Civil Services Day
April 21, 2012

Proceedings

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

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Welcome Address

Shri Ajit Seth
Cabinet Secretary

Hon'ble Prime Minister, Hon'ble Minister of State in the Prime Minister's Office, Personnel and Public Grievances, Principal Secretary to Prime Minister, National Security Advisor, Secretary, Administrative Reforms, Secretaries to the Government of India, Chief Secretaries of States and Union Territories, Friends, ladies and gentlemen.

It is my privilege to extend a very warm welcome to the Hon'ble Prime Minister on the occasion of the 7th Civil Services Day.

Cabinet Secretary delivering his Welcome Address

I express my deep gratitude to Respected Prime Minister who has so kindly consented to grace this occasion and inaugurate the conference. Hon'ble Prime Minister has been a constant source of inspiration in our endeavours as public servants. We have always turned to him for guidance to achieve higher levels of performance.

A special word of thanks to the Hon'ble Minister of State Personnel and Public Grievances with whom I have the privilege of working very closely and who has always been supportive of us.

It gives me great pleasure also to welcome the distinguished panelists for our deliberations today. It is heartening to have in our midst senior and retired officers who have left an imprint on the administration as Cabinet Secretaries and Secretaries in the Government. Your presence makes this occasion special. I welcome the Chief Secretaries and other officials from the States and colleagues from all services. I welcome also the representatives of the media who are present for the inaugural function.

Looking back at the performance of the services, I think we have demonstrated our capacity to deal with problems as and when they arise, particularly during times of national crises. Civil servants everywhere have worked hard, whether it is to ensure that all measures are taken to boost agriculture production or exports, or in meeting law and order situations, or terror and security threats.

At the same time, the Civil Service framework is also facing a challenge today. With heightened awareness among citizens, the constant gaze of civil society and a vigilant media, public expectations from civil servants have become even higher, and tolerance for any perceived shortcomings is limited. Given that the vast majority of civil servants are dedicated and committed, this calls for all round introspection and, where appropriate, change in outlook, perspectives and sensibilities. In an age when problems are increasingly complex, we need to adapt accordingly, so that these

expectations are continually met. We need, in this context, greater focus on strategic outcomes, a less prescriptive approach, and a stronger emphasis on collaboration between services and across sectors. This we are trying to achieve.

We are conscious that constant improvement in the quality and effectiveness of the administration is essential if we are to strengthen public confidence. We need to come across as not only objective, impartial and transparent but also as imbued with an ethical and moral earnestness in our official as well as in our personal lives.

In this backdrop, the themes for the deliberations today have been chosen with care. Our knowledge partners have prepared thought provoking background papers on subjects which engage the Government considerably these days, and we look forward to meaningful discussions later in the day.

While the Civil Services Day is an occasion for introspection, it is also an apt time to recognize the contributions of officials across the states. There are many civil servants who are working in adverse conditions. The honorable discharge of duties in such circumstances, is a matter of great credit. Many officials from all services have excelled in their spheres of work with an innovative 'can deliver' spirit and have come up with amazing solutions in the field, as exemplified by those who will be receiving awards from the Prime Minister today. It is particularly heartening to see the talent, motivation and energy levels, particularly among our younger officers.

The Prime Minister has always laid stress on performance by the administration. In order to deliver high quality governance, civil servants have to continually upgrade their competencies in line with the best available anywhere. The emphasis on performance has been recognized by Government through measures such as institutionalization of the Results Framework Document (RFD) mechanism as a means of monitoring the

performance against specific, objective targets; and introduction of a mid-career review of performance of All India Service Officers. We are working to implement recommendations of the 2nd Administrative Reforms Commission. Efforts will also be made to further refine the Performance Appraisal System in the light of feedback and past experience. We even have a website www.performance.gov.in dedicated to all aspects of performance management in Government.

In conclusion, I once again warmly welcome Hon'ble Prime Minister, and other distinguished guests and colleagues to this conference. We hope that, as in the past we will be able to fruitfully use this occasion as one of experience sharing, self-evaluation and professional renewal and regeneration and that the interaction will open our minds to new possibilities in Administration.

Thank you.

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Address

Shri V. Narayanasamy
Minister of State (PMO & Personnel, P.G. & Pensions)

Respected Prime Minister, Cabinet Secretary, Shri Ajit Seth, Shri Shivshankar Menon, NSA, Shri Pulok Chatterji, Principal Secretary to PM, Shri R.C. Misra, Secretary, Administrative Reforms & Public Grievances, Civil Servants, Media persons, Ladies and Gentlemen.

At the outset I would like to express my deep sense of gratitude to the Hon'ble Prime Minister for his presence and continued blessings to the Civil Services Day that was started on 21st April in the year 2006. On this

Minister of State (PMO & Personnel, P.G. & Pensions) delivering his address

solemn occasion the civil servants renew their commitment to public service with dignity, integrity and impartiality.

Indian economy has been growing at over 7% consistently for more than a decade. To be able to provide employment to all and make citizen live without burden of poverty, we need to not only increase the pace of development but make all sincere efforts to make the development more inclusive. In these efforts, the need for improved public service delivery has assumed far more importance, as never before.

With increasing level of education and economic development the people of the country have become restive and more demanding rightly so. It is their right to get services without any delay and without any need to endlessly run around to various offices. The country will sustain growth and march ahead on all fronts only with improved public services delivery and their quality which have to happen at a rapid pace.

The Central Government through the Department of Administrative Reforms and Public Grievances, has developed a Quality Management System called *Sevottam* Framework for providing better quality of public services in a time-bound manner and also created a mechanism for public grievance redress. A number of Departments at the Centre, like Posts & Telegraph, CBDT, CBEC, Kendriya Vidyalaya Sangathan, Department of Pension & Pensioners Welfare, EPFO, Ministry of Food Processing Industries, Registrar of Companies, Railways and Passport Division of Ministry of External Affairs have implemented *Sevottam* with great degree of success and now these Departments are acquiring certification from the Bureau of Indian Standards for providing services of the standards as fixed by the Indian Standards System.

One important area that is contributing very significantly to administrative reforms and improved public service delivery is implementation of e-Governance. In all the countries where public service delivery system is

good, they have extensively used information and communication technology to achieve the committed level of standard and the time frame. Our country has also introduced 27 Mission Mode e-Governance Projects covering a whole range of areas like Banking, Central Excise & Customs, Income-tax, e-Office, Insurance, Passport, Immigration Visa and Foreign Registration and Tracking, Pension, Agriculture, Commercial tax, land records, civil amenities, treasuries etc.

We need to implement e-Governance in practically every walk of governance in improving service delivery, but have to also ensure that it is implemented across the country uniformly and in an integrated manner. The National e-Governance Awards, given to the best e-governance projects implemented in the country under different categories, have motivated the civil servants to implement ICT projects in different applications with far reaching impacts.

One landmark development has been the introduction of the Citizens' Right to Time-bound Public Service Delivery and Redressal of Their Grievances Bill, 2011 in the Lok Sabha, which is now under the consideration of the Standing Committee. This will meet the demands of the people about obligatory Citizens' Charter, public grievance redressal system and rendering of public services with specified timelines and standards.

Our public services should also be free from corruption. This is an issue that has been haunting us for a number of years. While the Government is strengthening the existing anti-corruption institutions, a number of new measures have been adopted. We have recognized the need for a strong Whistle Blowers Law and to meet that end, the Public Interest Disclosure and Protection to Persons Making the Disclosure Bill has been introduced in the Parliament in 2010 and the Standing Committee has submitted its report on the Bill. The Government introduced the Lokpal and Lokayukta Bill, 2011 and this has been passed in the Lok Sabha.

The Benami Transactions (Prohibition) Bill, 2011 is currently being examined by the Standing Committee on Finance. The Government is moreover committed to enactment of a Public Procurement Legislation to enhance confidence in the public procurement and to ensure transparency and efficiency in the process. In regard to the bribery of foreign public officials, a standalone Bill, titled, "The Prevention of Bribery of Foreign Public Officials and Officials of Public International Organizations Bill, 2011" has been introduced in Parliament and is now before the Standing Committee.

Another significant step has been the ratification of United National Convention Against Corruption in May, 2011. This would facilitate the efforts to secure effective international co-operation in tackling trans-border corruption.

Civil Services Day is an occasion for all civil servants to renew their resolution to ensure to the people efficient and corruption-free governance. We cannot build up a strong edifice of good governance, until the cancer of corruption is fully eradicated. That is a task which requires determined efforts of the civil service.

We are committed to the goal of civil service reforms. Our continued emphasis on performance has led to the recent amendment of the All India Services Rules in order to introduce review of civil servants at the end of 15 years and 25 years of qualifying service. Capacity building is a major area of emphasis. We have introduced compulsory mid-career training. The Department of Administrative Reforms & Public Grievances has initiated training programmes of Section Officers and Under Secretaries and Secretaries of Administrative Reforms in States and UTs in training institutions abroad.

Continuous learning and skill upgradation should be the goal of every civil servant; and the Government is taking up various measures to help the civil servants in realizing this objective. The Department of AR&PG

has started the new initiative of having the Annual Chief Secretaries Conference. Since last three years, this Conference has been held in the month of February. The learning and exchange process between the Centre and the States facilitated by this forum, has proved to be immensely useful.

The 2nd Administrative Reforms Commission has submitted fifteen reports on various aspects of governance and measures are under way to implement the accepted recommendations of the Commission both in the Central Government and the State Governments. What we need is a spirited and enthusiastic implementation by Central Ministries and State Governments/ UTs. It is time that we come out of our beaten track and look at innovative ways of working. The civil servants of today must come out and connect with the world outside; take advantage of the growing repository of knowledge on governance. They must finally use the knowledge for effective imple-mentation of programmes and bring smiles on the faces of our people.

I am not speaking of theoretical, textbook knowledge, but knowledge that has application and adaptation to real conditions of governance. Civil servants can ill-afford to remain in their ivory tower. They must speak the language of our people; I am not speaking of language here in its narrow sense, but in the broader sense of connecting to the minds and hearts of our people.

The Hon'ble Prime Minister, today, will confer the PM's Awards for Excellence in Public Administration to those civil servants who through their innovative approach have made an indelible mark in their functional domain. I congratulate all of them. We want to recognize the efforts and initiatives of civil servants who have gone beyond their call of duty to serve the people and also shown innovation in programme implementation. This has become a very big motivation for civil servants to perform. It is, however, not possible to reward each and every such initiative. All civil servants, therefore, must realize the uplifting value of excellence in service to the people and the nation.

The ultimate greatness lies in working relentlessly, not in the expectation of rewards but in the attitude of selfless service. I take the opportunity to call upon the civil services to inculcate patriotism and idealism in the normal discharge of their duties. Let us all remember that we human beings are distinguished from the rest of the world by our conscience and spirit of idealism. No service, wherever in the world, can rise to greatness without commitment to and pursuit of a higher ideal.

The nation is on a steady path of economic growth, with sustainable development being its objective. We have, in course of the day, three subjects of topical importance for our panel of discussions. These are all relevant to our overall goal of sustainable development and inclusive growth. We have to finally understand the value of participative leadership in the complex administrative system today.

The answer to the difficult problems of today lies in greater knowledge and higher level of compassion and understanding. Civil Service today functions in a social milieu, which is restive. The dynamism to understand this ethos and give a constructive response, is today your greatest challenge and also greatest opportunity.

Our Hon'ble Prime Minister has been a constant champion and a great source of support for the civil services in all their challenges. We are once again grateful to you, sir, for giving us your leadership and vision.

I welcome you all and wish all success to the members of the civil service.

Thank you,

Jai Hind.

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Prime Minister's Awards for Excellence in Public Administration

The Government of India has instituted "Prime Minister's Awards for excellence in Public Administration" to acknowledge, recognize and reward the extraordinary and innovative work done by officers of the Central and State Governments. The scheme is envisaged to acknowledge the outstanding and exemplary performance of civil servants. The award carries with it:

i)   A medal

ii)   A scroll, and

iii)   Award money of ` 100,000. In case of a group of officials total award money for that group will be ` 5 lakhs subject to a maximum of ` 1 lakh per person. The amount for an organization will be upto a limit of ` 5 lakhs.

Nomination of an individual or a group of officers or an organization can be made by Central Government Departments / Ministries / State Governments/Non-Governmental Organisations and other stake-holders.

The Hon'ble Prime Minister of India gave away the Awards for the year 2010-11 on the Civil Services Day to 4 initiatives across various sectors. A brief write-up on each of the award-winning initiative is as follows:-

Category - Individual

Initiative: Rendering selfless service to evacuate Indian Nationals amid civil war in Libya

Name of the Awardee: Ms. M. Manimekalai, IFS
                        then Ambassador of India in Libya

Libya was engulfed in civil war and was facing severe air strikes from European countries in 2011 following an uprising against their leader, Col. Gaddafi. In the midst of this sudden development that spread like wild fire in Libya and its neighboring countries like Tunisia and Egypt, the Ambassador of India in Libya arranged the evacuation of more than 16,000 Indian nationals stranded in Libya in the midst of active full scale war. Indians

Ms. M. Manimekalai receiving the Award

were spread all across Libya including the hot war zones of Benghazi, Tripoli etc. Evacuation was organized in a quick and efficient manner by different modes of transport like by air, by sea and also by road to neighboring countries. The Ambassador provided the leadership, strategized the evacuation, prepared contingency plans, coordinated with the Indian Government, arranged local logistics, arranged for money, streamlined procedures where required and was present on the ground in the hot zones to boost morale of the staff and stranded Indians.

The evacuation involved multi-pronged approach. The Ambassador actively engaged with the then Libyan Government to get vital information about the war developments like exit routes etc. besides establishing liaison with various Indian Missions in the neighborhood of Libya for emergency assistance. She also made efforts to spread awareness amongst the Indians stranded in Libya to abstain from taking any sides in the civil war. Arrangements were also made to enable Indians to make calls back home. The Ambassador could also foresee that most Indians coming out of the active war zones would not be carrying travel documents, therefore, arrangements for 10,000 emergency passports from MEA were also made, in anticipation. It was insured that food and water and other essentials were stocked in the final evacuations centers. A database of Indians in Libyan cities was prepared to actually arrange for evacuation by air, sea and also by land routes.

There was no loss of Indian life in the planned evacuation. Some Nepalis, Bangladeshis and Filipinos were also evacuated.

India was the only country other than South Korea that was allowed to evacuate its nationals by sea. An Indian naval ship INS Jalashwa was allowed to dock in Libyan port amidst heavy fighting to evacuate stranded Indians.

This would never have been possible without the active planning, negotiation and careful handling by the Ambassador.

Category - Team

Initiative: Conduct of Panchayat Elections in Jammu and Kashmir

Names of the Awardees:

1. Shri Madhav Lal, IAS
   Chief Secretary
   Jammu and Kashmir

2. Shri Kuldeep Khoda, IPS
   DGP
   Jammu and Kashmir

3. Shri B. R. Sharma, IAS
   Chief Electoral Officer
   Jammu and Kashmir

4. Shri B. B. Vyas
   Principal Secretary
   (Planning and Development)
   Jammu and Kashmir

5. Shri R. K. Varma, KAS
   Special Secretary to Chief Secretary
   Jammu and Kashmir

Shri Madhav Lal receiving the Award

Shri Kuldeep Khoda receiving the Award

Shri B. R. Sharma receiving the Award

Shri B. B. Vyas receiving the Award

Shri R. K. Varma receiving the Award

The J&K Panchayati Raj Act was enacted in 1989. The first elections under the Act were held in 2001, but the elections were disrupted due to grave law and order situation in the state. The State Cabinet decided in February 2011 to hold elections for Halqa Panchayats and to establish Panchayati Raj Institutions (PRIs). The law and order situation in the preceding summers of 2008, 2009 and 2010 was grim. However, even in such trying circumstances the elections to panchayats were held successfully in 2011.

The entire polling plan was prepared strategically. Every stakeholder was involved in the entire process of election by giving information of the various steps, process and code of conduct in a transparent manner. Citizens were also made aware of the process through mass awareness programmes. Youth awareness programmes were also arranged by the State Police Department.

Computerization of electoral rolls in more than 29,000 polling stations helped in the process. The electoral rolls were prepared in Urdu, Hindi and English in some regions.

The Chief Electorate Officer in consultation with the Government decided to conduct elections with the 'ballot boxes' and maintained extreme care of such boxes till the counting took place. Ballot paper was made available in bilingual form. Random deployment of polling officers was done with the aid of computers. 80 companies of local police were deployed for peaceful conduct of these elections.

Elections were held in more than 17 phases. Elections in Leh and very high altitude region were held towards the end of the schedule. 78% voting was recorded and PRIs constituted. A committee was constituted for strengthening the PRIs and its recommendations are being adopted in the state including the formation of State Finance Commission to access ` 918 crore meant for PRIs.

Category - Team

Initiative: Village Health and Nutrition Day in Complete Convergence Mode, Tripura

Names of the Awardees:

1. Ms. Saumya Gupta
    District Magistrate and
    Collector
    North Tripura District

2. Dr. S. N. Choudhuri
    District Family Welfare &
    District Surveillance Officer
    Ministry of Health and Family
    Welfare, Government of Tripura

3. Shri Amalendu Bhowmik
    Programme Officer (ICDS)
    Kumarghat
    North Tripura District

4. Shri Pinaki Acharya
    Technical Director and DIO
    Ministry of IT & Communication
    National Informatics Centre
    North Tripura District

Ms. Saumya Gupta receiving the Award

Dr. S. N. Choudhuri receiving the Award

Shri Amalendu Bhowmik receiving the Award

Shri Pinaki Acharya receiving the Award

Village Health and Nutrition Day (VHND), a concept for interdepartmental convergence of schedules, funds and manpower for activity related to health, nutrition, drinking water and sanitation having desirable health outcomes was initiated in North Tripura district in August - September 2010. Several schemes of the government have been converged and services rendered to the citizen through the VHND. This, a kind of health 'mela' held once a month, provides for the first point of contact for essential primary health care and works as the common platform for convergence amongst service providers of Health, ICDS, Rural Development, Panchayat, Drinking Water, District Disability Rehabilitation Centre, Literacy, Disaster Management, Self-Help Groups and the community. The initiative ensures interdepartmental convergence of funds, manpower, schedules and ensures that better quality data is generated and stored for future decision making. The initiative also involves the youth in galvanizing the community for better results.

