



Understand and evaluate civil and administrative reforms processes in India: A Preliminary Investigation

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Preface

As a Civil Engineering student of a primarily technical institute, the curriculum offers very little towards understanding democratic and governance processes of India. Before trying to help revamp any system, it is imperative to understand its structure, functioning, strengths and weaknesses and a maturely developed insight before suggesting any changes. This is what the Rakshak Foundation summer internship offers any intern. An opportunity to delve deep into the relatively dark, less explored area of how the system works, and to then to suggest reforms which are even implementable. With priceless interactions with mentors and enriching discussions with experienced government servants, the internship also offers instant sources of inspiration for any inquisitive, unsure young person trying to look into his/her own future. And to develop an aptitude towards any scientific inquiry, including research, making observations, inferences, suggestions, and presenting the same professionally.

Acknowledgements

It is an easy but telling option to assume full credit for whatever research that one may perform during the internship. Milindo Chakrabarti, Professor, School of Business Studies & Chair, Research and Consultancy Committee, Sharda University (Gr. Noida) & Executive Director, Development Evaluation Society of India, New Delhi, who is also my mentor, is undoubtedly the one person that i should thank the most; his insightful advice seems very simply worded superficially, until you uncover layers and layers of jargon which he seems to have simplified (for my convenience), which then makes one realise the need of a very sensitive and thorough understanding of the system before cooking up unripe solutions. Such clear perception requires an enormous amount of time and attention given into the subject. One may be easily tempted to ignore the perhaps inconspicuous but indispensable support by family and friends to keep trying to go forward when you are disoriented. Friends, especially those who already have some understanding on government processes, are crucially responsible in moulding initial opinions of people new to such research, and if done credibly, can imprint indelible marks on the researcher's mental aptitude and general attitude. The Rakshak Foundation must be lauded at the brave attempt it has made to offer such a policy based research internship to college students, and despite minor glitches, the scale at which it is organising it (with all the logistics and people involved) is marvellous. During my research, i interviewed a lot of people from governmental and non-governmental organisations. I extend my heartiest thanks to all of them, including Smt. Alka Upadhyay, Shri M.P. Agrawal, Shri Vineet Mishra, Shri Ashok Kumar, Dr. L.K. Tiwari, Shri Uday Nayan Tiwari, Shri P.C. Upadhyay, Shri Vipul Mishra, Captain S.C. Tripathi, and Sneha Chandna for their indispensable help in enlightening me about many aspects that i was previously unaware of.

The director of the internship program and the on-site coordinators have been keen watchers of our progress, and their regular checks do help us re-focus on the task at hand.

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Executive Summary :

Good governance is the foundation on which development that focuses on removing capability deprivation and ensuring sustainable economic growth can co-existentially be built. Without the efficient protection of the freedoms and provision of services to the people, grave problems of absolute poverty, illiteracy, population & price rise, increasing social-economic disparity and other inter-related issues arise. The imbalance in the exercise of power (by civil servants over the service seeking public) and the asymmetry in the wielding of power (by the relative minority of those holding powers to govern over the majority population) makes it easier for those that have power to abuse it rather than take responsible steps leading to effective development. And in a socially, economically, religiously and culturally diverse country such as India, enforcing and extracting results from such initiatives is even more complex to achieve.

The Department of Administrative Reforms and Public Grievances aims at facilitating good governance in all-levels of government bodies. Its 6 divisions work towards improvements in government structures and processes, promoting citizen-centric governance focussing on grievance redress, innovations in e-Governance, documentation and dissemination of best governance practices.

Key Findings:

- Policy framework of the DARPG is extensive to a large extent, and pervades most areas requiring improvement
- The DARPG performance is not unsatisfactory according to the Results Framework Documents published yearly
- The DFID funded CBPR Programme funding many DARPG initiatives is a crucial aspect of the policy making process of the department
- Public Grievance redressal has become more efficient and speedy after online methods being adopted; but there is a serious need for awareness among the common public to know their rights and use it judiciously.
- The Governance Knowledge Centre as an online success stories' inventory is an idea which although is very successful for dissemination at a common public level, but needs accompanying in-depth insights and replicable options customisable from situation to situation to make it more accessible to the civil servants.
- The Citizen's Charter has been successfully implemented in 131 Central and 729 State depts./ ministries. However, there is a serious lack of motivation among the govt.

employees to work according to the set goals in the Citizen's Charter in the specific ministries/departments.

Recommendations:

- A DARPG certified and organised district (or local) level short term (summer) student internship programme for creating awareness about Public Grievance Redressal Mechanisms.
- Incorporating a Leadership and Teamwork building workshop in the already existing Chief Secretaries' Conference and Regional Conferences on Excellence in Governance organised by the DARPG.

1. Introduction

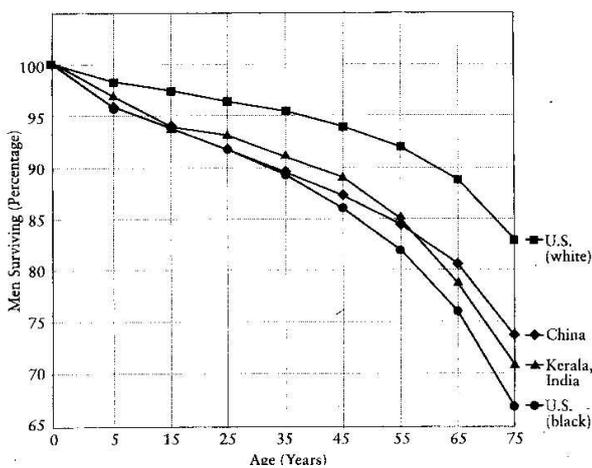
1.1. Background Information:

In the current economic scenario, income and wealth, and by extension, the GDP/GNP of a nation has become widely accepted parameters to judge the development of a nation, and therefore, its people.

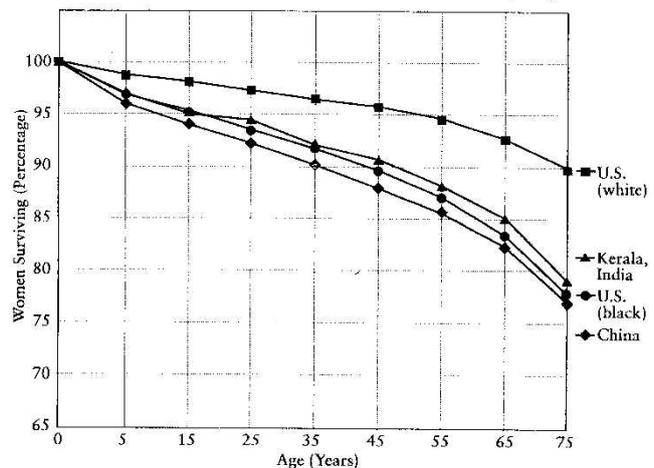
1. It is well established that unemployment leads to decrease in self reliance, self confidence and health (both physical and psychological), and in some cases even the social exclusion of groups of citizens [1], yet relatively affluent European nations like Spain (23.4%) have an unemployment rate of 10-11% as compared to a rate of 9.4% in India [2].

2. The grave issue of the “Missing Women Phenomenon” [3] – the number of women in areas like South Asia, West Asia, North Africa and China being much lesser than that expected, assuming no sex-selective abortion/female infanticide – cannot be analysed on the basis of simply low incomes, and social and medical information has to be used to paint a realistic picture of the situation.

3. The extent of deprivation for the African-Americans in the United States of America is so appalling that even though they are many times richer than Indian Keralites (taking cost of living differences into account), both the groups have comparable survival rates. [4]



Variations in Male Survival rates by region



Variations in Female Survival rates by region

4. Even after slave labour has been abolished, efforts of planters to reconstruct work gangs on the basis of wage payment have resulted in workers fleeing from such establishments. All this despite the slave workers not particularly having higher consumption rates than free labour, in most cases having higher wages than contracted free labour, and having higher life expectancies than free labour in Europe and the US.
[5]

Quoting Aristotle, “Wealth is evidently not the good we are seeking, for it is merely useful for the sake of something else”, the concept of development must look beyond the accumulation of wealth and growth rates without ignoring economic growth. That is, economic growth can only be treated as a necessary not a sufficient parameter for development, which should instead be concerned with enhancing the lives we lead and the freedoms we enjoy (to lead the kind of lives we have reason to value).

There is a direct correlation between more efficient provision of public goods and services by various government agencies to the people and the development of the people on the basis of the freedoms they enjoy; the Department of Administrative Reforms and Public Grievances was constituted in order to facilitate the pursuit of excellence in governance (and to increase the efficiency of such provision) for the benefit of all citizens.

In March, 1964, a Department of Administrative Reforms was set up within the Ministry of Home Affairs and Organisation and Method (O & M) Division was transferred to its charge from the Cabinet Secretariat. On 7th February, 1973, the work relating to Department of Administrative Reforms was transferred to Department of Personnel and was re-designated as Department of Personnel and Administrative Reforms. In April, 1977, Department of Personnel and Administrative Reforms was shifted from Cabinet Secretariat to the Ministry of Home Affairs. In March 1985, the Department of Personnel and Administrative Reforms was elevated to Ministry of Personnel and Training, Administrative Reforms, Public Grievances and Pensions. On December 10, 1985 Ministry of Personnel and Training, Administrative Reforms, Public Grievances and Pensions was re-designated as the Ministry of Personnel, Public Grievances and Pensions with three departments – Department of Personnel and Training (DoPT), Department of Administrative Reforms and Public Grievances (DARPG) and Department of Pension and Pensioners Welfare. This Ministry was placed under the overall charge of the Prime Minister assisted by a Minister of State.

1.2. Main Problems, their scope and impact on the society:

“Good governance is perhaps the single most important factor in eradicating poverty and promoting development” – Kofi Annan. Strengthening governance is essential to improve the lives of people (especially the poor) and enabling them to enjoy their rightful freedoms, a pre-condition to development.

Unfortunately, the rampant lawlessness (in the form of communal and terrorist activities), the inefficient bureaucracy, pervasive corruption and criminalisation of politics thwart any progress that may have occurred as a consequence of government initiatives.

The exiting major problems can be broadly classified into two areas:

1. The imbalance in the exercise of power: Competent politicians and public servants face systemic rigidities, complexities and over centralisation to carry out administrative tasks, whereas the negative abuse of power is much easier and can go unchecked to a large extent.

2. Asymmetry in the wielding of power:

About 8% of the entire task force of the country is employed in the organised sector (with secure monthly wages etc) out of which around 70% of these people are employed in govt. undertakings of various kinds [6]. The other large majority of the people avail of services from these public servants. And it is not at all improper to say that even the lowest ranking public servant can take undue advantage of the enormous power which is concentrated under them.

More dangerously, the perception that all political parties and politicians are corrupt has a strong tendency to decrease public confidence in democratic institutions. There is an urgent need to restructure systems in politics, bureaucracy and the judiciary to curb the rising cynicism and despair among people.

1.3. Goals and Objectives:

Understand and evaluate the Procedure for Civil and Administrative reforms in India. How the system could be made such that common man could suggest practical changes. Suggest ways to incorporate improvements and suggestions.

Objectives:

1. Understand the functioning of DARPG (Department of Administrative Reforms and Public Grievances)

2. Read their annual reports, their funding model, projects and initiatives undertaken, their success and failures
3. Keep in mind the interests and constraints of various stakeholders while proposing any solution or criticizing/commenting on the existing practices
4. Talk to various serving and retired officers to gain insight on the problems they face on floor and how the nature of the problems has changed over the years and if there are solutions in place/possible/implementable
5. Research the various legal and administrative reforms departments and their functioning in other countries. Report how their efficiency is measured, understanding their reasons of success and failures
6. Put forward your suggestions on improving the processes of the DARPG
7. How common citizen can petition for a change or project to be undertaken by DARPG.

2. Methodology:

2.1. Literature Survey:

Suggesting changes in administrative reforms processes requires an initial understanding of administration, without which, any sort of suggestions would be founded on weak premises. Administration includes all services that the State has to offer its people in order to uphold their rights and freedoms to live the kind of lives they have reason to value, and those processes which protect this very freedom from being exploited by the people, in which case the freedom of those who do not benefit from the exploitation gets reduced as compared to those who benefit from the exploitation.

1. “Development as Freedom” – Amartya Sen, Oxford University Press (1999) The initial study undertaken was of a suggested excerpt from Amartya Sen’s developmental economics book titled “Freedom as Development” which in a nutshell views development of a nation as the upholding of meaningful freedoms of its people. It also acknowledges the need to assess the requirements of development in terms of the removal of unfreedoms of the people, rather than simple increasing their wealth or incomes.

2. “Reforms in Governance and Administration: An approach paper of the Second Administrative Reforms Commission” The DARPG involves itself in various administrative reforms processes in the govt. and one of the foremost recent developments in this regard has been the work of the 2nd Administrative Reforms Commission (ARC) constituted under the leadership of Veerappa Moily in 2005. The next natural step in the understanding of civil and administrative reforms processes was to analyse an approach paper to the work of the 2nd ARC titled “Reforms in Governance and Administration: An approach paper of the Second Administrative Reforms Commission”. This was listed in the Rakshak suggested readings section.

3. Internet:

- a. Extensive reading was undertaken to understand the mission & vision, functions, targets, various divisions, organisational setup, functioning, performance of the DARPG using the website www.darpg.nic.in.
- b. The website www.pgportal.nic.in was used to research the Public Grievances division's online portal, for grievance redressal.
- c. Other fact finding was done as and when required, using www.google.com and subsequently found links, and other appropriate search engines.

4. Annual Reports of the Ministry of Personnel, Public Grievances and Pensions: 2009/10 and 2010/11; Analysed the divisions of Administrative Reforms, Public Grievances, Organisation and Methods (O&M), e-Governance, International Exchange and Cooperation (IE&C), Documentation and Dissemination (D&D) and their characteristics, functions, aims and targets, achievements as illustrated in the documents.

5. Results Framework Documents 2010-11, 2011-12, 2012-13; The three most recent RFDs in tandem with the Annual Reports were used to judge the extent that the targets set by the DARPG at the beginning of financial years 2009-10, 2010-11 and 2011-12 were accomplished. Also to tabulate comparisons between the performances of the DARPG over the years as compared to previous performances.

2.2. Field Visits

Totally there were 4 field visits that were undertaken, to the District Court Complex (Kanpur), Collectorate (Kanpur), Kanpur Nagar Nigam and the Vikas Bhawan (Kanpur).

Objectives:

- To understand administrative aspects of various service delivery and resource generation and the existing condition of the government in providing this delivery.

- To understand the reasons of the gaps that exist in the efficient provision of services both from the side of the service provider (govt. agencies) and the user (citizens)
- To find out if there are suggestions from both the stake holders, and then perhaps recommending methods to implement the suggestions.

2.3. Surveys

A Public Grievance survey was done with a co-intern Sanghpriya Rahul to understand the common citizens' awareness regarding Public Grievance redressal mechanisms and their willingness to pursue the authorities when public services are not satisfactorily provided.

The survey was conducted at different places of public interest in Kanpur (District Court Complex, malls in Kanpur) as well as online.

The surveys were eye-opening experiences for both of us interns, and have shaped one of my recommendations of the project.

