

# LATE SHRI B.G.DESHMUKH MEMORIAL LECTURE

INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
MAHARASHTRA REGIONAL BRANCH  
DATED 22/3/2021



# ADMINISTRATIVE REFORMS 1990-2020

V.SRINIVAS, IAS  
ADDITIONAL SECRETARY DARPG &  
DIRECTOR GENERAL NCGG



## **OBJECTIVE OF THE LECTURE**

***TO HIGHLIGHT NEW AGE COMPETENCY OF  
THE CIVIL SERVICE AND COMMITMENT TO  
LARGER PUBLIC GOOD AGAINST ALL ODDS***

# PRINCIPAL AREAS OF ADMINISTRATIVE REFORMS

- Public Administration of the country should be accountable and citizen friendly.
- It must ensure transparency and endow citizens with RTI
- It must promote integrity in public services and motivate civil service.
- Public Administration must be result oriented and improve its performance.



# ADMINISTRATIVE REFORMS – FROM GORWALA TO E-GOVERNANCE

- Since independence, the Union Government has constituted more than 50 commissions and committees to look into administrative and civil service reforms.
- **Important committees:**
  - A.D.Gorwala Committee Report on Public Administration 1951,
  - Paul A. Appleby's Public Administration in India: Report of a Survey 1953,
  - K.Santhanam Committee Report on Prevention of Corruption 1964 and
  - Second Administrative Reforms Commission Report 2005-08.



# ADMINISTRATIVE REFORMS

1950-1990



# A.D.GORWALA REPORT 1951

- “There is no truer maxim from the point of view of good administration than the old rule “***What is not inspected, is not done***”.
- If every Secretary spent half a day once a week in going through the branches of his own Ministry, there can be very little doubt that delays would be reduced.
- Reason for delay in decision making is that junior officers generally deputy-secretaries and under-secretaries decide far fewer files than in the past due to continuous interference of higher officers in matters which properly fall within the sphere of junior officers.

# DECISION MAKING IN GOVERNMENT

- One day an Under Secretary received a note from his Secretary asking all files related to this body should be put up. He gathered together all files 38 in number and noted “Submitted” below the Secretary’s note and sent them up.
- A day later he got the files back with the Secretary’s signature below on the note sheet. Curious, the Under Secretary asked the Secretary if he would tell him how he would have dealt with these files. **“It was a matter of discretion,” said the Secretary, “not for knowledge, and when it was left to you, it was a matter for your discretion. Don’t bother about it, my lad”**



## PAUL A. APPLEBY 1953

- O&M chart in Bengal showed 30-42 different handlings of letter when given for consideration in a single department/ ministry,
- Serious overloading of persons of high rank to be reduced by strong cadre of office secretaries – the Central Secretariat Stenographer Service

## 2 RECOMMENDATIONS OF 1953 REPORT

- Establish **Organization & Management Units in each Ministry/ Department**
- **Government to establish an Institute for Public Administration** – Public Administration is a unique field, in which interchange of learnings, reflections and fruits of special studies are of great usefulness

# SANTHANAM COMMITTEE REPORT 1964

- The Santhanam committee identified 4 major causes of corruption
  - administrative delays, government taking upon themselves more than what they could manage, scope for personal discretion in the exercise of powers and cumbersome procedures.
- Recommended the creation of CVC



# I<sup>ST</sup> ARC

- 1<sup>st</sup> ARC patterned after the Hoover Commission of USA in the post World War II period
- **2 important ideas :**
  - **Changing nature of administration – from law & order agency to development administration**
  - **Drastic overhaul of the machinery of government for attaining a socialist pattern of society**
- 1st ARC worked for 4 years with a wide mandate

## I<sup>ST</sup> ARC - 2

- Appointment of Lok Pal and Lok Ayukta, Introduction of Performance Budgeting
- Establishment of Department of Personnel and Administrative Reforms under Cabinet Secretariat
- Appointment of District Development Officer as CEO Zilla Parishad
- Constitution of inter-state councils under Article 263, Administrative Tribunals
- Develop a positive organizational culture and motivational climate in Government



