



# Civil Services Day

April 21, 2013

## A Report

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



## Inaugural Session

### Welcome Address

Shri Ajit Seth, Cabinet Secretary

### Address

Shri V. Narayanasamy, Minister of State (PMO & Personnel, Public Grievances & Pensions)

## Prime Minister's Awards for Excellence in Public Administration

### Address

Dr. Manmohan Singh,

Prime Minister of India

### Vote of Thanks

Shri Sanjay Kothari, Secretary, Department of Administrative Reforms, Public Grievances & Pensions

## Technical Session

### Keynote address on Civil Services: Opportunities and Challenges

Shri Naresh Chandra, Former Cabinet Secretary

## Panel Discussion

### **Civil Services: Fit for the Future**

Background Paper, Summary of Discussion, Presentations

### **Addressing the Challenges of Public Service Delivery**

Background Paper, Summary of Discussion, Presentations

### **Rural Economy with focus on Employment**

Background Paper, Summary of Discussion, Presentations

## Valedictory Session

### **Interactive Session**

Release of Book 'Thinking Out of the Box'

### **Valedictory Address**

**Shri Pulok Chatterji**, Principal Secretary to Prime Minister

### **Concluding Remarks**

**Shri Ajit Seth**, Cabinet Secretary

### **Vote of Thanks**

**Shri Arun Jha**, Additional Secretary, Department of Administrative Reforms & Public Grievances

## Welcome Address

**Shri Ajit Seth**  
Cabinet Secretary

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Respected Prime Minister; Honourable Minister of State in the Prime Minister's office, Ministry of Personnel, Public Grievances and Pensions, Shri V Narayanasamy; Advisor to Prime Minister, Shri T. K. A. Nair; Principal Secretary to Prime Minister, Shri Pulok Chatterji; National Security Advisor, Shri Shiv Shankar Menon; Secretary, Administrative Reforms, Public Grievances and Pensions, Shri Sanjay Kothari; Secretaries and other senior officers to the Government of India; Chief Secretaries to States and Union Territories, Distinguished Colleagues, Ladies and Gentlemen.

I extend a very warm and sincere welcome to the Respected Prime Minister, who has so kindly accepted our invitation to grace this

occasion, and inaugurate the programme for the 8th Civil Services Day. Sir, you have always been extremely supportive of us, and have continually guided us. We take it as a token of your trust in the services which I assure, we will never belie. A special word of thanks to the Honourable Minister of State for Personnel and Public Grievances, who has always taken a keen interest in strengthening the different services. I also welcome the Advisor to the Prime Minister, the Principal Secretary, and the National Security Advisor with whom I have had the privilege to work very closely, during the last couple of years. It gives me immense pleasure, that we have in our midst, Ministers and Senior, and Retired officers, who have left an imprint on the administration as Cabinet Secretaries



and Secretaries to Government or other senior positions in the past. I welcome my colleagues from different services, at all levels of seniority. I welcome, also, representatives of the media, who are present here.

It is gratifying that probationers of several services are also present today. This is a first. I hope this participation will enrich their experience, and that they will appreciate the fact that, while preserving the staples of neutrality and anonymity, adherence to integrity and upholding the rule of law, civil servants need to equip themselves with the latest practices and administrative tools to meet new challenges whether it be to deal with internal security or development issues. Also as recent events have shown, what is required is sensitivity on the part of officials when addressing the grievances of the common citizen.

The idea of inviting officials from different services, to engage with each other, to discuss issues of mutual, professional interest deserves to be strengthened. May be the Chief Secretaries can consider evolving a forum in their respective jurisdictions where at the state level also there can occasionally be an exchange of professional ideas with a view to strengthening the synergy between the services.

I would like to express a special word of welcome for Shri Naresh Chandra, who has kindly agreed to speak on challenges before the Civil Services. Given the wealth of administrative experience, he will doubtless, provide us with beneficial insights and we look forward to his keynote address.

The themes for the subsequent deliberations today have been chosen with care. Many events have unfolded in the past one year, to which government machinery has been called upon to respond. Our deliberations later in the day, will give us an opportunity to take stock of what we have been able to accomplish, and where we stand.

Respected Prime Minister, you have from time to time laid stress on the training needs of the civil servants. Of late, not many officers have been evincing interest in postings as instructors or as directorial staff in training institutions. This is a matter of concern. In order to arrest this trend, and to make deputation to training institutions more attractive, it is being recommended separately, that the conditions attached to such postings be made more attractive. Annual performance appraisal is one critical area where we need to make improvements. Numerical grading system was introduced and the format of the APAR was re-designed some years ago. However, the feedback has been mixed. Empanelment exercises often prove difficult. With a large number of officers, being awarded near perfect scores by the reporting officers but if everyone is outstanding, then no one is. Sir, we are studying how the format for annual appraisals can be improved upon, and will come up with a proposal for an improved methodology.

There are drafts of important bills awaiting legislative approval. Some of these are aimed at strengthening governance and improving the delivery of public services. For the mass of our citizens the most transforming feature

a government service can offer is speed of implementation. At the same time, we also have to meet the challenge of complaints about corruption in the delivery of public services. It will be our endeavour that senior officials play a leadership role in their administrative domains and see to it that the preoccupation of the system is not merely with process compliance, but would ensure that among the users of public services, satisfaction levels go up. At a time when the gaze of civil society has become more acute and when media has become ever more vigilant and even shrill, the responsibilities all the more incumbent upon us to earn and keep public confidence in our values and standards. To cope with challenges of governance Reforms

and also to provide impartial and strong policy support in the secretariats, we require a civil service that is acknowledged for its probity and its competence. But, in order to be able to deliver with competence, civil servants also need to be confident. For this, they need not only encouragement but also protection against frivolous and false complaints even after retirement.

These are some of the challenges, Sir that I hope will come up for deliberation. I thank you all for attending today's event. I hope that informed discussion later in the day, will throw open new possibilities in administration.

Thank you.



Shri V. Narayanasamy, Minister of State

Respected Prime Minister; Shri T. K. A. Nair, Advisor to the Prime Minister; the Cabinet Secretary, Shri Ajit Seth; Shri Pulok Chatterji, Principal Secretary to PM; Shri Shiv Shankar Menon, National Security Advisor; Honourable Ministers; Shri Sanjay Kothari, Secretary, the Department of Administrative Reforms, Public Grievances and Pensions; Civil Service Officers; Ladies and Gentlemen.

I would like to place on record my sincere gratitude to our Honourable Prime Minister for his august presence on the occasion of the 8th Civil Services Day. Honourable Prime Minister has been a constant source of inspiration and he gave support since the very first Civil Services Day. It reflects Honourable Prime Minister's commitment to the need for strengthening and

empowering the civil services in the country, to cope up with the challenges of the fast-changing world. The country needs accelerated growth. The government does not view growth as an end into itself. The real objective must be to improve the conditions of lives of aam admi, which is why the government emphasizes on inclusive growth. This being the guiding principles of governance, it is for the civil servants in this country to demonstrate as to how best the administration can be reoriented, re-engineered and reformed to reach the poor and the persons in the disadvantaged situations.

We all know that the expectations of the people from the Government have changed for a variety of reasons like deepening of democracy, greater



spread of literature and education, enhanced exposure to information, greater mobility of people in an expanding and diversified economy and emergence of alternative fora for discourse on socioeconomic, political and administrative issues. I feel proud to say that the governance in this country is more participatory, responsive and citizen-centric. Every sphere of governance has received the attention of the Government for making the processes more transparent and orienting it to the felt needs of the citizenry. We are now in an era of governance which talks of Rights-based approach. Legislations like Right to Information Act, the Right to Education, Right to Services are shining examples of paradigm shift in the approach to governance. It is not to say that we can be satisfied with what we have done but I would definitely like to assert that under the leadership of Honourable Prime Minister, a new thrust has been imparted to democratization of the process of governance. The flagship programmes like Mahatma Gandhi NREGA, National Rural Health Mission, Sarva Shiksha Abhiyan, Jawaharlal Nehru Urban Renewal Mission, envisage greater involvement of beneficiaries at the cutting edge level of planning execution and monitoring. The idea of social audit as a part of the government programmes, is widely acknowledged and is to be practiced. But as I said earlier, we have to work with greater vigour and enthusiasm to address the challenges of corruption, redtapism and power asymmetry between the government agencies and the common man, socio economic disparities and disaffection prevailing among the sections of our population living in difficult areas.

I would take this opportunity to underline some of the important initiatives which have been taken by our Government, to carry forward the agenda of citizen-centric governance. I consider it most appropriate to share with you the introduction of the Right to Citizens for Time-bound Delivery of Goods and Services, and Redressal of Grievances Bill, which was introduced in the parliament, on 20-12-2011. The objective of this bill is to make the citizen charter statutory and to strengthen the hands of the citizens with the right to get delivery of services within the timelines indicated in the citizen charter. At present, the central and state government organisations have the citizen charter but they are implemented on a voluntary basis. We believe that the public service delivery spectrum would improve with the implementation by these legislations. It will save the common man from the problems they face in obtaining the public services within a specific time frame.

The Second Administrative Reforms Commission undertook the comprehensive examination of system of governance in this country and has submitted 15 reports aimed at achieving an ethical, responsible, accountable, sustainable and efficient administration at all levels of Government. The institutional mechanism, both at the centre and the state levels, for rigorous and continuous monitoring of the implementation of the recommendations have been formulated by our Government. These reforms have also championed by the Administrative Reforms Secretary and the Government of India and also at the Chief Secretaries, at their level. We are also

organizing national-level workshops, with State Administrative Reforms Secretaries to review the progress. I would like to make a special mention to the initiative taken to build institutional capacity for training civil servants at the central and state level as per the recommendations of the second Administrative Reforms Commission. Seventeen central training institutions and twenty-nine state training institutions have been provided with financial assistance to develop training modules to conduct training programmes for officers at the induction and mid-service level and to integrate these modules with other training programmes.

We recognize the importance of encouraging and acknowledging the innovations by civil servants. The Prime Minister's Award for excellence in Public Administration is a notable example of this. Besides, the national e-governance programme awards has been given to promote creative use of information technology in improving the quality of governance. I would like to mention here, however, that the challenge is to create a culture of innovation in the government system. There must be wealth of innovative ideas that are not coming to the fore. We have to focus on environmental building for these ideas to blossom. One effective way of doing so is to widen the dissemination of good ideas and initiatives. We have taken up documentation of such practices and initiatives both in print and visual media. Such short documentary films have been made by the Department of Administrative Reforms and Public Grievances. We are disseminating copies of those films to the

State Governments, the Central Government, National and State Academies, Training Institutes, etc. so that they can be shown to the officers during their meetings, workshop or training programmes. These films can be shown to the officers at the public representatives at the district, and the sub-district level also. We are also showing these films today to the august audience here. I would like to urge upon you to pay greater attention for creating an environment conducive for innovation in your organization.

The biennial conference of Commonwealth Association of Public Administration and Management was organized last year in New Delhi with the objective of innovation, adaptation, and replication of best practices in various countries. Learning from this experience, now we have considered to organize international symposium on governance reforms every year. At the same time, we also acknowledge the importance of sharing the experiences of our field-level functionaries. With this objective, the Department of Administrative Reforms & Public Grievances organized the District Collectors Conference in the month of January this year and it has been decided to have two such conferences every year. One important outcome of this first conference was the decision to develop case studies on field experience that could be used in various training institutions for discussion by our officers.

All the civil service officers are working to improve the system to make them efficient, citizen-centric, and innovative strategies are being employed by them. It is, however,

observed that they are working mostly in isolation. The department is organizing inter-services workshop for the first time this year to facilitate sharing of good initiatives and experiences among the All-India Services and Central Civil Service officers. The importance of training for preparing civil servants to face the multifarious challenges of governance in a diversified country like India has never been in doubt. You must have been aware of the National Training Policy formulated to give added fillip to their efforts to meet the training needs of our civil servants. The policy requires all the government department to set up at least 2.5% of their salary budget for training of employees. It is generally observed that the good organisations invest a lot and time for the resources of training for their workforce. We have Secretaries, Heads of the Departments, senior officers of the Government of India from various States. I would urge all of you to

implement the National Training Policy, which was unveiled recently, by the Government of India.

We have also communicated the policy to the state governments, for taking further appropriate action. I strongly believe there is no dearth of innovative talent in the civil servants of this country. They are comparable to the best in the world, under the leadership of Honourable Prime Minister, I am confident that we would be able to set the highest standards of governance in this country.

I once again, express my deep sense of gratitude to the Honourable Prime Minister, on behalf of all of you, for his guidance and visionary approach, to the civil services, in the country.

Thank you very much.

# Prime Minister's Awards

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## for Excellence in Public Administration

The Government of India has instituted Prime Minister's Awards for Excellence in Public Administration to motivate civil servants to give their best as well as to recognize the extraordinary and innovative work done by officers of the state and central governments.

During the 8th Civil Services Day seven initiatives have been conferred these awards.

### **Awards in the Individual category:**

- Shri Om Prakash Chaudhary, Collector Dantewada, for Educational Initiatives in Dantewada, Chattisgarh.
- Shri Amit Gupta, then District Magistrate of Budaun District, Uttar Pradesh, for the initiative, Dalia Jalao - Liberating Manual Scavengers and Moving Towards Total Sanitation.

- Shri Darpan Jain, then Deputy Commissioner Dharwad, Karnataka "Saving Open Spaces in Urban Lakes and Cultural Rejuvenation of the Twin Cities of Hubli-Dharwad.

### **Awards in the Group Category**

- Sugar cane information system of Uttar Pradesh.
- "Transforming the commercial taxes Department of Karnataka".

### **Awards in the Organisation Category:**

- Excellence in Rural Management and Development in the Challenging Physical Environment of the Himalayas, Sikkim
- Kaushalya Vardhan Kendra, Skill development project of the Directorate of Employment & Training, Gujarat



**Name of the Awardee** - Shri Om Prakash Choudhary, Collector, Dantewada

**Project in Brief**

South Bastar and Dantewada are known for incidences of naxalism and consequent violence. As a consequence, children drop out of school and the literacy rate is currently as low as 33 percent. The only way to contain extremism is to prevent future generations from following this ideology based on murders. With this in view, Shri Om Prakash Choudhary, District Collector embarked on a mission of mental transformation.

**Implementation Highlights**

- Residential facilities are provided to all out-of-school children. Ministry of Human

Resource Development (MoHRD) has sanctioned 500 seater residential campuses for the out-of-school children.

- No community school must be closed. As the situation gets better, these schools can be given more emphasis. Assessment of panchayats was done with the help of the locals, in places which were shut down due to conflicts or destroyed by the extremists.
- Educated and unemployed local boys and girls were employed as volunteers (Anudeshaks) for the survey of drop out children and enrolling them in prefabricated structures. Incentives were given to these volunteers for every enrolment.



- In cases where permanent structures are not possible, the district administration has installed pre-fabricated structures certified by the National Bamboo Mission.
- Education was made interesting to attract children and their parents, so that they will send their children even from far off places. Activities like Children Talent Festival, summer camps etc. provided children with a platform to express their talent.
- The infrastructure was created in record time and 21 pota cabins/residential schools are currently under construction.

#### **Tamanna:**

With a view to broaden the horizons of all levels of children, a science museum, a district library and an audio visual theatre were completed in a month's time at the district headquarters.

#### **Implementation of the provisions of the Right to Education (RTE) in letter and spirit:**

The RTE envisages enrolment of 25 percent of the children from the deprived society. But in places like Dantewada, these slots remain unutilised as there is no provision for residential facilities. Hence, the schools with government help are providing residential facilities so that students of marginalized communities may avail of school education.

#### **High School Education:**

In Dantewada out of 38,000 students (from classes 1st to 8th), only 5,116 make it to the classes 9th to 12th. To address the problem,

clusters from important junctions were chosen to provide residential support. It, thus, increased the enrolment numbers and also improved the quality of education.

#### **Chhoo Lo Asmaan:**

The programme is an initiative for qualitative improvement in Science Education in 11th and 12th standard. Realizing the difficulty of bringing quality teaching in science for a handful of children, a common centralized residential location was chosen to bring in all the students to this location. All the qualified and experienced teachers from the district were selected for this initiative.

#### **Education City:**

The district administration started establishing 97 acres of township at the cost of ₹ 100 crore dedicated exclusively for the residential and classroom educational facilities.

**Skill Education:** To add value to those students who have no basic literacy levels, a livelihood college was established on a public private partnership model. The main focus is on the 10th and 12th class pass unemployed youth. Through coordination and participation of organizations like Indicant, Tomorrow Foundation, Larsen & Toubro, skill building is imparted. The trained youth are then provided employment through, linkages to the industries.

#### **Outputs/Outcomes**

- The key functions of the initiative are the education and literary programs to those who are disadvantaged in the society. No child is deprived of education and moreover



skill building adds value to their personality and helps secure job.

- Increase in the faith in the system, as people from the interior villages now come forward to educate their children and thus the gap between government and the people has reduced.
- Enrolment, pass percentage, employment for the youth has improved at a high rate. 98 percent of the students from the 8th class have moved on to the 9th class.
- The beneficiaries are realizing the quantitative and qualitative change in the education system prevailing in the district.



**Name of the Awardee** - Shri Amit Gupta, IAS, then District Magistrate, Budaun, Uttar Pradesh

#### Project in Brief

The Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993 of Parliament and Hon'ble Supreme Court ruling in PIL, 2003 have banned the practice of manual scavenging. But the practice was still continuing in Budaun district and an initiative was taken to eliminate it. It was decided to collect baskets and brooms in the village and burn them in the presence of everyone. A rehabilitation package for those involved in manual scavenging was developed. They were given the benefit of various loan schemes of the government, pension schemes,

special scholarships for children, rural housing schemes and skill up-gradation training. The community of manual scavengers was involved and they organized themselves to eliminate manual scavenging. Their social inclusion was thus ensured. All dry toilets in rural areas were converted to flush latrines.

#### Implementation Highlights

- The work started in July 2010 and by July 2011, all the scavengers had been rescued and rehabilitated. Dry latrines were also phased out fully.
- Activities like daily reporting, reviews, open village meetings and distribution of entitlements in the meetings itself, involvement of Balmiki community and

participation of its leaders have ensured unprecedented transparency in the initiative.

- The most important stakeholders of this initiative were the people engaged in the work of manual scavenging. The strategy of the district administration to mark the ending of manual scavenging in villages with the burning of wicker basket of manual scavengers (Daliya Jalao) became the hallmark of the drive. The policy of utilizing the services of people from scavenging community as masons in toilet construction made them their own change agent. Thus, the participatory approach made the initiative self reinforcing.
- The Balmiki organization in the district namely Rashtriya Balmiki Jan Vikas Manch, popularly known as Balmiki Sena was involved from the beginning of the drive. The approach and concern shown by the district administration resulted in Balmiki Sena's intensive mobilization for liberating manual scavengers. It also exerted social pressure on their fellow community members who were still engaged in the practice of manual scavenging.
- The other important stakeholders of the initiative were users of dry latrine. Informing them about the ill effects of dry latrine made them come forward to convert their toilets. Panchayat representatives also participated actively in eliminating dry latrine from their villages. People from neighbouring villages were also very supportive as having dry latrine in nearby home caused health problems to them also.

- Village level government functionaries became active participants by constructing toilets in their homes and in their friend's and relative's homes.

### **Outputs/Outcomes**

- All the 2750 manual scavengers have been liberated. Their children and family members have been successfully linked to government welfare schemes and engaged in alternate trades like masonry, buffalo keeping. Their children have been enrolled in schools and have been given special scholarships.
- The existing 50,000 dry toilets have been removed and pour flush latrines are being used. As a result of the campaign, people are building new toilets by availing of government support of ₹ 1500.
- The families of manual scavengers are now opposing manual scavenging and their women are pro-actively working with Balmiki Sena to motivate manual scavengers in other districts to quit this inhuman occupation. They have made Daliya Jalao a counter hegemony strategy.
- There is a sharp decrease in epidemics and diseases in the villages. Diarrhoea cases have come down from 18216 in 2009-2010 to 12675 in 2010-2011. The number of children found sick in pulse polio rounds has come down from 155 to 95. The number of polio cases which were 52 in 2009 are nonexistent now.
- Four hundred villages and blocks have been covered. Five hundred masons have been trained, out of which 65 are from scavenger families.

## Category : Individual

**Initiative : Saving Open Spaces and Urban Lakes (SOUL) and Cultural Rejuvenation of the Twin City of Hubli - Dharwad**

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**Name of the Awardee** - Shri Darpan Jain, IAS then Deputy Commissioner, Dharwad

### **Project in Brief**

The geographical location, at the cusp of the Western Ghats and beginning of the black cotton soil, make the twin cities of Hubli Dharwad unique. The state of lakes and parks in the twin cities deteriorated with the drying up of lakes and pollution of the parks due to encroachments, sewage and garbage disposal. In addition, they also became a hub for anti-social activities. Lack of recreational and open spaces encouraged Shri Darpan Jain, Deputy Commissioner to initiate revitalization of the city by restoring its open spaces and urban lakes to achieve sustainable development. This would

also reinstate the trust of the citizens towards the development authorities.

In addition to the restoration of parks, open and recreational spaces, the second objective of the project was to restore the cultural legacy of Hubli-Dharwad, which was once the citadel for Hindustani music.

### **Implementation Highlights**

- Convergence of different departments, which were under the control of different bodies, under one initiative.
- Inculcating the need for a macro level initiative towards rebuilding the environmental sustainability of the city. This required convergence of funds from various

sources towards a larger objective rather than allocating them for smaller insignificant items.

- Introduction of unique architectural characteristic for the buildings by involving architects.
- Maximizing the use of services of the district construction agency, Dharwad Nirmithi Kendra which was made the implementing authority and helped in reduction of the cost of construction.
- Creation of separate trusts and user fees for each infrastructure set up to promote culture.
- Revenue through entry tickets, parking fees, lease of cafeteria and amusement area were directed towards the maintenance and sustainability of the project.

- Building of an environment friendly, culturally strong and healthy city while creating a unique identity.

### **Outputs/Outcomes**

- The initiative has been successful in creating infrastructure worth ₹ 40 crores.
- More than a lakh people are enjoying the various facilities created under the infrastructure every month. This is a testimony of the effectiveness of the initiative.
- The urban development along with the cultural development of Hubli-Dharwad has been successful in building an environment friendly, culturally strong and healthy city.
- The generation of revenue through user fees makes the initiative fully sustainable.



## Category : Team

Initiative - Sugarcane Information System,  
Uttar Pradesh

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### Names of the Awardees –

- **Shri Kamran Rizvi**, IAS, then Cane Commissioner, Govt. of Uttar Pradesh
- **Shri Amitabh Prakash**, Additional then, Cane Commissioner, Govt. of Uttar Pradesh
- **Shri Rajesh Kumar Panday**, then Joint Cane Commissioner, Govt. of Uttar Pradesh
- **Shri Anil Kumar Sharma**, then Chief Engineer, Govt. of Uttar Pradesh
- **Shri Sateyindra Singh**, Deputy Cane Commissioner, Govt. of Uttar Pradesh
- **Dr. Virendra Bahadur Singh**, Distt. Cane Officer, Govt. of Uttar Pradesh

### Project in Brief

Sugarcane procurement is a sensitive issue in any state. In Uttar Pradesh, which has half the national sugarcane producing area, it also has a bearing on law and order. Hence, management of sugarcane procurement is a difficult and sensitive issue. In order to manage this process of procurement, the team of officers led by Shri Kamran Rizvi, took measures that led to the development of sugarcane information system, at no cost to the Government. This project is an outcome of a collaborative process between the Government, private sector and the cooperative. The system has enabled a transparent and easy method of procurement and has benefitted both the farmer and the industry.

### Implementation Highlights

- **Collaboration:** The cost of the system was borne by the sugar mills; the Grower Societies provided their database, while the Government was the system planner, facilitator and integrator.
- **Accessibility:** To allow accessibility to all the stakeholders of varying literacy levels, the information is made available through 3 systems; a website (highly literate who have access to a PC), SMS & Query SMS (medium level literates who are mobile phone users) and through IVRS (low level literates/illiterates who use a landline/mobile phone). The language of the SMS was set in Hindi, for effective communication.
- **Hand Held Computer:** In order to reduce the errors due to traditional handwritten transaction slips, hand held computer was installed at the purchase centres of the sugar mills. The hand held computer connects the main computer of the sugar mill with a printer and a GPRS. The hand held computer prints a weight slip and sends an SMS regarding the transaction, the grower's database also gets automatically updated with this information.
- **Standardization:** Centralized setting of standards ensured that all the sugar mills in the state adhered to uniform standards.
- Training was provided to the IT personnel of each of the 125 mills to ensure flawless

execution. The farmers were simultaneously trained on the effective use of the three systems.

## **Outputs/Outcomes**

### **Total Coverage**

- Every farmer in the catchment areas of mills is covered.
- 125 Sugar Mills covered.
- Number of sugarcane farmers under SIS is 30,00,000.
- Improved communication between the farmers and the sugar mills.
- The project has brought in complete transparency in the sale and purchase of sugarcane worth ₹ 18,000 crore.
- SIS tracks 15.0 crore interactions/ transactions of each of the 30 lakh farmers on a minute-minute basis.

### **Financial Benefit**

- Total savings - ₹ 1547.26 crore
- Farmers - ₹ 846.54 crore

- Sugar Mills - ₹ 700.72 crore
- No cost to Government
- Free to farmers

### **Effectiveness**

- 145.77 million SMS
- 3.48 million hits on website
- 2.76 million IVRS calls

### **Benefits to Government**

- Transparency and better control
- Increased efficiency and effectiveness
- Elimination of sugar mafia
- Reduction in layers of Government

### **Benefits to Sugar Mills**

- Supply of fresh sugarcane with higher juice and sucrose content
- Increase in production
- Better capacity utilization due to optimum scheduling.

## Category : Team

Initiative : Transformation of Commercial Tax  
Regime in Karnataka

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### Names of the Awardees

- **Shri Pradeep Singh Kharola,**  
IAS, Commissioner of Commercial Taxes (CCT),  
Commercial Taxes Department Government of  
Karnataka
- **Shri Ajay Seth, IAS,**  
Principal Secretary (B&R), Finance Department,  
Government of Karnataka
- **Shri Subhodh Yadav, IAS,**  
Addl. CCT, Commercial Taxes Department  
Government of Karnataka
- **Shri H. N. Jaypal,**  
Addl. CCT, Commercial Taxes Department,  
Government of Karnataka
- **Shri Venkateshan A.,**  
Deputy Director General, National Informatics  
Centre
- **Shri P. V. Bhat,**  
Sr. Tech Director, National Informatics Centre
- **Shri R. E. Thippeswamy,**  
Asst. CCT, Commercial Taxes Department,  
Government of Karnataka

### Project in Brief

The Commercial Taxes Department is responsible for ensuring that millions of commercial tax transactions that occur per day are being accounted for. Traditionally, these procedures were done manually, which complicated the task of monitoring. The tax payers were required to physically go to the offices every month to file returns, remit taxes and for other formalities. The bulky paper documentation was difficult to process and evaluate, besides lacking transparency. In the wake of such scenario, the interface of the Department with its taxpayers was converted to interaction through 'internet' only. The internal processes, laws and the rules were changed accordingly to suit the initiative of 'Transforming the Commercial Taxes'. In addition to the installation of robust hardware system across the state, capacity building within the department as well as the taxpayers was required to adopt the new technology.



### Implementation Highlights

- Introduction of a new paradigm in tax administration, which includes new systems and procedures, self policing systems like:
  - e-SUGAM (Simple Uploading of Goods Arrival and Movement).
  - e-SUVEGA (Simply Upload about the Vehicle and Go Across).
  - e-VARADAN (VAT registration and Documentation Access through Internet).
  - e-VARADI (VAT Return and Data through Internet).
- In addition, electronic remittance of tax dues through e-payment has been introduced for eliminating the hassle of clearing the cheque payment by the dealers, along with online issue of statutory forms and grievance redressal. e-GRAHAK (Guaranteed Response Against Hidden Activities of tax evasion in Karnataka) has been introduced for complaint redressal and to ensure effective and transparent delivery of services.
- The initiative recognizes the department as a service provider. All the payments to be received and the services delivered are done electronically.
- Training was conducted for the officers at various levels for capacity building. In addition, transparent personnel policies have been introduced which has increased

the morale of the employees and gave them exposure to all types of jobs.

- In addition, e-CAS (Comprehensive Assessment System) has been introduced to strengthen internal accountability.

### Outputs/Outcomes

- Implementation of the initiative reduced the number of people coming to the department on a daily basis to less than 1,000 per day, from approximately 30,000 people before the implementation of the initiative.
- The revenue recorded a growth rate of about 22 per cent in 2011-2012. This was 27 per cent in 2010-2011.
- The initiative has proved to be environment friendly initiative with the saving of at least three tons of paper per day.
- The average waiting time has reduced from seven minutes to less than a minute. e-SUVEGA has reduced the time for transit pass from one hour to three minutes. The initiative has increased the transparency and accountability of the Department, thereby, eliminating corrupt practices.
- The office-dealer interaction time, time of physical visits to the department has been reduced to a large extent with the introduction of this initiative, thus, proving to be effective as well as efficient in service delivery.

## Category : Organization

Initiative : Excellence in Rural Management  
and Development in the Challenging  
Physical Environment of the Sikkim Himalaya

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### Name of the Organization-

Rural Management and Development  
Department Organization Government of  
Sikkim

### Project in brief

Sikkim is a region that has no rail or air connectivity. The combination of a fragile ecosystem, weak geology along with heavy rainfalls has resulted in frequent natural calamities and road blocks. The households are scattered over the steep terrain. The project deals with providing basic infrastructure and services, providing earthquake resistant housing, increasing tourism activities, increasing accessibility and development of the citizens who are living in difficult physical conditions. This is done by adopting

a decentralized planning approach with the preparation of perspective and multisectoral plans at the gram panchayat level under the Village Development Action Plan (VDAP).

### Implementation highlights

The following were the project highlights during the years 2008-09 to 2011-12:

- **Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA):**  
100 percent implementation of the program given to gram panchayats. It promoted micro-works across the mountain terrain to encourage the participation of rural women and facilitate demand. Quality social audits were done to increase transparency of operations.



- **MGNREGA-Dhara Vikas:**

Supplementing the ground water recharge, reviving springs using geo-hydrology techniques to address the problem of drying springs, especially in the drought prone South and West Districts. This program has also been extended to dried-up lakes and streams as well. The Village Spring Atlas was prepared by scientific mapping of more than 700 springs on Google Earth.

- **Sanitation:**

Sikkim is the first and only state to accomplish 100 percent sanitation in 2008.

- **Sideshwar Dham:**

An innovative pilgrimage and tourism initiative conceptualised in 2007, and undertaken in Solophok, Sikkim.

- **Chief Minister's Rural Housing Mission (CMRHM):**

Conversion of all the kuccha houses to pukka houses for improving the qualitative housing status of the rural poor through saturation approach. Provision of single storied earthquake resistant, reinforced concrete frame structure with columns and tie beams with a 605 sqft plinth area with construction in owner driven mode.

- **Creation of Block Administration Centres for strengthening last mile G2C public delivery system :** 29 Block Administrative Centres (BACs) have been established to provide administrative, accounts and technical support to a cluster of gram panchayats as part of the decentralized development approach.

- **Village Development Action Plan (VDAP) at Gram Panchayat Level:**

The VDAP formalises the decentralized planning process. Multi-sectoral plans have been prepared at the gram panchayat level.

- **Climate Change Related Vulnerability Assessment at Gram Panchayat Level:**

This assessment was undertaken at the gram panchayat level using standard scientific protocols of exposure, sensitivity, and adaptive capacity as prescribed by the Intergovernmental Panel on Climate Change (IPCC).

### **Outputs and Outcomes**

- Poverty has reduced from 30.9 percent (2004-05) to 13.1 percent (2009-10), which is significantly lower than the national average of 29.8 percent for the year 2009-10.
- At least 65 percent of the rural households were employed through the MGNREGA in the year 2011-12 whereas it was 22 percent in 2007-08.
- Sikkim is the first and only state to accomplish 100 percent sanitation in 2008.
- At least 87.2 percent of the households have access to toilets within their house (2011), as compared to 36.3 percent in the year 2001.
- The number of thatched roofed houses has been reduced to less than 6 percent in the year 2011.
- Accessibility to water (tap water as a source of drinking water) has increased from 70.3 percent in the year 2001 to 85.3 percent in the year 2011.



#### **Name of the Organization-**

Directorate of Employment and Training,  
Government of Gujarat

#### **Project in Brief**

With a goal of providing employment to the youth of Gujarat, the Directorate of Employment & Training, Government of Gujarat started imparting skill development training to youth through village cluster training centres in villages, under Swarnim Gujarat Gramya Kaushalya Vardhan Kendra (KVK) Yojana. It was decided to establish KVKs in urban villages having more than 10,000 population in general area and 7,000 population in tribal area for a cluster of around 7 to 10 villages. The emphasis was also on the villages where the vocational

training facilities were not initiated by the State Government.

#### **Implementation Highlights**

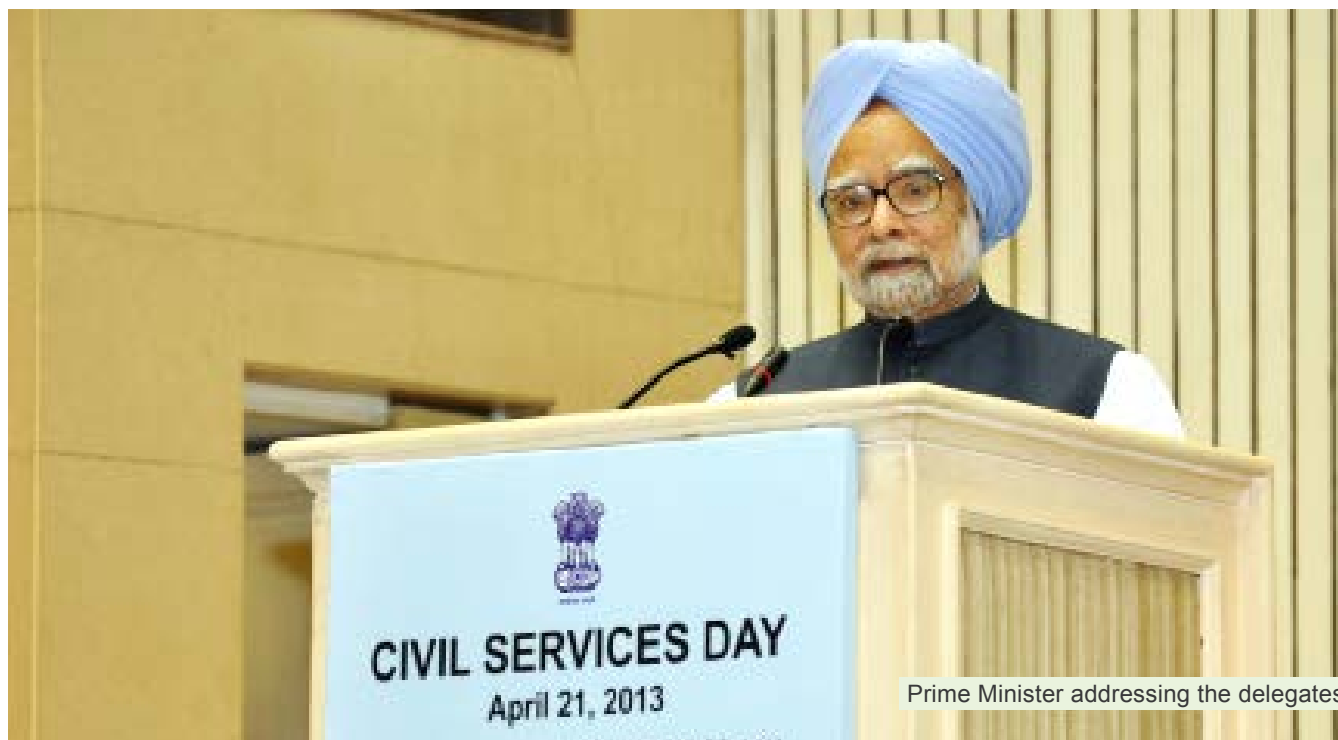
- The course fees are affordable. A nominal rate of ` 50 per month is charged for general candidates while schedule caste/ schedule tribe/physically handicapped candidates and women are not charged any fees. There is no upper age limit for obtaining the skills. The trainees are not required to travel a long distance to avail the training.
- As many as 1076 skill sets useful for improving quality of life were identified by the department. Out of these, currently 72 training courses are being imparted in KVKs that have better employment opportunities.

