, press-releases, circulars, orders, contracts, reports, papers, samples, models, data materials held in any electronic form and information relating to any private body which can be accessed by a public authority under any other law for the time being in force. "Public Authority" includes any authority or body or institution of self-government established or constituted by or under the Constitution, by any other law made by Parliament or State Legislature, or by notification issued or order made by the appropriate Government, and includes anybody owned, controlled or substantially financed as well as the NGOs substantially financed directly or indirectly by funds provided by the appropriate Government. The RTI Act is thus a watershed legislation in the area of governmental accountability and transparency.

2.8.3. The RTI Act mandates every public authority to take steps for providing as much information *suo motu* to the public at regular intervals through various means of communications, including internet, so that the public have to minimally resort to the use of the Act to obtain information. Section 4(1)(b) of the Act, in particular, requires every public authority to publish sixteen categories of information which by now every Government Department/Ministry is aware of, having placed such information in public domain and the public authority is obliged to update such information annually. Further, the Government may also prescribe other categories of information to be published by any public authority.

2.8.4. Public authorities formulate policies and take various decisions from time to time. As provided in the Act, while formulating important policies or announcing the decisions affecting the public, the public authority should publish all relevant facts about such policies and decisions for the information of public at large.

2.8.5. The most important feature of the RTI Act is that it has over-riding effect vis-a-vis other laws inasmuch as the provisions of the RTI Act would have effect notwithstanding anything inconsistent therewith contained in the Official Secrets Act, 1923, and any other law for the time being in force or in any instrument having effect by virtue of any law other than the RTI Act. The RTI Act is thus a

⁴ Prime Minister's Intervention in the Lok Sabha on the Right to Information Bill debate - May 11, 2005.

powerful tool in the hands of the people, enabling them to hold accountable those responsible for governance of the country.

2.8.6. The effective implementation of the Right to Information Act will create an environment of vigilance, which will help promote functioning of a more participatory democracy, by enhancing transparency and accountability. However, it has to be noted in this context that the true realisation of the objective of the Act, the creation of an informed citizenry and enhancing people's participation in governance, can be achieved not by providing information to individual applicants in bits and fragments but by making more and more proactive disclosures and by increasing the dissemination of information in an easily accessible form to the general public at large. Therefore, the logical next step in the implementation of this powerful enactment is the expansion of the scope of suo motu disclosures under the Act so as to reach every common man in the country without his having to ask for it.

2.9. Citizens Charter

2.9.1. While the enactment of the Right to Information Act marks the beginning of an era of transparency, the need for setting standards of delivery of public services, both in terms of time taken for delivery of such services and the quality of the services so delivered, is being addressed through a number of measures. The adoption of Citizens' Charters is a significant response to the quest for solving the problems which the citizens encounter, day in and day out, while dealing with the organisations providing public services.

2.9.2. A Citizen's Charter is a document of commitments made by a Government organization to the citizens/client groups in respect of the services/schemes being provided to them or to be provided to them. The objective of the Citizens Charter exercise is to build bridges between citizens and administration and to streamline administration in tune with the needs and aspirations of citizens. This exercise, if appropriately conceived and carried out, can enthuse and enable organizations to tune their planning, policy and performance to the needs and concerns of citizens/stakeholders/users/clients.

2.10. Judicial Standards and Accountability Bill

In order to lay down judicial standards and provide for accountability of Judges and establish a credible and expedient mechanism for investigating into individual complaints of misbehaviour or incapacity against a Judge of the Supreme Court or of a High Court, the Government has introduced the Judicial Standards and Accountability Bill, 2010 in Parliament in December, 2010. The Bill seeks to cover areas which the existing framework of the Judges (Inquiry) Act 1968 does not cover while retaining the basic features of the existing legislation. The Parliamentary Standing Committee has submitted its report on the Bill. The Bill is presently pending in Lok Sabha.

2.11. Whistle Blower Protection Bill, 2011

Corruption is a social evil which prevents proper and balanced social growth and economic development. Corruption thrives where transparency is lacking. One of the impediments felt in eliminating corruption in the Government and the public sector undertakings is lack of adequate protection to the complainants reporting the corruption or wilful misuse of power or wilful misuse of discretion which causes demonstrable loss to the Government or commission of a criminal offence by a public servant. Central Government had issued a Resolution dated 21st April, 2004 authorising the Central Vigilance Commission as the designated agency to receive written complaints from whistle blowers. The said Resolution also, inter alia, provides for the protection to the whistle blowers from harassment, and keeping the identity of whistle blowers concealed. As it was felt that

the persons who report corruption need statutory protection, a Bill titled “The Public Interest Disclosure and Protection to Persons making the Disclosures Bill, 2010” was introduced in Parliament. The Bill was referred to the Department Related Parliamentary Standing Committee which, in its 46th Report, made several recommendations, suggesting several amendments in the Bill. The recommendations were considered by the Government and a majority of the recommendations were accepted by Government. Significantly, the recommendation for change of name of the Bill was accepted and the Bill was amended as “The Whistle Blowers Protection Bill, 2011”. The recommendation of the Standing Committee for bringing the members of Council of Ministers, the judiciary including the higher judiciary, regulatory authorities, etc. within the ambit of the Bill was accepted, with the exception of Judges of the Supreme Court and the High Courts since aspects of whistle blowing in so far as they relate to judges of the Supreme Court and High Courts, has already been taken care of in the Judicial Standards and Accountability Bill, 2010. The recommendation of the Standing Committee for inclusion of Armed Forces, Security and Intelligence Agencies, etc within the purview of the Bill was also accepted by Government. Official amendments were moved for this purpose. The Bill, as amended, was passed by the Lok Sabha on 27th December, 2011 but the same could not be taken up for consideration in the Rajya Sabha during the extended session.

2.12. Benami Transactions Prevention Bill, 2011

2.12.1. A major part of the wealth accumulated through corrupt means gets invested in benami immovable property. The Benami Transactions (Prohibition) Act, 1988 prohibits benami transactions and even provides for Government acquisition of property held benami. During the process of formulating the rules for implementing certain provisions of the present Benami Transactions (Prohibition) Act, it was found that owing to infirmities in the legislation, formulation of the rules would not be possible without a comprehensive legislation by repealing the Act. The Government, therefore, decided to enact a new legislation in the form of the Benami Transactions (Prohibition) Bill, 2011 to replace the existing Benami Transactions (Prohibition) Act, 1988. The Bill has been introduced in Parliament on 18.08.2011. The new Bill contains elaborate provisions dealing with the definition of benami transaction and benami property, prohibited benami transactions, consequences of entering into a prohibited benami transaction and the procedure for implementing the benami law.

2.12.2. The Bill contains stringent provisions for punishment of :-

- (a) the person who enters into a benami transaction in order to defeat the provisions of any law or to avoid payment of statutory dues or to avoid payment to creditors,
- (b) the beneficial owner, benamidar; and
- (c) any other person who abets or induces any person to enter into such benami transaction.

A benami property shall also be liable for confiscation by the Adjudicating Authority after the person concerned has been given due opportunity of being heard.

2.13. Ratification of United Nations Convention Against Corruption (UNCAC)

2.13.1. Recently, in June 2011, India ratified the United Nations Convention Against Corruption (UNCAC). The Instrument of Ratification was deposited with the Secretary General of the United Nations on 9th May, 2011 and thus consequential obligations imposed by the Convention have come into force with effect from 8th June, 2011. This major step is intended to facilitate efforts to secure effective international co-operation in tackling trans-border corruption. This is also expected to

enhance the status of India in the international fora as a country which is committed to tackle the menace of corruption. The process of implementation of the obligations under the Convention is both evolving and continuous one and the Government is committed to ensure that the obligations under the Convention are implemented. The State Governments also have an important role to play in this regard.

2.13.2. In broad terms the convention imposes obligations to put in place measures, legal and administrative, providing for prevention of corruption; criminalization of offence(s) of corruption and its variants, an effective and independent machinery for the enforcement of laws; ensuring effective international co-operation through measures facilitating widest form of mutual legal assistance ,extradition etc; and have , both preventive and punitive laws against money laundering and asset recovery.

2.13.3. The responsibility to ensure implementation of these obligations extends to the entire country as no reservation as to exclusion in geographic terms has been made by India at the time of ratification. Convention does not make any distinction in specific and express terms in its provisions, between the federal units and the union as regards to its applicability. The Convention does, however, provide flexibility by way of making some of the obligations subject to the principles of domestic legal system and of Constitution.

2.13.4. The obligations on the State Governments, flow from certain Articles of the UNCAC which can be considered important and of particular relevance with reference to the impact of ratification of UNCAC on the States. Given the Legal System where the Criminal law and criminal procedure is a subject listed in List III of the Seventh Schedule, States and Centre can make laws and may also have in place separate mechanisms to enforce and implement the criminal laws including those against corruption and its related variants, and such areas would have to be visited for review from the point of view of compliance with the tenets of the Convention.

2.13.5. In more specific terms, some of the major provisions, relevant from the point of view of impact on States consequent to ratification include - Article 5 requiring an effective and coordinated anti corruption policy; Article 6 requiring setting up of anti corruption bodies to implement the policy and to prevent corruption , Articles 7 and 8 relating to maintaining of integrity of public sector and code of conduct for public officials; Article 9 requiring transparency and accountability in public procurement which is undertaken by public authorities; measures provided for active and effective participation of society in the fight against corruption envisaged under Article 10 &13; measures relating to judiciary and prosecution services under Article 11; transparency and accountability measures to prevent private sector corruption as envisaged under Article 12; preventive measures against money laundering which can occur through the non-banking institutions set up under State laws as envisaged under Article 14 & 52; issues relating to protection of witness etc. under Articles 32-33; having in place specialized authorities for combating corruption by ensuring effective enforcement of the anti corruption laws and vesting with them the necessary independence within the fundamental principles of legal system (as states have their law enforcement and vigilance mechanisms) for carrying out their functions effectively and without undue influence as envisaged in Article 36; etc.

2.14. Foreign Bribery Bill

India's domestic laws are substantially compliant with the mandatory provisions of the UN Convention Against Corruption, except the requirement relating to bribery of foreign public officials and private sector bribery. In regard to the bribery of foreign public officials, a standalone Bill titled “The Prevention of Bribery of Foreign Public Officials and Officials of Public

international Organizations Bill, 2011” was introduced in Parliament and is presently before the Standing Committee of Parliament.

2.15. Private Sector Bribery

In regard to private sector bribery, a process of due diligence has been initiated by the Ministry of Home Affairs, to consider amendments in the Indian Penal Code in consultation with the State Governments.

2.16. The Lokpal and Lokayuktas Bill, 2011

2.16.1. The need to have a legislation for Lokpal has been felt for quite sometime. In its interim report on the "Problems of Redressal of Citizens' Grievances" submitted in 1966, the Administrative Reforms Commission, inter alia, recommended the setting up of an institution of Lokpal at the Centre. To give effect to this recommendation of the Administrative Reforms Commission, eight Bills on Lokpal were introduced in the Lok Sabha in the past. However, these Bills had lapsed consequent upon the dissolution of the respective Lok Sabha except in the case of the 1985 bill which was subsequently withdrawn after its introduction.

2.16.2. In pursuance of Government's efforts to constitute a mechanism for dealing with complaints on corruption against public functionaries, including those in high places, the Government constituted a Joint Drafting Committee (JDC) on 8th April, 2011 to draft a Lokpal Bill. Divergent views emerged during deliberations in the JDC. Government introduced a revised Bill, namely, 'the Lokpal Bill, 2011' in the Lok Sabha on 4th August 2011. This Bill was referred to the Department-Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice on the 8th August, 2011 for examination and report. This was followed by discussions in both the Houses of Parliament on 27th August 2011. A sense of the House was communicated to the Standing Committee on the basis of discussions in the Houses. The Department Related Parliamentary Standing Committee, after extensive discussion with all the concerned Stakeholders, in its 48th report of 9th December 2011, suggested major amendments as regards the scope and content of the Bill. It also recommended that Lokpal at the Centre and Lokayuktas at the level of the States be conferred constitutional status. Upon consideration of the recommendations of the Standing Committee it was decided to withdraw the Lokpal Bill, 2011 pending in Lok Sabha and to introduce a thoroughly revised bill and also to introduce a Constitution Amendment Bill for carrying out the necessary amendments to the Constitution for the setting up of Lokpal and Lokayuktas as Constitutional bodies.

2.16.3. As indicated earlier, the United Nations Convention Against Corruption envisages that State Parties ensure measures in the domestic law for criminalization of offences relating to bribery and put in place an effective mechanism for its enforcement. As part of the Government's policy of 'Zero tolerance against Corruption' as well as to strengthen the implementation of provisions of UNCAC, the Lokpal and Lokayuktas Bill, 2011, which seeks to establish in the country, a more effective mechanism to receive complaints relating to allegations of corruption against public servants including Ministers, MPs, Chief Ministers, Members of Legislative Assemblies and public servants and to inquire into them, was passed by the Lok Sabha on 27th December, 2011 and is at present pending before the Council of States. However, the Constitution (One Hundred and Sixteenth) Amendment Bill, 2011, which sought to confer Constitutional status on the Lokpal and Lokayuktas, could not be passed in the Lok Sabha.

2.17. Revamping of Civil Services

In order to prepare a blueprint for revamping the public administration, covering, inter-alia, the organizational structure of the civil services, ethics in governance, strengthening of personnel

administration and financial management systems, promoting of participative service delivery, citizen centric administration and e-governance, Government constituted the Second Administrative Reforms Commission (ARC) in August 2005. The Commission submitted fifteen reports covering various facets of governance. The Core Group on Administrative Reforms under the Chairmanship of Cabinet Secretary has examined all the 15 reports. The Government constituted a Group of Ministers (GoM) on 30th March, 2007 (which was reconstituted in August 2009) to consider the recommendations of the Second A.R.C. and to review the pace of implementation of the recommendations as well as to provide guidance to the concerned Ministries/ Departments in implementing the decisions. This Group of Ministers has so far considered twelve reports, including, inter alia, the reports on (i) Unlocking human capital: Entitlements and Governance a Case Study relating to NREGA (Second Report), (ii) Ethics in Governance (Fourth Report), (iii) Local Governance (Sixth Report), (iv) Citizen Centric Administration The Heart of Governance (Twelfth Report) (v) Social Capital-A Shared Destiny (Ninth Report) (vi) Promoting e-Governance The Smart Way Forward (Eleventh Report) (vii) State and District Administration (Fifteenth Report) and (viii) Strengthening Financial Management System. The decisions of GoM on these reports are at various stages of implementation. The State Governments also have a significant role to play in implementing and executing the reforms. Further, the Government is also working on a comprehensive Civil Services Bill to lay down standards of performance and to bring in accountability in the civil services.

2.18. Group of Ministers to consider measures that can be taken by the Government to tackle corruption

2.18.1. Another important initiative taken by the Central Government is the constitution of a Group of Ministers (G.O.M) in January 2011, to consider measures that can be taken by the Government to tackle corruption. This Group has been entrusted with the task of considering all measures, including legislative and administrative, to tackle corruption and improve transparency. The Group's mandate includes the formulation and putting in place a comprehensive roadmap for strategising and spelling out measures for tackling corruption in Government. The terms of reference of the GOM include the following specific areas, namely:-

- State funding of elections;
- Fast tracking of all cases of public servants accused of corruption;
- Ensuring full transparency in public procurement and contracts, including enunciation of public procurement standards and a public procurement policy;
- Relinquishing discretionary powers enjoyed by Ministers;
- Introduction of an open and competitive system of exploiting natural resources;
- Amendment to the Constitution to provide for summary proceedings in cases of grave misdemeanour or blatant corruption by public servants; and
- Consideration of relevance/need for retaining provision relating to prior government permission before commencing investigation against high public officials.

2.18.2. The Group of Ministers submitted its First Report in April, 2011. Government has since accepted the recommendations made by the GoM in its First Report, aimed at fast-tracking of cases against public servants accused of corruption. Orders for implementing a number of these decisions have already been issued and action is under way for implementing the rest.

2.18.3. On the basis of the recommendation made by the Group of Ministers, two high level expert committees - one on procurement policy and the other on identification of Major Natural Resources.

The reports submitted by both these committees were referred to a Committee of Secretaries headed by Cabinet Secretary.

2.19. Ensuring Transparency in Public Procurement.

2.19.1. In September, 2011, the GoM considered the recommendations made by a Committee of Secretaries (COS) on the Report submitted by the Expert Committee on “Public Procurement” and accepted the recommendations of the COS to come out with an all encompassing “Public Procurement Bill” in the Parliament as promised by the Hon'ble Prime Minister from the ramparts of Red Fort on 15th August, 2011. The Ministry of Finance (Department of Expenditure) has formulated a draft Public Procurement Bill and put in the public domain for eliciting views/comments of all stakeholders.

2.19.2. The Central Government has also put in place a Public Procurement Portal. It has been made mandatory for all Ministries/ Departments of the Central Government, their attached and subordinate offices, Central Public Sector Enterprises (CPSEs) and autonomous/statutory bodies to publish their tender enquiries and details of bid awards on this portal using e-publishing module with effect from dates specified for each of them under the orders issued by the Government.

2.20. Introduction of an open and Competitive system of exploiting natural resources

2.20.1. As already mentioned in para 2.18.3, Government constituted a high level expert committee on Allocation of Natural Resources (CANR) with a view to enhancing **transparency, effectiveness and sustainability** in the **allocation, pricing and utilization** of **natural resources** through open, transparent and competitive mechanisms. In this regard the specific areas included in the terms of reference of the Committee were as follows:

- To identify major natural resources which are allotted / allocated / distributed by the Government of India and the institutional framework for utilization of such resources;
- To examine the efficacy and suitability of existing legal and regulatory framework and rules and procedures in this regard;
- To suggest measures to optimize the benefits of such utilization for all stakeholders, while ensuring sustainability of the resources;
- Effectiveness in allocation, pricing and utilization of these resources;
- To suggest changes in legal, institutional and regulatory framework to implement the above recommendation.

2.20.2. The Expert Committee identified the following eight major natural resources where the Union Government has a substantial role in their allocation, pricing and utilization, namely, (i) Coal; (ii) Minerals; (iii) Petroleum; (iv) Natural Gas; (v) Spectrum; (vi) Forests; (vii) Land; and (ix) Water.

2.20.3. The Report of the Committee contained 81 specific recommendations aimed at evolving a judicious balance between theoretical ideals and what is ultimately possible and feasible given considerations of extant practices, international experience and historical legacies in respect of the above sectors.

2.20.4. The report of the Expert Group was considered by a Committee of Secretaries (COS) and thereafter by the GOM on 30th September, 2011. The GOM recommended acceptance of 65 out of 81 recommendations made by the Expert Committee. The matter is being processed further by the Ministry of Finance (Department of Economic Affairs).

2.21. Relinquishing discretionary powers enjoyed by Ministers at the Centre

The GoM on Corruption, as part of its mandate, considered the issue of reducing discretionary powers enjoyed by Ministers at the Centre. In its meeting held on 16th June, 2011, the GoM, in general, held that wherever discretions were being exercised without defining guidelines and spelling out qualifications and criteria for regulating the same, the concerned Ministries/Departments may formulate appropriate guidelines for due adherence. Subsequently, the GoM also reviewed information received from all Ministries/Departments as regards the discretionary powers enjoyed by the respective Ministers and, on the basis of the review, advisories have been issued to specific Ministries like Coal, Railways, Social Justice, etc. for undertaking due exercises for putting in place regulating parameters for exercise of discretionary powers and putting them in public domain so as to minimise arbitrariness in exercise of such powers. This exercise can be emulated by the State Governments also in order to bring in more transparency in decision making.

2.22. Integrity pacts

The Central Vigilance Commission has been issuing comprehensive instructions on transparency in tendering and contracting process, advising Central Government organisations to adopt Integrity Pact in major Government procurement activities. The Government of India being fully committed to implement its policy of “Zero Tolerance against Corruption” has also vide its letter No.372/13/2009-AVD-III dated 16th June, 2009, suggested that the State Governments may also consider adoption of Integrity Pact in respect of State Public Sector Enterprises in line with the procedure outlined by CVC. The concept, as the international studies reflect, has brought a substantial improvement in the systems and reduction in corruption in public dealings. The Second Administrative Reforms Commission has also, in its Fourth Report on “Ethics in Governance”, made recommendations in favour of adoption of Integrity Pact. It is, however, observed that, so far, only two States (Himachal Pradesh and Assam) have adopted the concept. As the anti-corruption policies of the State Governments are not different from that of the Central Government and the State Governments are also equally committed to eradicate corruption, State Governments may consider adoption of Integrity Pact in respect of State Public Sector Enterprises.

2.23. Adoption of Results Framework Documents (RFD)

2.23.1 The Government of India has recently introduced the concept of RFD as part of the “Performance Monitoring and Evaluation System (PMES) for Government Departments”. Under PMES, each department is required to prepare a Results-Framework Document (RFD). A RFD provides a summary of the most important results that a department/ministry expects to achieve during the financial year. This document has two main purposes:

- (a) move the focus of the department from process-orientation to results-orientation; and
- (b) provide an objective and fair basis to evaluate department's overall performance at the end of the year.

2.23.2 A Results-Framework Document (RFD) is essentially a record of understanding between a Minister representing the people's mandate, and the Secretary of a Department responsible for implementing this mandate. This document contains not only the agreed objectives, policies, programs and projects but also success indicators and targets to measure progress in implementing them. To ensure the successful implementation of agreed actions, RFD may also include necessary operational autonomy. The RFD seeks to address three basic questions:

- (a) What are department's main objectives for the year?
- (b) What actions are proposed to achieve those objectives?
- (c) How would someone know at the end of the year the degree of progress made in implementing these actions? What are the relevant success indicators and their targets?

2.23.3 At the end of the year, the achievements of the government department are compared with the targets, and a composite score is determined on the basis of specified yardsticks. This exercise helps not only in evaluating the performance of the Department during a year but also ensures achievement of identified targets within specified time limits. As the RFD is placed in the public domain, this also enlightens the public at large about the deliverables which can be expected from the Government. This experiment can also be replicated at the State level.

2.24. National e-Governance Plan

2.24.1 In order to improve the quality of life of the vast population, Government of India formulated a national programme, namely, the National e-Governance Plan (NeGP) spanning the entire country. It is designed to leverage capabilities and opportunities presented by Information and Communication Technology (ICT) to promote good governance across the nation. At present there are 27 Programmes in Mission Mode, ten being exclusively Central Programmes and seven being programmes integrated with the States and the same cover nearly the entire spectrum of public administration.