# CIVIL SERVICES EXAMINATION REFORMS

- **KOTHARI COMMITTEE 1976** preliminary examination introduced
- **SATISH CHANDRA COMMITTEE 1989** introduction of an essay paper and marks for personality test were increased
- **YOGENDRA KUMAR ALAGH COMMITTEE 2001** introduced 2 objective papers in preliminary examination, general studies and aptitude test

# REFORMS IN POST-LIBERALIZATION ERA

1990's

# REFORMS IN ADMINISTRATION IN 1990

- Reforms were driven by economic liberalization
- **“Unshackle the Indian economy from cobwebs of unnecessary bureaucratic control”**
- Establishment of Board for Industrial and Financial Restructuring
- National Mineral Policy 1993, National Telecom Policy 1994, Amendments to National Highways Act 1997
- Disinvestment Commission 1996
- Decentralization and Empowerment of Panchayati Raj institutions - 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments





# 1996 CONFERENCE OF CHIEF SECRETARIES

- Develop grievances redressal machinery
- Formulation of citizens charters by all Ministries with public interface
- Setup an inter-ministerial group on RTI and Transparency
- Constitute an expert group to look into computerization in personnel system
- Civil service reforms in transfer and promotions in center and states

## 2<sup>ND</sup> ARC

- Civil Service Examination – permissible age, number of attempts
- Mandatory Mid-Career Training for civil servants
- Citizen Centricity, CPGRAMS, RTI, Citizens Charters, online complaint tracking system
- Ethics and Accountability in Governance
- Rigorous selection processes for officers to top and middle management levels
- Promote e-Governance – the SMART way forward



# MY CIVIL SERVICE JOURNEY

- 1988 – gave the Civil Services Examination after a post graduation in Chemical Engineering
- 1989 – joined the Indian Administrative Service at 22
- The Civil Services Examination remains one of the most competitive examinations in the world, an aspirational goal for millions of Indians
- The IAS exposes an official to rural India and urban India that no other service does



# FOUNDATIONAL VALUES

- Commitment to larger public good against all odds
- Integrity, building credibility and trust in institution of civil service
- Leadership and Faith in Fairness and impartiality
- High Moral Tones –

**“I am Ethical, I am accountable, I am the IAS”**



# PROBATION AND JUNIOR SCALE

1990 – 1993



# LAND REFORMS

1. LAND CEILING
2. TENANCY REFORMS
3. COMMON LANDS
4. TEMPLE LANDS
5. EASEMENTARY RIGHTS

# POVERTY ERADICATION

- GRAMDAN / ANTYODAYA
- POVERTY ALLEVIATION PROGRAMS: IRDP/  
JSY/ TRYSEM
- PANCHAYATI RAJ SYSTEM / STRENGTHENING  
LOCAL SELF GOVERNMENT

# THE SUB-DIVISIONAL OFFICER

- REVENUE COURT WORK
- REVENUE ADMINISTRATION/ REVENUE CAMPAIGN
- TOURING/ NIGHT HALTS/ EFFECTIVE INSPECTIONS
- LAW & ORDER – INTERACTION WITH POLICE
- ELECTIONS
- PUBLIC DISTRIBUTION SYSTEM
- MUNICIPAL ADMINISTRATION
- AGRICULTURAL MARKETING



# SENIOR SCALE POSTS

1993- 1995

# COMMAND AREA DEVELOPMENT IN IGNP

- IRRIGATION AS A GROWTH ENGINE
- DEVELOPMENT OF IGNP COMMAND
- RAVI – BEAS WATER SHARING AGREEMENT
- FIGHTING CORRUPTION
- HONESTY IN GOVERNMENT

# COMMAND AREA DEVELOPMENT IN IGNP

- DEVELOPMENT OF ASIA'S MOST COMPLEX IRRIGATION SYSTEM IN THE THAR DESERT
- WORLD FOOD PROGRAM
- SETTLEMENT MOTIVATION
- AGRICULTURE RESEARCH
- AGRICULTURE EXTENSION
- AFFORESTATION PROGRAMS