Category - Organization

Initiative: Participatory Scientific Watershed Management in Gujarat State

Name of the Organization: Gujarat State Watershed Management Agency Gujarat

Gujarat State Watershed Management Agency (GSWMA) is the State Level Nodal Agency (SLNA) for implementation of Integrated Watershed Management Programme (IWMP) of the Government of India. GSWMA works in all the 26 districts of Gujarat and has plans to cover all the micro-watersheds (at village level) of the state in the years to come.

IWMP aims at improving agricultural productivity, promote judicious use of water, and enhance agriculture-based other livelihood options. The major aspects of this initiative have been participation, empowerment,

Shri Ram Kumar, CCF & CEO receiving the Award on behalf of Gujarat State Watershed Management Agency

diversification of livelihoods, increase of productivity, involvement of indigenous knowledge and materials, linkages to other programmes, research institutions, banks etc. These principles are realised through certain measures and activities.

A registered committee called the Village Watershed Committee (VWC) is constituted by the Gram Sabha to implement the watershed project with technical support of the Watershed Development Team in the village. Participatory approaches are followed for identification of problems in Gram Sabha meetings. A Web-based GIS System is developed for monitoring and evaluating the project in its planning & implementation phases. The system is available on a public domain and can be accessed by all the stakeholders of the project. The nodal agency, GSWMA has had a tie up with Bhaskaracharya Institute of Space Applications and Geoinformatics for the purpose. Use of Hydrology modelling technique is used for locating drainage, stream length, flow direction, sink, flow accumulation. This has helped to remove the human error, which generally occurs while calculating the catchments area of a check dam.

Prime Minister's Awards for Excellence in Public Administration Awardees 2010 - 11

Address

Dr. Manmohan Singh
Hon'ble Prime Minister of India

On this occasion of the seventh Civil Services Day, I warmly greet all members of our civil services. This annual event provides our civil services an opportunity to reaffirm their collective commitment to serve our country and our people to the best of their ability. It is also an occasion for the civil servants to introspect and reflect on their role and performance, and how these can be made more effective, more meaningful.

I have seen the three themes for today's deliberations. They all cover issues that are important for the country and of immediate relevance to

Prime Minister addressing the delegates

the functioning of our civil servants. I am sure that you will have productive discussions during the course of the day. But I also believe that the significance of today's event lies equally in sending out a message that we are all determined to make our civil services more competent, more professional, and alive to the requirements of the twenty first century and capable of facilitating rapid social and economic progress in our country.

I have always believed that there is no dearth of talent in our civil services. Many of our civil servants would rank among the best in the world. They have done excellent work. They have delivered results in the face of adversity. Several civil servants have been shining examples of probity and integrity, working selflessly for the public good. Indeed, we have just been introduced to the work of some outstanding civil servants. I congratulate today's award winners and wish them even more success in the future.

As I said earlier, the Civil Services Day should also be an occasion for introspection. Even as we celebrate our successes, we should also be honest in admitting our failures and our deficiencies. I would like to take today's opportunity to flag some issues about the civil services which I believe agitate the public mind.

There is a growing perception, right or wrong, that the moral fiber of our civil servants and public servants in general, is not as strong as it used to be some decades back and that our civil servants are now more likely to succumb to extraneous pressures in their work. These perceptions might be exaggerated but I do think that there is a grain of truth in them.

The decisions that the civil servants take must be fair and objective in nature, based on sound evidence and deep analysis and designed to serve the best interests of our country. Their judgment and advice should not be affected by the nature and color of the political leadership. If this does not happen, the impartiality and fairness of the decision making processes in public administration would get compromised and the quality of our output would

be sub-optimal. I think, therefore, this is a vigil that the civil servants must maintain constantly. I also believe that there is a growing perception in the public that over the years the attributes of objectivity in work has been diluted. I leave it to the civil servants to ponder to what extent this perception is true and what they can collectively do to remove it from the public mind.

This brings me to yet another issue that I would like to flag today. 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.

In my last Civil Services Day address on April 21, 2011 I had outlined the measures that our government had taken or was contemplating to tackle the menace of corruption in public life. I believe that since then we have made substantial progress towards strengthening the legislative framework and revamping our administrative practices to enable us to fight corruption better. Even as our government moves forward in these efforts, which I do not want to list in detail today, it should be our endeavor that there is no witch hunting in the name of fighting corruption. It is our government's commitment to put in place a system and create an environment in which our civil servants are encouraged to be decisive, and no one is harassed for bonafide mistakes of errors of judgment. We stand committed to protecting honest and well meaning civil servants who might have made genuine errors in their work. And I sincerely hope that these intentions of our government are shared by the state governments too.

On their part, the civil servants in our country should fight the tendency of not taking decisions because of the fear that things might go wrong and they might be penalised for that. We cannot have a bureaucracy which is hundred percent risk averse. In fact we should encourage boldness in decision making, provided that the decisions are well considered and as per the law of the land. A civil servant who does not take decisions might always be safe, but at the end of the day he or she would have contributed nothing to our society and to our country.

Let me also very briefly comment on the topics that will be deliberated upon today. The first theme "Security for the Marginalized: Vision for a Caring India" particularly relevant to all of us in the context of our commitment and efforts towards inclusion towards the integration of Scheduled Castes, Scheduled Tribes and religious minorities in the national mainstream. As we enter the Twelfth Plan period we should redouble our efforts for building a society and country in which the fruits of development are shared by each and every citizen. Our growth would not have much meaning if we fail in building a truly inclusive society and country. Indeed, without inclusion, social and economic, the very sustainability of our growth processes comes under question. The other two themes relate to making our civil services corruption free and more transparent and accountable, and also to enable them to improve service delivery to our citizens. These issues are of abiding relevance to all of us. I once again wish you very productive discussions on all these issues.

Let me end by stating that we have full faith in our civil services. They have served our country well. Our civil servants have made a very substantial contribution to our country's progress. I congratulate them for their achievements. I wish them all the best for the future. But I also hope that they would constantly endeavor to improve, upgrade and modernize the systems and processes they adopt and operate in the best interests of our country.

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Vote of Thanks

Shri R. C. Misra
Secretary, Department of Administrative Reforms,
Public Grievances and Pensions

Hon'ble Prime Minister, Minister of State (PMO & PP), Cabinet Secretary, Principal Secretary to the Prime Minister, National Security Advisor, Secretaries to the Union Government, Chief Secretaries of States, Administrators of Union Territories, Heads of Services, distinguished

Secretary (ARPG) proposing a Vote of Thanks

guests, Winner's of Prime Minister's Awards, Media representatives, participants, ladies and gentlemen.

I, on behalf of the Department of Administrative Reforms & Public Grievances and the civil services fraternity present here, wish to thank the Prime Minister for gracing this day and sharing his thoughts with us. We are extremely grateful to the Prime Minister for having acceded to our request for inaugurating the event and giving away the Prime Minister's Awards for Excellence in Public Administration. Thank you Sir, for sharing your vision with us which will inspire all civil servants to achieve and sustain a culture of excellence.

We are also grateful to the Minister of State in the Prime Minister's Office and Personnel, Public Grievances & Pensions for his continuous support and encouragement in all our initiatives and endeavours.

I wish to place on record our sincere gratitude to the Cabinet Secretary for his guidance and leadership. He has been an inspiration to our Department not only for organizing this event, but also in pursuing the vision of administrative reforms.

I thank the Principal Secretary to Prime Minister for his guidance, his vision, and his support in all our initiatives.

I extend my thanks to the National Security Advisor for his support, and his association with the activities of our Department.

I extend my thanks to the Secretaries to the Government of India, the Chief Secretaries, the Administrators, all the Heads of Services, all our guests and senior officials for their kind presence on this occasion. Their assemblage today symbolizes the solidarity of all civil services.

We are grateful to the officials of the DAVP, Doordarshan, NIC, CPWD, ITDC, the audio-visual staff, Vigyan Bhavan staff, volunteers and officials who have worked hard to provide the logistic support and to ensure that this day becomes a memorable success.

I would like to thank the officers and staff of my Department for all the hard work they have put in for this event.

Last but not the least, I would like to thank the members of the Media, for covering the event.

A sincere thanks to all of you ladies and gentlemen for joining us on the celebration of the Seventh Civil Services Day.

Thank you.

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Talk on

'Evolution of a Brand of Integrity'
Dr. A. P. J. Abdul Kalam

I am very happy to participate in the 7th Civil Service Day and my greetings to all of you. Friends, when I am with you on this important day, I would like to share few thoughts on the topic *Evolution of a brand of integrity.*

Dr. A. P. J. Abdul Kalam delivering his talk

India's vision: Economically developed nation (2020)

It is said that at all the best of times, as well as at all the worst of times in India, the Civil Service of the nation, makes the nation going. When I see you all friends, I remember my unique experience in mid 1990's on formulation of India vision 2020 strategies. I was given the task of chairing Technology Information Forecasting and Assessment Council (TIFAC). I recollect, that in the first meeting of the Council itself, we took a decision that TIFAC must evolve a plan how India can be transformed into an economically developed nation by the year 2020. At a time when the economy was growing at around 5 to 6% per annum in GDP, we had to envisage a growth rate of at least 10% per annum consistently for over 10 years for realizing the development vision of billion democratic people of multi lingual, multi religious and multi cultural characteristics. This really ignited the minds of all of us in the council. The members of TIFAC Council at that time included: Principal Secretary to the Prime Minister, Nine Secretaries to the Govt. of India, Chiefs of CII ASSOCHAM and FICCI, Chairman of IDBI ICICI - IFCI, Chairman of Public Sector of Corporations and Chief Executives of number of Private Sector Institutions, Vice Chancellors of different Universities and Scientists from DST. We debated and arrived at 17 task teams with over 500 members who had consultations with over 5000 people in various sectors of the economy. Committees worked for over two years resulting in 25 reports which we presented to the then Prime Minister of India on 2 August 1996. This is an excellent example of how different departments and organizations worked in an integrated way with system thinking for national development.

Of course, the India 2020 vision was also discussed in the Parliament. We are just left with eight years to realize the target of India getting transformed into an economically developed nation. I am sure, each one of you will be remembered if we all work together with a single minded purpose and accomplish the goal of India transforming into an economically developed

nation by 2020. It should be remembered, "A nation without a vision will perish". Dear experienced, we have just 8 more years to make our nation great.

Where are we?

I have interacted with many senior Civil Service officers during the Satellite Launch Vehicle (SLV) programme and later during the formulation and execution of the missile programme. Subsequently, I have met hundreds of civil service officers during my address to the Civil Service probationers at Lal Bahadur Shastri Academy, Mussoorie during the last ten years. Also, during my Presidency, Civil Service officers of all the batches used to come to Rashtrapati Bhavan and meet me before their final posting to their establishments and they used to take a five point oath from me related to their performance in the district. I continue to visit large number of rural areas of the nation where I suddenly find a familiar civil service officer and he or she will reminisces with me their meetings at Mussoorie or Rashtrapati Bhavan and explain their current missions. At this stage, I would like to share with you friends, a poem which I shared with the Parliamentarians during my address to both the Houses in 2005.

Where are we?

> Where are we now, dear friends,
> In the Maha Sabha that shapes as history,
> The call of heart beats of Indian people,
> People ask us, people ask us;

>> Oh! Parliamentarians, the sculptors of Mother India,
>> Lead us unto light, enrich our lives.
>> Your righteous toil is our guiding light,
>> If you work hard, we all can prosper.

Like King, so the people,
Nurture great thoughts, rise up in actions,
May righteous methods be your guide;
May you all prosper ever with Almighty's grace.

A. P. J. Abdul Kalam
25.02.2005
[Extract from the Address to the Parliament 2005]

Here, I would like to share my experience with the Civil Services community in Mussoorie.

Brand of integrity

Dear friends, last year, I visited Mussoorie and interacted with the 85th foundation batch of newly inducted Civil Service officers and also addressed the Mid-Career Civil Services Officer Trainees (18 years service). I talked to the Civil Service officers about creative and innovative leadership and evolution of a better world. After the session, some unique questions were raised by the participants which highlight the opportunities and challenges in governance faced by the nations highest level of bureaucracy. I thought of sharing them with you and get your views on them.

I asked the young officers to find how they can be creative leaders who can pioneer great missions in life. After the lecture, one young lady officer got up and asked, *"Dr Kalam, the bureaucracy is trained and known for maintaining status quo"*. In this context, how can I be creative and innovative? Another young officer said, *"dear Sir, right now, at the start of our service, we are all ethically upright and resolute for integrity. We all want to work hard and make a change. But in a decade's time, inspite of our surroundings, how do I still maintain the same values with enthusiasm?"* To these questions, I replied that the young officers entering into the governance have to determine a long term goal for which they will be remembered. This goal will inspire

them at all times during their career and help them overcome all problems. I told them that the young bureaucrats of the nation have to remember that when they take difficult missions, there will be problem. Problem should not become our captain, we have to defeat the problem and succeed.

Another young officer asked me, *"Dr. Kalam, just now you administered an oath "I work with integrity and succeed with integrity". But the political system and seniors who are corrupt, would definitely put pressure on the young bureaucrats to compromise on their ethical standards, how can we tackle this problem?"* I thought about this problem which is very pertinent and practical. I responded recalling my own experience where I worked very closely with politicians and administrators including positions like Secretary in Defence Research and Development Organisation and Scientific Advisor to the Raksha Mantri, Principal Scientific Advisor to the Government of India. In all these positions, I was incharge of large missions with huge capital investments. I recall that at no point did any leader or administrator approached me for favours.

Then I told the young officers that they can definitely establish a brand of integrity for themselves which will be called circle of your brand to keep away all those who want make them compromise ethically. Of course, this may mean facing some problems as an individual growth. Finally the best in human being will succeed in life.

Friends, this interaction with the future bureaucracy of the nation is very relevant when we talk about innovation in governance. For innovative governance leading to clean, creative, efficient, and transparent governance, all the elements in the system have to establish a brand and a lifelong mission. How can such spirit be imparted to each member of administration, business, education, research and technology?

Governance for the billion

Friends, ultimately a good governance is identified by the way it is responsive and proactive to it is need of the people which will help them to lead life which is morally upright, intellectually superior, socially compatible with the enriched quality of life. This is possible by the acquisition of knowledge and enriching the knowledge thereby enhancing the quality of life. What is the multiple dimension of technology, which can achieve these objectives? How to realize? I personally feel we need to evolve the Societal Grid which comprises of Knowledge Grid, Health Grid, e-Governance Grid and thereby feeding the PURA Grid. Knowledge Grid will empower the Citizens, students, researchers with appropriate knowledge on democratic basis thereby ensuring the growth of the knowledge society. Health Grid will ensure the benefits of quality healthcare services reaching the needy people, thereby enhancing the quality of life and increasing the individual productivity, which will help the nation to develop faster. e-Governance Services ensures transparency in government services reaching all the people uniformly without any dilution of quantum and quality of services. If these GRIDs helps each other, and these three services will infuse the quality of services to the PURA GRID which connects the 600,000 villages, then the villages are empowered and we will have inclusive growth. Empowered villages ensure good and smart governance. Hence, the success stories which we have seen in our country, gives me the confidence that establishment of Societal GRID model is technologically possible. Innovation will rest on the business model which we evolve around these GRIDs. Such a grid will provide the wisdom to the people of the country to choose the path for guaranteed success by taking innovative steps towards the goal of transforming India into a developed nation before 2020.

In my second part of discussion, I would like to share some unique experiences which I have witnessed during my interaction with four national leaders, two cabinet secretaries and two district magistrates. My interaction with national leaders reveals the great quality that is, nation is bigger than

any political parties or organizations, whereas my working with cabinet secretaries and district magistrates brings out certain "*out of box thinking*" towards national needs at the right time and the societal need.

Leaders have the courage to take decision

Friends, I still remember a scene during May 1996. It was 9 O'clock at night. I got a call from the then Prime Minister's House that I should meet the Prime Minister Shri PV Narasimha Rao immediately. I met him just 2 days before the announcement of General Election results. He told me Kalam, be ready with your team for the N-Test and I am going to Tirupati. You wait for my authorization to go ahead with the test. DRDO-DAE teams must be ready for action. Of course the election result was quite different from what he anticipated. I was busy in Chandipur missile range. I got a call saying that I must meet immediately the Prime Minister designate Shri Atal Bihari Vajpayeeji with Shri Narasimha Raoji. I witnessed a unique situation. Shri Narasimha Raoji the outgoing Prime Minister - asked me to brief the details of N-programme to Shri Vajpayeeji, so that a smooth take over of such a very important programme can take place. This incident reveals the maturity and professional excellence of a patriotic statesman who believed that the nation is bigger than the political system. Of-course after taking over as Prime Minister in 1998, the first task given by Shri Vajpayeeji to me was to conduct the nuclear test at the earliest. Both these leaders had the courage to take difficult decisions boldly, even though the consequences of such a decision have great national and international significance. Friends, after all, the poem in the Parliament as I said

Like King, so the people,
Nurture great thoughts, rise up in actions….

Reminds me of two instances, one in 1984 and the other of in 1991. I was the Director DRDL, Hyderabad. Prime Minister Indira Gandhi after sanctioning the integrated guided missile programme through her Cabinet in 1983 at a cost

of less than rupees 400 crore came to DRDL to review the programme in 1984. When we were presenting the progress of the IGMDP, Prime Minister Indira Gandhi saw the world map in the conference hall. She asked us to stop the presentation and directed her attention to the world map and said, Kalam, look at the map, look at the distance in the eastern-side of the map. When will the laboratory launch a missile which will be capable of reaching that spot (that spot was 5000 km away from Indian territory). Of course, our DRDO scientists have achieved this great target envisioned by this great statesmen.