2.4. Meetings and Interviews

With your mentor: Telephonic conversations and the meeting in person with my mentor have been enlightening and enriching experiences. Data collection and analysis by me always has been a process with an upper bound, but discussions and emails with him have always been grounding in the way they introduce me to a totally new perspective of the same issue at hand which has been in view only from some angles. His timely guidance has always been insightful and has helped in moving forward in the right direction at crucial pitchforks of the research.

Interviews taken in field visits

Date	Name	Designation	Institution	Topic of Discussion
25/5/2012	Shri A.K. Gupta	Senior Prosecution Officer (SPO)	Kanpur District Court	Existing gaps in the administration in courts
3/7/2012	Shri M.P. Agrawal	District Magistrate	Kanpur Nagar	To get an idea of areas in Kanpur where administrative reforms are required
3/7/2012	Shri Ashok Kumar	Incharge	Lok Shikayat, Kanpur Collectorate	Understanding the procedure of the Lok Shikayat
3/7/2012	Shri Vineet Mishra	Naib Tehsildar	Kanpur Tehsil	Understanding the process of land records, income and caste certificates in Kanpur
3/7/2012	Dr. L.K. Tiwari	Chief Health Officer	Kanpur Nagar Nigam	Understanding the processes and scope of improvement in birth and death certificates in Kanpur
4/7/2012	Shri Uday Nayan Tiwari	Addl. Municipal Commissioner	Kanpur Nagar Nigam	Introduction to the new e-Governance system of house tax collection in Kanpur, and its performance
4/7/2012	Shri P.C. Upadhyay	District Social Welfare Officer	Vikas Bhavan, Kanpur	To collect information about the various pension and scholarship schemes in place in the district and their performance
7/7/2012	Smt. Alka Upadhyay	Chief Executive Officer	MP Rural Development Authority, Madhya Pradesh	To get an insight into the conditions, requirements in a govt. office and suggestions in the functioning of the DARPG.
10/7/2012	Shri Vipul Mishra	Executive Director	The Indus Entrepreneur (NGO)	To get an initial understanding of the working of Kanpur Parivartan Forum, which is a daughter organisation
11/7/2012	Shri Amit Awasthi	Coordinator	Prerna (NGO)	To understand the working of Prerna, and how a PPP can work in the govt. sector to monitor and assist in providing services
11/7/2012	Capt. S.C. Tripathi	Founding member	Parivartan	To get an indepth insight on Parivartan's vision, goals, activities, and to gather opinion on the viability of awareness programmes by students in rural/urban areas of need.

Please refer Appendix A for details*

3. Current NGO and Govt. Efforts:

Department of Administrative Reforms and Public Grievances

One of the three departments of the Ministry of Personnel, Public Grievances and Pensions, the DARPG is the nodal agency in India which deals with matters of administrative reforms and the redressal of public grievances.

Vision:

To facilitate the pursuit of excellence in governance for the benefit of all citizens

Mission:

To foster excellence in governance and pursuit of administrative reforms through:

- Improvements in government structures and process
- Promoting citizen-centric governance with emphasis on grievance redressal
- Innovations in e-Governance
- Documentation and dissemination of best practices

Basic Functions:

- Following up on Recommendations of the 2nd Administrative Reforms Commission (2005) Reports
- Capacity building – change management; government process re-engineering through e-governance
- Promoting e-Governance in citizen centric initiatives
- Documentation and dissemination of established best practices
- Modernisation of Govt. offices
- Monitoring and facilitating the redress of Public grievances
- Organising Civil Services Day, Conference on e-Governance, Chief Secretaries' Conference, Conference of Secretaries of Administrative Reforms of the States/UTs, Publication of quarterly journal (Management in Governance), monthly newsletter (Civil Services News), book on best practices

Administrative Reforms Division:

Services provided (with their standards) by AR Division

Main Services delivered	Standard
<p>All services relating to promotion of administrative reforms in government policies, structures and processes through:</p> <p>a) Servicing Core Group on Administrative Reforms (CGAR) and Group of Ministers (GoM)</p> <p>b) Initiating new reforms and all matters relating to citizen centric administrative reforms in Government of India / State Governments / Union Territory Administrations.</p> <p>c) Implementation of recommendations in various Reports of Second Administrative Reforms Commission.</p> <p>d) Organizing Conference of Secretaries of Administrative Reforms in States and Union Territories and preparation of background papers and framework</p>	<p>a) Frequency of service (a) depends on receipt of a government report for implementation</p> <p>b) Frequency of service (b) depends on new developments and implementation of Government Report (s)</p> <p>c) For service (c) submission of recommendations to CGAR as per date of meeting given by CGAR and submission of recommendations to Group of Ministers (GOM) after approval by CGAR as per date of meeting given by GOM</p> <p>d) Service (d) is once a year. (i) Chief Secretaries of States / Administrators of Union Territories can expect to receive request for nominating officers for the Conference six weeks before the conference (ii) Principal Secretaries (AR) in States /Union Territories can expect to receive invitation letters four weeks before the conference.</p>

Source: Citizen/Client Charter of DARPG, Ministry of Personnel, Public Grievances and Pensions

1. 2nd ARC Recommendations:

The 2nd ARC was constituted in August 2005 to suggest a 'proactive, responsive, accountable, sustainable and efficient administration for the country at all levels of the government' [7].

The recommendations are first considered by the concerned Ministry/department/organisation, then by the CGAR (headed by the Cabinet

Secretary), subsequently by a constituted Group of Ministers (GoM) (first constituted on 31/3/2007 under the then External Affairs Minister and subsequently re-constituted on 21/8/2009 under the then Union Finance Minister) and then forwarded to the Prime Minister for instructions and orders.

The 15 Reports which were drafted by the 2nd ARC:

1. Right to Information: Master Key to Good Governance

This report deals with the effective implementation of the Right to Information Act (2005).

2. Unlocking human capital: Entitlements and Governance – a Case Study

This report deals with the effective implementation of the Mahatma Gandhi National Rural Employment Guarantee Act (NREGA).

3. Crisis Management: From Despair to Hope

This report deals with recommendations on increasing the effectiveness in response and recovery mechanisms during natural and man-made disasters.

4. Ethics in Governance

This report consists of recommendations on legal, institutional and procedural measures of the legislature, judiciary and executive with a special focus on tackling corruption.

5. Public Order : Justice for each ... Peace for all

This report deals with public order, policing and issues related to the criminal justice system.

6. Local Governance

With a specific focus on the need for decentralisation, this report deals with rural and urban local governance.

7. Capacity Building for Conflict Resolution–Friction to Fusion

This report examines the background and various facets of religions, political, land/water related, caste based and leftist extremism based conflicts in India.

8. Combating Terrorism

9. Social Capital – A Shared Destiny

The Report considers various ways in which social capital can improve the performance of the government. It looks at the structure and functioning of social capital institutions, corporate social responsibility, self help groups and self regulatory authorities.

10. Refurbishing of Personnel Administration – Scaling New Heights

This report tackles recruitment, training, performance, accountability and placement issues in the Civil Services.

11. Promoting e-Governance – The SMART Way Forward

Various aspects of e-governance are examined under this report while dealing with specific issues of governance.

12. Citizen Centric Administration – The Heart of Governance

This examines the role of special institutional mechanisms such as the national and state commissions set up to safeguard the rights of vulnerable sections of the society.

13. Organizational structure of Government of India

This is an important report which lists recommendations about reforming the structure of the Govt. of India, which is closely linked to the creation of an efficient framework.

14. Strengthening Financial Management System

The report focuses on strengthening the financial management system of the govt.

15. State and District Administration

This concerns recommendations relating to public administration at State and District level relating to issues like modernisation, effective grievance redressal.

2. Civil Services Day:

Deliverables of Civil Services Day with standards

Main Services delivered	Standard
Organizing of Civil Services Day – including distribution of Prime Minister’s Award for Excellence in Public Administration	<p>On 21st April each year</p> <p>a) Winners of Prime Minister’s Award for excellence in Public Administration can expect to be informed by 31st March</p> <p>b) Invitees can expect to receive their invitation by 10th April</p>
Prime Minister’s Award for Excellence in Public Administration	<p>1) To be given by the Prime Minister on Civil Services Day - 21st April each year.</p> <p>2) All processes relating to inviting of nominations, short listing and verification of short listed nominations, finalization of the List of Awardees, approval of the List</p>

	and announcements of Awards - process to start in August-September each year and announcement of winners to be made by March each.
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Source: Citizen/Client Charter of DARPG, Ministry of Personnel, Public Grievances and Pensions

- Compilations of administrative reforms initiatives are released in the form of a book on the Civil Services Day ('BYOB –Bring your own' – 2009 and 'In search of light' - 2010).
- Panel discussions are organised which see participation by secretaries and even prominent members of society.
- The Prime Minister's Award for excellence in Public Administration recognises meritorious and outstanding contributions extending beyond simply implementing policies and takes into account innovative implementation of schemes/policies, bringing systemic changes to make public delivery corruption free. The award includes a cash prize, a scroll and a medal.

3. Chief Secretaries' Conference:

Deliverables of Chief Secretaries' Conference with standards

Main Services delivered	Standard
Organizing of Chief Secretaries' Conference	Once a year on 1st and 2nd February a) Invitation letters to be issued by 10th January

Source: Citizen/Client Charter of DARPG, Ministry of Personnel, Public Grievances and Pensions

- Institutionalised since 2010 (4/2/2010), this conference is a ground for the exchange of views between the Centre and the States.
- It also provides an opportunity for discussion on relevant global developments.
- Issues taken up in the conference:
 1. Transparency and ethics in governance
 2. Flagship Programmes: areas of concern
 3. Key issues in internal security

4. State of Governance Report:

- This is a study initiated by the DARPG to measure the state of governance and subsequently identify areas needing improvement.
- This assessment is a help for policy makers and development practitioners to understand the implications of some decisions.
- The scope of work includes
 1. Developing indicators and appropriate measures and data collecting instruments to assess state of governance.

2. Testing the model using data from chosen state.
3. Establishing reliability and validity of the concept, framework of SoGR and indicators (both quantitative and qualitative).
4. Presenting measuring tools/toolkits as a part of a document which could be used in other states.

5. Internal Control and Risk Management (framework):

- External Consultants employed: M/s Ernst and Young
- The main objective is to incorporate risk management and internal control procedures in the conceptualisation and implementation stages of govt. schemes itself.
- The objectives are supposed to be achieved by
 1. Identifying potential risks.
 2. Designing/ operationalising adequate measures to assess risks.
 3. The actual assessment of risks.
 4. Treatment.
 5. Risk monitoring.
 6. Risk assurance.
 7. Risk re-assessment.

6. Study on Social Accountability:

- Processes which include social accountability are those in which ordinary citizens participating in availing the services are entitled to exact accountability.
- Social accountability mechanisms include a broad range of actions through which the people can hold govt. officials accountable. These include public policy making, participatory budgeting, public expenditure tracking, citizen monitoring of public service delivery and advocacy campaigns.
- The tool/framework was used to assess two national programmes in Kerala, Uttarakhand and Bihar:
 1. National Rural Health Mission
 2. Sarva Shiksha Abhiyan

7. Orientation Training Programme for Assistant, Section Officers, Under Secretaries under Capacity Building for Poverty Reduction

- This programme is one of the initiatives of the U.K. Department for International Development's Capacity Building for Poverty Reduction (CBPR) programme.
- The main aim of the programme is to promote and support improvements in public administration for improving service delivery for the poor.
- The DARPG has decided to initiate a proposal for training various level officers in different ministries/depts.
- The Institute of Secretariat Training and Management (ISTM) would structure the training design, training material and provide all coordination and logistics functions.

- The Orientation Training Programme would be done in close coordination between the ISTM, CS Division-DoPT, the DARPG and the inline ministry.

Public Grievances Division:

- The PG Division
 1. Formulates policy on public grievance redressal.
 2. Carries out the installation of institutional framework for PG redressal.
- Its areas of responsibility include:
 1. Grievance Redressal Mechanisms in the Govt. of India
 2. Quality Management Scheme (QMS) Sevottam framework
 3. Citizen’s Charter in the Govt. of India and States/UTs
 4. Information and facilitation counters in Govt. of India organisations

Services provided (with their standards) by PG Division

Main Services delivered	Standard
<p>All activities relating to formulation of policy, monitoring and co-ordination of issues relating to redress of grievances including:-</p> <p>a) Public grievances</p> <p>b) Service related grievances</p>	<p>a) Policy Guidelines on Public Grievances include Grievances on Service matters also. The latest compilation is of August 2010 and is accessible at www.darpg.nic.in</p> <p>b) Policy Guidelines are issued from time to time as required Current timeline / standards for acknowledgement and redress</p> <p>SERVICE (a) and (b) :</p> <p>(i) Citizens can expect to receive acknowledgment and unique number for their grievance instantly, if they lodge their grievance on</p> <p>CPGRAMS.</p> <p>(ii) If grievance are sent by post or given by hand the maximum time for issue of acknowledgement is three working days from date of receipt in DARPG.</p> <p>(iii) Grievances received online or by post can be redressed by only the Ministry /</p>

<p>c) Monitoring and facilitating redress of grievances in general, and grievances pertaining to Central Government agencies in particular</p> <p>d) Creation, installation and activation, and technical up-gradation of online system for efficient processing of public grievances, such as the Centralized Public Grievance Redress and Monitoring System 2007 (CPGRAMS) in all Central Ministries / Departments</p> <p>e) Publication and review of Compilation of Guidelines on Grievance Redress Mechanism in Government of India</p> <p>f) Updating of Citizen's Charter portal www.govcharter.nic.in and issue of Guidelines on Citizen's Charters in Government of India and States / Union Territories</p> <p>g) Guidelines on Information Facilitation Counters in Government of India Ministries / Departments/ Organizations</p> <p>h) Publication and review of Citizen's Charter of Department of Administrative Reforms and Public Grievances</p> <p>i) Implementation of '<i>Sevottam</i>' framework for bringing excellence in service delivery framework in Central Ministries / Departments / Organizations</p> <p>j) Facilitating capacity building and implementation of '<i>Sevottam</i>' framework for bringing excellence in service delivery in States / Union Territories</p> <p>k) Creation , Installation and activation of CPGRAM System in States / Union Territories as per request of state</p>	<p>Department / Organization / State / Union Territory against with it has been raised. The time line for redress of grievance by the authority concerned is two months from date of receipt of grievance by the authority concerned.</p> <p>(iv) In case redress is expected to take longer than two months, the aggrieved person is to be informed within two months about the reason for delay beyond the timeline.</p> <p>c) For service (c) monthly monitoring of grievance redress in groups of about 10 ministries / departments each is to be organized</p> <p>d) Service (d) online monitoring is on all working days. The upgraded version has been activated in September 2010.</p> <p>e) For service (e) stakeholders can expect revised and updated guidelines every two years. The latest edition of the Compilation on Guidelines is of August 2010</p> <p>f) For service (f) stakeholders can expect the portal to be updated on a quarterly basis or earlier as required by exigencies of work. The Guidelines on Citizen's Charter are included in the 'Compilation of Guidelines for Redress of Public Grievances' , August 2010</p> <p>g) Guidelines on IFC are included in the 'Compilation of Guidelines for Redress of Public Grievances' August 2010</p> <p>h) Review of Citizen's / Client's Charter of DARPG is once in four years. The Charter has been reviewed in 2010.</p> <p>i) This is project based and monitoring is as per contract for implementation signed from time to time.</p> <p>j) This is project based and monitoring is as per contract for implementation, signed from time to time.</p> <p>k) Under service (k) the applicant State Government / Union Territory</p>
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<p>governments</p> <p>l) Servicing of Standing Committee for Grievances of officers of the level of Joint Secretary and above.</p>	<p>Administration can expect an acknowledgment in 7 working days. Thereafter, after approval of the stakeholder's request for installing and activating of the CPGRAMS the complete process through NIC is likely to take about one year.</p> <p>l) For service (l) submission and monitoring is as per grievances received from time to time</p>
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Source: Citizen/Client Charter of DARPG, Ministry of Personnel, Public Grievances and Pensions