2.24.2 The focus of the plan is, *inter alia*, on sectors such as agriculture; municipalities; panchayats; Common Service Centres (CSCs); Core Infrastructure; banking; central excise and customs; income tax; insurance; MCA 21; passport, immigration and visa; pension; and National Citizen Data Base.

2.24.3 Governments across the world have approached efficient and effective public service delivery to citizens (and businesses). One way of doing this is by adopting a 'single window system' by appropriate process re-engineering in such a way that all the services provided by government get delivered to citizens through a single outlet/unit. A still broader approach is to establish an organization which would create an infrastructure through which different government departments and organisations are able to provide services to citizens at a single point of delivery.

2.24.4 The Department of Administrative Reforms and Public Grievances has developed a model for benchmarking Excellence in Public Service Delivery (Sevottam). The Sevottam framework takes note of best-in-class practices across the world and yet remains grounded in Indian realities. International best practices like the UK Charter Mark, the US Business Excellence Model and the Malcolm Baldrige National Quality Award, European Foundation for Quality Management Framework, as well as ISO 9000 series of standards have been considered to develop the framework.

2.24.5 Several State Governments have also adopted innovative schemes for providing public services to the citizens. The following are some of the pioneering initiatives taken by State Governments in this regard:

State/Union Territory	Initiatives covering departmental automation, user charge collection, delivery of policy/programme information and delivery of entitlements
Andhra Pradesh	e-Seva, CARD, VOICE, MPHS, FAST, e-Cops, AP onlineOne-stop-shop on the Internet, Saukaryam, Online Transaction processing
Bihar	Sales Tax Administration Management Information
Andhra Pradesh	Chhattisgarh Infotech Promotion Society, Treasury office, e-linking project
Delhi	Automatic Vehicle Tracking System, Computerisation of website of RCS office, Electronic Clearance System, Management Information System for Education etc.
Goa	Dharani Project
Gujarat	Mahiti Shakti, request for Government documents online, Form book online, G R book online, census online, tender notice.
Haryana	Nai Disha
Himachal Pradesh	Lok Mitra
Karnataka	Bhoomi, Khajane, Kaveri
Kerala	e-Srinkhala, RDNet, Fast, Reliable, Instant, Efficient Network for the Disbursement of Services (FRIENDS)
Madhya Pradesh	Gyandoot, Gram Sampark, Smart Card in Transport Department, Computerization MP State Agricultural Marketing Board (Mandi Board) etc.
Maharashtra	SETU, Online Complaint Management System Mumbai
Rajasthan	Jan Mitra, RajSWIFT, Lokmitra, RajNIDHI
Tamil Nadu	Rasi MaiyamsKanchipuram; Application forms related to public utility, tender notices and display

2.24.6 These e-governance programmes have already started conveying their impact. The applications that have been implemented are targeted towards providing G2B, G2C and B2C services with emphasis on use of local language. These experiments have shown that there is scope for emulation of a number of these initiatives in other States.

3. Issues for discussion

3.1. The Right to Information Act, as an important milestone in India's march towards empowering the people through transparency in public administration, has proved to be an effective

tool in the hands of the people to ensure accountability at all levels of governance. The Act envisages more and more pro-active disclosures by public authorities so that public at large is made aware of “what”, “why” and “how” of each governmental decision. This primary objective of building an informed citizenry through widest possible dissemination of information can be achieved, not merely by making suo motu disclosures as statutorily mandated but by expanding the scope of such disclosures. The issue therefore is:

A. What are the pro-active measures which can be taken by the Central Government and also by State Governments for enhancing the scope of suo motu disclosures as mandated by the statute so that every aspect of functioning of public authorities is made fully transparent and all relevant information is available to the public at large without a citizen having to raise a demand for supply of such information?

3.2. Corruption thrives where there is lack of transparency and accountability. It is the continuing endeavour of the Government to put an end to the menace of corruption by bringing in more transparency and by making those in power, accountable to the people. The initiatives which have been highlighted supra are significant steps towards pulling down the curtains of secrecy behind which the public authorities hitherto functioned and letting in the light of increased public participation in governance. The path to be covered is a long one; nevertheless the success of these small steps has provided the confidence and the necessary impetus to move forward towards an open, pro-active and responsive government. The question therefore is:

B. What are the further measures that can be taken by Government to bring in more accountability and enhance integrity of public administration in the country?

3.3. The procurement of goods and services and the award of contracts by Government Departments and its Public Sector Enterprises has always been perceived to be a fertile breeding ground for corruption. The adoption of transparent procedures, including bidding processes, methodology of evaluation of bids, laying down of quality standards and enforcement of quality measures, etc. are crucial to prevention of corrupt practices at various stages of public procurement. One of the solutions to this problem lies in adoption of the Integrity Pact. As noted above, research has shown the salutary effect of adoption of Integrity Pact in contracts for public procurement of goods and services in minimising the scope for corruption and in ensuring due accountability on the part of suppliers/contractors. Central Government has requested the State Governments to adopt the Integrity Pact in respect of all PSEs under them. The issue therefore is:

C. What are the impediments in the adoption of the Integrity Pacts at the level of the State Governments and PSEs under the State Governments?

3.4. On e-governance aspects, it is observed that the initiatives have come up in different States, in different forms. The same need synchronisation and the best practices merit replication in other States and in other programmes, wherever possible. The issue therefore is:

D. What can be done for expansion of e-Governance initiatives - to cover more services and also introduction of such initiatives in other States?

3.5. The concept of Results Framework Document is an endeavour to bring in professionalism in the delivery mechanism of public administration within the Ministerial set up by way of direct accountability of the civil servants for formulation of policy and its time-bound implementation.

This is an effective tool for assessment of performance of a Ministry/Department. The issue for consideration is:

- E. Whether, the RFD initiative of the Government of India can be replicated at the level of the State Governments?**

Transparent & Accountable Governance in Effective Public Service Delivery in India Today

By Dr. Rajesh Tandon
President, PRIA

Preface

When India's economic reforms began in 1991, much of the focus of attention was on reforming the formal sectors of economy so that 'license-permit raj' is not an impediment to economic development. India today has reaped the benefits of those reforms in numerous ways; from increased entrepreneurship to expanded private sector to growing middle class and high annual GDP growth. As a consequence, public revenues available for development have grown nearly ten-fold over this period. Aggressive and innovative social sector development policies of successive governments during this period have also resulted in huge increase in outlays for public service delivery in such social sectors as education, health, water, sanitation, rural employment, etc.

However, there is growing evidence that the fruits of economic reforms have not been accessible equitably to all; regional and socio-cultural disparities have only increased. Despite substantially enhanced outlays by central government on a vast variety of public services, India's ranking on Human Development Index has remained stagnant around 133. A few weeks ago, the Hon'ble Prime minister called 42% child malnutrition in India today a 'national shame', while releasing the Hungama Report. The 7th annual survey of education released in mid January 2012 reiterated the extensive problems of school drop-outs and very poor quality of learning in government schools. Despite many efforts, India will not be able to meet its Millennium Development Goal (MDG) commitment on rural and urban sanitation by 2015.

Why is this so? Why is it that substantially enhanced public sector outlays for basic social sector development are not resulting in the desired outcomes of education, health, water and sanitation? At the centre of an answer to this paradox is the issue of 'transparent and accountable governance'? In recent years, Government of India has realized this, and 11th Five Year Plan explicitly focused on the urgent requirement of improving governance for inclusive growth:

“The Eleventh Plan vision of inclusive growth, reducing poverty and bridging the various divides that continue to fragment our society can only be achieved if there is a significant improvement in the quality of governance”(Planning Commission, 2008).

Meanings of Governance

What is meant by governance? Is governance what governments do? Or is it more than that? What is 'good governance' which has been now in the public discourse for nearly 15 years? What do we mean by 'transparency' and 'accountability' in governance? Several different perspectives on governance have been presented in recent years.

“Public sector governance refers to the way that the state acquires and exercises the authority to provide and manage public goods and services, including both public capacities and public accountabilities”(Levy, 2007).

UNDP Strategy Note on Governance for Human development defined governance as “a system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector. It is the way society organizes itself to make and implement decisions - achieving mutual understanding, agreement and action. It comprises the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. It is the rules, institutions and practices that set the limits and provide incentives for individuals, organizations and firms”(UNDP, 2007).

“Governance is distinct from government, and is the process through which various stakeholders articulate their interests, exercise their rights, and mediate their differences” (Debroy, 2004).

Tenth Five Year Plan stated that “Governance relates to the management of all such processes that, in any society, define the environment which permits and enables individuals to raise their capability levels, on one hand, and provide opportunities to realise their potential and enlarge the set of available choices, on the other” (Planning Commission, 2008)

Tandon (2002) defined it as “the joint responsibility of the state, market and citizens to mobilize public resources and promote public decision-making towards the advancement of common public good.”

Thus, governance is about defining and prioritising public goods, institutional mechanisms and structures for delivery of those public goods, and processes by which such structures and mechanisms operate. It focuses on articulation of interests by various stakeholders, specially the hitherto excluded and the marginalized. It recognizes that differences among various interests around public goods, and the preferred modes of delivering the same, would necessarily exist in a democratic polity, and it, therefore, lays emphasis on negotiated and dialogical approaches to dealing with those differences.

In her inaugural address to the newly constituted Parliament on June 4, 2009, the Hon'ble President of India, Smt Pratibha Patil, underscored the commitment of the new government to governance reforms as one of the top ten priorities of the new government in Delhi.

The Eleventh Plan presents **six benchmarks** of such democratic governance:

- free and fair and timely elections of all spheres of political authority
- transparency and accountability of all institutions of the state to citizens
- efficient and effective delivery of socio-economic public services
- effective devolution of authority, resources and capabilities to PRIs and municipalities
- rule of law, where legal rights are clear and understood, and legal compliance and enforcements of those rights is time-bound and swift
- needs and interests of hitherto excluded sections of society are privileged and included, with dignity

It is clear that the Government of India is following a set of standards for reforming governance in the country, which are essentially citizen-centric---transparency, accountability and efficiency of all institutions, agencies and actors of the government, with particular attention to those citizens who have been largely excluded so far.

Transparency in Governance

What does '**transparency**' mean in governance? Taking the broad definition of Tandon (2002) forward, transparency means that the criteria, process and systems of decision-making are openly known to all in a public manner. For example, the selection of beneficiaries for any government scheme would be based on explicitly known and publicly communicated criteria; it will also be known as to who will apply these criteria, when and how? And, what benefits

would accrue to those families and individuals who fit these criteria? When will these benefits accrue, at what costs or mutual obligations?

The promulgation of Right To Information Act (2005) set the stage for the transparency in the functioning of the government and its various agencies.

Under this Act, access to information from a public agency has become a statutory right of every citizen. In its enactment, it has been argued that the system of government in India is so opaque that ordinary citizens do not have much information about how decisions are made and how public resources are utilized. In effect, RTI Act is a vehicle for greater transparency about the manner of functioning of public agencies. What have been the experiences of citizens in ensuring such transparency in various public agencies? There have been some 'major gains' in disclosure of information, as reported in metropolitan media from time to time. But, the experiences of ordinary citizens in most villages, towns and districts of this country have not been very positive. A recent study (PRIA, 2008) on implementation of RTI Act in 12 states concluded:

- a) information about who the designated Public Information Officers (PIOs) were in the district was not available in 90% of the districts;
- b) nearly half of all respondents felt that PIOs were not at all cooperative in giving information even when asked (Kerala and MP behaving worse than UP, Bihar, Orissa and Haryana);
- c) self-disclosure mandated under section 4 of the RTI Act was not made in 90% of the districts in these states.

One of the key provisions of this Act is self-disclosure of information in public domain. It is assumed that if adequate information is available, citizens can demand services and claim rights due to them from appropriate authorities and officials. The status of self-disclosure is rather poor nationwide. Another recent study conducted by PRIA and CHRI (2009) about status of self-disclosure in the arena of food security showed that Food Corporation of India and PDS (civil supply departments) have reasonably clear web-based self disclosure at national level. But, the quality and accessibility of such self-disclosed information at district level becomes extremely poor and non-existent. What it means is that an ordinary citizen desirous of accessing food from the PDS system can not get any clear information from the system of self-disclosure currently being practiced in these states (including Karnataka, Gujarat and HP, which are generally deemed to be better governed states). Disclosure of information at state or national levels only, mostly in English language, and largely through only web-based tools have resulted in systematic exclusion of the very same citizens in whose name and interests right to information has been enacted.

Transparency is necessary for making the system of public service delivery effective; it enables information in the hands of the citizens in a manner that they may be able to claim their entitlements. However, mere knowledge of what entitlements are, and who is responsible for fulfilling them, is not enough in ensuring that public services are adequately and effectively delivered to the 'intended' beneficiaries.

Accountability in Governance

This is where the systems and cultures of accountability become crucial. What is **accountability**? Simply stated, accountability means being answerable for the performance of tasks assigned to a person; if task assigned is selection of beneficiaries for a scheme, then

accountability will imply whether the selection has been carried out by applying the criteria, and following the procedures laid down, in the timely manner within the budgets specified. Therefore, accountability requires the clear specification of tasks to be performed, the time frame and budget available for performing those tasks.

In addition, it is also important to be clear about the responsibility for performance of those tasks; who is responsible? Is it clear to them? Do they have the necessary capacities and resources to perform those tasks?

Then arises the question of answerability to whom? For performance of those tasks, an official is answerable to whom? Typically in all government agencies, this answerability is specified in a vertically upwards manner; answerability to the designated boss above the departmental hierarchy. All government systems and agencies have elaborate practices and procedures for such upward reporting and answerability in respect of performance of designated tasks within the time and budget frameworks available.

In addition to this **upward vertical accountability**, all government agencies have systems of **horizontal** accountability which ensure the checks and balances. Thus, Comptroller & Auditor General (CAG) audits the planned expenditures of national and state governments- an example of horizontal accountability; Finance Ministry is another such example; so is Programme Implementation Ministry, and sometimes, Prime Minister's Office (PMO)(or that of the Chief Minister) acts as a horizontal accountability mechanism.

From the foregoing, it would become clear that accountability can only be determined if

- Tasks are clearly specified
- Time and budget details for completion of the task are concretely laid down]
- The person/position/team responsible for the task performance is clear to all
- There is a clear laid down procedure for reporting progress and completion of the task to an authority upward in the hierarchy
- A mechanism for course-correction for effective task performance exists

Therefore, accountability in effective delivery of public services would have to take into account the above aspects. Take the case of supply of drinking water in a town; it is the responsibility of the municipality. However, it may not be clear as to what amount and frequency of water supply is considered as adequate or satisfactory performance of the task by the municipality. This is where '**citizen charter**' become relevant; a charter then lays down a 'service standard'; in this case, it may specify how many litres of water would be made available to each family in the town for how many hours per day? Would all households have a tapped water supply?

The citizen's charter thus contains the service quality standards. It should also have a mechanism by which the charter is publicly communicated so that all citizens of that town know and understand what they can expect from the municipality in respect of water supply.

A companion component is the 'citizens' grievance redressal system'. If charter establishes the service quality standard, and if certain citizens do not get that quality of public service (drinking water in this case), then they should have a mechanism to send their grievance, and the municipality should have a mechanism to accept, work on and redress that grievance. The DAPRG has prepared a Handbook on the same.

Challenges in Effective Public Service Delivery

“We need to improve our delivery systems to provide basic services to our citizens. We will act with speed on the recommendations of the Administrative Reforms Commission to strengthen governance. Renewed efforts will be made to decentralize public administration through the Panchayati Raj Institutions and to ensure greater involvement of people in it. Initiative will be taken for a new partnership between the civil society and the government so that tax payers' money is better spent. We have enacted the Right to Information Act to enhance accountability and transparency in public life. This law will be improved so that it is more effective” Hon'ble Prime Minister of India, 2009 (<http://pmindia.nic.in/lspeech.asp?id=808>).

- i. It is clear that existing provisions and mechanisms for transparency and accountability in governance of public service delivery are not sufficient to bring about effectiveness of delivery. It is in this context that **downward accountability** mechanisms have become popular in some programmes and institutions. Citizens' Report Cards and Monitoring has been in practice for the past fifteen years; they have been largely used in pilots by certain civil society groups. The mandating of '**social audits**' in MNREGS programme has been one further step forward. Effective use of social audit to ensure downward accountability of functionaries responsible for delivery of certain public services requires access to authentic information and citizens' involvement in generating and sharing authentic data about their experiences of that service delivery.
- ii. Therefore, it is imperative to consider that social audits are integrated into the delivery of all major public services; in order to make it work, data generation from citizens through periodic monitoring and report cards will be required; RTI can be applied to access information from the agency responsible for delivery to make the standards and budgets public. It is in this context that independent public monitoring of budgetary allocations for services should be carried out at town and block/panchayat levels so that linkages between budgetary outlays and services delivered can be explored. (PRIA, 2009)
- iii. However, mere efforts at downward accountability (in the forms of citizen charters, grievance redressal, social audit, etc) would not deliver public services effectively. Downward accountability is not a substitute for effective upward and horizontal accountabilities. The pronouncements made by the Hon'ble Prime Minister (quoted above) establish the significance of several concurrent governance reforms needed for transparency and accountability of governance in effective delivery of public services is ensured.

The Second Administrative Reforms Commission (ARC) (2008-09) has made several significant recommendations in these regards. First and foremost are the performance management practices in recruitment and training of government officials at all levels.

Hon'ble President of India acknowledged its need as well:

“There are several issues on which fresh perspectives are always required so as to bring in reforms. Some of the pertinent questions are whether the selection procedure adequately looks for qualities and skills required in a changing environment in which the civil services work? Whether the training process prepares the individual to take on the responsibilities of public service? Is there regular in-service training for bringing about better performance? Do performance assessment parameters fairly judge the work undertaken? Are measurable targets being set and is there accountability for the shortcomings and inability to meet targets? The Second Administrative Reforms Commission has studied many of these issues and has made valuable recommendations after extensive consultations with stakeholders. An

early examination of these recommendations and a decision about them would contribute to the reform of the governance process” - Hon'ble President of India, 2009 (<http://presidentofindia.nic.in/sp121109.html>).

- iv. Therefore, *ongoing capacity development of frontline functionaries* in various service delivery institutions is critical. Despite huge allocations for training and capacity building made in all centrally sponsored schemes, actual utilisation of these resources is very poor because of weak capacity in training institutions themselves. ARC recommended that all training institutes should be 'coupled' with various academic institutions and civil society organisations to make them perform this function in a professional and accountable manner.
- v. Another area for systematic improvement necessary for effective delivery of public services is the bottom-up and local level planning for these services. In this regard, effective devolution of 3Fs to panchayats and municipalities is essential; more importantly, institutional, financial and human capacities of these local governance institutions need to be enhanced for the same. ARC (2008) made several specific recommendations in this regard as well.
- vi. In order for planning and monitoring of public services to become effective at the local level, system of gathering, collating, storing and disseminating information about the households, services and results is critical. Lack of such data management is resulting in inadequate self-disclosure; many a times, interested government officials do not have data available to undertake planning and monitoring. Data collation and storage systems need to be modernized in order to support the public service delivery in a transparent and accountable manner.

References:

- Planning Commission (Government of India) (2008). *Eleventh Five Year Plan 2007-2012, Vol. I Inclusive Growth*. New Delhi, Oxford University Press. pp. 223-224
- Levy, Brian. (2007) *Governance Reform: Bridging Monitoring and Action*. Washington DC. The World Bank.
- UNDP (2007). *Governance Indicators: A Users' Guide*. UNDP.
- Debroy, B. (ed.) (2004). *Agenda for Improving Governance*. New Delhi Academic Foundation.
- Tandon, Rajesh and Ranjita Mohanti (2002). *Civil Society and Governance*. New Delhi. Samskriti.
- PRIA (2008), *Implementation of RTI Act in 12 States*.
- PRIA (2009), *Social Audit: A Resource Kit*.
- ARC. (2008). *Refurbishing of Personnel Administration: Scaling New Heights*. Tenth Report of ARC. New Delhi. Govt. of India.
- ARC. (2009). *Citizen Centric Governance: The Heart of Governance*. Twelfth Report of ARC. New Delhi. Govt. of India.
- ARC. (2008). *Promoting e-governance: Smart Way Forward*. Eleventh Report of ARC. New Delhi. Govt. of India.

Infrastructure - Forcing the Pace - Overview of Central Road Sector

By Shri A.K. Upadhyay
Secretary, Ministry of Road Transport & Highways
Government of India

1. Introduction

1.1 India has emerged as one of the fastest growing economy in the world. It is recognized that modernisation of infrastructure - transportation, power and telecommunication - holds the key to attain this higher GDP. According to experts, India could unleash its full potential, provided, it improves the infrastructure facilities, which are at present not sufficient to meet the growing demand of the economy. It is also well acknowledged that good and efficient transport infrastructure is an essential pre-requisite for the economic growth of a nation. Transport sector as a whole contributes about 5.5% to the GDP, with road transport contributing the lion's share. Road Infrastructure, because of its easy accessibility, flexibility in operation, door to door service and reliability occupies a dominant position in the transportation system and are vital to unleashing economic growth across all sectors - agriculture, industry and trade and is a critical component of all inclusive growth. Road transport has registered tremendous growth in the last few decades and has become the most preferred mode of transport. The share of road transport in carrying the passengers and goods is more than 80% and 60% of the total passenger and freight movement respectively.

1.2 India has the second largest network of roads (after United States), totalling about 41.09 lakh km. The road density in India is now nearly 1.3 km per sq. km of area which compares favourably with many countries. Responsibility of development of this network rests with the Central Government, State Governments and local Government. Depending upon the custodian, the highways have been classified under following category:

Table 1: Details of various categories of Roads in India

Sn.	Category	Custodian	Length (km)
1.	National Highways (NH)	Central Government	71,772
2.	State Highways (SH)	State Government	1,54,522
3.	Major District Roads (MDR)	State Government	2,66,058
4.	Other District Roads & Rural Roads	Local Government	36,17,240

1.3 Although our road network quantitatively compares favourably with the other countries, qualitatively in terms of carriageway width, surfacing etc our road network is deficient. As on date, about 22% of the NH network is less than two lane and can be termed as sub-standard from the consideration of minimum requirement. Besides, NH network is also deficient in terms of crust composition and geometrics. Presence of submersible bridge and level crossing, which are obstacle in smooth flow of traffic, can be witnessed on NH network. There are more than about 750 bridges requiring rehabilitation/reconstruction. The condition of roads other than NHs however is poorer than the NHs. About 49% road length is only paved. Even 65% of the State Highways are still having carriageway less than two lane configuration.