- No expenditure was incurred on creation of new infrastructure. The existing infrastructures of government and local bodies were put to use for the KVKs. A few KVKs also operate on the rented premises.
- All the 300 KVKs have direct to home (DTH) connections. So, periodic special lectures are arranged through satellite communication (SAT-COM).
- Monthly meeting of all coordinators of KVK of the State are held at the head office.
- The Planning Commission has appreciated the Kaushalya Vardhan Kendra project and sanctioned ₹ 125 crores for the year 2010-11.
- Percentage of women participants increased from 47 percent (2010-11) to 58.67 percent (up to November 2012) in 2012-13.
- KVKs have given impetus to a new form of training culture among the rural folks specially women.
- Number of SCs trained increased from 42240 in 2011-12 to 71615 in 2012-13.
- Number of STs trained also increased from 91732 in 2011-12 to 154548 in 2012-13.
- Number of OBCs trained increased from 109756 in 2011-12 to 183086 in 2012-13.
- Number of physically handicapped candidates trained increased from 720 in 2011-12 to 1618 in 2012-13.
- MoU with Ahmedabad Municipal Corporation was entered into to train youth in the construction and gardening sectors.

### Outputs/Outcomes

More than 4.37 lakhs people have obtained training. This has increased the employability of the trainees from rural areas:

- Increase in the number of trainees from 3,64,091 to 6,26,413.



I am very happy to be with you today, as you begin your deliberations on the occasion of the 8th Civil Services Day. In these inaugural remarks, I wish to make a few points about the topics on your agenda. I also propose to touch upon some issues that are not a part of the agenda but which I feel are of particular relevance to the functioning of our Civil Services in the present difficult times.

But let me first congratulate the bright Civil Servants whose work we have honored today. India's rapid progress depends critically on our ability to be innovative and enterprising in a diverse range of areas particularly in the field of Public Administration. I am happy that we have recognized the innovation and enterprise these Civil Servants have shown in finding practical,

pragmatic solutions to various problems. We need more creativity of this kind. And we need to build an environment in our country where creativity, entrepreneurship and enterprise are encouraged and amply rewarded. While on this subject, I would also like to compliment the Department of Administrative Reforms and Public Grievances for bringing out a compilation of 14 good governance initiatives from various parts of our country titled Thinking out of the Box.

This brings me to the issue of the collective capability of our Civil Services to be innovative in their approach to solving problems and to think out of the box. This is also broadly the first subject on the agenda of this conference. Making the Civil Services Fit for Future requires

efforts in many dimensions, some of which are listed in the papers that have been circulated. I would, however, confine myself to making some general remarks on this issue.

In the last two decades or so, the role of the Government has undergone a major transformation in many sectors of the economy. We have moved far away from the command and control economy of the earlier times. Ensuring good governance and managing the economy today are extremely complex tasks. How to ensure that our Civil Services have the required sets of skills to manage this complexity is a major challenge before us. I would urge you to consider ways and means of meeting this challenge. I would also like to emphasize here that officers in the Civil Services need to be provided top class training early in their careers to equip them with the tools necessary to understand the underlying logic and complexities of governance and having good systems in place.

Another issue that will determine how fit the Civil Services are for the future is whether we have an effective system in place to incentivize innovation and remove inefficiency. We could perhaps learn from best practices across the world how such a system could be evolved.

I understand that you will also be discussing ways and means of addressing the challenges in delivery of public services. Providing access to basic services to our people is one of the primary responsibilities of any modern Government. Our citizens need access to quality education, quality health services at affordable costs, provision of safe drinking

water, sanitation and so on. And in providing these services we have to take special care of the needs of those sections of the society which are socially and economically backward and under privileged. We must recognize that we have a lot of work to do to bring the delivery of some of our basic public services up to the requisite standards. I am happy that we have made good progress in putting in place a legal framework which would help us in improving matters. The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011 is under consideration of our Parliament. This, when enacted, will give our citizens the right to receive specified goods and services in a time bound manner. It is encouraging that several States have also taken the initiative to enact similar laws for their own states.

Our Government has also made sustained efforts to curb corruption, enhance transparency and accountability in the work of public authorities. There are several legislative initiatives that we have taken in this regard, for example the Right to Information Act, the Lokpal and Lokayuktas Bill and the Whistle blowers Protection Bill. These are intended to also help in improving the standards of delivery of public services in our country.

However, in a country as diverse and as complex as ours, we cannot always find standardized solutions for improving the delivery of public services across various regions and States. These solutions would often have to be area specific and would depend on a host of local factors.



We also need to make full use of new and modern technology not only in the delivery of public services but in governance in general. A good example of such use is the Aadhar program for providing all the residents of our country a unique identity, and also the Direct Benefits Transfer scheme based on Aadhar numbers that our Government launched a few months back. The Direct Benefits Transfer scheme now covers 121 districts of our country. It will lead to better targeting of subsidies and reducing delays in the delivery of benefits such as scholarships and pensions to the intended beneficiaries. It will also help in curbing wastages and leakages, and result in greater financial inclusion. I think it is also important to recognize the fact that the programs like the Direct Benefits Scheme also give a sense of empowerment to our people, increase their faith in the processes of Governance and therefore have a far larger positive effect than can be measured by the direct advantages they confer. I would urge those of you who are involved directly or indirectly in the implementation of the Direct Benefits Transfer scheme to ensure that the scheme is a success.

The subjects of strengthening our rural economy and expanding employment opportunities close to rural areas are vast and complex. But, the criticality of agriculture to good performance of our economy is pretty obvious. I am happy that in the 11th Plan we have achieved a record agricultural growth. We need to build on this momentum. I would not like to go into the specifics of what needs to be done to strengthen agricultural performance in the country as a whole. But, I do wish to point out that States should give greater attention to this vital sector

of our economy, especially in the areas of agricultural research and extension services and selection of officers in their agriculture departments. The agriculture sector deserves the best and brightest of our Civil Servants.

We must also make concerted efforts for developing skills in our young men and women, both in rural and urban areas, to enable them to gain productive employment. This is the only way to reap advantages of our potential demographic dividend. Our Government has launched a massive program of skill development, which I hope will be implemented effectively. I would also like to mention in passing the need for strengthening the implementation of our flagship Mahatma Gandhi National Rural Employment Guarantee Scheme, which by most accounts has been a success.

Even as we make efforts to strengthen the rural economy, we must keep in mind that with India's economic growth, there will be large movements of people from rural to urban areas. Management of urbanization, therefore, is an area which requires much greater attention on the part of all our planners. It is estimated that in 20 years time, nearly 50 percent of our population will be living in urban areas. We have, therefore, to ensure that our towns and cities provide public services of a high quality to their residents. To that end, much greater attention has to be paid to the modernization of the processes of municipal governance. This is the subject which has not received the attention it deserves. I urge, all our Civil Services also should be better equipped with skills for managing processes of urbanization and urban spaces. Our Civil Servants should



be given requisite training to master the skill in the early part of their careers.

Before I conclude, I would like to touch upon three other subjects that I consider important. The first concerns the safety, security and status of women in our society. It is widely accepted that, as a country, we have vast improvements to make in this vital area. These issues came into sharper focus after the horrific gang-rape incident in Delhi last December. The gruesome assault on a little girl a few days back reminds us once again of the need to work collectively to root out this sort of depravity from our society. The agitations that have followed the two incidents also point to the need for showing concern and sensitivity while dealing with the public anxiety that such incidents generate.

Our Government has moved with speed in strengthening the law to be able to deal more effectively with offences against women. But, this is only a small part of what needs to be done. All of us, as responsible citizens, have a special obligation to contribute to the social and economic empowerment of women in our country. We need a wide spread national movement in that direction. As leaders in Government your responsibility to ensure this outcome is even greater.

The second subject relates to our economy which is passing through difficult times. As I have said earlier, I believe that we are facing only a temporary downturn that we should correct as quickly as possible. Without going into the reasons for the downturn, I wish to emphasize the need for boosting investment across sectors to help us emerge from the

existing difficult situation. Our Government has taken a major initiative in setting up the Cabinet Committee on Investment for far-reaching industrial and infra-structural projects. The Committee has made encouraging progress. But much more needs to be done, particularly for building a climate that is perceived to be friendly to enterprise and investment. Many of you work in areas and organizations that have a direct bearing on the achievement of this task and I would urge you to give the maximum possible attention to it.

Yet another area which I would like to stress relates to the management of national disasters. Owing to its peculiar geo-climatic conditions, our country has always been vulnerable to natural disasters such as floods, droughts, cyclones, earthquakes and landslides. Climate change is likely to further accentuate the frequency and intensity of these natural disasters. In addition, unsafe building practices in rapidly growing urban settlements also constitute a major challenge for those charged with the responsibility of managing disasters. Handling disasters requires a multidisciplinary approach and specialized skills acquired over a long period of time. Some of our civil servants get first-hand experience in the area of disaster management very early in their career. We ought to identify best practices, document them properly and disseminate them widely so that we are prepared when a disaster hits us. While relief and rehabilitation are central to our approach in managing the fall out once a disaster happens, we should not lose sight of pre-disaster issues of prevention, mitigation, and preparedness.

I believe that each one of our Civil Servants, whatever their seniority or assignment, has a very meaningful contribution to make to our society and our country. Today's occasion gives you an opportunity to reflect on your role and performance, your successes and, if I may say

so, some failures. I hope you will make full use of this opportunity to find even more efficient ways of discharging your responsibilities in the service of Indian people.

I wish you all the best in your endeavors.



Honourable Prime Minister of India, Honourable Union Ministers, Honourable Minister of State in the Prime Minister's Office and Ministry of Personnel, Public Grievances and Pensions, Esteemed dignitaries on the dais, present and past Prime Minister Award winners, distinguished civil servants, Media representatives, Ladies and gentlemen.

On behalf of the Department of Administrative Reforms and Public Grievances and my colleagues from the civil services, I would like to thank the Honourable Prime Minister for accepting our invitation and sharing his thoughts with us. The Civil Services Day was celebrated for the first time on April 21, 2006 and almost ever since then the Honourable

Prime Minister has been inspiring us on this occasion. We are also extremely grateful to you Sir, for conferring the Prime Minister's Awards for excellence in Public Administration. Thank you Sir, for your kind words of encouragement and motivation. We have noted the directions, suggestions given by you and we all will strive to work towards them.

Such events demonstrate the solidarity of civil servants. At times we all have struggled either in achieving our goals or reaching out to the citizens which may demoralise or de-motivate us. Occasions such as the Civil Services Day motivate us again because it reminds us that no problem is insurmountable and as they say "this too shall pass". Today we get an opportunity

to interact with each other and understand our problems, participate in the panel discussion and this encourages all of us. It is a day across services, across hierarchies and I urge you all to work towards making the welfare of the common man a priority.

We are also grateful to the Minister of State for Personnel, Public Grievances and Pensions for his guidance in all the activities of the Ministry. Sir, your support has emboldened us in undertaking a number of new initiatives.

I wish to place on record our sincere gratitude to Cabinet Secretary and the Principal Secretary to the Prime Minister for their leadership and

constant support in all our ventures and in particular for the Civil Services Day. We are also grateful to the Advisor to the Prime Minister and the National Security Advisor for gracing this occasion with their presence.

We owe special gratitude to the officials of Doordarshan, NIC, CPWD, ITDC, the Audio Visual Staff, Vigyan Bhawan Staff, volunteers and other officials who have worked hard to provide logistical support and make this possible. Last but not the least I would like to thank the members of the media for covering the event.

Thank you very much.



Honourable Ministers, Cabinet Secretary, Principal secretary to Prime Minister, Secretaries, Colleagues, Representatives of the Media, Our young entrants to the Civil services, and Friends.

I am indeed most grateful to the Cabinet Secretary and his colleagues for giving me this wonderful chance to share my thoughts on challenges facing the civil services today and the opportunities that are unfolding before us. I am particularly glad to welcome the young entrants to the civil service as they will carry the insights they gain today for the next 31 years or so in public service. In a way this is one of the most exciting days of my retired life, as it gives me a chance to acknowledge the

encouragement and support I have received from my seniors in the past and from Ministers and Prime Ministers that I had the good fortune to serve.

When I was trying to enter the government service, I was told and I knew how difficult it is to enter government service but nobody told me how difficult it would be to get out. So after serving 45 years straight for the Government and coming back to lead a passive retired life, I found that I was still required to do some more and serve on the Committees for subjects I had no experience of such as Corporate governance, Company Law, Civil Aviation, etc. But I knew something about security so I did security advisory and the Task Force on this



was setup last June. I am indeed one of the most fortunate members of the service to have been treated well on every occasion. We have had the benefit of a very inspiring address from the Prime Minister and the observations of the Honourable Minister in the Prime Minister's Office and the Cabinet Secretary. My task is rendered easier but also a bit difficult because I have to skip several paragraphs of my address which have been very ably covered by the distinguished Gentleman before me. They have given valuable leads and insights, which will set the right note and guide the deliberations on important subjects for the rest of the day.

If we dwell on the security scenario first we find that hardly any country is facing as complex an environment as India. We are a union of states of over a billion people with enormous religious, linguistic and cultural diversity and also wide social and economic disparities. With the growing movement of persons in pursuit of non-agricultural occupations, we are witnessing the world's largest urbanisation process. This will require tremendous effort to provide them support services and tier-2 towns and to upgrade their skills for jobs in the non-agricultural sector. Large stretches of our borders are disputed and territories contested. Porous land borders and a vulnerable coastline impose a heavy burden on security agencies and Customs authorities. The spectre of terrorism looms its ugly head at frequent intervals, hostile activity emanating from our western neighbourhood referred to as the epicentre of all terrorism, makes the problem much more acute. The centre of strategic gravity is shifting from the west to the east and we have a kind of an expectation to

meet as to who will be leading China or India, or India or China in Asia in the next few years. I recall here an observation made several years ago in the early 80s, in fact by Henry Kissinger, that in the 21st century who will play the leading role in world affairs and he started with USA, Europe, Russia, China, Japan and probably India. So when he was visiting at a conference in India, I asked him what he would say. Would he use the same adverb 'probably'? He said that he would change it to most probably. But in recent years he has been more forthcoming and when he was being asked as to what the factors are, why is he still a bit cautious, he said nobody can stop India from playing a leading role except one and that is the Indians. So we know what is the challenge we face and what are the opportunities that are before us.

Let me begin by describing where the civil services fit in the scheme of things. At a basic level, the civil servants are the more organised and structured segment of the body of public servants which are within a larger group of agents and here I don't mean lobbyists or something like that but I refer to what any civil society, civilised society would. Civil society has acquired a different connotation, so I will use the word civilised society. A civilised society has to entrust the functions of managing its affairs to agents including those who exercise authority vested in them commensurate with their responsibility for acting on their behalf. The costs involved in the process are known as agency costs and if these costs are high, then mis-governance is obvious but if the relationship and the balance is maintained, it will lead to good governance. The same is

true about services rendered inefficiently and at high cost. Thus good governance requires all agents which are a larger class in the body of public servants to function with impartiality and integrity, in particular, public servants are a higher responsibility as they hold positions of trust and control over social assets and public welfare.

Effective organisation, be it finance of public order or implementation of rule of law, requires a body of trained civil servants who are committed to the achievement of national goals who function in a transparent and fair manner and who are accountable for their actions in every field. People exercising authority are sometimes prone to considering themselves as elite or a guardian class. This is incongruous in a democracy and in present times even more so. What actually means is how we shall watch the watchdog? This is the route of accountability society would want to know how its servants function. At the same time, enforcement of accountability has to be done in a manner that ensures responsible behaviour without sapping the initiative of the officers or impairing his or her ability to take bold or timely decisions in the public interest. It is acknowledged that civil services have performed reasonably well over the last 65 years or so after independence, given the paucity of resources to deal with very serious administrative problems. The civil services have provided administrative support to the political leadership and helped maintain the republic on a united democratic path that is the envy of the developing world. It has been possible over the years to solve major problems substantially and bring about improvements in

food and agriculture, infrastructure, education, across the board.

What distinguishes the civil services from other public services is that the posts they hold are not only offices of trust but also offices of record. As keeper of the record in a permanent establishment, they provide continuity and stability of relevant data supporting the transactions of business on behalf of the government that contributes to good governance. Above all, it acts as a cushion, shock absorber under layer of supporting infrastructure to the country when there is political instability or frequent changes of government and holding of early elections. An initiative was taken by the Cabinet Secretary recently asking Secretaries to Government to suggest innovative measures to improve administrative performance. I am reminded here of the observation made by one of my bosses, the then Home secretary, that Government pays us not only to do hard work but also to do some thinking and that is something that came to my mind when I read of this news item.

The 10th report presented by the Second ARC on refurbishing of Public Administration presented in 2008 is an important document and has made very far reaching and radical recommendations. I was glad to know that the recommendation with regard to training capacities, etc. has been taken note of and action is being taken on that. The ultimate strength of the civil service lies in the quality of the human resource that populates it. But here I find that we are afflicted by insufficient quantity as well. People are surprised when they are told that significant

deficiencies in number as well as quality are there and if these left unchecked could create a crisis of competence in administration. That was the conclusion of a task force that I was a member of, recently when we did an analysis across the board. Even in the higher services, the shortage is there. In the IAS I believe it is more than 1700; IFS 780; and 560 in the IPS. These are kind of deficiencies which are very difficult to understand when there is an annual recruitment through the UPSC. With regard to the specialised personnel, the position is even more serious. With the rapid advancement in technology in every field, the requirement of expert and trained personnel is increasing at a fast pace. Our examination of the scenario showed that in the whole area of cyber security, we are woefully short of the type and number of cryptographer experts well versed in the algorithms or defending against cyber-attacks we require. We are far behind in this respect as compared to USA and China. MEA is facing shortage of people with linguistic abilities, intelligence agencies are facing shortages. It seems true of the internal security organisations when it comes to regulatory experts who can analyse explosive material and so on. There is a shortage across the board and the position at the state level is even worse. If we take the internal security scenario, we find that left wing extremism, socio economic conflict, radicalisation of youth, communal and ethnic strife and with cities having to cope with growing influx from the rural areas, these have over strained the resources available with the district administration, local bodies and the police. Various committees have concluded

that a radical overhaul is needed of the police and the criminal justice system and centre and states have to provide substantial additional resources for this purpose.

The Prime Minister has already referred in his address to the recent incidents that have taken place. It is not only about the incident. It is very difficult for the police to guarantee that a horrible crime will not take place. It is just not possible. What they have to guarantee is a quick response. An assurance to the community that all due preventive measures have been taken and that is where the problem lies.

Now, if you see what is the deficiency in the area of police services. When we were having a discussion with the then Home Minister, he told us that if we total the vacancies in all the states, there are half a million posts of constabulary lying vacant. This is again sanctioned strength. The sanctioned strength is still quite poor. That means you have half a million vacancies at the police station level because they are composed of 80% posts in the police organisation. So today we are in a situation where in the 21st century the type of police stations we have, remind us of the 19th century. So we have to ensure that centre and state governments have a plan and they make adequate resources available to staff and equip these police stations to serve the people of that area at a level which they expect and I don't think any tinkering or tackling the problem or tweaking it is going to solve the problem. There has to be an absolute massive overhaul of cadre structure offering them a proper career. Today most constables get a chance, a crack

at the post of head constable after 25 years of service. What do you expect this person to do? Can he discharge the type of duties we expect from an officer in the police station when there is a crisis situation? I think we are expecting too much here from an organisation which we have ourselves under-resourced for the last 65 years. In these shortages in various services across the board have to be filled expeditiously. We have to find innovative measures. I don't think the recruitment procedures or the training capacity available can meet a situation of this order.

Same applies with regard to posts involving technology skills. With its rapid advancement, it has posed new challenges but also given new opportunities. The most important instance is the growing application of information & communication technologies. It has already established a good presence in distance learning of higher education and is a useful tool for enhancement of quality and giving access to affordable education. ICT has transformed the way information and communication has to be handled within the department and the interface between Government on the one hand and the media and the people on the other. The diffusion and decentralisation of information is growing exponentially, driven by new technologies and greater assertion of independence by the media coupled with the facility now available to the media and the public at large under the RTI act has created new situation, something that I and my esteemed colleagues on the retired list present here today have little experience of. All this demonstrates the need for reforming the whole system of public dissemination of

information and greater professionalization of the information service. In the fast changing scenario, information service officers should be encouraged to have brief stints in the media houses outside and there has to be a regular interchange of expert personnel between the government departments and the media agencies. Institutional training capacity already has been mentioned.

In the interest of time, I will come straightaway to enforcement of accountability of civil service. This has become more complex and intractable and here I would like immediately to jump to what is happening to CAG reports. A spate of CAG reports and media exposures generated a lot of negative publicity. There are a number of external agencies looking into cases of corruption and malpractices by public servants. Agencies like the CVC, CBI, besides the CAG, and the media investigations give the impression that internal policing, supervision and discipline control are now less important and ineffective. Much greater importance in my view is to be given to these activities which are normal to any Department. There is no way that enforcement or supervision of the conduct of officers can be out sourced by any Department or Ministry. This is what is happening today. Most Heads of Departments rely on external vigilance, on CBI the public. People think that civil servants have a siege mentality. They close ranks and defend their own. This kind of thing is going to be very deleterious. I think the actions of the outside agencies have to be by view of exception only if there is obvious criminality in the instance of bribe taking. But when it comes to observance of the rules of procedure or the

fairness of commercial decisions taken, I think at the outset one would like to be judged by one's peers and superiors and not by an outside authority which may be less than expert in that area.

A word about audit. It is generally not known that auditors are amongst the oldest civil servants along with storekeepers and paymasters. Even in ancient Egypt and China, the ruler was forced to send out his trusted agents to hear and listen what was going on and then report back to him. That is why he is known as an auditor and not an inspector. So it is to be seen in its origin, it was a trusted instrument of the executive not of the judiciary or something outside the executive, but today the role of auditor in a democracy has acquired a new dimension and a position of high public trust. This is good for governance but the manner in which recently reports have got leaked and discussed in the media even before the Ministry has a chance to make observations or it could be presented in parliament has created an extraordinary situation. It is forgotten that audit function is very helpful and useful to the executive in getting an objective well considered and an outside report on the integrity of its servants and the propriety of public expenditure. What is however not appreciated is that by its very nature, every report of the CAG has to be critical and every paragraph of that report has to be critical, because if at the draft and finalisation stage no misdemeanour is found, that paragraph has to be dropped and deleted. Thus a fraction of the decisions taken in a Ministry which are called into question overshadow a very large number of correct decisions, the public thus gets a

distorted picture and of course parties cannot restrain themselves from making capital out of it. This is not to belittle the role of the CAG in exposing misdemeanour or mis-utilisation of public funds but very often the circumstances prevailing at the time the decision was made and the information that was then available is not given due regard while passing a sweeping judgement with the benefit of hindsight. What can improve this situation is a strong internal audit within the ministries that would ensure better and timely supervision of expenditure and performance. Today the system relies heavily on external audit that only helps to lock the stable door after the horse has bolted. The internal audit bureau would reduce the burden on the external audit teams and enable timely corrective action to be taken. I believe such a system is prevalent in the French Government.

Now to come to the environment that prevails today when our civil servants are taking decisions. A high degree of mistrust and low credibility describe the environment in which the civil servants seem to be working today. This has taken a toll on expeditious decision making. The other aspect is the definition of criminal misconduct in the Prevention of Corruption Act. Already some reports have appeared to this effect. Surprisingly section 13D of this Act provides criminal misconduct in cases where without any guilty intention, without any personal gratification, if any undue benefit was caused to any party without any public interest, the officer is accused of criminal misconduct. This is a problem which has got compounded recently because of a number of cases having been reopened very often after



retirement where an officer has great difficulty in proving that what he did was in the public interest in the circumstances prevailing at that time and the judgement exercised is not by his peers but by an agency which might not have the expert knowledge of that subject. In this case the Prime Minister has said that if an officer has worked in good faith and taken a decision which he believed sincerely was in the public interest, he should not be made to go through this ordeal. I would not labour on this point because I am told that some such provision is already before the Government and it is a draft bill to that effect. I will leave it here.

Now what happens when a loss of morale takes place? The officers start covering their tracks. Undue references are the order of the day. The easiest is to raise a legal issue and send it to the law ministry. There have been cases where the law ministry said what they are supposed to do there. Then when the file comes back, a decision is taken and the file is sent again that please see if it is alright in terms of the things and sent back again. The other problem is according to reports which come out. Every senior officer is told why did he overrule the note which came from the subordinate. And if that somehow helps a private party, the senior officer has had it. So that means whatever comes up has to be approved, if you change and the change favours any party then you have to be in the dock and explain why you did it. This is becoming another problem.

I am reminded, when I was in the Home Ministry at the time of writing of the appraisal reports of the Joint secretaries, the then Home Ministry

Mr. L. P. Singh used to call a meeting and would ask them to show him the files where they had overruled the Deputy Secretary and if he found that there was hardly any occasion that the Deputy secretary was overruled then he would ask why is your post needed, please tell me. Now today this is one problem which afflicts senior officers. The third is indecent haste. If you dispose of the file quickly and it relates to a licence or an award or contract you had it. I remember right from the days when I was in Ministry of Industry and then Home and Defence, no file was on my table the next day. Every day when I would walk into my office the table would be clean of all files of the previous day. I do not know what would be my future today. Most cases remain pending because officers feel that somebody else should else take the lead. The progress of important projects, including high value infrastructure projects, communications, support systems suffer because of this. It is time we did some self-analysis and told each other the way it is otherwise our reputation internationally is that one of the biggest hurdles to a higher economic growth or greater advancement by India is the bureaucracy which is supposed to be facilitating and increasing the pace of development. I am labouring these points to show that we as a class must evolve innovative methods by our actions and projections. We must generate more public trust which is essential to the degree of confidence that must prevail in a civil service for taking expeditious decisions in the public interest. Take the case of courts. Anytime a case is lost in a lower court, the tendency is to file an appeal because if you cannot be faulted later. There are cases where government of

India gets strictures of the lower court, then at the appeal court, then the High Court, then the Supreme Court and nobody bothers who authorised these appeals to be filed and mostly you will find the recommendation for filing the appeal is done by a group of men who also go, plead and present the bills for the appeals. So we have to have a kind of legal audit that the litigation by the government which I am told takes more than 2/3rd of the time of the High Courts, whether it is justifiable or not and I feel that much of this litigation is because the officers do not have the confidence to close the matter at their level. Take the example of the Income Tax Department. I am told that if an assessee wins an appeal in the Departmental Appellate Body then in 100% of the cases the department appeals against it. Then why have the Appellate Body. Please go to the High Court in the first instance. Somebody has to analyse this data and hold people to account for indulging in useless infructuous litigation on behalf of the Government.

One word about proliferation of Ministries. We have more Ministries than most developing countries in the world. We have three times the number of Ministries of the United States. The result is that a subject that should be under one Ministry like energy is divided into six other Ministries. Now what happens here is that much time is lost in preparing a well-considered proposal for the consideration of the Cabinet. Some attempt is made at Cabinet Secretary level through a Committee of Secretaries to resolve the issues but the sequential examination in different Ministries of the same proposal with often conflicting views

reaches the Cabinet who are facing the task of doing something which should have been done at a lower level. Ministers are busy, how much time they can devote is a matter to be conjectured. Now what has been suggested by somebody is that for group of related Ministries there should be National Councils like the National Manufacturing Competitive Council. Our examination shows that it worked well. It has come up with very good recommendations but the difficulty was no single Ministry was made in-charge of giving the responsibility of implementing their recommendations. So many of them were not implemented. It is worth considering that if some councils for technology or energy for agriculture are established. If, say, the objective is to ensure that in the next decade or two, 300 million Indians can be smoothly moved out of the agricultural occupation into non-agricultural occupations in semi urban or urban surroundings. It is a very massive task and this cannot be addressed by seven Ministries at the same time. It has to be given to a body which has the membership of all the ministries concerned headed by a Minister, a proper executive arm. That was one suggestion which I felt could be made for you.

I cannot resist giving advice to my young friends. I think they must be quite fed up of listening to sermons and advice from all and sundry. I cannot pass up this opportunity. I would like to convey my best wishes to them for the successful and enjoyable tenure of service in the Government. I would like to say that during your tenure you will meet many officers at different levels. Some of them you will find very positive, committed, humane, progressive

and helping to expedite files and cases. If you find such a person, hang on to him, you will learn a lot from him. You will also find people who know everything, who are quite cynical, like nothing better to exercise control at the expense of others or humiliate them. If you find such a person, leave him if you can. If you see that you have cast yourself in the same mould and become like him, then please leave the service because I do not think our civil services can stand people like that. I am reminded in this of what Mahatma Gandhi once told a high ranking gentleman that 'I wonder how people can feel themselves honoured at the humiliation of others and this is something which officers in authority should always remember'. I was told once that an officer is not an administrator if he is not a facilitator. I think this is something that you should remember. Your job is to see that the business of Government is not only transacted but it is transacted expeditiously and in time.

As regards having to make difficult choices, as you rise in rank, you will be faced with very difficult choices and I cannot think of any golden rule which can serve as a single policy guideline

but what I was told is something quite simple. Actually it was told to me by my father. He said look when in doubt or when you are having a choice, the policy guideline is very simple. It is being good is always the best policy. It is very simple but extremely difficult to follow. So for what it is worth, I am conveying it to you for your consideration.

While concluding, I must say that I am one of those who are extremely confident in our future. With our vibrant democratic institutions, economic promise and demographic growth, we are destined to play an important leadership in Asia and beyond. I need hardly emphasise to an audience that of the critical role of the civil services in the realisation of our full potential. All sections of the civil service including our colleagues in the Armed services have to work together and dispel the picture that is projected to the public of why differences and divisions in our ranks by only working together to face the challenges today can we make use of opportunities tomorrow.

Thank you very much.



**Knowledge Partner:** Protiviti Consulting Private Limited

**Coordinator:** Shri Sanjeev Chopra, Joint Secretary, Ministry of Agriculture

**Panelists:**

- Shri Salman Khurshid, External Affairs Minister
- Shri Arun Maira, Member, Planning Commission
- Shri B. K. Chaturvedi, Ex Cabinet Secretary
- Shri S. K. Misra, Ex Principal Secretary to PM

The first technical session dwelt on the subject, “Civil Services-Fit for Future”. It was chaired by Shri Salman Khurshid, the External Affairs Minister. The other eminent panellists were Shri Arun Maira, Member, Planning Commission, Shri B. K. Chaturvedi, Ex Cabinet Secretary, Shri S. K. Misra, Ex Principal Secretary to PM, Shri Sanjeev Chopra, Joint Secretary, Ministry of Agriculture coordinated the session and Protiviti Consulting Private Limited was the knowledge partner for the session.

The basic issues which this group was looking at had been identified by the knowledge partner, on the basis of documentation and in-house research with the Department of Administrative Reforms & Public Grievances. The two focus areas were recruitment followed by continuous capacity building. Performance management was also highlighted as a critical area.

The second focus area of concern for the civil services today is “conflict potential” or the potential areas of conflict in civil service. The concept of neutrality vs. Concept of committed bureaucracy was discussed. The session outlined the various statutory, advisory and other executive functions the civil servants perform including the whole issue of appointments, transfers, etc.

Shri Salman Khurshid pointed out that civil services cannot be looked in isolation from the political leadership. Many of the problems of governance are also the problems of political leadership. The fact that there is less political consensus today than 20-30 years ago affects the ability of the civil service to perform

designated tasks. The lack of consensus within the political space has its implications on the bureaucracy. Another important highlight was the need for cross fertilization of ideas emanating from political, corporate and academic sectors.

Mr. Arun Maira brought out the need for a structural change in the civil services with changing times. With increasing young population, there is today a greater demand for faster results. Business as usual model is not satisfying the needs of the day in terms of civil service. The existing vertical structures need to be replaced by horizontal structure where knowledge becomes the dominant factor.

Shri B. K. Chaturvedi assessed the future scenario as fairly positive. With increasing growth in the country, urbanisation, health, nutrition indices are improving. However, we face constraints and challenges on account of water, energy and infrastructure. The future challenges would be on our ability to work with zilla panchayats and our ability to bring in younger tech-savvy officers, with a very strong ethical core

Mr. S. K. Misra said that’s the key to success for the civil services was implementation. Secondly, the civil servants must establish impeccable credentials because unstinted political support is possible only with clear credentials. Political support was also very important for innovation, but it is for the civil servants to build the ecosystem. He also emphasised the need for absolute personal integrity and also to change the rules which are based on mistrust.



“We live in times of great change. Our society and our economy are undergoing rapid transformation. Every day we are exposed to new technology and to new ways of doing things. Not only this, technology has made the world smaller and best practices now get disseminated much faster than ever before. We should therefore ask ourselves the question whether, in our ways of doing things, we are keeping pace with the changes taking place all around us. I think it is generally felt that the civil services have somewhat lagged behind in this area. I am aware that it is not very easy to change systems, procedures and processes in the public sector. But this should be taken as a challenge and our civil servants should redouble their efforts to adopt more modern methods and practices.”<sup>1</sup>

– Dr. Manmohan Singh,  
Hon’ble Prime Minister of India

### 1. Introduction

In any country, civil services form the basic framework of administration and governance. They are responsible for articulating and implementing policies, maintaining law and order, delivering public services, and developing stronger ties with other countries. The Indian civil services, consisting of All India and Central civil services as well as the State civil services, are considered to be the ‘steel frame’ of our country. They have done a commendable job since independence and have played a vital role in nation building, while observing the basic principles laid down in the Constitution.

India is the seventh largest country by area and the second most populous country in the world<sup>2</sup> with 28 States and seven Union Territories. Administering a country, which has such a vast geographical expanse as well as social and cultural diversity is a huge challenge. However, the Indian civil services have been successful in carrying out their duties and have acted as

a binding force, keeping States together. They have been at the forefront of the overall socio-economic development of the country and have ensured basic service delivery at the cutting edge of government citizen interface.