1. Grievance Redressal Mechanism:

This includes policy guidelines on redressal of PGs, Citizen's Charters and Information & Facilitation counters

- Centralised Public Grievance Redressal And Monitoring System:
 - a. CPGRAMS networks 89 Central Ministries/depts./organisations and has 5000 responsibility centres under its purview.
 - b. A unique registration number is given to the applicant who can then track the status of his PG using the same.
 - c. PGs received are forwarded online to the concerned ministry/dept.
 - d. Reports can be generated through CPGRAMS to analyse grievance prone areas and take remedial action for prevention of the PGs.
- CPGRAMS in States:
 - a. Already established in Haryana, and Odisha. It is yet to be launched in Rajasthan, where work is underway.
 - b. The objective is to enable citizen to lodge PG with the state govt. depts. and district administration directly, and then monitor the redressal. Also, the depts. and district administrations are facilitated in forwarding the PGs to their subordinate offices directly, which speeds up the redressal process.
 - c. The features of the State CPGRAMS are listed below
 - The local language interface is very helpful for citizens who may not be users of English.
 - PG officers can register PGs received by post and monitor the PGs received from nodal/higher authorities online.
 - The PGs can also be forwarded online to multiple depts.
 - State CPGRAMS can generate monitoring/query reports as required by the depts./district administrations to monitor pending PGs.
 - The PG officers can simply scan and attach PGs that are locally received by hand, and can then redress them appropriately.

2. Quality Management Scheme (QMS) Sevottam framework:

- It is a citizen centric initiative for institutionalising an assessment-improvement framework for improving quality of service delivery on a continuous basis.
- Its 3 dimensions include
 - a. The Citizen/Client's Charter (CC): which specifies delivery standards
 - b. Grievance Redressal Mechanism: This gets activated if delivery is not as per standards.
 - c. Service Delivery capacity: Enhancement to increase the capability of the organisation to deliver as per standards outlined in the CC.
- The 2nd ARC studied the Sevottam framework and in its 12th Report (Citizen Centric Administration – The Heart of Governance) formulated a '**7 step Model for Citizen Centricity**' and suggested it be applied to all the State Govts./UTs

3. Citizen's/Client's Charter:

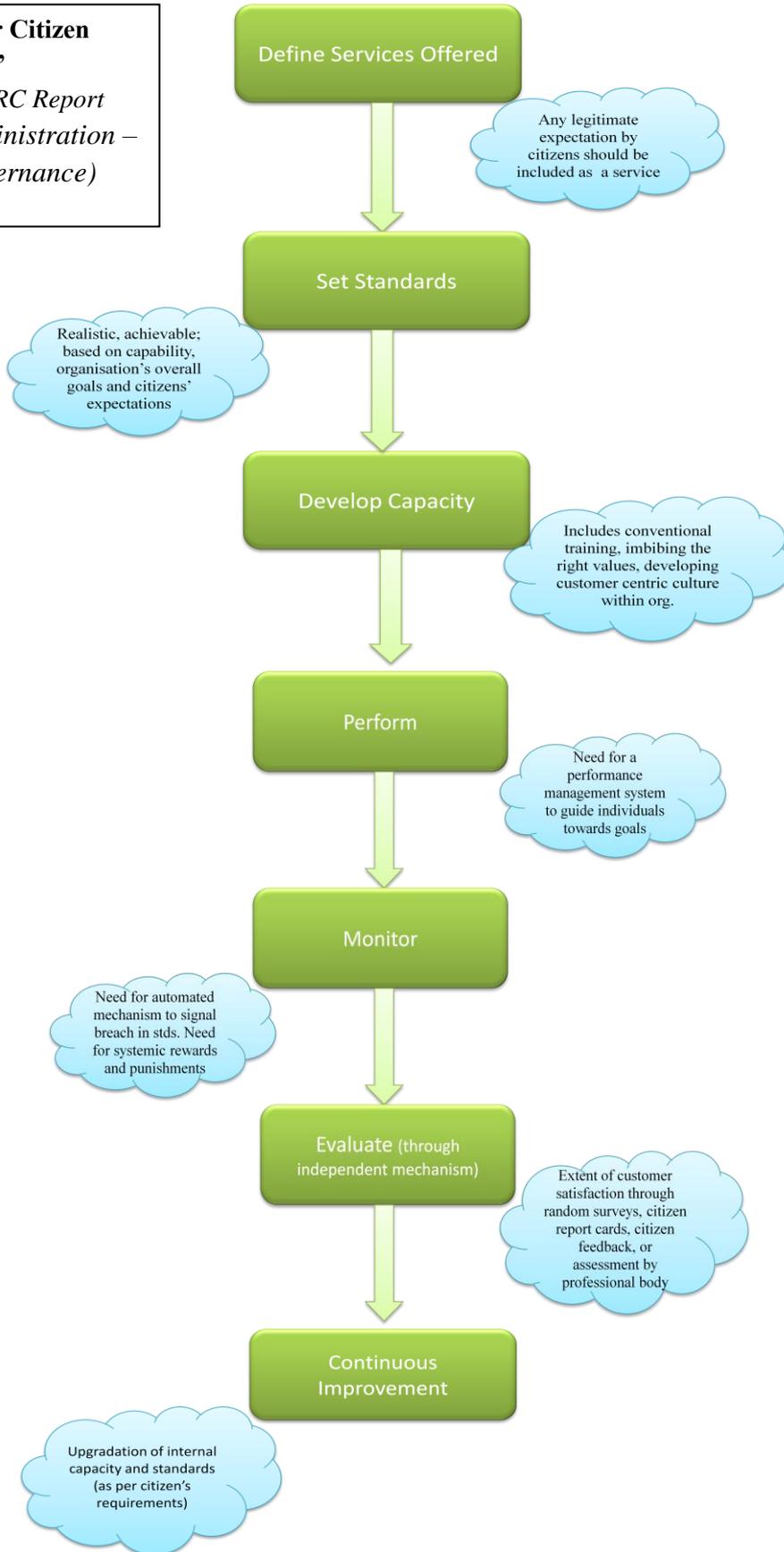
- Five initiatives have been undertaken by the Division since December 2010:
 1. Citizen's Charters to be drafted and released as public information for all Central Ministries/ depts.
 2. Citizen's Charters to be implemented in all States/UTs.
 3. As one of the three components of the Sevottam framework, it was not only important for CCs to be created and reviewed, but also linked to service delivery process.
 4. Four QMS pilot projects started under the Sevottam framework, under the CBPR programme, since 2007-08:
 - a. Water Supplies and Sanitation unit of Municipal Corporation of Shimla, Himachal Pradesh – CC has been drafted.
 - b. Department of Woman and Child Development, Karnataka – CC has been drafted for service delivery under the Integrated Child development Scheme through rural Aanganwadi centres.
 - c. Dept. Of Public health and Family Welfare, Madhya Pradesh –CC drafted.
 - d. Food Supplies and Consumer Welfare Dept., Orissa and capacity building of 'Madhusudan Institute of Cooperative Management'
 5. This initiative is as per the 12th Report of the 2nd ARC, which has recommendations to make the CC a more effective document in interacting with citizens. The recommendations have been accepted by the GoI.

4. Information and facilitation counters (I&FC):

- Policy guidelines are issued to establish I&FCs in all Central ministries/depts./organisations.
- The guidelines are included in the "Compilation of Guidelines for Redress of Public Grievances"

'7 Step Model for Citizen Centricity'

Data source: 12th ARC Report
(Citizen Centric Administration –
The Heart of Governance)



Organisation and Methods Division:

Deliverables of the Organisation and Methods division

Main Services delivered	Standard
(a) Management of funds for implementing Government of India scheme for modernizations of offices for offices located in the city of Delhi to give a catalytic effect to the overall process of administrative reforms	(a) For service (a) applicant ministry/department can expect to receive an acknowledgement of receipt of application in 15 working days, and a response on their applications for funds in three months after submission of complete application.
(b) Publication, Review and Administration of Central Secretariat Manual of Office Procedures (CSMOP)	(b) Activity (b) is once in five years or as required. The latest edition of CSMOP is of 2010
(c) Publication and review of Record Retention Schedule (RRS) of records common to all Central Ministries / Departments	(c) Activity (c) is once in five years or as required.
(d) Any other as required by new developments from time to time	(d) No standard for (d)

Source: Citizen/Client Charter of DARPG, Ministry of Personnel, Public Grievances and Pensions

- The O&M division aims at improving the work environment through
 - a. Functional Layout
 - b. Creation of open offices
 - c. Decreasing usage of paper
 - d. Cost and space effective records' management
- These measures are expected to increase the efficiency and productivity of the workforce, which in turn would lead to better public service delivery and public satisfaction.
- Under the Plan Scheme on Modernisation of Govt. Offices, proposals received are examined by the Screening Commission chaired by the Additional Secretary (Administrative reforms and Public Grievances). Other members are from the Planning commission, the NIC and other stake holders
- Each proposal has to ensure atleast a 25% funding undertaken by the Ministry/dept. which has proposed the initiative, and the rest is funded by the DARPG. This is an inbuilt mechanism to ensure active involvement of the user Ministry/dept., agencies, the DARPG and the optimum utilisation of resources.
- The DARPG keeps track of the implementation of the funds through:
 - a. Utilisation Certificates- which the ministries/depts. using the funds have to submit to ensure accountability.
 - b. Impact assessment- comprehensive study on various ministries/depts.
- Central Secretariat Manual for Office Procedures (CSMOP):
 - a. It prescribes procedures for Secretariat work

- b. It was conceptualised to increase the productivity to provide for a responsive administration in govt. structures.

Documentation and Dissemination Division:

Deliverables of the Documentation and Dissemination Division

Main Services delivered	Standard
<p>Dissemination of Governance knowledge and Best Practices through:-</p> <p>a) Governance Knowledge Centre – an interactive portal of best practices</p> <p>b) Organizing of Regional Conferences on Best Practices</p> <p>c) Funding for documentation of best practices in States</p> <p>d) Publication of books on best practices</p> <p>e) Publication of Quarterly Journal <i>Management in Government</i> and monthly Newsletter <i>Civil Services News</i></p>	<p>a) Stakeholders can expect the portal to be updated on a continuous basis.</p> <p>b) For service (b) stakeholders can expect to be informed about at least 30 new best practices in a year</p> <p>c) For service(c) applicant State Governments / Union Territory Administrations can expect to receive information on acceptance / rejection of their proposal in 8 weeks</p> <p>d) For service (d) senders of articles on new best practices can expect to receive acknowledgement of their article in 15 days.</p> <p>e) For service (d) at least one book is to be published every year</p> <p>f) Subscribers to <i>Management in Government</i> can expect to receive their copy by the 3rd week of the month after the end of the quarter</p> <p>g) Subscribers to <i>Civil Services News</i> can expect their copy to be dispatched by 11th or 12th of every month and receive it by 15th of the month.</p>

Source: Citizen/Client Charter of DARPG, Ministry of Personnel, Public Grievances and Pensions

- It is the duty of the Documentation and Dissemination Division to document, incubate and disseminate good governance practices taking place at the Centre/State/UTs.
- It carries out the above through
 - a. Providing financial assistance for professional documentation and dissemination of good governance practices.
 - b. Holding presentations on best practices and excellence in governance.

- c. Organising **Regional Conferences**:
 - To bring National and State level organisations on the same platform as other stake holders such as NGOs, intelligentsia and media.
 - To share experiences in formulation and implementation of good governance practices in order to increase awareness amongst participants about recent reforms.
 - d. Maintaining an online repository (**Governance Knowledge Centre**) of successful governance initiatives taken at various levels
 - e. Publication of good governance compilations (Ideas that have worked/ "*Vichar jo kamyab hue*"), production of relevant documentary films.
 - f. Holding **Conferences of Secretaries** (Administrative Reform) of all states/UTs to
 - Create a national platform to share experiences of the states about reforms initiatives taken by civil servants
 - Discuss challenges faced by the State govts. to succeed in the initiatives
 - g. Modelling Best Practices: a DFID funded programme under the CBPR, the main objective is to
 - Identify, incubate, document, analyse and customise best practices for implementation in other states.
 - Replicate select best practices in willing states by developing a customised model.

e-Governance Division:

Deliverables of the e-governance division

Main Services delivered	Standard
All services relating to promotion of reforms through e-Governance including : a) Making DARPG a 'Less Paper Office' through e-office and its upkeep b) E-Manual – creation, dissemination and updating of- c) Implementing Government of India Guidelines on Maintenance of Government websites d) Inputs from DARPG for updating of National Portal of India at http://india.gov.in/	a) Regular monitoring after activating of e-office in DARPG b) The e-manual is under creation. Its dissemination will be in one month of its finalization / creation and subsequent updating as per date of review c) For service (c) monitoring is monthly / fortnightly as per requirement d) Monitoring for updating of National Portal is as per instructions e) Material to be reviewed and furnished by

- f. Best Government Portal
- g. Sectoral Award (Focus sector for 2010-11: Agriculture)

- **e-Office Mission Mode Project:**

Started under the National e-Governance, the e-office MMP was approved for implementation in the 11th Plan

It basically aimed at improving the operational efficiency of Ministries/departments by improving workflow mechanisms and by issuing office procedure manuals.