1.4 The NHs form the primary network and carry the majority of traffic. The NHs though comprise only 1.7% of total road network, carry about 40% of the road traffic. The Central Government, who is responsible for development and maintenance of NHs, implement the works on the agency basis. The State Governments (State PWDs), Border Roads Organisation (BRO) and National Highways Authority of India (NHAI) are the implementing agencies for the development and maintenance works on NH. The agency wise distribution of length of NH is given in Table 2.

Table 2: Agency-wise distribution of length of NHs

Sn.	Agency	Length (km)
1.	State PWD	39,467
2.	NHAI	28,740
3.	BRO	3,565
	Total	71,772

2. Development of NHs

2.1 Declaration of new NHs

Increase in the mobility of both passengers and the commodities are directly related to the development. This led to increase in the number of registered vehicles in the country. Number of vehicles has witnessed 370 folds increase between 1947 and 2009. Number of registered vehicles has increased from 3.1 lakh in 1951 to 1,150 lakh in 2009. The growth rate of cars, buses and trucks for the period 2004 to 2009 are given in Table 3.

Table 3: Growth rate of various types of vehicle from 2004 to 2009

Sn.	Type of Vehicle	Growth Rate in %
1.	Multi Axle / Articulated Vehicles	7.1
2.	Light Motor Vehicles (Goods)	14.4
3.	Light Motor Vehicle (Passenger)/ Taxi	7.7
4.	Buses	15.2
5.	Cars	11.2
6.	Omni Buses	10.0

The road network which was supposed to be built before the growth of vehicle is being built to accommodate this growth. The Central Government has been making earnest efforts to expand the NH network successively within the available limited financial resources to meet the expectation in infrastructural growth, increasing aspirations of the people and to keep pace with the changing requirement of the contemporary period/time. The total NH Network in 1956 was 22,193 km., which has now grown more than three folds to 71,772 km., i.e. an increase of 49,579 km. since the National Highways Act, 1956 came into being.

2.2 Investment made for development of NH

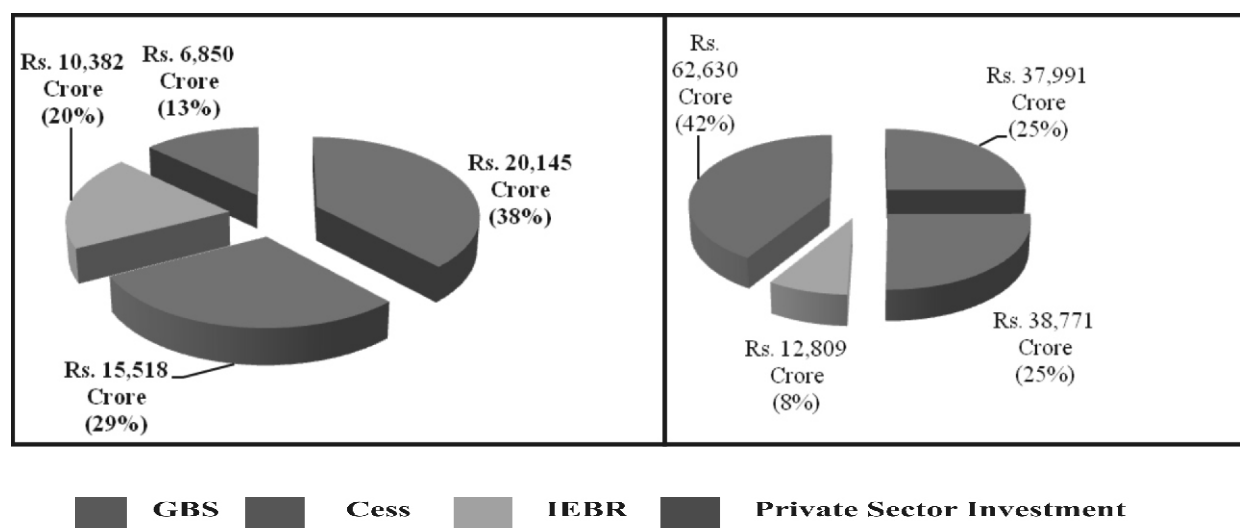
Era of planned development was launched in 1951. The objective had been to achieve a steady social and economic growth. The share of public sector investment in the road sector was 7.5% in the first two plans and reduced to 3.7% in the 8th Plan. Scarcity of resources resulted into widening of gap between the requirement of funds and funds made available. This has lead to search for alternate source of funding.

In 1991, the development strategies changed by the Government. It was realised that we are part of the global system and our economy can not be insulated from the development taking place

globally. Accordingly, a series of reforms and structural changes were introduced with a view to integrate development with the global market and economy. These changes also affected the road sector. Few important developments took place were:

- Shift from in-house designs done earlier in the Ministry of Road Transport & Highways (MORT&H) and State PWDs to outsourcing to design consultants.
- Evolution of consultants from the role of “Engineer” (who were conventional PWD Executive Engineers) as “supervision consultants” in budgetary funded projects to “independent engineer” in BOT projects being implemented through PPP mode.
- Conventional small scale contracting industries graduated to large scale contracting organizations with technology transfer, etc. from abroad; subsequent up-gradation of many of such industries as “developers” or “concessionaires” of Built-Operate-Transfer (BOT) Projects.
- To augment fund for development of roads, government created dedicated road fund in the year 2000 by imposing cess on diesel and petrol. Presently a cess of ₹ 2 per litre is being collected on diesel and petrol. The cess is being distributed in a prescribed manner between MORT&H, Ministry of Railways and Ministry of Rural Development for development of NHs, roads other than NHs, village roads under Pradhan Mantri Gram Sadak Yojana (PMGSY) and construction of Rail Over Bridges (ROBs).
- Areas which were traditionally the domain of the public sector, such as, power, telecom, transport etc were thrown open to the private sector. The government provided a strong policy and regulatory leadership and the private sector brought in the dynamism and efficiency of competitive environment. It can be seen from the figure given below that the share of private sector in the road sector which was insignificant in nineties steadily grown from 13% in 10th Plan to 42% in the 11th Plan.

Source of investment in the Road Sector during 10th Plan & 11th Plan



2.3 Investment in the maintenance and repair (M&R) of NHs

There exist norms for M&R for different categories of roads. These norms take into account the need for protection of highway users and work force and also bringing in efficiency in maintenance operations and optimization of work procedure. Norms are based on concept of performance indicator and level of quality for maintenance standards in terms of comfort, convenience and safety of road users. Table below gives an idea about the funds required and those made available in respect of M&R of NHs.

Table 4: Fund requirement vis-a-vis allocation provided on M&R of NHs
(Amount in Rs. Crore)

Year	Requirement as per norms	Amount provided	Shortfall	% shortfall	Expenditure
2002-03	2,200	800.00	1,400.00	63.64	629.54
2003-04	2,200	731.74	1,468.26	66.74	731.62
2004-05	2,480	745.56	1,734.44	69.94	679.03
2005-06	2,480	868.10	1,611.90	65.00	838.31
2006-07	2,480	814.38	1,665.62	67.16	784.30
2007-08	2,280	1,001.70	1,278.30	56.07	981.35
2008-09	2,500	973.97	1,526.03	61.04	969.45
2009-10	2,500	1,059.10	1,439.56	57.58	1053.98
2010-11	2,800	2,056.96	743.04	26.53	1,920.27
2011-12	2,800	1,327.25	1,472.75	52.59	640.01*
-Provisional; ending December, 2011					

It can be seen from the above that the funds made available under M&R of NHs are less than 40% and there has been consistent shortfall to the tune of over 60%. This has lead to poor conditions of the NHs, inviting public criticism. To overcome the situation to certain extent, following steps have been taken:

- Adopt performance based long term OMT contracts (including tolling rights)
- Augment resources for maintenance either through additional cess on petrol/diesel or switch over to ad-valorem basis.
- Develop pavement/bridge management system

2.4 Achievements

The Government has launched an ambitious plan for up-gradation of NHs in phased manner as per details given below:

Table 5: National Highways Development Programme (NHDP)

Phases	Total length in km	Date of approval	Approved cost (expenditure till 31.12.2011) in Rs crore	Length completed in km	Length under imp.	To be awarded
I GQ,EW-NS corridors, Port connectivity & others	7,522	12.12.2000	30,300 (38,822.01)	7464	58	-
II 4/6-laning North South- East West Corridor, Others	6,647	18.12.2003	34,339 (51,266.59)	5402	801	444
III A Upgradation, 4/6-laning	4,815	05.03.2005, 27.10.2006 & 12.4.2007	33,069	2646	2169	-
III B Upgradation, 4/6-laning	7,294	12.4.2007	47,557	367	4345	2582
Total phase III (phase III A + III B)	12,109	-	80,626 (36,417.16)	3013	6514	2582
IV 2 - laning with paved shoulders	20,000	July -2008 for 5000 km	27,800 (526.51)	-	2549	17451
V 6-laning of GQ and High density corridor	6,500	05.10.2006	41,210 (11,450.23)	709	2769	3022
VI Expressways	1000	02.11.2006	16,680 (6.65)	NIL	NIL	1000
VII Ring Roads, Bypasses and flyovers and other structures	700 km of ring roads/ bypass + flyovers	06.12.2007	16,680 (5.59)	2	34	659

Achievement made on the NH network since its inception at the time of independence are given in Table 6.

Table 6: Development of NH Network

Period	Total Length* (km)	Widening to two-lanes (km)	Widening to four-lanes (km)	Strengthening of Pavement (km)	Major Bridges (Nos.)
1947-1969	24,000	14,000	Nil	Nil	169
1969-1990	33,612	16,000	267	9,000	302
1990-2001	58,112	4,000	1,276	7,000	87
2001-2010	70,934	7,904	11,932	7,146	184
2010-2011	70,934	1,042	1,883	1,016	34
2011-2012	71,772	427	1,075	408	15

* Length at the end of the period.

The Ministry has also taken up developmental initiatives in the North-East States under special accelerated road development programme (SARDP)-NE programme. The Phase-A of this programme covers 4,099 km roads, out of which about 1,000 km will be completed by end of this year. The Phase-B covering 3,723 km is under preparation of detailed project report (DPR) stage.

Besides, for development of roads in Arunachal Pradesh a package covering 2,319 km (1,472 km is NHs & 847 km is State/General Staff/Strategic roads) has been approved and is targeted for completion by June, 2016.

Additionally, with a view to develop areas affected by left wing extremist (LWE), the Government has also taken up a programme for the development of about 1,126 km of NHs and 4,351 km of State Roads in LWE affected areas as a special project estimated to cost about ₹ 7,300 crore in 34 districts in eight States with a target to complete all the works by March, 2015. Development of 848 km length of roads has been completed by December, 2011.

Proposal for Development of 600 km of State Roads in Odisha to 2-lane, not covered under any Central or State Schemes (out of 1,632 km long LWE affected Vijayawada Ranchi route) at a cost of ₹ 1,200 crore has been approved by Cabinet Committee on Infrastructure (CCI) on 4th November, 2010. All the works under Vijayawada Ranchi route are likely to be completed by March, 2015.

Hon'ble Prime Minister announced a Reconstruction Plan (PMRP) for J&K during his visit to the State on 17th & 18th November, 2004. There are total 7 nos of works amounting to ₹ 3300 cr. (approx.) under PMRP, namely construction of Mughal Road, widening of Domel - Katra road (NH-1C), double laning of Batote - Kishtwar - Sinthanpass - Anantnag Road (NH-1B), upgrading Srinagar - Uri Road (NH-1A), construction of Khanabal - Pahalgam Road, construction of Narbal - Tangmarg Road and double laning of Srinagar - Kargil - Leh Road (NH-1D). Till now, around ₹ 2300 cr. expenditure has already been incurred. Besides, ₹ 243 cr. has been allocated for State of J&K under for the works being executed on National Highways through BRO. ₹ 121 cr. has also allocated for the works on the State & ODR roads under CRF & ISC/EI.

For balanced development of the road network, development of other categories of road is equally important. Development of other categories of road is not the responsibility of the Central government. Development of these roads however got a fillip with the interest evinced by the multi-lateral agencies like World Bank, Asian Development Bank, OECF (Japan) since 1990. A portion of cess on petrol and diesel also augmented the resources of the State governments to take up development of other roads. Some of the State governments are also exploiting private sector participation for development of commercially viable projects.

3. Proposed Plans for Development of NHs

Capacity of road required depends upon the passenger and freight movement requirement. India is one of the most emerging economies of the world today. In Indian scenario each % increase in GDP results in about 1.2% increase in the freight movement and 1.9% increase in the passenger movement. To sustain targeted GDP, importance of good road network does not need any emphasis.

Government has set up National Transport Development Policy Committee (NTDPC) with an objective to recommend a long term national transport policy over a horizon period from 2012-2031 that would facilitate overall efficiency in the economy while minimising energy consumption and environment pollution, to provide an integrated and sustainable transport system that would encourage competitive pricing and co-ordination between the alternate modes of transport. A working group on Roads under NTDPC was constituted. The report of the working group is presently under advanced stage of finalization. Besides, the working group on central roads sector also finalized its report for the 12th five year plan (2012-17). The major recommendations governing development of NHs / State roads under central roads sector as per these reports are as follows:

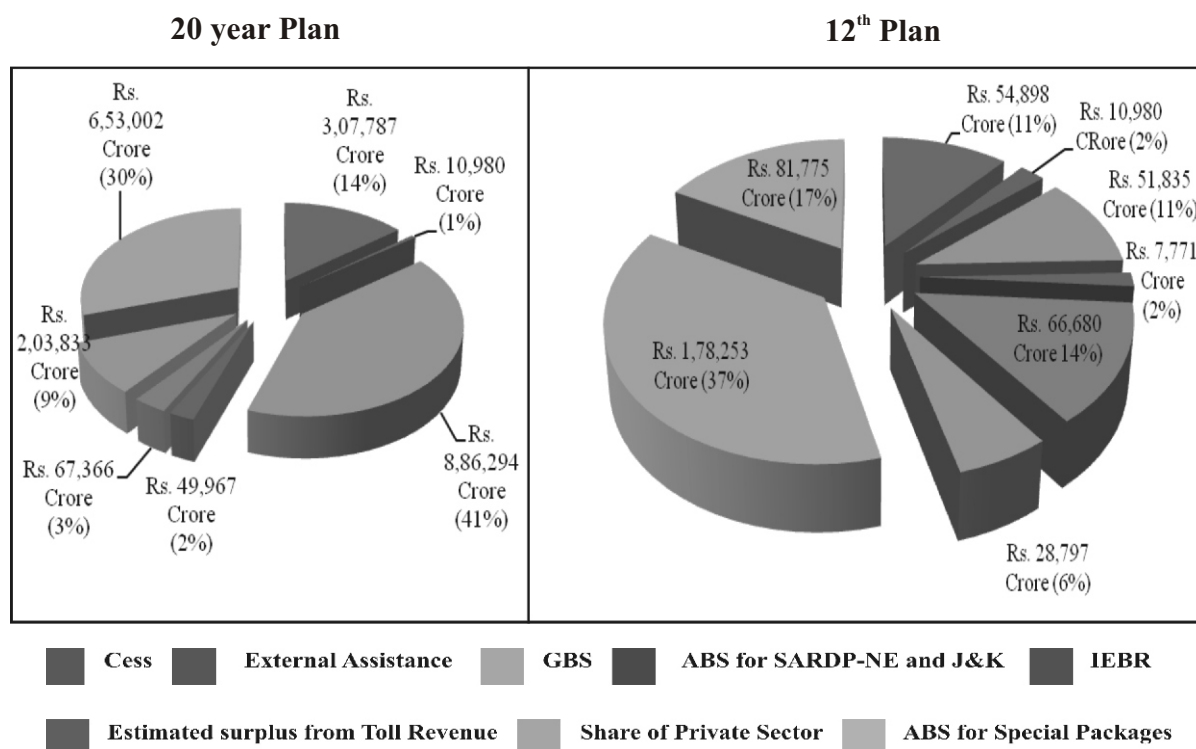
Table 7: 20 year road development plan and 12th plan for central sector road

Description	Report of the working group on roads under	
	20 year plan (km/no)	12 th Plan (km/No.)
National Highways Network	1,00,000 km	85,000 km
Expressways Network	19,637 km	1,500 km
Completion of NHDP	36,595 km	
SARDP-NE including Arunachal Pradesh Package	9,129 km	7,016 km
Roads in Left Wing Extremism (LWE) affected areas	4, 426 km under Phase-A and 8,014 km under Phase-B (yet to be approved)	
Vijayawada Ranchi Route	600 km	
Development of non-NHDP NHs		
Widening to 2-lane standards	39,000 km	11,220 km
Widening to Four -lanes / six -lanes India is one of the most emerging economies of the world today.	25,000 km	200 km
Improvement of Riding Quality	30,000 km	5,000 km
Special programmes proposed to be undertaken on State roads		
Delhi-Mumbai Industrial Corridor(DMIC)	2,471 km	812 km
State roads in J&K	1,000 km	700 km
Road connectivity to Minor Ports	2,000 km	1,000 km
Connectivity to Airports	360 km	360 km
State roads under Tribal Sub-Plan	4,000 km	1,000 km

4. Proposed Funding for Central Road Sector

Estimated investments for development of roads during the 20 year plan (2012-2032) and during the 12th five year plan was ₹ 21,79,229 crores and 4,80,989 crores respectively. Source of the required funds included budgetary support, cess on petrol and diesel, external assistance, borrowing, private sector participation etc. Details are given in figure given below.

Proposed source of funding in Road Sector for 20 year plan and 12th five year plan



5. Major Issues

As explained, lot of work has been done, lot has been planned still lot has to be done. There are few key issues critical to development of road infrastructure in the country seeking attention of all the stake holders. Some of the major issues are flagged below.

5.1 Integrated Development

India is now emerging as a global hub for production and Supply chain mechanism is going to play a pivotal role in making it desired destination for world's manufacturers. It is evident from the recently held Auto-Expo at New Delhi that world's leading automobile manufacturer have identified India as one of the desired places. Supply chain could become a potential point of rejection if not developed properly to cater for the manufacturing needs and distribution. Existence of a good supply chain is essential to ensure production to become least cost and then distribution in the market for the commodity to be reasonably priced.

As per McKinsey report on "*Transforming the Nation's Logistics Infrastructure*" India loses 40 billion dollars of its GDP due to its poor logistics infrastructure, which is roughly 4% of the GDP. This is despite the fact that very huge investment India have made in developing infrastructure in the country. Now this needs to be done in a more coordinated manner. The infrastructure has to be constructed in a planned manner.

We should increase the investment in infrastructure across all sectors of transportation i.e. roads, rails, water ways. The need of the hour is an integrated approach that would drive the growth of economy fully utilizing the potential of all components.

In the light of this, requirement of an integrated network of highways, railways and water ways becomes most desirable need. This network needs to be in the form of a mesh, comprising above components covering entire length and breadth of the country. This can only be achieved by integrated planning. Efforts in this regard has been made and in this regard and in the 12th plan provision for connectivity to airports, ports and dedicated freight corridor of railways have been planned.

5.2 Proper Detailed Project Report (DPR) preparation:

Accurate and proper DPR is the key to successful implementation of a project. Inaccuracies in the DPR lead to change in scope, variations resulting into time overrun and cost overrun. This creates all legal, financial and contractual complications. In the public funded projects all the stake holders are expected to be involved while freezing the scope of the work so as to avoid variation at later stage.

5.3 Can BOT continue to be the main source for development?

The present emphasis is to take up progressively more and more infrastructure projects through private sector participation on BOT (Toll) basis so that more public funds are available for social sectors such as Health, Education, etc. However, it would not be practically possible to take up development of the majority of the highway stretches on BOT (Toll) mode for the following reasons;

- As good projects are front-ended, sustaining same level of activity is difficult. It is also evident from the fact that the share of private sector investment in Central Roads Sector initially increased from 13% of total investments during 10th Plan to 42% of total

investments during 11th Plan. However, corresponding figures for 12th plan and the 20 year plan are 37% and 30% of total investments respectively.

- Increasing dependence on private investment. Does the private sector have capacity for this level of investment?

5.4 Tolling Issues

- **Toll based on the** concept of charging user fee to recover investment in the facility and its maintenance.
- Limit to tolling. Can all the roads be tolled? State has responsibility to provide basic transport network.

5.5 Financing of Projects

- An underdeveloped bond market has constrained PPP road projects to mainly depend on debt from commercial banks.
- Lack of presence of long-term savings institutions, such as insurance companies and pension funds having long-term liabilities, with appetite for long-term debt instruments in PPP project funding.
- Commercial banks are increasingly facing limits on their exposure to infrastructure sector, which would also affect funding of road PPP projects.
- Commercial banks also face issue of asset liability mismatch as PPP projects require long term funding
- Re-financing scheme from IIFCL has not helped the market as initially envisaged because of certain attached conditions relating to tenure and interest rates.
- External Commercial Borrowing (ECB) is limited in road PPPs because of certain constraints in the policy framework.
- Debt to road PPP projects is classified as unsecured by commercial banks since no tangible physical security is available to lenders. Due to this such debts carry higher interest rates and quantum limitations.
- Explore other sources of revenue for PPP projects such as advertising, real estate development, way side amenities, mobile towers, additional stamp duty on road side properties etc.
- Building of real estate development with highways / expressway project.

5.6 State Support Agreement

- Compliance of the contractual obligations by all the parties.
- Any physical obstruction to toll set up under a contract has serious legal and financial implications.
- States are bound by the State support agreements. Any violation by the local authorities interfering with the tolling on local pressure is a contractual violation.
- State have a critical role in facilitating road projects at the time of land acquisition, forest clearance, utility shifting, law and order during construction and operation.

5.7 Land Acquisition

Land Acquisition is the most important factor in the successful implementation of the road network. In several States, there have been delays in the execution of projects due to protest against the acquisition of land.

At present, for the development of National Highways, LA is done through NH Act, 1956. Now, a new 'Land Acquisition, Rehabilitation and Resettlement Bill is under consideration of the Govt. for replacing LA Act of 1894. As per provisions of this new bill, the compensation is likely to be increased substantially. Perhaps land acquisition for roads which are for larger social interest can continue under NH Act. Possibility of strong opposition by the land owners cannot be ruled out but can be handled administratively. Alternatively, if a uniform LA bill is to be adopted feasibility of sharing of premium received by the land owners at the time of selling the property can be explored. This is being suggested as the rates of lands abutting the newly constructed highways get huge appreciation (Premium).

Besides, it is imperative to regulate/control development activities abutting the Right of Way (ROW) of highways for which state legislation is required.