Subsequently, when we were progressing the missile programme and Prithvi had demonstrated successful performance, Army came up with another important requirement. Army desired to have a confirmatory test, on a land range, to validate Circular Error Probability (CEP). Our efforts to conduct the tests in our desert range could not take off due to range safety and geo-political problems. To overcome this we were looking for an uninhabited island in the Eastern coast. On the hydrographic map supplied by Navy, we saw a few islands in the Bay of Bengal off Dhamra (Orissa coast) indicating that there was some landmass. Our range team consisting of Dr. S.K. Salwan and Dr. V.K. Saraswat hired a boat from Dhamra and went in search of the island. On the map these islands were marked as 'long wheeler', 'coconut wheeler' and 'small wheeler'. The team carried a directional compass and proceeded on the journey. They lost their way and could not locate the Wheeler Island. Fortunately, they met few fishing boats and asked them for the route. The fisherman did not know about the Wheeler Island but they said there was an Island called 'Chandrachood'. They thought that this could be the Wheeler Island. They approximately gave the direction for proceeding to Chandrachood. With this help the team could reach the Chandrachood Island, which was later confirmed as Small Wheeler Island which had adequate width and length required for range operations.

For getting the island, we went through the Odisha bureaucracy and at a particular point of time, we had to seek a political decision from the Chief Minister in (1993). At that time a powerful national leader Biju Patnaik was the Chief Minister. The indications from the Chief Minister's office were that the island cannot be parted with due to several reasons. However, an appointment was arranged for meeting the Chief Minister and put my request. When we reached his office, the file was in front of him. Chief Minister Biju Patnaikji said, Kalam, I have decided to give all the five islands at no cost to you (DRDO), but I will sign the file of approval only when you give me a promise. Chief Minister held my hand and said, I have an invitation to visit China. I will visit only when you promise that you will make a missile that will reach China. I said, Chief Minister Sir, definitely we will work for it. I immediately informed our Defence Minister. Chief Minister signed the file and I got the island, particularly the small wheeler island. Dear Civil Service friends, you heard the poem "Like King, so the people". The message I am giving is that, the greatness of four leaders Vajpayeeji, Narasimha Raoji, Indira Gandhiji and Biju Patnaikji. All these leaders from different political parties are visionary leaders to whom the nation is always greater than any other individual or political parties.

Now friends, I would like to share with you my experience with two high officials, both of them Cabinet Secretaries first is C.R. Krishnaswamy Rao Sahib, and the other is Shri Prabhat Kumar.

Visionary leadership

During the guided missile programme phase in 1982-1983, Shri C.R. Krishnaswamy Rao Sahib was the Cabinet Secretary when I was the Director, DRDL. Before the submission of the cabinet paper of the missile programme to the cabinet, there was a pre-meeting with Shri R Venkataraman, the then Raksha Mantri, where Shri Krishnaswamy Rao Sahib and the three Vice Chiefs of the Armed Forces were present. In the high level meeting, I was called to present the missile programme study report. There was

tremendous criticism from the Armed forces that, not a single missile has been successfully developed so far, and how you can sanction development and production of five missiles together. Dr. V S Arunachalam, the then SA to RM and myself explained the technical and leadership path of the programme. Still the members were not convinced. That was the time, Shri Krishnaswamy Rao Sahib made a remark which is still ringing in my mind. He said **"***Hon'ble Minister sir, I heard all the discussion. But I would like to convey one thing. The time has come, we have to take a decision, exploring new path with courage. We should not be mixed-up with the past. Presently, we are seeing a committed passionate leadership for the missile programme. I consider that all the missiles should be developed, simultaneously in an integrated way.***"** Based on this remark, Raksha Mantri Shri R. Venkataraman named the programme as Integrated Guided Missile Programme. After this meeting, within two months, the programme was approved by the cabinet. I got the necessary funds, human resource and a new management structure including the funds required for establishing certain key production facilities. Two strategic missiles are in production and other projects are progressing. There are number of derivative missiles for Prithvi and Agni. The total orders to the production agency for Prithvi, Agni, Akash missiles and the BrahMos first of its kind supersonic cruise missile are valued over 93 lakh crore. Such is the power of single vision of our political and bureaucratic leadership.

Perseverant leadership

Friends, in life, many turning points take place. Some bring unique change in the transformation in the nation's growth in a particular field. I am going to share an incident, how a revolutionary change was brought in internet usage in India. I used to attend monthly meetings of secretaries chaired by Cabinet Secretary Shri Prabhat Kumar during 1998-99. I had watched, every monthly meeting, one way or the other always a question came, why the monopoly of ISP has to be with only Govt. institutions and there is always a discussion on the pros and cons. One day, Shri Prabhat Kumar looked at me, Mr Kalam, I will form a team with you as a convener. Can you

find a solution to the problem of ISP? I said, intensity of internet in our country is low and we need large numbers of service providers to enhance internet density. Of course, there is a national security issue due to internet communication traffic. Then Cabinet Secretary suggested, whether myself and Secretary DOT can meet and give thoughts on this issue. Both of us formed a special committee chaired by Prof M Vidyasagar, the then Director CAIR (Centre for Artificial Intelligence and Robotics). The committee kept me informed of the progress periodically. Prof Vidyasagar told me, even though, there is convergence on de-centralization of ISP, there is large difference on the data security on the internet service providers. Then, I took a decision, that Prof Vidyasagar committee will give a presentation with all the stakeholders. Of course, I invited few special participants Prof N. Balakrishnan of IISc, and Chairman Railway Board, since they were the large users of internet. I started the meeting after working hours, so that all the members can attend the meeting. I planned three hours meeting for *convergence on opening-up of ISP to private sector* and protection of security issues. The main objection posed by some of the participants was about security issues. The specialists mentioned that there are technologies available through which we can maintain security. For this, the proponents of security issue mentioned that you will be intruding on privacy. For this, the specialist mentioned that for a genuine user there should be nothing to be afraid of. Only those who would like to misuse the internet will have to be afraid of about intrusion of privacy. This was debated for a substantial amount of time and finally a consensus emerged among all the participants for opening up of ISP to the private sector. I informed the recommendations of the committee to Shri Prabhat Kumar, Cabinet Secretary and he took immediate action to get Cabinet approval for opening of ISP which has enabled the country to have over 1200 active service provider today who are servicing nearly 121 million users as in December 2011 which is growing at a rate of about 20% per year. We can see, the impact of the visionary action of Sri Prabhat Kumar from this incident and Shri Prabhat Kumar would be remembered for this unique action by not only the millions of internet users, but also the 100 billion dollar IT industry which is growing at around 12% per annum.

Now I am going to narrate about unique actions of two young civil service officers; one is Dr Santhosh Babu, and another is Dr Swarn Singh among the many civil service officers whom I have met.

Committed leadership

First I would like to give you a unique experience I had with Dr Santhosh Babu, then MD, ELCOT & CEO, TNEGA, Government of Tamil Nadu, whom I met in 2009 when I went to participate in the inauguration of the Virtual Contact Centre and Rural Business Hub at Hosur FOSTeRA (Fostering Technologies in Rural Areas), a rural BPO conceptualized by him when he was the District Collector, Krishnagiri, Tamil Nadu, at Sanasandiram, Chennathur Panchayat, Hosur Block. Dr. Santhosh Babu and his team had enabled training and employment of youth of 10th std and above dropouts into skilled BPO workers for subsequent employment in rural BPOs that they had set up.

Apart from this contribution to Krishnagiri district, Dr Santhosh Babu had become known in the district for reducing school dropouts. Dr Santhosh Babu had made a unique and innovative intervention in realizing the goal of virtually near zero dropout in the district by application of technology, community partnership and detailed diagnosis of the problem. I was astonished to see the richness of data in the software developed by Dr Santhosh Babu www.back2school.com. The methodology he has used precisely brought out what is needed by the student and his family. District Administration arranged to provide those needs immediately.

For example, a girl named Nirmala, Krishnagiri district, dropped out from the school number of times in-spite of best efforts of district authorities. On detailed enquiry it was found the girl's family needed a ration card, a house and a job for the mother. The district authorities provided a ration card, house, as a part of the Indira Awas Yojna and a government job for mother as a

noon-meal worker. The child was admitted in Kasturba Gandhi Balika Vidyalaya in the 6th Class. Once the Collector arranged provision of these three items, the girl started going to the school regularly.

She has now successfully completed 10th class in a craft school in Bangalore. The message was, one has to go into the details of why a child was dropping out the school. Having established the reason, we have to remove the cause and facilitate the child to revert back to the school. This action has been taken very effectively by Shri Santhosh Babu and his team leading to rapid reduction in school dropouts. This example demonstrates that a committed civil service officer with passion can definitely make a difference to societal well-being and overall happiness using technology.

Innovative leadership to combat social evil

Now, let me discuss about Dr Swaran Singh who was the Divisional Commissioner of Jalandhar, Punjab from September 2003 to August 2007. He and his wife have made use of the medium of telefilms to spread awareness about female foeticide which has become a serious societal problem in Punjab. Directed by Dr Swaran Singh and penned by his wife, Mrs Amarjit Kaur, the film "*Eh Tera Apmaan*" tries to depict how the desire of a village woman to have a grandson brings misery to her family in the form of crime.

The two hour-long film gives a message against female infanticide and drug abuse by depicting how an old village woman arranges re-marriage for his son for the sake of having a grandson. The imbalance of male-female ratio in Punjab had really become a serious societal issue. For containing it, at the ground level in districts of Punjab, it was ensured that birth of a girl is celebrated by the community. All new born baby girls and their parents come together and are feted. All girls born on a particular day are given the same name by the district collector. Also, the death of a foetus through a surreptitious abortion is mourned by the community, outside a home or a clinic. There is no slogan shouting, just a peaceful dignified shok sabha that embarrasses those who have

eliminated the female foetus illegally and sends out strong message to the rest of the community.

We can see, how a civil service officer has designed a holistic method including the recently promulgated law to combat a widely prevalent social evil and brought out a big change in the attitude of parents and family members about girl child in whole state. Dear friends, I am sure, similar thoughts and actions are part of your way of life.

Conclusion

Let me conclude with a prophetic and visionary saying of Maharishi Patanjali propounded in Yoga Sutra before 2200 years.

"When you are inspired by some great purpose, some extraordinary project, all your thoughts break their bounds. Your mind transcends limitations, your consciousness expands in every direction, and you find yourself in a new, great and wonderful world. Dormant forces, faculties and talents come alive, and you discover yourself to be a greater person by far than you ever dreamt yourself to be."

My best wishes to all the members Civil Service success in their mission of making India a nation that is one of the best places to live in and is proud of its leadership.

May God Bless you all.

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BACKGROUND PAPER

Security for the Marginalised: Vision for a Caring India

Knowledge Partner:	Pricewaterhouse Cooper Pvt. Ltd.
Coordinator:	Ms. Ghazala Meenai Joint Secretary, Ministry of Social Justice & Empowerment

Panelists:

1. Shri Mukul Wasnik, Minister of Social Justice & Empowerment
2. Ms. Anu Aga, Chairperson, Thermax Board
3. Dr. Narendra Jadhav, Member Planning Commission and Member, National Advisory Council
4. Shri Harsh Mander, Member, National Advisory Council

Panel Discussion in Progress

Need for Social Security

Being a welfare state, India aims and strives to ensure the economic growth and upliftment of its people; however, even after more than 60 years of independence, India remains a developing nation where almost two out of five people still live below the poverty line[1].

Being a welfare state, it is imperative that the government ought to provide some kind of assistance- monetary or otherwise- to such people. This is precisely what "Social Security" means. The objective of social security schemes is to provide long-term sustenance to families when the earning member is unable to do so (which could happen in various cases- retirement, death or disability). Thus, the social security system acts as a facilitator - it provides insurance and assistance and empowers people to plan and secure their future.

A key aspect of social security schemes is that they require active support and involvement of employees and employers. A worker/employee is the root, the basic source of social security protection for himself and his family. On the other hand, the employer is responsible for providing adequate social security coverage to all his employees.
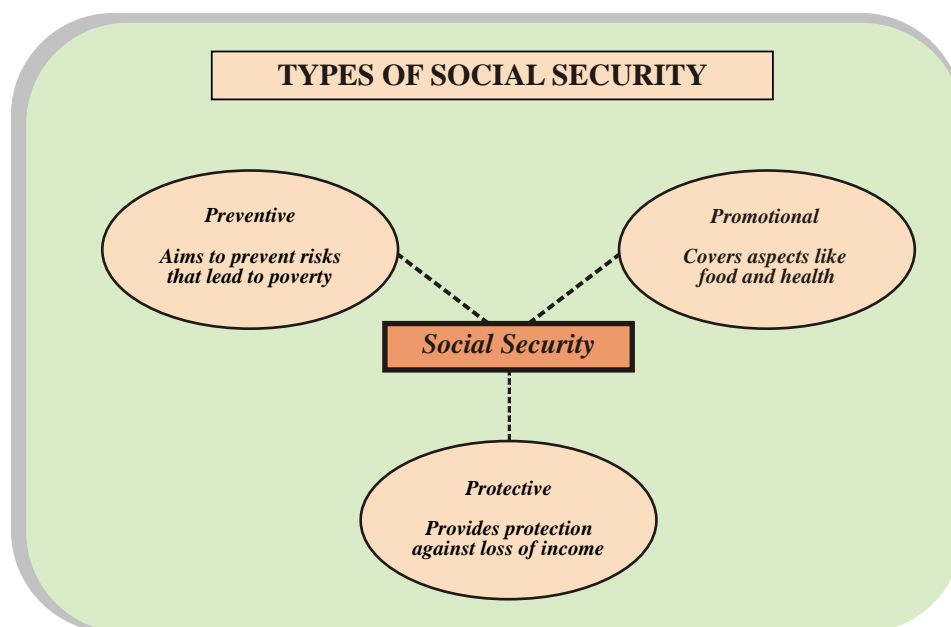
Traditionally, the defining feature of India has been its joint family system that ensured that the social security needs of all its members were met. This support system has been particularly effective for the old, ill and disabled family members. However, in the recent years, there has been a drastic change in demographic patterns - the joint family is gradually giving way to the nuclear family. All this has necessitated the requirement of a formal, organised and potent social security system.

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[1] An estimated 37.2% of Indians live below the poverty line, according to 2010 data from the United Nations Development Programme

Social Security - Types and Mechanisms

There are basically three kinds of social security:

- Preventive security aims to prevent risks related to poverty;

- Promotional security covers aspects like food, housing, health and education;

- Protective security provides for protection against contingencies that lead to reduction or cessation of income. (These contingencies, as identified by the ILO are medical care, sickness benefit, unemployment benefit, old age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors benefit.)

TYPES OF SOCIAL SECURITY

Preventive

Aims to prevent risks that lead to poverty

Promotional

Covers aspects like food and health

Social Security

Protective

Provides protection against loss of income

These three types of security are being elaborated upon below:

Preventive security seeks to prevent poverty and aims to bring people below the poverty line above the poverty line. Examples of preventive strategies

are- preventive health care, vaccinations against diseases etc. Most preventive social security schemes are of the type "social assistance".

Promotional social security is delivered through nation-wide schemes and programmes like Public Distribution System, Integrated Child Development Programme, Rural Employment Programmes, etc. It is primarily targeted at the BPL (below-poverty line) households. There are various problems with promotional security- inaccurate targeting, inefficient delivery, leakages, corruption etc. Moreover, these schemes are only schemes; the workers do not have any rights as such to demand their rights. In certain cases these rights may exist on paper, but on the ground, the beneficiaries are practically powerless to demand them.

For protective social security, various schemes and programmes exist, both at the Central and State levels, that seek to provide social protection to the marginalized and the under-privileged. However, these schemes have been developed at various times in response to the needs and exigencies of those times. There is no uniform, consistent guiding policy that has driven the design and implementation of these schemes.

Existing provisions for social security

Issues pertaining to social security have been listed in the Concurrent List and the Directive Principles of State Policy.

> *Concurrent List (List III in the Seventh schedule of the Constitution of India-*
>
> - **Item 23:** Social security and insurance-employment and unemployment
>
> - **Item 24:** Welfare of labour including conditions of work, provident fund, employers' liability, workmen's compensation, invalidity and old age pension and maternity benefits

Social Security Mechanisms

The various strategies for delivering social security in India are as follows-

1. Social Insurance- This involves participation of the beneficiaries, who pool in both their resources and their risks. Benefits are ultimately provided to those who face contingencies, and are in need of support and assistance.

2. Social Assistance- This is financed by general revenues (mainly taxes), and benefits are provided to those who need them the most. Thus, the beneficiaries of these schemes are mainly the people who live below the poverty line.

3. Employers Liability Schemes- These schemes make the employer liable to provide a pre-defined amount of social security to the employee. Contributions are typically made both by the employee and the employer.

4. National Provident Fund

Various legislations have been enacted with the intention of providing social security to the needy. Some of these are as follows-

a.   Right to work- The directive principles of State Policy in the Indian Constitution refer to the Right to Work. According to Article 39, the State should ensure that "citizens, men and women equally, have the right to an adequate means of livelihood" and that "there is equal pay, for equal work, for both men and women". According to Article 41, "the State shall, within the limits of its economic capacity and development, make effective provision for securing right to work...."

b.   Right to education- The Right of Children to Free and Compulsory Education (RTE Act) came into effect on 1ˢᵗ April, 2010, and has been hailed as a landmark in the field of education. This Act provides for universal, free and compulsory education for all children upto 14 years of age.

c.   Right to employment (MNREGA)- The Mahatma Gandhi National Rural Employment Guarantee Act was enacted on 25ᵗʰ August, 2005. It provides a legal guarantee of 100 days of work per financial year, to adult members of any rural household willing to do unskilled labour at prescribed minimum wages.

        The government has also started implementing some ambitious schemes such as health insurance and maternity benefits for those below the poverty line. Let us have a look at some of these schemes:

a.   Rashtriya Swasthya Bima Yojana- This is a government run health insurance scheme for the poor people. It was launched on 1ˢᵗ April, 2008 and as of February 2011, 23 million families have been enrolled. This scheme is available to BPL families, and is run on a shared financial contribution by both the Central and the State Governments. Private insurance companies provide coverage against risks.

b.   Janani Suraksha Swasthya Yojana- This is a central government scheme that aims to reduce maternal mortality ratio and infant mortality ratio. All BPL women above 19 years of age are eligible for this scheme, upto two live births,

and are entitled to an amount of ` 500 in the last trimester of pregnancy (an additional ` 100 in case of institutional delivery).