RURAL TRANSFORMATION

HEAD OF DEPARTMENT

1995-1997



# WATERSHED DEVELOPMENT & SOIL CONSERVATION

- RAINFED AGRICULTURE AS A MAJOR GROWTH SECTOR
- CREATION OF HIGHEST PRODUCTIVITY WATERSHEDS – ANDHERI DEORI, KANERA GHATI, LOSING – 3 NPC AWARDS
- 2<sup>ND</sup> CROP BENEFITS IN RAINFED AREAS - DROUGHT PROOFING AND DROUGHT MODERATION, REDUCE MIGRATION
- CHECK DAMS & DRAINAGE LINE TREATMENT
- EMPLOYMENT GENERATION – 150,000 JOBS/ DAY
- ANIMAL HUSBANDRY PRACTICES – GOPAL YOJANA

# WATERSHED DEVELOPMENT & SOIL CONSERVATION

- DEVELOPMENT AS A PEOPLES MOVEMENT – USER COMMITTEES/ WATERSHED DEVELOPMENT COMMITTEES/VILLAGE LEVEL PLANS
- THE WORLD BANK MODELS OF GOVERNANCE – THE INTEGRATED WATERSHED DEVELOPMENT PROJECT
- THE NATIONAL WATERSHED DEVELOPMENT PROGRAM FOR RAINFED AREAS
- TRANSPARENCY IN GOVERNMENT – STEPS FOR TRANSPARENCY

# DISTRICT COLLECTOR

1998 - 1999



# PALI & JODHPUR

- DESERT DISTRICTS – MASSIVE DROUGHT IN 1998, FAMINE CODE
- WATER, FODDER SCARCITY, WAGE EMPLOYMENT PROGRAMS AS PURCHASING POWER COLLAPSED
- 3 ELECTIONS – 1997 & 1998, MASSIVE TRANSFORMATION WITH PHOTO IDENTITY CARDS – “EPIC”
- KARGIL WAR
- DEVELOPMENTAL ADMINISTRATION – WORKING WITH ELECTED REPRESENTATIVES – DRDA’S TRANSFERRED TO ZILLA PARISHADS
- REVENUE ADMINISTRATION – PRASHASAN GAON KI AUR



# THE SECRETARIAT

1999 – 2003, 2007-2010,  
2010-2014, 2018-2021



# THE STATE SECRETARIAT 1999-2000, 2007-2010

- **FINANCE DEPARTMENT OF RAJASTHAN**
  - EXPENDITURE REFORMS/ DEVOLUTION TO STATES
  - TAX REFORMS – THE TRANSITION FROM SALES TAX TO VAT
- **PLANNING DEPARTMENT OF RAJASTHAN**
  - MONITORING PLAN EXPENDITURES/ PLANNING COMMISSION
- **FAMILY WELFARE DEPARTMENT & NATIONAL RURAL HEALTH MISSION**
  - BEST PERFORMING STATE IN HIGH FOCUS STATES 2009
  - HEALTH INFRASTRUCTURE, FIGHTING MMR/ IMR



# THE CENTRAL SECRETARIAT 2000-03

- **MINISTRY OF PETROLEUM & NATURAL GAS**
  - ADMINISTERED PRICING MECHANISM TO PRICE DEREGULATION
- **MINISTRY OF EXTERNAL AFFAIRS**
  - DIPLOMACY – A UNIQUE FEATURE OF GOVERNANCE
- **MINISTRY OF FINANCE & COMPANY AFFAIRS**
  - REFORMS FOR HIGH GROWTH YEARS, DROUGHT OF 2002
  - FRBM, SEBI ACT, UTI ACT, SECURITIZATION ACT, TAX REFORMS, PAN CARDS



# **THE CENTRAL SECRETARIAT 2010-2014**

- **MINISTRY OF TEXTILES**
  - BOOSTING MANUFACTURING EXPORTS
  - COTTON DISTRIBUTION POLICY
- **MINISTRY OF CULTURE**
  - INTERNATIONAL CULTURAL RELATIONS - FESTIVALS OF INDIA ABROAD
  - NATIONAL MISSION ON LIBRARIES/ MANUSCRIPTS

# **THE CENTRAL SECRETARIAT 2018-2021**

- **DEPARTMENT OF ADMINISTRATIVE REFORMS AND PUBLIC GRIEVANCES**
  - ADMINISTRATIVE INNOVATIONS/ FOCUS ON GOOD GOVERNANCE
  - TECHNOLOGY PLATFORMS FOR PUBLIC GRIEVANCES REDRESSAL
  - DIGITAL CENTRAL SECRETARIAT