5.8 Construction of Expressways

Construction of expressway involves green field alignment and as such acquisition of more land. With the increase in the cost, innovative financing is required. For expressways feasibility of bundling of real estate development with expressway project need to be explored.

5.9 Environment & Forest Clearance

It is now mandatory for the project authorities to obtain Environment & Forest Clearance prior to start of the work. However, getting these clearances is a cumbersome process and may take up to 2-3 years leading to delay in their implementation. Towards speedy environmental clearance to cut cost & time overrun, time limits can be prescribed for processing environmental clearances. Even, project involving widening, resurfacing and strengthening within standard RoW for NH (i.e. 60m) diversion be allowed & exempted from clearances.

5.10 Road Safety

India has the dubious distinction of having the highest fatalities on the roads. During 2010, 4,99,628 road accidents were reported in India involving 5,27,512 injuries and 1,34,513 deaths (i.e. an average of one fatality per 3.7 accidents). Financial losses on account of accidents constitute about 3% GDP. Historically, in most of the developed countries, the road safety initiatives followed the road infrastructure development. With appropriately planned initiatives, most of these developed countries have achieved substantial reduction in no. of accidents and fatalities.

World Health Organization (WHO) has launched the first ever Decade of Action for Road Safety 2011-20. As a part of this all Member States have been urged upon to prepare Road Safety Action Plan for the decade and implement the same in the right earnest.

Road safety basically revolves around 4 Es i.e., Engineering, Enforcement, Education and Emergency care. Out of 4 Es, 3 Es are covered under the State subject. We are incorporating all the safety features in our engineering of projects. State government co-operation in addressing remaining 3 Es can only help us in reducing the accidents. Problem involves co-ordination between multiple agencies.

5.11 Issue of overloading of vehicles

Over loading of commercial vehicles is rampant. Besides, road safety it also affects the performance of the highway system. Various studies conducted on the effect of axle loads on road pavements have established that damage to road pavement occurs in the proportion of “Fourth Power”; e.g. an axle load of 16.32 tons (which is two times the equivalent standard axle load of 8.16 tons) causes 2⁴ times, i.e. 16 times damage to a road as compared to the damage caused by an axle load of 8.16 tons. The issue pertaining to plying of overloaded vehicles on highways even has been raised in the Supreme Court. Hon'ble Supreme Court has clarified that detection of overloading and collection of compounding fee does not mean authorization for the overloaded vehicles to ply. The excess load needs to be necessarily offloaded before allowing the vehicle to proceed further. The directions of the Hon'ble Supreme Court are yet to be implemented by most of the States in the right earnest. While necessary investment on the infrastructure can be planned, the keenness of the States to enforce the measure is the key to success of initiative.

5.12 Skill Development

Only policies and funds will not result in achieving the desired result but we have to also improve the capability for efficient delivery of programme. It involves attention on developing new skills and refreshing already acquired skills on a continuous basis. Attention needs to be given for overall development of the departments, contractors, concessionaires and consultants concerned with the roads.

5.13 Data Base

Creation of a proper database is one of the foremost requirements for planning and implementation of projects on sound scientific footing. Till now, the data base gathering and creation has not been given due attention it deserves. With the advent of IT applications, now it is possible to gather the data in a quick and accurate way. It is to be ensured that we gather, create and maintain all the data which will be a pre requisite for accurately predicting our future needs and fund requirements for a robust road network system.

Issues In Infrastructure Development In India

By Shri Rajiv Kumar
Secretary General, FICCI

1. Introduction

The total investment in infrastructure is estimated to have shot past the 500 billion dollar mark during the eleventh plan period. In the twelfth plan period which begins this year, the government plans to redouble its infrastructure initiative and aims to increase investment in the sector to one trillion dollars, about half of which is envisaged to be from the private sector.

Numbers apart, the ground reality for the sector remains grim with the infrastructure deficit in the country actually widening over the last few years. Plagued by funding and implementation constraints, core sector development has not kept pace with economic growth. Urban Development minister Kamal Nath who set a tall target of building 20 kms of roads everyday as minister for road transport and highways, was recently quoted in a newspaper article as saying, “We are not building for the future. We are still building for the past.”

Except in telecom, the investment during the eleventh plan is expected to fall short of targets in most infrastructure sectors*** - ports, roads, power and airports and a number of physical targets are still unmet. For instance, the capacity addition in the power sector may barely reach the 50 GW mark against a target of about 78 GW. In the tenth plan, though the target for capacity addition of 41,110 MW in the power sector fell short by 49%, investments actually surpassed the planned target. The same was the case for ports and airports. (See Table I).

TABLE I: Progress in Infrastructure: Investments in the Tenth Plan and Eleventh Plan Targets

Sector	Tenth plan target (₹ crore)	Tenth plan actual (₹ crore)	Eleventh plan target (₹ crore)
Electricity	2,91,850	3,40,237	6,58,630
Roads and bridges	1,44,892	1,27,107	2,78,658
Ports	14,071	22,997	40,647
Airports	6,771	6,893	36,138

Source: Planning Commission

According to the Planning Commission, investments in infrastructure in the tenth plan were just over 5 per cent of GDP of which private investment accounted for about 1.2 per cent. In the final year of the eleventh plan, it may touch eight per cent of GDP. In contrast, China, whose massive infrastructure development drive is often termed as 'bridges to nowhere', has been reportedly investing between 9 and 11 per cent of GDP in core sector development over the last few years.

*We are confining ourselves to the four sectors mentioned above for the purpose of this paper.

TABLE-II: Progress in Infrastructure: Eleventh Plan

Sector	Target	Progress
Power	Additional power generation capacity of about 78,000 MW Reaching electricity to all rural households through the Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)	Capacity addition is expected to be lower than 50,000 MW “Power for all” target not met
National Highways	Six -laning 6,500 km of Golden Quadrilateral and selected national highways 4-laning of about 20,000 km of national highways 2-laning of 20,000 km of national highways Developing 1000 km of expressways Constructing 8,737 km of roads, including 3,846 km of national highways in the north -east	99.4% of Golden quadrilateral completed 5447 km of North – South, East - West corridor 4 -laned Under NHDP Phase III 1968 km of highways have been 4-laned Under NHD P Phase V a length of 443 km has been 6-laned (Source: Annual report Ministry of road transport and highway, 2010-11).
Rural roads	Construction of 1,65,244 km of new roads and upgrading 1,92,464 km	Not met
Ports	Capacity addition of 485 million tonnes (MT) in major ports and 345 million tonnes in minor ports	Port capacity of major ports increased from 504.75 MT in 2006-07 to 616.73 MT in 2009- 10

In this paper we focus on the power sector as a case study to bring out issues in infrastructure development and how the infrastructure deficit adversely affects Indian industry, specifically micro small and medium enterprises (MSMEs). Further, we go on to assess the process of public private partnerships in India and the weaknesses in the regulatory framework governing the infrastructure sector.

2. Power Play

India has come a long way since its first brush with power sector privatization in the 1990s. The Enron deal, considered at the time, the poster boy of private investment in the sector, was scrapped after several rounds of negotiations, as the tariff in the power purchase agreement proved to be exorbitantly high.

Several states, led by Orissa, have since unbundled state electricity utilities. Also, Orissa and Delhi followed the example of Mumbai, Kolkata, Surat and Ahmedabad, and privatized distribution of power. The Electricity Act 2003 which was introduced in the Lok Sabha in 2001 was passed in Parliament within a year of the standing committee on energy presenting its report.

But eight years after the enactment of what was considered a path-breaking law, power shortages remain, with peak deficits in the last decade at 11-13%. Between April and December 2011, the all-India peak deficit stood at 10.6%. The quality of power is also a challenge. The cumulative losses of State Electricity Boards, that were Rs 70,000 crore in 2010-11, have already crossed Rs 1 lakh crore in the current financial year.

Lack of adequate access to electricity generally hits the Indian economy hardest where it hurts the most MSMEs already stumped by lack of adequate credit, don't have the deep pockets to set up captive power plants or get past other infrastructure bottlenecks.

A recent study by Keshab Das of Gujarat Institute of Development Research, *MSMEs in India: Issues and possibilities in times of globalization*, establishes the fact that power is most crucial for the growth of MSMEs. (See Table-III).

Table-III: The Importance of Infrastructure for MSMEs

State	Number of firms	Importance of all infrastructure	Importance of power	Importance of transportation	Importance of port facilities
Assam	45	57.7	8.7	6.9	2.4
Bihar	40	47.3	8.0	4.8	1.1
Gujarat	70	39.1	9.2	5.2	1.5
Karnataka	56	52.8	9.8	5.4	1.7
Kerala	167	48.8	9.7	5.9	2.9
Maharashtra	231	51.0	8.4	5.3	1.8
Orissa	135	54.9	9.1	7.1	2.4
Punjab	42	60.8	8.7	6.7	3.2
Tamil Nadu	118	49.4	9.0	6.9	1.9
UP	102	29.3	8.2	5.1	0.7
West Bengal	180	36.1	6.6	4.9	1.2
All States	1186	46.7	8.5	5.8	1.9

Source: Study by Keshab Das, MSMEs: Issues and possibilities in times of globalization

The scale used for measuring importance: 10 very important, 5-important, 0-not important. Importance of 'all infrastructure' is a total of its components. Only the columns relevant to this paper have been reproduced from the original study

By the end of the last decade, India only had 26 million MSMEs (according to the latest All India census of MSMEs) with the majority being in the micro category.

The sector contributes 8 per cent to the country's GDP, 45 per cent to its manufactured output and 40 per cent to its exports. But the numbers compare poorly with China where SMEs account for 60 per cent of the country's GDP, half of its tax revenues and 68% of its exports.

2. a) What went wrong?

Successive Indian governments have talked about power sector reforms and some action has also taken place. But a few things have not changed - most power producers still sell most of the power they produce to state electricity boards and consumers have no choice but to buy from the sole distribution entity in their respective states. In Delhi and Orissa where distribution was privatized, public sector monopolies have been simply replaced by private sector monopolies. Though most states have passed orders to allow open access to all generators and consumers in excess of 1 MW load, implementation has been tardy.

Meanwhile, state-owned distribution utilities which have a stranglehold on the power sector in the country continue to bleed. The widening gap between the average cost of supply and the average revenue coupled with high AT&C losses have led to the deteriorating health of state utilities. Despite rising costs of electricity, states are not regularly revising tariffs. Only 16 states revised tariffs in 2010 and those acquainted with power sector dynamics consider this quite an achievement given the past record of states in revising tariffs. The Appellate Tribunal for electricity, in November 2011, in an order, states that all state commissions must ensure that average revenue requirements (ARR) and tariff determination should be done annually. The tribunal also allows monthly adjustments against fuel and power purchase costs.

The level of cross-subsidy in the power sector has crossed unsustainable levels. Industrial or bulk users in India subsidize the household sector. Despite the widening power deficit many state governments do not allow captive power plants to sell power outside the states

2. b) The Coal Conundrum

To add to the woes of the power sector, cost of coal, used as fuel for 74 per cent of electricity generation, have sky-rocketed in recent years. Coal India Limited that produces over 80 per cent of the total coal in the country, along with its subsidiaries was able to meet just 84 per cent of its targeted production during the eleventh plan (based on provisional estimates by CIL). The power capacity addition during the plan period, led to huge incremental demand for coal at a CAGR of about 7.5%, while the supply grew at a CAGR of just 4 percent. The situation is not expected to improve in the next five years (See Table IV)

TABLE-IV: Coal Demand Vs Supply

(In %)	Incremental demand from power sector (CAGR)	Coal supply – CAGR
Eleventh plan	7.5	4
Twelfth plan*	9 - 10	4.5

*Expected. Source: India Electricity 2011, a report by FICCI

The share of imported coal in total coal consumption has almost doubled from about 6-7 per cent during the tenth plan to 14 per cent by the end of the eleventh plan. From a mere 43 MTPA at the end of the tenth plan, coal imports are expected to touch 100 MTPA by the end of the eleventh plan. But dependence on imported coal barely seems like a sustainable option at a time when global coal markets have been volatile, thanks to striding demand from India and China.

The nuclear disaster in Japan followed by Germany's decision to shut down all nuclear plants by 2022, is expected add to the rise in demand for coal. Prices of thermal coal have shot from \$50-60/ton in the first half of the last decade to \$ 180/ton in 2008, easing to \$70-80/ton in 2009 and again going past the \$100/ton in 2010-11.

The demand dynamics have made suppliers reluctant to sign long-term contracts. Some countries have reworked their mining policies to cash in on the rising international demand. In Australia, for instance, the higher tax rate imposed on coal companies under its carbon policy will push up the prices of coal. In Indonesia, the government has benchmarked domestic coal prices to international prices and no coal can be sold below the international coal reference price (ICRP). The move, implemented in September 2011, led to a sudden increase of about 30 per cent in Indonesian coal prices that reportedly crossed \$100/ton. The Indonesian government also plans to ban export of low quality coal by 2014, which would be a major dampener for India and China, both major importers of this kind of coal.

2. c) Wooing Private Investment in the Power Sector

Private investors mostly stayed away from the power sector, for almost a decade after the Enron debacle. The mega power projects have attracted a few. Out of the nine approved Ultra Mega Power Projects, four have been awarded. In terms of capacity additions, private sector has played a key role during the eleventh plan. Especially buoyant was the period between April and October 2011 when the private sector surpassed central and state sector utilities in capacity addition. The private sector added 4301 MW of capacity against 3199 MW by central and state utilities together (Source: CEA). But this appears to be a piffling amount given that about half of the envisaged 100 GW capacity addition in the twelfth plan, is expected to come from the private sector. There is no denying the fact that a great leap in the reform process will have to be taken to achieve the twelfth plan target. Some changes that will help attract private investment in the sector are as follows...

Open access: The ministry of law, in December 2011, asked state power regulators to move to open access for bulk consumers, those who buy more than 1 MW power. This has reportedly met with stiff resistance from state power utilities. The State Electricity Regulatory Commissions need to set a deadline for implementing open access, initially for bulk consumers and later perhaps for retail consumers as well.

Cost-reflective tariffs: The State Electricity Regulatory Commissions (SERCs) need to revise tariffs annually. As per the Appellate Tribunal for electricity, monthly adjustments should be made for fuel price escalations. The exercise, the tribunal says needs to be completed by April, every year. Flexible pricing and not cast-iron tariffs are the need of the hour to attract big ticket investments in the power sector. The high cost of fuel and the uncertainty over supply is acting as a constraint to the implementation of mega power projects, as the higher cost of fuel is not factored into the sale agreement. More than one such project is reportedly seeking annulment of their sales contract.

Cross-subsidies: SERCs must provide a roadmap for removal of cross-subsidies and limit them to the levels prescribed in the National Tariff Policy, 2006. The cross-subsidy surcharge needs to be lowered, so that it does not hinder the implementation of open access.

Land acquisition: The power department of every state government must identify sites for new power plants that satisfy environmental, water and other linkages. The states must acquire the land and make it available for power projects.

Transmission: Since projects often face problems in obtaining transmission access, it is a viable option to privatize transmission. One suggestion is to identify problem corridors on the national grid and bid these out to private companies under an annuity model. A surcharge on generation could be used to fund annuity payments.

Power equipment: The government has, to a large extent, lowered the dependence of power projects on BHEL by encouraging foreign players to set up shop in the country. It is now mandatory for foreign companies to build manufacturing base in India (either in partnership or go-alone) to be eligible for bulk tendering. This has taken care of the main plant equipment needs of power companies, considerably. But the balance-of-plant equipment is still a stumbling block as there are very few vendors in this market. The government needs to incentivize more players in the sector to bring down the cost of equipment and speed up implementation.

Distribution franchisees: These have been successfully implemented in a few cities of Maharashtra and Uttar Pradesh. The government needs to support the initiative through a standardized bid process which will include the design of a model distribution agreement, key bid parameters and a process of monitoring and evaluating the performance of the franchisees.

Coal availability: Coal-fired power plants still account for about 74% of the electricity generated in the country. Coal shortages during the eleventh plan have been a major constraint. Opening up of coal mining, hitherto a public sector monopoly, to commercial private sector mining companies may be an idea whose time has come. For this, the government must allow captive mines to sell surplus coal at market prices. The other option is to allow commercial mining at market prices which CIL can supply in the domestic market. This can happen without amending the MMRD Act. The third option, of course, is to open the doors to the private sector through amendment of the Act.

Reforms recommended above for the power sector have wider generic implications. Two suggestions need emphasis. One, project execution is the main weakness in infrastructure and needs greater inter-agency coordination. Two, it is time to consider relatively 'out-of-the-box' measures to cover the infrastructure deficit that would otherwise cripple future growth.

3. Regulation of Infrastructure: Need for a Coordinated Approach

The regulatory approach to the infrastructure sector has, as of now, been piecemeal with no overarching philosophy governing the working of regulators in different sectors. There is no unified approach governing any aspect of regulation, be it powers and functions of the regulator, extent of regulation, appointments and accountability and autonomy of the regulators.

A number of sectors still do not have independent regulators. For instance in the roads sector the NHAI, an operator doubles up as the regulator. In the rail sector, Indian Railways is a behemoth that owns, operates and regulates the sector and runs it like a virtual state with a budget of its own. The telecom regulator on the other hand is fairly independent, responsible not just for regulating tariffs but also fuelling competition. In the ports sector the Tariff Authority for Major Ports (TAMP) has the sole responsibility of fixing tariffs. So, no two infrastructure sectors are the same when it comes to regulatory policies.

Table: V Regulatory Landscape in India

Power	Central Electricity Regulatory Commission (CERC) at the central level and SERCs at the state level
Roads	National Highways Authority of India acts as an operator and a regulator
Railways	Indian Railways is the operator as well as regulator
Ports	Tariff Authority for Major Ports (TAMP) has the sole function of tariff setting.
Civil Aviation	Airport Economic Regulatory Authority (AERA) regulates tariff, determines airport charges, passengers service fee, Airports Authority of India also plays a minor role
Telecom	TRAI regulates telecom and internet service providers.
Coal	No regulator

The Power sector is, ostensibly, the most regulated as opposed to the coal sector which currently has no regulator. However, the power sector still remains relatively unregulated. The regulation scenario in infrastructure demonstrates, to a large extent, the lack of a coordinated approach between different ministries and authorities in the sector.

India could learn some lessons from the UK model to unify its scattered regulatory outlook. In the UK, the Utilities Act 2000 brought the regulatory functions and objectives of various regulators under a single statute. Further, the statute streamlines the appointment and dismissal of regulators, their accountability to Parliament and the regulatory processes they adopt.

According to a paper, by the Planning Commission - *Approach to regulation: Issues and options* - a common policy approach becomes even more important where there is a multi-level regulatory framework, as in the electricity sector. It needs to be backed by uniform enforcement and dispute resolution processes through a range of formal and informal techniques.

The state electricity regulatory commissions (SERCs) are, however, quite ad hoc in their approach to regulation. They have been pulled up by the VK Shunglu panel for not revising tariffs often enough and functioning at the behest of their respective state governments. Most of them have also not been able to move forward in implementing open access of distribution and transmission.

The Shunglu panel report on financial position of distribution utilities slams the regulators for being more concerned with the agenda of the state government and compromising their statutory functions. "Such dilution in regulatory performance can be linked to more and more state governments increasingly placing in these positions, individuals willing to follow government's wishes," the panel says.

Independence and autonomy of the regulator needs to be the cardinal rule of regulation. The selection committees for appointing the regulators need to be broad-based and should have very little influence of the stakeholders, be it private players or the government.

As in the case of SERCs, regulators are hardly ever accountable to anybody apart from their respective ministries. There is a need for periodic performance evaluation and regulatory impact assessments for all regulators, specifically for SERCs. The power regulators should be held accountable for the health of the sector, in their respective states including viability of Discoms, reliability of supply, open access and level of competition in the sector as well as the cost competitiveness of tariffs.

According to the Planning Commission, the functioning of the regulator should be subjected to scrutiny by Parliament. According to the Planning Commission, the regulator's performance should be further scrutinized, after consultation with stakeholders, by the appropriate legislative sub-committee.

A common regulatory approach that runs through the central as well as state regulators needs to be developed. For instance, in Australia, the national markets in electricity and gas through interconnected networks were developed using common national market rules after extensive consultation between the provincial and federal governments, utility industries, consumers and other stakeholders.

Also, a need to have a separate dispute resolution appellate has been felt in various sectors. In the power sector, the appellate tribunal for electricity performs that role while in telecom the TDSAT is vested with adjudication powers. The same should be emulated in other sectors as well.

4. Public Private Partnerships: The Panacea for all Infrastructure Woes?

In the last decade, public private partnerships have received a new lease of life, led by projects in the roads and highways sector that currently has over 400 projects in various stages of operation and implementation. The modernized Mumbai and Delhi airports and the greenfield Bangalore and Hyderabad projects have become the face of PPP success in the country.

PPPs are being seen as the fastest and least expensive way to bridge the country's infrastructure deficit. Such projects are expected to have greater accountability and innovation, than generally expected from public service delivery. In a PPP project, the government agencies transfer many risks associated with investing in infrastructure to the private sector. Many private companies have been bidding aggressively for the projects on offer, estimating exponential growth in demand for infrastructure services in the coming years.

There have been many PPP successes in the country but the journey has not been without roadblocks. The major dampeners in the process are:

Time and cost overruns: Many projects have not only missed their deadlines for completion of the awarded projects but have been built at a much greater cost than initially envisaged. There are various reasons for such overruns...

1. Land acquisition
2. Funding constraints

3. Post-award changes in the scope of the project
4. Poor planning and execution
5. Delays in clearances

For instance, the Delhi-Gurgaon expressway that got delayed by about 3 years got embroiled in land acquisition problems. Since some areas surrounding the expressway were thickly populated, it became difficult for the government to acquire land. Moreover with the project spread across 2 states, various government agencies made demands for changes in the project alignment and design that resulted in a substantial change in scope, project cost and consequent delay in project execution. Another classic case of cost overruns is the Bandra-Worli sea link. The project that was estimated to cost ₹ 650 crore was finally built at a cost of over ₹ 1,600 crore. In hindsight, it is evident that the government should have addressed the land issue in the Delhi-Gurgaon Expressway before the procurement stage for smooth functioning of the project. For a project of this magnitude, it is important for the government agency to garner adequate public support to ensure smooth implementation. Ideally, such issues should be resolved during the project preparation stage through consultation and inter-governmental coordination.