Labour and Workforce - the Indian Scenario

In order to appreciate the need for social security in India, the issues faced by the labour force in the organised and unorganised sectors need to be analysed. The organised sector refers mainly to those establishments which are covered by the Factories Act, 1948, the Shops and Commercial Establishments Acts of the State Governments, the Industrial Employment Standing Orders Acts, 1946 etc. On the other hand, the unorganised sector is characterized by markedly different features- absence of labour laws, seasonal and temporary nature of work, high labour mobility, lack of organizational backing etc. All these factors make the unorganised sector more prone to socio-economic hardships. In the rural areas, this sector consists mainly of agricultural labourers, small and marginal farmers, people engaged in animal husbandry, fishing, horticulture etc. In the urban areas, it consists mainly of manual labourers in construction, carpentry, transport and various other sectors, and also street vendors, hawkers etc.

Workers in the organised sector enjoy several benefits- they have adequate and reliable access to social security, have secure jobs and price-adjusted salaries, and are protected by law against loss of income (which could happen due to various reasons- illness, disability, maternity, old age, death etc). Workers in the unorganised sector do not enjoy these benefits.

It is estimated that the size of the Indian workforce is around 450 million. Out of these, only about 7% of the workforce falls under the organised sector. The rest of the 93% falls under the unorganised sector. Further, the unorganised sector has been growing steadily since independence due to various factors- shift from factory to home based work, subcontracting of work by large companies to small companies/small scale units etc. There is no direct relationship between the employer and the worker. Further, small scale units

usually do not comply with social security norms. Now, the unorganised sector contributes to around 60% of the national income, yet, it does not have adequate and reliable access to social security!

The ubiquitous "Chhotu"

India is one of the most alarming cases of child labour in the world. Despite the existence of clear, strong laws to prevent this practice, the implementation is extremely weak and far from being complete[2].

Unorganised Workers' Social Security Act, 2008

The Indian Parliament passed the Unorganised Workers' Social Security Bill in December 2008. This Act seeks to provide several welfare measures to workers in the unorganised sector, and has been described by many people as the first concrete step since independence to remove the difficulties of the poor. 34 crore workers have been targeted to be covered in the period 2008-13, and agricultural workers and migrant labourers have also

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[2] Photo taken from http://www.guardian.co.uk/business/2010/dec/02/child-labour-hotspots

been included in the ambit. Workers would get the benefit of health, life and disability insurance, old-age pension and the group accident scheme.

Child Labour (Prohibition and Regulation) Act, 1986

This Act, consistent with the directions of the Indian Constitution, was passed in 1986. It seeks to ban employment of children below 14 years of age in hazardous occupations, and regulate the working conditions in other occupations. Over the years, the number of processes falling under the hazardous category was increased from 18 to 57 and the number of occupations was increased from 7 to 13. Finally, the children working as domestic servants and those working in roadside dhabas/hotels etc have also been brought under "hazardous occupations". Needless to say, however, that the implementation of this Act leaves much to be desired- mainly because the problem is extremely deep-rooted and widespread. This is particularly true in the case of domestic servants, hotel workers etc.

Social Security for the Disabled

India has a substantial proportion of people who have some or the other kind of disability. Needless to say, this group is highly vulnerable to socio-economic hardships and needs assistance. The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, seeks to empower people with disabilities. Although a step in the right direction, the provisions in the Act are not strong enough to provide the required amount of support to the disabled. Detailed data is now available for various parameters pertaining to the disabled population, and this can help in better planning and designing of the required schemes. Particular attention needs to be paid to the following groups within the disabled population: BPL parents with disabled children, unemployed disabled persons who can be employed, unemployed disabled persons who cannot be employed, people over 60 years of age who are disabled, disabled women, disabled widows etc.

Type of disability	NSSO, 2002 (lakh)	Census, 2001 (lakh)
Locomotor	106.34	61.05
Visual	28.26	106.35
Hearing	30.62	12.62
Speech	21.55	16.41
Mental	20.96	22.64
Total	207.73	219.07

Table 1- Number of disabled people, categorized by type of disability. Figures from the NSSO and the Census vary because of differences in definitions, as well as data collection methodologies. Also, the disability figures from the 2011 census are not available yet. The latest available figures have been presented although we believe that the 2011 census data is likely to show a significant increase in the number of people who have some kind of disability.

Data, such as given in the table above, can be very useful in designing social security programmes and schemes for disabled people. The type of disability can help in designing suitable and appropriate employment schemes for the disabled.

The benefits (in cash or kind) that can be given to disabled persons are as follows- scholarships for disabled children, pension for disabled elderly people/widows, concessions in various facilities (e.g. transport), compensation in the event of disability resulting from work injury, reservations in various services, tax rebates of various kinds etc.

There are some existing programmes and schemes for the disabled, but they do not address their needs adequately. The main problem with these schemes is that they consider only employment related disability. However, the situation on the ground is completely different- most disabled people are unemployed (with a large number being *unemployable* too), and are dependent

on their family members for their living. There is a mandatory provision for 3% reservation for disabled people in all poverty alleviation schemes, however, this needs to be effectively implemented. Particular attention needs to be paid to the following points-

1. Universal old age pension scheme for the disabled

2. Universal medical benefits (examples are separate queues for the disabled, free treatment by corporate hospitals as a precondition for granting licenses, etc.)

3. Universal unemployment assistance for the disabled

4. Special schemes for employment and skill upgradation, etc

The Ministry of Social Justice and Empowerment has launched some good schemes to help the disabled that address some of the points mentioned above-there are special scholarships for the disabled (for pursuing general, technical, professional and vocational courses), a scheme called Deendayal Disabled Rehabilitation Scheme to promote voluntary action for helping the disabled, a scheme to aid purchase/fitting of appliances, and then there are concessional loans for various kinds of economic activities (for setting up small businesses, purchasing vehicles, for agricultural activities etc).

Several NGOs also have been doing great work for this cause. Some of the well known NGOs are- Action for Autism, Action on Disability and Development India, Fellowship of the Physically Handicapped, SAMADHAN (Society for the Aid of Mentally and Developmentally Handicapped) etc. The services provided range from clinical/therapy services and rehabilitation to vocational training courses (carpenter, turner, fitter etc).

Social Security for the Elderly

It is a well known fact that life expectancy in the developed world is high, and continues to rise. However, a lesser known fact is that the ratio of elderly

people to the total population is rising faster in the developing world than in the developed countries. As of today, a majority of the world's elderly live in developing countries with little or no pension coverage/social security. With a population of 80 million elderly people, which is set to rise steadily in the coming years, India is home to about $1/8^{th}$ of the world's elderly population[3]. There are various reasons for this drastic demographic change- these have mainly to do with education, medical facilities and family planning.

Year	Female	Male	Total
1961	11.0	10.8	10.9
1971	11.7	11.3	11.5
1981	12.4	11.7	12.0
1991	12.3	12.1	12.2
2001	23.8	12.5	13.1

Table 2- Old age dependency ratio over the years, shown separately for males and females. Figures from the 2011 census are not available yet. The latest available figures have been presented.

"Old age dependency ratio" basically means the number of elderly people per 100 people who are in the working age group. A basic analysis of these figures reveals that the overall figures have been rising, and the gap between male and female ratios has been rising too, which is a cause for serious concern.

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[3] Data source: http://socialjustice.nic.in/pdf/dnpsc.pdf

As India's economy rapidly develops, the traditional joint family system is slowly being replaced by the nuclear family system. This has left the elderly people in a vulnerable situation. Because informal support structures (in the institution of the joint family) always existed, pension schemes have not evolved; there is hardly anything beyond a state financed pension. Also, these have mostly been denied to the workforce in the unorganised sector, and it must be noted that a vast number of employed elderly people are engaged in this sector.

Policy makers have suggested several out-of-the box ideas in order to address this problem. One is to enact laws that compel adult children to take care of their elderly parents/relatives. However, this may actually worsen the problem. Another idea is to encourage/force savings for retirement, be it in public or private schemes. Further, the government should design and implement effective old age pension schemes and medical benefit schemes. The Ministry for Social Justice and Empowerment has taken some initiatives in this regard- it is assisting NGOs with a scheme called **"An Integrated Programme for Older persons."** This scheme covers various areas like maintenance of old age homes, running of multi-service centres, maintenance of mobile medicare units, running of day care centres for Alzheimer's disease/Dementia patients, specialised mental health care etc. NGOs themselves are doing a tremendous amount of work for this noble cause, some of the famous ones being Helpage India, Agewell foundation and Dignity Foundation. Services provided range from old age homes, medical care, support and assistance in financial/property matters etc.

An elderly woman in India[4]

India is home to about 1/8th of the world's old population, and the condition of the elderly often leaves much to be desired, despite a traditional joint family system being ingrained in Indian culture. The answer to this growing challenge is an effective social security system.

Social Security for Children and Women

Besides the disabled and the elderly, there are other groups too which require a strong social security support. Two of the most notable of these groups are children and women. The problem of child labour has been already touched

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[4] Photo source: http://blog.travelpod.com/travel-photo/ians_globe_spin/1/1283431154/oldwoman.jpg/tpod.html

upon above. India is perhaps the worst countries in the world when it comes to child labour, the obvious reasons being poverty, illiteracy and overpopulation. The condition of "street children", in particular, is pathetic. These children are forced to live their lives virtually on the street, indulging in occupations like begging, rag-picking etc. The possible solutions are numerous, and some have been implemented already like providing scholarships to needy children, subsidising their education, providing vocational training besides education, etc. However, the reach of these measures needs to be widened substantially.

Women are another vulnerable group which needs adequate social security. The plight of widowed, single and divorced women is particularly worrisome and calls for immediate attention. A case in point is the widows of Vrindavan, who are forced to live a life of extreme hardship- economic, social, cultural and emotional. Again, there are various possible solutions but are effective only if implemented properly. For example, loans at cheap rates may be disbursed to women so that they can start small scale businesses, vocational training (stitching, weaving, handicrafts etc) can be imparted to make them employable, etc.

The Ministry for Women and Child Development has launched various schemes for the benefit of women and children- Rajiv Gandhi Scheme for empowerment of adolescent girls "Sabla" (provides nutrition, awareness building and vocational training), Indira Gandhi Matritva Sahyog Yojana (a conditional maternity benefit scheme), Support to Training and Employment Programme for Women (STEP), Integrated Child Development Scheme (a flagship scheme of the Ministry), Integrated Child Protection Scheme, Balika Samriddhi Yojana, Kishori Shakti Yojana etc.

The role of NGOs also has been praiseworthy. Some of the well-known NGOs working in this field are- ABHAS (Action Beyond Help and Support), ANKITA (Association for Needy and Kindle the Illiterate through Action), Bachpan, Darpana for Development, Disha, Ekatra, Vijaya etc. Services

provided range from vocational trainings and scholarships to healthcare and nutrition.

Problems and Constraints

There are various kinds of roadblocks and impediments in the way of social security in India. Some of these are mentioned below:-

Budgetary constraints- As we know, India is a developing country. Therefore, it is hardly a surprise that there are severe budgetary constraints that hamper the development of social security schemes. Although Central and State Governments have tried their best to design useful and relevant schemes, most of them fall short when it comes to the amount of monetary assistance rendered. In most cases, the amount of assistance is meagre and does not help the beneficiaries much.

Implementation problems- To add to budgetary constraints, there are several problems with the implementation as well. The most obvious one is corruption. However, there are also other challenges like identification of beneficiaries, ensuring that the schemes are run properly, ensuring that existing laws are implemented properly etc. It will not be an exaggeration to say that we have adequate laws to address most problems, but the problem lies only with the implementation.

Problem of universal coverage- Another major problem is that of universal coverage. The various programs and schemes that have been designed for specific people, do not actually reach all of them. There are various reasons for this- improper/inaccurate/incomplete identification and lack of awareness among beneficiaries being the most major ones. Needless to say, any social security scheme- however noble its intentions may be- is not very useful until it reaches all its intended beneficiaries.

Lack of convergence- Both Central and State governments have developed schemes for social security. Further, various departments within these governments have also developed their own schemes, the goals of which overlap in most cases. However, the efforts and the planning do not- this is precisely what lack of convergence means. This leads to inefficient use of funds and resources, and the absence of concerted planning and knowledge sharing further hampers the achievement of common goals.

The Road Ahead

Social security in India has a long way to cover before it comes at par with developed countries. In order to reach there, the following factors are of utmost importance and need to be kept in mind while designing schemes and programmes:

Monitoring- It is extremely important to monitor the efficiency and success of programmes and schemes. As we all know, the current scenario in India is dismal with grossly inadequate checks on corruption, let alone inefficiency. Strict and effective frameworks need to be put in place to ensure that the schemes are producing the intended results, as crores of rupees are being spent every year on them. Some recent developments in this regard have been encouraging- for example, schemes like NREGA are being subjected to "Social Audits" which means that the intended beneficiaries are themselves evaluating the progress and success of these schemes. Such arrangements need to be also put in place for social security schemes, so that the marginalised groups are empowered to ensure that these schemes actually benefit them.

Decentralization- In any scheme that involves people, and especially in a large, populous country like India, it is imperative that the scheme is implemented in a decentralized fashion. It is impossible for a centralised authority to plan, manage and execute schemes of such magnitude successfully. The involvement of people- the ultimate beneficiaries- is critical for the success

of the scheme, and so is the involvement of multiple institutions. A scheme that relies solely on the government is highly unlikely to sustain itself.

Co-ordination- The three main parties involved in social security are Government, NGOs and the civil society. For social security to be strong and effective, all these three parties have to work together. Currently, all these three have been making efforts but they need to be co-ordinated and concerted, besides being intensified. For example, the Government can play the role of a facilitator and provide various kinds of support to NGOs who are involved in this work. Similarly, the Civil Society can do its bit by helping NGOs with financial assistance (donations etc). If this co-operation and synergy can be harnessed properly, the marginalised sections can benefit immensely.

Universality- The very concept of social security is based on the principle of universality- i.e. provision of security to everyone, particularly those who are marginalized. Currently, the various programmes and schemes run by the government are lacking in this fundamental aspect- their reach is not universal and does not cover all the intended beneficiaries. Therefore, we must move towards a system of inclusive, universal social security.

Integrated approach- One of the biggest problems with the social security schemes running currently is lack of a uniform, consistent approach in the planning of these schemes. Most of these schemes were launched when their immediate need was felt, and were more like "emergency responses" rather than well-thought out, planned initiatives. Going forward, what is needed is a planned, integrated approach in the conceptualization, design and development of these social security schemes.

It is an encouraging sign that the Approach Paper on the 12th Five Year Plan lays considerable emphasis on social security for the marginalised groups. It notes that a large number of disabled people continue to live under severe hardships, although the "Persons with Disabilities" (Equal Opportunities, Protection of Rights and Full Participation) Act has been in

force since 1995. The paper calls for special action in consultation with the stakeholders to address their concerns. The needs of the senior citizens have also been recognised, and a National Policy for Older Persons is being developed to address the health, security and other needs of the elderly.

Conclusion

A lot of ideas have been discussed within government circles about improving the condition of the marginalised. However, in order for these noble ideas to be realised, it is necessary that some bold and concrete steps are taken. The most important of these is tackling corruption. Programmes and schemes have been made in the past to provide social security to the marginalised. However, the benefits have hardly reached these people because of blatant and rampant corruption. Since the intended beneficiaries in such cases are often weak and vulnerable, it becomes easier for the corrupt to exploit them. Corruption must be fought, but it must be fought with greater vigour when it is related to social security schemes. The media, civil society and the government must come together to highlight, pursue and punish the guilty in such cases.

Another critical success factor for ensuring the success of social security schemes is financing. Past experiments have shown that often, schemes that rely on only one financing arrangement tend to fail. The ideal solution is to have contributions together with tax income as the financing channels. In this context, Public Private Partnership (PPP) models can prove to be particularly effective. Also, the corporate sector needs to come forth more and contribute more heartily. Corporate Social Responsibility (CSR) has been a much talked about topic in the recent past, the need is to ensure that social security is a key focus area for the same. The government can play a key role by encouraging such contributions through various ways.

Last but not the least, social security is not just a responsibility of the government, but of the society at large. For this purpose, greater awareness in

the society needs to be generated and a mass social awakening needs to be brought about. This can be achieved through government driven programs, utilising various channels of the media. All of us need to realise our duties towards the underprivileged, and strive towards doing our bit for them. It is only then that the vision for a "Caring India" can be realised in its true sense.

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Summary of Discussion

Issues posed for Discussion

- Identification of beneficiaries - linking up with UID

- Governance mechanisms - better co-ordination between Centre, State and grassroots governance

- Delivery systems - more efficiency, transparency & accountability

- Capacity building - at all levels, particularly the grassroots

- Program awareness and sensitization of civil society and the corporate sector

Deliberations

- Social Security for SCs/STs/OBCs/Minorities is of prime importance, it has to reach the most marginalised sections of the population

- While legislation exists to empower the marginalized sections of the population, yet its implementation is still far from perfect

- The benefits of reservations have not percolated in the manner envisaged

- The practice of manual scavenging still continues even though it is prohibited

- The issues facing Denotified and Nomadic Tribes need to be addressed

BACKGROUND PAPER

Civil Services in the 21st Century: Responding to Emerging Challenges

Knowledge Partner: Protiviti Consulting Private Limited

Coordinator: Shri G. C. Pati, Additional Secretary
                       Ministry of Agriculture

Panelists: 1. Ms. Kumari Selja, Minister of Housing & Urban
                           Poverty Alleviation and Culture

                       2. Dr. D. Purandeswari, Minister of State,
                           Human Resource Development

                       3. Dr. Jayaprakash Narayan, President, Loksatta Party

                       4. Shri Pradeep Kumar, Central Vigilance Commissioner

                       5. Shri Arvind K. Awasthi, Dy. Comptroller and
                           Auditor General

Panel Discussion in Progress

Civil Services in the 21ˢᵗ Century: Responding to Emerging Challenges

"*The need to re-fashion our Civil Services as effective instruments for delivery of services and as agents of improved governance is an ongoing process. The aim should be to evolve new and imaginative solutions for the problems facing us. Success would, to a large extent, depend upon a cultural change in the Civil Services. Excessive caution, reliance on precedents and following the beaten path have to give way to innovation and inventiveness and to trying out new methods. Merit, capability and quality should matter more than mere seniority. To deal with the newer challenges, civil servants also need to continuously update themselves. They have to continuously expand their horizons through learning and training. Only this would equip them to keep pace with the changing times.*"

- Dr. Manmohan Singh, Hon'ble Prime Minister of India

Civil services form the basic framework of administration and governance in a country. They are entrusted with formulating 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, forms the framework of our country, and has done a commendable job since independence. They have played a vital role in the task of nation building, while adhering to the basic tenets laid down in the Constitution.