# THE INSTITUTIONS

2003-2006, 2013-14, 2017-18, 2014-17, 2020-21

# INDIA'S INSTITUTIONS

- **THE BOARD OF REVENUE FOR RAJASTHAN**
  - IMPROVING JUSTICE DELIVERY SYSTEMS OF RAJASTHAN
  - REVENUE ADMINISTRATION – THE BULWARK OF STATE GOVERNANCE
- **THE NATIONAL ARCHIVES OF INDIA**
  - THE IMPORTANCE OF HISTORICAL RECORDS
  - RECORD RETENTION SCHEDULES

# INDIA'S INSTITUTIONS

- **THE ALL INDIA INSTITUTE OF MEDICAL SCIENCES**
  - HIGHLY DRIVEN AND COMMITTED MEDICAL PROFESSIONALS
  - INSTITUTE OF NATIONAL IMPORTANCE OF GLOBAL STANDARDS
  - **DIGITAL AIIMS/ KAYA KALP (CLEAN HOSPITAL CAMPAIGN)**
- **THE NATIONAL CENTRE FOR GOOD GOVERNANCE**
  - DISSEMINATION OF INDIA'S GOOD GOVERNANCE MODELS
  - CAPACITY BUILDING OF INTERNATIONAL CIVIL SERVANTS





# INDIA AND IMF 2003-2006

- An Institution of high credibility whose voice is heard and heeded across the world
- A focal point for global coordination where India's leadership and professional inputs are well recognized
- Partnership between IMG and India has been one of great mutual benefit.

GOOD GOVERNANCE 2020

# DIGITAL TRANSFORMATION IN INDIA'S GOVERNANCE

- Aadhar Cards – 1.2 billion
- E-Transactions since launch of Digital India in July 2015 – 100 billion
- Common Service Centres – 0.35 million
- Number of Govt Services offered on UMANG - 450
- Jan Dhan Bank Accounts – 3.16 million
- Construction of Toilets – 100 percent coverage
- 2<sup>nd</sup> largest digital consumerbase
- Benefits of technology accepted by rural societies
- Arogya Setu/ e-Office/ e-Sanjivani



# **TECHNOLOGY PROGRESS IN WELFARE STATE PROGRAMS**

- Digital Identity through Aadhar
- Pradhan Mantri Jan Dhan Yojana
- Direct Benefits Transfer
- Digital Payments using UPI/ BHIM
- Goods and Services Tax Network
- Digital India Land Records Modernization Program
- Digitalization of Ration Cards/ Fair Price Shops/ LPG subsidies
- Labor Payments under NREGS

# TECHNOLOGY PLATFORMS IN PUBLIC GRIEVANCES REDRESSAL

- Multiple Technology Platforms have resulted in quality Public Grievances Redressal and reduced timelines of disposal
  - CPGRAMS
  - JANAHITA
  - SPANDANA
  - JKIGRAMS
  - CM Grievances portals
  - RAIL MADAD

# THE CIVIL SERVICES IN 2020

- Recruitment is highly competitive
- Training norms stringent
- Constant evaluations introduced on capacity of civil servants to meet current challenges
- Effective management of public resources – open, transparent and accountable systems of delivery



# GOOD GOVERNANCE - CONTEMPORARY NATIONAL POLICY FRAMEWORK

- Fiscal Federalism
- Affordable Health Care
- Transforming Rural India
- Social Inclusion
- Improving Service Delivery
- Atma-Nirbhar Bharat

# INDIA'S FIGHT AGAINST CORRUPTION



# ZERO TOLERANCE TO CORRUPTION

- Abolition of the system of attestation for submission of certificates / Abolition of personal interviews for recruitments to lower level posts
- Weeding out inefficient public servants prematurely
- A special investigation team was constituted to fight black money
- Government conducted online auctions of coal blocks.

# FIGHTING CORRUPTION

My approach to fighting corruption in my 3 decades in Government has been

- enhanced use technology, increase transparency, introduce rules based frameworks
- greater stake holder engagement, Robust oversight and monitoring
- severe penalties with time bound completion of disciplinary proceedings, credible deterrence and strong audit and accounting mechanisms.