Lack of robust market assessment and due diligence: At the project preparation stage implementing agencies often go wrong in assessing the demand. For instance, the traffic estimates in the Vadodara Halol Toll Road (VHTR), one of the first state highway widening projects developed on a Public Private Partnership basis were based on the assumptions that the industrial incentives available for the area would continue for the long term. The withdrawal of the incentives led to a 50 per cent fall in traffic compared to what was projected, leading to significant losses. On the other hand, in certain projects, demand is underestimated resulting in post-award changes.

Cancellation of projects leading to uncertainty: The most recent and high-profile case of cancellation of a PPP project has been the scrapping of the Goa-Karnataka road project which was to be developed by IRB Infrastructure. The National Highway authority of India has reportedly said that it was not able to acquire land for the project. Again, the authority should have looked at this issue before awarding the project which was done in January 2010.

Lack of a conducive operating environment: Certain projects have faced difficulties during the operational phase. During the operational phase of the Kakinada Deep Water Port, the Government of Andhra Pradesh reportedly did not allow the concessionaire to handle the cargo mix that was mentioned in the tender forms. This included cargo like fertilizers, oil extractions, sugar, rice and wheat that constituted 70 per cent of the projected volumes at the time of the bid. The company was barred from handling some agricultural commodities after protests from workers of the Kakinada Anchorage port.

PPPs a luxury for the rich: It is now increasingly becoming clear that the model has not proved to be a solution for all states. In a 2009 paper, TCA Anant (Anant is now the country's chief statistician) and Ram Singh of the Delhi School of Economics provide empirical evidence to support the argument that per capita incomes of the state concerned is a significant factor behind the attractiveness of highway projects for private investment. The study establishes that the likelihood of private investment increases in direct proportion to the per capita income. This means that road projects located in rich states can be expected to attract PPPs, in the form of BOT toll as well as BOT annuity contracts. So, private sector participation is likely to help provide more and better infrastructure in rich states like Haryana, Gujarat, Punjab, Tamil Nadu, etc. In contrast, projects located in poor states, like Orissa, Jharkhand, UP, Bihar, cannot draw on private investment. In such states, private sector is likely to invest only in projects if they are located very close to some big city.

So, PPP projects alone will not suffice. For poorer states centrally sponsored projects and public funding is still important.

Gold-plated Projects: Globally, like in India, PPP projects have found many takers and proponents. While India is still grappling with issues related to project development, implementation and operations, in several countries many such projects have been slammed for not being cost-efficient enough¹.

4. a) PPPs: The Way Forward

The draft National PPP Policy that the ministry of finance drafted last year seeks to address some of the concerns related to Public Private Partnerships in the country. Some of the key proposals in the policy are as follows...

Pipeline of projects: Investors have often lamented the lack of a pipeline of bankable projects for bidding. The draft policy endeavors to correct that. It says the government shall, for each financial year, set out an annual PPP plan which would identify a shelf of projects and specify the extent of private investment for each.

Table VI: PPP Project Update:

Sector	Completed			Under Implementation			In Pipeline			Total		
	No.	Cost (₹ Crore)	Cost (US\$ B)*	No.	Cost (₹ Crore)	Cost (US\$ B)*	No.	Cost (₹ Crore)	Cost (US\$ B)*	No.	Cost (₹ Crore)	Cost (US\$ B)*
Central Sector												
National Highways	55	20,139	5.03	127	103,455	25.86	60	52,573	13.14	242	176,167	44.04
Major Ports	29	9,677	2.42	20	34,138	8.53	24	16,964	4.24	73	60,779	15.19
Airports	3	5,883	1.47	2	23,310	5.83	14	12,387	3.10	19	41,580	10.40
Railways	5	1,166	0.29	4	2,363	0.59	6	95,535	23.88	15	99,064	24.77
Total (A)	92	36,865	9.22	153	163,266	40.82	104	177,439	44.36	349	377,590	94.40
State Sector												
Roads	141	11,438	2.86	91	28,901	7.23	234	132,668	33.17	466	173,007	43.25
Non-Major Ports	20	26,964	6.74	40	55,853	13.96	25	41,073	10.27	85	123,890	30.97
Airports	2	4,957	1.24	7	4,571	1.14	9	4,265	1.07	18	13,793	3.45
Railways				1	500	0.13	3	312	0.08	4	812	0.20
Power	14	19,019	4.75	96	29,585	7.40	89	82,245	20.56	199	130,849	32.71
Urban Infrastructure	95	8,611	2.15	103	42,546	10.64	227	81,265	20.32	425	132,422	33.11
Others	68	3,053	0.76	94	51,605	12.90	257	91,166	22.79	419	145,824	36.46
Total (B)	340	74,042	18.51	432	213,561	53.39	844	432,994	108.25	1,616	720,597	180.15
Grand Total (A+B)	432	110,907	27.73	585	376,827	94.21	948	610,433	152.61	1,965	1,098,187	274.55

Source: Planning Commission

Figures as on March, 2011. *For arriving at dollar values the benchmark Rs 40/\$ exchange rate has been used to keep figures comparable at 2006-07 prices

¹ In June 2010, Transport for London (TfL), controlled by the London mayor, took back control of the London Underground upgradation project which was awarded to Tube Lines, a consortium, in a massive 30 bn pounds PPP project. TfL felt the cost quoted by Tube Lines of the second phase was too high. In another instance, in 2008, Ontario's Auditor General Report slammed the Brampton Civic Hospital, a public-private partnership. The report said, if the province had borrowed the money directly and built the hospital, it could have saved \$200 million on interest payments and \$50 million on construction cost. Also, privatization of water implemented through the PPP model in Manila has been widely criticized as the private concessionaires, according to reports, have raised tariffs by 1000 per cent since the project was implemented.

Value for Money analysis: The implementing authority, will conduct Value for Money (VfM) analysis to decide whether to develop a project as a PPP project, and subsequently, to affirm whether to award a PPP contract on the basis of the bids received.

Bankability Analysis: Apart from the economic, financial & affordability analysis, at the project development level, the implementing agencies will also conduct a bankability analysis to assess the debt service capabilities of the proposed project structure. A Debt Service Coverage Ratio (DSCR) - a ratio of cash flow available for debt servicing divided by the amount of debt service - is a key measure to assess the credit worthiness of a project. In case the project is not bankable, the implementing agency might consider developing credit enhancement mechanisms, such as viability gap funding, capital grant or maintenance grant.

Procurement and project award: The policy says, transparent, accountable, non-discriminatory, competitive and timely procurement processes would be followed, to encourage maximum participation by private sector and to imbibe public confidence in the procedure¹.

Contract management and monitoring: The government and the implementing agencies would endeavor to ensure timely and smooth implementation of the project. The implementing agency shall put in place a suitable contract administration framework for monitoring project performance milestones over the contract period².

But the government's draft National PPP policy, the main features of which are summarized above, received a lukewarm response from industry. A number of concerns of potential and existing players remain.

Monitoring performance: The private sector believes that performance of PPP projects during the contract period should be measured by an independent agency to ensure fair, unbiased and transparent assessment. Appointing foreign consultants experts from countries that have successfully implemented PPP projects is also an option.

Dispute Resolution Mechanism: The policy has not elaborated on the role, responsibility, powers and structure of the dispute resolution mechanism that it promises to set up. Those aspects should be defined. The mechanism should be empowered to handle disputes in an independent and transparent manner. The process, including arbitration has scope for standardization, in line with global practices.

Post-award Negotiations: Industry believes that it is essential to factor in the possibility of renegotiation in future, as PPP projects are long duration awards. Research reveals that the incidence of renegotiation is rather high in such projects and while it is not advisable, the fact remains that it is often inevitable. It is almost impossible to predict every possible outcome over the next 20 to 30 years. It is, therefore, advisable to recognize that there could be very compelling reasons for

¹ Web-based market places, including e-tendering and auction would be promoted based on the project requirements to promote wider participation and transparency in the process. Draft contract agreement, containing provisions on the roles and obligations of the parties, performance standards and monitoring arrangements, reporting requirements, penalty conditions, dispute resolution mechanism and termination arrangements, shall be provided to the prospective bidders as part of the bid documents

² The project implementing agency shall establish appropriate mechanisms for project monitoring such as Project Monitoring Unit (PMU) and inter-department committees that would oversee project implementation, facilitate coordination between departments and render assistance during events of dispute resolution or arbitration. The dispute resolution mechanism would be in accordance with contract conditions and applicable legislation. The implementing agency shall endeavor to speedily resolve and dispose disputes during the contract period through appropriate mechanisms including mediation processes.

renegotiation of contracts and therefore it would be prudent to have such a clause in the PPP Contracts. This is also the standard practice in a number of countries such as South Africa, Australia and UK.

Value for Money analysis: The Value for Money Analysis must also include the estimate of economic loss if the project is not implemented and its effect on the economy. Moreover, Industry is apprehensive about the scope of VfM analysis in a situation where there is lack of complete information on costs/ risk and insufficient capacity within government agencies to look at the finer nuances.

Project Completion Timeline: There must be specific timelines and penalties for non-achievement of milestones for government agencies involved. These should be similar to the ones for private entities, as much of the work of the concessionaires is dependent on provision of land, connectivity, approvals etc, provided by the government /statutory bodies.

Operations & Management (O&M): Strong and time-bound legal support for issues affecting the concessionaires need to be put in place. For instance, in Brazil, any cases related to highway toll collections etc, are closed within 30 days.

5. Conclusion

India needs to urgently bridge the infrastructure gaps that industry and people face every day. The slow pace of infrastructure development is quite evident from the list of eleventh plan targets that are unmet. MSMEs that provide employment to 60 million people in the country are the worst-hit by the delay. Lack of adequate power supply and transport infrastructure proves to be a deterrent to the growth of this sector. Though the PPP mode has helped the government speed up infrastructure creation to some extent, there are stumbling blocks in the smooth functioning of the process which need to be removed. Also, the regulatory authorities in the different sectors, especially power have failed to push the reform agenda needed for the sector. An overarching philosophy for infrastructure regulation is needed to make the regulatory authorities in different sectors more efficient, accountable and independent.

Skill Development

By Dr. Mrutyunjay Sarangi
Secretary, Ministry of Labour & Employment
Government of India

1. Skill Development - Changed Scenario

Globalization and market forces are creating employment opportunities across countries on a scale never seen before. Unfortunately, there is also a widening skills gap as existing Skill Development System has not kept pace with the fast-changing demands of an increasingly complex and rapidly changing technology. As India moves progressively towards becoming a 'Knowledge economy' it becomes increasingly important that its policy & programme should focus on advancement of skills and these skills have to be relevant to the emerging economic environment. Amongst other, the most prominent of all the change agents is the target set by Hon'ble Prime Minister of skilling 500 million people by the year 2022.

To cope with this level of complexity the Government has given a very high priority to address the challenge of skill development. Initiatives which have been taken recently, at National level are as under:

1.1 Government has launched a National Skill Development Mission consisting of following three institutions:

- i. Prime Minister's National Council on Skill Development-under the chairmanship of Hon'ble Prime Minister, for policy direction and review of spectrum of skill development efforts in country.
- ii. National Skill Development Coordination Board-under the chairmanship of Dy. Chairman Planning Commission to enumerate strategies to implement the decisions of PM's council.
- iii. National Skill Development Corporation (NSDC), a non-profit company under the Companies Act, 1956. The corporation is being funded by trust "National Skill Development Fund" to which the Government has contributed a sum of Rs.995.10crore.

1.2 National Policy on Skill Development : was approved by the Union Cabinet on 23rd Feb,2009 . The policy is a guiding document for implementation of various skill development programmes of the country. The policy has targeted skill development of 500 million persons by 2022 by involving all stake holders through concerned Ministers and Departments. Identifying various challenges before skill development system, it has recommended that NCVT will be re-engineered with broader mandate and representation. The main functions include:

- a) Design, development and maintenance of NVQF which inter alia includes:
 - i) Setting up a framework for competency standards, structure of courses, credit structure, accumulation and certification.
 - ii) Setting up a framework for affiliation and accreditation of institutions.
 - iii) Quality control mechanism.
- b) Labour market information system and dissemination of information at the national level.
- c) Monitoring and evaluation on the effectiveness and efficiency of national skill development efforts through appropriate reporting and communication mechanism.

2. Major Schemes of DGE&T for Skill Development:

2.1 Craftsmen Training Scheme (CTS)

CTS, implemented through Government and Private Industrial Training Institutes is one of the major schemes for school leavers.. “Vocational Training” being a concurrent subject the Central Government is responsible for laying down norms, standards, policies, conducting of trade test for award of certificate whereas the State Govt. is responsible for day to day administration of institutes, conducting training courses setting of new institute etc. Those who successfully complete Craftsman Training are developed as skilled workers

There are (up to November, 2011) 9404 Industrial Training Institutes out of which, 2244 are in Government sector and remaining 7160 are in private sector. These institutes have a total seating capacity of 13.21 lakh. Training is imparted in 121 Engineering and Non-Engineering trades. Duration of courses varies from trade to trade and is 6 months, 1 year, 2 years and 3 years. Trainees of age 14 years and above can take admission in these institutes.

Multi skill courses under CRAFTSMEN TRAINING SCHEME

Multi Skill Courses are being offered in ITIs upgraded as Centres of Excellence. Under the scheme, Broad Based Basic Training (multi-skill) courses are offered during the first year followed by Advanced & Specialised modular courses of 6 months' duration each in second year of training. These courses have provisions of multi entry and multi exit. The training programme is designed on sector basis catering to training need of particular group of industries.

2.2 Apprenticeship Training Scheme under the Apprentices Act, 1961

Under the provisions of the Apprentices Act, 1961, the Apprenticeship Training is provided on the job in industry to school leavers and ITI pass outs with an objective to provide skilled workers for the industry in 251 designated trades. As on 30th November, 2011, 3.23 Lakhs seats have been located for the trade apprentices in about 26,000 industries. There are four categories of apprentices namely; trade apprentice, graduate, technician and technician (vocational) apprentices. Qualifications of trade apprentices vary from Class VIII pass to XII class(10+2) system. Period of training varies from 6 months to 4 years. Central Apprenticeship Council is an apex statutory tripartite body which advises the Government on laying down of policies and prescribing norms & standards in respect of Apprenticeship Training.

2.3 Skill Development Initiative Scheme

In pursuance of excellence in vocational training a new strategic framework for skill development for early school leavers and existing workers in close consultation with industry, State Governments and experts has been developed which has started from May, 2007. The scheme offers multi-entry and multi exist options, flexible delivery schedule and lifelong learning. MES is the 'minimum skills set' which is sufficient for gainful employment. Emphasis in the curricula is also on soft skills. Courses are also available for persons having completed 5th standard and attained the age of 14 years. Central government is facilitating and promoting training while industry, private sector and State Governments are associated with training the persons through Vocational Training Providers.

At present 1386 Modules for employable skills covering 60 sectors have been developed, 36 Assessing Bodies empanelled for conducting assessment, 6,753 Vocational Training

Providers(VTPs) have been registered and more than 12.19 lakh persons have been trained/ tested (since inception).

2.4 Training courses offered through DGE&T specialized institutes

The objectives of setting up of these special institutes are:

- Training of trainers / instructors
- Upgradation of skills of in-service industrial workers
- Training of supervisor and middle management level in the industries
- Training of Training Managers/Principals of ITIs

Following special institutes have been set up by DGE&T

- Advanced Training Institutes(ATI)-6 (Kolkata, Hyderabad, Kanpur, Chennai, Ludhiana, Mumbai)
- Advanced Training Institute for Electronics and Process Instrumentation(ATI-EPI) 2 (Hyderabad & Deheradun) : Impart training in Industrial Electronics, Domestic Electronics, Medical Electronics, etc.
- Foreman Training Institute(FTI)-2 (Bangalore and Jamshedpur) : Offer Post Diploma courses in Foremanship
- Apex Hi Tech Institute(AHI) -1, (Bangalore) Imparts Training to Industrial workers and instructors in hi-tech disciplines
- National Vocational Training Institute for Women (NVTI)-1, (Noida)
- Regional Vocational Training Institutes for Women (RVTI)-10 Offer basic, advanced and instructor training courses for women are located at Mumbai, Bangalore, Thiruvananthapuram, Panipat, Kolkata, Tura, Indore, Allahabad, Vadodara and Jaipur.
- Model Industrial Training institutes (MITIs)- 4 (Haldwani, Jodhpur, Calicut and Choudwar): Offer multiskilling courses in Mechanical, Heat Engine, Electrical and Electronics group of trades- one year broad based basic training and two advanced training modules of six months duration each.
- 20 Vocational Rehabilitation Centres for Physically Challenged (VRCs)-20 in 19 states
- 23 Coaching cum Guidance Centres for Scheduled Castes and Scheduled Tribes (CGCs)- 23 in 23 states
- Central Training Institute for Instructors (CTI)-1 Chennai
- Central Staff Training and Research Institute (CSTARI) at Kolkata
- National Instructional Media Institute (NIMI)-1 at Chennai

Total number of persons trained each year by these institutes is 1.02 Lakh

Crisis Management

By Shri T. Nandakumar
Member, National Disaster Management Authority

Crisis management has become complex and more challenging in recent times. While the administrative machinery has considerable experience in dealing with routine law and order situations and disasters like floods, cyclones, drought, etc., new threats and new hazards have made the task of handling crisis situations more difficult. In recent times, a series of efforts have been made to understand the complexities of managing a crisis or a disaster. As a result of these, new administrative structures /mechanisms have been put in place. These include National Crisis Management Committee(NCMC), Crisis Management Groups (CMG) at the state level, the National Disaster Management Authority(NDMA), the State Disaster Management Authorities (SDMA) and the District Disaster Management Authorities (DDMA).

2. 'Crisis' and 'disaster' are not the same. However, the administrative machinery which is called upon to deal with these is the same. The magnitude of the crisis and the nature of the disaster change the focus and scale of interventions and the role of various departments. In view of this, this paper focuses on critical areas in the management of these events without attempting to delineate the differences between the two.

3. However, to understand the difference between the two, a commonly accepted definition of crisis is reproduced below:

“Crisis has been defined as an emergent situation which can be controlled, moderated and neutralized before it goes out of control and cause serious damage and embarrassment to the organisation”. The organisation can be a business organisation, a city, a department in the Government or the Government at the State or National level.

'Disaster' is defined in the Disaster Management Act 2005 as: “ 'disaster' means a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or manmade causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of, property, or damage to, or degradation of, environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area.”

4. In the current context, new complexities of disaster/crisis management arise from new threats like terrorist attacks, chemical, biological and nuclear disasters, flash floods, earthquakes, etc. The management of disasters has also acquired a new dimension with the increasing role of the private sector in critical infrastructure, impact on economic growth, the powerful presence of media and the increased awareness of the people. The current architecture for managing crises and disasters at the national level is as below:

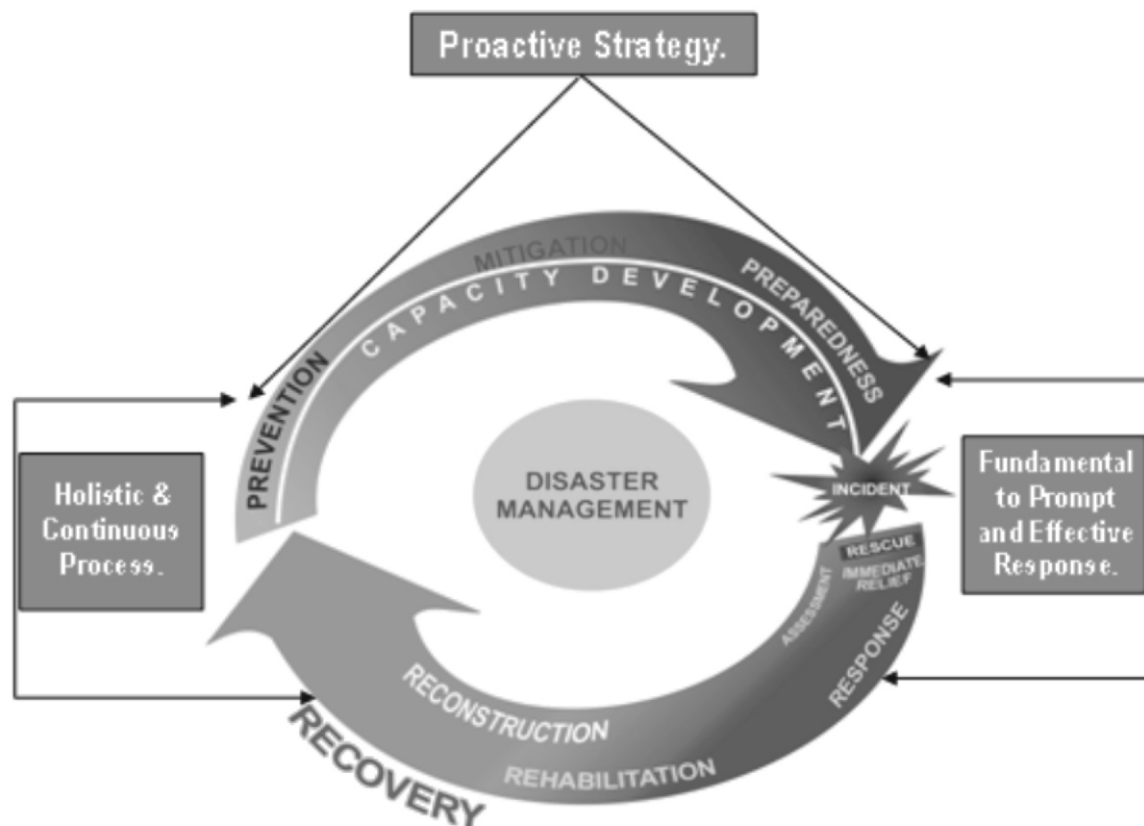
5. NDMA is mandated to deal with various types of disasters; natural or man-made. The National Executive Committee (NEC) chaired by the Home Secretary is responsible for implementation of disaster management plans. Other emergencies including those requiring close involvement of the security forces and/or intelligence agencies such as terrorism (counter-insurgency), law and order situations, serial bomb blasts, hijacking, air accidents, CBRN weapon systems, mine disasters, port and harbor emergencies, forest fires, oilfield fires and oil spills continue to be handled by the National Crisis Management Committee (NCMC).

6. India has made substantial progress in Disaster management by using technology, modern tools of communication, better management of events and better preparedness. For example, the Tsunami of 2004 caused the death of 2,30,210 persons in Asia including 10,749 in India in addition to economic losses and loss of livelihoods. The setting up of Indian National Centre for Ocean Information Services (INCOIS) led to reliable forecasting systems. This helped the setting up of

emergency alert/warning systems. It is another matter that the last mile warning systems are not functional in many places. The recent cyclone 'Thane' in Tamil Nadu/ Puducherry could be managed better with the effective warning systems from the Indian Meteorological Department (IMD) and preparedness of the administration. At the same time there are many cases of failures also. Accidents in religious places, deaths due to fire in hospitals and schools. deaths due to collapse of buildings etc. cannot be allowed to happen.