Today, there are nearly 6.4 million civil servants[1], roughly half being with the Central Civil Services and the remaining with State Civil Services. They serve the third-largest economy (by PPP) in the world and a population of more than 1.2 billion people with diverse cultures, needs and economic strata. At nearly 5,300 civil servants per million residents, this figure is significantly lower

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[1] Civil Services Survey, 2010

than that for Canada (~39,000 civil servants per million residents[2]), UK (~7,100 civil servants per million residents[3]) or any other large economy, and raises concerns 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 the efficiency, outcome-orientation and citizen-centricity of the existing work-force, making one wonder whether and how adding more people would help.

Over the years, the civil services has become plagued with several structural issues which have reduced their efficiency and effectiveness. Consider the following findings from a 2010 survey conducted amongst civil servants:

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

- 45% respondents felt that the existing policies and procedures were not helpful in dealing with indiscipline in the office

- 65% respondents indicated 'training programmes' as being too general and not matching specific needs of the job

- Only 21% respondents felt that their seniors were spending sufficient time to mentor them

- More than 75% respondents cited 'compensation' and 'lack of recognition' as key reasons for considering to quit civil services

The survey also reported that nearly 52% of officers in the All India and Central Civil Services[4] are in the age group of 50+ years, while another 29% are in the age group of 40-50 years. Compare this with the fact that more than 65% of

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[2] http://www.statcan.gc.ca/daily-quotidien/120228/dq120228c-eng.htm; 38% of 3.633 million public sector employees working at federal, provincial and territorial, and local levels, and serving a population of 34.1 million

[3] http://www.civilservice.gov.uk/about/facts/statistics; 0.444 million civil servants serving a population of 62.2 million

[4] Statistics based on three All India Services (IAS, IPS, IFoS) and seven Group A Central Civil Services (IA&AS, IFS, Income Tax, IRS, Customs & Central Excise, IRPS, IRTS and IPoS)

the country's population[5] is less than 35 years of age and the median age is 25.1 years. Clearly, issues such as, aging workforce, lack of recognition and incentives, incompetent support staff, ill-defined training programmes, limited mentoring of junior officers by seniors, difficulty in removing non-performing officers, etc. are going to have a significant bearing on how civil services is able to perform its duties and match aspirations of a young, dynamic population.

The internal issues faced by civil services have been accentuated by the increased complexity and pace of changes brought about in the 21st century. Reduced barriers to flow of information, brought about by globalization and proliferation of technology, have posed new challenges to the civil services. Citizens have to come to expect better public services, greater transparency and accountability; private sector has started viewing civil services as a 'service provider'; and international community has started exerting greater pressure on multiple issues (such as, environment protection, market access, subsidies, etc.).

The above challenges and issues raise fundamental questions with respect to the role, capacity and capability of civil services to perform effectively in the future. The civil services are expected to perform multiple roles - they are required to transform from being a 'controller' to being a 'facilitator' or 'enabler' for the private sector to grow; they are required to devise systems and processes to ensure equitable growth and efficient delivery of services to the public; they are 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 responding well to some of these challenges, and have been constantly building up on the reforms that are needed to make them more effective. However, gaps exist and addressing these gaps is where the real challenge lies.

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[5] http://en.wikipedia.org/wiki/Demographics_of_India

Key Challenges Faced By Civil Services

Transparency and Accountability

A younger, more educated and tech-savvy population has led to increased demand for greater transparency and accountability in the government. This is visible through a higher number of debates in the media and protests in different parts of the country.

In response to public pressure, the government has introduced several regulations, aimed at (a) generating greater transparency and accountability within the government, and (b) ensuring time-bound delivery of public services, with clear grievance redressal mechanism.

Right to Information (RTI) Act has become the key channel for civil society to seek transparency. There has been a spurt in requests to understand decisions taken by the government and determine how the funds allocated for various developmental initiatives have been used. Each and every opinion and decision of civil servants is now subject to public scrutiny, forcing civil servants to act in a more prudent manner and to avoid taking any arbitrary or biased decisions. The flip side of RTI Act has been the time and resources expended by government departments to answer various queries, given the lack of proper systems and processes to store and retrieve information. Moreover, in cases where a precedent or clear guidelines do not exist, the officials have become reluctant to traverse a path not previously taken and use their judgement for taking decisions.

The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011[6] proposes timely delivery of services, as laid down in the Citizens Charter, and an effective time-bound grievance redressal system (including penalizing the responsible government officials for failure to deliver). Electronic Service Delivery Bill, 2011[7] provides for mandatory

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[6] Yet to be enacted
[7] Yet to be enacted

provision of public services through electronic means. Both the bills are likely to instill a sense of urgency and accountability amongst the civil servants. The bills would also force lower levels of bureaucracy to start delivering promptly and with limited scope for corruption.

Corruption

Corruption in civil services has been observed across layers (senior, middle and lower) as well as across departments (centre, states and districts). At senior levels, it is usually a result of strong nexus between the politicians and the civil servants, and at lower levels it is a result of poor systems and ill-defined public service levels. 'Speed money', to expedite the processing of an application or release of funds or to seek any other approval, has become a common phenomenon in some departments.

In Rajiv Gandhi's words, "only 15 paise of every rupee spent ever reached the poor for whom it was meant", the corruption that exists in today's system often plays havoc on the citizen who is poorly aware of his/her rights. There is little information available regarding who is corrupt and where are the strings getting pulled from. Even when the cases of fraud and corruption are brought to light, the complex judicial system leads to delays in corrupt officials being punished and an example being set for the others.

The challenge also lies in changing the mindset of civil servants. Civil servants, over time have been led to believe that corruption is a part and parcel of the public administration process and that it is prevalent at all levels of bureaucracy. Corruption has the potential to adversely affect the morale of civil services, as civil servants who do not accept favours can be construed as bottlenecks in the system.

Productivity

The functioning of the civil services has been driven by processes rather than outcomes. Procedural adherence takes priority over achievement of goals

and results. Such a mechanism hinders the ability of civil servants to innovate and think out-of-the-box, as orders are executed blindly without giving much regard to the final outcome. In the absence of innovation, strong and talented performers often lose the desire and will to perform thereby impacting morale and productivity.

A significant challenge also lies in developing strong performance management measures. The existing measures are inclined towards tenure rather than meritocracy. Time bound promotions fail to reward excellence and bring in a culture of complacency. The current practice also has an inherent flaw where the individual is appraised on his 'skills and capabilities' than his 'performance'. In several cases, the individual's performance and productivity is not linked with the organizational goals and achievements, thereby generating little interest in the individual to take a strategic view or achieve overarching goals. The current incentive structure does not recognize strong performers or adequately reward them, failing to encourage better performance and productivity. As mentioned earlier, findings from the 2010 Civil Services Survey indicate that more than 75% of the officers consider 'compensation' and 'lack of recognition' as important reasons for considering to quit civil services.

> ### Amendment to the All India Service Rules, 1958
>
> The government has made an amendment to the All India Service Rules, 1958, which allows a career review of bureaucrats with 15 years of service. Further, there will be a repeat review when the bureaucrat turns 50 or completes 25 years of service, whichever comes first. The purpose of the review is to terminate the incompetent, inefficient and unproductive officers who normally retire at 60 years with pension for life. According to this new rule, the Central government, in consultation with the state, can ask "an officer to retire from service in public interest". The officer will be given three months' notice or three months' pay and allowance.
>
> While such an amendment will ensure improved performance by the officers, it is important that the process to determine who needs to be retired prematurely is fair and transparent.

Civil servants at district or lower levels often argue that their effectiveness and overall productivity is hampered by the lack of authority to take decisions on financial or other key matters. Rigid hierarchical structures with multiple layers and centralization of decision making powers often lead to unnecessary delays.

Existence of multiple departments, each working in isolation, without congruence of goals or collaboration during drafting of policies, also leads to slow decision making and confusing messages being communicated to the outside world.

Capacity Building/People Development

The civil services attracts some of the best talent in the country, and yet faces issues with respect to lack of competence, commitment and performance. To understand reasons behind this, two critical aspects of people development - recruitment and training - have been discussed in detail.

The current recruitment system is still following the format established several decades ago, and do not facilitate the recruitment of people with new competencies and skills. Selection methods do not assess attitudes and behaviours, and are primarily focused on knowledge. Today's fast changing world warrants the availability of well-rounded professionals, people who not only have the knowledge, but who are also 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.

Civil services has long been focusing on hiring at the entry level, and do not lay enough stress on lateral hires. Civil services do not utilize the talent, skill and experience available from varying fields such as academia, research and private sector, with the result that there is absence of a 'fresh perspective' and dearth of 'expertise' in certain areas. Lack of lateral hiring also

brings complacency in the existing civil service workforce, since there is no fear of competition.

Apart from recruitment, the commitment to groom talent across all levels is fairly limited. The current training system does not adequately reflect changes of the ever evolving socio-economic scenario. In today's context, it becomes absolutely necessary to constantly train people and enhance their technical and domain skills. Training modules and systems used are outdated, focusing on knowledge and not behavioural aspects. There are limited training modules for the middle and upper management that address softer aspects such as people and time management. The training modules at the leadership levels elude from building competencies in areas such as, collaboration, networking, public-private partnerships and citizen engagement.

The absence of effective training and an 'open system' for bringing lateral hires, also brings in challenges associated with change management. Lack of knowledge and limited competition increases resistance to change. People become wary of using new systems and technologies as they feel that these may lead to redundancies in the system.

Technology

Embracing technology is a key priority for the Indian government. In a bid to streamline operations and increase efficiency, the government has embarked upon a massive e-Governance programme, as part of which a number of systems are being automated and data being digitized. Unfortunately, there have been significant delays in implementing some of the projects envisaged under the e-Governance plan. The key reasons for this have been (a) limited understanding of technology and its use, particularly at senior levels, (b) limited number of trained people, (c) issues of change management and adoption, once the systems have gone live.

Since most senior officers and heads of departments have not had any formal training or significant exposure to technology in the past, they end up acting as 'obstacles' rather than 'catalysts' of change. They see technology as a 'black-box' and have a tendency to go around it, rather than trying to explore and embrace it, and use it as an enabler for achieving greater efficiency. As the technology is changing so rapidly, it becomes important for them to 'ride the technology wave' and realize its full potential. Limited adoption at senior levels has a cascading effect. Officers at lower levels also show greater resistance to embracing technology and using new systems.

Political Complexities

Modern day bureaucracy in India is rooted deep in the interplay of forces represented by the politicians, large business owners and financial institutions. Sometimes, opportunistic political leaders, for their own personal gains, maneuver decisions and actions without much thought to the long-term effects on the overall system performance and final service delivery. Rise of regional parties and a larger role being played by them in coalition governments, has exacerbated the challenges faced by civil servants. The political leadership gets changed often and may not get enough time to fully understand the issues facing their ministries or build a strong working relationship with the civil servants. As a result, the civil servants get pulled in different directions, and do not get enough guidance or recognition. There is a lack of clarity in thought and purpose, and civil servants find themselves waiting for someone higher up to give the word for action. The result is lack of motivation and steadydeterioration in the effectiveness of civil servants, as well as slowing down of the entire administrative machinery.

Towards An Effective Civil Services

The answer to building an effective civil services lies in the challenges it faces. Whether it is the systemic inefficiencies, lack of citizen-centricity and

outcome-orientation, lack of accountability or corruption, the core of the problem lies in the structure, systems and people that the civil services has today.

Some of the aspects that the government can consider and steps that they can take, are presented below.

Right people at the right place

The ability to attract, recruit and retain suitable candidates is a major determinant of the overall quality and long-term effectiveness of the Indian civil service system. Selection on the basis of merit helps bring high quality people into the civil service, confers prestige on civil service positions and can do a great deal to motivate high-quality performance.

For all civil services, especially for the All-India Civil Services, lateral entry at different levels could be evaluated. The lateral entry would inspire competition among the civil servants and allow the best talents, from academia, research and private sector, to come in the civil services. It would also give opportunities to such people who might have either missed the bus initially or might think of entering the civil service at a later stage after acquiring expertise in a particular area.

> In this context, the practice in UK is worth mentioning - in the recent years, more than 30 percent of vacancies at the top three levels of the Civil Service have been openly advertised.

Professionalisation and capacity building

Learning and development is a critical part of a civil servant's progress in career. Over the years, an officer must have opportunities to learn new skills and acquire new knowledge which complement his/her accumulated

experience. In a fast changing world, it becomes important for a civil servant to keep himself informed of the latest developments in the field of his work.
In this regard, it becomes important to consider the following aspects:

- The trainings are not limited to building domain knowledge, but also cover management concepts (such as, programme management, change management, people management etc.), technology developments (social media, cloud computing etc.) and specific areas of public administration (such as, 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 ongoing process, ensuring reinforcement of key concepts and sharing of learnings amongst participants

- The tenure of civil servants in a specific role, particularly at senior levels, is long enough for them to develop expertise and contribute effectively towards their department's goals

- An institute is set up to focus on key aspects of training and development of officers across levels

In the UK, The Centre for Management and Policy Studies has been created for Human Resource Development in the government. The attempt has been to achieve a shift, through training, from a mindset of an organization-centred service to a citizen-centred service, from preserving the status quo to change and innovation, from procedural orientation to results orientation, and from monopolistic provision of services to competitive provision of government services.

In India, the government has earmarked nearly ` 212 crores for setting up of National Centre for Good Governance, in the recently presented Budget 2012[8].

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[8] http://articles.economictimes.indiatimes.com/2012-03-16/news/31201536_1_training-facilities-mid-career-training-grants

Outcome-orientation through a well-defined performance management system

The performance of a department or agency is dependent on the performance of civil servants serving it. If the civil services has to achieve greater outcome-orientation and citizen-centricity, the motivation and attitude of civil servants needs to undergo a significant shift. This can be achieved through putting in place a sound performance management system which involves setting measurable goals at all levels, monitoring performance of each individual within the organization, developing the capacity to perform, rewarding good performance and managing under performance. As such, the following areas require due consideration:

- An evaluation system which is based on clear targets or key result areas for both the department as well as the individual. The targets could be expressed either in terms of end results (e.g., improvements in health or education or reduction in crime) or service standards (e.g., faster delivery, lower fees, higher productivity etc.)

- An evaluation framework which is comprehensive (360°) and takes into account feedback from citizens (social audit), peers, subordinates and seniors

- Promotions which are based on individual competence and performance, rather than on seniority or tenure

- Adequate rewards and incentives for officers excelling in their work, so as to promote better performance and motivate others to emulate them

- A clear mechanism for weeding out non-performing officers at all levels

> In the UK, three-year 'Public Service Agreements' have been introduced under which departments define the outcomes that the citizens can expect from the department's spending, and disclose explicit productivity and performance targets.
>
> 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 per cent of their remuneration, depending on their performance assessment.

Transparency and accountability driven by a strong value system and use of technology

Greater transparency and lower corruption within civil services is one of the most pressing needs, and requires a multi-pronged approach. Some of the steps the government can consider are:

- Describing and establishing core principles, values and characteristics which create a distinctive culture and ethics for civil services

- Setting up appropriate institutional mechanisms to promote and enforce the values and code of conduct, and to evaluate the extent to which they are incorporated and upheld throughout the civil service

- Providing greater thrust to e-Governance (delivery of public services through use of technology) to reduce direct interaction of civil servants with the public and ensure greater predictability and quality of service delivery

- Setting up a regulatory body which promptly deals with cases of corruption against officials

> The Lokpal and Lokayuktas Bill, 2011, passed in Lok Sabha in December 2011, aims at establishing a body of Lokpal for the Union and Lokayukta for States to inquire into the allegations of corruption against certain public functionaries.

Efficient functioning through structural changes

Efficient functioning of the government requires not only competent people but also proper structures, systems and procedures to be in place. On the structural front, the following options can be evaluated:

- Creating a flatter structure, with fewer layers and departments, so that there is greater team-orientation, collaboration and faster decision-making

- De-centralizing decision making, to empower local governments further and enable them to respond faster to local issues and needs

- Segregating policy-making and execution roles, by creating executive agencies for implementation of government policies and programmes. This would allow the agency to have greater operating flexibility while being more accountable

> In the UK, a number of agencies have been established to carry out the executive functions within a policy and resources framework set by the government. The main features of the agencies are:
>
> - Defined responsibilities and clear aims and objectives set out in a published framework document
>
> - Day-to-day responsibility for running an agency delegated to its Chief Executive with personal responsibility and managerial authority for the job to be done
>
> - The Chief Executive answering directly to the Minister

- Key performance targets covering quality of service, financial performance, and efficiency set by Ministers and announced to Parliament

- Greater openness where performance against these targets is reported each year and published in the agency's annual reports and accounts, and in the Next Steps Report

- The basis of Ministerial accountability remains unchanged by agency status

- Those working in agencies including the Chief Executive, remain civil servants, reporting to Ministers who are accountable to Parliament

All pay and grading matters have been decentralized to the executive agencies. On the whole, reorganisation of the government into executive agencies and semi-autonomous departments has been an operational success.

Conclusion

A modern world-class civil services is absolutely critical to improving India's governance. It would ensure that most citizens benefit from the country's high economic growth and witness improved standards of living and better access to public services. While the civil services in India have made vital contributions to national development through the advice and services it has rendered, the current challenges and structural issues necessitate a transformation. A number of areas, such as - recruitment, performance management, training, structure, etc. - need to be looked at, to create a civil service which epitomizes best practices, is committed to continuous improvements and exemplifies contemporary management techniques.