# FIGHTING CORRUPTION

- AS SECRETARY FW AND MISSION DIRECTOR NRHM, transparency to accounting procedures in NRHM by putting in place technology options for transfer of moneys to beneficiaries-accounts under the Janani Suraksha Yojana
- At AIIMS, I drafted the Procurement Manual to enable health sector procurements, adopted GEM.
- As Chairman Board of Revenue, I pushed for enhanced supervision of District Collector Offices. TECHNOLOGY IS A FORCE MULTIPLIER
- Timely completion of disciplinary proceedings so that the guilty are punished within a reasonable time frame

# INSTITUTIONAL FRAMEWORK TO FIGHT CORRUPTION

- The Prevention of Corruption Act 1988,
- An independent Central Vigilance Commission,
- Comptroller and Auditor General,
- The Lok Pal and Lok Ayukta Act 2013,
- The Whistle Blowers Protection Act 2011,
- The Prevention of Money /Laundering Act 2002,
- The Benami Transactions (Prohibition) Act 1988

## FOCUS ON PREVENTIVE VIGILANCE

- VIGILANCE AWARENESS WEEKS: 'Eradicate Corruption – Build a New India'
- ORIENTATION OF PSU's/ CENTRAL SERVICES FOR ETHICS AND ACCOUNTABILITY – introduction of visits to rural India in foundation training
- CREATING A PEOPLE'S MOVEMENT – E-PLEDGE
- An integrity index for organizations

# STRENGTHENING AUDIT AND ACCOUNTING

- Big changes in financial governance - amalgamation of the Railways and General budgets, the merger of plan and non-plan expenditures, opening up of foreign direct investment and the introduction of GST.
- The C& AG adapted to the Government's reforms in financial governance in the organization's accounting and auditing practices.
- AUDIT OF LOCAL GOVERNMENT INSTITUTIONS

# TRANSPARENCY IN GOVERNANCE

- RTI Act should not be limited to a citizen's right to know but also cover the right to question.
- The process of accessing information should be transparent, timely and trouble free.
- After a decade of implementation, the power and usefulness of the RTI is being felt across the Nation.
- The RTI Act has led to improvements in governance.
- By sharing information, the citizens have become part of the decision making process, which leads to creation of trust between citizens and Government.

# ADMINISTRATIVE REFORMS @ 2021



# ADMINISTRATIVE REFORMS @ 2021

- **Broad Basing the Scheme of Prime Minister's Awards for Excellence in Public Administration**
  - Rewarding Administrative Innovations
  - Rewarding improved service delivery and grievance disposal
- **National e-Governance Conferences and Awards**
  - Emphasis on Digital India: Success to Excellence
- **Expansion of e-Office under Secretariat Reforms**

# ADMINISTRATIVE REFORMS 2018-21

- **CENTRAL SECRETARIAT MANUAL OF OFFICE PROCEDURE (CSMOP 2019)** – Enabling the March towards a Digital Secretariat
- **GOOD GOVERNANCE INDEX 2019** – assessment of State of governance in States of India
- **NATIONAL e-GOVERNANCE SERVICE DELIVERY ASSESSMENT 2019** – India’s Transformative Journey in the e-Governance Landscape.