7. Disaster Management (DM) is not about response alone. The diagram given below explains the elements and the continuum of Disaster Management.

DISASTER MANAGEMENT CONTINUUM



8. Management of disasters

- (a) **Planning** : The most important element in disaster management is planning. Most states have Crisis Management Plans(CMPs) and some have State Disaster Management Plans (SDMPs). The quality of these plans needs a detailed discussion. Most states are yet to complete District/City Disaster Management Plans. While the need to have good plans at all levels cannot be over emphasized, a review of these plans suggest vast areas for improvement such as-
 - i) *Ownership of Plans*: The plans need to be 'owned' by all the departments involved in disaster management.

- ii) *Keeping the plans dynamic*: The plan needs to be updated regularly and amended frequently (at least once a year) to take care of new hazards, threats, mitigation and response mechanisms.
 - iii) *Overall Planning*: The plans should include disaster risk reduction efforts, preparedness, response, recovery and reconstruction.
- (b) **Disaster risk reduction** needs to be a continuous exercise in developmental planning. Many elements of Disaster Risk Reduction (DRR) can be incorporated under the existing flagship schemes of the Government (*e.g., all schools under Sarva Shiksha Abhiyaan can be made 'Safe' schools, MGNREGA can be an effective intervention for mitigation, drinking water hand pumps can be constructed on raised platforms in low lying and flood prone areas, Indira Awas Yojana houses can be built in hazard free locations, MPLADS can be used to bridge gaps in funding for DRR measures locally and 13th Finance Commission grants can help upgrade equipments and related resources*).
- (c) **Standard operating procedures (SOP)**: While State/District Disaster Management Plans will remain exhaustive documents, it is necessary to develop Standard Operating Procedure (SOPs) for different hazards and for different departments (*e.g. the Department of Drinking Water supply, Government of India has developed an SOP for responding to natural disasters*). These SOPs should be brief, clear and specific with reference to functions and responsibilities. In the event of a disaster each department and its officials should start action as per the SOP. (The financial powers at each level may need to be reviewed with regard to its adequacy in times of crisis.) The SOPs should be read and clearly understood by every member of the disaster management team at the operational level. Table top and mock exercises should be conducted at regular intervals. Specific Government orders should flow from these SOPs. The system should get into automatic operation mode once State Government declares a crisis/disaster. The SOPs should be backed up by proper and upto-date mapping of resources. Given the new challenges and capabilities, it is necessary to map the resources of the private and NGO sectors in addition to Government's own resources. This should include facilities, equipments, support systems and human resources.
- (d) **Techno-legal frame work**: One of the important lessons learnt from recent events is the need for strengthening and effectively enforcing the techno-legal frame work available to the administration (*e.g., if fire safety audits are conducted regularly, many of the fire accidents could be avoided, if building codes are properly enforced, collapse of buildings could be minimized States must have mechanisms to ensure that irrespective of the approving authority, all new construction must be safe and should conform to the building codes, both in urban and rural areas*). There are admittedly, gaps in the current techno-legal frame work which need to be plugged with suitable legislation/strengthening of rules at the State/Central levels.
- (e) **Leveraging Science and Technology**: India has made significant investments in science and technology in creating capabilities in institutions like National Remote Sensing Centre (NRSC), Indian National Centre for Ocean Information Services (INCOIS), Indian Meteorological Department (IMD) and other institutions under the Departments of Space, Earth Sciences, Science and Technology and Agricultural research. The facilities so created should be used for early warning systems and for

providing scientific inputs for decision making both before or after a disaster (e.g., States like Gujarat has set up local committees involving representatives of these agencies which meets at regular intervals and monitors weather related developments). The data generated by these institutions are often not sought or used by State/District administration on a regular basis. If there are gaps in the data or analysis, these organisations have to be requested to improve the system. The Twelfth Five Year Plan provides an excellent opportunity to address these gaps.

- (f) **Response:** Quick and effective response to a crisis/disaster is the test by which administration is likely to be judged. The response plan will, therefore, have to be well thought out and implemented. Traditionally, we have responded quickly but our response has often been a series of quick, often adhoc, actions based mostly on intuition and experience. While this approach has often seen us through in difficult situations, this cannot be a substitute to effective planning. The experience gathered in many of these events could be put to good use in formulating effective response plans. It is true that all eventualities cannot be foreseen and therefore any plan could fall short of meeting the challenges on the ground. Still, it is better to have plans for worst case scenarios and SOPs which can be improvised as the situation demands. In this context, the importance of Incident Response System guidelines (IRS) of NDMA cannot be overemphasized. (*Details can be found in the NDMA guidelines on IRS - a CD containing IRS guidelines has been circulated*). States must also document and analyse events as they happen and build capacity in the intervening period.
- (g) **Capacity building:** It has been our experience that adequate capacities both in terms of equipments and in terms of human resources are not available during a disaster. Efforts for capacity building, should begin with strategic locations and vulnerable habitats. Funds available under various plan schemes and 13th Finance Commission grants can be used for this purpose. States may also take urgent steps to set up State Disaster Response Force (SDRF) and train and equip them as a swift response force. In addition, institutions like fire services, civil defence etc., need to be strengthened. Training institutions like ATIs etc need to be used for effective disaster management training.
- (h) **Community Participation:** Communities are the first responders in almost all disaster situations. The capability of the community to respond is integral to disaster management planning. Increasing the awareness of the community and enhancing its capabilities is essential. We must look at concepts like CERT Community Emergency Response Teams as part of capacity building.
- (i) **Managing the Media:** The increasing influence of Media in disaster situations needs no emphasis. Sensitisation of the media to the planning and mitigation efforts in normal times is a good idea. During a disaster, a designated Spokesperson should be available to the media on a regular basis to avoid speculative stories and exaggerated versions being circulated (IRS guidelines indicate this). Media training should also be given to selected officials periodically. Using all available resources like mobile phones, Radio, etc., people should be made aware of 'Dos' and 'Don'ts' prior to or during a crisis. Managing perceptions and avoiding panic has to be a priority.

- (j) ***Provisions of Essential Articles:*** Emergency warehousing facilities have to be provided for on priority. Preparedness for a disaster involves provisions being kept as reserve by the administration in strategic locations. These may include ready to eat food, medicines, tents, polythene sheets, torches, batteries, etc. Many officials hesitate to procure and store these for fear of audit objections. Prior stocking of essential articles is necessary for effective management of disasters. However, there are no guarantees that all these will be used. Some redundancy has to be built in into the guidelines. A rate contract could also supplement such an effort.
- (k) ***Recovery:*** The recovery phase of a disaster is equally important. Prioritization of recovery activities and providing adequate financial, material and man-power support is crucial. This is particularly true in the case of food, power and water supplies, communication, transport, etc.

9. Re-construction issues are not discussed in this paper.

10. The Conference may like to discuss the following important issues:

- (1) *Preparation of comprehensive plans at State/District/City levels for crisis/disaster management.*
- (2) *Development of Standard Operating Procedures (SOPs) at all levels for specific hazards/crisis situations.*
- (3) *Security and maintenance of critical infrastructure including those in the private sector.*
- (4) *Provision of alternate communication systems for meeting critical requirements.*
- (5) *Effective enforcement of the techno-legal regime.*
- (6) *Mapping of resources (including private resources.) for Disaster Management.*
- (7) *Revision of Guidelines on procurement and storage of inventories for emergencies.*
- (8) *Setting up effective Emergency Operational Centres (EOCs) and an IRS framework.*
- (9) *Provisions for Capacity building and awareness generation.*
- (10) *Understanding the role of Media in Disaster Management*

Note: The words 'disaster' and 'crisis' have been used interchangeably for convenience.

(T. Nandakumar, Former Secretary, Department of Food & Public Distribution, & Former Secretary Ministry of Agriculture and Member, National Disaster Management Authority -The views are personal).

**Responding to the Sikkim Earthquake 2011:
Learnings from rescue and relief operations**

By Shri Karma Gyatso, Chief Secretary
Government of Sikkim

A. Earthquake details

Sikkim was rocked by an M 6.9 earthquake of intensity VII at 18:10 IST on 18th Sept 2011. The earthquake was centered about 64 northwest of Gangtok, Sikkim at a shallow depth of 19.7 km. This 2011 Sikkim Earthquake caused strong tremors in many areas adjacent to its epicenter lasting 3040 seconds. The strongest tremor occurred in Sikkim, with tremors felt in Nepal, India, Bhutan, Bangladesh and China. In India the tremors were felt in Assam, Meghalaya, Tripura, parts of West Bengal, Bihar, Jharkhand and as far away as Uttar Pradesh, Rajasthan, Chandigarh and Delhi. This earthquake was followed by three aftershocks occurring at magnitudes of 5.7, 5.1, and 4.6 magnitudes within 30 minutes of the initial earthquake, and minor aftershocks are still continuing. The key features were as follows:

- a. Largest magnitude earthquake in the Indian Himalayan region since the 1950 Assam earthquake.**
- b. Extensive pan state damage** covering all rural and urban areas in all the 4 Districts. North District with 95% ST population is worst hit.
- c. Colossal collateral damage** due to a combination of weak geology, fragile ecology and heavy rainfall which amplified the impact of the earthquake resulting in massive natural calamities heavy disruption to all infrastructure.
- d. Loss and extensive damage to public infrastructure** comprising of road networks, bridges, tunnels, culverts, retaining walls, village footpaths, power plants, electrical grid, substations, transformers, drinking water supply, drainage systems, irrigation and flood control systems, government offices along with residential quarters, schools, hospitals, colleges, ICDS, marketing hubs, agriculture, horticulture, animal husbandry, forestry and fisheries, community halls, playgrounds, stadiums, sports complexes, historic monasteries, monastic schools, *chortens*, temples, churches to name a few.

B. Rescue and relief operations

1. Using existing social capital

- a. Decentralized rescue with active support by directly involving panchayats, block offices, local CBOs, MLAs, District Collectors, NGOs etc
- b. Officers of the rank of JS/DS hailing from the same area were appointed as nodal officers since they would be already aware about the geography and have human relationships thereby ensuring a quick and effective response
- c. Devolving financial grants to the tune of ₹ 70.35 crore for rescue, relief and immediate restoration to gram panchayats, blocks, sub divisions and districts

2. Response dashboard

- a. Massive coordination efforts were launched by the civil administration in all the 4 districts. The support of Army, ITBP, NRDF, SSB was obtained in the worst affected North District. A crisis management group was set up in the State Government under the chairmanship of the Chief Secretary and all senior officials of the State Government
- b. Immediate control rooms were setup along with the Army, ITBP and SSB in all the 4 districts and day to day “situation report” was obtained. The NDRF team was flown from Delhi and designated to the areas that were most hit by the earthquake for casualty evacuation.

- c. Regular updates of the dead, rescue and rehabilitation and essential services details were gathered in Gangtok through the Police Control Room located at PHQ.
- d. **The Chief Minister of Sikkim** took several review meetings and sanctioned ex-gratia payments to the families of deceased persons and those who were injured and hospitalized. He also visited all the 4 Districts to meet the injured and members of the bereaved families.
- e. **HE the Governor** also visited various places in the State. Senior personnel in the rank of Secretary were also deployed in the Districts to bring about better coordination among all agencies.

3. Immediate relief measures

- a. **All essential services** like food, drinking water, medical aid and deployment of doctors, paramedics, personnel from the infrastructure sectors were fanned out across the state with more emphasis on North District. 500 quintals of rice, flour, pulses, salt and potatoes and 869 litres of cooking oil was air lifted to the affected areas.
- b. **More than 300 helicopter sorties by Pawan Hans, Army AIROPS and the Indian Air Force have been conducted for supply of relief materials, essential commodities and transportation of the injured and dead so far. 165 relief camps were opened where 15,000 people have been accommodated and provided food and essential items with the active help and support of the Army, Local Administration, Panchayat members, NGOs and the local people.**
- c. Schools were started in temporary shelters and have presently been shifted to semi-permanent structures.
- d. Counselling for anxiety disorder and trauma was made available in the hospitals.
- e. Demolition of precariously positioned multi-storeyed buildings in urban areas.

4. Technical support from institutes of excellence

- a. Consultations with experts from IIT, IISc, NDMA etc were organized
- b. Reputed NGO like Peoples Science Institute, Dehradun, Peoples Action and Disaster Preparedness, Ahmadabad and others who had prior experience on earthquake disaster management were consulted.

C. Damage assessment

a. Human life

- 60 human lives lost
- 174 people suffered major injuries and were hospitalized

b. Social infrastructure

- Total schools damaged: 759 nos.]
- Hospitals / PHCs damaged: 377 nos.
- ICDS (*Anganwadi*) damaged: 875 nos.
- Other Government Buildings damaged: 1255 nos.

c. Transportation infrastructure

- Total Roads damaged: 3230 kms
- Village footpaths (cement concrete) damaged: 1596 nos.
- Bridges / Culverts damaged: 8135 nos.

d. Energy infrastructure

Power infrastructure: Major damage to generation plants, electrical grid, substations, transformers and local distribution network

e. Privately owned infrastructure

Loss and extensive damage was also reported to houses, toilets, cattle sheds, stores, lodges, hotels, commercial establishments etc both in rural and urban areas. About 50% of the houses in the State were damaged in various degrees.

Details of damaged houses and relief distributed

Sl. No	District	No. of houses damaged	Ex-gratia relief (in crore)
1	East	22,068	17.15
2	West	17,906	10.59
3	North	6,945	11.83
4	South	14,614	8.50
TOTAL		61,533	48.08

f. Impact on revenue sectors and investment environment

Other than this loss and damage to public infrastructure, this earthquake has also adversely impacted the economy of the State. The economy of the state is largely dependent on the Power and Tourism sectors, which also contribute significantly towards employment generation. Both these sectors have been badly hit causing huge loss in revenue. Also there was loss on account of slowdown in investment in the industrial sector.

g. Water management infrastructure

- Water supply schemes damaged: 1529 nos.
- Minor Irrigation works damaged: 204 nos.
- Flood Control Management works damaged: 533 nos.

h. Community infrastructure

- Gram Panchayat offices damaged: 60 nos.
- Community toilets damaged: 155 nos.
- Village level cooperatives (MPCS) damaged: 49 nos.
- Rural Product Marketing Centers (RPMC) damaged: 8 nos.

i. Economic infrastructure

- Cattle lost: 525 nos.
- Sheep, Goats, Pigs lost: 808 nos.
- Agriculture crops damaged: 7500 hectares

j. Cultural heritage institutions: Damage to 259 nos of religious institutions, monuments and various heritage monasteries, temples and churches. Along with this valuable artifacts have also been destroyed along with historic manuscripts

k. The Detailed Project Reports for permanent restoration works totalling to ₹ 7,042.40 crores have been prepared by 17 Departments and submitted to the Ministry of Home Affairs, Govt. of India for funding support.

D. Learnings

- a. In coastal areas, Tsunami poses a formidable post-earthquake threat as was evident during 2011 Japan Earthquake and the 2009 Thailand Earthquake. While in fragile mountain areas like Sikkim, the major damage was caused by the shower of landslides and boulder falls triggered by the tremor. 354 new landslides have been identified post earthquake using remote sensing images by the National Remote Sensing Agency, Department of Space.
- b. Earthquakes are different from other natural disasters since there is widespread destruction of roads, bridges, and other infrastructure making access and communication difficult. There is always a danger of aftershocks which may cause further damage after the first earthquake. There are no warning signals so as to be prepared to mitigate or prevent the disaster. Also since earthquakes occur rarely, making them a 'harder sell' for risk-reduction measures than more frequent disasters.
- c. We should not rebuild vulnerability and a policy decision was taken that all future infrastructure would be made earthquake resistant.
- d. Highlighted the resilience of the local community who rose to the occasion as one united force.

E. Recommendations

- a. Training a team of officials of the state and providing them with equipment support to improve *in situ* preparedness and capacity to manage future disasters. Since time is of essence in such disasters, this first response team from the state can make a big difference.
- b. NDRF to be stationed zone wise with all equipment support so that they can arrive without delay and more importantly fully equipped and self contained.
- c. More authority to the state governments to requisition helicopters from the army and the airforce.
- d. Short term training courses to engineers on earthquake resistant construction practises to make this a norm in future infrastructure developed in the state so as to ensure that we do not rebuild vulnerability.
- e. Based on the felt need of the state, institutional and equipment support should be provided by the centre.

- f. Satellite phones are needed at district and subdivision headquarters, since this is the only communication link which can possibly withstand a severe earthquake.
- g. Adequate corpus fund is needed for immediate restoration activities and its immediate release cannot be over emphasized.

The State Government also takes this opportunity to thank the Government of India, the Indian Army, Indian Air Force, ITBP, SSB, NDRF all the institutions, organisation, various NGOs, other State Governments and individual donors for helping us emerge from the devastating situation more strongly. We request for continued support towards building a stronger, resilient and beautiful Sikkim.

**Action Taken Report on the Actionable Issues,
pertaining to Flagship Programmes, which emerged
out of 2nd Annual Conference of Chief Secretaries**

Sl.No.	Flagship Programmes which were discussed during 2nd Annual Conference of Chief Secretaries
1.	Rajiv Gandhi Grameen Vidyutikaran Yojana
2.	Renewable Energy Development in India
3.	Pradhan Mantri Gram Sadak Yojana
4.	Accelerated Irrigation Benefits Programme
5.	National Rural Drinking Water Programme

**Action taken Reports on the Actionable Issues emerged out of
2nd Annual Conference of Chief Secretaries**

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
1.	Ministry of Rural Development D/o Rural Development	<p>24. Under Bharat Nirman targeted for completion by 2012, States need to expedite the remaining DPRs as well as put the completion of on-going projects on fast-track mode.</p> <p>25. States need to improve and enhance the institutional capacity for preparation of DPRs.</p> <p>26. Improvement in quality of road works is essential.</p> <p>27. Improved maintenance funding and management is equally necessary.</p> <p>28. States may expedite introduction of e-procurement, if not done so already.</p>	<p>Under Bharat Nirman, proposals received from the States are being considered on priority. In the recent review meetings held for PMGSY, the States have been advised to send DPRs under Bharat Nirman on priority. A request has been sent to the States for sending all DPRs of balance unconnected eligible habitations under Bharat Nirman as per Core Network (PMGSY Guidelines) on priority, so as to achieve targets by March, 2012.</p> <p>The Institutional capacity for preparation of DPRs is being enhanced by training the Project Implementation Units (PIUs). About 900 Engineers have been trained for preparation of DPRs during this financial year up to December, 2011.</p> <p>To maintain quality works, Pradhan Mantri Gram Sadak Yojana program Guidelines have the provision for three tiers Quality Control Mechanism. The first two tiers of Quality Control Structure are administered by the State Quality Coordinators, appointed by the State Governments; the third tier of this mechanism consists of quality monitoring of works through random inspection by independent National Quality Monitors (NQMs).</p> <p>For improved maintenance funding and management of PMGSY roads, release of programme fund to the States has been made contingent upon credit to maintenance fund by the State into maintenance and fund account of respective SRRDA since Oct., 2010. Maintenance status was also reviewed in the last PRC meeting held on 18.11.2011.</p> <p>E-tendering under PMGSY has been introduced in almost all the states.</p>
2.	Ministry of Power	<p>Issues arising out of Session on Implementation of Flagship Program: Rajiv Gandhi Grameen Vidyutikaran Yojana, viz:</p> <p>1. Government of Bihar to hand over land for construction of new sub-stations under Xth and XIth Plan projects.</p>	<p>Under X Plan, land for 3 sub-stations (out of 90) is yet to be handed over by Govt. of Bihar. Under XIth Plan, land for 34 sub-stations (out of 81) is yet to be handed over by Govt. of Bihar.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>2. Governments of Assam, Bihar, Jharkhand and Orissa to take action for energizing those villages where projects are already completed.</p> <p>3. Jharkhand Government should lift the loan sanctioned by REC and use it for strengthening the State transmission and sub-transmission system.</p> <p>4. Jharkhand Government may expeditiously deposit the NPV required for forest clearances in over 50 pending cases.</p> <p>5. State Governments may advise their electricity utilities to expedite village electrification and release of BPL connections.</p>	<p>Status of villages energized in these states under RGGVY has been given. Many villages are yet to be energized.</p> <p>Govt. of Jharkhand yet to lift the loan sanctioned by REC for strengthening the State transmission and sub-transmission system.</p> <p>The NPV has been deposited by Jharkhand SEB in respect of 10 proposals of forest related cases.</p> <p>State-wise coverage and achievement of electrification of un/ de-electrified villages and release of BPL connections for the sanctioned projects under RGGVY has been given. Only three states viz. TN, Uttar Pradesh and Uttranchal have exceeded the provisional release of BPL connections.</p>
3.	Erstwhile D/o Drinking Water Supply (Now Ministry of Drinking Water and Sanitation)	<p>Issues arising out of Session on implementation of National Rural Drinking Water Programme (NRDWP) (Points 33-49)</p> <p>33. State Governments may expedite submission of utilization certificates so that further funding under the National Rural Drinking Water Programme can be considered.</p> <p>34 States need to lay emphasis on increasing coverage of piped water supply particularly in schools and anganwadis, and also on improving water quality in quality affected habitations</p> <p>35. States may propose setting up district quality testing laboratories in the next Plan.</p>	<p>Release of funds in 2011-12 has been linked to submission of reconciled UCs and Audit Statements for all States.</p> <p>Strategic Plans prepared by DDWs for 2011-2022 propose to focus on increasing %age coverage of piped water supply in rural households to 90% by 2022. States have been also asked to take up on priority basis water supply in govt. schools and anganwadis. Targets have been given by States in their Action Plan for 2011-12 regarding covering of habitations, anganwadis and schools with piped water supply/ water supply</p> <p>District water quality testing labs have been set up in most districts of the country; about 80 rural districts still do not have these labs. 81 District level and 725 sub-divisional level labs are targeted to be set up in 2011-12 by the States.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>36. States may give attention to sustainability of water sources by using ground water hydrological maps.</p> <p>37. States may take steps for strengthening of District and Block level Resource Centres.</p> <p><u>Total Sanitation Campaign (TSC)</u></p> <p>38. Coverage under Total Sanitation Campaign needs to be improved.</p> <p>39. States may put emphasis on engineering design of toilets to ensure that they do not become dysfunctional after completion.</p> <p>40. States may actively involve the district administration as well as self help-groups in implementation of the projects.</p> <p>41. Newly created States such as Jharkhand and Uttarakhand need to give special focus to development of road network and its quality and maintenance.</p> <p>42. All Schemes should be reviewed against the tests of inputs output outcome impact.</p>	<p>Hydrological Groundwater maps are useful for locating suitable water sources as well as siting water conservation structures. 12 states have been given these maps; Training of engineers in use of these maps is essential; Trainings have been carried out in 2010-11 and further will be carried out in 2011-12.</p> <p>Under NRDWP, DDWS is supporting the strengthening of District Water and Sanitation Missions and Block Resource Centres with consultants and coordinators. Progress on this is still in initial phases; States to expedite action</p> <p>Many steps have been taken in this direction e.g Sanitation Swachhta Sabha to be held in every Gram Panchayat at least once in 6 months, States have been requested to expedite taking on board consultants and motivators, IEC Guidelines 2010 issued to bring about behavior change necessary for adoption of good sanitation practices.</p> <ul style="list-style-type: none"> To ensure good quality construction of IHHLs (Individual Household Latrines) , incentive amount for IHHLs for BPL households has been increased to Rs. 3200 (Rs. 3700 for hilly and difficult areas) States have been provided different technology options for IHHLs States have been given flexibility to evolve and choose technological options as per local needs. States have been directed to ensure regular meetings of DWSMs. Swachha Utsav is being celebrated from 1st Sept., 2011 culminating on 2nd of October, 2011 Key Resource Centres have been identified to provide capacity building under TSC to state & District level officials. States have been asked to involve NGOs of repute and Self Help Groups for advocacy and implementation of the programme.