Though the Indian civil services are recognized and appreciated for their achievements till now, they are still not sufficiently armed to function proficiently and competitively in a vibrant economy. Since independence, several commissions and committees have been set up to examine various aspects of public administration and though reforms have taken place, they were not significant enough to radically change the structure and functioning of the system. For India to become a global power, improved performance of civil services is imperative. There is a need to bring about wide ranging reforms and transform the Indian civil services into one which symbolize best practices, are dedicated to constant improvement, and embody modern management techniques.

<sup>1</sup> Website of the Prime Minister’s Office Speeches.

<sup>2</sup> Website of South Asian Disaster Knowledge Network, South Asian Association for Regional Cooperation (SAARC).

The political, economic and technological arenas are changing rapidly and call for major changes in the civil services. Not only the domestic economy but the global economy as well is witnessing far-reaching changes making it necessary to build a capable and well-functioning civil services which are at par with some of the best civil services systems in the world. Rapid economic growth and liberalization have also brought about significant changes in the expectations of citizens, who now demand greater transparency and accountability, fiscal and environmental sustainability, and elimination of all forms of corruption. The civil services system needs to keep pace with these changing expectations to enable the government to discharge its duty efficiently and effectively. Many countries have already responded to these changes by bringing in reforms in their civil services system. The Indian civil services can leverage some of the best practices from other countries and bring changes wherever required. In light of the necessities created by the dynamic changes that are taking place around the world, there are some areas which require radical transformation and reforms to make the Indian civil services “fit for future”. Some of these areas include:

- Recruitment - When it comes to hiring or recruitment of civil servants, areas such as age of entry, post-selection counselling, contract-based employment, and lateral entry need attention. The Indian civil services can take lessons from countries such as Australia, Belgium, New Zealand, the UK, and France which have created best practices examples through reforms in these areas.
- Capacity Building - Though various training programmes and policies have been created for the Indian civil servants, these programmes have some weaknesses such as lack of on-the-job training and nonexistence of technology oriented trainings which make them inadequate. In this case, the UK acts as a model example because of its Civil Services Learning (CSL) initiative and on the job training programmes.
- Performance Management - The current performance appraisal system needs focus and improvement. Countries such as New Zealand, Australia, Singapore and Malta have created best practices in the areas of performance appraisal and promotion, managing under performance, and institutionalizing performance based pay systems which the Indian civil services can leverage.
- Accountability and Transparency - With changing expectations of the citizens, the government needs to build accountability and transparency in the functioning of its Departments. The UK, Singapore and New Zealand have already introduced reforms to bring in accountability and transparency in their systems.
- Relation between the Political Executives and Civil Servants - Inadequately defined roles and responsibilities of the ministers and civil servants have led to many political complexities which can be removed by taking lessons from what New Zealand has done in this respect.
- Use of Technology - Technology adoption is still low in the Indian civil services. India should learn from countries such

as Singapore and the UK, which have introduced many reforms to promote the use of modern technology among civil servants.

- Collaboration between Departments/ Ministries - The level of collaboration among different departments in the Indian civil

services can be further bolstered. In this connection, the Service-Wide Technical Architecture (SWTA) of Singapore can be replicated to improve collaborative learning and knowledge sharing.

### Evolution of Civil Services in India

Pre-Independence	Post – Independence	Post – Liberalisation
<ul style="list-style-type: none"> <li>• During this period the responsibility of the civil services was limited to facilitating trade for the East India Company, maintaining law and order, and managing revenue administration</li> </ul>	<ul style="list-style-type: none"> <li>• Post-independence, the role of civil servants became development oriented.</li> <li>• Civil servants were entrusted with a wider range of responsibilities such as regulation of the private sector, formulation of socio-economic and political policies, elimination of poverty, development of rural areas, combating inflation, and elimination of social inequity to name a few.</li> </ul>	<ul style="list-style-type: none"> <li>• Rapid economic growth and liberalization brought about significant changes in the expectations of the citizens.</li> <li>• Keeping in line with these changing expectations, the Second Administrative Reforms Commission (ARC) suggested reforms to achieve a proactive, responsive, accountable, sustainable, and efficient public administration.</li> </ul>

## 1.1. Changing Role of Civil Services

Driven by the changing external factors and the nature of responsibilities, the role of civil services has changed significantly from the pre-independence days to current times. Civil services were introduced by the British merchants in India for the purpose of trade. During the 17th century, civil services consisted of a group of men engaged in facilitating trade for the East India Company. These men were called commercial trade agents and were responsible for handling trade stations built along the Indian coast. The East India Company designed a grading system of posts to build hierarchy.

In 1765, the administrative duties and responsibilities of the civil servants were increased from only trade related activities to include revenue and judicial administration. Prior to independence, the key responsibilities of the civil services were to maintain law and order and manage revenue administration; hence, the civil servants were required to possess simple skills of administration.

The changing dynamics post-independence necessitated the need for a transformation in the civil services in India. The role evolved and the civil services became development oriented. The civil servants had to deal with developmental issues and were required to

continuously acquire new skills relating to development administration. Civil servants became responsible not only for trade negotiations and administration but also for the regulation of the private sector; formulation of socio-economic and political policies; elimination of poverty; development of rural areas; combating inflation; effective monetary management; reduction of gender gap; elimination of social inequity; participation in international discussions; and management of Public Sector Enterprises (PSE). This made the job highly demanding and required a high degree of flexibility and competence on the part of the civil servants.

Unlike the civil servants of the pre-independence era, who reported to senior executives appointed by Governors (who in-turn were not accountable to the public), these days, civil servants work within the boundaries of a democratic system of governance and report to elected members of the public. Moreover, an ever so vigilant press, public, and alert legislatures make the responsibilities of civil servants more demanding. Rapid economic growth and liberalization have brought about significant changes in the expectations of the citizens. Keeping in line with these changing expectations, the Second ARC suggested reforms to achieve a proactive, responsive, accountable, sustainable, and efficient public administration.

Thus, over a period of time, the role of civil services transformed from trade to administration to development orientation and facilitation for efficient delivery of public services.

## 2. Current State of Civil Services in India

“If we look back at the history of modern administration in India, we can take justifiable pride in what has been achieved. The civil services has contributed positively to the functioning of our vibrant democracy, our plural society and polity and our growing economy. In our quest to build a modern nation, absorbing the best from the outside world, epitomizing Gandhiji’s vision of an inclusive society, the civil services have played an admirable role.”<sup>3</sup>

– Dr. Manmohan Singh,

Hon’ble Prime Minister of India

Prime Minister Manmohan Singh has rightly summed up the achievements of the civil services in India in the above quote. We cannot deny the fact that the civil services have contributed to the stability of the country in terms of maintenance of peace, conduct of fair elections, managing disasters and preservation of the unity of the nation. However, when it comes to realization of results-oriented government, there exist concerns with respect to the performance of the civil services. The Indian civil services, like any other system, have strengths and weaknesses of their own.

<sup>3</sup> Tenth Report “Refurbishing of Personnel Administration Scaling New Heights”, Second Administrative Reforms Commission.

### SWOT Analysis

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> <li>• Open competitive merit based recruitment system</li> <li>• Link between Centre and States</li> </ul>	<ul style="list-style-type: none"> <li>• Inadequate system of training</li> <li>• Short tenure in key positions</li> <li>• Lack of comprehensive performance management system</li> <li>• Lack of customer focus and orientation</li> </ul>	<ul style="list-style-type: none"> <li>• Advancement brought about by globalization and liberalization</li> <li>• The National e-Governance Plan (NeGP)</li> </ul>	<ul style="list-style-type: none"> <li>• Rising dissatisfaction among the citizens</li> <li>• Public perception regarding systemic corruption, declining values, and professional ethics</li> <li>• Political complexities</li> </ul>

The strength of the civil services in India lies in their open competitive merit-based recruitment system and strong link between the Centre and the States. These have enabled the Indian civil servants to deliver their duties effectively and efficiently. Though the merit-based recruitment system helps in maintaining a pool of talented civil servants, several weaknesses such as inadequate training, short tenure in key positions, and lack of comprehensive performance management system act as hindrances in development of appropriate skills among the civil servants and hence, prevents them from discharging their duties effectively. Lack of customer focus and orientation, and accountability have also created a negative public perception thereby, creating a threat to the reputation of the Indian civil services. In addition, factors such as political complexities, falling revenues, and rising wages can reduce the ability of the system to function properly.

Just like the private sector, which has taken full advantage of the opportunities created

by globalisation and liberalization, Indian civil services too can take advantage of these opportunities if adequate measures are taken. The telecommunications and computer revolution also offer immense opportunities to bring about efficient delivery of services. For instance, the National e-Governance Plan (NeGP), which aims to promote the use of technology in government services, could help in improving the quality of administration and service delivery as well. Increased use of technology would also help in bringing greater accountability and transparency.

Over the years, the civil services have been seen struggling with several structural issues which have reduced their efficiency and effectiveness. Consider the following findings from a 2010 survey conducted amongst the civil servants: <sup>4</sup>

- 41 percent respondents felt that they did not have competent and adequate staff to support them.

<sup>4</sup> Civil Services Survey, 2010 - A Report; Ministry of Personnel, Public Grievances and Pensions; Department of Administrative Reforms & Public Grievances.



- 45 percent respondents felt that the existing policies and procedures were not helpful in dealing with indiscipline in the office.
- 65 percent respondents indicated 'training programs' as being too general and not matching specific needs of the job. Only 21 percent respondents felt that their seniors were spending sufficient time to mentor them.
- More than 75 percent respondents cited 'compensation' and 'lack of recognition' as key reasons for considering quitting civil services.

Compare these to the findings of the Civil Service People Survey, 2012 in the UK:

- 43 percent respondents felt that their organization as a whole was well managed.
- 58 percent respondents said that they were able to access the right learning and development opportunities when they needed to.
- 71 percent respondents had confidence in the decisions made by their managers.
- 77 percent respondents said that their manager recognized them when they did their job well, while 66 percent said that their manager motivated them to be more effective in their job.

A comparison of the findings of these two surveys suggests that the civil servants in India are not fully satisfied with the structure and functioning of the system. As compared to India, civil servants in the UK seem to be satisfied with the way their system works.

<sup>5</sup> Ibid.

<sup>6</sup> Statistics Canada, Government of Canada.

Inadequate staffing is one of the areas of concern in the Indian civil services. This appears reasonable when we look at the ratio of civil servants and the population of the country. In 2010, there were nearly 6.4 million civil servants<sup>5</sup>. At nearly 5,300 civil servants per million residents, this figure is significantly lower than that for Canada (~39,000 civil servants per million residents)<sup>6</sup>, the UK (~7,100 civil servants per million residents)<sup>7</sup> or any other large economy, and raises apprehensions about the capacity of civil services to effectively deliver services to such a large and diverse population. At the same time, there are concerns around efficiency, outcome-orientation and citizen-centricity of the existing work-force, questioning whether adding more people would help.

The Civil Services Survey, 2010 also reported that nearly 52 percent of officers in the All India and Central civil services are in the age group of 50+ years, while another 29 percent are in the age group of 40-50 years. When we look at some of the other countries, the age profile of the civil servants is relatively young. In the UK, as of March 2012, 54 percent of the civil servants were aged 30 to 49. Further, only 35 percent were in the age group of over 50 years.<sup>8</sup> Though older civil servants at higher positions imply an intelligent leadership, young leaders possess courage to take up risky projects, are highly motivated and are ready to embrace modern techniques. These qualities are imperative in an era where economic, political and technological areas change very rapidly. Moreover, if the top civil services jobs are given to people when they are 45 years old

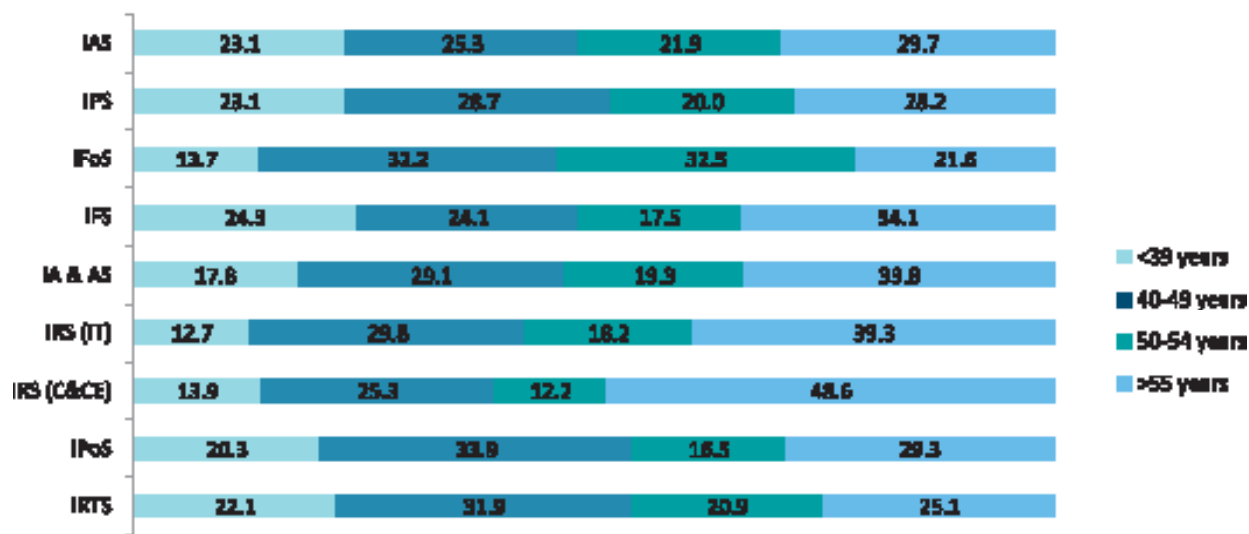
<sup>7</sup> Website of the UK Civil Service.

<sup>8</sup> Website of the Office of National Statistics, UK.

rather than 58, they would have longer tenures implying more time to learn and recover from their mistakes. This will encourage them to take

up challenging projects and do different things rather than the same thing differently.<sup>9</sup>

### Age Group Wise Distribution of Officers in Different Civil Services



Source: Civil Services Survey, 2010

There are growing concerns about the integrity and efficiency of civil servants in India. Increasing awareness among the public has led to an increased pressure to eliminate any form of corruption that may exist in the system. In January 2012, the Central Government took a vital step towards elimination of corruption by introducing a new plan to remove corrupt government officials from the system. As per the amendment to the existing rules, apart from other forms of inefficiency, a corruption charge could result in a government servant being retired from service after completing 15 years<sup>10</sup>. Such measures will help in still integrity in the system and improve the public perception.

Reduced barriers to flow of information brought by globalization and proliferation of

technology, have posed new challenges to the civil services. Citizens have come to expect better public services, greater transparency, and accountability; private sector has started viewing civil services as 'service providers'; and international community has started exerting greater pressure on multiple issues (environment protection, market access, and subsidies). With the rapid advancement, the use of technology in day to day functioning of the civil services is imperative to carry out effective and efficient administration, and make the system transparent and accountable. Though the government has introduced many programmes to automate systems and digitize data, the adoption of technology in civil services is still low, particularly at senior levels. In order to increase the efficiency of the civil servants,

<sup>9</sup> The Indian Express: "Creating Policy Boldness", February 2, 2013.

<sup>10</sup> India Today: "Corruption taint may lead to compulsory retirement for babus", March 28, 2012.

it is necessary to enhance their technical orientation.

When we look at the current state of the civil services, it raises concerns with respect to the role, capacity and capability of civil services to perform effectively in the future. Issues such as, aging workforce, lack of recognition and incentives, ill-defined training programmes, limited mentoring of junior officers by seniors, difficulty in removing nonperforming officers, etc. are going to have a significant bearing on the ability of the civil services to perform their duties and match aspirations of a young, dynamic population in the future. In the years to come, the civil services will have to perform multiple roles they will have to change their role from being a 'controller' to being a 'facilitator' or

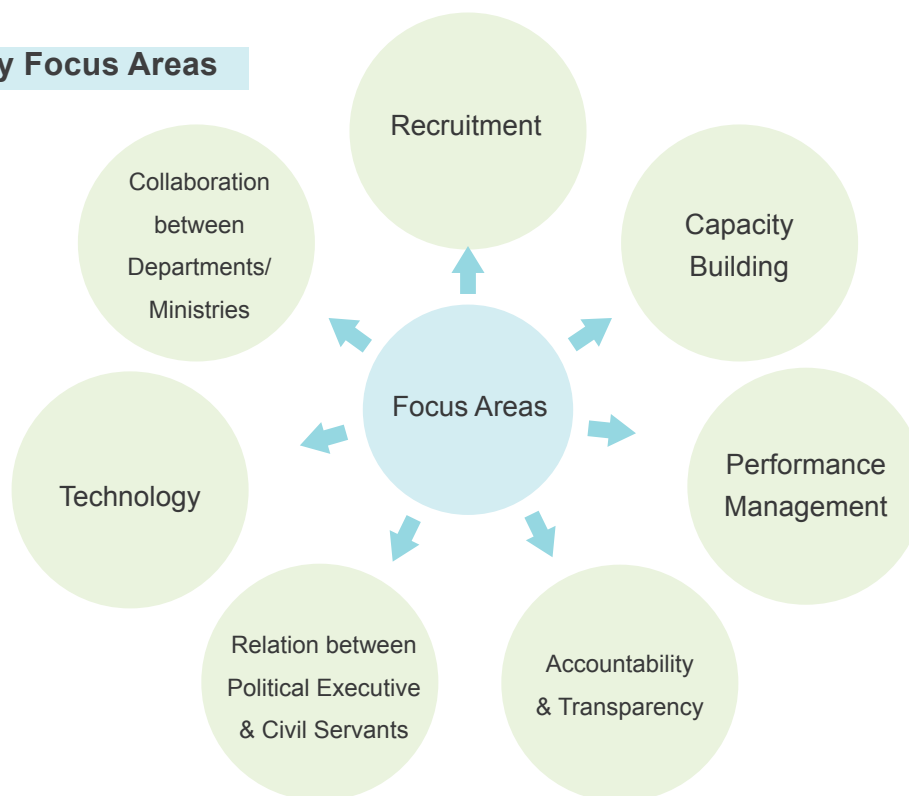
'enabler' for the private sector to prosper; they will have to develop systems and processes to ensure equitable growth and efficient delivery of services to the public; they will be required to deal with complex international issues while ensuring that they continue to improve the knowledge and quality of their personnel, embrace technology and adopt best practices to stay ahead of the challenges.

The Indian civil services have been able to respond well to some of these challenges till now, and have been constantly building up on the reforms that are needed to make the system more effective. However, gaps still exist and addressing these gaps is where the real challenge lies.

### 3. Making Civil Services Fit For Future

The following are some of the areas that need to be addressed in order to make the civil services ready for the future challenges:

#### Key Focus Areas



#### 3.1 Recruitment

The quality of governance in a country is dependent on the quality of its civil services. A major determinant of the quality of civil servants is the rigor of the recruitment process. An effective recruitment process is important to ensure that the most capable people are selected in civil services.

In India, the Union Public Service Commission (UPSC) has the mandate to recruit senior civil servants for the Union Government. The UPSC acts as a recruiting agency and makes recommendations for appointments to the Centre. As per Article 320 of the Indian Constitution, function of the UPSC includes:

- Conducting examinations for appointments & the services of the Union.
- Advising the Centre on disciplinary matters related to government servants holding civil posts.

Though an open competitive merit based recruitment system acts as a strength for the Indian civil services, however there are some weaknesses in the recruitment system, which need to be addressed. The existing selection process is primarily focused on knowledge and does not assess attitude and behaviour. Today's fast changing environment warrants the availability of well-rounded professionals

i.e. people with knowledge who are adept at understanding the dynamics of the new age world. Absence of these qualities inhibits performance and amplifies the challenges in effective delivery of public services.

Some of the key areas under recruitment which can be made effective to ensure a better functioning of civil services are highlighted below:

### 3.1.1 Age of Entry

Currently, the maximum age of entry to civil services is 30 years (with some relaxations for different categories). Those who find the current age appropriate believe, that a higher age limit enables the candidates hailing from rural background to gradually reach a level-playing field with the urban youth as rural candidates often complete their graduation later than their urban counterparts.

However, a majority of civil servants (nearly 67 percent) <sup>11</sup> consider that the maximum age of entry to the civil services should be lowered from the present level. This majority believes that reducing the age limit will help in:

- Induction and grooming of young talent to ensure availability of civil servants for a longer span, and
- Ensuring only the genuinely bright candidates enter the services rather than those who have mastered the examination through repeated attempts over the years.

Lowering the age limit has also been recommended by the Second ARC. In its Tenth report, the Second ARC recommends

that the permissible age for appearing in the civil services examination should be 21 to 25 years for general candidates, 21 to 28 years for candidates from Other Backward Classes (OBC) and 21 to 29 years for candidates from Scheduled Castes/Scheduled Tribes (SC/ST) as also for those who are physically challenged.

### 3.1.2 Post - Selection Counseling

At present, the candidates are asked to indicate their preference of various services before writing the civil services examination. However, in absence of a proper system of counseling, these preferences are based on the popular perception about the services. Once selected candidates enter the service, the actual job profile and working conditions appear different from their initial perception, which discourages them to perform their services effectively.

A post-selection counseling could help mitigate this to a large extent. Also, nearly 82 percent <sup>12</sup> of the civil servants agree that there should be further counseling to enable the candidates to make proper choice of services after selection.

### 3.1.3 Lateral Entry

Indian civil services focus more on hiring at the entry level, and do not lay enough stress on lateral hires. Civil services do not utilize fully the talent, skill and experience available from varying fields such as academics, research and private sector, with the result that there is an absence of a fresh perspective and dearth of expertise in certain areas. Lack of lateral hiring also brings complacency in the existing civil services workforce, since there is no fear of competition. In its Tenth report, the

<sup>11</sup> & <sup>12</sup> Civil Services Survey, 2010 - A Report; Ministry of Personnel, Public Grievances and Pensions; Department of Administrative Reforms & Public Grievances.



### Focus on Lateral Recruitments

Some countries across the globe, such as Australia, Belgium, New Zealand, and the UK have an open system in which appointments for identified senior positions are made from a wider pool comprising all civil servants who are qualified to apply, as well as those applicants from the private sector with relevant domain competency and experience. In these countries, all professional cadres in the government and even those outside the government can compete for selected top positions. This system not only opens up the choice of top civil services appointees from different sources, but also makes possible for lateral entrants to bring in their own work culture which enables renewal in government organizations.

Second ARC recommends that there is a need to institutionalize the process of induction of outside talent into the government.

### 3.1.4 Contract - based Employment

By creating an opportunity for individuals to join the civil services for a limited period of time, an introduction of contractual employment arrangements can help the government to attract a larger pool of candidates for recruitment.

From a government's perspective, an additional benefit of contract-based employment is that it reduces public employees' ability to engage in activities which involve using their position in the government to protect or enhance interests as they do not have much time, job-security and political leverage to do so.

### Contract Based Employment in Civil Services

- In Australia, a lot of emphasis has been placed on contract-based employment. Of all the employees associated with the Australian Public Service (APS), nearly 9 percent were employed on a contractual basis in 2012. Further, as compared to 2011, the number of contracted employees grew by 11 percent in 2012<sup>13</sup>.
- Under its Public Service Act, the Secretaries in Australia are appointed on a contract basis, for a maximum of five years.
- Iceland has abolished a life job guarantee for most government employees and introduced a system whereby senior civil servants are hired on a five-year, fixed term, and renewal contracts.

### 3.1.5 Recruitment Examination Pattern

- The structure of the recruitment examination forms the basis for selecting quality candidates with required skills and knowledge. An effective and appropriate examination cycle would drive this purpose.
- Currently, the candidates in the Indian civil services examination are short listed on the basis of their score in the main examination with over 50 percent weight age to the optional subjects. Thus, students opting for mathematics and science related subjects score better over those opting for humanities and general studies papers.
- In response to the challenge of not being able to recruit candidates based on their attitudes

<sup>13</sup> Australian Public Service Commission APS Statistical Bulletin 2011-12.

and behaviour along with knowledge, the UPSC <sup>14</sup> has decided to revamp the pattern of the exam and give more weight age to 'General Studies' section of the exam. The UPSC has added a mandatory exam on ethics, integrity, and aptitude. This will include questions to test candidates' attitude and approach to issues relating to integrity, probity in public life, and their problem-solving approach to various issues and conflicts faced while dealing with the society. Therefore, the main examination will now have two qualifying papers of 300 marks each and five compulsory general studies exams (including one on ethics, integrity and aptitude) of 250 marks each, in addition to one optional exam of 250 marks.

- The Second ARC has also recommended a few specific areas to make the current structure more robust. In its Tenth report, the Second ARC recommends that:
- The preliminary examination should consist of an objective type test having one or two papers on general studies including the Constitution of India, the Indian legal system, Indian economy, polity, history and culture. There should be no optional subjects.
- The main examination should consist of two papers only in the compulsory subjects. These compulsory subjects may include Constitution of India, Indian legal system, Indian economy, polity, history and culture. The question papers should be of the conventional descriptive type. Besides, there should be a separate essay paper as a part of the main examination.
- Although the UPSC has already taken a stand on few areas, a continued focus

towards strengthening the examination structure may bring a radical reform towards laying a foundation of the most capable officers in civil services.

### 3.1.6 Specialized Government Institutes / Colleges

It is important to have specialized civil service colleges or higher education institutions which provide graduation degrees in public administration and related courses to students before they write the civil services exam. In its Tenth report, the Second ARC has recommended certain areas for consideration and these include:

- The Central Government can establish institutes for public administration services to run courses in public administration/governance/management. These specialized centers of excellence could evolve as a key source of recruiting civil servants.
- Selected central and other universities should also offer graduate level programmes in public administration/governance/public management. This will help to expand the pool of eligible applicants to the civil services.
- The courses offered should include core subjects such as the Constitution of India, Indian legal system, administrative law, Indian economy, Indian polity, Indian history and culture apart from optional subjects.
- Finally, graduates who pass out from such institutes of public administration and universities would be eligible for appearing in the civil services examination.

<sup>14</sup> Union Public Service Commission Website.

### ► 'Specialized Government Institutes in France

France has an elaborate network of civil service schools which are higher education institutions separate from public universities. Each of them is run under the supervision of a concerned minister. The premier school, 'Ecole Nationale d'Administration' (ENA) or 'National School of Administration' is supervised by the Prime Minister but managed by the Ministry of Civil Service. Entry to these schools is through competitive examinations, open to candidates fulfilling objective criteria such as age and level of education i.e. a graduate degree. The ENA is an administrative establishment

of the government which trains top level civil servants and was created for two purposes:

- To standardize the recruitment of civil servants meant for a wide variety of careers.
- To ensure professional training of the highest quality for those civil servants who are expected to rise to the highest levels of public service.

ENA students complete a one-year professional internship followed by 15 months of course work. At the end of their studies, students are ranked according to their academic merit and in the order of decreasing merit, asked to choose the service they wish to join.

## 3.2 Capacity Building

Training is a critical component of human resource development. It complements a person's education by updating knowledge, inculcating skills and values, and helping to change entrenched mind-sets. Additionally, it promotes team spirit and in general increases the value of an individual to the organization and, consequently, society. Thus, training of civil servants is an important focus area.

In order to enhance the value of training, the Indian Government has set up a well-established and a fairly good system for training of civil servants.

Today, almost all major organized services have a national level training institute/

academy. Some organizations such as the Indian Railways have established a network of training institutions for training of civil servants of different categories. States have established Administrative Training Institutes (ATIs) for training of State Government employees. Some States have also established district training institutes for training of functionaries.

The Training Division of the Department of Personnel and Training (DoPT) administers the induction training to recruits of the Indian Administrative Service (IAS), other All India Services and the Central Services. DoPT also sponsors training programmes on a variety of subjects for different categories of the Centre and State Government employees. The Training Division provides assistance to

enhance the training equipment of government training institutions. It has also formulated the National Training Policy (NTP).

The institutional mechanism of training has been redesigned due to the changes in the government and the emerging challenges in civil services. Accordingly, the 'NTP 2012' was formulated based on the consultation with all Ministries/Departments of the Central Government.

- In order to classify the distinct types of posts and indicate the competencies required for such posts, the 'NTP 2012' has directed every Ministry/Department to create a training cell to classify all posts with clear job description and required competencies. Based on these requirements, Cadre Training Plans are developed to link the training and development of competencies for career progression of individuals.
- The training plan of each Ministry/Department needs to address the gap between the existing and required competencies and provide opportunities to employees to develop their competencies.
- It is recommended in 'NTP 2012' that each Ministry/Department set aside at least 2.5 percent <sup>15</sup> of its salary budget for training.

Although the 'NTP 2012' laid down some effective measures to set up training institutions at various levels, an over arching problem in the system of not making all civil servants available for training remain a major impediment for effective execution.

For instance, based on the compulsion of short-term needs as against the long-term objectives of an organization, immediate supervisors tend to be guided by the compulsions of the current needs and not spare their best officers for training. This acts as a major hindrance for the good officers to get proper understanding of work environment. Also, the trainings are not taken seriously by the trainees who are frequently from the 'not so good' category as the process does not chose candidates on the basis of their ability, commitment and knowledge of training. Moreover, Indian civil services have not potentially explored the use of technology for training purposes. One area which can be explored is to develop online trainings which will serve as a ready reference for civil servants in case they need to go back and check something. Also, these trainings can be taken as per one's own convenience and flexibility.

### Civil Service Learning (CSL) in the UK

CSL is one of the expert services developed by Civil Service HR (the UK government body for HR Operations) and was launched in April 2011. The purpose of CSL is to centrally deliver all generic Learning and Development (L&D) for civil servants, from classroom courses to online resources and e-learning. CSL is responsible for procuring high quality learning products from a range of suppliers, which are available for the staff through CSL's website. There is a wide range of free online courses available to everyone, under three key headings:

<sup>15</sup> National Training Policy, 2012, Department of Personnel & Training (Training Division); Ministry of Personnel, Public Grievances and Pensions

### **Working in the civil services**

- This covers skills that are specific to working in the government context, for example, writing briefings and submissions, as well as legal awareness or quality and diversity. The policy profession curriculum continues some of this learning, for example, on parliamentary processes.

### **Core skills**

- These are skills which are a must for an effective performance. These include customer service, project management, finance and IT related skills.

### **Leadership and management development**

- This covers the skills needed for excellent leadership, people and business management at all levels of civil services. It also includes topics around managing change.

### **Benefits to Civil Servants**

High quality, high impact, cost effective generic L&D services for the civil services as a whole.

- Single catalogue of 'generic' L&D products within a common curriculum, which has been designed working closely with government wings.
- Curriculum addresses changing business needs and skills gaps to ensure that staff can meet the requirements of their existing roles.
- Access to learning is offered online and is available to staff whether they are office-based or working remotely, including from home.

Additionally, on-the-job training for the civil servants is another area which needs more focus. In its Tenth report, the Second ARC has also recommended that the district training for IAS officers should include an on-the-job training in one field of their choice for a period of one month. This will help to develop the element of domain specialization linked to an officer's own interests and qualifications at a nascent stage of the career.

### **On-the-Job Training in the UK Civil Services**

Most departments in the UK civil services offer on-the-job training which includes learning from experienced staff and attending in-house training courses. A mentor (usually a senior member of staff within the department) is also assigned to offer advice and guidance.

In a fast changing world, it becomes important for civil servants to keep themselves informed of the latest developments in their field of work. In this regard, the following aspects can be considered to develop a well-rounded training programme:

- The trainings are not limited to build domain knowledge, but also cover management concepts (programme management, change management, people management), technology developments (social media, cloud computing) and specific areas of public administration (development administration, maintenance of revenue records, and coordination between the autonomous agencies of the government).



- The trainings are not a one-off intervention, but a regular and an ongoing process.
- Civil servants are encouraged to obtain higher academic qualifications and to write papers for reputed and authoritative journals.
- All civil servants undergo mandatory training before each promotion and each officer/official should be evaluated after each training programme. Successful completion of the training programmes should be made mandatory for promotions.
- A conscious effort can be made not only to identify and document best practices but also build policy and create new structures and institutions to encourage mass replication. A National Institute of Good Governance may be set up by upgrading one of the existing national/state institutes to identify, document, and disseminate best practices and also conduct training programmes.
- Opportunities for training and professional development can frequently be provided to staff 'on-site' or within the context of their everyday jobs.

### 3.3 Performance Management

Performance management is the means by which public service goals are linked to individual target-setting, appraisal, and development. An effective performance management system can play a crucial role in managing performance of civil servants by ensuring that they understand what is expected and evaluating them based on those expectations. Further, it facilitates a cordial relationship between employees and their supervisors.

Performance appraisal in the Indian civil services is a joint effort between the civil servant and the reporting officer who initially set targets and goals. The performance appraisal of civil servants is executed through two <sup>16</sup> different models, namely 'Annual Confidential Report' (ACR) - a closed system, where at the end of a preset period (usually a calendar year), achievements of the civil servant are recorded and graded, absolutely or relatively, and 'performance appraisal with openness' a process which involves setting goals at the start of the assessment period, reviews during the period and final assessment against achievement of goals.

There is a need for a comprehensive performance management system in civil services. Outcomes need more focus than outputs. Promotions are based on tenure rather than merit resulting in complacent civil servants. It needs to focus on quantification of targets and evaluation against achievement of targets. The system is also affected by unclear performance standards.

Also, most of the civil servants believe that the current performance appraisal system needs focus and improvement. Only 43 percent of the civil servants agree that the performance appraisal system is fair, objective, and transparent. Moreover, only 35 percent of the civil servants agree that high achieving meritorious officers are valued, recognized and duly rewarded for their work<sup>17</sup>

<sup>16</sup> Tenth Report "Refurbishing of Personnel Administration Scaling New Heights", Second Administrative Reforms Commission.

<sup>17</sup> Civil Services Survey, 2010 - A Report; Ministry of Personnel, Public Grievances and Pensions; Department of Administrative Reforms & Public Grievances.

### ► Performance Appraisal and Promotion in New Zealand

Performance appraisal and promotion are tightly linked in New Zealand. Drawing on private sector models, the government introduced and applied to all employee levels a participative, objectives-based system. Under this system, performance is measured against objectives and standards agreed upon at the beginning of each evaluation cycle. Individual targets flow from the corporate mission statement and agency business plans that constitute part of the Framework Agreement between the agency and the minister. Performance appraisal is one of the central features of the performance management agreements between departments and ministers, and is credited with strengthening accountability throughout the system.

The performance management system can be designed in accordance with the overall strategic framework of the department. In addition to the annual review, interim discussions can also be conducted to provide guidance before the final appraisal. Additionally, performance rewards and an acknowledgment for contributions would result in motivation hence, enabling overall improvement of performance.

Apart from praising the best performers, it is also required to effectively manage under performance. It is important to properly analyse the problems and develop solutions in consultation with the civil servants.

Once these are discussed, the performance of the civil servants needs to be monitored. In case the performance is not improved after exploring all avenues for improvement, it might be necessary to ask the civil servant to retire.

Moreover, it is necessary to ensure that performance management is a continuous activity and not a once in a year activity. It includes informal review discussions on a periodical basis to help with proper encouragement and guidance when necessary. The focus should not be on being overly critical but the idea should be to let the officer focus on the agreed goals and be given the freedom to work and be accountable for the results / outcome.