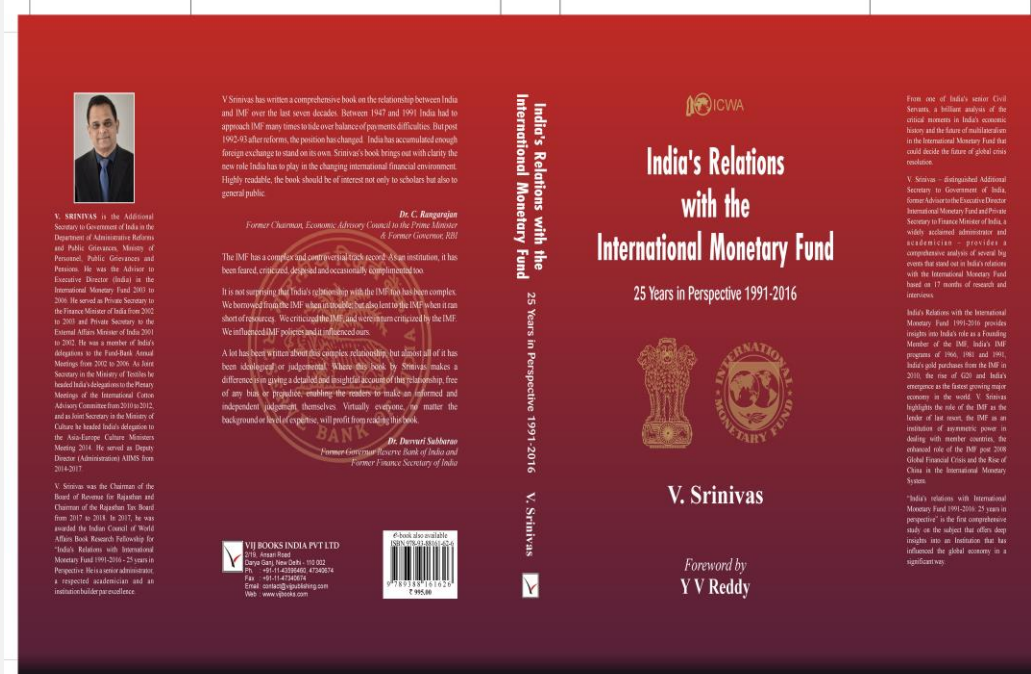
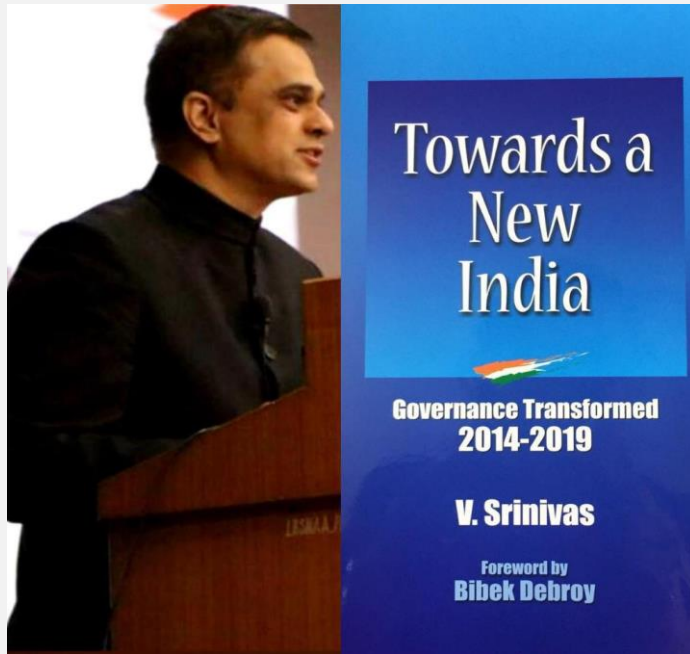
## CPGRAMS REFORMS:

- **CPGRAMS VERSION 7.0** – delineation of last mile grievance officers in 20 top grievance receiving ministries
- **INTEGRATION OF STATE GRIEVANCE PORTALS WITH CPGRAMS** – for seamless online transfer of Public Grievances
- **JKIGRAMS** – integration of district portals with CPGRAMS in Union Territory of Jammu & Kashmir
- **FEED BACK CALL CENTRES** – for assessment of citizen satisfaction in quality and timelines of disposal

# NEW INDIA@75

- To ensure that Development becomes a People's Movement
- Successful Implementation of Priority Programs
- To bring together innovation, technology, enterprise and efficient management
- Clean and Fair Public Administration
- 3 critical new institutions – Lok Pal, GST Council and NITI Aayog

# DOCUMENTATING REFORMS



**V. SRINIVAS** is the Additional Secretary to Government of India in the Department of Administrative Reforms and Public Grievances, Ministry of Personnel, Public Grievances and Pensions. He was the Advisor to Executive Director (India) in the International Monetary Fund from 2010 to 2016. He served as Private Secretary to the Finance Minister of India from 2002 to 2003 and Private Secretary to the External Affairs Minister of India from 2002 to 2003. He was a member of India's delegation to the World Bank Annual Meetings from 2002 to 2006. As Joint Secretary in the Ministry of Tourism he headed India's delegation to the Primary Meetings of the International Centre for Adventure Tourism from 2010 to 2012, and as Joint Secretary in the Ministry of Culture he headed India's delegation to the Asia-Europe Culture Ministers Meeting 2014. He served as Deputy Director (Administration) AINS from 2014-2017.