In this context, it is important to discuss and deliberate upon some pertinent questions, answers to which will help build a forward looking
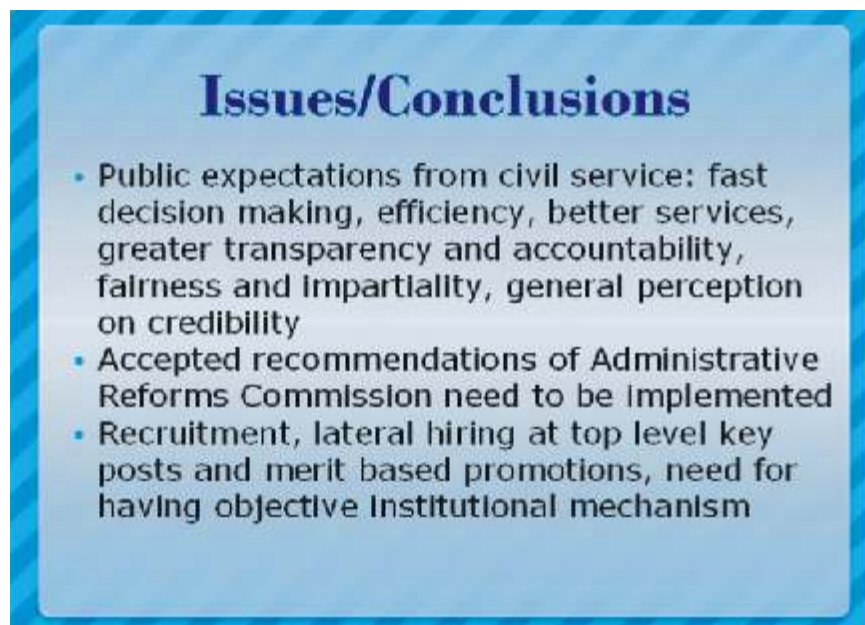
civil service driven by shared values and public service rather than bound by conformity to regulation and systemic rigidities:

- What mechanism is required to ensure that the most suitable persons are appointed to key public offices in government?

- How can we make civil servants more service-oriented and citizen-centric? What mechanisms are required to make public servants accountable to the public?

- What attitudinal and process-related changes are required such that the civil services focuses more on productivity and outcomes than on procedures and efforts?

- How can one develop domain expertise in the civil services? What training programmes can be developed to build domain expertise and prepare civil services for future challenges? Can one bring in lateral hires at senior levels to fill the void?

- What 'key result areas (KRAs)' can one develop for civil services? What happens to the KRAs in case of change of government or change in government policies?

- What changes are required in the existing performance evaluation systems? How can the system be made more competitive? What incentives can be given to encourage better performance?

- How can we effectively decentralize administration, and ensure congruence between authority and responsibility at all levels?

- Is there a case for creating executive agencies for implementing government policies and programmes, separate and distinct from policy making?

- Can a mechanism be evolved to insulate civil servants from undue political interference?

- How can we strengthen and make the exit mechanism more effective, objective and transparent?

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Summary of Discussion

Issues/Conclusions

- Professionalism, enhancing expertise in capability – specialization
- Technology can be utilized to improve efficiency and transparency
- Performance management, outcome based – the areas where the goal/outcome is well defined with accountability
- Monitoring performance/concurrent audit, prioritization of expenditure

Issues/Conclusions

- Best practices, benchmarking
- The burden of implementing multiple laws and schemes/programmes
- Corruption – legislations anvil, weak internal controls and accounting management and systems
- Mid-career review, impartial institutional mechanisms required
- Insulation from political interference is not feasible, need to manage political process for achieving overall objective
- Decentralization to third tier/PRIs

BACKGROUND PAPER

Information Revolution: Challenges of an Open Society

Knowledge Partner:	KPMG Advisory Services Pvt. Ltd.
Coordinator:	Shri Rajiv Talwar, Joint Secretary, CBEC

Panelists:

1. Shri Pawan Kumar Bansal, Minister of Parliamentary Affairs and Water Resources
2. Shri Jairam Ramesh, Minister of Rural Development and Drinking Water & Sanitation
3. Shri S. K. Goel, Chairman, Central Board of Excise and Customs.
4. Shri Vinod Mehta, Advisor Outlook Magazine
5. Shri R.V. Kanoria, President, FICCI

Panel Discussion in Progress

Executive Summary

This document briefly describes the present information revolution and its impact on governance as a whole. It discusses the two primary characteristics of the current information age; Change and Complexity and the challenges Government face today as a result of these. The paper focuses on the challenges encountered by the Government and Administration with the advent of the information revolution and possible ways and means of addressing such challenges.

Information Revolution: Definition & Overview

Information revolution may be defined as "a sudden, radical, or complete change...a basic reorientation" brought in by the information and the communication technologies in a relatively short period of time in the day to day lives of people.
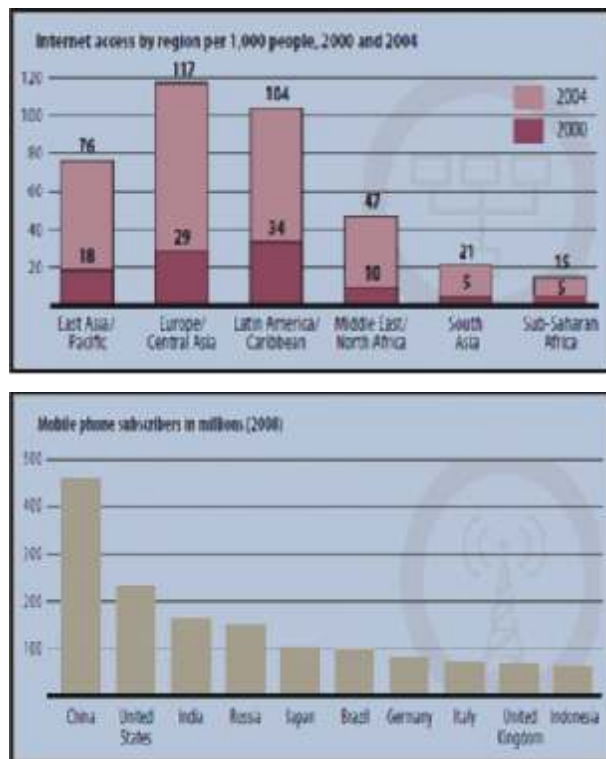
Information-related activities did not result in the Information Revolution despite having existed, in one form or another. If we need to distinguish between information, data and knowledge, data comes through research and collection. Information is organized data. Knowledge is built upon information, and knowing how to synthesize the knowledge makes it useful to an individual or an entity. This translates into better decision making. In the current information age, it can be said that the fundamental sources of wealth are knowledge and communication rather than natural resources and physical labour.

It has been established beyond doubt that we are living in the Information Age. Complexity and change are the two defining characteristics of the Information Age. Our success as individuals, families, organizations, communities, and societies would depend more than ever upon our abilities to adapt, in near real time, to deal with increasingly complex and dynamic situations which would be characteristic of the Information Age. The

information age would continue to present us with these kinds of challenges at an ever-increasing rate. The increasing complexity of our environment and the actions necessary to maintain or improve an overall equilibrium would only serve to make these challenges even more complex. Successfully responding to these challenges would require three steps. Firstly, we would need to recognize that there has been change. Secondly, we would need to understand the implications of this change. Lastly, we would need to develop timely and effective responses.

Statistics

The below figures indicate the usage of internet and growth in mobile phone subscriptions

Sources: CIA World Factbook 2008, World Development Indicators database 2006, Telegeography 2007, Pyramid Research 2007, World Bank 2006, International Telecommunications 2006.

What this means to the Government?

Information and communication technologies have already shown the impact they can create with respect to growth, jobs and prosperity, even for governance as a whole. Governments across the world recognize the fact that use of Information and communication technologies can contribute a great deal in the developmental aspect of governance.

According to Mckinsey Global Institute (MGI), which conducted a study on 13 countries which account for more than 70% of the global GDP on the internet usage, there are
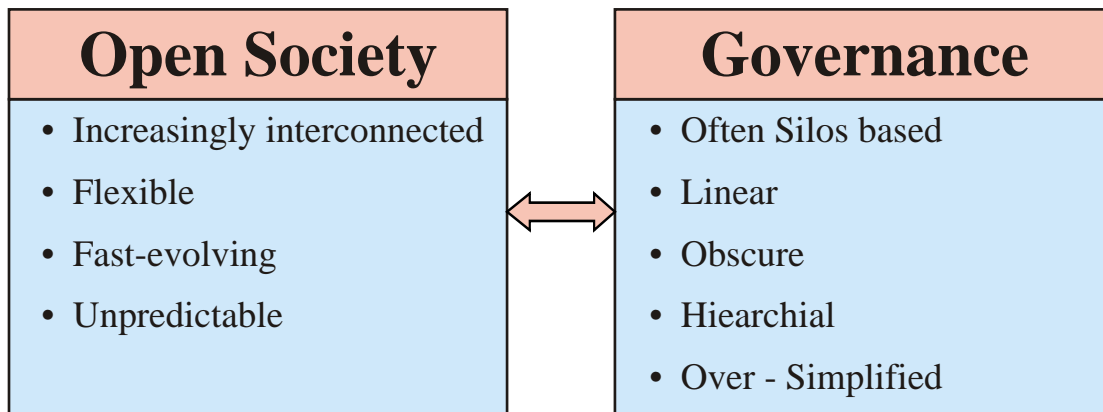
- 2 billion internet users worldwide

- Internet accounts for

    o 3.4% of GDP in these 13 countries and in India it is 3.2%

    o 21% of GDP growth in the last 5 years in the mature countries

    o 2.6 jobs created for 1 job lost

    o 10% increase in productivity for SMEs from internet usage

    o Upto ` 1357.72 per internet user per month of consumer surplus.

The above figures statistically establish that Governments and policy making gets majorly impacted by the sweeping information revolution.

Consequentially, the information revolution in its current form, has thrown up a set of new issues and challenges hitherto unknown, by creating an open society and by contributing a great deal to globalization. The way people and businesses communicate and services are delivered has completely transformed. The government has to rethink and strategize the way it serves its citizens.

Gap between Open Society and Governance

The below diagram shows the gap between society and governance.

Open Society	Governance
• Increasingly interconnected • Flexible • Fast-evolving • Unpredictable	• Often Silos based • Linear • Obscure • Hiearchial • Over - Simplified

Setting the Context

Throughout the rest of the paper we discuss the issues and challenges government and administration face to cope up with the change and complexity and finally discuss ways in which the government needs to go about addressing these challenges.

Challenges faced by the Government

Some of the governance challenges that governments across the world face today as a result of information revolution are discussed below.

Greater Citizen's Expectations

Information Revolution has raised the bar for government performance. The unprecedented level of customization, ease and convenience that 21st century "on demand" customers have grown accustomed to in the
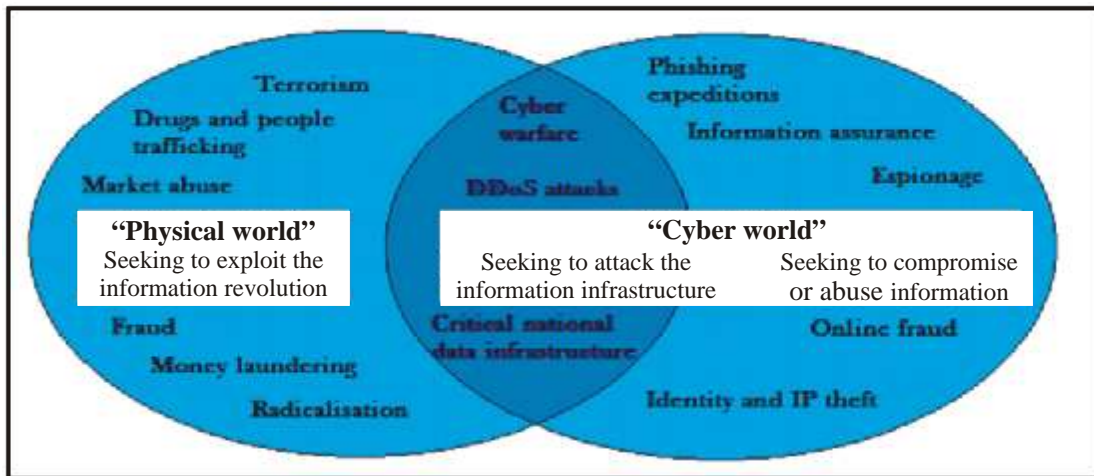
private sector has spilled over to the public sector, driving expectations of government to an all time high. Most citizens believe that the service they receive from the government should be on par with the private sector and a majority say that public services generally ought to be even better than the private sector (although only few believe existing public services actually are better) [Src: Deloitte study].

Security

National security is the prime responsibility of any Government. "Volatile, uncertain, complex and ambiguous," sums up the security challenge governments face today. Governments have responded with new legislation, bigger security budgets and massive reorganizations of their security apparatus. New high-tech systems are being installed to secure borders, ports, airports and government buildings. Intelligence is being beefed up. Grants to first responders have been dispersed. And information sharing has improved.

One of the biggest challenges governments continue to face is balancing the demand for higher levels of security with the realities of an interdependent global marketplace that depends on the free flow of goods and services across borders. Over the past four years, nearly every major industry has faced higher costs in responding to the new security environment

Information revolution has clearly transcended boundaries and security threats to the information available in the public domain needs to be tackled by the governments. Some countries have already declared the Informational assets as their national assets and other nations are moving towards that direction. Cyber war is the threat posed to the developed and the developing nations and if governments are not prepared for it, there could be huge loss.

Sources :   The Information Revolution and its impact on Homeland Security - Detica

Information Disclosure

Not so long ago, government secrecy was the norm. Now it is the exception. In 1980, only 20 percent of OECD countries had freedom of information laws on the books; by 2000, that figure had reached 80 percent.

An important driver behind this increased openness is the Internet, a medium that is ruthlessly proficient at moving information from those who have it to those who do not. In a Google world, governments that try to resist transparency increasingly find themselves in a losing battle. Today's "Netizens" expect and demand that important public data be not only available online, but also packaged in a user-friendly format that they can easily navigate. They also expect the full story, not the watered down version some public officials might want them to see.

Several high-profile public scandals have made transparency one of the top governance issues. Yet around the world the trust in government has

fallen significantly. Government efforts to increase transparency have not gone far enough to restore public trust and strengthening trust of citizens has quite simply become a matter of survival for open, democratic government. Efforts to increase transparency are beginning to take hold around the world. To combat corruption, a number of countries make information about public officials' personal assets available online for public monitoring.

Transparency vs Confidentiality

Governments have a duty to provide access to information. However, neither total openness nor complete secrecy would be reasonable, and no country in the world has decided to adopt either one of these extreme stands. In fact, many countries stipulate conditions of disclosure, based upon the following factors:

- Closure periods: certain documents can only be opened under special, restrictive conditions (varying from 25 to 50 years);

- Legitimate interests: in certain countries, potential users have to prove their legitimate interest in documents (which purpose); and

- Exception clause: most frequently cited are (a) national security, defense and foreign policy and (b) privacy, trade secrets and others legitimate interests of third persons.

Information is the basis for strengthening of all government-citizen relations. Countries vary greatly in terms of laws on citizen's access to information (often called Freedom of Information Acts – or FOIA). In designing these laws, countries face a double challenge. They must balance the right of access to information with the individual right to privacy and also with the need to keep confidential information which would harm the public interest if disclosed.

Some examples of FOIA different countries adopted based on UN study are given bel.

- Sweden introduced its first laws on this subject as early as 1766;

- In France, at an early stage of the revolution, *La déclaration des droits de l'homme* was adopted in August 1789;

- American *Declaration of Independence* of 1791, contains a similar right in the first amendment;

- Finland was the first to adopt modern legislation in 1951;

- USA followed in 1966 with the *Freedom of Information Act;*

- After a sharp rise from 1980 to 2001, now 80% of the Organisation for Economic Cooperation and Development (OECD) member countries have legislation on this subject; and

- Austria, Netherlands, Hungary and Poland have enshrined citizen's right to access information in their constitutions.

Protecting Citizen Privacy

Individual's privacy concerns are directly related to their perceived vulnerability, and perceived ability to exercise control over their own information, or that people do not understand the "real implications of privacy and security in the internet age," and since they are oblivious to the issues, they are currently unable to address the problem. In a research conducted on citizens using online services in New Zealand, over 89% of the respondents agreed that they are concerned about the privacy of their personal information when it is exchanged online via the internet. This is a consequence of the fact that data about them ends up online from the most different sources (including themselves and their acquaintances), and that often it would be very hard to discover, never mind prove, that it has been used against their interest.

A lot of research is ongoing in this field, and some governments have come up with the Privacy Acts already. The real challenge for the government is to come up with the Act which effectively addresses the issues and problems it is intended to address.

Government and citizen's personal information

In many situations, the provision of personal information to government organizations is compulsory. This contrasts with the nature of information exchanges that individuals engage in with private organizations, where individuals may make decisions about which organizations they provide their personal details to. Thus, governments have special privacy obligations arising from the concept of democracy, which includes the establishment of rules mediating the power relationship between government and citizens.

Governments collect personal information from citizens for many purposes, including taxation and social welfare benefits. The collection of information in these cases is justified by the requirement to determine liability or eligibility, and may require highly personal financial and health-related information to be disclosed and shared. The implicit sensitivity of this information highlights the importance of ensuring that the information is handled properly. Researchers suggest that, while lower classes may be more vulnerable to certain risks, different social classes are vulnerable to different privacy-related risks. Specifically, they note those who are further up on the socioeconomic ladder are more likely to be part of the credit-card economy and to be targeted with considerable precision by direct marketers and the private sector in general.

Policy Making in the Complex World

The increased speed of, and access to, communication has catapulted national problems into international arenas and affected the formulation and

implementation of public policy. Until recently governments were formulating policies based on intuition, ideology or conventional wisdom-or, at best, theory alone. Many policy decisions have been made in this way. The public policy formulation process, due to lack of information for both inputs and outputs, has adopted a crisis management approach. But the resulting policies can go seriously astray, given the change, complexities and interdependencies in today's society. Information revolution has given an opportunity for governments to build sufficient evidence based on which they can go about policy making. The biggest challenge government face today is to build sufficient evidence by collecting data and to move towards this constructive method of formulating evidence based policy making.

Regulatory Framework

Governments today also face the challenge of defining a regulatory framework on social networking, internet content etc.