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>43. States may access their need for creation of a pool of competent civil engineers to meet infrastructure development requirements.</p> <p>44. Improve physical and financial performance of all the flagship programmes.</p> <p>45. IT needs to be used effectively to improve governance in all fields.</p> <p>46. Direct transfers to implementers is encouraged, but financial accountability should not be weakend.</p> <p>47. Submission of Utilization Certificates may be expedited.</p> <p>48. Under the National Drinking Water Programme, possibilities of slip backs and re-emergence of problem habitations need to be avoided.</p>	To avoid slip backs, NRDWP encourages states to hand over the Ownership & Maintenance of rural water supply schemes to PRIs. States are incentivized for this.
4.	Ministry of Communications & IT; D/o Information Technology (DIT)	<p><u>Total Sanitation Campaign</u></p> <p>45. IT needs to be used effectively to improve governance in all fields.</p>	DIT provides technical and handholding support, undertakes capacity building, R&D etc. for successful implementation of various e-governance projects
5.	Himachal Pradesh	<p>I</p> <p>II. Implementation of Flagship Programmes Areas of Concern M/o Power &M/o New & Renewable Energy</p> <p>21. State Governments may advise their electricity utilities to expedite village electrification and release of BPL connections</p>	<p>Progress under RGGVY for electrifying un-electrified villages;</p> <p>a) No. of un-electrified villages as on 31.3.2009- 109</p> <p>b) Villages already electrified-3</p> <p>c) Villages not technically feasible for electrification-8</p> <p>d) Electrification of un-electrified villages (upto 30.6.11)- 27</p> <p>e) Balance villages to be electrified- 71</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p><u>M/o Rural Development</u></p> <p>29. Under Bharat Nirman targeted for completion by 2012, States need to expedite the remaining DPRs as well as put the completion of on-going projects on fast-track mode.</p> <p>30. States need to improve and enhance the institutional capacity for preparation of DPRs.</p> <p>31. Improvement in quality of road works is essential.</p> <p>32. Improved maintenance funding and management is equally necessary.</p> <p>33. States may expedite introduction of e-procurement, if not done so already.</p> <p><u>M/o Water Resources(AIBP)</u></p> <p>34. State Governments which have not taken advantage of AIBP so far, may draw up suitable proposals for grant of funding, in order to bridge the gap between irrigation potential and utilization.</p> <p>35. State Governments need to review the progress of National Projects and take action for completion of DPRs at the earliest.</p> <p>36. State Governments may expedite land acquisition to enable commencement of construction without delay.</p>	<p>All DPRs under Bharat Nirman have been prepared and got sanctioned from GoI.</p> <p>3-tier quality management systems are being adopted; regular check on quality of road work for which inspections are conducted by E-in-C (QC &D), state Quality Monitors and National Quality Monitors.</p> <p>Maintenance of new roads being carried out for 5 years by contractors; for periodical maintenance, allocations made in State budget.</p> <p>One major and three Medium irrigation projects being implemented in HP under AIBP. One medium irrigation project has been completed during March, 2011.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>37. States may make budget provision well in time and send proposals to the Central Government in a phased manner throughout the year, rather than bunching them together.</p> <p><u>D/o Drinking Water & Sanitation</u></p> <p>38. State Governments may expedite submission of utilization certificates so that further funding under the National Rural Drinking Water Programme can be considered.</p> <p>39. States need to lay emphasis on increasing coverage of piped water supply particularly in schools and anganwadis, and also on improving water quality in quality affected habitations.</p> <p>40. States may propose setting up district quality testing laboratories in the next Plan.</p> <p>41. States may give attention to sustainability of water sources by using ground water hydrological maps.</p> <p>42. States may take steps for strengthening of District and Block level Resource Centres.</p> <p><u>Total Sanitation Campaign</u></p> <p>43. Coverage under Total Sanitation Campaign needs to be improved.</p> <p>44. States may put emphasis on engineering design of toilets to ensure that they do not become dysfunctional after completion.</p>	

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>45. States may actively involve the district administration as well as self help-groups in implementation of the projects.</p> <p>42. All Schemes should be reviewed against the tests of inputs output outcome impact.</p> <p>43. States may access their need for creation of a pool of competent civil engineers to meet infrastructure dev. requirements.</p> <p>44. Improve physical and financial performance of all the flagship programmes.</p> <p>45. IT needs to be used effectively to improve governance in all fields.</p> <p>46. Direct transfers to implementers is encouraged, but financial accountability should not be weakend.</p> <p>47. Submission of Utilization Certificates may be expedited.</p> <p>48. Under the National Drinking Water Programme, possibilities of slip backs and re-emergence of problem habitations need to be avoided.</p> <p>49. Rural Electrification-16 Schemes of MP are pending for approval by Planning Commission, action may be expedited.</p>	Consolidated UCs for the year 2010-11 are being prepared and submitted to the DDWA shortly.
6.	Mizoram	<p>Points under Transparency and Ethics in Governance</p> <p>10. Operationalise special CBI court, set up Lokayukta</p>	There is no special CBI court in Mizoram but general powers are invested to Gr. I of MJS officers. ; As for Lokayukta no steps have been taken as Lok Pal Bill is pending in Parliament.

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken																
		<p>Points under Flagship Programmes</p> <p>21. State Governments may advise their electricity utilities to expedite village electrification and release of BPL connections.</p> <p>22. State Governments may make use of latest technologies such as generation of electricity from rice husk and use solar lanterns, home lights and water heaters.</p> <p>23. States may actively draw proposals for village electrification under the Remote Villages Electrification Programmes under which 90% support is given by the Centre Government.</p> <p>33. State Governments may expedite submission of utilization certificates so that further funding under the National Rural Drinking Water Programme can be considered.</p> <p>34. States need to lay emphasis on increasing coverage of piped water supply particularly in schools and anganwadis, and also on improving water quality in quality affected habitations.</p> <p>35. States may propose setting up district quality testing laboratories in the next Plan.</p>	<p>Status is as follows:</p> <table border="1"> <tr> <th>Sl. No.</th><th>Name of work</th><th>Target (in no. of villages)</th><th>Achievement till 6/11 (in no. of villages)</th></tr> <tr> <td>1.</td><td>New Electrification work</td><td>137</td><td>59</td></tr> <tr> <td>2.</td><td>Intensive Electrification work</td><td>570</td><td>253</td></tr> <tr> <td>3.</td><td>BPL</td><td>27417</td><td>10508</td></tr> </table> <ul style="list-style-type: none"> Fund received from State Plan Fund alone is not adequate to meet the requirement of distributing Solar Home Lighting System and Solar Lantern to needy rural villages at subsidized rates; Scheme may be made by MNRE so that State Govt. may receive the required fund. To encourage solar Water heating system, it is suggested that state govt may give some rebate in their energy bill to those who use this. It is necessary that MNRE may allocate fund to promote use of solar water heating system in Mizoram. Generation of electricity from rice husk is not found feasible in Mizoram due to less production of rice. <p>Proj. proposal for Remote Electrification Prog. For 92 un-electrified villages amounting to Rs. 7,59,50,000 was submitted to MNRE on 17.8.11</p> <p>UCs sent to GOI on 6.9.11</p> <p>Coverage of piped water supply scheme is taken up under NRDWP.</p> <p>8 district and 13 sub-divisional laboratories were set up.</p>	Sl. No.	Name of work	Target (in no. of villages)	Achievement till 6/11 (in no. of villages)	1.	New Electrification work	137	59	2.	Intensive Electrification work	570	253	3.	BPL	27417	10508
Sl. No.	Name of work	Target (in no. of villages)	Achievement till 6/11 (in no. of villages)																
1.	New Electrification work	137	59																
2.	Intensive Electrification work	570	253																
3.	BPL	27417	10508																

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>35. States may propose setting up district quality testing laboratories in the next Plan.</p> <p>36. States may give attention to sustainability of water sources by using ground water hydrological maps.</p> <p>Points under Total Sanitation Campaign</p> <p>38. Coverage under Total Sanitation Campaign needs to be improved.</p> <p>39. States may put emphasis on engineering design of toilets to ensure that they do not become dysfunctional after completion.</p>	<p>Sensitization programme through information, electronic and communication activities. Necessary instructions have been issued to the DCs to launch demand driven campaign.</p> <p>Instructions have been given to the district authorities.</p>
7.	Tamilnadu	<p>Points under Flagship Programmes</p> <p>24. Under Bharat Nirman targeted for completion by 2012, States need to expedite the remaining DPRs as well as put the completion of on-going projects on fast-track mode.</p> <p>25. States need to improve and enhance the institutional capacity for preparation of DPRs.</p> <p>26. Improvement in quality of road works is essential.</p> <p>27. Improved maintenance funding and management is equally necessary.</p> <p>28. States may expedite introduction of e-procurement, if not done so already.</p> <p>Points under Total Sanitation Campaign</p> <p>38. Coverage under Total Sanitation Campaign needs to be improved.</p>	<p>All DPRs have been cleared.</p> <p>Frequent training programmes are being conducted.</p> <p>Quality monitors have been appointed and reports are being monitored online.</p> <p>Funds have been credited and PMGSY road works including expenditure details monitored online.</p> <p>Digital signature certificates obtained for 7 districts and remaining district have been instructed to obtain the same.</p> <p>Sensitization programme through information, electronic and communication activities. Necessary instructions have been issued to the DCs to launch demand driven campaign.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>39. States may put emphasis on engineering design of toilets to ensure that they do not become dysfunctional after completion.</p> <p>40. States may actively involve the district administration as well as self help-groups in implementation of the projects.</p> <p>43. States may access their need for creation of a pool of competent civil engineers to meet infrastructure development requirements.</p> <p>44. Improve physical and financial performance of all the flagship programmes.</p> <p>46. Direct transfers to implementers is encouraged, but financial accountability should not be weakened.</p> <p>47. Submission of Utilization Certificates may be expedited.</p>	<p>Instructions have been given to the district authorities.</p> <p>District administration as well as SHGs is being involved.</p> <p>Directorate of RD & Panchayat Raj has sufficient number of civil engineer.</p> <p>Review meetings are conducted by the concerned officials and field inspections are done by the higher officers.</p> <p>Some funds are directly transferred from GoI to the DRDA, MPLAD, IAY etc.</p> <p>On project completion submitted without delay.</p>
8.	Chhattishgarh	<p>Points under Flagship Programmes</p> <p>21. State Governments may advise their electricity utilities to expedite village electrification and release of BPL connections.</p> <p>22. State Governments may make use of latest technologies such as generation of electricity from rice husk and use solar lanterns, home lights and water heaters.</p>	<p>Connections to BPL families are issued on priority.</p> <p>19 Bio-mass power plant operating, 7 under pipeline. CREDA is promoting use of solar lanterns, home lights, heaters etc. M/o Power has awarded 1st prize to CREDA in Dec 2009.</p> <p>Conveyed acceptance to REC under RGGVY in 11th plan. CREDA has submitted project proposals to M/o Power.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>23. States may actively draw proposals for village electrification under the Remote Villages Electrification Programmes under which 90% support is given by the Centre Government.</p> <p>24. Under Bharat Nirman targeted for completion by 2012, States need to expedite the remaining DPRs as well as put the completion of on-going projects on fast-track mode.</p> <p>25. States need to improve and enhance the institutional capacity for preparation of DPRs.</p> <p>26. Improvement in quality of road works is essential.</p> <p>27. Improved maintenance funding and management is equally necessary.</p> <p>28. States may expedite introduction of e-procurement, if not done so already.</p> <p>29. State Governments which have not taken advantage of AIBP so far, may draw up suitable proposals for grant of funding, in order to bridge the gap between irrigation potential and utilization.</p> <p>31. State Governments may expedite land acquisition to enable commencement of construction without delay.</p> <p>32. States may make budget provision well in time and send proposals to the Central Government in a phased manner throughout the year, rather than bunching them together.</p>	<p>Conveyed acceptance to REC under RGGVY in 11th plan. CREDA has submitted project proposals to M/o Power.</p> <p>All efforts are being made to complete the on-going work.</p> <p>Training on DPR preparation will be imparted in near future.</p> <p>All efforts are being done.</p> <p>UCs have already forwarded to GoI</p> <p>Chattisgarh Rural Road Development Agency already adopted e-procurement system.</p> <p>2 major, 2 medium and 101 minor schemes are in progress under AIBP.</p> <p>All concerned have been instructed.</p> <p>1 major and 49 minor proposals submitted to MoWR under AIBP.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>33. State Governments may expedite submission of utilization certificates so that further funding under the National Rural Drinking Water Programme can be considered.</p> <p>34. States need to lay emphasis on increasing coverage of piped water supply particularly in schools and anganwadis, and also on improving water quality in quality affected habitations.</p> <p>35. States may propose setting up district quality testing laboratories in the next Plan.</p> <p>36. States may give attention to sustainability of water sources by using ground water hydrological maps.</p> <p>37. States may take steps for strengthening of District and Block level Resource Centres.</p> <p>Points under Total Sanitation Campaign</p> <p>38. Coverage under Total Sanitation Campaign needs to be improved.</p> <p>39. States may put emphasis on engineering design of toilets to ensure that they do not become dysfunctional after completion.</p> <p>40. States may actively involve the district administration as well as self help-groups in implementation of the projects.</p> <p>42. All Schemes should be reviewed against the tests of inputs output outcome impact.</p>	<p>Utilisation certificates submitted and fund released by GoI.</p> <p>Drinking water through hand pumps will be provided under NRDWP in 3471 schools/anganwadis and 1675 schools under State plan. 4250 quality affected habitations will be taken under NRDWP.</p> <p>Having in 16 districts and remaining to two districts in next plan.</p> <p>312 DPRs are prepared.</p> <p>Has taken some steps.</p> <p>Has taken various steps.</p> <p>Dedicated toilets in urban housing dwelling units are part of the scheme.</p> <p>SHGs has been involved.</p> <p>Accepted in principle.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>43. States may access their need for creation of a pool of competent civil engineers to meet infrastructure development requirements.</p> <p>44. Improve physical and financial performance of all the flagship programmes.</p> <p>45. IT needs to be used effectively to improve governance in all fields.</p> <p>46. Direct transfers to implementers is encouraged, but financial accountability should not be weakend.</p> <p>47. Submission of Utilization Certificates may be expedited.</p> <p>48. Under the National Drinking Water Programme, possibilities of slip backs and re-emergence of problem habitations need to be avoided.</p>	<p>Has appointed 67 civil engineers.</p> <p>Is being done on an ongoing basis.</p> <p>Being done through CHOICE centres.</p> <p>Direct e-transfer of funds has been started.</p> <p>Already submitted.</p> <p>Has taken care for such habitations under NRDWP.</p>
9.	Manipur	<p>Points under Flagship Programmes</p> <p>21. State Governments may advise their electricity utilities to expedite village electrification and release of BPL connections.</p> <p>29. State Governments which have not taken advantage of AIBP so far, may draw up suitable proposals for grant of funding, in order to bridge the gap between irrigation potential and utilization.</p> <p>31. State Governments may expedite land acquisition to enable commencement of construction without delay.</p>	<p>Target of BPL connection for the year 2011-12 is 6723. But till Sep 2011, only 182 BPL connections given.</p> <p>AIBP schemes are being implemented; no need to submit new proposals separately.</p> <p>Not received any proposal for land acquisition.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>32. States may make budget provision well in time and send proposals to the Central Government in a phased manner throughout the year, rather than bunching them together.</p> <p>33. State Governments may expedite submission of utilization certificates so that further funding under the National Rural Drinking Water Programme can be considered.</p> <p>34. States need to lay emphasis on increasing coverage of piped water supply particularly in schools and anganwadis, and also on improving water quality in quality affected habitations.</p> <p>35. States may propose setting up district quality testing laboratories in the next Plan.</p> <p>36. States may give attention to sustainability of water sources by using ground water hydrological maps.</p> <p>37. States may take steps for strengthening of District and Block level Resource Centres.</p> <p>Points under Total Sanitation Campaign</p> <p>38. Coverage under Total Sanitation Campaign needs to be improved.</p> <p>39. States may put emphasis on engineering design of toilets to ensure that they do not become dysfunctional after completion.</p>	<p>Finance Deptt. makes budget provision. The action for sending proposal has to be taken by FD/MI Department as the case may be.</p> <p>Furnished</p> <p>Efforts are on.</p> <p>All district covered with 11 lakhs. Sub division level shall be proposed in the next year.</p> <p>One R&D unit has been set up . Mopping of ground water potential and sources by using GIS data is being initiated.</p> <p>Creating of Block level centers would be infructous due to small size of districts.</p> <p>Cumulative achievement up to date is 32% as TSC was in full swing from 2009 onwards.</p> <p>Pre-fabricated squatting plates are provided which are much appreciated.</p>

Sl. No	Name of the ministry/State	Issues	Gist of the status/Action Taken
		<p>40. States may actively involve the district administration as well as self help-groups in implementation of the projects.</p> <p>43. States may access their need for creation of a pool of competent civil engineers to meet infrastructure development requirements.</p> <p>48. Under the National Drinking Water Programme, possibilities of slip backs and re-emergence of problem habitations need to be avoided.</p>	<p>Devolved to the Panchyati Raj Institutions and District Councils in the valley and Hills respectively.</p> <p>Core infrastructure like CSCs, SWAN, SDC are under implementation.</p> <p>Measures to conserve/improve the catchment areas of various schemes in collaborating with Forest Department in the State. DPR is being prepared.</p>
10.	Planning Commission	<p>Issue no. 49:</p> <p>'Rural Electrification 16 schemes of MP are pending for approval by Planning Commission'</p>	<p>Plg. Comm. has conveyed in principle approval to the Ministry of Power for taking up additional projects of Rs. 6000 crore under Phase II of RGGVY; This amount includes the scheme for MP also.</p>

**Guidelines concerning official dealings
between Administration and Members of
Parliament and State Legislatives**

Department of Personnel & Training
Government of India

The Committee of Privileges in their 2nd Report presented to the Hon'ble Speaker of the Lok Sabha and laid on the table of the House have observed/recommended the following:-

The Committee noted that there are recurrent instances of protocol violations and discourteous behaviour displayed by Government officers in their official dealings with the Members of Parliament. Due courtesies and regard are not being shown to MPs by Government officers. A large number of complaints received by the Lok Sabha Secretariat from Members of Lok Sabha regarding protocol violations is a testimony to this malaise.

The Chief Secretary should convene a meeting of the Secretaries, DMs, SPs in the State and discuss the Circular and then report back to Lok Sabha Secretariat. Now this Circular would go to the Chief Secretaries and they would convene a meeting in their States and they would report back to us of the Report.

Recommendation No. 38: The Committee recommended that the consolidated circular issued by DoP&T be specifically brought to the notice of the Chief Secretaries of the States and Union Territories during the next Chief Secretaries Conference with particular reference to the provision for punishment for violation of guidelines in the consolidated circular.

Recommendation No. 39: The Committee also recommended that Chief Secretaries should be directed to hold meetings with Secretaries of State Government Departments with a view to ensuring that the guidelines/instructions contended in the consolidated circular are conveyed to all the District level officers for strict observance.

Recommendation No. 40: Similarly, DoP&T may instruct the State Governments to impart similar training for the officials belonging to Upper Subordinate and Lower Subordinate Services, who come through State Public Service Commissions.

Recommendation No. 41: The Committee further recommended that feed back to be obtained in the form of compliance reports from Chief Secretaries of the States/UTs in respect of recommendations contended in para 39 above and inform the Committee of Privileges through the Lok Sabha Secretariat.

Alka Sirohi
Cabinet Secretary
Tel.: 23094848
23092056
Fax: 23094500



भारत सरकार
कार्मिक और प्रशिक्षण विभाग
कार्मिक, लोक शिकायत तथा पेंशन मंत्रालय
नौर्थ ब्लॉक, नई दिल्ली - 110001

GOVERNMENT OF INDIA
DEPARTMENT OF PERSONNEL & TRAINING
MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES
AND PENSIONS
NORTH BLOCK, NEW DELHI - 110001
Website: <http://persmin.gov.in>

D.O. No. 11013/4/2011-Estt.(A)

8th December 2011

Dear

You would be aware that guidelines concerning official dealings between Administration and Members of Parliament and State Legislatures have been issued by the Ministry of Personnel, Public Grievances and Pensions. The need for prompt response to communications from MPs have also been reiterated from time to time. However, Keeping in view certain instances of occasional non-observance of the above guidelines, the Committee of Privileges of the Lok Sabha recommended consolidation and reiteration of the existing instructions so that all concerned are aware of the same. Accordingly, revised comprehensive guidelines have been issued by this Department vide Office Memorandum No.11013/4/2011-Estt. (A) dated 1st December 2011.

2. A copy of the above instructions dated 1st December 2011 is again enclosed. It is requested that these instructions may be circulated to all officials of the State Government for compliance.