V. Srinivas was the Chairman of the Board of Revenue for Rajasthan and Chairman of the Rajasthan Tax Board from 2013 to 2018. In 2013, he was awarded the Indian Council of World Affairs Book Research Fellowship for 'India's Relations with International Monetary Fund (1991-2016) - 25 Years in Perspective'. He is a senior administrator, a respected author, and an international public speaker.

V. Srinivas has written a comprehensive book on the relationship between India and IMF over the last seven decades. Between 1947 and 1991 India had to approach IMF many times to tide over balance of payments difficulties. But post 1992-93 after reforms, the position has changed. India has accumulated enough foreign exchange to stand on its own. Srinivas's book brings out with clarity the new role India has to play in the changing international financial environment. Highly readable, the book should be of interest not only to scholars but also to general public.

*Dr. C. Rangarajan*  
Former Chairman, Economic Advisory Council to the Prime Minister  
A Former Governor, RBI

The IMF has a complex and controversial track record. Many institutions, it has been feared, created, deflated and occasionally compromised too.

It is not surprising that India's relationship with the IMF has been complex. We borrowed from the IMF when it was able, but also lent to the IMF when it ran short of resources. We criticized the IMF, and were in turn criticized by the IMF. We influenced IMF projects and it influenced ours.

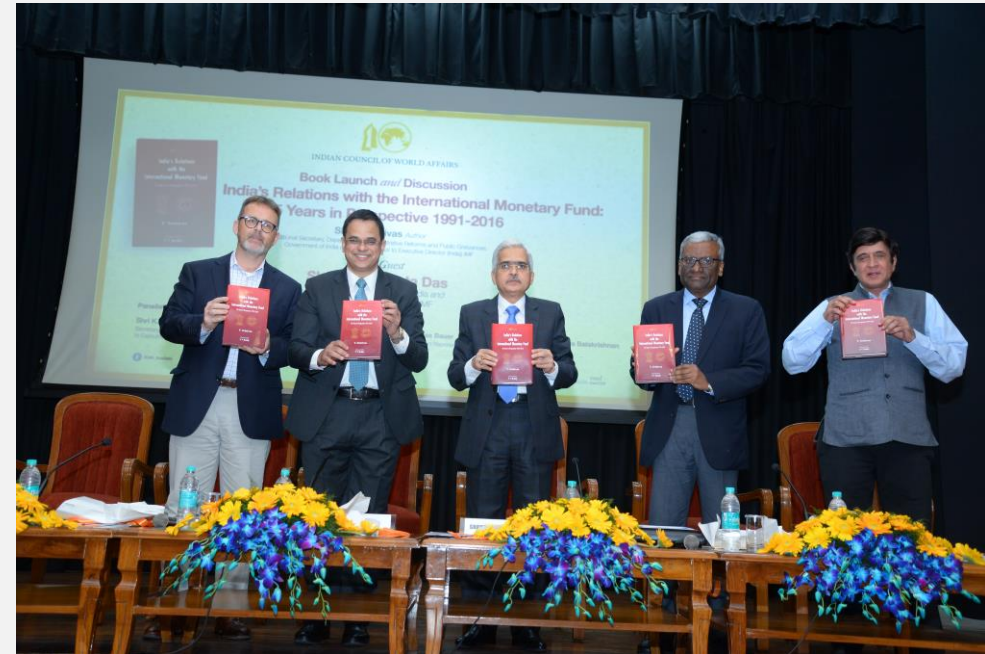
A lot has been written about this complex relationship, but almost all of it has been ideological or judgemental. What this book by Srinivas makes a difference in giving a detailed and insightful account of this relationship, free of any bias or prejudice, enabling the readers to make an informed and independent judgement themselves. Virtually expertise, for matter the background on India's experience, will profit from reading this book.

*Dr. Dharmar Subbarao*  
Former Chief Executive Officer, Bank of India and  
Former Finance Secretary of India

**VH BOOKS INDIA PVT LTD**  
213, Anand Road  
Chennai-600 026, India  
Ph: +91-11-23388402, 47540574  
Fax: +91-11-23388414  
Email: [orders@vhibooks.com](mailto:orders@vhibooks.com)  
Web: [www.vhibooks.com](http://www.vhibooks.com)



# DOCUMENTING REFORMS - 2



THANK YOU