Legal Framework

The governments across the globe face a real problem of re-defining the legal framework, whether it be coping up with the challenge with jurisdiction or a re-defined meaning in the age of cyber crimes or the most important challenge of them all; absence of laws covering emerging issues. This is frequently the case in economic and white-collar crimes. Some of the countries face the issue of fundamental weaknesses in many of the laws that provide public administration with implementation responsibility, such as ambiguities in the laws themselves, arbitrariness, contradictions and complexity. Governments has to deal with a variety of problems ranging from identity theft to confidentially breach to corporate fraud brought in by the information revolution by defining a comprehensive legal framework.

IPR

There are many types of Intellectual Property Rights like Copyrights, Patents, Design Rights, Trade Marks and other rights (e.g. Domain Names). This is no longer a problem which can be dealt by a nation itself. It needs cooperation from the international community. Member nations of the World Trade Organization (WTO) are committed to include an agreed scope of IPR protection in their national laws. These requirements, akin to 'minimum standards', are set out in the Trade-Related Aspects of Intellectual Property Rights (TRIPS) Agreement, which was negotiated in 1994. TRIPS also specifies procedures for associated matters, however it can be said that the real challenge for the Government is local enforcement and to define dispute resolution procedures and practices.

Competition due to Globalization

Many government officials are understandably concerned about the effects of globalization brought in by the information revolution. They worry about the impact of global competition on their home markets; the dilution of their political agendas; and the effectiveness of traditional barriers to protect labor, trade, financial markets and security. But as much as a government might want to, it cannot close itself off from this new world. Globalization isn't a choice-it's a fact. Nations can either prepare themselves to compete against the world's best, most efficient producers…or resign themselves to inevitable failure.

Argues British Prime Minister Tony Blair: "In the era of rapid globalization, there is no mystery about what works: an open, liberal economy prepared constantly to change to remain competitive. The new world rewards those who are open to it…The competition can not be shut out, it can only be beaten."

Challenges faced by the Administration

Considering administration as an implementing arm of the government, the pressure on the administration to deliver and meet the growing expectations of the citizens on improved public service delivery with limited resources is immense. Some of the challenges that administration face today due to the information revolution are discussed below.
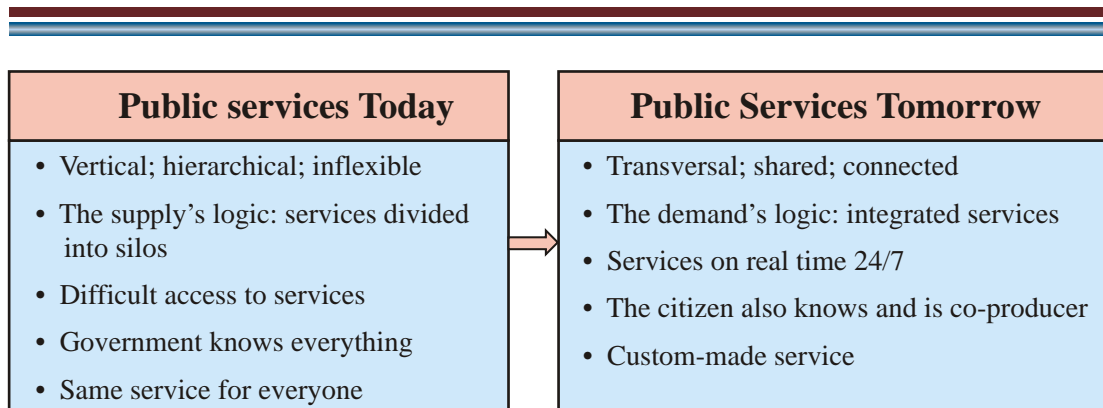
Providing consistent, reliable service to citizens

As governments move towards integrated service delivery methods, there are more and more stake holders engaged in the service delivery. Sometimes government cannot gauge the competence of the stakeholders and find itself in a strangle hole. For e.g if government terminates a contract with a service provider or a service provider withdraws from the contract it could lead to disruption of the service. Administration today face this issue of engaging IT firms, Audit Agencies etc., using different models (e.g BOOT, BOO) and sometimes the private partners also invest significant amount. During the course of implementation administration face a huge problem in case of dip in the service levels as the loss to the government sometimes more than the financial penalties they may impose on the private player and the overall ownership of implementation however lies with the administration.

Administration has to be safeguard the informational assets and applications from possible cyber attacks which can bring down the service. They have to at the same time have Disaster Recovery mechanisms and business continuity planning in place so that the services can be restored. Sometimes, disruption of services means a revenue loss to the government.
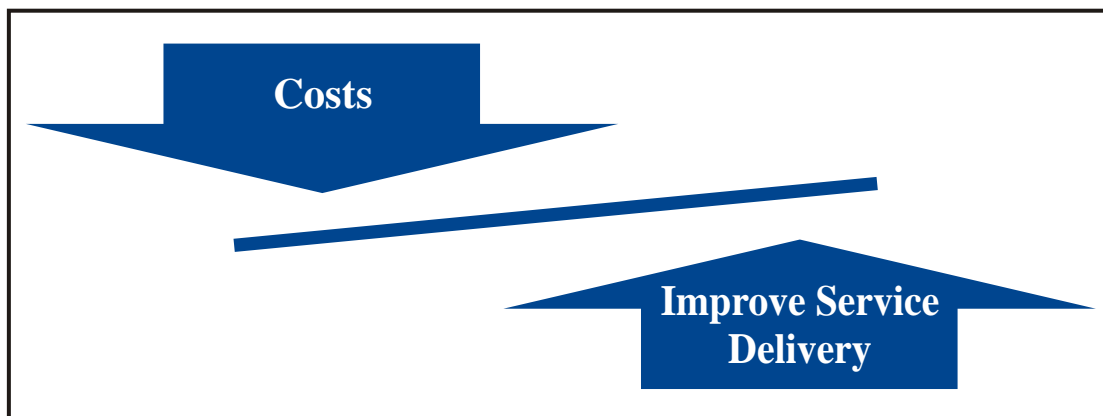
Modernising Public Services

The below diagram shows the challenges the administration faces in meeting the new service level demands. Administration needs to modernize the existing infrastructure to support new service level demands.

Public services Today	Public Services Tomorrow
• Vertical; hierarchical; inflexible • The supply's logic: services divided into silos • Difficult access to services • Government knows everything • Same service for everyone	• Transversal; shared; connected • The demand's logic: integrated services • Services on real time 24/7 • The citizen also knows and is co-producer • Custom-made service

Costs vs Improved Service Delivery

Administration today is expected to enhance the service delivery at the same time reduce implementation and operational costs.

Reducing Implementation Failure

Government has embraced the fact that it needs to move towards building systems which can effectively deliver. The National e-Governance plan is a big leap towards this. However the government has faced several challenges in implementation of projects. Some of the reasons of limited success include administrative inability to manage change, lack of

process re-engineering, insufficient capacity, inadequate information infrastructure etc., The administration has to overcome all the barriers to see success of the e-Governance initiatives.

Driving operational Excellence

Administration is responsible to oversee and manage the government operations. Some of the challenges the administration face to improve upon operations include:

- Leveraging on the existing infrastructure and resources to optimize performance and delivery

- To improve the inter-agency communication and collaboration (Sharing, Reuse and eliminating Redundancy)

- To Streamline the operations by eliminating manual, paper based, non-integrated, or repetitive processes, where possible

- Aligning mission-critical information and resources with internal and external service-level requirements

- Veracity and completeness of the data which can contribute to better decision making.

- Knowledge sharing

Risk Mitigation

The administration today has to deal with risks that may arise out of the contracts, service levels, licensing, compliance to legal frameworks, information protection, copyrights, hacking or the denial of service. Any risks arising would be a loss of reputation and a matter of embarrassment for the government. Administration has to come out with risk mitigation measures in each of these areas.

Dealing with the Digital Divide & Diversity

A fundamental requirement for reducing the digital divide in countries is to give priority to the development of their communication infrastructure and provide universal and affordable access to information to individuals in all geographical areas of the country. There are a number of barriers to bridging the digital divide:

Infrastructural barriers

Despite the incredible growth of the Internet, a country like India still lacks a robust telecommunication infrastructure with sufficient reliable bandwidth for Internet connection.

Literacy and skill barriers

Education and information literacy will play an important role in keeping society from fragmenting into information haves and have-nots. In the perspective of the digital divide, IT literacy is very important to allow access to digital information. In a country like India where roughly 50 percent of people do not have reading and writing skills for functioning in everyday life, IT literacy is a distant dream.

Language barriers

India is a country having a multicultural and multilingual population. Today a large percentage of information content on the Internet is in English, which is a barrier for the people whose primary language is not English.

Administration today has to overcome all the barriers to successfully implement public policy.

Indian Context

India is very much part of the information revolution. It has made efforts to leverage the use of ICT in the public service delivery. There are some of the fundamental challenges that India face today like low internet penetration, Inadequate Information infrastructure etc., along with some positives including skilled workforce, mobile penetration etc., The government has taken some significant steps like the National e-Governance plan and the Electronic service delivery bill etc., to promote the use of ICT, probably the only hope to improve on the public service delivery considering the population, diversity, illiteracy rate and digital divide, which otherwise would seem impossible without the use of technology.

RTI

One of the most important changes in the citizen-government relationship in India since its Independence has been the passage of the Right to Information (RTI) Act in 2005. This pan Indian legislation is a landmark in setting out a clear political agenda of transparency, signaling a shift from the opacity promoted by the Official Secrets Act. Documents that people have never before had access to, and which the Act specifically notes that the government is not obliged to provide access to, such as minutes of the Union Cabinet meetings, have been revealed in response to RTI requests. In some ways it has redefined the Citizen-State relationship.

Shortcomings of RTI

According to the study conducted by PwC, some respondents noted their dissatisfaction with the information furnished by the public authorities. It is often the case that incomplete or irrelevant information is provided. It takes more than the stipulated time period of 30 days to

receive the information. This is usually due to the poor recordkeeping within the public authorities, and is a more fundamental problem of sorely lacking information architecture. This is one of the crucial factors in the noncompliance of public authorities with s.4(1)(b) of the RTI Act, which requires proactive disclosure. The proactive disclosure requirement of the RTI Act has not met with much success. Research independently done by India Governs, CHRI, and others confirms this.

Way Forward

As governments struggle to address the daunting challenges that face them, many find themselves shackled by the old ways of governing: hierarchical organizational structures that try to tackle complex problems with a silo approach; personnel practices and pension systems designed for a time when lifetime employment was the rule, not the exception; service models driven by government bureaucracy, instead of citizen needs and preferences; budgets that measure performance based on how much is spent, rather than what is achieved; and tax systems and trade policies designed around manufacturing, physical goods and localized markets-rather than services, information and a seamless global economy.

Given the huge gap between past and present, it is clear that incremental change often won't be enough: in many cases, bureaucracy built for the Industrial Age simply can not be retrofitted to meet the needs of the Information Age. Obsolete, century-old systems must be replaced with new models better suited to the needs of the 21st century. This transformation will require new approaches to every aspect of government, from organizational structures and operating practices to personnel systems and service delivery models. Some of the trends and practices, governments across the world started moving towards are discussed in the below sections.

Integrated Government - Beyond Silos

There is a growing recognition that the traditional, hierarchical model of government do not meet the demands of a complex, rapidly changing environment. Rigid bureaucratic systems that operate with command-and-control procedures, narrow work restrictions and inward-looking cultures are particularly ill-suited to addressing these types of issues that transcend organizational boundaries.

The movement from vertical to networked governance is a global development driven by various business and societal forces: the public's growing demand for personalized and integrated services, the plummeting costs of collaboration (thanks to the Internet and other new technologies), the enhanced level of outsourcing and the growing number of complex problems that demand cross-governmental and cross-sector responses.
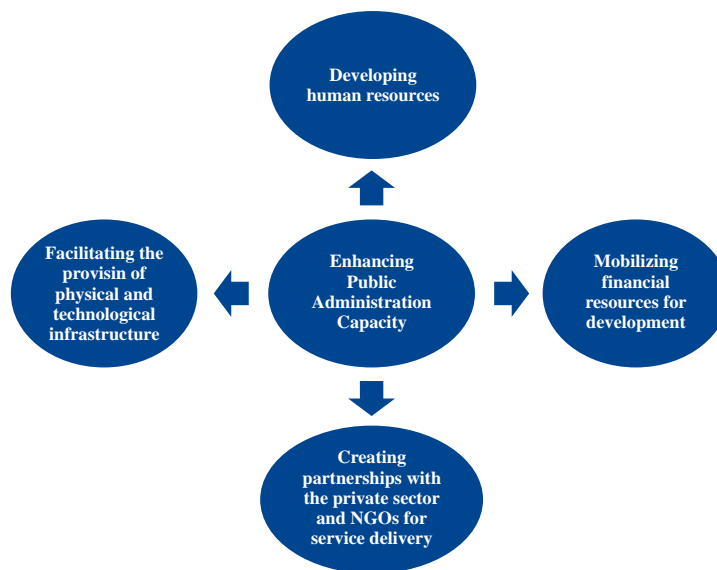
Revamping Workforce

21st century government requires a motivated work force that is allowed to make decisions. That means abandoning the old command and-control mentality, and modernizing outdated personnel systems with their rigid job classifications, endless layers of bureaucracy and limited authority for workers on the front lines. Government officials need the flexibility to hire new workers quickly, promote top talent, and deal with poor performers. Agencies need the flexibility to round up top experts-from inside and outside government-to address complex challenges. Employees need the flexibility to increase their productivity and to learn new skills that are critical to success in the new model of government. They also need the ability to move from project to project-and to work on cross-agency, cross-sector project teams-without sacrificing career advancement.

Capacity Building

Strengthening and enhancing the public administration capacity is a pre-requisite for an effective service delivery. Listed below are some of the ways of enhancing Public Administration Capacity.

Process Re-Engineering

Fundamentally the government has to re-look at its own archaic processes and re-engineer them. The two most important aspects of re-engineering are eliminating non-value adding activities and providing alternative channels for service delivery, which is at the fore-front. While process re-engineering is a vast and unique domain, it is the single most aspect which can address many of the challenges that government face today. This fact needs to be well-appreciated by decision makers, even if it means that government needs to re-look at the way it delivers services to its citizens. In today's world mere automation of service delivery is not going to serve the purpose.

Multi - Channel Service Delivery

These days no one is willing to queue up in a long line at a government office, or wait on hold for half an hour to access a service. Citizens want multiple channels into public services-online, telephone, over the counter, mail, mobile, kiosks, and soon even podcasts. One channel rapidly gaining popularity is mobile government, or "m-Gov."

Organization Restructuring

The traditional hierarchical structure of the government where decision making is centralized has to give way to new approaches of organizational restructuring to be able to take on ever-increasing challenges. More than anything else, the need of restructuring is to align government departments and organizations to new expectations. The intention of a restructure internally was to change and improve the mix of capabilities and if necessary to shore up deficiencies. Structure needed to be aligned with vision, strategy and desired performance.

Focusing on Outcomes

Until recently, it was a common practice for government to ignore failure. In the wake of continuing fiscal challenges, those input-oriented practices are steadily giving way to new outcome-based approaches that measure success by the results achieved, not by the amount of money spent. Today's public managers are expected to set tangible goals-and to achieve them. The ability to measure and evaluate results is a prerequisite to delivering effective services.

Government must understand what outcomes their citizens really want and demonstrate a reasonable connection between actions and outcomes. There are lot of management theories (e.g Balanced Scorecard) which would help the management and the leadership to be focused on the outcomes throughout the course of the implementation of a project.

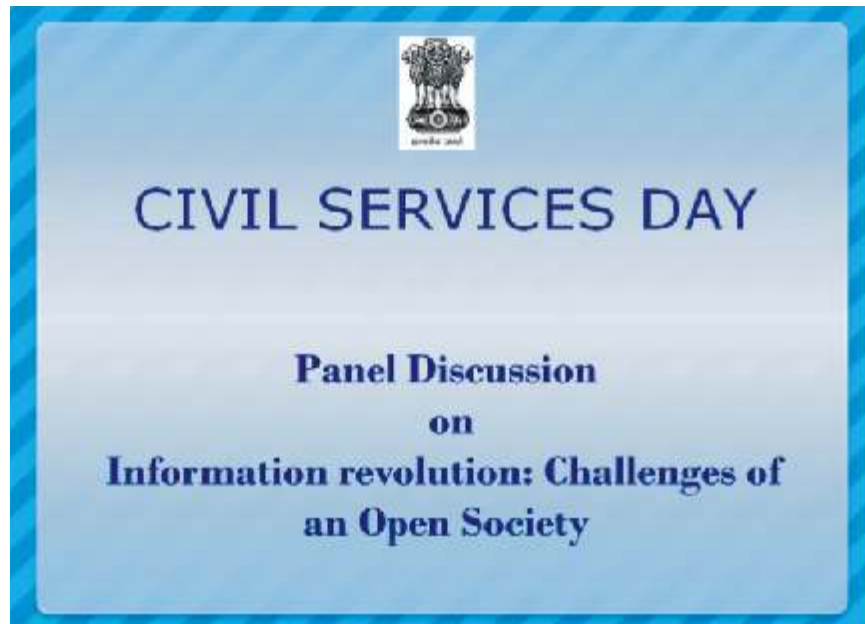Encouraging Citizen Participation

Governments are discovering that one of the best ways to meet their citizen's rising expectations is to get citizens directly involved in designing government programs and services. Mirroring trends in the private sector, governments are harnessing the creativity of their constituents through focus groups, design sessions, hands-on testing, Democracy tools and other means. At all stages of the policy process, from elections to policy development and implementation, citizens are increasingly being called upon to serve as partners in the innovation process.

Participation is not given especially in a country like India. It requires innovative programs to encourage citizen participation. Institutional innovations are paramount for any ordinary citizens to play an active role in the selection, design, and implementation of local development plans. Institutionalization helps participation become part of the policy and the process.

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Summary of Discussion

Deliberations

- Access to information as essential for public as are roads, infrastructure and public health?
- Does more information compel honesty or lead to absence of decision making
- Is totally open government possible? Or there has to be reasonable restriction on open society
- Are we a society seemingly open but with closed minds?
- Have we imposed an IT framework on an old structure without fundamentally reengineering those business processes
- Do we have islands of open society with a long way to go?
- Media – One of the pillars of open society. Should it self regulate?