### ► Managing Under Performance in Australia

The Australian Government emphasizes on managing under performance. While the procedures for handling under performance vary depending on the culture and circumstances of each organization, it is recognized that they:

- are an integral part of a culture of active performance management
- have regard to procedural fairness
- are streamlined and efficient
- balance the needs of the agency and the employee

In case of recurring under performance, the agencies terminate the employment of these civil servants, reduce their classification or assign them to other duties.

It is also argued that the incentive structure in government needs to be modified to motivate better performance. The government can include performance based incentives in the remuneration of civil servants. Many countries such as Malta and Australia among others have abandoned the unified pay structure for civil servants and moved to an incentive based compensation structure.

#### ► **Performance-based Pay for Senior Civil Servants in Malta**

Malta has implemented a performance-based pay scheme for its senior civil servants. Key elements of this system include the following:

- Senior officials are recruited to a unified career structure known as category A, which incorporates most top-level positions.
- Category A officers are appointed for three-year terms (though they retain tenure in their substantive grade). An incumbent whose contract expires has to re-apply for the position and is not guaranteed renewal of the appointment. An individual whose appointment is not renewed reverts to the substantive grade, which is usually at a lower level.
- An integral component of a category A appointment is an annual performance agreement between the appointee and his or her superior officer. This sets out a number of key tasks (overall goals) and performance targets (indicators of achievement of key tasks). At the end of the year, the appointee and his or her superior

officer jointly evaluate the appointee's performance against this agreement.

- On the basis of the evaluation, the appointee is paid a performance bonus ranging from 0 to 15 percent of basic pay. This scheme has yielded significant benefits. In particular, it has helped to strengthen the organisational reporting relationships and provided the heads of ministries and large departments with tangible mechanisms of accountability in relation to their immediate subordinates.

#### ► **Performance-based Pay in Australia**

In Australia, all agencies of the Australian Public Service (APS) are required to link improvements in pay and employment conditions to productivity and to report annually to the government on achievement of outputs and expenditure against programme budgeting statements under an outcomes and outputs framework. Thus, the performance management system guides the salary movements of civil servants in Australia.

A sound performance management system covers all areas from setting measurable goals at all levels to monitoring performance of each individual within the organization. As such, the following areas require due consideration:

- An evaluation system in which measurable, understandable, verifiable, equitable, and achievable elements and the standards of the performance appraisals are set beforehand.
- A performance management system which is more consultative and transparent.

- Performance appraisal formats which are specific to the job.
- A 360° evaluation framework which takes into account the feedback from citizens, peers, subordinates and seniors.
- Adequate rewards to employees to motivate them.

#### ▶ Performance Management Best Practices in Other Countries

- In Singapore, citizen feedback on how civil servants responded to their queries and needs is an important input to judging the performance of civil servants.
- In Australia, secretaries and agency heads are eligible for annual performance bonuses up to 15 percent of their remuneration, depending on their performance assessment.
- Korea has moved to implement 360° feedback schemes in some government agencies.
- The annual within-grade increment received by high-level civil servants in the UK can be higher or lower depending on the rating they receive in an objectives-based performance appraisal.
- To encourage innovation, creativity, and performance, some government agencies offer one-off cash bonuses to employees whose recommendations lead to substantial cost-savings. The public recognition which individuals and teams receive is often just as important as the financial award itself. An example of this is the “GEMS” award scheme run by the UK Ministry of Defence. Under this scheme, the personnel submit suggestions

for innovation and each suggestion is evaluated on the basis of merit. Identified savings are calculated as part of the evaluation process and measured. Good suggestions are appropriately rewarded.

#### ▶ Promotions in Singapore Civil Service

- The Singapore Civil Service (SCS) has a fair and rigorous appraisal system to take stock of the talent within the organisation and know the strengths and weaknesses of the officers. The SCS views promotions not simply as a reward for past performance but also as an expectation of competent performance and contribution at a higher level. The principle underlying promotion is that the officer's Currently Estimated Potential (CEP) determines the pace of promotion. CEP refers to an estimation of the highest level of work an officer can handle competently before retirement. It is assessed by considering two factors: helicopter and whole person qualities. Helicopter quality is the ability and drives to look at a problem from a higher vantage point with simultaneous attention to relevant details. The whole person qualities give an overall view of the officer taking into account the intellectual qualities, result orientation and leadership qualities.
- There is a system of accelerated promotion for the very competent based on the CEP. In this system, time norms for promotion are hastened in outstanding cases, so that very competent officers could be promoted to the ultimate rank by the time they reached 45 years of age.

### 3.5 Accountability and Transparency

Globally, public administration is facing constant change and is characterized by increasing public awareness, which has become a challenging task for the decision and policy makers and thus poses a huge challenge for the civil servants. Management of public administration becomes even more challenging in developing countries, such as India where the governments have been under pressure to respond to the ever increasing demands of their citizens and to the changes in the global atmosphere. The expectations of citizens from the governance system have increased and to meet this, the government needs to build accountability and transparency in the functioning of its departments.

According to Transparency International's Corruption Perceptions Index, 2012, which scores countries on a scale from 0 (highly corrupt) to 100 (very clean), India has a score of only 36 and is ranked 94 as compared to Singapore (rank 5), Australia (rank 7) and the UK (rank 17). Transparency helps in improving the performance of government departments by making them accountable and also increases the participation of citizens in the development process by providing information on government schemes. In a bid to instill accountability and to set out a practical regime of right to information for citizens, the Indian Parliament enacted the Right to Information (RTI) Act in 2005.

RTI Act has become the key channel for civil society to seek transparency. There has been a spurt in requests by people to stay better informed on issues that concern them. Each

and every opinion and decision of civil servants is now subject to public scrutiny, thereby forcing civil servants to act in a more prudent manner. The flip side of the RTI Act has been the time and resources expended by the various Departments to answer queries, given the lack of proper systems and processes to store and retrieve information.

Moreover, the concept of Citizen's Charter has been introduced to address and resolve the problems encountered by citizens while receiving a public service:

- The Citizen's Charter is an instrument which seeks to make an organization transparent, accountable and citizen friendly.
- It is a set of commitments made by an organization regarding the standards of service which it delivers.
- The basic principle behind a Citizen's Charter is the empowerment of citizens.
- A Citizen's Charter helps in ensuring that public agencies are providing services to the citizens and are maintaining the minimum standards and norms of service quality.
- The main objective behind introducing Citizen's Charter is to ensure transparency in all government dealings that helps build trust and confidence towards the administration.
- However, there is a strong need to introduce a legislation to ensure time bound delivery of public services and a grievance redressal structure that can take care of complaints regarding public service delivery.



- The legislative was introduced in the Parliament in December 2011.

#### ► **'Public Service Agreements' in the UK**

In the UK, three-year 'Public Service Agreements' have been introduced under which departments publicly state the outcomes which citizens can expect from their spending, and disclose explicit productivity and performance targets.

In India, Comptroller and Auditor General (CAG) is the body whose mandate is to monitor and ensure public accountability. However, CAG reports are not fully utilized to effect constructive policy changes. It would be good practice for all Departments and Ministries to publish in their annual reports the follow up actions taken based on CAG's findings for the last two years. Beyond relying solely on audit reports, the Centre and the State Governments should also pro actively conduct external audits of some of their main spending departments. Such external audits would supplement the regular internal audit process and are more likely to provide fresh leads for further investigation or improvement. The Central Government should also objectively assess the experience and perception of the general public that civil servants are intended to serve. One way to help encourage accountability is to hold public forums on matters pertaining to the work handled by each department.

#### **Feedback from Citizens in Singapore**

In Singapore, public perception surveys take a measure of public service delivery as perceived by households and communities.

In addition, town hall meetings are quite common in Singapore as a means to collect feedback on policy issues.

The accountability of the civil servants can be strengthened by resorting to explicit contracts governing the relationship between ministers and the departmental heads. The contracts can cover both the performance expected of the departmental heads and the policy and/or operational outputs. The agency heads can be given the authority necessary to deliver the results expected of them because these results are clearly specified in advance. Such an accountability regime will give agency heads sufficient incentive to develop well-functioning organizations, precisely because the performance of the agency head is ultimately tied to the performance of the subordinates and the effectiveness of departmental management systems and operational procedures.

#### ► **Using Contracts for Accountability in New Zealand**

The New Zealand government follows a novel approach for departmental accountability and performance assessment. The approach involves the minister setting the direction for the departments and ensuring they retain the ability to deliver government's programmes in the longer term. The approach consists of having performance contracts and strategic planning documents which are signed by both the ministers and the chief executives. These documents describe the outputs to be supplied, and include a rationale for their production, linking them to the department's key priorities, or directly to the government's key goals.

In India, civil services values have evolved over years of tradition. However, there is a need for a strong code of ethics as present in other countries. A comprehensive 'civil services code' can be conceptualized at three levels.

- At the apex level, there can be a clear and concise statement of the values and ethical standards that a civil servant should imbibe. These values can reflect public expectations from a civil servant with reference to political impartiality, maintenance of highest ethical standards and accountability for actions.
- At the second level, the broad principles which should govern the behavior of a civil servant may be outlined. This would constitute the Code of Ethics.
- At the third level, there can be a specific Code of Conduct stipulating in a precise and unambiguous manner, a list of acceptable and unacceptable behaviour and actions.

#### Focus on Ethics and Public Service Ethos in New Zealand

In New Zealand, the reforms have led to the enactment of the State Services Act with focus on ethics and public service ethos. This was primarily because civil services reforms in New Zealand created a system in which loyalty of the civil servant was to the department or agency rather than to the public service as a whole. So, it was necessary to raise the awareness about ethics, and public service values and ethos. The State Services Commission took the lead in raising such awareness and issued the Code of Conduct for civil

servants. A Standards and Ethics Board was also set up.

#### Civil Service Code in the UK

The UK has a well-defined Civil Service Code. The Code is a clear and concise statement of standards of behavior that the civil servants must follow, and is a part of the civil servant's terms and conditions of employment. In addition to describing the integrity and loyalty required of civil servants, the Code prohibits deceiving parliament or the public, misuse of official positions, and unauthorized disclosure of confidential information. The Code provides a right of appeal to independent civil service commissioners on matters of propriety and conscience, if the problem cannot be resolved within the department in question.

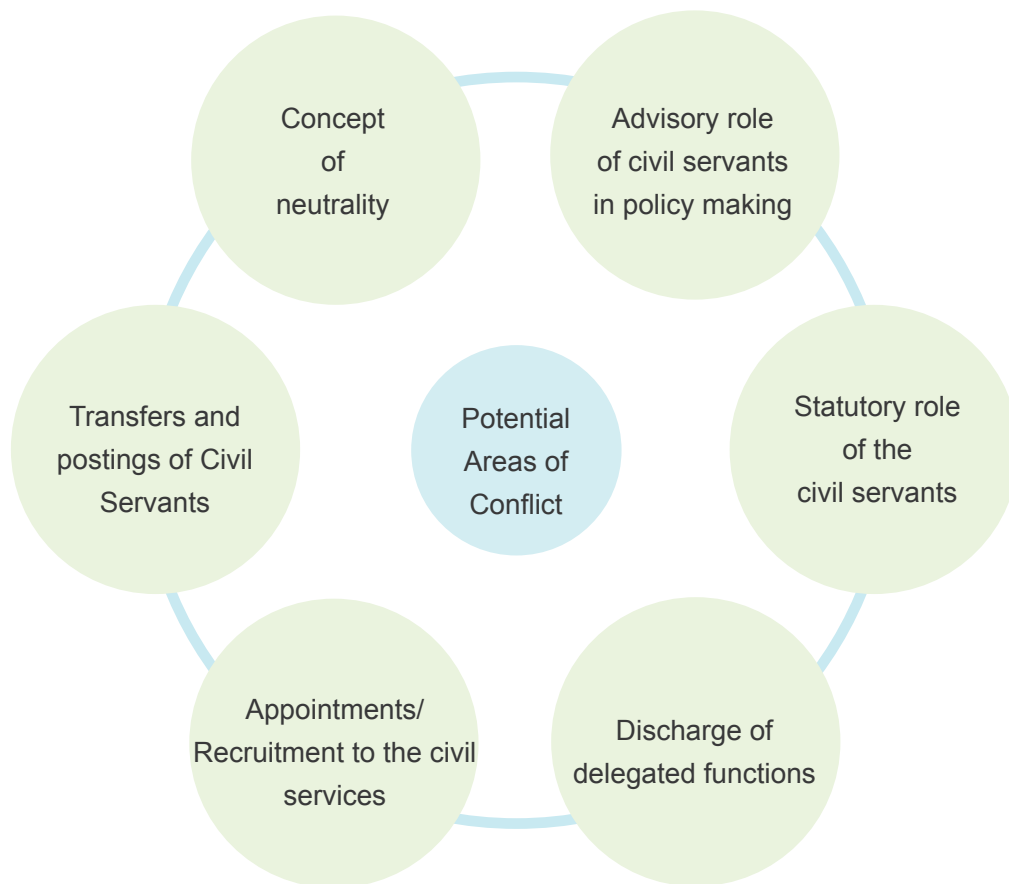
### 3.5 Relation between the Political Executives and Civil Servants

Good governance is possible only when there is a healthy working relationship between the political leaders and civil servants. The principles that oversee the roles and responsibilities of Ministers and civil servants are well defined in political theory. However, in reality this division of responsibility often becomes distorted and both sides encroach upon the other's domain of responsibility. India is a democracy and hence, Ministers are responsible to the people through the Parliament. Since implementing policies is a core function of the civil servants, the division of responsibility between the civil servants and Ministers needs to be more clearly defined.

Creating a framework in which responsibility and accountability is well defined is extremely essential. In absence of such a framework, conflicts are likely to arise in the relationship

between the political executive and the permanent civil services. The tenth report of the Second ARC identified the following areas of potential conflict:

### Potential Area of Conflict



#### 1. Concept of neutrality

The norm of political neutrality seems to be disappearing from the system as many civil servants are thought to have some kind of political involvement. It is widely perceived that in order to obtain suitable positions, officers have to develop and seek benefaction from politicians. Thus, the civil services in public perception are often seen as increasingly politicised.

#### 2. Advisory role of civil servants in policy making

One of the most important functions of civil servants is rendering policy advice. However, civil servants are often occupied with routine administrative decision making and are unable to contribute effectively to this fundamental part of their function. Even when a civil servant advises a political executive on a policy, if the political executive does not agree with such

an advice, there is little that the civil servants can do other than putting their views clearly on record.

### **3. Statutory role of the civil servants**

Civil servants have to perform many statutory functions which may be quasi-judicial in nature. Sometimes, it has been witnessed that the senior officials both in the civil services as well as elected representatives including ministers interfere in such statutory functions.

### **4. Discharge of delegated functions**

Centralization of authority and interference in the decision making of the subordinate functionaries even after having delegated authority downwards has been observed in many government departments. Such centralization leads to inefficiencies and poor service delivery.

### **5. Appointments / recruitment to the civil services**

A large number of recruitments to various positions are made by departments both at the Centre and the State. Such recruitments have often been subject to complaints and controversies.

### **6. Transfers and postings of civil servant**

In some states, cases of arbitrary and motivated transfers of government servants which are not in public interest and good governance have been observed and have become a matter of great concern.

These political complexities and conflicting roles and responsibilities of the Ministers and

the civil servants prevent the civil servants from discharging their duties efficiently. Moreover, the rise of regional parties and a larger role being played by them in coalition governments has exacerbated the challenges faced by civil servants. The result is lack of motivation and steady deterioration in the effectiveness of civil servants, as well as slowing down of the entire administrative machinery.

#### **Clearly Defined Roles of Ministers and Chief Executives in New Zealand**

In New Zealand, the respective roles of Ministers and chief executives (permanent secretary equivalents) are clearly defined in statute:

- Ministers are politically accountable to parliament (and the public) for the conduct of their agencies they are responsible for strategic direction, policy decisions, the public advocacy of the decisions made, and 'outcomes'.
- Chief executives are responsible to their ministers and to parliament for the conduct of their agencies they are responsible for policy advice and implementation, service delivery, the management of their agencies, 'outputs' and 'managing for outcomes'.

The architects of New Zealand's management reforms wanted to create a contract based principal-agent relationship between the ministers and the chief executive, in which ministers would 'purchase' outputs from chief executives using a system of detailed purchase agreements. However, this arrangement proved problematic, as it

was costly and rigid, and ministers were usually not interested in negotiating contracts. The system evolved so that the State Service Commission became the principle assessor of the chief executive's performance, with ministers providing valuable feedback. Concerns were also raised about the way in which the contract system encouraged departments to focus on the delivery of outputs at the expense of broader outcomes. As a result, detailed purchase agreements were replaced with more streamlined and outcome-focused 'Statements of Intent and Output Plans', which set out ministerial objectives and civil services delivery plans.

Initially, chief executives were only responsible for departmental outputs, but now they are also responsible for 'managing outcomes', which requires them to take a broader view of their work and its impact on government policy as a whole, and encourages collaboration with new actors.

The shift to hold chief executives to account for 'managing for outcomes' was an attempt to better align administrative activities with political goals. Chief executives have to demonstrate that the outputs they are using will deliver the political outcomes. This is an important development as it links outputs with outcomes in an effective way that others might learn from.

Ministers are accountable to parliament for departmental outcomes. They are rarely drawn into the day-to-day operations

of departments. Instead, their role is to develop strategic objectives and policies and to 'steer' government departments by providing them with resources, helping them to develop departmental 'Statements of Intent' and monitoring their 'Output Plans'. They are collectively responsible for the overall capacity of government.

The New Zealand model has done more than any other system to make an effective distinction workable. Crucially, the arrangements have been able to evolve and adapt with changes made where they are deemed necessary. India can learn from countries, such as New Zealand that have created best practices examples through the civil services reforms initiated by them. By leveraging these best practices, appropriate reforms can be introduced to eliminate the political complexities that exist in the Indian civil services system and the relationship between civil servants and political leaders can be made more explicit by codification of do's and don'ts to be adopted by both the political executive and civil servants.

### 3.6 Technology

For the Indian civil services, embracing technology is a fundamental priority. As part of its efforts to streamline operations and increase efficiency, the Central Government has introduced a massive e-Governance programme (NeGP), under which a number of systems are being automated and data being digitized and steps are being taken to make civil servants aware on the use of technology. However, factors such as limited understanding



of technology and its use, particularly at senior levels, limited number of trained people, issues of change management and adoption once the systems have gone live have led to significant delays in implementing some of the projects envisaged under the e-Governance plan.

### 3.6.1 e-Governance

e-Governance will play a vital role in the process of civil services reforms. Technology enables the civil servants to render better services to citizens. Processes such as payment of bills and collection of taxes, detection of fraud and crime, land registration, town planning, and overseeing of natural resources become easier with the use of technology. Increase in literacy rates and accessibility to technology makes it necessary for the civil services to become more accountable and transparent in the conduct of their duties, which can be done through adoption of modern technology in the functioning of the civil services. However, it is also important for the government to install supervision and inspection regimes to ensure that technology use by personnel is not for the wrong ends. Any civil services reform will have limited success if it neglects the role of information and communication technology.

#### e-Governance in Singapore

In Singapore, the e-Governance journey started in the early 80s with the goal of transforming the government into a world-class user of information technology. This began with the launch of The Civil Service Computerization Programme (CSCP) which was a part of the National Computerisation Plan.

The programme started with a focus on improving public administration through the effective use of information technology. The first challenge was to get ministries to agree to change their systems and adopt new technologies. Data was also manually converted into digital format.

Over time, this evolved into the provision of one-stop services where government systems were extended to the private sector in implementation of one-stop practice portals such as People Hub, Trade Net, Port Net, Law Net, Medi Net and Biz Net, which provide a complete suite of information and transactional solutions for relevant communities (trade, legal, medical). The Trade Net and Biz Net portals heightened the global competitiveness of Singapore SMEs by reducing business transactions costs, while increasing efficiency. Cost savings were estimated at US\$1 billion per year. By mid 1991, an annual 3.1 million imports and export declarations were processed.<sup>18</sup>

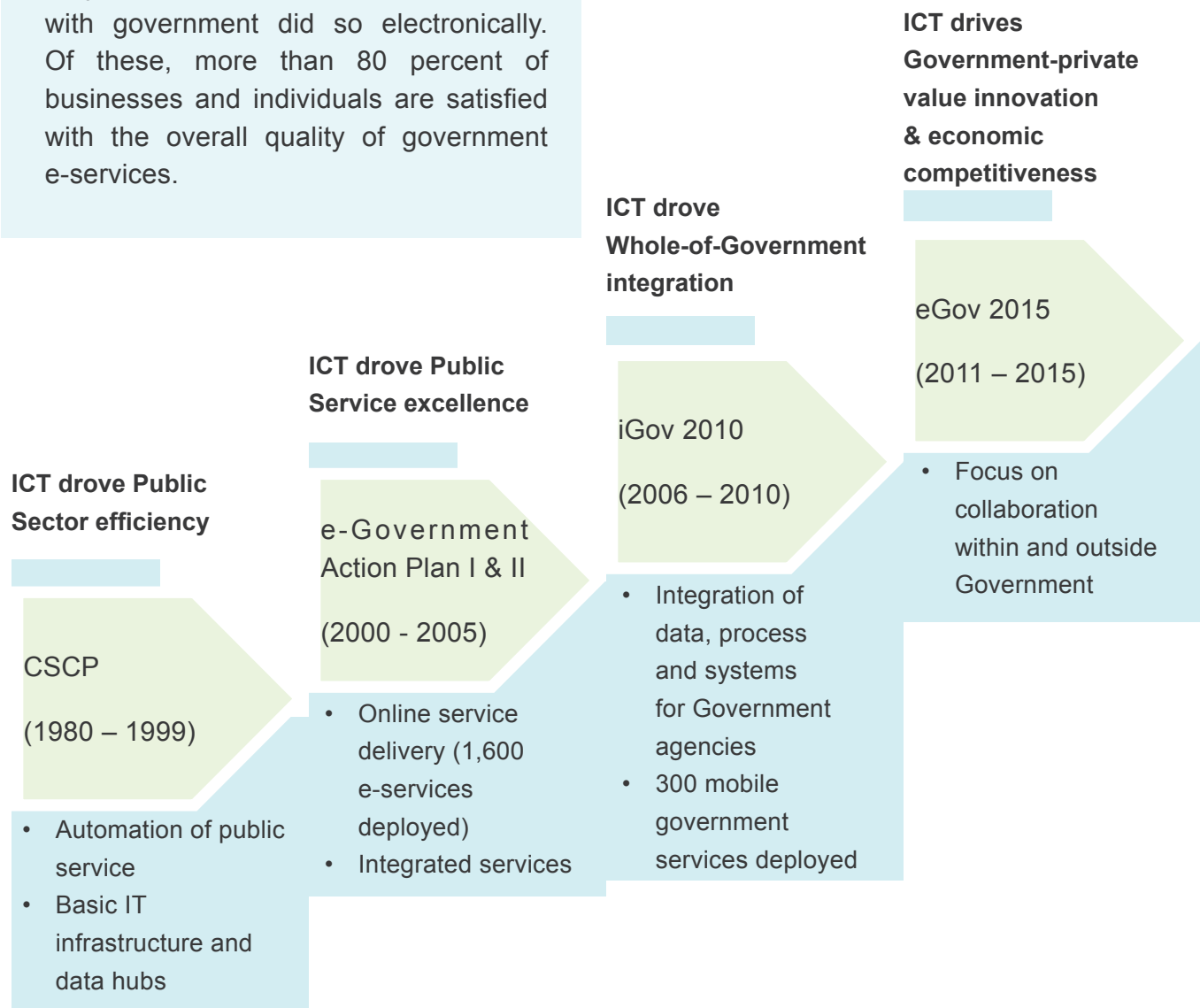
Then in early 1990s, emphasis shifted towards the consolidation of computing resources in the form of a shared data centre and a civil service - wide network.

The CSCP led to automation of work functions and reduction of paperwork resulting in greater internal operational efficiencies. In 1991, it was estimated that in the CSCP, the return of investment was US\$1.87 for every dollar spent<sup>19</sup>. The e-Government perception surveys on businesses and the public, conducted for the year 2008, indicated that more than

<sup>18</sup> The Evolution of Government In focomm Plans: Singapore's e-Government Journey (1980 2007), Executive Summary, Institute of Systems Science, National University of Singapore, April 2009.

<sup>19</sup> Ibid.

90 percent of businesses and more than 80 percent of individuals who transacted with government did so electronically. Of these, more than 80 percent of businesses and individuals are satisfied with the overall quality of government e-services.



### 3.6.2 Social Media

When it comes to adopting new technology and using new ways of communicating in a digital era, use of social media cannot be evaded. Social media can help civil servants to consult and engage with the public, increase the impact of their communications and be more transparent

and accountable. If used effectively, social media can help in enhancing policy making and service delivery. Use of social media channels, however, brings with itself many risks and challenges. Thus, it is necessary to have proper policies and guidelines in place to prevent their misuse.

### Promoting the Use of Social Media among Civil Servants in the UK

In May 2012, the UK government published new social media guidelines to promote the use of social media among civil servants. The guidelines provided tips to the civil servants on how to use various social media channels to effectively communicate with the public. The first part of the report, Guidance on the use of social media, puts the guidelines for civil services use into six principles:

- Communicate with citizens in the places they already are.

- Use social media to consult and engage.
- Use social media to be more transparent and accountable.
- Be a part of the conversation with all the benefits that brings.
- Understand that government cannot do everything alone, or in isolation.
- Adhere to the Civil Service Code (online as well as offline).

In order to make the civil servants understand how online engagement can be useful in the policy cycle, the guideline provided the following engagement cycle:

### Engagement Cycle

6

Use social media to chat socially to people you've met in your business environment

1

Listen (read) the conversations on your own policy area

2

Ask questions around your own policy area and only answer direct responses

5

Get involved in wider discussions

4

Retweet interesting information relating to your policy area

3

Start to answer questions aimed at you not relating to your original question

- Listen (read) the conversations on your own policy area
- Ask questions around your own policy area and only answer direct responses
- Start to answer questions aimed at you not relating to your original question

- Retweet interesting information relating to your policy area
  - Get involved in wider discussions
  - Use social media to chat socially to people you've met in your business environment
- The second part of the report, Guidance

on overcoming the technical barriers to accessing the internet and social media, provided guidance to the civil servants who work in Information and Communication Technology (ICT) on how to provide the necessary technical infrastructure, platforms and software to enable access to the internet and social media channels.

The head of the civil services, Sir Bob Kerslake is an avid user of Twitter and had specially requested his team to remove blocks to civil servants being able to access social media.

Lack of formal training or significant exposure to technology makes it difficult for some senior civil servants to easily adapt to modern technology. They consider technology to be a 'black-box' and have a tendency to go around it. Rather than avoiding the use of technology, they should be encouraged to try to explore and embrace it, and make it an enabler for attaining greater efficiency. New technologies enable the expansion of the administration to citizens in all parts of India. There is a huge opportunity here waiting to be exploited.

### Reforming Civil Services in the UK through Technology

In June 2012, the UK government published The Civil Service Reform Plan. The plan aims at bringing wide ranging changes in the UK civil service through various means including use of technology to achieve efficiencies. Technology, in particular, has been planned to be used in the following areas:

- Learning and development - The plan expects to provide better service and realize annual savings of £90m, through the new Civil Service Learning. CSL entails a greater use of technology, collaborating across departments and extracting best value from suppliers.
- Improving the flexibility and usability of technology – The government plans to improve technology to enable staff to do their jobs better. Changes will include:
  - Upgrading systems across departments to ensure they support flexible and efficient working methods.
  - Updating equipment with more streamlined security systems. There is greater scope to modernize the way in which the civil service contracts technology a far wider range of devices, such as laptops, can be procured much more cheaply, rather than requiring expensive, bespoke devices.
  - Ensuring the security classifications of equipment matches the risks involved. A risk aware culture will be fostered across the government that understands the threats faced and what 'good enough' technology security looks like.
- Increase flexible working between departments - One of the most remarkable steps that the plan sets out in the direction of achieving this goal is to build social media platforms across departments to enable more collaborative working and knowledge sharing between departments.

### 3.7 Collaboration between Departments / Ministries

Collaboration between different departments and Ministries leads to greater efficiency and savings. Inter-departmental learning and knowledge sharing, in particular, plays an important role in ensuring that the use of best practices is not limited only to the departments that have created them but is also communicated to and replicated by other Departments. There is a need to create platforms which encourage and facilitate such collaborative learning and knowledge sharing and hence, make the system more efficient. In this respect, lessons can be learnt from the private sector in India, which has already taken steps to improve not only inter-departmental but also intra-industry learning and knowledge sharing through the creation of common platforms such as the Confederation of Indian Industry (CII), and the associated Chambers of Commerce and Industry of India (ASSOCHAM).

Technology can also be leveraged to improve efficiency in inter department communication and collaboration. Currently, there is a lack of collaboration, concentrated planning

and knowledge sharing among different departments which hampers the achievement of common goals. With proper use of technology, collaboration and knowledge sharing among departments can be increased which will promote reuse and replication of best practices. In this regard, social media, whether external or internal, can act as a useful platform.

#### Transcending Organizational Boundaries in Singapore

In 2002, the Singapore government developed the SWTA to serve as a set of technology standards, product registers and best practices, which guided agencies in the construction of systems. This in turn helped to facilitate inter-operability and information sharing across agencies. The domain architectures within the SWTA framework sought to reduce integration complexity, promote greater economies of scale and increase re-use of components among agencies' ICT systems.

The Indian civil services should learn from what Singapore and the Indian private sector has done to improve collaboration and introduce appropriate reforms.



#### 4. Conclusion

Several fundamental changes have occurred in the civil services of most countries across the globe. In some of these countries, certain reforms have been implemented resulting in a radical transformation of the civil services. Also, some countries have pursued strategies of incremental improvements in specific aspects of the functioning of the civil services while conserving the basic core of their administrative structure.

While the civil services in India have made vital contributions to national development, the current challenges and structural issues necessitate a transformation. An improved performance of civil services is a key imperative to make India a global super power. A number of key areas, such as recruitment, training, performance management, accountability and transparency need to be scrutinized, to create the civil services 'Fit for Future'.

It is important to ponder upon some key questions, answers to which will help in building civil services that epitomizes best practices and commitment towards continuous improvement:

##### Recruitment

- Is the existing age limit of recruitment to civil service appropriate or should it be reduced?
- At what levels should the lateral entries be allowed? What should be the mechanism for such lateral recruitment?
- Should the civil services focus on hiring people on a contractual basis?
- How can the pattern of the civil services recruitment exam be changed to make it more relevant?
- What mechanism should be evolved to ensure that those people are hired whose capabilities match with the skills required for the job?

##### Capacity Building

- Should the duration of induction training be reduced?
- How to develop domain expertise in civil services?
- How do we restructure training programmes to help build domain expertise?
- How can it be ensured that trainings are not a one-off intervention, but a regular and ongoing process?
- What needs to be done to provide specialized training to the officers?

##### Performance Management

- How to institutionalize a performance-oriented civil service? How can we make civil service more proactive?
- What incentives could be given to encourage better performance?
- What steps can be taken to move from a tenure-based promotion system to a performance - based promotion system?
- Accountability and Transparency
- How can we make civil servants more service-oriented and citizen - centric?
- What mechanisms are required to make public servants accountable to the public?

- Can we envisage a system of independent regulators and agencies to monitor the performance of Departments?
- How can citizens be more actively involved in the process of policy development and implementation?

#### **Relation between the Political Executives and Civil Servants**

- Is there disharmony between civil servants and political leadership? If so, how can this be resolved?
- Can a mechanism be evolved to insulate civil servants from undue political interference?
- How can the current hierarchical structure which results in red tops be reorganized into a flatter structure?

#### **Technology**

- How can the civil services streamline operations and further improve efficiency by using technology?
- How can civil servants be encouraged to embrace changes in technology?
- How can civil servants use social media to consult and engage with the public?

#### **Collaboration between Departments/ Ministries**

- How can the collaboration between different Departments be increased to achieve greater efficiency?
- How can technology be used to for increased knowledge sharing between Departments?
- How to increase camaraderie among various services?

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- India Today Website



### CIVIL SERVICES DAY

#### Panel Discussion on Civil Services: Fit for the Future

#### Issues for Discussion

- Fitter politician/political systems
- Accountability
- Committed vs Neutral Bureaucracy
- Fundamental changes in reform
- Professional help
- Recruitment: age of hiring
- Ethical code
- Effective service delivery
- Political/civil service
- Lateral entry

#### Deliberations

- Internal audit
- Respect for rule of law
- Recruitment
- Definition of 'fit'
- All reforms go together – civil, legislative, judiciary
- Work together as a team
- Attitudinal change





**Knowledge Partner:** Pricewaterhouse Coopers Pvt. Ltd.

**Coordinator:** Ms. Lekha Kumar, Commissioner, Income Tax

**Panelists:**

- Shri Kapil Sibal, Minister for Telecommunications and IT
- Shri V. Narayanasamy, Minister of State (OMO and PP)
- Shri N. C. Saxena, Member, National Advisory Council
- Dr. Pramod Kumar, Chairman, Punjab Governance Reforms Commission

The topic of this important technical session was “Addressing the challenges of public service delivery”. Chaired by Shri Kapil Sibal, Minister for Telecommunications and IT, the panel consisted of Shri V. Narayanasamy, Minister of State (PMO and PP), Shri N. C. Saxena, Member, National Advisory Council and Dr. Pramod Kumar, Chairman, Punjab Governance Reforms Commission. The knowledge partner for the session was Pricewaterhouse Cooper. The session primarily deliberated on the increasing need for efficient service delivery and the emerging challenges in terms of diversity, demographic challenges, large rural population that need to be catered to, need for accountability and transparency in delivery of such services, reform agenda, etc.

The panel agreed that while expectations in public service delivery are indeed very high, the resources to implement are limited. This constitutes a huge challenge. The Government has to creatively craft its strategies to meet the priorities in the manner that best meets the requirements. The session emphasized the need for a comprehensive and holistic approach and strategy to tackle the problem. The speed of execution and implementation was another area of concern highlighted by the panellists. There is an increasing need to adapt and equip for better and faster delivery mechanism in the present day scenario where expectations of the citizens are increasing.

The panel felt that as against the increasing expectations, the civil servants today feel

hesitant and reluctant in taking decisive action. While some of the panellists attributed it to the RTI Act, others felt that a lack of trust among the political class, bureaucratic class, citizenry and other stakeholders was the major reason. This entire vicious cycle of mistrust can only be broken by having trust in ourselves, the panel pointed out.

There is further a requirement of right-sizing the government and select the right people for the right job. Criticality of the capacity of bureaucracy was also commented upon in this context. We need to assess whether the bureaucracy is geared up to the new challenges and whether the training resented being imparted is meeting the requirements of the day. Stability of tenure was another thing that agreed upon. Increasing role of technology in administration and service delivery, keeping in view the mammoth tasks, was also emphasized by the Chairman Shri Kapil Sibal. He further emphasized the need to look at the problem comprehensively through increased hardware and software capacities, digitalization of records and such measures.

Engagement orientation in decision-making was again something that was felt was missing. Engagement of all stakeholders, within the government itself, the Central and State Governments, down to the local level, the civil society, the citizens, the academia, the businesses, everybody is a stake holder in the entire public service delivery ecosystem.

Another important area of deliberations was monitoring of evaluation of programmes.

Shift of focus from money spent to quality of delivery, performance, veracity of data from the field, final outcome and benefits to the intended beneficiaries of the programmes was also emphasized. Strengthening of evaluation mechanism was of paramount importance in this context.