Objectives:

- a. Efficiency improvement:
 - Workflow automation- Workflows in processes must be clearly defined, and preferably automated
 - Automation of routine tasks- in which human intervention/monitoring is not necessary
 - Quick access to information: storage, retrieval, communication integration, publication of documented and statistical information
 - The system should be able to handle the volume of data at an adequate speed
- b. Transparency:
 - Physical files would be converted into e-files, and as a consequence the easy tracking of the status and location of the file would reduce delays
 - The Project would facilitate publication of information through websites
- c. Better accountability through monitoring work and performance management
 - Online performance management system, dashboard, alerts would help in the monitoring of the work done at various levels
- d. Confidentiality and security
 - Implementation of proper access control
 - Security is of prime importance in any such project and therefore, a security audit would be mandated
- e. Modernisation of office environment:
 - There would be gradual facelift of traditional offices
 - There would be systematic steps taken towards less paper offices

For all this, it is of utmost importance and urgency to

- Define technical standards
- Provide an e-Manual (CSMOP)
- Create a simple system for selection and operation of e-office environment
- Ensuring security and confidentiality in the system

4. Results and Discussions

4.1. Findings from the literature:

Performance vs. Targets of the DARPG (2010-11 and 2011-12)

Key Objective: Promoting administrative reforms in govt. policies, structures and processes

Actions	Success indicator	Success Unit	Target Value (2010-11)	Actual Value (2010-11)	Performance (2010-11)	Target Value (2011-12)	Actual Value (2010-11)	Performance (2011-12)
Consideration of recommendations of the 2 nd ARC by the CGAR and the GoM	Placing recommendations before GoM	Number	4	5	Excellent	1	2	Excellent
Follow up on all accepted recommendations of 2 nd ARC Reports	Review meetings	Number	9	-	NA	9 (projected)		
Preparation of research/background papers	Papers accepted	Number	4	5	Excellent	4	5	Excellent
PM Award for Excellence in Public Administration	Completion of processes before Civil Services Day (21/4)	Date	20/4/2010	20/4/2010	Very Good	20/4/2011	10/4/2011	Excellent
Implementation of accepted recommendations	Number of accepted recommendations implemented	Number			-	80	100	Excellent
Framework of Social Accountability	2010/11: Presentation before stakeholders	Date	30/9/2010	30/9/2010	Very Good	-		
	2011/12: Placement of framework before CoS	Date	-	30/9/2010	-	30/9/2011		

Formulation of framework for ICRM	2010/11: Presentation before shareholders 2011/12: Presentation before CoS	Date Date	31/8/2010 -	31/8/2010 -	Very Good -	- 30/9/2011		
Finalisation of SoGR	2010/11: Presentation before stakeholders 2011/12: Presentation before CoS	Date Date	30/9/2010 -	30/9/2010 -	Very Good -	- 30/9/2011		
Modernisation of Govt. offices	Number of offices modernised	Number	7	15	Excellent	7	8	
Central Secretariat Manual of Office Procedure (CSMOP)	2010/11: Publication of updated 13 th edition 2011/12: Finalisation of 1 st edition of e-Manual of Office Procedure	Date Date	30/11/2010 -	30/11/2010 -	Very Good -	- 30/11/2011		

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11, Results Framework Document 2010-11, 2011-12 and 2012-13

Key Objective: Promoting reforms through e-Governance

Actions	Success indicator	Success Unit	Target Value (2010-11)	Actual Value (2010-11)	Performance (2010-11)	Target Value (2011-12)	Actual Value (2011-12)	Performance (2011-12)
Formulation of strategy of change management	Completion of report	Date	30/11/2010	NA	NA	-	-	-
Formulation of strategy for business process re-engineering	Completion of report	Date	30/11/2010	NA	NA	-	-	-

Launch of pilots of e-offices in new Ministries/departments/organisations	No. of offices where implemented	Number	3	3	Very Good	5	5	Very good
Organisation of national level e-governance conferences and giving away of national awards	Conference organised	Date	28/2/2011	11/2/2011 *28/2/2011	Excellent *Very Good	28/2/2012	28/2/2012	Very Good
On-site support for implementation of e-office in Ministries/Depts. which started e-office in 2011-12	Launching e-office	Number	-	-	-	10	0	Poor
Publishing of Compendium of select papers on issues of e-Governance, case studies of the previous year's awardees, compilation of national and international best practices on selected topic	Release during conference on e-Governance	Date	28/2/2011	11/2/2011	Excellent	28/2/2012	28/2/2012	Very Good
Setting up of Project Monitoring Unit (PMU) as a capacity building measure	Making PMU functional	Date	15/8/2010	NA	NA	-	-	-
Finalisation of 3 year Master Training Plan under NeGP	Timely finalisation	Date	-	15/8/2010	NA	28/2/2012	-	-

* is for the figures in RFD 2011-12; the figure above the * marked line is from RFD 2012-13

** is for the corresponding figure from the RFD 2010-11

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11, Results Framework Document 2010-11, 2011-12 and 2012-13

Key Objective: Formulation of strategy and coordination of issues relating to redress of grievances

Actions	Success indicator	Success Unit	Target Value (2010-11)	Actual Value (2010-11)	Performance (2010-11)	Target Value (2011-12)	Actual Value (2011-12)	Performance (2011-12)
Holding review meetings on redress of public grievances in Central Ministries/Departments	Review Report issued	Number	80 **55	89 *61 **61	Excellent *Fair **Excellent	80	90	Excellent
Organisation of CPGRAMS training sessions in Ministries/Depts.	Number of ministries/depts. trained	Number	55	89 *61	Excellent *Excellent	80	90	Excellent
Completion of CPGRAMS pilot projects in 2 States/UTs	Number of projects completed	Number	2	2	Very Good	1	2	Excellent
Organising 4 Sevottam workshops for Central Ministries/Departments /Organisations/States	Number of workshops organised	Number	3	0 *3	Poor *Very Good	1 *3	0 *3	Poor *Very Good
Implementation of Sevottam pilots in States	No. of pilot projects	Number	- *_	2 *_	-	1	2	Excellent
Implementation of Sevottam pilots in Central depts./ministries	No. of pilot projects	Number	- *_	2 *_	-	1	2	Excellent
Strengthening of State ATIs through establishment of Sevottam Training Cells	No. of ATIs covered	Number	-	0	-	3	0	Poor
Advertisements under Citizen Centric Initiatives	No. of advertisements	Number	-	0	-	1	0	Poor

* is for the figures in RFD 2011-12; the figure above the * marked line is from RFD 2012-13

** is for the corresponding figure from the RFD 2010-11

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11, Results Framework Document 2010-11, 2011-12 and 2012-13

Key Objective: Dissemination of governance knowledge and best practices

Actions	Success indicator	Success Unit	Target Value (2010-11)	Actual Value (2010-11)	Performance (2010-11)	Target Value (2011-12)	Actual Value (2011-12)	Performance (2011-12)
Organising Civil Services Day	Proceedings' report	Date	15/8/2010	27/7/2010 *15/8/2010	Excellent *Very Good	15/8/2011	31/7/2011	Excellent
Organising Chief Secretaries' Conference	Proceedings' report	Date	20/3/2011	11/3/2011	Excellent	20/3/2012	15/3/2012	Excellent
Organising Conference of Secretaries of Administrative Reform of the States/UTs	Minutes issued	Date	15/1/2011	27/12/2010 *15/1/2011	Excellent *Very Good	15/1/2012	31/12/2011	Excellent
Providing financial assistance to States for documentation of best practices	Proposals finalised	Number	5	8	Excellent	8	9	Excellent
Organisation of regional conferences on best practices	Timely organisation	Date	1	2 *3	Excellent *Excellent	1	2	Excellent
Publication of quarterly journal - Management in Government (MIG), Monthly newsletter - Civil Services News (CSN) and a book on best practices	Timely issue, uploading abstract of MIG on website	Number	15	17	Excellent	15	17	Excellent
Strengthening Governance	No. of best practices	Number	35	40	Excellent	35		

Knowledge Centre	uploaded	r						
Production of Documentary films on best practices	No. of documentary films	Number	-	0	Poor	4	5	Excellent
Launch of India-Brazil-South Africa (IBSA) portal on governance and public administration	Timely launch	Date	31/1/2011	Launched		-	-	-
Finalisation of IBSA Innovation Awards Programme	Timely finalisation	Date	-	-	-	15/2/2012	NA	NA
IBSA Seminar Management and Leadership Development and Public Service Delivery in Brazil	Timely meeting	Date	-	-	Meeting held (2012)	15/2/2012	NA	NA
Entering into MOU with Government of Singapore on cooperation in the field of (a) Public administration and governance (b) Personnel Management and Public Service Administration	Signature	Date	15/2/2011 -	NA -	- -	- 15/2/2012	- -	- -

* is for the figures in RFD 2011-12; the figure above the * marked line is from RFD 2012-13

** is for the corresponding figure from the RFD 2010-11

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11, Results Framework Document 2010-11, 2011-12 and 2012-13

Key Objective: Efficient functioning of the RFD (Results Framework Document) system

Actions	Success indicator	Success Unit	Target Value	Actual Value	Performance (2010-11)	Target Value	Actual Value	Performance (2011-12)
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			(2010-11)	(2010-11)		(2011-12)	(2011-12)	
Timely submission of draft for approval	Timely submission	Date	8/3/2010	5/3/2010	Excellent	4/3/2011	2/3/2011	Excellent
Timely submission of results	On time submission	Date	3/5/2010	28/4/2010	Excellent	3/5/2012	10/4/2012	Excellent
Finalising strategic plan	Finalise strategic plan for next 5 years	Date	15/12/2010	NA	NA	-	-	-

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11, Results Framework Document 2010-11, 2011-12 and 2012-13

Key objective: Improving internal efficiency/responsiveness/service delivery of dept. or ministry

Actions	Success indicator	Success Unit	Target Value (2010-11)	Actual Value (2010-11)	Performance (2010-11)	Target Value (2011-12)	Actual Value (2011-12)	Performance (2011-12)
Develop RFDs for all Responsibility Centres (Subordinate Offices, Attached Offices, Autonomous Bodies)	Percentage of RCs covered	% of RCs covered	95	NA	-	-	-	-
Implementation of Sevottam	Create a Sevottam compliant to implement, monitor and review Citizen's Charter	Date	5/10/2010					

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11, Results Framework Document 2010-11, 2011-12 and 2012-13

Performance of the Administrative Reforms Division

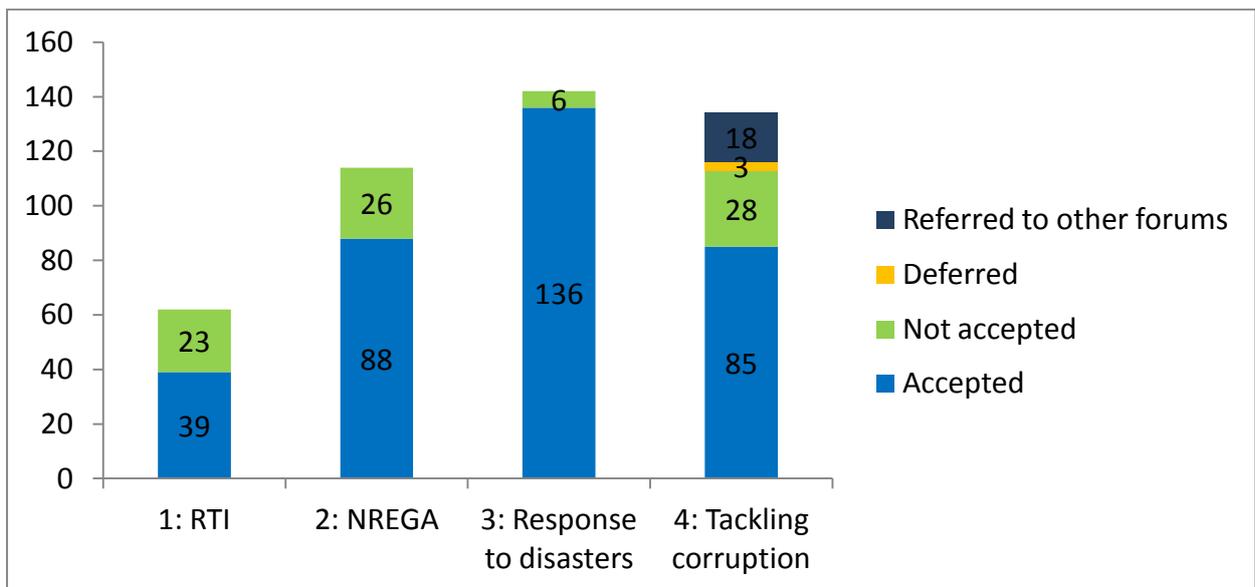
Second Administrative Reforms Commission Reports

	2009-10	2010-11
CGAR	<p>CGAR considered 11 Reports since ARC reports were taken up</p> <p>CGAR considered the following reports:</p> <ol style="list-style-type: none"> 1. Right to Information: Master Key to Good Governance 2. Unlocking human capital: Entitlements and Governance – a Case Study 3. Crisis Management: From Despair to Hope 4. Ethics in Governance 5. Public Order : Justice for each ... Peace for all 6. Local Governance 7. Capacity Building for Conflict Resolution–Friction to Fusion 8. Combating Terrorism (<i>decision, action taken by MHA</i>) <ol style="list-style-type: none"> 9. Social Capital – A Shared Destiny 12. Citizen Centric Administration – The Heart of Governance 13. Organizational structure of Government of India 	<p>CGAR considered 4 more reports</p> <p>CGAR considered the following reports:</p> <ol style="list-style-type: none"> 10. Refurbishing of Personnel Administration – Scaling New Heights 11. Promoting e-Governance – The SMART Way Forward <ol style="list-style-type: none"> 14. Strengthening Financial Management System 15. State and District Administration <p>(+) CGAR considered all 15 reports</p>
GoM	<p>GoM constituted on 30/3/2007 (under the then External Affairs Minister) and reconstituted on 21/8/2009 (under the then Finance Minister)</p> <p>GoM considered 6 reports</p>	<p>GoM considered 7 more reports</p> <p>GoM considered the following reports:</p> <ol style="list-style-type: none"> 7. Capacity Building for Conflict Resolution–Friction to Fusion 9. Social Capital – A Shared Destiny

<p>GoM considered the following reports:</p> <ol style="list-style-type: none"> 1. Right to Information: Master Key to Good Governance 2. Unlocking human capital: Entitlements and Governance – a Case Study 3. Crisis Management: From Despair to Hope 4. Ethics in Governance 6. Local Governance 8. Combating Terrorism (MHA) 	<ol style="list-style-type: none"> 11. Promoting e-Governance – The SMART Way Forward 12. Centric Administration – The Heart of Governance 13. Organizational structure of Government of India 14. Strengthening Financial Management System 15. State and District Administration <p>(-) GoM could NOT consider the following 2 reports:</p> <ol style="list-style-type: none"> 5. Public Order : Justice for each ... Peace for all 10. Refurbishing of Personnel Administration – Scaling New Heights
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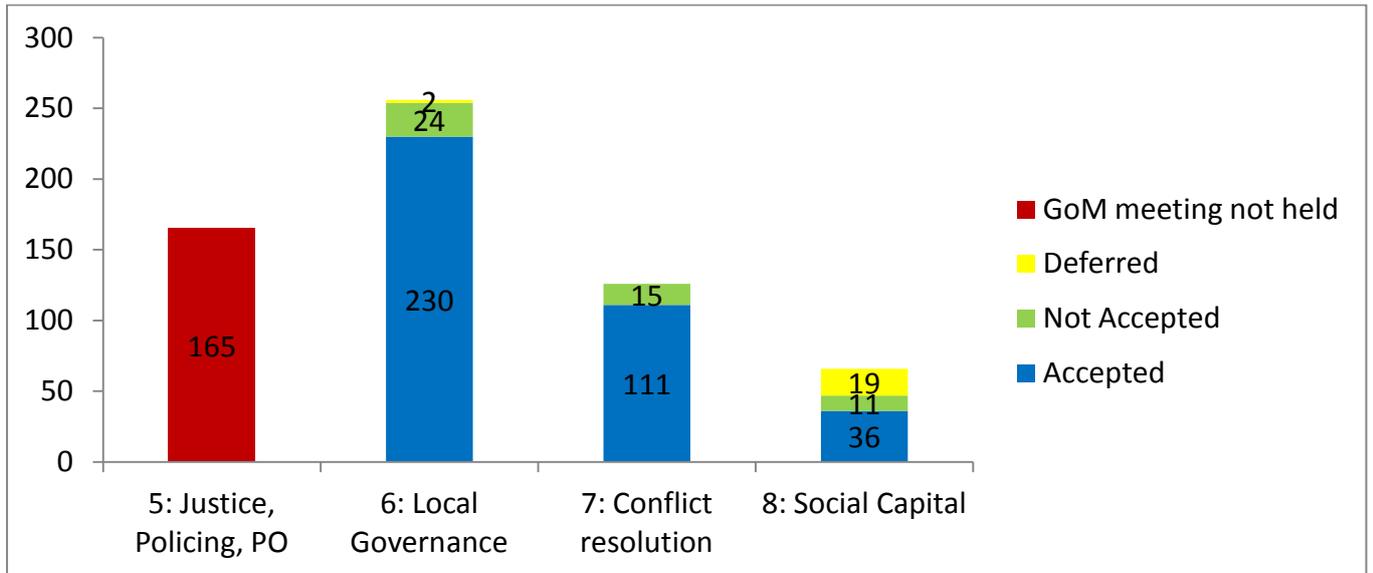
Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Recommendations of 2nd ARC