3. As some Members of Parliament have brought to the notice of this Department directly or through the Lok Sabha/Rajya Sabha Secretariat that district officials have not been showing them due respect and courtesy, it is also advised that implementation of the aforementioned instructions are periodically reiterated and reviewed in the Conference of District Magistrates/Collectors and Superintendent of Police of your State.

Yours Sincerely,

Sd/-


(Alka Sirohi)

To,

Chief Secretaries of States/UTs

Copy along with enclosures to:

- (i) Shri R.C. Misra, Secretary, Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances and Pensions.
- (ii) Shri Alok Rawat, Secretary (Coordination), Cabinet Secretariat, New Delhi.



(Alka Sirohi)

No. 11013/4/2011-Estt. (A)
Government of India
Ministry of Personnel, Public Grievances and Pensions
(Department of Personnel and Training)

North Block, New Delhi.
01st December, 2011

OFFICE MEMORANDUM

Subject : Official dealings between the Administration and Members of Parliament and State Legislatures Observance of proper procedure.

The Members of Parliament and State Legislatures as the accredited representatives of the people occupy a very important place in our democratic set-up. In connection with their duties, they often find it necessary to seek information from the Ministries/Departments of the Government of India or the State Governments, or make suggestions for their consideration or ask for interviews with the officers. Certain well-recognized principles and conventions to govern the relations between the Members of Parliament/State Legislatures and Government servants have already been established.

2. Reference is invited to the guidelines concerning the official dealings between Administration and Members of Parliament and State Legislatures which were issued by the Cabinet Secretariat (Department of Personnel and Administrative Reforms, in the O.M. No 25/19/64-Estt. (A) dated 08.11.1974). The importance of adherence to these guidelines was reiterated in the Department of Personnel and Training's O.M. No. 11013/6/2005-Estt. (A) dated 17.08.2007. The provisions of the Central Secretariat Manual of Office Procedure regarding prompt disposal of communications from MPs have also been reiterated by the Department of Administrative Reforms and Public Grievances. The Minister of State for Personnel, Public Grievances and Pensions has also written to all Ministers in this regard vide D.O letter dated 5th May, 2011, requesting that a mechanism may be set up to periodically monitor progress in disposal of references received from Members of Parliament.

3. Some instances of non-adherence to the existing guidelines have been brought to Government's attention by Members of Parliament and a need has been felt for again sensitizing all administrative authorities concerned.

4. The Central Secretariat Manual of Office Procedure provides following instructions for prompt disposal of letters from Members of Parliament:-

Correspondence with Members of Parliament-

- (1) Communications received from a Member of Parliament should be attended to promptly.
- (2) Where a communication is addressed to a Minister or a Secretary to the Government, it should, as far as practicable, be replied to by the Minister or the Secretary himself as the case may be. Where it is not practicable for the Minister to reply, a reply should normally be issued under the signature of an officer of the rank of Secretary to the Government.
- (3) Where a communication is addressed to the head of an attached or subordinate office, Public Sector Undertakings, Financial Institutions (including nationalized banks) Division/Branch in charge in a Ministry/Department/Organization, it should be replied to by the addressee himself. In such cases, care may be taken to ensure that wherever policy issues are involved, approval of the competent authority is obtained before a reply is sent. It should, however, be ensured that the minimum level at which such replies are sent to Member of Parliament is that of Under Secretary and that also in a polite letter form only.
- (4) Information sought by a Member of Parliament should be supplied unless it is of such a nature that it would have been denied to him, if similar information had been sought in Parliament.

- (5) While corresponding with Members of Parliament, it should be ensured that the letter is legible. Pre-printed or cyclostyled replies should be scrupulously avoided.
- (6) In case a reference from an ex-member of Parliament is addressed to a Minister or Secretary, reply to such reference may be sent by the concerned Divisional Head after obtaining approval of the Secretary of Ministry/Department.

In case the reference is addressed to a lower level officer, reply to such reference could be sent by the officer on his own in non-policy cases and after obtaining approval of the higher authorities in policy cases. Here also, it may be ensured that the minimum level at which a reply is sent is that of an Under Secretary and that too in a polite letter form only.

Prompt response to letters received-

- (1) Each communication received from the Member of Parliament, a member of the public, a recognized association or a public body will be acknowledged within 15 days, followed by a reply within the next 15 days of acknowledgement sent.
- (2) Where a delay is anticipated in sending a final reply, or where the information has to be obtained from another Ministry or another office, an interim reply may be sent within a month (from the date of receipt of the communication) indicating the possible date by which a final reply can be given.
- (3) If any such communication is wrongly addressed to a department, it should be transferred promptly (within a week) to the appropriate department under intimation to the party concerned.

5. The aforesaid guidelines also cover Official dealings between Administration and Members of Parliament /State Legislatures. In this context, attention is also invited to Rule 3(2A) of All India Service (Conduct) Rule, 1968 and Rule 3-A of Central Civil Service (Conduct) Rules, 1964 which provide as follows:-

Every member of the service shall in the discharge of his duties act in a courteous manner and shall not adopt dilatory tactics in his dealings with the public or otherwise.

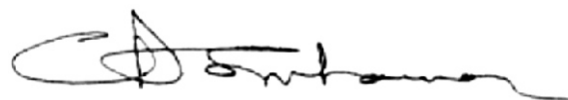
The existing instructions are hereby appropriately strengthened to emphasize the basic principles to be borne in mind by the Government servants while interacting with the Members of Parliament and State Legislatures. These are as follows :-

- (i) Government servants should show courtesy and consideration to Members of Parliament and State Legislatures;
- (ii) while the Government servants should consider carefully or listen patiently to what the Members of Parliament and of the State Legislatures may have to say, the Government servant should always act according to his own best judgment and as per the rules;
- (iii) Any deviation from an appointment made with a Member of Parliament/State Legislature must be promptly explained to him to avoid any possible inconvenience. Fresh appointment should be fixed in consultation with him;
- (iv) An officer should be meticulously correct and courteous and rise to receive and see off a Member of Parliament/State Legislature visiting him. Arrangements may be made to receive the Members of Parliament when, after taking prior appointment, they visit the officer of the Government of India, State Government or local Government. Arrangements may also be made to permit entry of vehicles of the Members to these Offices subject to security requirements/restrictions;
- (v) Members of Parliament of the area should invariably be invited to public functions organized by a Government office. Proper and comfortable seating arrangements at public functions and

proper order of seating on the dais should be made for Members keeping in view the fact that they appear above officers of the rank of Secretaries to Government of India in the Warrant of Precedence; The invitation cards and media events, if organized for the function held in the constituency, may include the names of the Members of that constituency who have confirmed participation in these functions.

It is clarified that If a constituency of any Member of Parliament is spread over more than one District, the M.P should invariably be invited to all the functions held in any of the Districts which are part of his/her constituency;

- (vi) Where any meeting convened by the Government is to be attended by Members of Parliament, special care should be taken to see that notice is given to them in good time regarding the date, time, venue etc. of the meeting. It should also be ensured that there is no slip in any matter of detail, however minor it may be. It should especially be ensured that:--
 - (a) intimations regarding public meetings/functions are sent through speedier communication devices to the M.Ps, so that they reach them well in time, and
 - (b) that receipt of intimation by the M.P is confirmed by the officer/official concerned;
- (vii) Letters from Members of Parliament and Members of State Legislatures must be promptly acknowledged, and a reply sent at an appropriate level expeditiously as per the relevant provisions of the Central Secretariat Manual of Office Procedure;
- (viii) Information or statistics relating to matters of local importance must be furnished to the MPs and MLAs when asked for. The information so supplied should be specific and answer the points raised. A soft copy of the information should also be sent to the Member via e-mail;
- (ix) If the information sought by a Member of Parliament cannot be given and is to be refused, instructions from a higher authority should be taken and the reasons for not furnishing the information should be given in the reply;
- (x) Wherever any letter from a Member of Parliament is in English and the reply is required to be given in Hindi in terms of the Official Languages Act, 1963 and the rules framed there under, an English translation should also be sent along with the reply for the convenience of such Members of Parliament from non Hindi speaking areas;
- (xi) References from the Committees of Parliament must be attended to promptly;
- (xii) The officers should not ignore telephonic messages left for them by the Members of Parliament/State Legislatures in their absence and should try to contact at the earliest the Member of Parliament/State Legislature concerned. These instructions also include SMS and e-mails received on official mobile telephones which also should be replied to promptly and on priority;
- (xiii) All Ministries/Departments may ensure that the powers of Members of Parliament/State Legislatures as Chairpersons/ Members of committees under various Centrally Sponsored/Central Sector government schemes are clearly and adequately defined; and
- (xiv) A Government servant should not approach MPs/MLAs for sponsoring his individual case as bringing or attempting to bring political or non-official or other outside influence is prohibited under the conduct Rules e.g. Rule 18 of the All India Service (Conduct) Rules, 1968 and Rule 20 of the Central Civil Services (Conduct) Rules.



(C.A. Subramanian)
Joint Secretary to the Government of India

To,

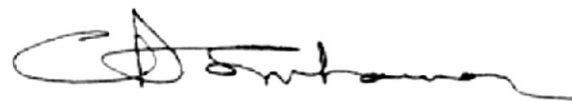
All the Ministries/Departments of Government of India

Copy to:-

1. Presidents Secretariat/Vice Presidents Secretariat.
2. PMO/Cabinet Secretariat.
3. Comptroller and Auditor General of India.
4. UPSC/SSC/LBSNAA/ISTM/CVC/CIC.
5. Lok Sabha Secretariat/Rajya Sabha Secretariat.
6. All Officers/Sections in Ministry of Personnel, PG & Pension.
7. NIC, DOPT-please upload this OM on this Department's website.

Copy also to:

Chief Secretaries of all States/UTs with a request to circulate these instructions to all State Government officials at the State/Division and District levels and to periodically review implementation.



(C.A. Subramanian)

Joint Secretary to the Government of India

National Optical Fibre Network (NOFN)

Department of Telecommunications
Government of India

1. What is NOFN

1. The optical fiber presently has predominantly reached state capitals, Districts and blocks and there is plan to connect all the 2,50,000 Gram panchayats in the country through optical fibre utilizing existing fibers of PSUs viz. BSNL, Railtel and Power Grid and laying incremental fiber to connect to Gram Panchayat wherever necessary. Dark fiber network thus created will be lit by appropriate technology thus creating sufficient bandwidth at GPs level. This will be called National Optical Fibre Network (NOFN). Thus prevailing connectivity gap between GPs and Blocks/Districts will be filled. Non-discriminatory access to the network will be provided to all the telecom service providers. These access providers like mobile operators, ISPs, Cable TV operators, content providers can launch various services in rural areas. Further the broadband connectivity will be available to 2.5 lakh GPs for various applications like e-health, e-education and e-governance etc. by these operators. The network is proposed to be completed in 2 years' time. The project will be funded by Universal Service Obligation Fund (USOF). The project will be executed by a Special Purpose Vehicle (SPV), **RAJNISH**, a company under the Companies Act, being incorporated for this purpose.

2. Advantage to State Government

1. Coverage of Panchayats with Broadband internet connectivity has a potential for empowering rural masses by giving them access to information, public services including those of education, health and financial inclusion.
2. Applications for Panchayats are planning, management, monitoring and payments under various government schemes (e.g. MNREGA, PDS, Land Records, Birth/Death Certificates, Digital Literacy, etc.), EGovernance, education, health, employment, agriculture and commerce.
3. As access service providers like Mobile operators ISP, Cable TV operators, content provider etc. launch their access network and service using NOFN, it will result in creation of local employment, revenue generation and growth of GDP leading to overall prosperity of the State.

3. Support required from State Governments

1. To grant RoW (Right of Way) for implementation, operation and maintenance of NOFN by all state government agencies like PWD/RES/Forest/Municipality/Panchayat authorities/Electricity Boards/Irrigation/Private Electricity Distribution Agency etc. as applicable.
2. No RoW charges including reinstatement charges be levied by any State Government, their local bodies, companies or agencies as the information highway proposed to be created through National Optical Fiber Network for broadband connectivity to Panchayats is primarily for the benefit of the local communities to Panchayats and State Governments. This support will be considered as contribution of the State Government towards this project as a larger good for ensuring the time bound implementation of the programme and to avoid any delays in grant of RoW permission.

3. To provide space and power at Gram Panchayat Bhavan or any other suitable location on free of cost basis for equipment placement and smooth operation of the NOFN project as required.
4. In addition, State Governments are requested to take necessary advance action for NOFN utilization for various applications including e-governance once connectivity is established to gram panchayats. They are also requested to leverage their ICT policies so as to bring awareness, digital literacy among the rural masses so that Broadband and telecom can bring prosperity in the life of rural masses.

National Mission on Food Processing

Ministry of Food Processing Industries
Government of India

1. Introduction

Ministry of Food Processing Industries has been implementing a number of central sector schemes wherein the Ministry is directly dealing with the beneficiaries in disbursement of grants. Beneficiaries were finding it difficult to have their grievances redressed promptly in view of physical distance. Accordingly, the Ministry has taken an initiative to decentralize the implementation of majority of its plan schemes under an umbrella scheme of “National Mission on Food Processing” (NMFP). The Working Group on Food Processing Industries and the Steering Committee in the Planning Commission has broadly agreed to the initiative of NMFP.

2. Objective

NMFP mission will have a focused approach towards achieving requisite growth impetus and value addition to the food processing sector through the process of effective decentralization, facilitating flexibility in the selection of beneficiaries, location of projects, etc exclusively for development of food processing sector at National, State and District level, ensuring better outreach of food processing sector at grass root level and effective implementation, supervision and monitoring and management of all the schemes currently being run by the Ministry.

Broadly, the objectives include (i) Emphasizing the significance of food processing for enhancing farm productivity and farmers' income in the country; (ii) assisting the State Governments in creating requisite synergy between their agricultural plans and development of food processing sector and further to assist them in addressing both institutional and infrastructural gaps along the value chains and thus create efficient supply chain for farm produce; (iii) promoting initiatives for skill development, training and entrepreneurship which would meet needs of both post-harvest management and food processing industry and (iv) assisting food processing industry to meet requisite standards in terms of food safety laws and market demand, both domestic and international.

3. Institutional Mechanism of Mission

There would be a Mission Directorate comprising two major bodies namely Governing Council (GC) and Executive Committee, which is solely responsible for planning, implementation and monitoring of various programmes of Mission. In order to accomplish the responsibilities of the Mission Directorate, the NMFP has a Joint Secretary as Mission Director who will be assisted by adequate resources and manpower.

The Ministry has already designated Mission Director for NMFP for ensuring accomplishment of all responsibilities of Mission Directorate at National Level and Mission Coordinates. State-wise Mission Coordinators have also been designated under this mission for assisting Mission Director in pursuit of the overall responsibilities of Directorate at National Level with respect to states.

4. Proposed Strategic Improvement

The mission will ensure better participation of entrepreneurs and will also provide forum dovetailing the efforts of the State Government and various other Ministries of the Central Government for focused resources flow into the sector.

5. Critical Indicators of Performance

The critical indicators for performance are (i) fund flow from GOI to States, (ii) fund flow from states and (iii) number of beneficiaries assisted, schemes wise.

6. Schemes to be Covered

The mission covers a number of schemes presently implemented by the Ministry. They are (i) scheme for Technology upgradation/setting-up/ modernization/expansion of food processing industries; (ii) scheme for supporting Cold Chain facilities for Non-Horticultural Products and Reefer vehicles; (iii) Scheme for creating Primary Processing Centers/ Collection Centres in rural areas, (iv) Scheme for modernization of abattoirs, (v) Modernization of meat shops. (vi) Scheme for Human Resource Development [(a) Creation of infrastructure facilities for running degree/diploma/certificate course in food processing technology; (b) Entrepreneurship Development Program (EDP); (c) Food Processing Training Centre (FPTC)]; (vii) Scheme for promotional activities (i.e. for organizing seminar/workshops, conducting studies/surveys, support of exhibitions/fairs and advertisement and policy).

7. Timelines for Implementation

The Mission is proposed to be implemented from 01.04.2012 (i.e. during the first year of 12th Plan). Approval for preliminary activities has been given (₹ 51 crores GOI share and ₹ 12 crore for State Governments). For the main scheme, approval will be sought after the plan allocations for 2012-13 are known.

Computerisation of Targeted Public Distribution System (TPDS)

Ministry of Consumer Affairs, Food and Public Distribution
Department of Food & Public Distribution
Government of India

Department of Food and Public Distribution had initiated a Scheme on computerization of TPDS on pilot basis in August 2009 to be implemented in 3 districts each of 4 pilot States i.e. Andhra Pradesh, Assam, Chhattisgarh and Delhi. A Pilot scheme on Smart Card based delivery of TPDS commodities was approved for Chandigarh UT and State of Haryana in December 2008.

2. States/UTs have also taken up several measures on their own towards digitization of ration cards (Andhra Pradesh, Chhattisgarh, Tamil Nadu, Karnataka, etc.), computerized allocation to fair price shops (Chhattisgarh, Delhi, Madhya Pradesh, Tamil Nadu etc.), issue of smart cards in place of ration cards (Andhra Pradesh, Orissa, etc.), grievance redressal (Andhra Pradesh, Chhattisgarh, Tamil Nadu, Kerala, etc.). Other technology based initiatives are also being taken in the field of TPDS like use of GPS technology (Chhattisgarh, Tamil Nadu) for tracking of vehicles carrying TPDS commodities, SMS based monitoring of movement of vehicles and reporting of dispatch/arrival of TPDS commodities (Chhattisgarh, UP, TN) and use of web-based citizens' portal (Chhattisgarh etc.).

3. Hon'ble Supreme Court, in its order dated 27.07.2010, directed the Department to take up total computerization of PDS on top priority basis. It was also directed that Union of India must prepare software and the same software should be used by all States and that Union of India may consider computerization in consultation with specialized agencies like Unique Identification Authority of India.

4. A Task Force headed by DG-NIC was set up on 09.08.2010 by the Department to work out the modalities for integration of the existing projects and to suggest as to how UIDAI can be eventually leveraged. The Task Force submitted its report on 01.11.2010 to the Department.

5. Subsequently, the terms of reference of another Task Force headed by Chairman, UIDAI were extended to include an IT Strategy for PDS and an implementable solution for direct transfer of subsidies on food and kerosene. The Task Force would:

- Identify and suggest required changes in the existing systems, processes and procedures, IT frameworks and supply chain management;
- Recommend institutional mechanisms to implement the IT strategy for PDS; and
- Examine and suggest an implementable solution for direct transfer of subsidies on Food and Kerosene to intended beneficiaries with the use of Aadhaar numbers (Unique Identification numbers), Aadhaar enabled transactions and Aadhaar authentication infrastructure.

This Task Force has submitted its report to the Hon'ble Finance Minister on 2.11.2011.

6. It has been decided that Computerization of PDS would be taken up as a Mission Mode Project (MMP) under the National e-Governance Plan (NeGP) in the meeting of the Apex Committee held on 20.07.2011 under the Chairmanship of Cabinet Secretary.

7. A High Powered Committee (HPC) headed by Justice D.P. Wadhwa (Retd.) had been set up under the directions of the Hon'ble Supreme Court to monitor and expedite the Computerization of TPDS. The HPC has submitted its preliminary report to the Court. Subsequently, the Hon'ble Supreme Court has given detailed directions for end-to-end Computerization of PDS covering all States/UTs in a time bound manner in its order dated 14.9.2011. Some of the key directions given are as follows:

- PDS Computerization would comprise creating an updated beneficiary database, stocks management and sale of commodities at FPS.
- As Component I, computerization of complete supply-chain management, digitization of Ration Card database and availability of this information in public domain through a transparency portal should be undertaken. Component II will comprise authentication of delivery and payments at the FPS, including use of Aadhaar in due course.
- Guidelines may be issued to all States/UTs for end to end computerization of TPDS. All States/UTs would prepare a time bound action plan for completing the process of computerization.
- States/UTs should ensure computerization of PDS through the following measures:
- Supply-Chain Management (Component I) may be undertaken as per Chhattisgarh model. In case some State is at an advanced stage of following some other model, it may do so.
- Component 2 may be implemented on the lines of the Gujarat model of computerization. As far as possible, State governments should link the process of computerization of Component-2 with Aadhaar Registration.
- Information portal for complete PDS information including information on movement and availability of food grains.
- Allocation to reach FPS before 1st day of the month & information be given on the portal
- Four digit toll free number in all States for grievance registration & redressal
- Digitized database of ration cards in the public domain including on the websites
- Dedicated nodal officer to be appointed by States/UTs for PDS Computerization
- Inclusion of PDS related KYR+ field in the data collection exercise being undertaken by various Registrars across the country as part of the UID (Aadhaar) enrolment to be encouraged
- Information about availability of food grains to be disseminated through SMS to enable social audit.
- A separate and dedicated institutional mechanism should be created to implement Computerization of PDS. The institutional mechanism shall be responsible for meeting the timelines.

8. The Department of Food & Public Distribution has taken the following action for end to end computerization of TPDS:-

- Detailed guidelines for computerization of TPDS were framed and conveyed to Chief Secretaries and Food Secretaries of all States/UTs (Copy enclosed).
- States/UTs were informed regarding availability of various Application Software models prepared by NIC.
- An Empowered Committee (EC) has been set up under the Chairmanship of Secretary (F&PD) for Computerization of TPDS. A Central Project e-Mission Team (CPeMT) on Computerization of PDS has been set up under the concerned Joint Secretary.
- As regards Institutional Mechanism at State/UT level, all Chief Secretaries were requested to set up a State Apex Committee under the Chairmanship of Chief Secretary

and a State Project e-Mission Team (SPeMT) under the Chairmanship of respective Food Secretaries for implementation of Computerization of TPDS on mission mode basis.

- Further, States/UTs have also been requested to send their Action Plans for Computerization of TPDS.

9. In addition to above, the existing Plan Scheme is proposed to be expanded to cover all States/UTs and end-to-end computerization of TPDS undertaken upto the last mile. A comprehensive Plan Scheme for Computerization of PDS is under consideration as part of the 12th Five Year Plan (2012-2017) with the objective of streamlining and strengthening PDS and addressing the challenges faced by it.

10. Action Plans have been received from the States of Andhra Pradesh, Assam, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Manipur, Meghalaya, Nagaland, Odisha, Puducherry, Rajasthan, Tamil Nadu, Uttarakhand and West Bengal and UTs of Andaman and Nicobar Islands, Chandigarh, Dadra and Nagar Haveli and Delhi.

11. The Chief Secretaries may be requested to take up Computerization of PDS in a time bound manner and send their Action Plans covering all the issues mentioned in Para 7 here before.

Notes

Notes

Notes

Notes

Notes