In conclusion, need for an integrated approach, based on a shared vision of governance, within the government was emphasized. The reform agenda needed to be system-driven, as opposed to individual-driven.



### 1. Need For Public Service Delivery

“The measure of a country’s greatness should be based on how well it cares for its most vulnerable populations”.

– Mahatma Gandhi

Improving public service delivery is one of the biggest challenges worldwide. Public services are a key determinant of quality of life that is not measured in per capita income but through the happiness index.

The need for an effective service to the citizens of the country holds prime importance for today’s public administration and various Governments have initiated multiple measures to drive an effective delivery of Public Services.

Reforms in the public sector aimed at improving service delivery have received considerable

focus during the last decade. Global trends such as rising customer expectations, global competition for investment, public sector reform programmes and changing demographics have transformed the environment in which the public sector operates. This, in turn, has broken down old constraints and created new opportunities. Fundamental to the demand for improved public services are the heightened expectations of citizens expectations that transcend economic status, geographical boundaries and the different methods of funding, managing and delivering these services.

The prevailing perception of public service delivery in most countries is generally expressed through words such as ‘uncertain’, ‘unreliable’ ‘of poor quality’ ‘not known when and where it is delivered and to whom’. In contrast, the private sector service delivery is perceived as based on ‘quality standards’ and ‘excellence’. This is partly due to the historical fact that quality, innovation and intense competition first emerged in the manufacturing

sector of automobile and aircraft industries and was later adopted by the consumer industries that focused on heavy advertisements. Public Service Delivery has lagged behind in quality, timeliness and publicity as well. This aspect of communicating the improvements in public service delivery to the service recipients and of involving the citizens, through stakeholder consultations and feedback, on a regular and structured basis holds importance in service delivery.

**Some notable aspects involved in Public Service delivery have been mentioned below:**

1

**Experience :** Personalization of service is necessary to ensure that customers’ experiences are on a par with what they are used to receiving from the private sector.

2

**Speed :** The time taken to deliver a service should be the shortest possible for both the customer and the organisation delivering the service, right first time

3

**Engagement :** The manner in which services are delivered should be seen as customer-centric (i.e. participatory and trustworthy with the customer’s needs at the core)

4

**Responsive :** There should be an ‘intelligent’ mechanism in place to address any variation in meeting service levels and to drive changes in the service delivery organisation

5

**Value :** The customer needs to believe that the service delivery mechanism is cost effective, and value is driven by customer outcomes, not organizational processes

6

**Integration :** The service delivery mechanism should be integrated. There should be no ‘wrong door’ policy for the customer

7

**Choice :** Multiple channels for service delivery, so that customers can have channels of choice, depending on specific needs at specific times

8

**Technology :** Technology should be used as an enabler to deliver time bound efficient/ effective service deliver



## 1.1 Need for a Citizen Centric Approach

Citizens have been placed at the core of Good Governance. Meeting citizen's expectations through public service delivery involves a citizen centric approach. The Second Administrative Reforms Commission in its 12th Report entitled 'Citizen Centric Administration: The Heart of Governance' has focussed its attention on Citizen Centric Initiatives of Government of India and has recommended improvements for making them more effective. Its view of the concept of citizen centric administration includes (i) Consensus orientation (ii) Participatory government (iii) Rule of law (iv) Accountability, (v) Transparency, (vi) Responsiveness (vii) Equitable and inclusive, (viii) Effective and efficient. These characteristics of Citizen Centricity aim at providing an environment in which all citizens can develop their full potential. In addition it aims to provide public services effectively, efficiently, and equitably through a four pillar edifice comprising of (a) Ethos of service to the citizen (b) Ethics of honesty, integrity, and transparency (c) Equity in treating all citizens alike with empathy for the weaker sections (d) Efficiency, speed and effective service delivery without harassment, through an increasing use of ICT.

While the Tenth Five Year Plan invited the attention of Government towards the requirements of Citizen Centric Governance, the Eleventh Plan emphasized its distinct dimensions.

Thus, meeting citizen's expectations calls for a citizen-centric approach one that is built upon integration between public sector agencies and

that leverages technology and, where relevant, private sector expertise to develop new public service delivery models. Many countries have undertaken public sector reforms to improve the quality of public service delivery. However, while the demand for better services is a common factor, the spectrum of expectation varies from country to country.

We have discussed some of the factors leading to the need for enhanced service delivery:

### A. Increased Citizen Awareness

One of the impacts of globalization and the spread of ICT, has been to make citizens more aware of their rights. Further, a number of countries have empowered citizens with 'Right to Information' legislation leading to heightened awareness about customer rights and, consequently, customer service. They have better access to information on public services and have higher expectations from the public service providers. They are not concerned how the government provides the services whether through the public sector alone or through the public private partnership mode. 'Responsible use of tax payers' money by the government' and 'Value for Money' in public service delivery are new concepts that have struck roots in the new millennium.

### B. Budgetary constraints

Reduced budgets for investing in public sector service delivery are the result of various factors, significant among which include - Growth of government consumption has been much higher (average 5.8% per year) than the growth of GDP (3.5% per annum). Higher budgetary

allocations towards pensions, education and health in many countries are undoubtedly some of these factors. At the same time, it is becoming increasingly difficult for many governments to fund the public sector by increasing taxes partly because of resistance to this route, and partly because, in a globalised society, many of the people/businesses who pay the bulk of these taxes are more mobile than ever before.

Tightening budgets and the need for value for money with respect to tax payments by citizens/businesses are forcing governments to address the issue of public service delivery. In many countries, changes have

been introduced, aimed at ensuring that the public sector performs under two key metrics: (a) quality of service accessibility for all and satisfactory customer experiences and outcomes, and (b) cost of service, leading to 'value for money'.

### **C. Greater demand for accountability and transparency**

The heightened role of the traditional and electronic media and the emergence of social network media providing trans national connectivity, have contributed to create a greater demand for accountability and transparency. These are essential elements to reduce and eliminate corrupt practices and delays caused in Public Service Delivery.

The Second ARC in its First Report entitled 'Right to Information Master Key to Good Governance', has viewed the Right to Information Act, 2005, as 'a basic necessity'. India has one of the most comprehensive laws on this right, and

its impact has begun to be felt in all sectors of governance. The ARC has emphasized on Building Institutions and Capacity, Awareness Generation and monitoring mechanisms.

### **D. Drive for competitiveness**

Cost of doing Business in the country is an important consideration for the choosing overseas investment options. In this context public service efficiency is what drives competitiveness amongst nations. Attracting investment to fund economic growth is a priority for most countries. Increasingly, investment fund managers regard the efficiency of the public sector as one of the factors in evaluating the investment destination. Thus, global competition for 'investments' as a means for economic growth is also driving the agenda for reforms in public service delivery.

Promoting competition as part of the systemic reforms has been recommended by the Second ARC in its Fourth Report titled 'Ethics in Governance'. Reducing the monopoly of government in public service delivery through competition, use of technology, and simplification of transactions. This is possible through a single window system of service delivery, and reduction in discretionary powers vested with the bureaucracy and simplification of rules and procedures.

### **E. Public sector reform agenda**

Many governments, especially those in the developing nations, face a common need to meet the United Nation's Millennium Development Goals. The achievement of Millennium Development Goals is closely

related to the effective delivery of public services. This necessitates improved public sector performance.

Consequently, many of the funding programmes of multilateral and bilateral institutions are contingent upon these governments' willingness to modernize and improve their public sector service delivery capabilities.

### **F. Changing demographics**

Governments in many countries need to respond to the impact of changing demographic trends in particular the rise in ageing populations. This will, over a period of time, result in reduced

working age populations, placing greater pressure upon smaller numbers to produce the wealth needed to support living standards. It is also already adding significantly to the costs associated with caring and providing for old age dependency groups. Higher life expectancy in existing mature economies is a reward for economic success but, equally, a threat to the future sustainability of that success.

Driven by these changing expectations, the public sector is increasingly required to redefine its role, strengthen its customer focus and build integrated service delivery models.

## **2. Good Practices In Public Service Delivery**

“Good governance is perhaps the single most important factor in eradicating poverty and promoting development”

– Kofi Annan

Improving delivery of public services means redressing the imbalances and maintaining continuity of service to all levels of society, focusing on meeting the needs of the citizens who are living below the poverty line and those who have been disadvantaged in terms of service delivery. It also calls for a complete change in the way services are delivered. In every country around the globe it is challenging to deliver an expanding set of services to a large number of citizens while their expectations are increasing with time and with a budget that often is inadequate. Addressing these expectations requires the governments to improve efficiency of public service delivery. Improved public service delivery can impact a

country's competitiveness, quality of life, and citizens' trust in the government.

The following are a few good practices of Public Service Delivery:

### **Transparency:**

In today's era of individualization and rising citizen expectations, it is imperative for governments to put in place citizen-centric policies. At the same time, citizens are becoming more informed due to the Internet, which means that governments are being held to account for their actions. Transparency and accountability is an essential consideration for governments and public sector organizations wishing to rebuild trust and legitimacy in the

eyes of the public at large. The commitment to transparency sends the signal that the government is serious about working for, and with, its constituents and stakeholders for the achievement of desired societal outcomes, and will be held accountable for the part it plays in the process. Concurrently, a focus on transparency reinforced by accountability can empower government to devolve powers and responsibility from central to local level, and from the public sector to the private and voluntary sectors as well. It serves not only to better engage all actors in society, but is a natural form of ongoing monitoring and evaluation of performance and outcomes.

Transparency can also be enabled by the use of open data, which not only allows for accountability (e.g. salaries of public officers), better decision-making (more parties having access to the same information and facts allowing for robust dialogue and formulation of more accurate conclusions), but also empowers communities to act. Crime maps are a good example of this in practice, where citizens in the local community can hold local police authorities to account for crime rates in specific neighbourhoods, as well as engage in “community policing”. Open data can even drive economic growth by creating opportunities for small businesses to come up with new applications and services to meet identified needs from publicly released data.

New York City (NYC) challenged software developers to create apps that use city data to make NYC better, and the developers rose to the challenge. Approximately 750

City data sets were opened to developers and technological entrepreneurs were incentivised to use this data in innovative ways. This was achieved via NYC’s Big Apps, an annual software competition challenging individuals and companies to develop online and mobile applications utilizing official NYC data.

The latest round of competition, NYC Big Apps 3.0, offers \$50,000 in cash and other prizes to software developers for the best new applications that utilize NYC Open Data to help NYC residents, visitors, and businesses. The competition is judged by prominent venture capitalists, business angels, entrepreneurs and leaders in the technology community. Over 140 applications have been yielded to date, made for New Yorkers, ranging from joining pick-up soccer games to finding parking spots.

#### **Consulting users of services:**

Departments providing services should regularly and systematically consult the end users of their services about the services they provide. Consultation provides the public with the opportunity of influencing decisions about public services which affect their welfare. It can also foster a more participative and cooperative relationship between the providers and users of public services. Particular effort should be made to include the views of those who, due to geography, language barriers or any other reason, have found it hard to make to get service. The results of the consultation process may be made public, and can also be widely publicized within the departments so

that all staff are aware of how their services are perceived.

Social Inclusion agenda is based on Australian Government's vision of a society in which all the citizens participate equally in the society. The Government's social inclusion policies recognise that while every person is ultimately responsible for making a go of their lives, not everyone begins at the same starting point and some people strike setbacks or crises during their lives. The social inclusion agenda aims to give every Australian the help they need to access the support and opportunities our society has to offer.

The Australian Public Service (APS) has developed a Social Inclusion Policy Design and Delivery Toolkit which guides public service policy officers to design, develop, coordinate and deliver programs and policies which better meet the needs of disadvantaged groups and places. The Australian Social Inclusion Board was established to contribute to the development of new and practical ways of helping Australia's most disadvantaged people. The Board advises the Government on a range of issues related to social inclusion, including the latest research.

#### **Managing funding and financial management:**

Linked to effective service delivery is the need to have in place new funding mechanism and effective financial management. Smart funding is our shorthand for exploring innovative

financing mechanisms and partnerships with private and Not For Profit stakeholders, while wisely allocating limited state resources to targeted areas resulting in maximum impact. The former includes, for example, the development of a social investment market which blends financial return with positive social impact. While financing continues to be seen as a major issue, public bodies also continue to struggle with exploring, managing and using new forms of finance due to a lack of financial management capability in-house. Public sector organizations need to work harder to attract and develop a new generation of finance managers capable of stepping up to this new challenge.

Improved girls' education can have a direct effect on economic growth. It can significantly reduce under five and maternal mortality, improve literacy and numeracy, enable them to earn more money as adults and have healthier families. Their children are also more likely to go to school themselves. As such, the UK's Department for International Development (DFID) has established the Girls' Education Challenge (GEC) fund. GEC supports non-governmental organisations (NGOs), charities and private sector organisations to find better ways to provide education opportunities to marginalised girls in the poorest countries in Africa and Asia.

Through a competitive process, the GEC funds projects that focus on innovative and cost-effective ways of getting marginalised girls into primary and lower secondary education, keeping



them there, and making sure they learn. Applicant organisations have to demonstrate measurable improvements in the quality of education as well as increased numbers of girls going through school. It is expected that the GEC will provide education opportunities to up one million girls in total in Africa and Asia

### **Setting Service Standards:**

Departments should publish standards for the level and quality of services they provide. Service standards must be relevant and meaningful to the individual user. This means that they must cover the aspects of service which matter most to users, as revealed by the consultation process, and set in terms which are relevant and easily understood. Standards must also be precise and measurable, so that users can judge for themselves whether or not they are receiving what was promised, eg by stipulating the length taken to authorize claims, issue identity documents, answer letters, the number of citizens who in future will have access to the services provided, what services will in future be provided, etc.

In India, the Citizens Charter Bill has been introduced in Lok Sabh on 20th December 2011 under the title 'The Right of Citizen for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011.

The objective of the Bill is to adopt a rights based approach to making the Citizens Charter statutory, and endowing the public with the right to get delivery of services within stipulated time lines. This is proposed to be done by providing an

over arching structure that 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.

### **Providing more and better information:**

Departments must ensure that citizens have access to full, accurate and up to date information about the services which are available to them, and what their entitlements are. This must be done actively where the information is available and the citizen/ customer is able to work out how to obtain it. The documents must be in a simple language that is easily understood. Information must be provided in forms which meet the varying needs of different users. This is essential to ensure that those who are disadvantaged by physical disability, language barriers, and geographical distance or in any other way are also included.

Department of Internal Affairs of New Zealand has prioritized participation in public services. It commands that Government agencies must take action both at the planning level and in their day-to-day activities to involve communities in policy-making and service delivery.

It has a dedicated portal with guidelines, best practices and case studies on public sector participation. The portal also features recommendations on encouraging participation such as conducting road shows and citizens juries, and also online participation, such

as establishing forums and releasing feedback and submission forms.

#### **Increasing responsiveness:**

Responsiveness is a core value of the transformed public service. Its application in practice will have a profound effect on the way departments operate. The key to implementing the responsiveness lies in being able to identify quickly and accurately when services are falling below the promised standard and having procedures in place to remedy the situation. This needs to be done at the individual level in transactions with citizens/customers, and at the organizational level, in relation to the entire service delivery programme.

Quality Management System, Sevottam, is a generic framework created by the Department of Administrative Reforms and Public Grievances, Government of India, in 2005, after study of the best international practices such as the Charter Mark of United Kingdom and the Malcolm model of United States of America. It is a framework for bringing continual improvements in service delivery by government organizations till excellence is achieved.

The framework has a total of 3 modules with 3 criteria and 11 elements in each. The first module is the Citizen's Charter that specifies the standards for service delivery, the second is the Grievance Redress Mechanism to get redress if service is not provided as per standards, and the third is the Capability Building for building the capability and capacity of the

organization to deliver its services as per standards included in its Charter. With 3 criteria and 11 elements in each Module, the Sevottam has a total of 9 criteria and 33 elements, that comprehensively cover all aspects of service delivery to monitor gaps as well.

#### **Getting better value for money:**

Improving public service delivery can only be achieved within the resources that the nation and specifically, the departments have. The service delivery programme must go forward in the context of a transformation programme that is also aimed at reducing public expenditure and creating a leaner public service. It is therefore essential to make better use of the available resources.

#### **Encouraging innovation, rewarding excellence:**

Performance appraisal government staff should include an assessment of the performance of individual staff in contributing to improving service to the public. This will be particularly important in the case of staff who serve the public directly, where a key indicator will be how they rate in their dealings with the public.

#### **Partnership with the wider community:**

Improving public service delivery matters not only to the individual users of services, but also to the whole community. Improved delivery of service in departments as well as in components within these organizations such as hospitals, tax offices, etc., is essential for the future economic prosperity and social development of the country. Departments should involve representatives of the wider community in

discussions about the future development of public services. Departments should also forge partnerships with business, NGOs and other stakeholders to encourage them to participate in service improvement initiatives.

South Korea is the top performer from Asia on the Open Budget Index, according to the Open Budget Survey 2010 conducted by the International Budget Partnership. It ranks second, only next to New Zealand, in the Asia Pacific region, and ninth out of the 94 countries that are covered by the OBI 2010.

Korea's OBI score indicates that the government provides the public with significant information on the central government's budget and financial activities during the course of the budget year. Although Korea's budget is not yet fully transparent, the amount of information published is generally sufficient for citizens to assess how their government is managing public funds.

The OBI measures the availability and adequacy of eight key budget documents. The Korean government publishes comprehensive Pre-Budget Statement, Enacted Budget, Citizens Budget, Year-End Report, and Audit Report. The Open Budget Survey also assesses the effectiveness of oversight bodies in their budgetary role. According to the Open Budget Survey 2010, budget oversight provided by Korea's legislature and supreme audit institution is generally strong.

### **3. Best Examples Of Public Service Delivery In India**

#### **3.1 Aadhaar Based Public Service Delivery**

Unique Identification (UID) Project was conceived to provide identification to each resident across the country that shall be used as a basis for efficient delivery of welfare and development schemes.

UIDAI has already issued more than 31 Crore Aadhaar numbers. Apart from fulfilling the mandate to issue Aadhaar numbers to the residents of the country, UIDAI is also providing Aadhaar Authentication services to foster Aadhaar enabled service delivery which shall help in unique identification of residents for efficient and transparent Government service delivery.

The key rationale for Aadhaar is to provide an identity infrastructure for delivery of various social welfare programs and for effective targeting of these services. While welfare is the prime focus of Aadhaar, it can also be utilized by other enterprises and service providers such as banks, telecoms and others for improving their service delivery.

##### **3.1.1 Key Enabler of Aadhaar Based Service Delivery**

Today, both public and private service agencies across the country typically require proof of identity before providing services to individuals, be it opening a bank account, getting mobile connection, getting a ration card, receiving pension. With recent advancement in technology, it is now possible to create an online unique identity for an individual in a

large population using bio-metric attributes (fingerprint and iris) which can be authenticated online.

Aadhaar has been considered a valid Proof of Identification (PoI) and Proof of Address (PoA) to extend basic social welfare programs as well as give them access to banking and telecom services. Aadhaar has been declared as a valid PoI and PoA by various State Governments, Central Government Ministries/Departments

and is being used for the same for schemes.

UIDAI has also been conducting pilot projects and other field studies to explore the efficacy and efficiency of Aadhaar authentication in the context of Financial Inclusion, Public Distribution System, LPG delivery and Pensions. These four pilot projects have shown tremendous benefits by providing effective service delivery to the targeted beneficiaries.

1

The Financial Inclusion pilot project in Jharkhand enabled direct cash transfer by the Jharkhand Government to the beneficiaries' Aadhaar-linked bank accounts under various programs like MNREGS, Old Age Pensions and Student Scholarships, to avoid leakages.

2

The polio project initiated by Consumer Affairs, Food and Civil Supplies Department of Andhra Pradesh utilized Aadhaar Authentication platform to deliver services to more than 85,000 households with around 3 lakh target beneficiaries through more than 145 fair price shops (FPS) in the Districts of East Godavari and Hyderabad.

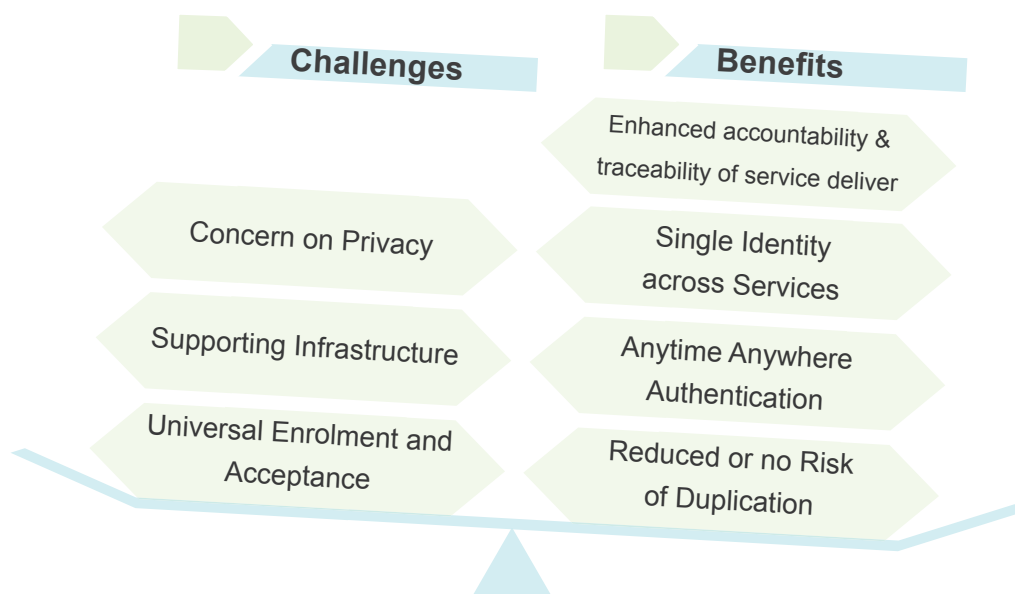
3

The LPG pilot in Mysore, Karnataka was initiated by the three Oil Marketing Companies – IOCL, and BPCL and HPCL in January 2012. The objective of this pilot was to use Aadhaar bio-metric authentication to minimize diversion of subsidized LPG cylinders. Subsidized LPG cylinders were delivered by delivery boys after successful bio-metric authentication by any family member present in the household. Around 50,000 deliveries have been made so far.

4

Pension pilot Aurangabad District in Maharashtra was initiated with the objective of directly transferring monetary benefit into the bank account of pensioners using the Aadhaar Payments Bridge. Aadhaar number was linked to the list of beneficiaries to eliminate fake beneficiaries. Aadhaar Enabled Payment System was used by Banking Correspondents to disburse funds through micro-ATM's.

### 3.1.2 Challenges and Benefits of Aadhaar based Public Service Delivery



Aadhaar is beneficial to all the stakeholders in the ecosystem. Government is benefitted by improving its reach and targeting, citizens receive better quality of service and Industry is benefitted by reduced cost of customer acquisition.

### 3.1.3 Future Usage of Aadhaar Based Service Delivery

Aadhaar has a potential to transform targeted service delivery, improving operational efficiency of administration in targeting benefits and subsidies, thereby reducing leakages and bringing transparency into the system through various avenues like:-

- Judicial System: UID can be integrated with data of criminals for tracking their past track record and criminal history.
- Hospitals: A centralised record of patients across hospitals may be maintained wherein all the past medical history can be stored. This will help in better understanding and analysis of patient records.
- Employment and education data: Records of citizens can be linked with UID. This may help in background verification when they join or change job.
- Election Commission: Aadhaar may be used as one of the mean to facilitate online voting. The residents can enter their UID and get themselves authenticated through demographic/bio-metric/ Iris data and once their identity is ascertained they can cast their vote.



### 3.2 Passport Issuance Service Delivery

CPV Division of the Ministry of External Affairs is responsible for issuance of Passports to Indian Citizens. Passports are issued from 30 locations across the country and 160 Indian missions abroad. Citizens can apply at the passport office, having jurisdiction over the present residential area of the applicant. In order to make existing processes more transparent, streamlined and accessible to general public, CPV has implemented following passport related services:

- Issuance of fresh passports as per a benchmark to be set with reference to the best practices
- Issuance of fresh passports under Tatkaal scheme within 5 days
- Re-issuance of passports / duplicate passports in lieu of lost passports within 5 days
- Rendering of miscellaneous services (change of name and address) on the date of application itself
- Render above services through a simplified procedure and in conditions of comfort for the passport seeking public.
- Provide a portfolio of ONLINE services to the citizens In order to achieve above objective CPV has undertaken detailed assessment of existing processes and revised processes through in department GPR activities. The project is implemented under the public-

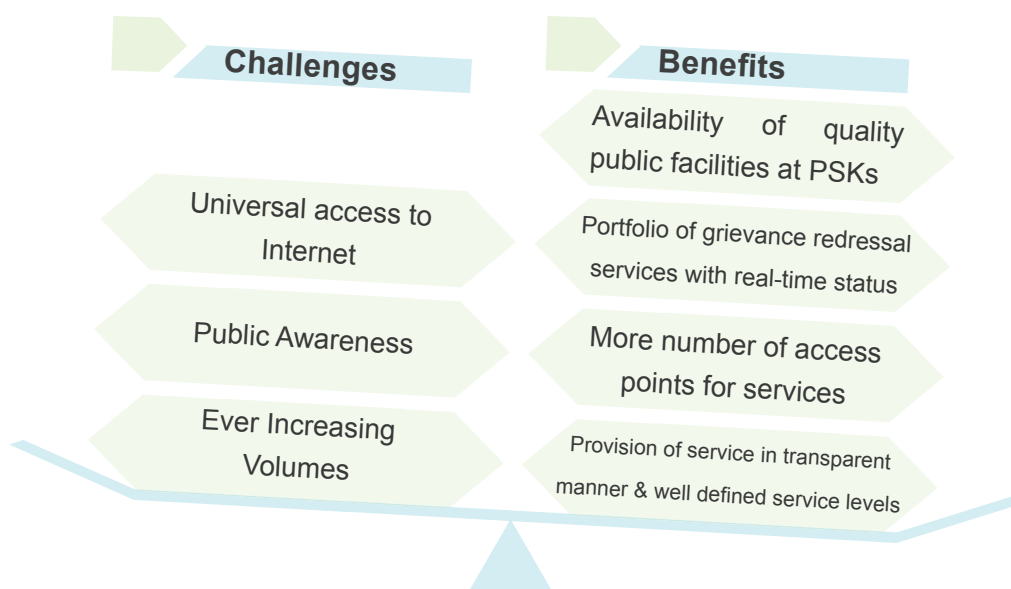
private partnership model and 77 Passport Seva Kendra (PSKs) are functional.

#### 3.2.1 Key Enabler of Service Delivery

- Creation of Front offices, Passport Seva Kendras (PSKs) for improving service delivery
- Implementation of multiple channels for information and status to passport applicants
- Centralized real time repository of passport holders, accessible to all passport offices, posts, immigration and other government departments
- Better geographical reach within India across all 37 passport offices, spanning 23 states and 63 cities
- Setting-up of a back-end processing centre, Central Passport Printing Facility (CPPF)
- Improved standardized and automated processes for service delivery
- Multilingual Call Centre set up to facilitate citizens to obtain information related to passport services and status update on their passport application. Moreover, email based help desk has also been set up to receive queries on passport services.

#### Challenges and Benefits:

The attempt of Ministry to improve governance in Passport Offices is well applauded with a focus on citizen-centricity, service orientation and transparency. The intended benefits and challenges include:



### 3.3 Making Medicines Affordable, Chittorgarh, Government of Rajasthan

To improve the healthcare system in Chittorgarh, the district administration conceptualised a simple yet effective initiative to introduce low cost drugs to the people. The programme builds upon available resources to make the system work in favour of the citizens.

The following three steps summarise the process of implementation:

- asking doctors to prescribe generic drugs
- procuring good quality drugs for government co-operatives, and
- spreading awareness among patients and their families.

The result of these efforts has been the establishment of district wide low cost shops to make medicines more affordable.

Overall, the initiative has been successful in improving access to medicines and is being

replicated and a generic medicine store has been opened in Shastri Bhawan, in New Delhi. The demand for generic medicines has increased over time, since implementation of the programme.

Patients are more aware of the low-cost medicines that are available in the market, which has also encouraged private pharmacists to stock generic medicines. Government doctors are required to follow new orders of prescribing non-branded medicine and are closely monitored by the government.

The positive response to the programme has encouraged the state government to introduce similar initiatives across the state. This Citizen Centric initiative was conferred Prime Minister's Award for Excellence in Public Administration, in the year 2008-09.

The initiative was conferred Prime Minister's Award for Excellence in Public Administration in the year 2008-09.

### 3.4 Convergence Programme of the Government of Delhi-Stree Shakti and others

The mission convergence program of Government of NCT of Delhi (GNCTD) has successfully handled the challenge of governance of one of the fastest growing metropolitan cities with 14 million people residing in slums, unauthorized colonies and about a hundred thousand people who are homeless. A strong policy to simplify governance through a uniform and participatory model involving government and civil society was needed but absent. Two noteworthy institutional reforms initiatives of National Capital Territory of Delhi (GNCTD) which guided the formation of a convergence model of governance and service delivery are the adoption of 'Bhagidari' (partnership) model for ensuring Government Citizen partnership in governance and the formulation of the project 'Stree Shakti' -Empowerment of Women through government facilitated Gender Resource Centers (GRCs) run by Non Governmental Organizations. While engaging with multi-stakeholder collaboration and implementing stand alone pro-poor projects, the GNCTD felt that it is important not only to have collaboration among various government departments and non government organizations, but also to have a system for various schemes and services of the government to get converged so as to avoid duplicity, minimize administrative costs and smoothen the outreach process. This led to the formation of the Mission Convergence programme under the Samajik Suvidha Sangam, which is an autonomous body of Government of NCT of Delhi.

The Mission Convergence is an innovative approach of the GNCTD which aims at restructuring its Governance architecture by providing convergence platforms for facilitating delivery of multiple/cross sectoral developmental schemes of the government. The Mission moves with a horizontal vision which cuts across areas of activity. The focus has been on women so that through women the whole family could be reached out more effectively. In order to overcome the limitations of using income criteria for measuring household poverty, Mission Convergence has relied upon the vulnerability criteria that suits most to the urban and migrant context of Delhi. This approach led to the emergence of a vulnerability data base that has given a surer thrust to interventions. The Mission Convergence initiative has moved away from the traditional bureaucratic forms of governance by addressing administrative bottlenecks and creating an independent entity called the Samajik Suvidha Sangam which functions as a society. The mission has effectively used IT tools and infrastructure for streamlining information related with eligibility and access across different schemes meant to serve the same target group. Mission Convergence's monitoring and evaluation system is strengthened by involvement of Mother NGOs in monitoring the activities of GRC-SKs and 3rd party audits and evaluations from time to time. The process is supported by checks at local levels of the government.

The model has been evaluated by external agencies and acknowledged as the best practice by under the Commonwealth Association for Public Administration & Management (CAPAM)

International Innovations Awards Programme, 2010 and also received UN Public Service Awards.

### **3.5 e-Check post, Government of Karnataka**

Transparent, Objective & Paperless System, Commercial Tax Department, Government of Karnataka and NIC. Check posts perform an important function of monitoring various kinds of movements which occur through them. The check posts administered by the tax departments monitor the goods vehicles which pass through them so as to ensure that the transactions suffer the tax due on them. The functions of check posts differ from state to state.

In Karnataka these check posts which are established at major entry points verify the sales invoices or other prescribed documents and ensure that the consignment actually match with what has been mentioned in the documents.

With growing economy and increasing trade the number of goods vehicles reporting at check posts has shown a phenomenal increase as a result the traditional check posts have not been able to cope up with this burden.

As a result check posts are associated with long hold ups of vehicles, harassment, inefficient working and despite all these have failed to ensure compliance with tax laws.

This project has successfully attempted to transform these check posts into places where there is no hold up of vehicles and on the other

hand making them an important source of gathering information about the trade. Also the subjectivity at the check post has been totally eliminated and the check posts have been made totally paperless. All this was made possible through the use of Information Technology and a total overhaul of the old processes.

The initiative was conferred National e-Governance Gold Award in 2012 under the category, 'Excellence in Government Process Re-engineering'. The initiative has already been replicated by Government of Bihar and its replication is ongoing in other States.

### **3.6 e-Gram: Government of Gujarat - A case study**

Mission e-Gram Viswagram provides for electronic issues of certificates which include certificates of birth, death, income, caste, domicile, property, residence proof, agriculture, tax collection, marriage, family information and land ownership.

#### **3.6.1 Key Enablers of Service Delivery**

A digitalized databank is in operation for issuance of the above mentioned certificates at the village level, which is the lowest administrative unit of Indian Governance. In the phase wise manner of the e-Gram Mission all 13693 village panchayats are in a position to provide basic and very important services to their citizens in Gujarati vernacular language with the availability of VSAT connectivity. To leverage IT resources at the village level, e-Grams are being operated through Village Computer Entrepreneur (VCE) on a revenue sharing basis under Public Private Partnership model. This innovative mechanism

is ensuring prompt services to the citizens; providing opportunity of an additional income to the village panchayats and generating self-employment opportunities for the rural youth. VCE also provide commercial services through computer, internet and telephones. In a nutshell the e-Gram along with internet connectivity operated through a VCE - the e- governance business model of Gujarat has started functioning as a Village Knowledge Centre or Common Service Centre as conceived by the Government of India.

Within a time span of three years, this initiative has covered 13693 Gram Panchayats (GP) equipped with personal computers to provide basic e-services and in January 2008 Asia's Biggest VSAT Connectivity Project for public was rolled out which covered all 13693 Gram Panchayat with Broadband internet connectivity.

### **3.6.2 Challenges Faced**

A lot of lessons have been learnt from e-Gram initiative while implementing it in a mission mode. Involvement of line ministries and determining incentive mechanism for the village level revenue officials, connectivity issue, transition/ switching from a manual and free system to a transparent and paid service, identifying kiosk operators and setting up public private partnerships were the key challenges faced.

E-Gram mission is to reach a level where all the rural villagers specially Below Poverty Line (BPL) families are issued land records, notices, receipts, collection centers for utilities like electricity, cell phones, etc. And finally to

emerge as IT hub for all administrative and commercial services at the village level with provision of State of Art State Data Center being established at Gandhinagar to provide safe & secured e-services.

### **3.6.3 Benefits to Citizens**

It saves cost and time in availing services. Prior to implementation of e-Gram rural citizens had to come to taluka and district headquarters to get services of daily uses which finally consumes their money as well as time and even after service delivery they will get unpredictable. Moreover Gujarat has a large geographical spread and many places are far from Taluka or District Head Quarter.

### **3.6.4 Benefits to Government**

It saves direct cost and time savings to deliver services. Prior to this project, in manual system rural citizen was coming to Taluka and district headquarter to get services so government had to put additional staff and effectiveness of work was suffering in manual system. After e-Services availability at Gram Panchayat level through e-Gram Project this work is now effectively happening at Gram Panchayat level itself. Government Servants are able to do more productive work post the project implementation.