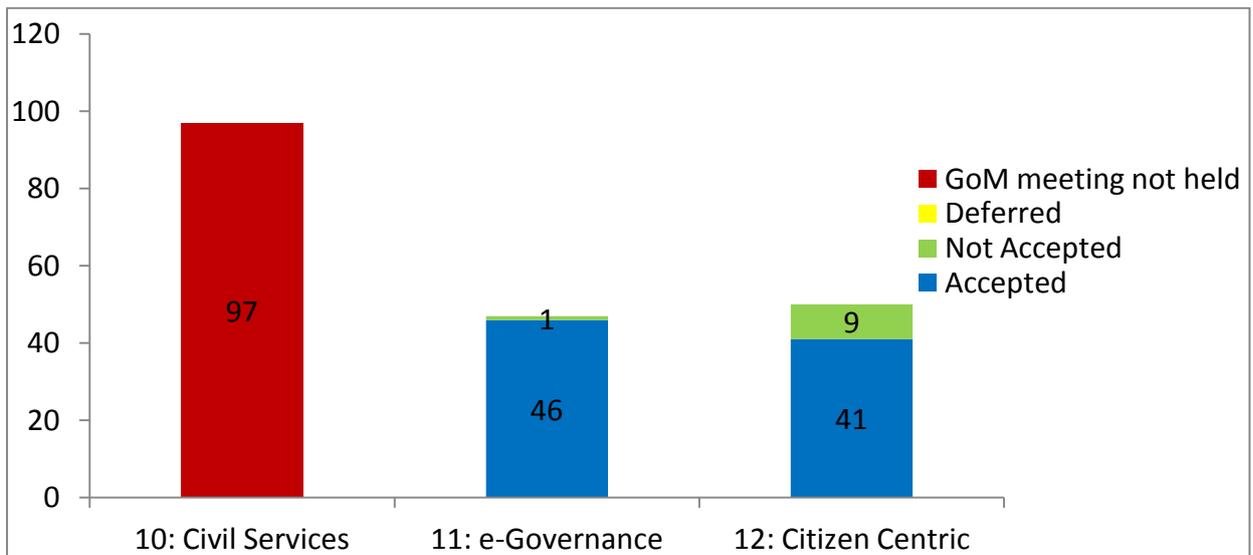
Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Recommendations of 2nd ARC



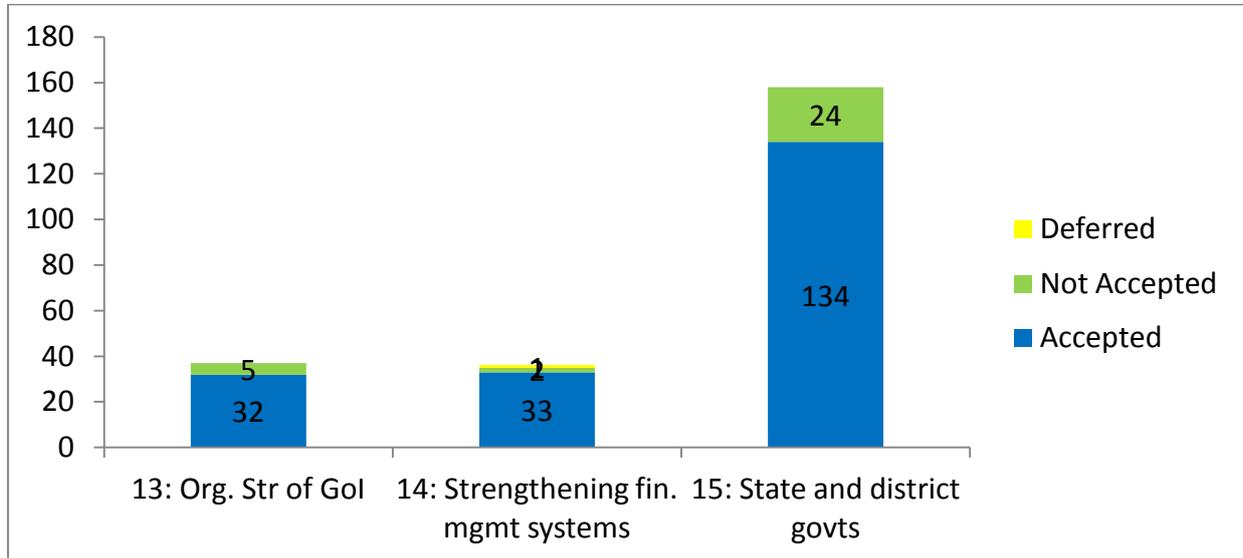
Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Recommendations of 2nd ARC



Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Recommendations of 2nd ARC



Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Civil Services Day (21st April)

2009-10	2010-11
Released book on innovations in administration 'BYOB - Bring your own' a compilation on various successful practices already tried out in different Ministries/Departments, State/UTs	Released book on innovations in administration 'In search of light'
Prime Minister's Award for Excellence in Public Administration was presented to various awardees	Prime Minister's Award for Excellence in Public Administration was presented to various awardees

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

State of Governance Reports (SoGR)

2009-10	2010-11
Methodology finalized after consultation from a wide spectrum of people of varied backgrounds	Methodology approved by MoS (PP)
Presented at National Level workshop (27/3/09) before representatives from academia, civil society, research bodies, senior officers from Central Line Ministries, State Government Representatives, Planning Commission and multilateral agencies	Draft note for CGAR is under preparation for adoption and public release
Submitted for Approval of Govt.	
Plan to be submitted to CGAR and PC for approval; subsequently to be taken up in some/all states	(-) Not yet consulted PC, and therefore not implemented in selected states

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Internal Control and Risk Management (ICRM)

2009-10	2010-11
Study initiated by M/s Ernst and Young Ltd. as part of DFID programme	(+)Presentation done before C&AG (7/1/10), PC, Finance Minister and other stake holders
Ernst & Young submitted report on its findings to the DARPG, which was approved	Mock prototype in Microsoft Excel was presented to demonstrate functions of the tool
To present ICRM framework before PMO, C&AG, PC, Dept. of Expenditure and other stake holders	Report of the presentation was uploaded on website
	Presentation done before MoS, approved.
	Tool to be developed; after development, placed before CGAR, PC and other concerned ministries/depts.

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Study on Social Accountability

2009-10	2010-11
DFID funded study was initiated	One day workshop is proposed to be held at NIRD, to discuss with stakeholders the report
Tools developed were used to asses two programmes: NRHM and SSA in Kerala, Uttarakhand and Bihar	
The study was done by the NIAR; the tools developed were: 1. Citizen Report Cards as Social Audit tool 2. Participatory Performance monitoring tool (PPMT) 3. Public Expenditure and input tracking format (PRTIF) 4. Assessment of infrastructure development	
NIAR submitted a report which was examined and accepted by DARPG. Failures in NRHM and SSA were taken into account and recommendations were suggested.	

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Orientation and Training Programme under Capacity Building for Poverty Reduction (for Assistants, Section Officers and Under Secretaries)

2009-10	2010-11
DARPG decided to initiate such a programme in coordination amongst ISTM, CS Division – DoPT, DARPG and other concerned ministries	(+) Phase 1 and Phase 2 of the training programme done and all training programme was conducted in all 11 ministries
ISTM structured the training design, training material, provide coordination and logistics support	Phase 3: To be continued in financial year 2011-12 as part of 'Fostering Good Governance' under 'Pilot Project on Administrative reforms from the extant CBPR' 10 ministries to be covered; started in February 2011
Phase 1 (Ministries Selected) 1. Water resources 2. Health and Family Welfare	

3. Petroleum and Natural gas 4. Power 5. Rural Development Training Module already developed by ISTM	
Phase 2 (Ministries selected) 1. Urban Development 2. Agriculture 3. Labour 4. Human Resource and Development 5. Tribal Affairs 6. Panchayati Raj	

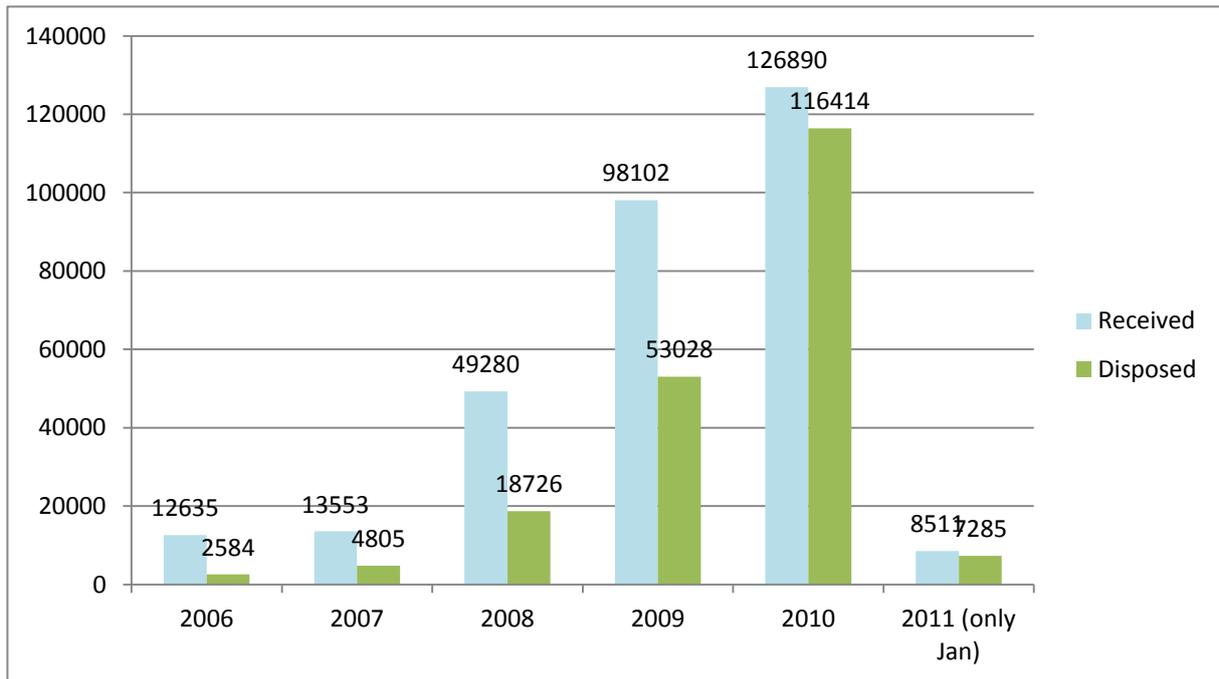
Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Performance of the Public Grievances Division

CPGRAMS

2009-10	2010-11
CPGRAMS was established in 89 Central Ministries/depts. (December 2009)	
Decision to pilot local language software in Haryana and Rajasthan	Local language Software was launched in Haryana (June 2010) and Odisha (July 2010)
Hands on training provided to all personnel dealing with PG redressal in the 89 Central Ministries/depts.	

PG Cases received and disposed through CPGRAMS

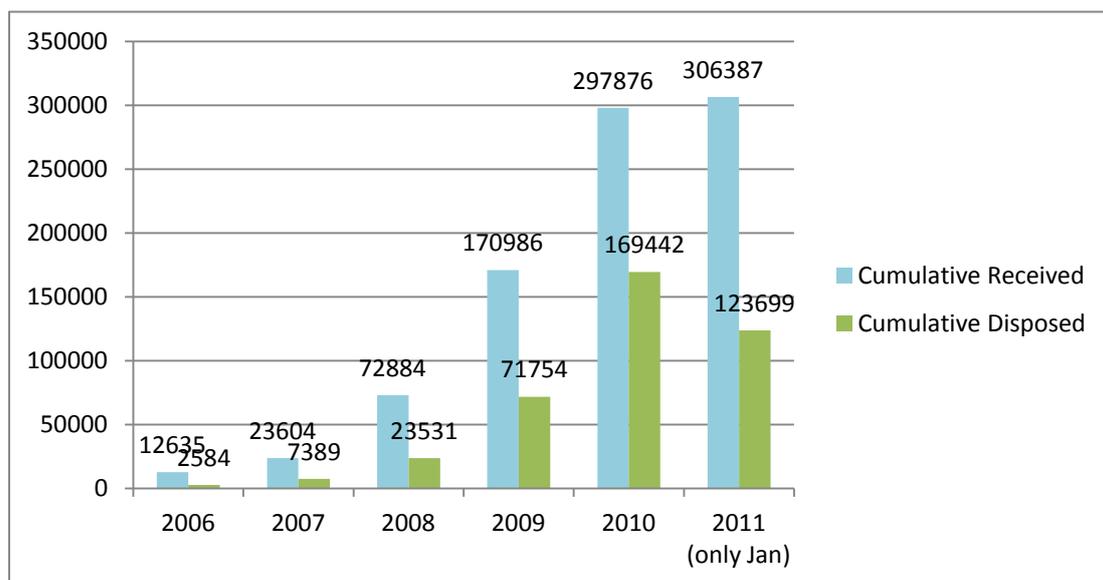


Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

There has been a marked improvement in the disposal of PG cases with the launching of the CPGRAMS, and its subsequent upgradation to CPGRAMS 4.0

But the sheer number of cases that have been carried forward from before the online redresal system was in place makes it a difficult problem of scale for the DARPG, as shown in the next bar graph.