Conclusion

- The technology revolution must be ridden, not conquered or defeated
- Attitudinal change necessary
- Unique Indian response necessary to reengineering processes as well as using mobile telephony penetration for service delivery
- View challenges as opportunities for building a happier nation
- Stronger collaborations between different civil services and sectors
- Change work ethics to keep pace with rapidly changing society but work with patriotism and localism
- Build a brand of integrity around governance and administration

Interactive Session

Gist of discussions

The following observations were made and issues were raised:

- Enormous amount of training is required in view of the fact that work in some departments is of technical nature.

- To get back passion in civil services, proper reward or punishment system and in-service training throughout would perhaps help.

- There is a need to work on caring India concept in more detail; there is also a need to look at why schemes do not work District collectors could be given an output target rather that stick to a lot of procedures.

- For service deliveries the processes are outdated; we need to create very simple, effective processes by which deliveries can be made without too much discretion.

- Reason for celebrating Civil Services Day only on 21st April and not on any other day.

- Willing officers may be allowed to attend the function even if they are younger.

- Officers may be consulted a month in advance about the issues which irk them, which should be discussed in the function.

- A study could be undertaken on how the District Collector can be made more effective in the core functions.

- Issues discussed in the Civil Services Day mostly focus on the Central Government while lot of the implementation is done at state level.

- Adequate number of posts are not created and when they are created a lot of them remain vacant.

- Decentralization: disempowerment of the officials at the cutting edge level and empowerment of the systems created at the cutting edge level.

- Remove corruption by introspection.

- Field inspections to confirm the results should be undertaken for successful implementation of schemes like Poverty reduction etc.

- As is happening in UK and other countries, not only the erring official be punished for delay in providing services but also, the affected citizens should also be compensated; this should be made a part of Citizen Charter.

- To make use of Information Technology for overall development processes at the national level.

- We are living through an era of constant challenge to change and to bring about this change, a leadership is required; our HR management and Civil Services should be geared for this.

- Small films of 2-5 minutes of the good work done in a district or a sub-division or any government sector may be shown during the Civil Services Day.

- A radical change is required in functional structure of the bureaucracy to increase efficiency.

- There is a disconnect between needs of personnel, officers and the staff at one hand and needs of the organization at the other; we are not following the actual HR.

- Not only adverse remarks but favourable entries also should be communicated as it would become a great motivator.

- Officers taking quick, fast, proactiave decisions should be protected.

- Process re-engineering should be done by a separate group and not by the ones following the process.

- Suggestion to abolish cadres to replace with zonal cadres.

- Suggestion to create a YouTube which could be the face of GoI's civil services and achievement portal.

- Entire Civil Services Day should be focused on implementation issues rather than generating new ideas.

- Need to think about putting the right person on the right job.

Release of Book
'Some Gems Some Pearls'

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 / organizations/ departments individually or in a group placed in different parts of the country in the form of publications. It is in accordance with its mandate that the Department has come out with another compilation of some exemplary initiatives, titled "Some Gems Some Pearls".

Shri Pulok Chatterji, Principal Secretary to Prime Minister releasing the Book

"Some Gems Some Pearls" showcases some successful innovations by civil servants which have had indelible and positive impact on the life of the common man. The initiatives undertaken by the champions describe how these were conceived, planned and implemented involving all stakeholders, including citizens, in the complex field of public administration. Based on authentic experiences, closely reasoned, meticulously written, and profusely documented, this book will be a source of inspiration to others for walking the path of innovation in public service delivery.

The book was released by Shri Pulok Chatterji, Principal Secretary to the Prime Minister on April 21, 2012 the Seventh Civil Services Day.

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Remarks

Shri Ajit Seth
Cabinet Secretary

Thank you, I am gratified to see the way the deliberations have gone on in the course of the day. We feel really grateful to the Prime Minister I must say first of all for having come here and very insightful remarks and very encouraging message he gave particularly when he said that honest officers should be protected. They should be no witchhunting and people even generally make bonafide mistakes they should not be punished

Cabinet Secretary delivering his Address of Valedictory Session

for that. Officers should on their part be encouraged to take bold decisions. I think this is very good message for all of you. Professor Kalam in his inimitable style was uplifting when he talked of the societal grid and various experiences he shared with us, the three panel discussions I think fully lived upto the expectations that we had. I have not the slightest regret about the choice of the subjects, the choice which was made for the panelists. The very distinguished panelists we had for these three sessions. The remark that was made by one of our colleagues that about lack of choice in wanting to attend the panel. I fully agree, if I was in his place I would feel the same way but in a way I think we are the victims of our own success because I am gratified to see the full attendance, the full house that we have had since the morning. There was barely standing room I must say and this lends an energy of his own and this adds to the content and to intensity of the discussion. So far reasons of logistic convenience as has been pointed out I think there was a little forcing of destinations as far as the choice of hall is concerned but if we can improve the system certainly we would like to do that. We have had a lot of questions raised, lot of suggestions made and a lot of thought provoking issues have been raised in the course of panel discussions which have been very nicely summarized by the three repertoires. I have tried to scribble some of the points which were made by the various colleagues who made the suggestions.

<u>Response to the observations made in the interactive session:</u>

- On April 21, 1947, Sardar Vallabh Bhai Patel addressed the first batch of Indian Administrative Service Officers at Metcalfe House which was the training institution for the IAS officers.

- We would certainly improve the format as we go further.

- Passion will come if a person spends more time in a particular area.

- About concentrating on corruption- it dominates the discourse in public debate; and it being quite an emotive subject, cannot have enough of it.

- On the suggestion regarding communicating good entries- while everyone thinks to be getting a 8 or a 9, it is very difficult to really make out, who is a performer and who is not we would certainly like to reflect on that, get more views and see how we can devise a system which gives a true picture of what an officer is.

- Suggestions of abolishing state cadres and having zonal cadres, need for a separate group for process re-engineering- are valid suggestions; we will look into this further and we can discuss this further.

- Having a YouTube for giving publicity to the good work is important to us because we should not be overwhelmed by the negative comments and inputs that we get all around as there is a lot of good work being done.

- On importance of HR and putting right person in the right job- Chief Secretaries and Secretaries dealing with postings and appointments do try to make an honest effort, but it is a point well taken.

- On structuring of Civil Services Day itself- having a documentary being exhibited is a good idea; we should work on spending some more time and effort on discussing issues which concern the states more; discussing only implementation of issues might not work out but some time could be devoted on this.

I am sure I missed out some of the very important points that have been made, but I thank everyone for these suggestions. I think, we do need to ponder upon them, and we will try to carry this process further. I am really grateful to all of you, particularly all of you who have made these suggestions for these ideas, and we will try our best to work upon them. Thank You.

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Valedictory Address

Shri Pulok Chatterji
Principal Secretary to Prime Minister

Cabinet Secretary, Secretary (Administrative Reforms & Public Grievances), and colleagues from the Government of India/State Governments and UTs.

As I listened to the presentations of the Panel discussions and the inter-action that followed, I realized that everything I wanted to say has been already brought forth in your own deliberations. This reflects on the appropriateness of the subjects for the panel discussions and the richness

Principal Secretary to Prime Minister delivering his Valedictory Address

of your exchanges it also reflects on the difficulty of addressing peers. We all share the same experiences and understanding and it is hard to say what is not already known. I will therefore re-iterate what we are already aware of. I will also confine myself to some broad issues, for the subject of 'governance', which is brought to the forefront each year during the Civil Services Day, is vast both in width and depth, and we can discuss it for several days and still have more to say.

So what is governance? Governance therefore is a word with vast meaning, many ramifications and multiple dimensions. The protection of our sovereignty and our national wealth and resources, the success of our development efforts, the well-being of each segment of society and the comfort and security of every family, all this depends fundamentally on good governance. Bad governance can not only destroy our resources like forests, water, land and minerals and thus affect our national integrity; it can also provide the breeding ground for civil strife, lawlessness, conflict and terrorism. Good governance comprises not only of following rules strictly, it also comprises of making rules that meet the aspirations of the people. Good governance means not only desisting from suppression and injustice, it also means displaying understanding, compassion and patience towards individuals and groups that make up our society. There is a saying that *"when the people fear the government, there is tyranny; when the government fears the people, there is liberty"*. I am not saying that we should fear the people, but we should respect them and understand their mood. If we can do that and act accordingly, then we will have no reason to fear them. Thomas Jefferson had said, *"wherever the people are well-informed and respected, they can be trusted with their government"*. Governance truly is a vast canvas and yet each one of us has a specific role to play at a given point in our career. We must play that role to the best of our ability. If governance is the expertise of civil servants, then 'good governance' should be our motto.

Every now and then we hear that the Indian Society is undergoing tremendous changes. Is it a new phenomenon? I do not think so.

Change is the law of nature. Change has always taken place. We can say, however, that change in India is taking place faster than ever before. And change is taking place in a new and ever-evolving context. The shrinking world and globalization, the rapid advent of technology, the swift demographic changes as India gets younger, the rise of the middle class, the aspirations and mobilization of hitherto suppressed sections of society, the growing complexities and inter-dependencies of issues, - these all combine to create an environment that is transforming and altering constantly. The primary challenge for the civil service today is to adapt to this changing environment, for if we do not adapt, we will become not only irrelevant but even a burden to the nation.

Although the context is evolving and the challenges are becoming more complex, we can continue to rely on certain principles and objectives that have retained their relevance over the decades. These principles and objectives are the instruments that have stood the test of time and that will serve each of us well even today, irrespective of what service we are in and what assignment we are looking after.

The first is to protect and strengthen our democracy. No one is better placed to do this in their daily lives than the civil servants. Democracy is the greatest legacy we have received from those who delivered us from imperial rule. It is a difficult system to administer and function within. It can be trying, vexing and even frustrating. But as Winston Churchill said, *"democracy is the worst form of government except all the others that have been tried"*. In serving democracy and its institutions we also fulfill our primary duty, which is allegiance to the Constitution. So we must not only tolerate but also pay attention to the myriad opinions and aspirations of different sections of society. However inconvenient it may seem, we must remember that in a democratic society what the media portrays or what stakeholders say are also generally legitimate expressions of views.

Respect for democracy would also imply respect for the elected leadership. They are the true representatives of the people. We should not fall into the mindset of looking on them as antagonists. As William Harcourt said: *"The Minister exists to tell the civil servant what the public will not stand"*. Our role is to strengthen the hands of the political leadership by giving them sound and objective advice and respecting their decision so long as it is legitimate. And we can do this so long as we do not go to them for undue personal favours. To be truly independent and valued, the civil servants should not seek to derive personal advantage from their political masters. Civil service is not a spoils system. This unfortunate perception of the civil services is best captured in a quote of Malcolm Forbes who said, *"once in a civil service job, one needs only to live to rise"*.

The next guiding beacon for the civil servant should be to uphold the rule of law and ensure justice. We get many opportunities to do this in our daily work and we must ensure that we take the right stand. Without the rule of law, freedom does not have a purpose. A system of governance where the rule of law is flouted and the ends of justice are ignored can turn against humanity and society. Freedom, development, growth and prosperity are possible only in a society where rule of law and principles of justice are vibrant.

But even democracy and the rule of law and justice by themselves are not enough. Compassion and pro-active intervention on behalf of the poor, the suppressed and the excluded is necessary in all that we do. Everyone knows the famous quote of Gandhiji: "*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*". Growth by itself can lead to inequality. Growth has to be inclusive. This has been driven home to us as we attained higher rates of growth since the late 1990s. Inequality leads to large sections of the population being left out from participating in the growth process and its dividends. In a diverse society like ours, where inequality is attributable not only to economic factors but also to social and historical factors, inclusion should be the byword. Inequality leads to low productivity and allows the rise of hate and bigotry.

Gandhiji had also said: *"what difference does it make to the orphans and the homeless whether the mad destruction is wrought in the name of totalitarianism or democracy?"* Not playing a pro-active role to bridge the chasm between the rich and the poor, means to side with the powerful, not to be neutral. Indifference is as harmful as corruption where a civil servant is concerned. Of course, all individuals in a society can never be equal in all senses. Aristotle had said that the *"worst form of inequality is to try and make unequal things equal"*. When we talk of equality, when we talk of inclusive growth, we mean that all individuals must get equal opportunity and access to education, to jobs, to leisure and for self-development. This can only happen if those who are presently deprived are empowered by removing the barriers of poverty, social ostracism and lack of facilities.

The next principle we should follow is to actively adopt and incorporate the use of new and emerging technology in our work wherever possible. We are often not aware of the huge dividends this can unleash. We are often indifferent and sometimes even resistant to the incorporation of technology. Many times these technological solutions and improvements are simple and inexpensive. But it needs awareness, intent and effort. It needs training and re-engineering of processes. This is where inertia sets in. We must take advantage of new technology in our daily work for it can introduce speed, save time and cost, bring transparency and reduce corruption.

Introducing technology without re-engineering our internal processes, however, will not bring the desired benefit. The introduction of technology offers an opportunity to re-look at the way we work. Can we not, for instance, have better ways of assessing performance and capability within the civil services and linking incentives to performance? Can we not introduce stronger systems for incentivizing ourselves to constantly improve our knowledge and capabilities and develop specialization which has become such an important need today? Can we not assign civil servants according to their proclivities and core competencies so as to optimize output from the human resources we have? Can we not develop better systems of monitoring so as

to gauge more accurately the impact of our programmes? Can we not work more as teams within government and in committees to achieve common objectives rather than in silos or on the basis of narrow perceptions of turf? Can we not learn to work more closely with communities and stakeholders so as to understand better what needs to be done and the mistakes we are making? Can we not use the software we are supplying to the world to make our own offices paperless? We are doing a little bit of all of these, but not enough. Most of us in the civil services represented here today get opportunities to play leadership roles. We should use this opportunity to bring about the changes in the way we work that are today needed for a modern administration.

The other guiding principle that goes hand in hand with technology and process re-engineering is innovation. The Indian civil services have shown time and again that they have the capacity to innovate, to find out-of-the-box home-made solutions to local problems. But we have not used this capacity to the extent it should be. It is easiest to simply follow rules. It is easiest to endorse the continuity of business as usual. In any given situation, it is easiest to search for precedents and follow them. We have reached a stage now when we have to move from imitation to innovation. This is even truer today when we have to compete not just domestically but globally. The real value added comes if a civil servant is able to innovate. It is the quality of our work that will advance the nation and not the quantity. There is an adage that *"an innovation is one of those things that society looks at and says, if we make this part of the way we live and work, it will change the way we live and work"*. But innovation needs imagination and it needs boldness. With our deep understanding of our own areas of work, we often have many new ideas. But we are afraid sometimes to push those ideas. Recent developments have enhanced this sense of fear. But if we are doing something in good faith we need not be afraid. Our Prime Minister has said time and again that mistakes made out of good intent will not be punished. He said it again this morning. Government will protect those who are blameless.

Every Civil Services Day highlights the innovative potential of Indian Civil Services. I congratulate those who received the awards today. I appreciate the efforts of the Department of Administrative Reforms and Public Grievances in documenting and disseminating the good governance initiatives. We have witnessed one such effort in the form of book "Some Gems Some Pearls", released just now. Each year the size of this book ought to grow. I would like to see these initiatives being replicated and upscaled.

And finally, we must remain ever vigilant against corruption. Corruption erodes the vitals of our programmes and systems. Corruption always harms the poorest the most. Corruption leads to distortions in allocations and huge waste of natural and monetary resources. Most of all, it generate anger and discontent in society and weakens governance. It is not enough to be honest ourselves. We must be pro-active in preventing corruption and punishing the guilty. The large size of our programmes inevitably attracts unsavoury elements. All civil servants are in some position of authority and there are temptations. But it not only power that corrupts. Weakness, too, corrupts. It has been said that *"power corrupts the few while weakness corrupts the many."*

These are some of the rules-of-thumb that all of us should keep in mind in the course of our daily work. I have said nothing new. I have merely attempted to throw old light on new issues. Having been in government for almost four decades, I can tell with certainty that India has come of age. It is time for us to capitalize on our strengths and reach a position from where the country can move forth to take its place amongst the advanced civilizations of the world.

Before I conclude, let me say that our civil servants are of the highest caliber compared to any other civil service anywhere in the world. They have risen to the occasion in many situations of emergency in the country. They often work in very adverse situations and bring in the fruits of development to large parts of our population. In spite of these positive

factors, we find charges being made that the civil services are not productive and creative enough. At the individual as well as collective levels, we have to make persistent efforts to enhance our effectiveness and probity in the conduct of business and there is no escape from this responsibility. We have to be responsive and constantly adaptive. The Civil Services Day is a day of introspection where we not only recall the positive contributions that we have made for the unity, growth and development of this nation but also remind ourselves that we need substantial improvement in many areas in order to win the trust of this nation. I would make an appeal to all the civil servants present here to continue to make diligent efforts for enhancing the dignity and prestige of our civil services.

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Vote of Thanks

Ms. Ritika Bhatia
Director, Department of Administrative Reforms &
Public Grievances

Principal Secretary to the Prime Minister, Cabinet Secretary, Secretary, Administrative Reforms & Public Grievances, Secretary (Co-ordination), ladies and gentlemen.

On behalf of the Department of Administrative Reforms & Public Grievances, we express our gratitude to the Principal Secretary to the Prime Minister for his valedictory address and also for releasing the book, 'Some Gems Some Pearls'.

Director (AR) proposing a Vote of Thanks

We thank the former President of India, Dr. A.P.J. Abdul Kalam, for addressing the civil servants.

We are also grateful to all our esteemed panelists, who shared their thoughts and vision with us. We are deeply enriched by their experience.

We also owe our thanks to our knowledge partners and the co-ordinators (Shri G. C. Pati, Ms. Ghazala Meenai, Shri Rajeev Talwar) for sharing the discussions of their respective panels.

In planning the Civil Services Day, our department has immensely benefitted from the insights of the Cabinet Secretary. We are grateful to him for his support in all the initiatives and endeavours of the department.

We acknowledge the stewardship of the Secretary of our Department in all our efforts.

The officials of the department of Administrative Reforms & Public Grievances deserve to be complimented for the systematic execution of the event.

We owe special gratitude to the officials of ITDC, Horticulture, CPWD, Vigyan Bhavan and NIC for their co-operation.

We are also grateful to our honoured guests for their presence here as without their contribution this programme would not have been a success.

Thank you, all.

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