### **3.6.5 Key outcomes of the Project**

This initiative targets to promote and sustain the village Panchayats, the basic unit of governance of rural India as the delivery point/ conduit of e-Services for various government departments. This initiative aims at bridging the digital divide between the urban and the



rural Gujarat by ensuring citizen's right's to information and translating it to a reality through access to digital information. This in turn is empowering rural community through access to global communication and information. Now there is no waiting period in issuance of various certificates, documents and application forms and these are available at nominal fees at their doorstep. This is also effective in the quick redresses of grievances that used to take a long time before this intervention. In the future this initiative is set to provide commercial services to the rural community.

### **3.7 Tele Ophthalmology Centre: Government of Tripura A Case Study**

Tripura has an acute shortage of modern ophthalmologic infrastructure and specialists. There is only one public sector hospital, the Indira Gandhi Medical (IGM) Hospital, in the capital of the state that serves the need for all secondary and tertiary care support. Seventy-five percent of the population that reside in the rural areas have to spend considerably on transportation and accommodation to avail the service. Apart from the IGM hospital there are only three secondary care centers and three primary care centers in the state.

At present, a total of 17 ophthalmologists and 26 ophthalmic technicians are catering to the needs of 37 lakhs residents. By 2014, the numbers are estimated to reduce further as out of the 17 ophthalmologists, 10 will retire from service, implying that only 8 or 9 ophthalmologists will be providing eye care to a projected population of 40 lakhs. This trend is bound to increase pressure on ophthalmologic

infrastructure and expertise at the state healthcare mission. Moreover, geographical location of Tripura presents an inherent challenge of easily accessing services and expertise from mainland India as it is physically distant because of Bangladesh.

#### **3.7.1 Key enablers of Service Delivery**

The government of Tripura has initiated measures to address these concerns by increasing the number of ophthalmologists to a minimum of one per 50,000 citizens. However, it will require a considerable amount of time to achieve this target. Therefore, to offer a pragmatic solution, the state government decided to adopt information and communication technology (ICT) to extend the benefits of the advanced medical sciences to the entire population, including the remote and inaccessible parts of the state, through

Tripura Vision Centre programme. The Tele ophthalmology project implemented by the Ophthalmology Department, Department of Health and Family Welfare, Government of Tripura aims to combine advances in medical sciences and ICT to offer primary and preventive eye care services to the rural citizens of Tripura.

The Vision Centers (VC) are established adjacent to Community Information Centers (CIC) in order to leverage the existing Tripura State Wide Area Network (TSWAN) infrastructure at the CICs. These VCs are connected to the IGM hospital located in state capital Agartala. Ophthalmological assistants are in charge of registering and screening the patient, and are also responsible for entering

the patient's history in the database. Prior to the establishment of vision centres the patients had to travel to the capital of the state Agartala for ophthalmic care. 75 percent of the population of the state who reside in rural areas had to spend a lot of money on travelling and accommodation. With the establishment of four vision centers in semi urban locations and 36 in rural areas of the state ophthalmic care became decentralised.

In the initial stage of the project it was observed that percentage of women being screened in the government hospital was considerably low. With establishment of vision centres, eye care service was taken to the door step of the rural people leading to an increase in the number of women being screened in the centers. Prior to the implementation of the project 34 percent women and 66 percent men were screened in the government hospital. Now, with the improvement in accessibility, more women are encouraged to come out of homes for diagnosis and treatment, resulting in 10 percent increase in women's participation

### 3.7.2 Challenges Faced

The project had initially faced challenges such as lack of suitable site for vision centre layout, lack of modern infrastructure, unstable power supply and unavailability of ideal space for tower. However with diligent planning, efficient management and continuous dialogue among all the stakeholders the challenges were mitigated.

### 3.7.3 Key learning / Future road map / Recommendations

- Leveraging ICT to offer advanced medical care: Tele medicine as a promising branch of advanced medical care was not much popular in Tripura prior to the conception of the Tripura Vision Centers (VCs). The project is an innovative attempt to deliver eye care services using sophisticated yet easily replicable technology to even the most marginalized people belonging to the remotest part of the state. Articulate distribution of VCs around the state and its uninterrupted connectivity with the base hospital are enabling patients to obtain eye care service on a daily basis from 9 am to 4 pm. Appropriate utilization of technology is mitigating the acute shortage of man power and infrastructure in the state.
- Convergence with CICs: The CIC project of the government of India was implemented with the aim of bringing the multifarious benefits of ICT to the grass roots in the relatively remote and less developed regions of India. Apart from providing basic services such as IT education, training, internet access and e-mail, CICs established under National e-Governance Plan also provide citizen-centric services. The government of Tripura in an innovative approach decided to establish all the VCs adjacent to all the CICs.
- Decentralization of eye care: Prior to the establishment of vision centers the patients

had to travel to the capital of the state Agartala for ophthalmic care. 75 percent of the population of the state who reside in rural areas had to spend a lot of money on travelling and accommodation. With the establishment of four vision centres in semi urban locations and 36 in rural areas of the state ophthalmic care became decentralized.

- The task of humanizing and localizing information communication technology as well as medical advancements to serve at the grass roots was one of the major challenges of the Tripura government. The success in dealing with this particular challenge makes the tele ophthalmology project of Tripura Vision Centre a unique one.

#### **4. Legal Framework For Public Service Delivery**

- In India, governments have made various efforts to establish a well defined legal and regulatory framework for public service delivery. 13 State Governments have passed right to services legislations, in the last few years, to provide effective, efficient, time bound, guaranteed services to the citizens. The current chapter presents a summary of these efforts.

##### **4.1 The Right of Citizens for Time Bound Delivery of Goods And Services and Redressal of Their Grievances Bill, 2011**

The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievance Bill, 2011, was introduced in the Lok Sabha on December 20, 2011 by Shri V. Narayanasamy, Minister of State for Personnel, Public Grievances & Pensions and Minister of

State in the Prime Minister's Office. The Bill seeks to confer on every citizen the right to time bound delivery of specified goods and services and provide a mechanism for grievance redressal. It aims to create an over arching mechanism to ensure timely delivery of goods and services to citizens across the country. The salient features of the Bill are as follows:

- Every citizen shall have the right to time bound delivery of goods and provision for services given in the Citizens Charter, including redressal of grievances. Citizens Charter shall be notified by every public authority.
- Citizens Charter shall include all the goods and services provided by a public authority including time lines, names and address of designated officers responsible for the delivery as well as details of designated Grievance Redress Officer.
- In case of non redressal or failure of any kind in service delivery, citizens can lodge a complaint to Grievance Redress Officer for redress their grievances.
- In order to facilitate grievance redressal, a uniform 3-tier system has been proposed, in a decentralized manner for States and the Centre.
- The second level/first Appellate level will be the Designated Authority for the public authority.
- The third level/second level Appellate level will be State/Central Public Grievance Redressal Commission for their respective jurisdiction.

- There would be separate and independent Public Grievances Redressal Commissions in each State, comprising of such members as prescribed, to be selected by a Committee headed by the Chief Minister concerned and Leader of Opposition and others, as members, and appointed by the Governor. For redress of grievances relating to the goods and services delivered by States organizations, the State Public Grievance Redressal Commission concerned shall be the final authority.
- The Central Public Grievances Redressal Commission, will be exclusively for Central Government organizations only, and will comprise of members as prescribed, selected by a Committee to be headed by the Prime Minister of India, with Leader of Opposition and others, as members, and appointed by the President of India. For redress of grievances relating to the goods and services delivered by Central Government organizations, the Central Public Grievance Redressal Commission concerned shall be the final authority.
- There is no overlapping of any power or authority between the State Public Grievances Redressal Commission and the Central Public Grievances Redressal Commission, and both would have exclusive jurisdiction in their respective domain.
- Penalty can be imposed on an erring official by an Appellate Authority up to a maximum of ₹ 50,000/-
- Compensation can be awarded to the complainant out of the penalty imposed.
- Penalty will be recovered from the salary of the erring official.

## **4.2 State Specific Acts/ Laws in regards Service Delivery**

### **4.2.1 Madhya Pradesh – Lok Sewaon Ke Pradan Ki Guarantee Adhiniyam, 2010 (enacted on 18.08.2010)**

Madhya Pradesh has enacted this Act to provide for delivery of services to people of the State within the stipulated time period.

In case the designated officer has failed to provide services without sufficient and reasonable cause, the second appellate may impose a lump sum penalty which shall not be less than ₹ 500 and not more than ₹ 5,000. In cases of delay, penalty may be imposed at the rate of ₹ 250 per day of delay, not exceeding ₹ 5,000.

### **4.2.2 Uttar Pradesh - Janhit Guarantee Adhiniyam, 2011 (from 03.03.2011)**

The State of Uttar Pradesh passed the Janhit Guarantee Adhiniyam in 2011, was first introduced as an Ordinance on 14.01.2011. The Act provides for the delivery of services to the people of the State within stipulated time limit. The second Appellate authority may impose lump sum penalty of not less than ₹500 and not more than ₹ 5,000 for no delivery of services without sufficient and reasonable cause. Delay may be penalized with ₹ 250 per day not exceeding ₹ 5,000. Compensation to the appellant can also be ordered out of the penalty amount imposed.

### **4.2.3 Jammu & Kashmir - Public Services Guarantee Act, 2011 (enacted on 09.04.2011)**

This is an Act to provide for the delivery of services to the people of the State within the specified time limit. A fine may be imposed by the second appellate authority if it is of the opinion that the designated officer has not complied with the orders or directions without reasonable cause. The amount of fine shall not be less than ₹ 500 and may extend up to ₹5,000. In cases of delay in providing service a fine at the rate of ₹ 250 per day of delay, may be imposed. In cases of deficiency of service a fine of ₹ 2000 can be imposed.

On imposition of the fine as above, the second appellate authority may order that such portion of the fine, shall be awarded to the appellant as compensation as it may deem fit provided the amount of such compensation shall not exceed the amount of the fine imposed.

### **4.2.4 Delhi (Right of Citizen to Time Bound Delivery of Services) Act, 2011 ( enacted on 07.04.2011)**

This is an Act to provide for delivery of services to the citizen in the National Territory of Delhi, within the stipulated time limits, including liabilities of the Government in case of default.

Every government servant who fails to deliver citizen related services, as specified in the Schedule shall be liable to pay at the rate of ₹ 10 per day of delay for the period of delay subject to a maximum of ₹ 200 per application, which shall be payable by him to citizens as compensatory cost. In case the citizen demands the compensatory cost it shall be the duty of

the competent officer to pay such a cost to the citizen against acknowledgement and receipt as per format prescribed.

The Act also provides for Cash Incentive, not exceeding ₹ 5000, for officers for enhancing efficiency.

### **4.2.5 Bihar - Right to Public Services Act, 2011 (enacted on 02.05.2011)**

The Bihar Right to Public Services Act aims to provide for the delivery of notified public services to people of the State, within the stipulated time period. A penalty can be imposed as notified from time to time.

Any person, whose application is rejected or who is not provided the service within the stipulated time limit, may file an appeal to the Appellate Authority within thirty days from the date of rejection of application or the expiry of the stipulated time limit.

The lump-sum penalty amount is to be not less than ₹ 500 and not more than ₹ 5,000. Delay also is to be penalized with ₹ 250 per day of delay with the proviso that the total penalty in any one case shall not exceed ₹ 5,000. The penalty that is imposed under the Act shall be recovered from the salary, honorarium, remuneration of the concerned designated public servant or Appellate Authority. The penalty can be imposed in case the appellate authority is of the opinion that the designated public servant (a) has failed to provide the service without sufficient and reasonable cause and (b) has caused delay in providing the service.



#### **4.2.6 Himachal Pradesh – Lok Sewa Guarantee Adhiniyam, 2011 (enacted on 21.09.2011)**

This is an act to provide for the delivery of services to people of Himachal Pradesh within the stipulated time period. The second appellate authority may impose a lump sum penalty which shall not be less than ₹ 1000, but not more than ₹ 5000, in case the designated officer has failed to provide the services or has caused delay in providing service without sufficient or reasonable cause.

#### **4.2.7 Rajasthan - Guaranteed Delivery of Public Services Act, 2011 (enacted on 14.11.2011)**

The Act aims to provide delivery of public services to the people within the stipulated time limit. It covers every state government body. A lump sum penalty which shall not be less than ₹ 500 and not more than ₹ 5,000, shall be recoverable from the salary of the designated officer, in case the second appellate authority is of the opinion that the designated officer has failed to provide the services without sufficient and reasonable cause.

#### **4.2.8 Uttarakhand - Right to Service Act, 2011 (enacted on 04.10.2011)**

It is an Act which was passed on 4th October 2011 to provide the delivery of public services to the people of the state of Uttarakhand within the given time limits. It imposes a penalty of ₹ 500 ₹ 5,000 on the designated officer for non-delivery of services. Delay may be penalized with ₹ 250 per day not exceeding ₹ 5,000. Under the act, the state may also establish a Commission 'Uttarakhand Right to Service Commission'. It shall be the duty of the commission to ensure proper implementation of this act and to make suggestions to the state government for better

delivery of services. The commission will have a Chief Commissioner and 2 Commissioners.

#### **4.2.9 Punjab - Right to Service Act, 2011 (Notified as an Ordinance on 14.07.2011)**

It is an Act to provide for the delivery of services to the people of Punjab within the given time limits. It provides for imposition of a penalty of not less than ₹ 500 and not more than ₹ 5,000, on the designated officer and/ or any other official involved in the process of providing service has failed to provide service without sufficient and reasonable cause. In cases of undue delay in providing of the service the second appellate authority may impose a penalty at the rate of ₹ 250 per day of delay, which shall not be more than ₹ 5,000. Under the Act, the State may constitute a Commission. It shall be the duty of the Commission to ensure proper implementation of this Act and to make suggestions to the State Government for better delivery of services.

#### **4.2.10 Jharkhand – Rajya Sewa Dene ki Guarantee Adhiniyam, 2011 (enacted on 11.10.2011)**

The Act provides for the delivery of public services to the persons of the State within stipulated time limit. In cases where the designated officer has failed to provide service without sufficient and reasonable cause, a lump sum penalty not less than ₹ 500 and not more than ₹ 5,000 can be imposed. In cases of delay penalty of ₹ 250 per day of delay not exceeding ₹ 5,000 can be imposed. Penalty for delay in deciding an appeal within the stipulated time limit can also be imposed upon the First Appellate Officer for the same amount as state for designated officers.

#### **4.2.11 Chhattisgarh Lokseva Guarantee Adhiniyam, 2011 (12.10.2011)**

Under the Act, every person shall have the right to obtain Public Service in Chhattisgarh, with in the stipulated time. Every department shall designate a person or persons responsible for delivering public service and the fact of such designation shall be displayed in some conspicuous part of the department for the information of general public. Every applicant shall be entitled to obtain the status of his application. Delay may be penalized with ₹ 100 per day not exceeding ₹ 1,000. Information on expenditure incurred / infrastructure created in the State is given in Annexure to this Background Paper.

#### **4.2.12 Kerala State Right to Service Act, 2012 ( enacted on 04.08.2012)**

This is an Act to provide for delivery of services to the general public within the stipulated time limit.

The Act empowers the second appellate authority to penalize the designation officer who has failed to provide the service without sufficient and reasonable , to impose a fine of not less than ₹ 500 and not more than ₹ 5,000. In cases of delay a fine at the rate of ₹ 250 for each day's delay the sum, which shall not exceed ₹ 5,000.

#### **4.2.13 Karnataka Guarantee of Service to Citizens Act, 2011 (SAKALA) 02.01.2012)**

It is an Act to provide for the delivery of 151 services of 11 departments to the people within the specified time limits. Compensation for delay may be claimed @ ₹ 20 per day of delay

not exceeding ₹ 500. The Act is also known as “Sakala” meaning on time. The focus of the Act is on improving the service delivery and not on penalty.

### **5. Issues and Challenges Faced in Public Service Delivery**

The core challenge of Public Service Delivery lies in giving effect to the shift of Government's role from “rowing to steering”. In the first five decades of Independent India, the government had become involved in the entire range of public activities from ‘making of bread to air crafts’. With the emergence of the Good Governance concept in the 1990s, the government has become more of a facilitator than a provider. Changing the existing institutions to enable the Government to fulfil its new role of ‘steering’ in place of ‘rowing’, and the creation of new ICT based institutions that meet the ever growing expectations of the people, constitutes the fundamental challenge in public service delivery today. This chapter presents various issues being faced in delivery of public services to the citizens in India.

#### **5.1 Reforming the bureaucracy to orient it towards Citizen Centricity**

The biggest challenge in reforming public service delivery in India is re-orienting the mind set of the Indian bureaucracy. The Central Government employs 3.3 million, plus 5.3 million in PSU and Railways. 6.3 million are employed by all the State governments and 2.3 by local bodies such as municipalities. The bureaucracy is not yet focusing on delivering public service. From 1964 to 1989 the Government was trying

to control through the licenses structure. From 1991 onwards liberalization has been adopted<sup>1</sup>, and the centre of gravity in Government policies has been shifted towards Citizen Centric Initiatives. The Second Administrative Reforms Commission has studied the various dimensions of this challenge and given its recommendations in its Fourth Report entitled 'Ethics in Governance'; Tenth Report entitled 'Refurbishing of Personnel Administration Scaling New Heights' and its Twelfth Report entitled 'Citizen Centric Administration The Heart of Governance'.

## 5.2 Lack of Basic Infrastructure at ground level

Lack of basic infrastructure is a prime concern and major impediment being faced by various Public Sector Enterprises and Departments offering public sector services is the next challenge. Expanding and improving the service delivery without basic infrastructure is not possible. The needs of electric power, road and rail connectivity, locating and servicing of offices in rural and / or remote areas, providing access to minimum requirements of transportation, recruitment and training of service providers are only a few basic needs involved in the process. The heavy burden on the Indian Railways for freight and passenger transportation has its own list of challenges, while the Airports, Seaports, Airlines and Shipping Sectors have their own crying needs for modernization and expansion.

The directions in which the railways and the highways are planned, is the direction in where other factors of development follow.

Indian Railways continues to plan its future in isolation, as the Railway Budget continues to be separate from the main Annual Finance Bill of Central Government. It also keeps waiting for the big ticket investment plans and proposals, that take an infinity to materialize. If only, all developmental planning of railways, roads, land development, power generation could be coordinated through a big picture of a 20-25 year period, with actual implementation projected annually, in specified districts at a time, funding for such small ticket investments could be raised from within the country. The concepts of convergence and subsidiary recommended by the Second Administrative Reforms Commission, could be utilized here, through teams of required number of members from the ministries concerned. The levels of such teams could be from the nodal ministry to the ground level, with each member being accountable for completion of his / her area of work on the ground, and each continuing to report through the line ministry hierarchy. This would not only introduce competition for efficiency and timely completion of work amongst the ministries concerned, but would also serve as a real time channel of communication for the progress on each project.

## 5.3 Technology Related Challenges

The heavy industry and power sector technologies in which the investments were made in the public sector undertakings to give it predominance in the first five decades after Independence, have become sub-optimal. The power sector in particular, is pivotal to all sectors of public service delivery. The all pervasive shortage of power is one of the

<sup>1</sup> NDTV debate on 15th August 2006 8 pm.

biggest challenges awaiting remedial action. The new Information and Communication Technology (ICT) including the hardware, software and supporting network infrastructure which facilitate public sector agencies in delivering services to the citizens, is being utilized but its spread across the country is still limited to urban pockets, partly due to limitation of the power sector. Moreover, the obsolescence rate of the new ICT technology is very high. Therefore, keeping the pace of public service delivery updated to the innovations in ICT is an additional challenge, because maintenance of the obsolete hardware would become increasingly costly.

#### **5.4 Making the service delivery, multi channelled**

The critical advantage of mobile phone technology is that it cuts across literacy and language barriers and therefore, in a multilingual country such as India, it can provide the last mile reach and connectivity for public service delivery. Access to mobile networks is available to 90% of the world population and to 80% who are living in the rural areas. Never before has a network connected such a huge number of subscribers. The penetration of wireless communication in India has reached more than 75%, which has created a unique proposition of being the amongst the world's truly mobile digital society. In its Eleventh Report entitled 'Promoting e-Governance The SMART Way forward' the Second ARC has given its recommendations on this challenge

#### **5.5 The special challenge of Public Service Delivery in Left Wing Extremism affected districts**

The Ashok Mehta Committee, headed by Ashoka Mehta and EMS Namboodripad, in a Note on the 1977-78 Report on decentralization<sup>2</sup> raised an unresolved issue. It observed that under the Indian Constitution there was democracy at the centre and the state headquarters, but bureaucracy all along down the line, viewing Panchayati Raj Institutions as 'development only institutions' of local government. According to the Note no distinction should be made between regulatory and the developmental function of the state, while devolving functions and activities to the Panchayati Raj Institutions, which are representative governments at the district level and below. The cumulative non responsiveness of local government has resulted in the emergence and growth of the Left Wing Extremism (LWE). The LWE is active in approximately 40 percent of India's geographical area. It controls large portions of remote and densely forested areas and are concentrated in what is now known as the 'Red Corridor'. This area is the tribal belt where the tension between economic development and forest rights and tribal way of life predominate.

Public Service Delivery in 40% of this area of the country, is severely impacted and the issues involved have been studied by the Second Administrative Reforms Commission. Its recommendations are in the Seventh

<sup>2</sup> Economic and Political Weekly, November, 25, 2006 pages 4847 to 4849.

Report entitled 'Capacity Building for Conflict Resolution Friction to Fusion'. In its Sixth Report entitled 'Local Governance An Inspiring Journey into the Future' the Second ARC has deliberated on this challenge.

## 6. General Issues Involved In Addressing The Challenges

A large section of our population relies on public sector offerings. Therefore, any improvement in service public service delivery would have a tremendous effect on economic growth and improvement in quality of life of our citizens. To achieve the same we have to address the challenges which exist in public service delivery. The following are key ways with which these challenges can be addressed:

- **Transparency in public service delivery:** The Right to Information Act, 2005 public service organisations need to focus first on improving front-end service delivery capabilities, through improved data sharing and collaboration in service delivery. The Right To Information Act (2005), has provided the framework for transparency in the functioning of the Government. Under this Act, access to information from a public agency has become a statutory right of every citizen. In effect the RTI Act has emerged as a vehicle for greater transparency about the manner of functioning of public agencies. The Media, as the fourth pillar of democracy has used it very effectively, to the advantage of the common man. Transparency has now become a necessary input in improving

public service delivery by making individuals and units accountable.

- **Breaking down the line department system of organization:** An organizational structure for Government of India has been recommended by the Second Administrative Reforms Commission in its Thirteenth Report entitled 'Organizational Structure of Government of India', which needs to be read with its Ninth Report on 'Social Capital a Shared Destiny'.
- **Skills and talent management for the ICT based service delivery:** An emphasis on 'continuous learning is needed both at the personal and the official levels. Skill requirements for various jobs, and identification of training needs to deliver citizen centric services, can no longer be neglected. The Central Government has already started a project for identifying the skills needed for various levels of jobs in a multitasking work environment. For policy formulation, the Legal and Social theories are largely un-recognized as a part of governance. Study of the past requires an understanding of the present.<sup>3</sup> Well studied and well established social theorists provide a frame work for policy formulation as they reduce uncertainty to a certain extent. Socio-economic theories can be considered for inclusion in the training on policy formulation also. Currently there is little or no communication between the academics and the policy formulator. Coordination of both is needed as academics do not have the capability to create policies while the policy

<sup>3</sup> service sector growth matters - Economic Times, 27th June 2005



formulators are unaware of the theoretical frameworks available for policy formulation.

- Encouraging better use of information and improvement of information structure: One of the keys to meeting the challenge of delivering effective and efficient public services is to get better information about performance and then use that information to make better decisions and hold people accountable. Using good performance information underpins many of the initiatives under way to raise State sector performance. As public sector strive for efficiency, it is all the more essential that they have the information necessary to inform those decisions. An integration in terms of common technology, standards and processes across different department of the country.

## 7. Conclusion

Public services are a legitimate expectation and not a privilege in a democratic society. That is why aspiring to meet the basic needs of citizens is one of the key agenda for all democratic governments across the world. Efficient delivery of public services matters not only to the direct service recipients, but also contributes to the public perception about the government in a country.

From the 1990s onwards, public service delivery reforms have become the focus of all governance related reforms. Global trends, such as rising citizens' expectations from

democratically elected governments, the building of infrastructure by governments to meet those expectations, improving the economic environment to attract global investment, public sector reforms, increasing partnership of the public private sectors in providing public service delivery, and changing demographics have transformed the environment in which the public services are delivered today. Their transparency and efficiency has become the benchmark by which a democratic government is judged both by its voters as well as by the international fund investors. Citizen Centricity, Stakeholder consultations, Rule of Law, independence of judiciary, the levels of social and economic inclusion, an open and transparent society and economy, a free media and similar features, have become the significant factors by which a nation is viewed in the comity of nations.

All democracies have developed their own brand of good practices, for improving transparency, setting service standard, increasing responsiveness and involving the civil society in the development of the country. Governments in 13 States across India, have made various efforts to establish a well defined legal and regulatory framework for public service delivery. The Central Government has introduced on 20.12.2011, 'The Right of Citizens For Time Bound Delivery of Goods and Services and Redressal of Their Grievances Bill, 2011, which is under consideration of the Parliament'.

In India, there is a rich basket of governance good practices that have evolved through small beginnings and individual efforts at the local levels, to finally emerge as a national level

### **Annexure 1 - List of Best Practices**

A select list of best practices in governance and public service delivery in India that have been replicated or adopted for local requirements in their respective sectors

Sl. No.	Name of the Best Practice	State/Organisation
1	Bhoomi	Karnataka
2	Gujarat Emergency Earthquake Reconstruction Project	Gujarat
3	Communitization of Public Institutions and Services of Nagaland	Nagaland
4	e-Registration (SARITA)	Maharashtra
5	e-Registration (PRISM)	Punjab
6	e-Registration (STAR)	Tamil Nadu
7	Gyandoot: Community owned Rural Internet Project	Madhya Pradesh
8	Echaupal ITC	ITC
9	Slum Sanitation in Pune	Maharashtra
10	Resettlement and Rehabilitation of the Urban Poor : the Mumbai Urban Transport Project	Maharashtra
11	Innovations in primary education - 'Nali-Kali'	Karnataka
12	Innovations in primary education – Shishu Shiksha	West Bengal
13	'Lokvani', Distt. Sitapur	Uttar Pradesh
14	One Day Governance - Vadodara & Ahmedabad Models	Gujarat
15	Problems of Street / Destitute Children	CRY
16	e-Procurement	NISG, AP
17	E-Braille	West Bengal
18	Koshwahini	Maharashtra
19	Treasury Information System	Karnataka
20	Treasury Information System	Tamil Nadu
21	e-Treasury Mission Mode Project	
22	Innovative Strategies for Tribal Development Attappady Wasteland Comprehensive Environmental Conservation Project	Kerala
23	Innovative Strategies for Tribal Development - BAIF Development Research Foundation, Pune	Maharashtra
24	Urban Governance Innovations in Municipal Administration - Surat Municipal Corporation	Gujarat

25	Urban Governance Innovations in Municipal Administration – Vishakhapatnam Municipal Corporation	Andhra Pradesh
26	Innovations in Health Sector - Tele medicine Project	West Bengal
27	Innovations in Health Sector - Health Call Centre	Andhra Pradesh
28	Innovations in Transport Sector – Indore City Transport Services Ltd.	Madhya Pradesh
29	Innovations in Transport Sector - Computerization in Transport Department in Punjab	Punjab
30	Empowerment of Women - Stree Shakti	NCT of Delhi
31	Empowerment of Women – Franchisee Arrangement entrusted to Local Self Help Groups in Uttarakhand Power Corporation Ltd.	Uttarakhand
32	Augmenting Drinking Water Supply - Aapni Yojana - A success story of Rural Water Supply Management in Rajasthan	Rajasthan
33	Augmenting Drinking Water Supply – Swajal	Uttarakhand
34	Public Distribution System	Chhatisgarh
35	Chiranjeevi Yojana	Gujrat
36	e-Huda : Plot and Property Management System	Haryana
37	Fire Alert and Messaging System	Madhya Pradesh
38	Involvement of Community in Naxalite- affected Areas, Balaghat - Madhya Pradesh	Madhya Pradesh
39	Online Scholarship Management, Andhra Pradesh	Andhra Pradesh
40	Procedure followed for the conduct of the 3-G Auction and the possibility of extending it to other areas where sale of Government resources and assets are involved - DoT, Gol	Department of Telecommunication, Government of India
41	Education & Training Centre (ETC) - Dreams to Reality	Maharashtra
42	Sickle Cell Anemia Control Programme	Gujarat
43	Financial Inclusion	Punjab National Bank
44	Village Health and Nutrition in Complete Convergence Mode	Tripura
45	Participatory Scientific Watershed Management in Gujarat	Gujarat
46	e-Checkpost	Karnataka

## Annexure 2 - List of Films on Best Practices

List of 43 Documentary Films Produced by DARPG in 20-25 minutes duration

1.	Bangalore Agenda Task Force	26.	Innovative Participatory Drinking Water Delivery Approach in Rural Areas of Gujarat (WASMO)
2.	Lost World Regained (Kutch Rehabilitation in Gujarat)	27.	Effective Management of Protected Areas (Uttarakhand)
3.	Vadodara Wins (One Day Governance in Vadodara, Gujarat)	28.	Reducing Maternal Mortality and Female Infanticide (Tamil Nadu)
4.	Bridging the Digital Divide (Akshaya Project in Kerala)	29.	Financial Sustainability of Bangalore Metropolitan Transport Corporation, Karnataka
5.	Eco-Tourism in Himachal Pradesh	30.	Safe Motherhood and Child Survival Programme, Gujarat
6.	People's Movement against Throwaway Plastics in Tamilnadu	31.	SCORE : e-registration in Bihar
7.	Bhoomi (Online Delivery of Land Records in Karnataka)	32.	Improved Health and sanitation Practices, District Surguja, Chhatisgarh
8.	E-Seva the one stop Shop (Andhra Pradesh)	33.	Recognition of Forest Rights, Madhya Pradesh
9.	Window of Joy (Citizen Facilitation Centre in Kalyan Dombivili, Maharashtra)	34.	Removal of Encroachments of Structures Maintaining Communal Harmony, Jabalpur, Madhya Pradesh
10.	Bhagidari Partnership Redefined (Govt. of NCT of Delhi)	35.	Making Medicines Affordable, Chittorgarh, Rajasthan
11.	Breaking the Barriers (Communitisation of Public Institutions and Services in Nagaland)	36.	River Linking Project, Jalgaon, Maharashtra
12.	Kudumbshree	37.	Computerization of Paddy Procurement and Public Distribution System, Chhatisgarh
13.	Friendly Neighbourhood Cops, Trichi Police	38.	Child Tracking System in Orissa-Government of Orissa
14.	SETU (Empowerment through Connectivity)	39.	Bridging the Gap-Bihar Rajya Pul Nirman Nigam, Government of Bihar
15.	Friends (Single Window Service Centre, Kerala)	40.	Success Story of Malkapur, Government of Maharashtra
16.	'On the Wheels of Comfort' - Railway Reservation	41.	Education & Training Centre, Government of Maharashtra
17.	Area Based Assessment of Property Tax - Patna Municipal Corporation	42.	Sickle Cell Anaemia Control Programme, Government of Gujarat
18.	Assam Police Social Action Programmes	43.	Changing Face of Thane and Nagpur Cities, Government of Maharashtra
19.	Delhi Metro		
20.	Lokvani in Uttar Pradesh		
21.	Nali Kali		
22.	Slum sanitation in Pune		
23.	e-Braille		
24.	Ashraya (Govt. of Kerala)		
25.	Radical Improvement in Delhi Government School System		

**List of 5 Documentary Films Produced by DARPG in 2012-13 in three duration of 15 minutes, 8 minutes and 5 minutes. These films were officially released on 3rd April, 2013.**

- Village Health & Nutrition in Complete Convergence Mode in Tripura
- Participatory Scientific Watershed Management in Gujarat
- Sustainable Plastic Waste Management in Himachal Pradesh
- Liberating Manual Scavengers and Moving Towards Total Sanitation, District Budaun, Uttar Pradesh
- Jeevika Bihar Rural Livelihoods Promotion Society: Socio Economic Empowerment of Rural Poor through Sustainable Community Institution
- Documentary Films on good governance initiatives being finalized during 2012-13 in three durations 14 mts, 3.5 mts & 30 seconds.

S. No.	Initiatives	Awards
1	PanchTantra Gram Panchayatha Online System, Rural Development and Panchayati Raj Department, Government of Karnataka and NIC	Gold Award – National e-Governance Awards, 2010-11
2	AGRISNET- Agriculture Information Service Network, Agriculture Department Government of Tamil Nadu.	Gold Award – National e-Governance Awards, 2010-11
3	Health Management Information Systems Tamil Nadu Health Systems Project, Department of Health & Family Welfare Government of Tamil Nadu	Gold Award – National e-Governance Awards, 2011-12
4	Integrated Odisha Treasury Management System (IOTMS), Directorate of Treasuries & Inspection, Department of Finance Government of Odisha.	Gold Award – National e-Governance Awards, 2011-12
5	Sugarcane Information System Sugarcane Commissioner, Sugarcane Development & Sugarcane Industries Department, Government of Uttar Pradesh	Gold Medal – CAPAM Awards, 2012
6	Electronic Service Level Agreement Government of Delhi.	Finalist CAPAM Awards, 2012
7	e-Sugam, a self policing system for Tax Compliance, Commercial Tax Department, Government of Karnataka	Gold Award – National e-Governance Awards, 2011-12
8	Cloud Telephony and IVRS based Daily Monitoring System: A revolutionary Approach for Monitoring Government Programme , Government of Uttar Pradesh	Gold Award – National e-Governance Awards, 2011-12



9	Crop Pest Surveillance and Advisory Project, Commissioner of Agriculture Department of Agriculture, Government of Maharashtra.	Gold Award – National e-Governance Awards, 2011-12
10	Aarogyam, District Health Society Bagpat & JP Nagar, Government of Uttar Pradesh.	Silver Award – National e-Governance Awards, 2010-11
11	e-Awas - Government Accommodation Management System, Directorate of Estates, Ministry of Urban Development Government of India.	Bronze Award National e-Gov Awards, 2011-12
12	Integrated Geo-spatial ICT solution for Scientific Planning & Monitoring of MGNREGS works in Gujarat Commissionerate of Rural Development Department of Rural Development and Government of Gujarat.	Bronze Award – National e-Gov Awards, 2011-12
13	Property tax and water charges revenue management system, Online Birth and Death Certificate, Building Permission Management, Solid Waste Management with vehicle tracking, Grievance Management System, Online Dashboard for works Management, Pimpri Chinchwad Municipal Corporation Government of Maharashtra.	Gold Award – National e-Governance Awards, 2011-12

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### CIVIL SERVICES DAY

#### Panel Discussion on Addressing the Challenges of Public Service Delivery

#### Panel Discussion Members

**Panellists:**

- Shri Kapil Sibal
- Shri V. Narayanaswamy
- Shri N. C. Saxena
- Dr. Pramod Kumar

**Coordinator:** Ms. Lekha Kumar

**Knowledge Partner:** PwC Pvt. Ltd.

### Issues for Discussion

- Need for 'efficient' service delivery
- Complexity (*diversity, demographic, large rural population, etc.*)
- Accountability and Transparency
- Reforms Agenda – MDGs
- Limited Resources
- Silo approach and lack of cohesive strategy
- Speed of execution / implementation

### Deliberations

- Challenges of diversity – no '*one size fits all*' solution
- Public Service Delivery context has changed – '*new game old rules*'
- Expectations of people have gone up and they are becoming impatient
- Need to address the concerns and expectations of the common and poor people of the country

### Deliberations

- Bureaucrats are reluctant to take decisions due to RTI Act
- *Trust Deficit* - the issue of 'mis-trust' across stakeholders
- More people required who can deliver – 'Right Sizing' is required
- Capacity building and skills enhancement of civil servants
- Stability of tenure of officers

## Deliberations

- Governance no longer possible only through human interventions
- Technology needs to be leveraged
- Comprehensive technology vision to make public service delivery happen – develop an ecosystem of technology
  - *digital literacy, education reforms, developing appropriate applications, manufacturing sector (Electronics), digital highway, digitisation and content*
- Engagement orientation in decision making with all stakeholders – citizens, businesses, civil society, States, etc.