Cumulative PG Cases received and disposed through CPGRAMS



Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2010-11

Average Disposal time of lodged PGs

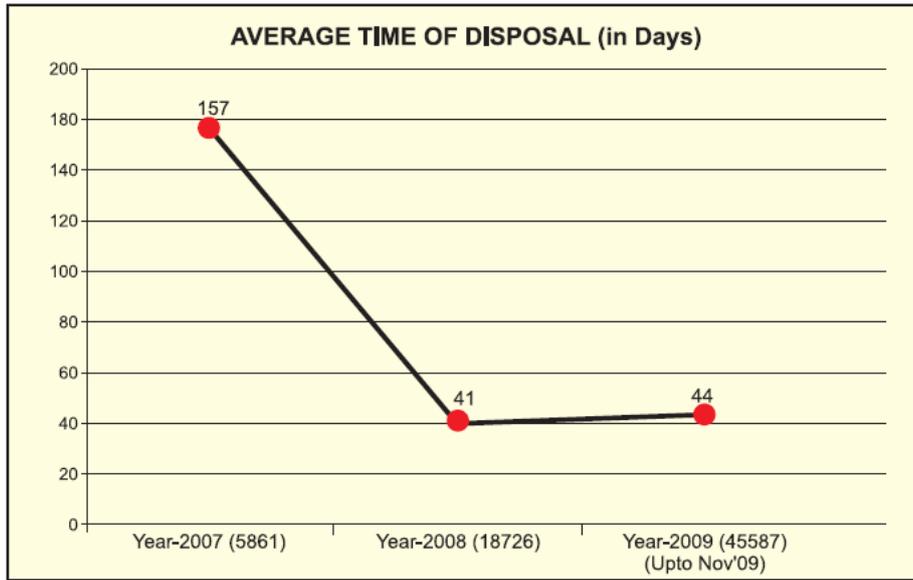
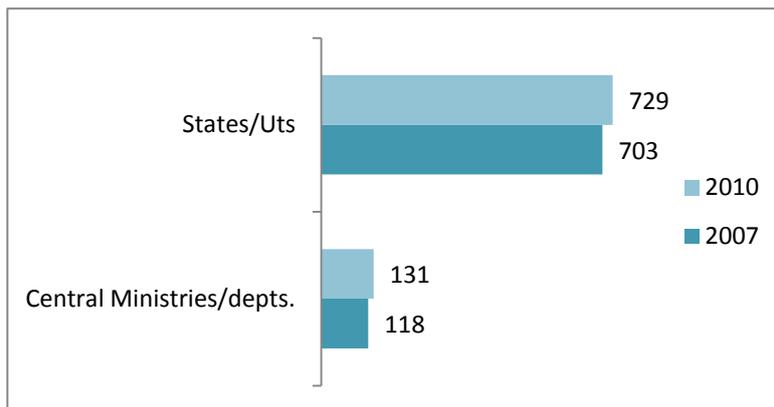


Image courtesy: Annual Report of Ministry of Personnel, Public Grievances and Pensions 2009-10

1. The redressal of PGs has been cut down (in 2009) to almost a fourth of the corresponding time in 2007
2. The number of lodged cases has also increased due to the Centralised system available online.

Citizen's Charter Initiatives

1&2: Number of Citizen's Charters at the GoI and State/UT level



Source: Annual Report of the DARPG 2010-11

3. Ayakar Seva Kendra (ASK):

- The Department of Revenue, Central Board of Direct Taxes, has included all its service delivery standards under a single roof called the Ayakar Seva Kendra, or the Tax Payers' Service Centre.
- ASKs have been set up in Kochi, Pune and Udaipur.

4. QMS Pilot Projects:

- Four QMS pilot projects started under the Sevottam framework, under the CBPR programme, since 2007-08:
 - a. Water Supplies and Sanitation unit of Municipal Corporation of Shimla, Himachal Pradesh – CC has been drafted.
 - b. Department of Woman and Child Development, Karnataka – CC has been drafted for service delivery under the Integrated Child development Scheme through rural Aanganwadi centres.
 - c. Dept. Of Public health and Family Welfare, Madhya Pradesh –CC drafted.
 - d. Food Supplies and Consumer Welfare Dept., Orissa and capacity building of 'Madhusudan Institute of Cooperative Management'
- All the State projects have been completed in 2010-11.
- User manuals for replication are available on the DARPG website (www.darpg.nic.in)

Performance of the Organisation and Methods Division

Funds allocated under the Plan Scheme on Modernisation of Govt. Offices

Before 2009	2009-10
Upto 2009, 391 proposals were accepted	In 2009-10, 25 new proposals were accepted
Rs 42.5 crores were allocated by the DARPG for the same	An extra Rs 9.81 crores were allocated by DARPG
An average of Rs. 10.89 lakh/proposal was allocated	An average of Rs 39.24 lakh/proposal was allocated for the new proposals, indicating a significant increase in the funds allocated and initiatives taken.

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Utilisation Certificates for the Initiatives under the PSMGO

- Certificates from all Ministries/depts. have been received till 31/3/2008
- Majority of certificates have been received till 31/3/2009

Impact Assessment and Evaluation Study of the PSMGO

- **Impact Assessment** was undertaken by M/s JPS Associates.
- It was concluded that the modernization scheme is beneficial on various counts, including intangible benefits like improved morale, pride at workplace, increased efficiency to keep up with the outlook of the modern office, feeling of belongingness and teamwork.
- A 2008 **Evaluation Study** was done by M/s Wipro Ltd.
- They recommended the PSMGO be continued in the 11th Plan.
- It was also suggested that the DARPG
 - a. take up more comprehensive proposals
 - b. increase fund allocation for the same
 - c. prescribe a standard replicable format for work stations
- The report by M/s Wipro Ltd. has been appraised by the Expenditure Finance Committee and approved by the Finance Ministry

The CSMOP

2009-10	2010-11
Review of the CSMOP was under consultation	A revised 13 th edition of the CSMOP was approved and published
	Finalisation of the e-Manual is under way in 2011/12

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Performance of the Documentation and Dissemination Division

Financial assistance for professional documentation

2009-10	2010-11
Till 2009-10, 36 govt. initiatives in 15 states had been documented	Till 2010-11, 44 best practices in 18 states had been documented (i.e. 8 documentations in atleast 3 states in the FY 2010-11 were undertaken)

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Professional Documentation of Govt. Initiatives 2009-10

Sl. No.	State Govt.	Project	Amount Sanctioned (Rs)
		(i) The m-Governance Mantra	3 lakh
1.	Madhya Pradesh	(ii) Implementation of 'The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act,2006	3 lakh
		(iii) Removal of Encroachments of Structures of Different Religious Maintaining Communal Harmony	3 lakh
2.	NCT of Delhi	(iv) Bhagidhari phase - VI	3 lakh

Image courtesy: Annual Report of Ministry of Personnel, Public Grievances and Pensions 2009-10

Professional Documentation of Govt. Initiatives 2010-11

S. No	Title of the Project/State
1	Compendium on ten best practices such as SAARTHI, HEALING, APNA KHAATA, etc, Government of Rajasthan
2	Compilation on best practices, Rojgar Mitra Application Software-Submission Module and Rojgar Wahini Web Portal, Government of Maharashtra
3	Use of m-technology for monitoring: A project for use of new technology for better public delivery, Government of Bihar.
4	Strengthening of Gram Panchayats for Good Governance (in Hindi), Government of Madhya Pradesh.
5	Awareness generation in Children about Environmental issues (in Hindi), Government of Madhya Pradesh.
6	Compendium of two best practices, namely, CPS Accounting System and Pension Management System, Government of Chhattisgarh.
7	e-challan: online Government payment system, Government of Chhattisgarh.
8	e-kosh: online network of all treasuries, sub-treasuries, divisional joint director offices through VSAT, Government of Chhattisgarh.

Image courtesy: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2010-11

Modelling Best Practices: Prepared models

2009-10	2010-11
1. Jan Seva Kendra (Gujarat) 2. Activity Based Learning (Tamil Nadu) 3. Radical improvement in education (NCT Delhi)	Govt. of Himachal Pradesh sanctioned Rs 1.17 crore for establishing Jan Seva Kendra in Kangra District.
Himachal Pradesh Govt. showed interest in Jan Seva Kendra. Bihar and Punjab govts showed interest in the education sector .	

Sources: Annual Reports of Ministry of Personnel, Public Grievances and Pensions 2009-10, 2010-11

Performance of the e-Governance Division

3 pilots were floated in the following departments:

1. Dept of Administrative Reforms and Public Grievances
2. Training Division, Dept of Personnel Training
3. e-Governance division, Dept of Information Technology

Governance in other countries

A critical analysis of the governance setup in India is also necessary from a more global view, comparing its performance with other countries which have had similar socio-economic and political histories.

It was decided, with mentor-consultations, to focus on South Africa, Brazil and Canada. Brazilian reports and websites are generally in local language, so Brazil could not be analysed properly.

South Africa

South Africa has achieved independence very recently after a history of apartheid, but has exceeded India in all governance indicators ^[10]

Department of Public Service and Administration

VISION

An efficient, effective and development-oriented public service

MISSION

Ensuring an empowered fair and inclusive citizenship

Supporting the Ministry in leading public service transformation

Providing professional advice and support to ensure public service excellence and good governance

VALUE STATEMENT

An exemplary, professional, ethical and accountable public service department embodying the principles of Batho Pele and committed to service excellence

LEGISLATIVE MANDATE

The Minister for Public Service and Administration is responsible for establishing norms and standards relating to;

- (a) The functions of the public service;
- (b) The organisational structures and establishment of departments and other organisational and governance arrangements in the public service;
- (c) The conditions of service and other employment practices for employees;
- (d) Labour relations in the public service;
- (e) Health and wellness of employees;
- (f) Information management in the public service;
- (g) Electronic government (i.e. the use of information and communication technologies in the public service to improve its internal functioning and to render services to the public);
- (h) Integrity, ethics, conduct and anti-corruption in the public service and;

PERFORMANCE OF THE DPSA

Human Resource Management and Development programme;

(1) The development of the human resource management module of the Integrated Financial Management System (IFMS) and its successful piloting in the DPSA. Implementation has also started in the Free State Department of Education as the second pilot site

(2) The HR Connect Project which is a skills audit process was rolled-out to 46 departments out of the planned 50

(3) The Human Resources Planning (HRP) learning material was reviewed and updated in line with the DPSA Strategic Framework on HRP and the HRP Toolkit of 2008

(4) Support was provided to departments to compile their Human Resource Development Organisational Readiness Assessment Reports.

Integrating public services;

Maponya Mall Thusong Service Center was inaugurated, which is an integrated service delivery point for a range of government services which include, amongst others, applications for identity documents, social grants and employment opportunities.

Labour relations and remuneration matters;

The DPSA successfully launched the project aimed at recognizing past discriminatory pension practices.

Service Delivery and Organisational Transformation programme;

(1) The DPSA coordinated the training of 1000 officials across all the three spheres of government on Batho Pele Change Management Engagement using the train the trainer approach

(2) A 78% compliance rate was achieved in relation to government departments submitting service delivery plans focusing on value for money.

(3) Consultations were concluded as part of the development of regulations on community development and participation and the Grassroots Innovation case study booklet was disseminated across the public service.

All in all, the Department could achieve most of its critical objectives planned over the course of the year 2010-11 and satisfactory progress had been made towards the achievement of the remaining objectives.

Canada

Canada is a country which has a rich tradition of democracy, and therefore needs to be analysed in terms of its administrative reforms.

The Canadian model is based on the belief that government and government institutions are essential to a well-performing society. The Canadian model asserts that public sector reform must start by examining the role that government is expected to play in the future. It affirms that a well-performing public sector requires both a strong policy capacity and a modern service delivery function.

Portfolio management is a recent Canadian innovation. It recognizes that a minister is responsible to Parliament for a family of organizations, and it encourages greater flexibility within each organization and greater cohesion among the organizations reporting to a single minister.

Public Services Commission

MISSION AND VISION

It is dedicated to building a public service that strives for excellence.

It protects merit, non-partisanship, representativeness and the use of both official languages.

It safeguards the integrity of staffing in the public service and the political impartiality of public servants.

It develops policies and guidance for public service managers and holds them accountable for their staffing decisions.

It conducts audits and investigations to confirm the effectiveness of the staffing system and to make improvements.

As an independent agency, it reports its results to Parliament. PSC works closely with government but is independent from ministerial direction and is accountable to Parliament.

It recruits talented Canadians to the public service, drawn from across the country.

It continually renews its recruitment services to meet the needs of a modern and innovative public service.

RESPONSIBILITIES

1. The PSC is mandated to appoint, or provide for the appointment of, persons to or from within the public service. The PSC provides staffing and assessment functions and services to support staffing in the public service.

2. PSC is mandated to oversee the integrity of the staffing system and ensure non-partisanship. This oversight role includes maintaining and interpreting data on the public service, carrying out audits that provide assurance and make recommendations for improvements and conducting investigations that can lead to corrective action in the case of errors or problems.

3. PSC is mandated to administer provisions of the Public Service Employment Act (PSEA) related to the political activities of employees and deputy heads.

4.2. Finding from the fields and impact on the theoretical focus of the project:

Role of field visits:

1. Field visits were conducted to various offices in Kanpur to realise the ground realities of public service delivery in the same.

2. The District Court Complex, Kanpur Nagar; the Kanpur Nagar Nigam and Vikas Bhavan, Kanpur were chosen to be the areas to survey. Interviews were conducted with officials in specific areas, on the issues that they faced on the floor and the public in general, about where they were unsatisfied with the services offered.

3. The field visit to the District Collectorate was a starting point in my search for offices, and also an introduction to the Lok Shikayat.

4. I was able to meet the Naib Tehsildar, Kanpur Sadar in the District Court complex, during which i gained knowledge about the khatauni land records in Kanpur and the

aay-jaati pramaan patra (Income and Caste certificates) and how they had become more accessible to the public.

5. In the Kanpur Nagar Nigam, i met the officers in charge of House tax collection and Birth-death certificate procurement, through which i was able to gather information about the extent of computerisation in place in the processes.

6. The Vikas Bhavan field visit was to gain knowledge about the existing pension and scholarship schemes in Uttar Pradesh, and to know how effectively they were working.

7. Two critical points emerged from all the interviews –

a. Administrative reforms were rampantly being undertaken in activities which involved generation of income for the govt.

b. There is a lot of emphasis on the computerisation of a lot of processes, without there being proper means to educate the common citizen on how to use these systems.

Interactions with mentor:

1. Interactions with my mentor have been enriching experiences since even after data analysis drawing conclusions requires experience and insight.

2. Interactions were majorly in the form of phone calls, with emails supplementing them whenever required, to send the work assigned during the phone call, once completed.

3. The one meeting in New Delhi on 20th May 2012 gave an initial understanding of the project at hand and its very large scope if carried forward. The basic blueprint of the project was decided, which was changed after arrival in Kanpur according to Rakshak guidelines.

4. Crucial inputs were given at critical times specifically about how to measure the performance of the DARPG, how to proceed with the field visits, how to draw conclusions from collected opinion from interviews supplemented by theoretical information, and how to take the project forward.

Role of Survey:

1. A survey of 111 people (101 males, 10 females) of various age groups and educational qualifications was taken at various places of public interest and online over the internet.

2. The survey was to understand public awareness about Public Grievance Redressal (PGR) mechanisms and their willingness to use them.

3. The survey was an eye-opener because it revealed that even award winning PGR initiatives were unknown to the common citizen; the few who even knew were generally not willing to use them judiciously, or had used them and were still unsatisfied.

4. This was crucial in understanding the gap that exists between framing policy and making sure that it reaches the common public with maximum outreach and effectiveness.

4.3. Gap analysis:

1. The e-Governance division of the DARPG has performed well over the past few years, managing to develop many systems and move forward in the e-Office Mission Mode Project, launching pilots in a few depts. There is perhaps an excessive approach by many departments and ministries at Central and State level towards e-Governance and computerisation of many functions of the govt. agencies, without giving appropriate importance to empowering users with the necessary computer literacy to use the systems effectively.

61.35% of India's population is based in rural India and 74.04% are officially literate (with a lesser computer literacy rate) and educating and training them is of utmost importance if the services are to really achieve mass outreach.

There are various e-Governance (Nihilent Awards, State e-Governance Awards) which laud the development and installation of softwares which facilitate e-governance, but creating awareness among citizens about the same is not given the importance it deserves.

2. Administrative reforms are more urgent and given importance to when they are concerned with revenue generation rather than strengthening of public service delivery mechanisms.

I can support the above by giving a few examples:

a. The khatauni system of land records in UP:

The screenshot shows the BHULEKH Land Records portal interface. The header includes the logo 'BHULEKH भूलेख' and 'NIC'. The main content area displays 'खाता विवरण' (Khata Details) for a plot in Kanpur Sadar. The details include: याम का नाम: अखरी, परगना: कानपुर सदर, तहसील: कानपुर सदर, खाता संख्या: 00217, जनपद: कानपुर, फसली वर्ष: 1417-1422, भाग: 1. Below this, a table lists land records with columns for खातेदार का नाम, संरक्षक का नाम, निवास स्थान, खसरा संख्या, क्षेत्रफल(हे.), आदेश, and टिप्पणी. A red circle highlights the 'श्रेणी' (Category) field, which is 'कब्रिस्तान और शमशान (मरघट)'. A note below states: 'ऐसे कब्रिस्तानों और शमशानों को छोड़ कर जो खातेदारों की भूमि या आबादी क्षेत्र में स्थित हों।' The table shows one record with 'नि. याम' as the owner, '135' as the plot number, and '0.051' as the area.

खातेदार का नाम	संरक्षक का नाम	निवास स्थान	खसरा संख्या	क्षेत्रफल(हे.)	आदेश	टिप्पणी
नि. याम			135	0.051		

Courtesy: www.bhulekh.up.nic.in

BHULEKH Land Records						
भूलेख NIC						
खाता विवरण						
ग्राम का नाम :	अखरी	परगना :	कानपुर सदर	तहसील :	कानपुर सदर	खाता संख्या :
जनपद :	कानपुर	फसली वर्ष :	1417-1422	भाग :	1	00079
खातेदार का नाम	संरक्षक का नाम	निवास स्थान	खसरा संख्या	क्षेत्रफल(हे.)	आदेश	टिप्पणी
श्रेणी :	अमि जो संक्रमणीय भूमिधरो के अधिकार में हो।					
प्यारं लाल	कालीचरन	नि. ग्राम (धानुक)	281	0.107		
			278	0.123		
			245	0.092		
			207	0.113		
			450	0.072		
			373	0.105		

Courtesy: www.bhulekh.up.nic.in

The first picture is the land record of a govt. owned land in UP, in which the shreni (class) of the land is mentioned as kabristan/marghat zameen (unusable cemetery) whereas the second picture is of a piece of land owned by an individual, in which there is no such class mentioned.

The present system of land being given in exchange of seized land (for govt. Developmental activities) will have a flaw as the govt. records online don't show the fertility of the land (owned by a farmer say) it has seized.

b. The Ayakar Seva Kendras^[8] set up in Kochi, Pune and Udaipur, which are single window service centres for tax payers' convenience, and the House tax online collection system in Kanpur, maintained by the Kanpur Nagar Nigam (which was known through field visits) are all lauded examples of introducing e-governance in revenue collection activities of the govt.

c. The Income and caste certificates are documents which are required by only govt. institutions etc. to make sure that only the underprivileged avail of the services reserved for them, and asking them for a fee to obtain such services (source: field visits) which includes a private fee does not at all go with the principle of the service user being underprivileged.

3. The Public Grievance Redressal mechanisms are developed very well, including the CPGRAMS^[9] 4.0 software at the Centre and slowly being introduced at the State level for

grievances against the states. But there are serious issues of the lack of public awareness (as was found out in the surveys) about how to go about asking for the rights specified in the Citizen's Charter, filing a complaint when public service delivery is unsatisfactory instead of taking unethical ways out, knowing the process to track complaints (both online/manually) which subsequently leaves a lot of room for improvement in the actual implementation of the mechanisms.

5. Recommendations, Scope and Strategy for Implementation:

1) Recommendation:

A DARPG certified and organised district (or local) level short term (summer) student internship programme for creating awareness about Public Grievance Redressal Mechanisms.

Introduction:

The issue of PGR mechanisms not being as successful as they are conceptualised to be arises due to the

- a. Lack of awareness about existence, procedure of filing complaints
- b. Lack of will, time and trust in govt. processes and relative ease in using unethical means to use the service provided
- c. Lack of motivation to follow up and monitor status of PG (once filed)

The internship programme aims to educate people about public grievance mechanisms i.e. the processes to actively file complaints and monitor the status of complaints in various govt. agencies.

The programme will be conducted in 1 district first as a Pilot, and after assessment by the DARPG and the partner NGO, will be diversified to other grievance-centric areas.

Details:

- Initially, 1 district will be identified as having the most pressing need for PGR advocacy through either the CPGRAMS reports generated to identify grievance prone areas, or through other means.
- The One World Foundation India (which manages the Governance Knowledge Centre) will identify an NGO/NGOs working in the area with expertise and experience.
- *Functions of the NGO:*
 1. Implement the selection procedure of interns (shortlisting and personal interviews)
 2. The NGO will conduct a week-long Orientation and Training Session for the interns, to educate them in social, cultural, economic and other ground realities.
 3. It will act as a mentor to the interns throughout the programme, and monitor their performance.
 4. It will coordinate between the various divisions of the DARPG involved in the internship.
 5. It will arrange for the logistics of the programme.
- *Marketing of the programme:*
 1. Extensive marketing in the print and electronic media will be carried out pre-internship, also publicising the partner NGO involved.

2. The application procedure will be online, for ease of management.
- *Selection of interns:*
 1. It will be a highly selective programme.
 2. Skills like objective oriented thinking, planning, teamwork, leadership, outgoingness, sensitivity to different cultural/social customs are required. There should not be a language barrier, with some weightage given if the student is from the same state (after minimum threshold criteria).
 3. A standard process of online application with essays, shortlisting and personal interviews, organised by the NGO, will take place.
 - The interns will be allowed special access to govt. offices and records pertaining to PGR mechanisms (for initial reference purposes).
 - *Internship Duties:*
 1. The interns have to assess ground realities regarding grievances and office conditions, including PGR mechanisms in place during the 1st half of the internship.
 2. Subsequently, they have to develop innovative and customised (according to existing conditions) techniques of generating awareness about PRG mechanisms like *nukkads*, children awareness interactive workshop, door to door campaigns, pamphlets etc.
 3. They have to empower a local group of citizens to
 - File the PGs of the common public in the area, at a regular basis through a mobile complaint filing community based body.
 - Monitor the status of the complaints received and take corrective action if necessary.
 4. They have to suggest reforms for the under-performing dept. on the basis of PGs received/perceived in solving issues specific to the area and dept.
 - There will be timely interactions of the interns with award winning civil servants, organised by the DARPG, to help in morale building for the interns.
 - *Role of the Documentation and Dissemination Division*
 1. The D&D division will document the work of the interns at a regular basis.
 2. It will document the entire internship process and develop tools for replication in other districts.
 - 3. It will create a video for promotional purposes within the govt. and amongst the public so that more depts./ministries adopt the internship model.

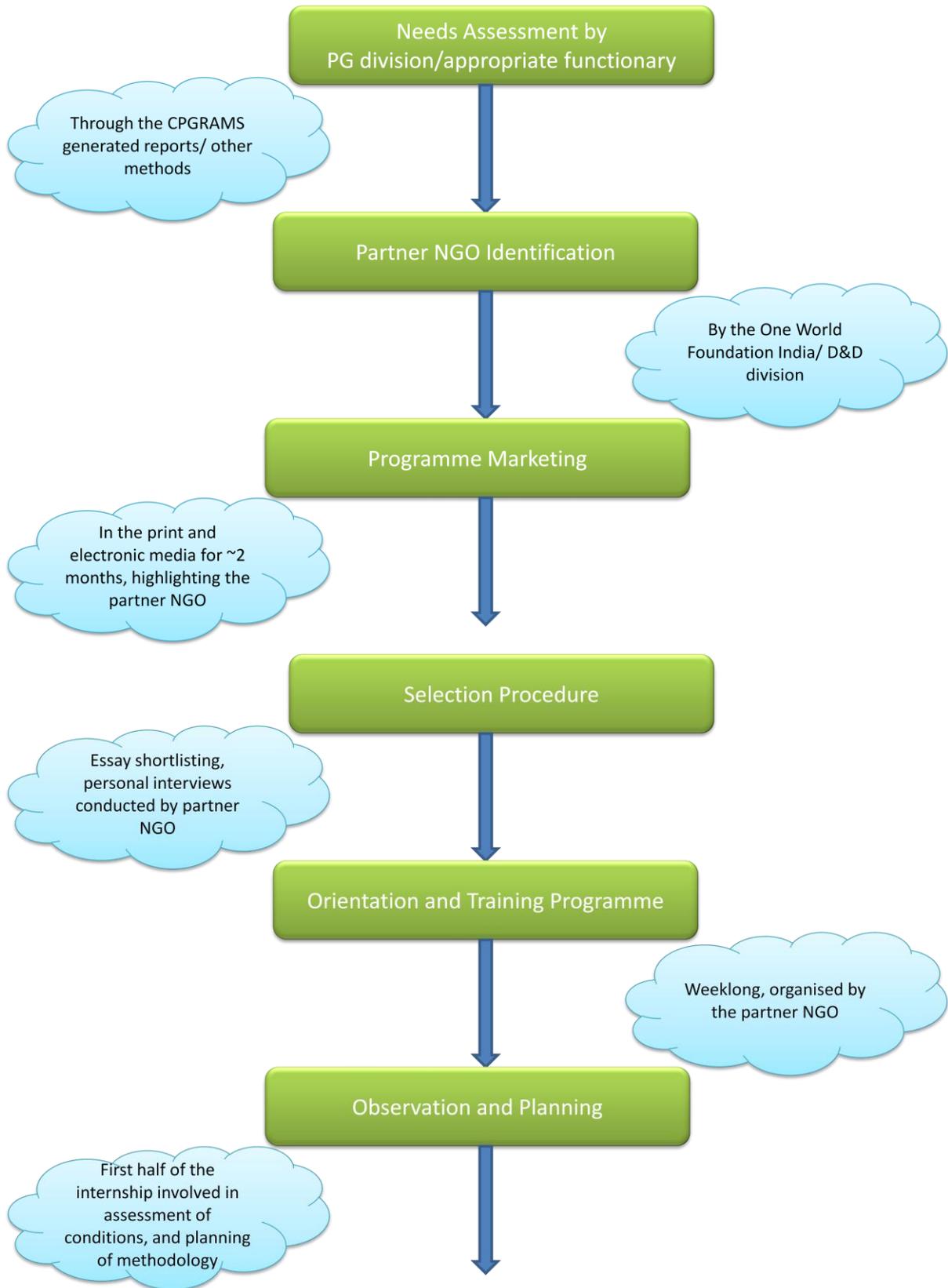
Scope:

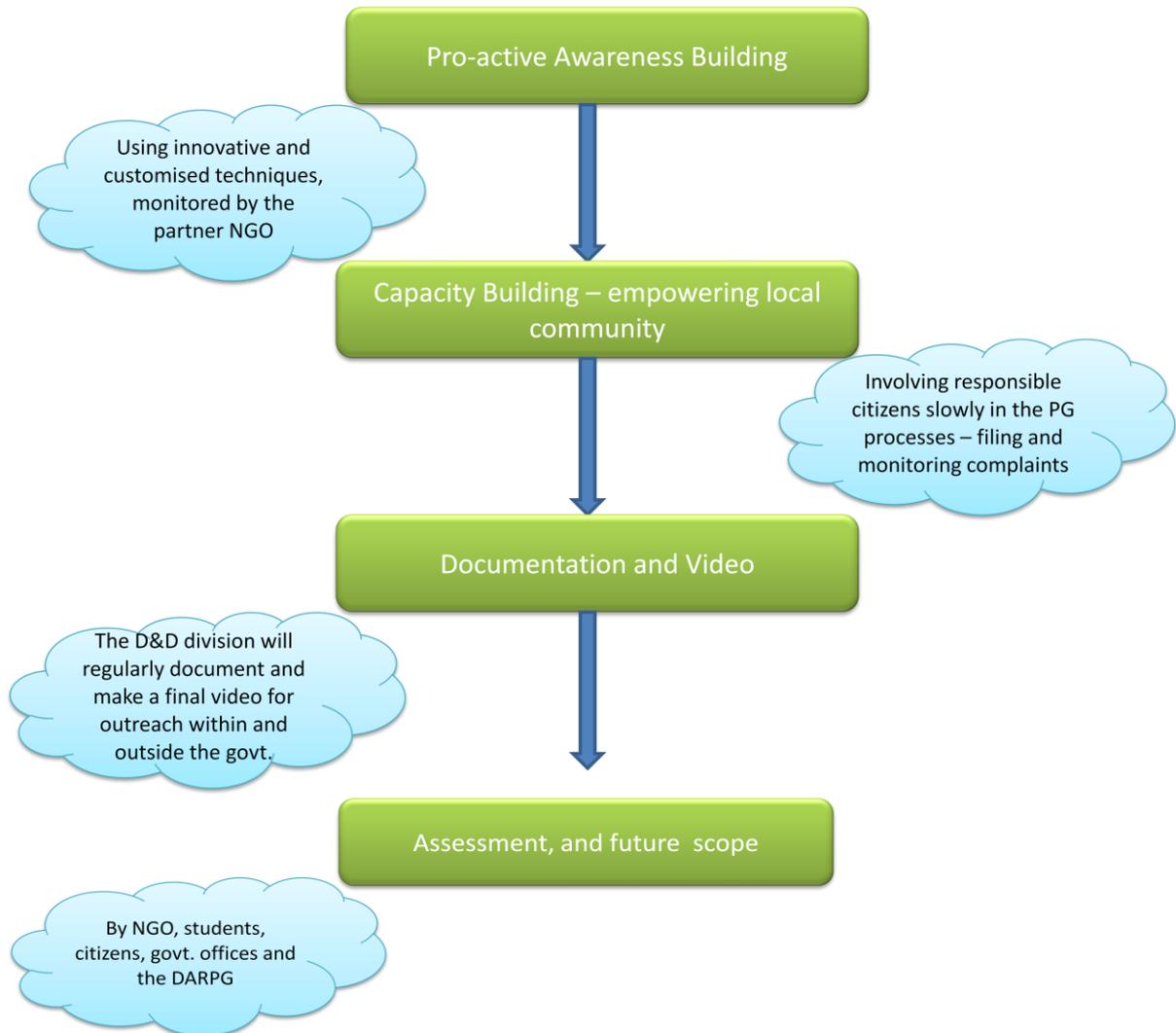
The pilot internship will be assessed by the stakeholders (the citizens, partner NGO, student interns and the govt. offices) as well as the DARPG. Improvements/suggestions will be incorporated within the programme and the internship would be diversified according to the needs assessment.