## Deliberations

- Measuring outcomes to improve service delivery
  - *Monitoring and Evaluation of programs using key indicators important*
  - *No accountability can be assigned when the data/information is not correct*
- Access to data/information for general public
- Sequential activities tend to delay implementation
- Financial procedures need to be reformed

## Conclusions

- Integration of vision within the Government and of Government with bureaucracy
- Reform agenda to be 'system driven'; process reforms in integral part of it
- Start with the infrastructure that is available
- Work on all activities in parallel to reduce implementation delays
- Bonafide decisions and 'honest' officers to be protected by Government





**Knowledge Partner:** KMPG

**Coordinator:** Ms. Sudha Krishnan, JS, Ministry of Finance

**Panelists:**

- Shri Jairam Ramesh, Minister for Rural Development
- Shri S Ramadaorai, Adviser to PM
- Shri Narendra Jadhav, Member Planning Commission
- Dr Yoginder K Alagh, Economists & Chairman IRMA
- Shri B K Sinha, Member CAT, Pr. Bench

The third technical session discussed the subject of rural economy with focus on employment. It was chaired by the Minister for Rural Development, Shri Jairam Ramesh. Other eminent panellists were Shri S Ramadaorai, Shri Narendra Jadhav, Dr Yoginder K Alagh, Shri B K Sinha and the knowledge partner was K.P.M.G.

Four important issues of rural economy discussed in the session were agricultural growth and the need for diversification, skill development for rural population, the rural-urban continuum and its impact on rural population and finally, rural employment with a number of issues relating to MGNREGA coming up during the discussions.

The panellists felt that the reducing share of agriculture in GDP was not so much a cause of concern as the large proportion of the population still dependent on agriculture. A broad-based agricultural growth holds the key to rural employment generation. A renewed focus on research and modernization, with increased allocation for agricultural research, was emphasised. This becomes a large challenge in view of the fact that approximately 100 to 150 million rural population would have to be absorbed in the job market, over the next 10 to 15 years.

Skill development becomes an important factor for reaping the demographic dividend. As the face of rural India is changing, skill development would have to be dynamic. The needs and

aspirations of the rural people are continuously changing, and the unserved needs such as horticulture, processed food, cold storage, repair and maintenance of technical equipment etc. need to be tapped. While the need for looking at these newer areas was important, the panel also felt the need for a nuanced approach, especially in the tribal areas would need a different paradigm. There is a need for a large scale skill development programme in the rural area with the government and private sector pitching in their effort in a PPP mode.

The panel also agreed that increasing urbanization is perhaps a good for rural poverty reduction. This is because growing urbanization with concomitant market linkages and job creation potential often leads to remittances to the rural areas. Since most of the migration is taking place to what are called the census towns, proper institutional, infrastructure and other support need to be put in place in these towns so as to encourage entrepreneurship in these areas.

The session also witnessed a lot of discussion on the flagship MGNREGA and the problems associated with its implementation. The panel believed that many of these problems emerged from the multiple and sometimes conflicting objectives of the scheme which sought to create jobs and assets, empower Gram Panchayats. Somehow, it was not always possible to achieve all these to be managed in a desirable manner. Issues of supply-side management, in terms of release of funds, proper audit, problems of

exclusion and issues relating to rent seeking were related during the deliberations.

The panellists believed that some of these issues could be addressed with the emphasis on creation of self-help groups and a volunteer programme called the Bharat Nirman Volunteers. It was also felt that the stories of success and innovation within in NREGA should be institutionalised and integration of the programme with other such programmes was also emphasized.

In conclusion, the group felt the need for a broad-based and diversify agricultural growth to ensure better employment opportunities in the rural areas. Focus on modernization of agriculture, agricultural research, increased allocation for agricultural research, dynamic skill development programme, etc. were recognized as important for long term rural development. Finally, programmes such as NREGA, it was recognized, would need to continue, because the social safety net they provide for the unskilled.

“The true India is to be found not in its few cities, but in its seven hundred thousand villages. If the villages perish, India will perish too.”  
– Mahatma Gandhi

### 1. Introduction

The importance of the health of rural economy in the growth story of the country can easily be understood by the fact that though the share of agriculture, the fulcrum of the rural economy, in real GDP has fallen from 30% in 1990 to 14.5% in 2011-12, the share of country's population dependant on agriculture has not come down proportionately. For 68.8 percent of India's population, agriculture continues to be the only road to their quest for a decent existence. It is apparent that the inclusiveness of the Indian growth story will remain a chimera unless this daunting paradox is addressed in all its overt and covert dimensions.

The population of rural India is about 12% of the world population. If nearly 830 million people in rural India can be equipped with skills and capabilities to be actively engaged with the developmental process, this has the potential of unleashing powerful impulses to propel the country as the fastest growing economy in the world. If we can achieve 4% growth in agriculture, it can enable GDP to grow by an additional 2% implying enormous cascading effects on all other sectors and meaningful employment opportunities for the masses. It is imperative, therefore, to address the challenges faced by our under-managed and under-

performing rural economy and leverage its full potential. The euphoria over demographic dividend can just end up in smoke if the rural youth is left at loose ends, having to choose between gross under-employment in the villages or distress migration to the urban areas as unskilled labourers thrown in at the deep end.

The uptrend in the urban population contributed to a large extent by migration for rural areas is not an unhealthy trend in itself and is rather a natural spin-off of an expanding economy and the accelerated shift of rural laborers to non-agricultural work is also a welcome development. The mammoth challenge that needs to be tackled is that not all the one hundred and eighty million income seekers expected to join the work force in the next fifteen years can be absorbed in non farm sectors. This is a well-documented fact that even without an expansion in the area under cultivation, significant employment opportunities can be created by enhancing the agricultural productivity, diversifying the cropping pattern, modernization and technology induction and strengthening allied activities. The Twelfth Plan also focuses on inclusive growth through a broader spread of employment generation.

## 2. The existing scenario and important trends

### 2.1 Trends: Urban - Rural Population

As can be seen the share of urban population increased from 27.81 percent in 2001 to 31.16 percent in 2011 with rural population declining

from 72.19 percent to 68.84 percent. During 2001-11 the growth of Rural Population was just 12.18 percent.

	Population (in crores)		Growth Rate of Population(in percent)	
	2001	2011	1991-2001	2001-2011
India	102.9	121.0	21.5	17.6
Rural	74.3	83.3	18.1	12.2
Urban	28.6	37.7	31.5	31.8

### 2.2 Urban - Rural Economy

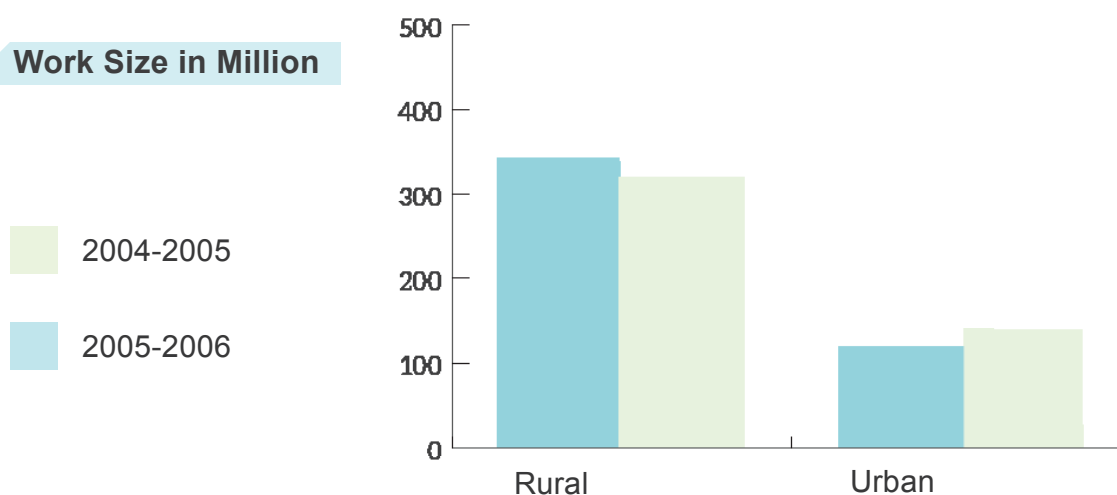
The share of agriculture in the GDP in the country has dropped by nearly 5 percent in the last eight years. It currently stands at 14 percent as compared to 19 per cent of GDP in 2004-05. The decline has essentially been due to higher growth rates in other sectors, especially the services. Despite the low growth rate in GDP, the capital investment in the agriculture and allied sector has shown improvement.

Inadequate opportunities for employment beyond agriculture and lack of employability

have resulted in over-dependence on agriculture which is not able to support the rising aspirations of the vast majority living in rural India.

As per the 12th Plan document, there has been a substantial divergence in the directions of growth of labour force and workforce in rural and urban sectors. In the rural sector, the labour force declined marginally by 6.8 million from 348.7 million in 2004-05 to 341.9 million in 2009-10. The size of the workforce also showed similar trends. The work force declined from 342.9 million in 2004-05 to 336.4

**Work Size in Million**





million in 2009-10, in the rural sector, marking a decrease of 6.5 million. In the Urban sector, the trends show a totally different picture. The size of the labour force went up by 6.6 million from 120.3 million in 2004-05 to touch 126.9 million in 2009-10. The workforce grew by 7.6 million from 115 million in 2004-05 to 122.6 million in 2009-10, in the urban sector. However the number of unemployed in the rural sector declined from 5.9 million in 2004-05 to 5.5 million in 2009-10 and in urban sector from 5.4 million to 4.3 million during the same period, indicating that the decline in urban sector was steeper than in the rural sector.

### 2.3 Urban-Rural Literacy Rates and the Issue of Employability

Literacy Rates (in percent)		
	2001	2011
India	64.8	74.0
Rural	58.7	68.9
Urban	79.9	85

(Source: Census of India, 2011)

The literacy rates in rural areas have improved two times that in urban areas. The rural-urban literacy gap which was 21.2 percent in 2001 has come down to 16.1 percent in 2011. The number of literates in India is 77.85 crores out of which 49.3 crores are in rural India and 28.54 crores in urban India. There is an increase of 13.11 crores (from 2001 census) of literates in rural areas as compared to 8.66 crores in urban areas.

While there has been an improvement in literacy rates, employability of educated men

and women, especially in rural areas remains an important issue to be addressed. For the economy to grow at 8% to 9% to achieve the effects of inclusive growth, it is important that secondary and tertiary sectors grow at 10% to 11% with the assumption that agriculture growth remains at 4%. This will create a large skill gap in the work force due to the difference in skills required in these sectors vis-a-vis the agriculture sector. As per National Skill Development Council, It is estimated that a skilled workforce of 500 million will be required by 2022. Currently from the supply side, as per Ministry of HRD's "Statistics of School Education", about 1.2 million people join the workforce each year with a majority of them being unskilled. Therefore it is critical to enhance the capacity of skilling capacity to 15 million. The current capacity in terms of vocation training Institutes including ITIs is only 1.3 Million.

### 2.4 Sector-wise Employment Rates

The Eleventh Plan aimed at bringing the overall unemployment down by generating new work opportunities exceeding the projected addition to the labour force. The results of NSS 66th round (2009-10) indicate that 18 million new work opportunities were created on CDS basis between 2004-05 and 2009-10. The unemployment in absolute terms came down by 6.3 million and the unemployment rate declined to 6.6 per cent in 2009-10 for the first time since 1993-94, after increasing to 7.31 per cent in 1999-2000 and 8.28 percent in 2004-05.

**Employment data by Industry (March 31, 2011 in persons lakhs)**

	Public Sector	Private Sector
Agriculture and allied sector	4.77	9.18
Mining and quarrying	10.90	1.32
Manufacturing	10.16	53.97
Electricity, gas and water	8.31	0.70
Construction	8.47	1.02
Wholesale and retail trade	1.70	5.46
Transport, storage & communications	23.84	1.89
Finance, insurance, real estate etc.	13.61	17.18
Community, Social & personal services	90.95	23.50
Total	172.71	114.22

(Source: Data Bank, Planning Commission)

The manufacturing and the service sectors are the sectors which give employment to large number of population. In rural parts the main source of employment is agriculture and allied sector.

## 2.5 Projected demand for Employment in India

Year	GDP Growth rate	Agriculture	Industry	Services	Total
2011-12	9 percent	229.2	105.0	153.5	487.7
	7 percent	225.4	102.0	149.0	476.4
	5 percent	221.5	99.1	144.6	465.2
2016-17	9 percent	240.2	126.2	189.5	555.9
	7 percent	232.0	116.8	174.8	523.5
	5 percent	224.0	108.1	161.2	493.3

(Source: The challenge of Employment in India an Informal Economy Perspective NCEUS)

India is expected to grow at a rate of 8%. For this rate, more than 700 million Indians are estimated to be of working age and out of this, around 500 million will require some kind of vocational training.

It is expected that 95 percent of the employment will be generated in the informal sector (as per the study by National Commission for Enterprises in the Unorganized Sector)

### 3. Challenges in Rural Economy

There are major structural shifts that are taking place in rural economy and the contribution of household income is no more only from agriculture.

#### Contribution to rural household income

From Agriculture	43 percent
From Services	36 percent
From Industry	21 percent

There are multiple avenues which are emerging as new businesses in the rural areas. A select list is discussed below:

- Horticulture, Plantation, Vegetable Growing, Floriculture, Aromatic and Medicinal Plants, Bio-Diesel Plants
- Processed food industry
- Rural Tourism
- Seed Multiplication and Processing
- Animal Husbandry, Dairy Farming, Sericulture, Aqua-Culture
- Wasteland Developments
- Agro-Forestry Products
- Rural Banking, credit and insurance
- Rural BPOs

But the road to the realization of the full potential of the rural economy is stiff with huge challenges. Monsoon continues to decide the fate of agriculture. Lab out and land productivity continue to be well below international standards. Land reforms, modernisation, and technology induction have not with the desired momentum. Forward and backward linkages

for the agricultural and allied sectors are weak. Social sector gaps are yet to be plugged. Development of physical infrastructure remains an unfinished agenda. Crop failure due to unpredictable variations in climate.

- Growing unemployment / underemployment
- Increasing costs of the farm inputs
- Increasing debt burden
- Inadequate infrastructure
- Dependence on nature
- Low shift on non-farm activities
- Lack of roads for rural connectivity
- Poor electrification or non availability of power
- Largely engaged in subsistence Agriculture
- Government protection making rural economy weak
- Inflation and falling purchasing power
- Multiple policies for the agriculture sector which have turned to be ineffective
- Support prices, cheap credit, loan waiver have failed beyond a point
- Ineffective land reforms
- Poor health facilities
- Focus on corporate development rather than rural development
- Focus on freebies like free electricity, no tax etc.
- Low tele density despite large subscriber base
- Reduced farm incomes and real wage growth.

## 4. Government's initiatives for Rural Employment

**4.1** The Central and State Governments are taking multiple initiatives towards improving the rural economy with special focus on rural employment. The Central Government through the National Rural Employment Guarantee Act has guaranteed 100 days manual work in a year to all the rural households. The Government is also investing hugely in watershed developments, water harvesting ponds, check-dams and field channel to improve land productivity. The BPL families are encouraged to form Self Help Groups and form micro-enterprises. There is sharper focus on creating infrastructure and facilities for vocational education and skill development. Number of Industrial Training Centres (it is) has increased to more than ten thousand and more it is and Skill Development Centers are on the anvil.

**4.2** One of the earliest efforts of the Government of India was the Integrated Rural Development Programme (IRDP) which was launched in 1978 and focused on subsidized credit to the poor, enable them to build productive assets and raise their income levels. In 1999 the Swarnjayanti Gram Swaroggar Yojana (SGSY) which was introduced which all aspects of self employment (training, technology, infrastructure and marketing) and utilized the power of Self Help Groups (SHGs).

**4.3** National Rural Livelihoods Mission (NRLM) was launched in June 2010 by the Government of India, in order to establish efficient and

sustainable institutions for the rural poor that enable them to increase household income. NRLM is focused on four inter-related tasks.

1. mobilizing all rural, poor households into effective Self Help Groups (SHGs) and SHG federations
2. enhancing access to credit and other financial, technical, and marketing services
3. building capacities and skills for gainful and sustainable livelihoods
4. Improving the delivery of social and economic support services to poor.

**4.4** Training Rural Youth for Self Employment (TRYSEM) is another effort of Government of India to address the problem of training the rural youth for employment. Under the scheme training was imparted to rural youth through formal institutions (like ITIs). The trainees were eligible for loans from the banks under the IRDP programme thus facilitating self employment.

**4.5** Jawahar Rozgar Yojana (JRY) and Food for Work were other schemes to facilitate additional gainful employment for the unemployed and under-employed persons in rural areas. The various schemes not only provided additional income for the rural poor but also helped in building rural infrastructure. The assets so created (roads, culverts) boosted the marketing of rural products. Also, the government has launched schemes for the specific groups of industry, such as khadi handlooms, and

handicrafts. Apart from the above schemes, Government of India has also endeavored a few flagship programmes which are discussed below;

**4.6** The Mahatma Gandhi National Rural Employment Guarantee Act (NREGA) 2005 is aimed at providing minimum livelihood security than to generate rural employment and community assets. It is a law whereby the Government guarantees 100 days of unskilled manual work per household per year to any adult who is willing to do unskilled manual work at the minimum wage. MNREGA is different than other schemes as it originates from an Act of Parliament and is irreversible. The overall thrust of the programme is to ensure minimum wages to workers, better working facilities and above all a guaranteed income.

**4.7** Milk co-operatives have brought a key change in rural economy. Dairying has become an important secondary source of income for millions of rural families and has an important role in providing employment and income. Co-operatives play an important role in animal husbandry and dairying sector, which contributes about one-fourth of agricultural GDP of the country. There are around 75,000 dairy co-operative societies, spread across the country serving more than 10 million farmers in 80,000 villages. The structure of dairy co-operatives consists of primary milk producer societies at the primary level milk supply unions at the district level and the National Co-operative Dairy Federation at the national level.

**4.8** With a focus on skill training requirement in rural and unorganized sector, the Government has launched a National Skill Development Mission. The mission comprises the National Council on Skill Development headed by Prime Minister, National Skill Development Coordination Board headed by Deputy Chairperson of Planning Commission and National Skill Development Corporation (NSDC). NSDC is a non-profit company being funded through the National Skill Development Fund. The Government has set a target for skilling 500 million persons by the year 2022 as part of the National Policy on Skill Development (NPSD). NSDC plans to skill/ upskill 150 million people including persons from rural areas by the year 2022 and will cover skills from organized as well as the un-organized sector. NSDC will play a pivotal role in support services like curriculum, faculty and their training, standards and quality assurance, technology platforms, student placement mechanisms and setting up standards and accreditation systems in partnership with industry associations.

NSDC has identified the following sectors as growth drivers:

- Auto and Auto Components
- Building and Construction Materials
- Real Estate
- Electronics and IT hardware
- Education and Skill Development
- Food Processing
- Gems and Jewellery
- Healthcare



- Textiles
- Leather and Leather goods
- Retail
- Tourism and Hospitality
- Transportation and Logistics
- Media and Entertainment
- Banking and Financial Sector
- Chemicals and Petrochemicals
- Furniture and furnishings
- IT and ITES

**4.9** Large segment of population in rural India is still excluded from formal payments system and financial markets when the financial market is developing and globalizing. Apart from payment system the community also faces exclusion from formal credit markets leading to approaching informal/ exploitative markets. Financial inclusion is an effort to bring this excluded community in the formal payments and credit system like banking. Use of ICT, smart cards and the business correspondent model has helped in achieving financial inclusion in many parts of the country, especially in rural areas.

**4.10** The Bharat Nirman programme integrates the development of rural infrastructure under different programmes in order to achieve goal of poverty eradication in rural areas. The six components included under the programme are irrigation, drinking water, electrification, roads, housing, and rural telephony. The programme aims to provide safe drinking water to over 55 thousand uncovered habitations, to build 1.2 crore houses at the rate of 24 lakh houses each year, to increase rural tele-density to 40

percent, provide broad band connectivity and Bharat Nirman Seva Kendras to all 2.5 lakh Panchayats, to provide road connections to 23,000 villages, to provide electricity to over 40,000 villages and bring in 3.5 million hectares land under irrigation.

**4.11** Sarva Shiksha Abhiyan (SSA) is a programme aimed at achievement of Universalization of Elementary Education (UEE) in a time bound manner. It aims at addressing the needs of 192 million children in 1.1 million habitations. The programme seeks to open new schools and strengthen the infrastructure of existing schools by providing additional class rooms, toilets, drinking water, additional teachers, developing teacher-learning material and more. The focus of SSA is to provide quality elementary education including life skills and computer education.

**4.12** The Government has established close to 100,000 Common Services Centers in 600,000 villages with an objective to develop a platform that can enable Government, private and social sector organizations to align their social and commercial goals for the benefit of the rural population in the remotest corners of the country through a combination of IT-based as well as non-IT based services. The initiative is being implemented through Public Private Partnership (PPP) in a 3-tier structure - the CSC operator (Village Level Entrepreneur or VLE); Service Centre Agency (SCA), responsible for a division of 500-1000 CSCs and the State Designated Agency (SDA) which manages CSC implementation over the entire State.

**4.13** The concept of PURA proposes, urban infrastructure and services be provided in rural hubs to create economic opportunities outside of cities. The key focus of the scheme is to provide physical connectivity by providing roads, electronic connectivity by providing communication network, and knowledge connectivity by establishing professional and technical institutions. The key pre-assumption is that these facilities will lead to economic results in the rural areas. Creation of Physical, electronic and knowledge connectivity will lead to economic connectivity in villages.

***Urban Amenities to be provided under PURA***

Under MoRD Schemes:-

- Water and Sewerage
- Village streets
- Drainage
- Solid Waste Mgt
- Skill Development
- Development of Economic Activity

Under Non MoRD Schemes:-

- Village Street Lighting
- Telecom
- Electricity distribution, etc.

Add-on Projects i.e. Revenue earning projects (Indicative):-

- Village linked Tourism

- Integrated Rural Hub, Rural Market
- Agri Common Services Centre, etc.
- Any other rural economy based project

**4.14** The SEZs are vehicles of holistic economic development and are instrumental in removing the deficiencies in infrastructure that exist in a particular region. These SEZs even help in waste land utilization thus generating income to the government and also leading to more investment in the area. The activities (manufacturing and services providers) helps the landless farmers with more employment opportunities.

**4.15** Business process outsourcing (BPO) involves the contracting of the operations and responsibilities of specific business functions to a third-party service provider. Information Technology Enabled Service (ITeS), Knowledge process outsourcing (KPO) and legal process outsourcing (LPO) are some of the sub-segments of the BPO industry. After exploring the talent of urban youth in outsourcing from abroad, the BPO companies have now started tapping the talent in rural areas by setting rural BPOs. The companies get the cost advantage as the talent cost is less in rural areas and the attrition rates are low. For the local residents the rural BPOs bring in jobs as well as business opportunity in infrastructure, transport, security, internet and other service.

## 5. Selected Examples and Case Studies

### 5.1 Indian Initiatives

#### 5.1.1 MNREGA in India

MGNREGA is a flagship effort (unique in many respects globally) aimed at the enhancement of livelihood security of rural households by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. The objectives include:

- supplement wage-employment opportunities in rural areas provide a safety net for rural poor
- create sustainable rural livelihoods through rejuvenation of natural resource base land, water, forests
- strengthen grass roots democratic processes and infuse transparency and accountability in rural governance

The impact of the implementation of MNREGA includes:

- Increase in Agriculture Minimum Wages , wage earned per day & annual income. Bargaining power of labour has increased
- There was no gender differential in wage rates for MGNREG works. Considerable wage disparity in other types of work
- Financial Inclusion: > 98 million accounts opened
- Distress migration has reduced in many parts

- Effective targeting of marginalized groups SC/ST/BPL
- MGNREGA is used as a supplementary income source during non-agricultural seasons
- “Green Jobs” created as nearly 70 percent works relate to water conservation, water-harvesting, restoration, renovation & desilting of water bodies, drought-proofing, plantation and afforestation
- Improvement in ground water
- Improved agricultural productivity & cropping intensity
- Livelihood diversification in rural areas

### 5.2 Initiatives of few State Governments

**5.2.1 Government of Rajasthan Establishing Technical institutes in Lagging Areas**  
Government of Rajasthan has conceptualized the initiative for reaching out to people in the under-serviced regions and population. This initiative aims to establish a vocational education facility in remote areas. The state government is to offer incentives such as land and cost of building to attract private sector participation. So far more than 50 such institutions have been set-up.

#### 5.2.2 Skill Voucher Scheme Government of Gujarat

The Government of Gujarat has come up with a skill voucher scheme where the aim is to ensure that funds allocated for training reaches the beneficiary and therefore empowers them to select the course and institute they want to

get trained in. The skill vouchers are intended to mobilize candidates and incentivize them to undertake training. The skill vouchers can be used both by Government agencies and private organizations.

### **5.2.3 E-Shakti Government of Bihar**

E-shakti project is an initiative by the department of rural development, Government of Bihar for successful implementation of MNREGA in the state. E-shakti card will have all such details as permanent address, bank account number and number of days the holder worked and got wages for in a year.

### **5.2.4 The Andhra Pradesh MGNREGA Portal**

The Management Information System (MIS) of the Andhra Pradesh state NREGA implementation is an example of successful utilization of ICT to both rationalize managerial processes and make the system transparent to the citizens.

The AP NREGA MIS is a web-based MIS which houses all information about every transaction, every work and every household, so that the process can not only be monitored at every step, but the system can also generate all kinds of reports that enable detailed analysis of the program. For instance, there can be reports on beneficiary households at the state, district, mandal and GP levels, disaggregated along indicators which enable important analyses like gender-wise and caste-wise wage analyses, and work-access and wage analyses for disabled wage-seekers. There are also reports that enable comparison and tracking of progress

of works undertaken at different levels, the delayed payment reports, and detailed reports on the performance of the programme.

## **5.3 Some Private Sector Initiatives**

### **5.3.1 ITC e-Choupal**

E-Choupal (choupal means-village meeting place) is an initiative of ITC Limited started in year 2000 to link directly with the farmers in villages for procurement of agriculture products like soyabean, wheat, coffee, rice and pulses. ITC connected the Indian farmers through internet in their villages which helped the farmer to check the price of a given agricultural commodity in the local auction houses (mandis) and also other national and international commodity exchanges. Traditionally farmers used to sell their produce through middlemen but with e-choupal farmers have a choice to sell their produce. The e-choupal initiative today connects over 4 million farmers in 40,000 villages spread over ten states (Madhya Pradesh, Haryana, Uttarakhand, Karnataka, Andhra Pradesh, Uttar Pradesh, Rajasthan, Maharashtra, Kerala and Tamil Nadu) through 6500 kiosks. These kiosks managed by farmers (called sanchalaks) enables the farmer to access information on weather and market prices in local language. These also help in gaining information on scientific farm practices, procurement of farm inputs by farmers, crop insurance and credit at the doorstep of the farmer. The farmers through these kiosks can now directly negotiate

the sale of their produce with ITC Limited. The computers are connected via phone lines or VSAT connection and serve over 600 farmers of surrounding ten villages. The sanchalaks get a service fee per e-transaction. For every 35-40e-Choupals, ITC has created a hub which is being managed by a “Sanyojak” whose role is to manage operations including labor, logistics, cash distribution etc.

### 5.3.2 Project Shakti

Under project Shakti Hindustan Lever Ltd. (HLL) created a direct distribution network in hard-to-reach markets (markets without distribution coverage). The company selected entrepreneurial women from the villages and then trained them to become distributors for HLL products. The project thus created livelihood for rural women which lead to improvement of standard of living of people. These village women entrepreneurs are called Shakti Amma (“empowered mother”), have the unique knowledge of needs of the village needs and which products are in demand. The project Shakti was started in year 2001 and has been extended to about 80,000 villages in 15 states. It has given a sustainable income of about ₹ 700 ₹ 1,000 per month to about 25,000 women entrepreneurs in its fold. This income is double the average household income in the rural India. The project has improved the overall standard of living of rural women by creating market opportunities for them. An extension of project Shakti is project i-Shakti which was launched in partnership with the Government of Andhra Pradesh in November 2004. Housed in the homes of Shakti entrepreneurs, i-Shakti kiosks provide villagers with free information

on a wide range of topics, including health, agriculture, education, finance, employment, and entertainment.

### 5.3.3 Amul

Amul is a dairy cooperative, based at Anand in the state of Gujarat which was formed in 1946. The Amul brand is managed by a cooperative body, the Gujarat Co-operative Milk Marketing Federation Ltd. (GCMMF), which is owned by 3.03 million milk producers in Gujarat. The Amul Model is a three-tier structure with a Dairy Cooperative Society at the village level; a Milk Union at the District level and a Milk Federation at the State level. The milk collection is done at the Village Dairy Society, Milk Procurement and Processing at the District Milk Union and Milk Products Marketing at the State Milk Federation. The above structure was first evolved at Amul and thereafter replicated to the whole country under the Operation Flood Programme. Amul collected surplus milk from the milk producers of the village and make payments based on quality and quantity. Amul thus became a direct linkage between milk producers and consumers by eliminating the middlemen and adding to the income of farmers.

### 5.3.4 Tata Kisan Kendra

Tata Kisan Kendra is an ICT based initiative aimed at improving the quality of life of farmers. The initiative is aimed at identifying and facilitating three critical needs of farmers which are access to markets/retail spaces, credit facilities and information/advice. The Kendras use remote-sensing technology to analyze soil, inform the farmer about crop health, pest attacks



etc facilitating the farmer to adapt to changing conditions thereby leading to enhanced yield.

### **5.3.5 SEWA (Self Employed Women's Association)**

Self Employed Women's Association (SEWA) is an organisation of poor, self-employed women workers who earn a living through their own labour or small businesses. They are the unprotected labour force of our country. SEWA is a confluence of three movements, i.e. the labour movement, the cooperative movement and the women's movement. The association looks into capacity building requirements of rural poor by offering classes like in sewing, knitting embroidery, spinning, press composition typing and stenography.

### **5.3.6 Saksham**

Saksham is an initiative of Microsoft wherein a network will be created which will provide all stakeholders a platform to interact and jointly drive programs to reach out to the rural markets. The initiative is based on four levers of innovative business models, public private partnership, localized content and affordable solutions using IT. These kiosks provide services in areas like health, agriculture, G2C services, education and desktop publishing facilities in rural areas.

## **5.4 International Experiences**

### **5.4.1 Germany's Dual Model**

Germany's dual system has helped maintain its youth unemployment at 8 percent. Germany has managed to maintain low levels of youth unemployment, even as other countries in Europe have experienced an

economic downturn. In January 2012, youth unemployment stood at 8 percent, compared with 23 percent in France and 22 percent in the United Kingdom. The German dual model of structured training within a company combined with part-time classroom tuition in vocational and general subjects is often cited as a reason for this achievement.

The model has been successful in providing young people with skills for a smooth transition to the labour market. Open to all students who have completed lower secondary education at age 15, it lasts two to three and a half years. Around 60 percent of German youth enrol in the dual system, and 57 percent of those who complete an apprenticeship are immediately employed by their training company.

Apprentices are considered employees and paid by the training company. They can choose from about 340 occupations, from hairdressing and car repair to insurance and financial services.

Regulation and partnership are the principles that make the system so successful. Representatives of the federal government, the states, employers and employees work together by consensus to develop curricula, provide training and carry out assessment, certification and quality assurance.

Mutual trust and a long-term commitment to developing human resources are the key ingredients that enable the dual system to deliver the skills that employers need while guaranteeing employees sufficient skills to change jobs and move up the career ladder.

They are also the aspects of the dual system that make it so difficult to replicate elsewhere.

Germany's economy has a broad industrial base, with many small and medium-sized companies involved in export-oriented activities and requiring a highly skilled workforce. Companies thus see apprenticeships as a vital investment to guarantee their long-term competitiveness. While the dual system has often been cited as one reason youth unemployment is lower in Germany than elsewhere in Europe, economic growth and an ageing population are also key factors. Given the economic downturn and demographic growth in many other OECD countries, it remains to be seen to what extent elements of the dual system could help to solve the problem of unemployment on a large scale.

Sources: BIBB (2011); Eurostat (2010); Hippach-Schneider and Toth (2009); Germany Ministry of Education (2011).

**5.4.2** Ethiopia aims for growth through comprehensive skills planning With the aim of becoming a middle income country by 2025, Ethiopia has developed ambitious strategies for boosting growth and reducing poverty, which include enhanced investment in education and training. Over the past five years Ethiopia has achieved high rates of growth, averaging over 10 percent annually. Yet it remains one of the world's poorest countries. Around 85 percent of the population is rural and agriculture provides about 80 percent of employment. The formal private sector is small. Aside from state-owned enterprises, very small companies with limited productivity predominate. They cannot absorb a

growing labour force, so urban unemployment is high.

In education, too, there has been rapid progress but significant challenges remain. According to official figures, the primary net enrolment ratio rose from 36 percent in 1999 then one of the world's lowest levels to 81 percent in 2010. Gross enrolment in secondary school rose from 13 percent in 1999 to 36 percent in 2010. Enrolment in technical and vocational training also expanded rapidly over the decade, from an estimated 106,336 in 2003/04 to 717,603 in 2009/10, according to government data. Despite these gains, 81 percent of 15- to 19 year old men and 92 percent of young women lack foundation skills in rural areas, where only 20 percent of secondary schools are situated.

Recognizing the need to address these challenges, Ethiopia's 2010/11-2014/15 Growth and Transformation Plan gives skills development high priority. Although smallholder agriculture is projected to continue to be the predominant, if declining, source of economic activity, there is substantial emphasis within the plan on increasing productivity of micro and small enterprises primarily within urban areas, acknowledging their considerable potential to create jobs and reduce poverty.

For Ethiopia to achieve its ambitious objectives, including annual GDP growth rates in excess of 11 percent, a substantial proportion of growth will have to come from increases in productivity, requiring greater use of technology and a more skilled labour force. To meet that need, a five-year Education Sector Development Plan,

running in conjunction with the Growth and Transformation Plan, aims to achieve universal secondary schooling by 2020.

The education plan aims to provide technical and vocational skills to create a competent and adaptable workforce in agriculture and industry. To assure balanced growth across rural and urban areas, the plan includes a doubling of the number of institutions providing technical and vocational skills in rural areas. Special focus is also given to adult literacy, alternative basic education for out-of school and disadvantaged children, and expanded education in rural areas, along with preferential access for students from disadvantaged regions. Technical and vocational training is intended to better meet demand and support strategic sectors, with enterprises participating in most training.

Ethiopia's plans for education expansion and growth are ambitious. Its remarkable achievements in expanding primary education in a short time and its recent impressive economic growth give reason to hope that the government's commitments can be translated into action, provided appropriate investment is made to support its plans.

Sources: Brixiova and Asaminew (2010); Engel (2012); Ethiopia Ministry of Education (2005, 2008); Ethiopia MoFED (2010); UIS (2012a).

### **5.4.3 Skill Development for Adolescent Girls Ishraq programme of Egypt\***

Egypt's current adolescent population is the country's largest ever: more than 13 million boys and girls aged 11 to 19. Despite major progress in primary schooling, many young people, particularly rural girls and women, have

almost entirely missed out. In 2008, 20 percent of rural women aged 17 to 22 had less than two years of schooling. Many are likely to get married young.

The Ishraq programme was launched in 2001 by a coalition of international NGOs to provide skills training through a pilot project involving 277 out of school girls aged 13 to 15. The programme designers realized that, in this very conservative setting, parents would have to agree to the types of skills their daughters would be taught. Literacy and numeracy were among the most accepted and sought-after. A 'safe place' was provided in every community where the girls met four times a week over the thirty months of the project to receive training to become active members of their communities and to become earners. The programme also educated boys, parents and community leaders to allow girls greater freedom to seek education and enter the world of work. In addition, Ishraq worked at the governorate and national ministry levels to gain support. Participation in the pilot programme increased literacy and numeracy skills significantly. Of participants who took the government literacy examination, 92 percent passed, and 69 percent of participants who completed the programme entered or re-entered the formal school system. Ingrained negative beliefs among the girls themselves and their families significantly decreased and girls were allowed greater freedom. The proportion of girls saying they wanted to be married before 18 fell from 26 percent before the programme to 2 percent among those who completed it. All in all, the girls were found to be more empowered and ready for roles

as productive family and society members. Only 18 percent of the initial 277 participants pursued vocational skills courses, and an evaluation of the programme acknowledged that this area would need strengthening. Some wanted training in electrical appliance repair, but most were interested in more traditionally female occupations such as hairdressing.

Overall success led to the programme being extended, and it currently reaches at least 2,500 girls in fifty villages. The challenge is ensuring that even more girls are reached, given the large numbers who still do not complete primary school in rural Egypt.

\*Excerpted from Youth and Skills Putting Education to Work  
UNESCO report.

#### **5.4.4 Enhancing outcomes of South Africa's Expanded Public Works Programme through skills training**

South Africa's Expanded Public Works Programme aims to extend job opportunities in a context of extremely high unemployment. By December 2010, only 12.5 percent of youth aged 15-24 were employed. The recession that hit South Africa resulted in a contraction of youth employment youth accounted for 40 percent of jobs lost over the period. Unemployment rates were higher for youth aged 18-24 who had at most some secondary education compared with those with tertiary education.

The first phase of the public works programme (2004-2009) aimed to provide 100,000 to 200,000 short-term work opportunities each year for four to six months in total. A second phase (2009-2014) aims at even broader coverage; in 2014 the programme expects

to offer 1.5 million work opportunities lasting 100 days each. Work is in areas such as road construction and maintenance, home care for elderly people, child care and providing school meals. For every month worked, participants take two days of training, including life skills (HIV awareness, job search skills), on-the-job learning and formal training.

An evaluation of the first phase found that the number of work opportunities created had far exceeded targets but that only 46 percent of the target number of days of training had been reached. Difficulties defining relevant training content and a scarcity of good quality training providers sometimes posed problems. The benefits of the training received were further affected by the limited duration of public works and the low wage paid: at best workers could invest in survivalist micro enterprise activities. Investing more in training could help ensure that the programme has a more sustainable impact.

Sources: McCord (2005, 2012); Meth (2011); South Africa National Treasury (2011); Walther et al. (2006a).

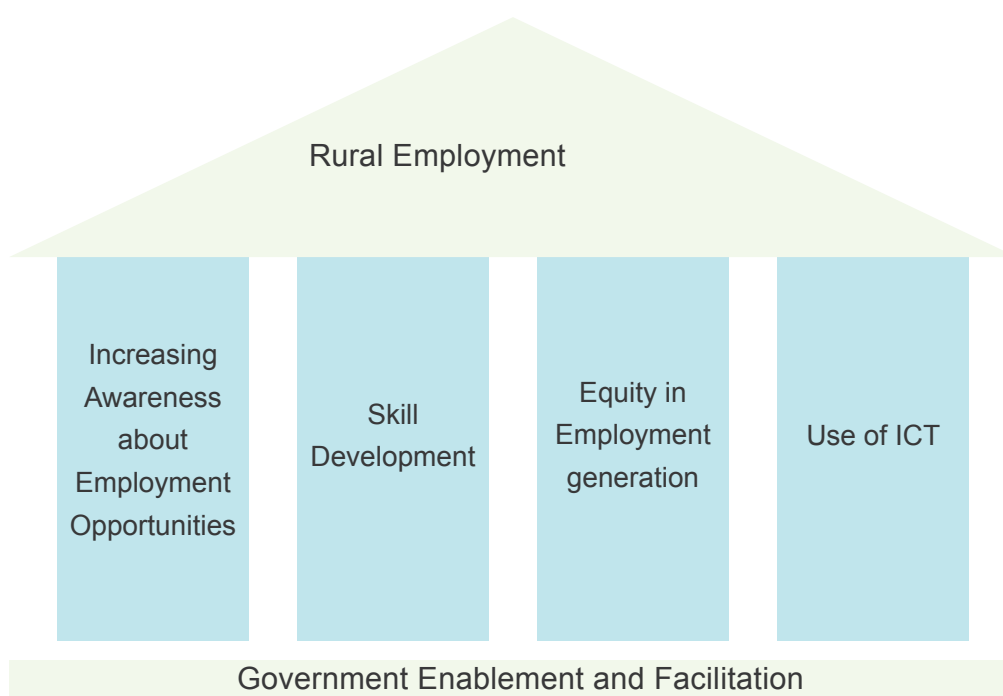
## **6. Rural India Strategies for Employment Generation**

**6.1** Despite several schemes undertaken by the Government towards providing employment/self employment, there is a gap that exists in rural India mainly attributable to the following factors:

- Investment in un-viable projects
- Lack of technological and institutional capabilities in designing and executing projects

- Illiterate and unskilled beneficiaries with no experience in managing an enterprise
- Indifferent delivery of credit by banks (high transaction cost, complex procedure, corruption, one-time credit, poor recovery)
- Overcrowding of lending in certain projects such as dairy
- Poor targeting and selection of non poor
- May succumb to the pressure of capitalistic economy
- Victim of vote politics (Unwarranted freebies)
- Poor connectivity led to deprivation of many facilities and Information

## 6.2 A framework for improving the rural employment scenario is presented below:



### 6.2.1 Increasing Awareness about Employment Opportunities

Reaching out to over 83.3 Crore population amounting to 68.84 percent of total population of the country is a big challenge. It is very important that awareness be created about various job opportunities which are available for the rural population. The Government uses radio and TV programmes especially focused

on farmers for imparting information related to crops. These programmes can be used to create awareness about the self employment/ job opportunities for the rural sector. It is essential that information related to job schemes like NREGA has to reach the rural population. The information can be disseminated in form of articles, books, organizing meetings, seminars and using various audio-visual media. The traditional methods like melas, street plays, wall



writings, hoardings and banners can further be used to disseminate information to rural poor. Key individuals in the village like the panchayat secretary, school teacher, post man, CSC operator can also be used to inform farmers regarding various employment opportunities. Mobile based recorded messages / SMS are the new media which can be used to create awareness amongst the rural population.

### 6.2.2 Skill Development

Skill Development of rural population is crucial to improve employability and livelihood opportunities in villages. It is essential that coordinated efforts with respect to imparting quality education and training to rural population. The focus has to be towards imparting training in the areas which will have a multiplier effect. The Participation of industry association in the area is also crucial as the same will help in imparting the skill training in the areas which are in demand. ITI's and other institutions responsible for skill development need to be aligned towards the demands of industry. The efforts should also to support the skill development initiated by private sector and Public-Private Partnership (PPP) model may be worked out. Various clusters which may be developed/promoted as specialized clusters for a particular skill need to be identified and all effort for making them as specialized hubs for a particular skill need to be undertaken. Apart from ministries like rural development, MHRD, labor, agriculture the other ministries may also identify various areas wherein skills can be developed. Sectors like Tourism, Textiles, Food Processing, MSME, Heavy Industries, Urban Development, and Information Technology are

other few areas where there is a demand for skilled labor which can be met by fulfilling the skill training gap. Other focus areas where industry can play a role in parallel with Government include development of curriculum, provisioning expert faculty, training quality assurance and accreditation. National and international best practices may be identified in various areas and the same can be shared through a repository with various training centres. Apart from training in specific skill-set the rural tribal people need to be trained in entrepreneurship development, management and business skills.

### 6.2.3 Equity in Employment Generation

The effort towards employment generation has to be equitable and the special groups like SCs, STs, BPL, women, and disabled have to be brought into main stream by focusing on employment generation for these special groups. The initiatives like SEWA, Project Shakti are being focused on employment of women. The private sector has also played a crucial role in strengthening the women. Har Va is one such initiative where in the rural business process outsourcing (BPO) company has hired only women. The company has hired over 500 rural women after training them. Datamation foundation is another entity which targets women, economically and socially disadvantaged communities and enable employment for them. Such efforts by Government, private sector and NGOs need to be replicated in order to reach out to various underprivileged communities.

“Gender inequality is an aspect which deserves special attention. Women and girls represent

half the population and our society has not been fair to this half. Their socio-economic status is improving, but gaps persist. The emergence of women in public spaces, which is an absolutely essential part of social emancipation, is accompanied by growing threats to their security.”

Prime Minister Dr. Manmohan Singh in his opening remarks at the 57th National Development Council (NDC) meeting on 27th December 2012.

#### **6.2.4 Use of ICT**

Information and Communication Technologies can play a crucial role in employment generation. Government has already established internet based kiosks in form of CSCs which has not only provided direct employment to rural youth but also open a window of opportunities which are available nationally and internationally. Help-lines in form of Kisan Call Centres have been established wherein issues raised by the farming community are addressed instantly and that too in the local language. These CSCs and Kissan Call Centres can play a crucial role in dissemination of information. Further the mobiles can also be used to share SMS based advisories to farmers. A rural job portal can also be created to inform the rural population

on various job opportunities classified based on geographies and skill set. Similarly online employment exchanges can be created which provide information on skill sets of the rural population to the prospective employers. The private initiatives like the ITC e-choupal and rural BPOs need to be replicated to ensure multiplier effect towards rural employment generation.

### **7. Conclusion**

The rural sector in India has immense potential to generate new jobs with relatively low direct investments in both farm and non-farm area. However it is important that the awareness of jobs in new and emerging areas reaches the target audience. Apart from awareness generation, it is equally important that agricultural productivity is increased both by diversifying the cropping pattern and increasing production and skill development in non-farm activities is facilitated. The Government and the industry have a crucial role in identifying the skill development gaps and addressing them. There is a need to intensify the efforts to improve both social and physical infrastructure in rural areas. It is reassuring that both central and state Governments are fully abreast of the challenges and promises that the rural economy holds for the nation.

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### **CIVIL SERVICES DAY**

#### **Panel Discussion on Rural Economy with Focus on Employment**

21 April 2013

#### **Discussion Panel**

- Shri Jairam Ramesh
- Shri S Ramadaorai
- Shri Narendra Jadhav
- Dr Yoginder K Alagh
- Shri B K Sinha

Knowledge Partner - KPMG

#### **Issues for Discussion**

- **Focus on Agriculture growth and diversification**
- **Skill development for rural population**
- **Rural Urban Continuum**
- **MGNREGA - Issues**

## Deliberations

### • **Focus on Agriculture growth and diversification**

- **Real problem is not the reduced contribution by agriculture but the proportion of population dependant on agriculture**
- **Agricultural growth holds the key to employment generation**
- **Agricultural growth needs to be broadbased and diversified**
- **More focus on modernization and research with increased allocation to agricultural research**

## Deliberations

### • **Skill Development**

- **Approximately 150 Million rural population will have to be absorbed**
- **Skill development is the key to harness the demographic dividend**
- **Skill development has to be dynamic in sync with the continuously changing face of rural India**
- **Need to equip rural youth with skills of the new economy as also the unserved needs in rural areas (e.g. horticulture, processed foods, cold storage)**
- **Nuanced approach (e.g. tribal areas need a different paradigm)**
- **A mix of Government and PPP models**
- **Use of technology as a strategic element**

## Deliberations

### • **Rural Urban Continuum**

- **Paradoxically urbanization may be the best way to reduce rural poverty (Job creation, market linkages, remittances etc.)**
- **Growth in census towns to which maximum migration takes place**
- **Supporting the census towns with the infrastructure (supply chain, cold storage etc.)**
- **Institutional support to make this change faster (banking, finance etc.)**
- **Use of corporate volunteerism for creation of supporting infrastructure**



## Deliberations

### • **MGNREGA – ISSUES**

- **Multiple and perhaps conflicting objectives**
- **Issues of supply side management**
- **Need for social audit**
- **Problem of exclusion**
- **Rent seeking**
- **SHGs and Bharat Nirman Volunteers should be the supporting pillars**
- **Institutionalization of Innovation**
- **Integration of MGNREGA with other programs**

## Conclusion

- **Focus on a broad based and diversified Agricultural growth**
- **More focus on modernization and research with Increased allocation to agricultural research**
- **Nuanced approach for skill development (e.g. tribal areas need a different paradigm)**
- **Skill development has to be dynamic in sync with the continuously changing face of rural India**
- **Need to equip rural youth with skills of the new economy as also the un-serviced needs in rural areas (e.g. horticulture, processed foods, cold storage)**

## Conclusion

- **Supporting the census towns with the Infrastructure (supply chain, cold storage etc.)**
- **Use of corporate volunteerism for creation of supporting infrastructure**
- **MGNREGA - Is a social safety net for unskilled**

### Gist of Discussions

The following observations were made and issues were raised:

- Due to increasing demand from public, the DCs and DMs are feeling overburdened; on the other hand there is little space for leadership development especially in respect of the services delivered by different line departments. There should be space for the grooming the DCs and DMS for leadership of these services as well to make the Civil Service more inclusive.
- The Academy should become an autonomous institute with an independent Board of Management and a large corpus fund for running the institute.
- Though there is a lot of talk about lateral movement in the Government services, but in reality lateral movement from outside into the government and from the government into the civil sector is very rarely seen and encouraged.
- With respect to the suggestion that the phased training of senior Civil Servants is not serving the real purpose, it was informed that the Department of Personnel & Training is reviewing the policy.
- The Government is introducing a competency framework to identify the core competency levels encompassing soft skills on management and behaviour required to manage each post and whether the individuals being posted meet the competency levels.
- Proper training at the cutting edge level, that is at the Patwari and the Tehsildar and others is to be included within this ambit of training. As the numbers would be huge, alternative training methods should also be looked at such as the people's training institutions. The role of distance education and e-learning in providing training are to be taken up with all seriousness to meet the training requirement and there should be some incentive attached to each round of training.
- Training should be dovetailed to competency based placement so that the well trained do not end up in dysfunctional positions.
- Cadre management of many cadres needs desperate revamping and over-hauling. The cadre management should be more structured, such as through a Public Services Board.
- Under the Sarva Shiksha Abhiyan, there has to be shift towards quality of education from the present focus on infrastructure, in order to arrest migration of rural population to urban areas, which is increasingly due to quality of education for kids rather than mere livelihood issue.
- The instructions of the Central Government for answering the letters of the Members of Parliament are to be strictly adhered to.

- To make the Civil Services really professional, there should be training at the end of 20th and 30th year of service, the evaluation of which has a stake in the career of the Civil Servant.
- May I now request Principal secretary to the Prime Minister Shri Pulok Chatterji to release

the book “Thinking out of the Box “ brought out by the department of Administrative Reforms and Public Grievances. Ladies and Gentlemen this book highlights some of the successful initiatives in Public administration and one of the most prominent success stories in the administration. Thank you very much sir.



Shri Pulok Chatterji, Principal Secretary to PM releasing book "Thinking Out of the Box"

The Department of Administrative Reforms has the mandate of promoting good governance practices in the country. In pursuance of this and in order to promote such practices, the Department documents the initiatives undertaken by officers/organisations/

departments individually or in a group placed in different parts of the country, in the form publications. In accordance with its mandate, the Department has come out with another compilation of some exemplary initiatives titled 'Thinking Out of the Box'.

## Valedictory Address

**Shri Pulok Chatterji**  
Principal Secretary to Prime Minister

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Shri Ajit Seth, Cabinet Secretary, Shri Sanjay Kothari, Secretary Department of Administrative Reforms and Public Grievances, Shri P. K. Mishra, Secretary Personnel and Training, Dr Prajapati Trivedi, Secretary Performance Management, Additional Secretary DARPG, Distinguished delegates and friends.

It is a privilege to be here today on the occasion of the 8th Civil Services Day. First of all, I congratulate the champions who were conferred the Prime Minister's awards today. I am delighted to see the enthusiasm that the occasion evokes among the civil servants. In the last few years I have witnessed that the usefulness of this day and the richness of the discussions have grown over the years. I hope that our young colleagues from the different

academies who have been invited for the first time would have found this an enriching experience.

In the morning we had the opportunity to hear the Prime Minister charting the course of action for civil servants and governance in our country and the ensuing day long discussion on three frontier areas of relevance namely, Civil Services Fit for the Future, Addressing the Challenges of Public Service Delivery and Rural Economy with focus on Employment, would have generated good ideas in these crucial aspects of governance. Let me congratulate the participants and the panellists for steering the discourse. I also have had the opportunity of listening to the question answer session at the end of the presentations of the panellists and



I find that while these discussions are always very interesting and also enriching for the mind, we need to perhaps develop a format where they lead more quickly to concrete discussions actions and changes in courses, which are the ultimate objective of the discussions. Perhaps DARPG could think of setting up a portal because there are so many good ideas that a one day session or occasional session is never sufficient and I think this needs to be a continuous process among civil servants who are thinking, who are trying to find better solutions and maybe a web portal, where everyone could write in ideas and thoughts and then if a way could be found of distilling the better ones by working on them so that when we meet again next year we are able to come up with some concrete action and some concrete results. After all these discussions that have taken place, there is nothing really new that can be added by me and I will merely try to emphasise some of the issues among the many that are important in today's context.

As in many countries, today our Government too is facing increasing pressure to balance the needs of inclusiveness and social welfare with the compulsions of growth and a free market economy. We have witnessed commendable growth during the last decade or more but with global slowdown in the last few years our growth too has been affected. To revive growth we have to address both international and domestic factors and this, I think, is our primary challenge today. To provide jobs to ten million new entrants into the labour force every year India has to grow at 8% or more and that is the target for the 12th five year plan. This naturally

will require huge efforts and investments in infrastructure and human resources. But growth alone is not enough. Our policies and programmes have to ensure that the benefits of growth reach the weaker sections first and in the largest proportion. We continue to have major worries in regard to availability of quality education and health care facilities, nutrition, housing, drinking water, sanitation and so on. World development indicators 2011 suggest that only 16 countries outside Africa had a lower per capita gross national income than India in 2010. We cannot hope to achieve the goal of a truly inclusive society without greater understanding of and sensitivity to the problems of the under privileged.

I had quoted Gandhiji last year and would like to repeat that quote because of its eternal relevance - "recall the face of the poorest and weakest man you have seen and ask yourself if this step you contemplate is going to be of any use to him".

While we have done reasonably well in the policy realm towards achieving this objective, there are still shortcomings in implementation. Even good policies have not always had the desired impact due to problems in implementation and in delivery. One critical lacuna has been the unsatisfactory levels of stakeholder participation and oversight at the cutting edge levels. The Prime Minister spoke this morning of moving away from the command and control system to a more participatory method of governance. We have still not been able to fully empower our grass root level elected representatives in panchayats and

local bodies. It is heartening that importance of social audit is now universally acknowledged and has been made an integral part of many of our flagship schemes like MNREGA. The empirical evidence suggests that the quality of programme implementation improves greatly because of social audit mechanisms. I would like to emphasise that social audit and popular participation in the implementation of government programmes should be seen as potent tools for bringing about inclusiveness in governance.

The concepts of citizen's charter and grievance redressal mechanisms are now familiar to most of us. The central and many of our state governments have taken initiatives in this regard. They are important and directly relevant to the better delivery of programmes. There is a need for speedier implementation of many recommendations of the Administrative Reforms Commission which gave its reports several years ago and on which we have been somewhat slow to move.

In his speech this morning, Prime Minister talked of the direct benefit transfer (DBT) scheme. The potential advantages of this scheme are huge and obvious. In all pilot projects carried out so far, there has been a much higher level of satisfaction in terms of cash benefit reaching the right people and in time, reduction in leakage and diversion, elimination of duplication and manipulation of lists and beneficiaries and reduction in scope for corruption. The DBT as we call it has also given an enormous boost to the financial inclusion programme by opening

of bank accounts of millions of people and to the Aadhar programme as well. Pensions and scholarships schemes are particularly suited for the DBT programme but other kinds of subsidies too can be paid out this way. The Government has launched an ambitious programme to cover the entire country by 2013 or latest by 2014 under DBT programme. If successful, it will be truly transformational in the manner we deliver our programmes. It will also be by far the largest direct benefit cash transfer programme in the world. Those who are involved in it are fortunate that they have the opportunity to participate in something unique and almost revolutionary. I would like to request all people and concerned officers to ensure that the scheme is implemented effectively.

Another aspect of improving delivery is to adopt the electronic mode for delivering more and more of government services and information. The Central Government's mission mode projects are progressing but not fast enough. Many states have taken pioneering steps on their own. We have come a long way from where we were ten years ago but much more can be done in the country that has supplied software applications to the rest of the world. This is also an area where there is mass scope for innovation. In our own areas of work we need to think a little out of the box. Be a little original. The optical fibre cables being laid to every block headquarters and finally to every revenue village can create unlimited potential for how services are delivered and programmes are implemented.

If the fundamental challenge for civil servants today is to ensure that citizen centricity of the whole edifice of governance then there is no second opinion on the crucial role technology can play in furthering this objective. Introduction of technology also gives us some opportunity. In fact it forces us to undertake process re-engineering, whether it is DBT, whether it is our mission mode projects under the National e-Governance programme or whether it is computerisation of land records. Mere introduction of technology is not enough unless it is part of a comprehensive approach that lays emphasis on an insightful system analysis and process re-engineering. In today's world innovation should be the hallmark of a good civil servant whether she is an Engineer, a Doctor, a Teacher or an Administrator. We do come across instances of a bureaucratic mind-set that treats the increasing democratisation of the implementation of government programmes as an obstacle. I would like to quote Mahatma Gandhi again 'truth never damages a course that is just'.

I am very happy that the Department of Administrative Reforms and Public Grievances has taken up activities to promote innovation like the Prime Minister's awards for Excellence in public administration, National e-Governance awards. Short documentary films on the awardees that are being prepared and so on. I am particularly happy that we have started inviting ex-PM awardees on the Civil Service Day. The challenge however is to create a culture of innovation in the organisations so that the functionaries at all levels feel encouraged to innovate and their efforts are recognised. Albert

Einstein succinctly underlined the importance of innovation when he said "we cannot solve problems by using the same kind of thinking we use when we create it". By bringing in transparency and community participation and oversight, by bringing in new ways of doing things. We are essentially placing a demand on us for higher levels of professional integrity and competence. This is wherein lies the role of civil servant. PM spoke this morning of a collective capability of the civil service. If these features of governance are taken forward collectively and in unison by the services, the impact can be far reaching and immediate.

There are excellent examples of innovation and good governance that exist in our own country. We do not always need to look elsewhere. I think it is necessary to decipher the DNA of these good governance practices and try to adapt and replicate them elsewhere. This is in fact easier than innovation itself because as a tribe civil servants tend to look for precedence. The wheel always need not be re-invented. Suitable adaption and replication of existing best practices, I believe, would save time. A lesson we can learn from corporate governance and from elsewhere is team work. I just heard some of you speaking of different industries, organisations and departments working in silos. It is true. Problems and issues are often seen from a narrow perspective of a particular organisation or department or branch. In today's complex and inter-dependent world, a solution that is good from a narrow perspective may not always be good or best from a larger and national perspective. We need wider institutionalised mechanisms of



consultation and exchange that empower us to see the holistic picture. Dr. Alagh spoke of the natural movement between government and non-government sectors. In decision making and policy formulation we need to see what will benefit the largest number. What will benefit the country the most - rather than what will promote only the organisational interests. We keep hearing of turf wars within Government. Turf is the least important concept. We have been placed in our different jobs to serve a larger common purpose. I am very happy that DAPRG has come up with a new scheme of inter-services workshop to provide a common platform to the officers of various All India and Central services and I think more and more such forums of coordination are required.

This morning PM touched upon the recent attention on atrocities on women. This is a scourge that shames our country, that shames the Government and not least of all shames the nation's civil servants who are trusted with the work of governance. We should welcome the attention being given to the issue and not shy from it. Gender insensitivity cannot and should not be tolerated. In our everyday work we must do all we can to weed out the stereotypical notions on the role and status of women that still occupy the minds capes of sections of society. It should be a matter of anguish for all of us that the sex ratio as per census 2011 has become more adverse. Repulsive practices like female feticide still go on. We have enacted rules and legislations in regard to domestic violence,



sexual harassment at workplace, child abuse and rape. There is greater focus on women's issues in government programmes, but much more obviously needs to be done because the incidents that continue are a disgrace to a civilised country that seeks to enter the hall of great nations. Martin Luther King said 'injustice anywhere is a threat to justice to everywhere'. I would like to urge my colleagues as enlightened and responsible citizens of the nation to do whatever it takes to bring about gender equality and sensitivity.

Lastly let us learn the art of saying 'yes'. Whenever we see a good idea, a good proposal an innovative suggestion, we must evolve the intellectual honesty to recognise it and spawn the courage to say yes. Given the power that civil servants yield, a rejection can kill an idea and destroy or bury an initiative and delay a breakthrough for years or decades. Saying 'No' is the easiest thing because in our system of governance you are unlikely to be questioned if

you opt for status quo. Saying 'yes' to change is difficult and needs application, it needs effort and it needs some courage but we as civil servants are not paid merely to maintain status quo. Civil servants of India irrespective of the service they belong to are still the most potent body of professionals in the country. We should be the drivers of change.

Finally, let me say that we have human resources of a very high calibre and potential in the civil services. I consider that the civil servants of our country have always stood to the test of times and I strongly feel that the governance structure we have evolved and the ethical framework we have developed would ensure that our civil servants continue to serve the nation with fortitude, pride, dignity and distinction.

Thank you.





Principal Secretary to PM; Secretary, Department of Administrative Reforms and Public Grievances; Secretary Personnel; Secretary, Performance Management, Additional Secretary, DARPG; Ladies and Gentlemen, and friends.

I think it has been a fulfilling experience today, in this 8th Civil Services Day. We were honoured by the Prime Minister's gracious presence in the morning and his very thought-provoking address, to several key aspects of which a reference has been made just now, by the Principal Secretary in his thought-provoking speech. The Prime Minister, among the other things, referred to the need for sensitivity to the issues relating to safety and security of women, and for creating an environment which will help us overcome the economic and other

difficulties that we face in the nation today, and also about the need to evolve, inculcate and adopt practices to manage natural disasters, apart from of course the general observations that he made on governance and what we as civil servants and officers of different services can do by acting together while working for the public good.

I think, Mr Naresh Chandra in his keynote address said so much that we can all identify with, and the feedback that I got, and I think we all got, after the address was that it was really stimulating, it was thought-provoking, and the take home from his address was that much depends on ourselves. When, even within the system that we find ourselves in, how we approach the environment that we are working in, and how we deal and cope with

external pressures in work, how we conduct ourselves, the principles that we espouse, and how steadfastly we stick to them. I think all this depends a lot on ourselves.

The three break-out panel discussions were again very thought-provoking and stimulating, and I think this was evidenced by the numerous questions and observations which all of us had in this session. We need to act now on the various ideas that have been thrown up in the afternoon's discussion. There were so many issues. On training itself, so many ideas cropped up. Mr Saxena said that training alone is not going to help us and Mr. Alagh spoke of the need to make the Lal Bahadur Shastri Academy an autonomous institution. Mr. Ahmed drew attention to the fact that there is a world beyond the central services and the IAS, All-India services that there is a whole universe of government servants below who need to be trained. Mr. Sinha said that you cannot just rely and depend upon institutional training, and you will have to have other means of doing it, whether it is distance education, or people's institutions, ore-learning. There were references by one or two officers, Mrs Archana Nigam, and I think Mr. Ahmed also spoke of cadre-management. Then, there was the idea about periodic reviews, something that has been done. Mr. Saravana Kumar spoke of that and Mr. Sarangi spoke about the need for inculcating pride in the services and the need for period evaluation at the end of 20th year, or 30th year.

There were of course a few interesting comments that you had about implementation of schemes. Mrs Shiela Mani Shankar spoke about the

impact of NREGA. I am just recapitulating all this because, for one, I think we should pay heed to the suggestions that have come. I think these are all going to be documented and there is a lot that was thrown up in the actual panel discussions and I think this should then form the basis for further thinking, and even for further action.

I do not have much more to say at this stage, except that, before concluding, I would like to congratulate the award winners, officers who have won the awards today and I must say, I am extremely glad that we have had such a full-bodied participation by officers from different services. This adds to the enthusiasm and the motivation that is generated in an event like this. This is the way it should be. I am particularly glad that our young colleagues, probationary offices who are able to come here and spend the day here and I am sure and I hope that they go back enriched because of this experience. I would particularly like to thank the panellists who took the time off and the trouble to come and enlighten us with their views, and I think they made for a fuller discussion on the issues that were on the table today.

I think, a special word of thanks for the Secretary, AR&PG, because he and his team of officers and some officers from the Cabinet Secretariat have really toiled hard for the last few weeks in trying to make this event a success. I think their efforts seem to have borne fruit. I would like to thank all of them and thank the Principal Secretary for taking the time off to speak to us and to participate in these deliberations.

With these words, I would like to conclude.

### Shri Arun Jha

Additional Secretary, Department of AR & PG



Principal Secretary to Prime Minister, Cabinet Secretary, Secretary, Department of Personnel & Training; Secretary, Performance Management; Secretary, Department of Administrative Reforms, Public Grievances and Pensions; Secretaries to the Union Government; Chief Secretaries and Secretaries from state and Union territory governments; distinguished civil servants, young officers, trainees, ladies and gentlemen.

It's my privilege to propose a vote of thanks on this occasion of the 8th Civil Services Day, on behalf of the Department of Administrative Reforms, and Public Grievances.

I would like to express my sincere gratitude to the Principal Secretary to the Prime Minister for the valedictory address and release of the

book "Thinking out of the Box". Your vision, sir, is an inspiration for all the civil servants present here to re-dedicate themselves to the cause of the nation. We thank Shri Naresh Chandra, for enlightening us with his keynote address, and sharing his experience on the opportunities and challenges facing the civil service.

In the planning of the Civil Services Day, we have immensely benefitted from the insights and guidance of the Cabinet Secretary. We are grateful to you Sir, for all your support in all the initiatives and endeavours of our department. Your guidance, Sir, is a beacon light for us and your words give us the inspiration to take our efforts to further heights.

I would like to thank the Secretary, Department of Administrative Reforms and Public Grievances

for his continuous support, guidance, and stewardship. Without your leadership, Sir, organizing an event of this magnitude would probably not have been possible.

I would like to thank all the panellists who had participated in the panel discussion today, and shared their erudition and experience and views on three themes which are of contemporary, national importance. I would also like to convey our appreciation for the efforts put in by the three coordinators in presenting the gist of their respective panel discussion for the benefit of all the civil servants present here.

I would like to thank all the delegates, distinguished civil servants, from different services. Your presence re-affirmed our faith in the defining values of the civil service, values like excellence, probity, professionalism,

integrity, creativity and innovation. I extend my thanks to the Secretaries to the Government of India, all the other civil servants, and officer trainees present here for their participation and valuable contribution in this session. It is the active participation of delegates that provides intellectual content and stimulus and illuminates an event like this one.

I would like to extend my special thanks to the officials of NIC, CPWD, ITDC, audio-visual staff of Vigyan Bhavan, officers and staff of the Department of Administrative Reforms & Public Grievances, Department of Pensions, and Department of Personnel and Training, who have worked tirelessly for making this event a grand success.

Thank you very much to all of you.









“The days of the Indian Civil Service of the old style are going to be over and in its place we have brought into being the All-India Administrative Service. The change is both significant and epoch-making. In the first place, it is an unmistakable symptom of the transfer of power which is taking place from foreign to Indian hands. Secondly, it marks the inauguration of the All-India Service officered entirely by Indian control. Thirdly, the Service will now be free to or will have to adopt its true role of national service without being trammelled by traditions and habits of the past.

“I have dwelt on the significance of this change mainly in order to bring home to the minds of the probationers particularly, and to the outside world incidentally, that the days when the service could be masters were over and the officers must be guided by a real spirit of service in their day-to-day administration, for in no other manner can they fit in the scheme of things.

“Perhaps you are aware of a saying which is current in India regarding the past civil service, which is known as the Indian Civil Service, that it is neither Indian, nor civil, nor imbued with any spirit of service. In a true sense, it is not Indian because the Indian Civil Servants are mostly anglicised, their training was in foreign lands and they had to serve foreign masters. Therefore, in effect the whole service was known not to be Indian, nor to be civil, nor imbued with any spirit of service, and yet it was known as Indian Civil Service. The thing is now going to change.

“You would do well to examine the conditions which prevail in India today. The real task in India has just begun. For the time being there is a transition to the highest stature of independence. The difficulties of a transitional period have, therefore, been superimposed over those of the post-war problems. In these circumstances, we must expect—and we have a right to expect—the best out of every Civil Servant in India. In whatever position of responsibility he may be. It is not for you to approach your task purely from a mercenary angle or entirely from self-interest, howsoever enlightened it may be. Your foremost consideration should be how best to contribute to the well-being of India as a whole.

“You can trust Government to keep you contented and happy so that you may give your best, but it would be unworthy of you if you make that a condition of service. After all, your ministers fully appreciate and realize the importance of your work. They may sometime appear to you as lacking in sympathy, but I do not think there is anyone in the highest responsible positions in India who does not feel that he must take the Service with him if he is to make the maximum possible contribution to the well-being of India.”

Concluding, Sardar Patel said: “Above all I would advise you to maintain to the utmost the impartiality and incorruptibility of administration. A Civil Servant cannot afford to and must not, take part in politics. Nor must he involve himself in communal wrangles. To depart from the path of rectitude in either of these respects is to debase public service and to lower its dignity. Similarly no service worth the name can claim to exist if it does not have in view the achievement of the highest standard of integrity. Unhappily India today cannot boast of an incorruptible service, but I hope that you who are now starting, as it were, a new generation of Civil Servants, will not be misled by black sheep in the fold, but would render your service without fear or favour and without any expectation of extraneous rewards.