Incentives to stakeholders

Stakeholder	Incentive
DARPG	<ol style="list-style-type: none"> 1. Direct improvement in performance of PGR mechanisms, and thus in governance 2. Increase in trust of the people in govt. agencies in general, which is a very important need to achieve development in its true sense
General public	<ol style="list-style-type: none"> 1. Empowering local communities with knowledge, skills and tools to demand their rights and complain when they are not satisfactorily provided services 2. Inculcating a system of social accountability at grassroots levels to increase efficiency of public services 2. In the long run, increasing public participation in policy making, and governance
Student interns	<ol style="list-style-type: none"> 1. Internship certified by the DARPG, holding importance in job placement/application to higher studies processes 2. District Magistrate Award for best intern(s) in the programme 3. Exposure to grassroots levels problems, and challenging conditions to deliver results which would have a nationwide impact in the long run 4. Enhancement of leadership, teamwork, capacity building, managerial skills; working with a goal oriented mindset.
Mentor NGO	<ol style="list-style-type: none"> 1. DARPG certificate awarded for mentoring the interns (orientation and training, handling logistics-accommodation etc) 2. Publicity through advertisements during advertisements for applications for the internship, which leads to funds enhancement.

Flowchart:





DARPG PG Internship Programme

2) Recommendation:

Incorporating a Leadership and Teamwork building workshop in the already existing Chief Secretaries' Conference and Regional Conferences on Excellence in Governance organised by the DARPG.

Introduction:

1. There is a need to remove the widespread mistrust of the common citizen in govt. policies and performance of govt. agencies. To successfully achieve the aim of the DARPG to achieve citizen participation in governance, through Social Accountability, citizen participation in public policy making, citizen report cards etc, it is first important for the citizens to have faith in the govt. machinery.
2. This requires an urgency to be shown in delivering object-oriented performance according to the set standards which requires capacity building.
3. Such capacity building requires an active leadership at all levels of govt. agencies (Central, State, District, and local bodies) and teambuilding at the subordinate level.

Details:

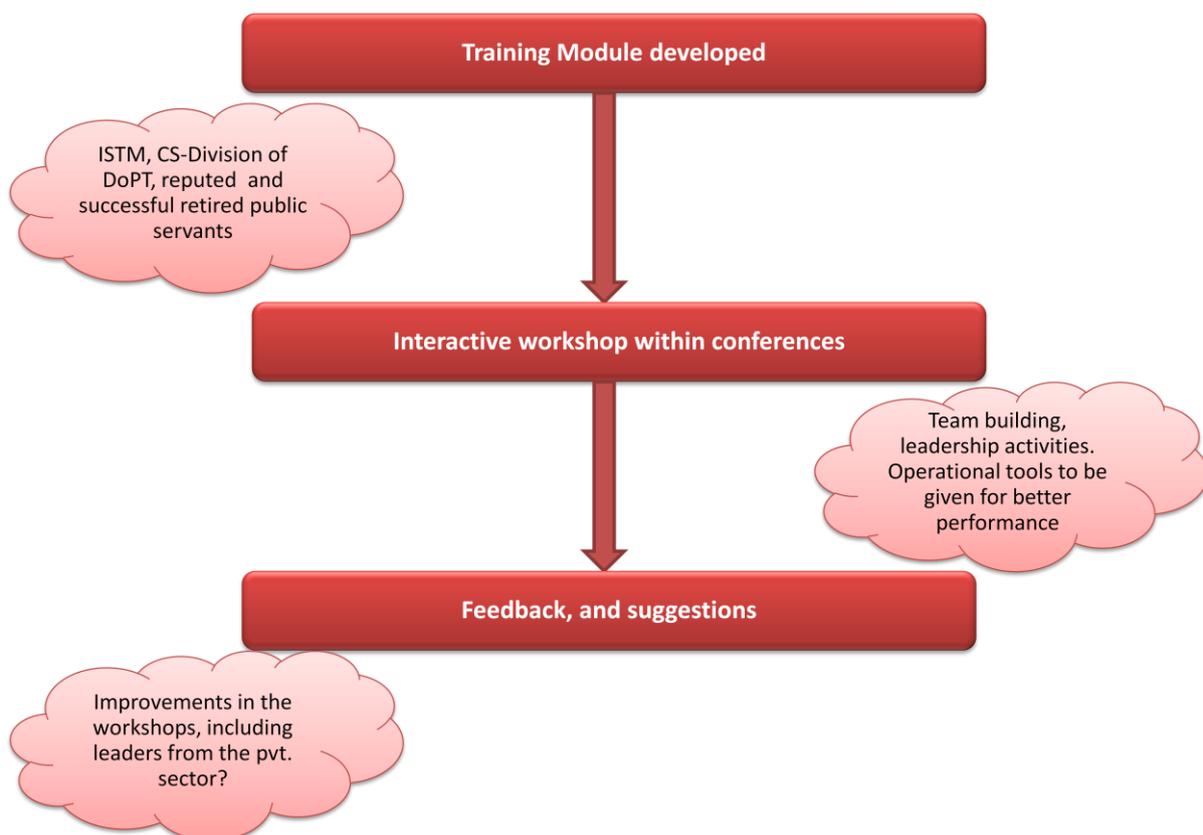
1. The DARPG organises conferences like the annual Chief Secretaries' Conference and the Regional conference on Excellence in Governance (atleast once a year) which institutionalise interaction between the Centre and State level bodies on discussions involving global developments having a bearing on India, or formulation and implementation issues of best practices.
2. There is no explicit leadership component as part of the agenda of the conferences. It is to be understood well that leadership is not a skill that can be acquired in a training programme etc; it is to be honed and practiced regularly for sensitive and successful results.
3. The ISTM (Institute of Secretariat training and management) with the help of retired successful civil servants can develop a training module for workshops which will be conducted as a part of these conferences.
4. Private leadership components have not been included because all the stakeholders should have a deep understanding of the ground realities while developing modules and for actual training.
5. The interactive workshops would include Team building activities (like solving a simulated problem), which would give the civil servants an idea on the conditions in which their subordinates work and thus make them empathetic towards them.
6. Also, interactive talks on leadership with retired civil servants in which knowledge about small operational tools can be given for improved human resource management.
7. Feedback is paramount to this process, and will be taken at the end of each workshop to gather opinion on the need of such workshops, diversification issues, whether to

include private leadership components, whether to include different facets of leadership like social leadership, spiritual leadership etc.

Scope:

1. Inculcating leadership and team-building in govt. offices at all levels is of urgent importance to deliver according to the standards specified in the Sevottam compliant Citizen's Charters of departments/ministries, which are dynamic in nature due to the changing needs of the public.
2. Better efficiency in public service delivery will lead to a slow but sure increase in public trust in govt. mechanisms and effectiveness, which will subsequently lead to an increase in public participation in policy making and make the govt. more accountable to its citizens.

Flowchart:



Implementation of leadership workshops

6. Suggestions for future work

1. The DFID funded capacity Building for Poverty Reduction Programmes have to be studied systematically for their viability and actual effectiveness. Serious doubts have been raised by some media organisations on the credibility and actual use of the programme and a comprehensive study is the least that is warranted.
2. Details of the internship programme suggested as a recommendation have to be chalked out, taking into account the views of all the stakeholders, to come up with a tight yet flexible programme which could be tried at a pilot level.
3. Methods have to be developed, with urgency, on increasing the usability of e-Governance mechanisms. Studies can be done on how to make the interface more user friendly, and more in tune with the needs of the common public, with a special view of the poor.

7. Conclusion

Good governance is at the core of the Department of Administrative Reforms and Public Grievances, which aims at administrative reforms in depts./ministries at local, State and Central level, enabling citizen centric governance, increasing e-governance, public grievance redressal and documenting and disseminating best practices in governance.

The 6 divisions of the DARPG have achieved many successes since its inception. The Administrative Reforms Division has made vast strides forward regarding the 2nd Administrative Reforms Commission recommendations, formulation of various important policies, conduction of research based studies and awarding the excelling civil servants. The e-Governance Division has launched 3 pilot projects of e-Offices in the country, under the NeGP. The Public Grievances Division has upgraded the CPGRAMS online public grievance redressal software and has started to implement it in the states as well. The Documentation and Dissemination Division has successfully launched the online repository of best practices, the Governance Knowledge Centre, along with publishing journals of importance. The Organisation and Methods Division has allocated large funds to make govt. offices more modern and subsequently intangibly improving the morale of the civil servants. The International Exchange and Cooperation has signed MOUs with 4 countries, ie. China, Malaysia, South Africa (both bilateral and trilateral), and Brazil (under IBSA) and the IBSA web portal has been started in 2006 as an interactive platform for civil servants from India, Brazil and South Africa.

Administrative reforms should be more focussed on providing public services rather than govt. revenue generation as is seen in most cases. Offices need to be modernised with more urgency to improve efficiency of govt. agencies in general. Monitoring of depts./ministries should see involvement of independent agencies and thus more external monitoring wherever possible. Public Grievance redressal mechanisms are generally lesser known amongst the general public (atleast in Kanpur), and even though softwares and systems are in place at the Centre and are being implemented slowly at the State levels, awareness about and willingness to use them still is critically lacking. There is a requirement to inculcate leadership skills in civil servants above a particular level so that there is effective team building and each unit of the govt. can perform as per their mission and vision with high efficiency.

Good governance should not be an ideal situation; it is a pre-requisite to development as freedom. It is of utmost importance to involve common citizens in participatory governance, after assessing their capability to contribute constructively, and involve the user stakeholders in the monitoring of public service delivery. The reduction of interfaces between the user and the service provider does lead to an increase in transparency in public service delivery (through computerisation) but it should be understood with gravity that the implementation and education of the users in properly using these services is of as much importance as the conceptualisation and the development of the required tools.

8. References:

[1] "Development as freedom" Sen, A. (1999). Oxford: Oxford University Press

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[3] Missing Women: Sen A.K. (1992) British Medical Journal

[4] United States, 1991 - 1993: U.S. Department of Health and Human Services, Health United States 1995 (Hyattsville, Md.: National Center for Health Statistics, 1996); Kerala, 1991: Government of India, Sample Registration System: Fertility and Mortality Indicators 1991 (New Delhi: Office of the Registrar General, 1991); China, 1992: World health Organization, World health Statistics Annual 1994 (Geneva: World Health Organization, 1994)

[5] Time on the Cross: The Economics of American Negro Slavery R.Fogel and S. Engelman

[6] Reforms in Governance and Administration An approach paper of the Second Administrative Reforms Commission: posted by egovindia (2006)

[7],[8] and [9] Department of Administrative Reforms and Public Grievances Annual Report 2010-11

[10] World Bank Indicators -
http://en.wikipedia.org/wiki/Worldwide_Governance_Indicators

Appendix A

Meetings

Meeting in person

1. Date of Discussion: 20th May
2. Duration of Discussion: 45 mins – 1 hour
3. Minutes of conversation:
 - a. A brief idea on the basic relation between administrative reforms and the freedom of the public to lead the kind of lives they have reason to value
 - b. Suggestions regarding the approach i may opt for the project; whether it is purely theoretical/practical, or a mixture of both
 - c. The decision to view administrative reforms (and hence base my project) from the point of view of the Indian poor, and the problems faced by that particular section of society
 - d. The tenets of my project: the freedom of the individual and the role of administration in upholding the same, the existing administrative structures in place, suggestions to be offered which can be implemented practically

Important Email to mentor

1. Talked to mentor on phone on 30th May
2. Mentor asked for 15 2nd Administrative Reforms Commission Reports, and 2 Annual Reports of the Ministry of Personnel, Public Grievances and Pensions
3. Emailed mentor on 1st and 3rd June attaching the 15 ARC Reports and 2 Annual Reports

Mentor Reply

Recd. your mails with attachments. shall talk tomorrow morning.
Best
MC

Telephonic conversation with mentor (15 mins)

1. Talked to mentor on 5th June
2. Received guidance on how my project should proceed further and what direction i should take from now on
3. Was instructed by mentor to
 - a. Compare the Annual Report 2009-10 with Annual Report 2010-11 of DARPG (specifically pertaining to Administrative Reforms Division) giving attention to Mission and Vision, Performance etc.
 - b. Make charts on the follow up on the Recommendations of the 2nd Administrative Reforms Commission Reports by the Group of Ministers appointed to do so
 - c. The understanding of the follow-ups and the gaps in the proposed and actually implemented reforms seen with a perspective of 'Development as Freedom' would be the next step in my project

Email to Mentor

Date of email: 11 June

1. Emailed the required analysis (from next page onwards to mentor)

Dear Sir

Hope you are well.

Im attaching the analysis of the DARPG's Annual Reports 2009-10 and 2010-11

Covered as part of the analysis are:

1. Performance vs targets (especially for 2009-10)
2. Performance 2009-10 vs Performance 2010-11

Some of the difficulties i faced were getting all the relevant performance details for 2010-11 performance (some details like conferences are still available, and i have tried to include them. I have also not included some details regarding the Public Grievance division of DARPG, which i will include as soon as i analyse it from a similar angle.

Please tell me the necessary improvements i can incorporate into the same.

Thank you
Sincerely

Soham Adla

Mentor Reply

Date: June 12

Dear Soham: rcd. your mail. Shall get back soon.

Best
MC

Interviews

1. Name: Shri A.K. Gupta, Senior Prosecution Officer (SPO)

Duration and Timings of Discussion: 30 mins

Venue: SPO Office, District Court, Kanpur

Details of the Discussion: Sir gave us an idea on the issue of loopholes in the administration of the courts. Not a lot of Public Administration is involved in the judicial systems as it is an independent body. But the D.M. is an I.A.S. officer who is responsible for specific cases. Solutions which were presented were to club similar cases, and the establishment of Fast Track courts in subordinate courts. Technology in courts has been implemented but is at a very nascent stage of development.

2. Name: Shri Ashok Kumar, Incharge, Lok Shikayat,

Duration and Timings of Discussion: 20 mins

Venue: District Collectorate, Kanpur

Details of the Discussion:

- The Lok Shikayat is for receipt of the Public grievances filed in the CM Office, Lucknow, and distribution to the corresponding addressed departments, and receipt of redressed reports by the concerned departments.

- There is a record of the complaints filed at two levels – manually in registers, and in a computer (which was not functioning at that time). The computer database is not regularly updated also because lack of adequate skills and speed of the operator.
- Around 100-150 such grievances are received every month, and most of them are redressed within time (according to the incharge)
- Appeals to the complaints are received and redressed directly in the CM office, Lucknow.
- A possible suggestion is to have an online receipt of the complaints, along with a scanning system for hand delivered complaints, but there is a prerequisite of an efficient online public grievance application system in place so that this does not act as a deterrent in the process.

3. Name: Shri Vineet Mishra, Naib Tehsildar, Tehsildar Sadar Office

Duration and Timings of Discussion: ~1.5 hours

Venue: District Court, Kanpur

Details of the Discussion:

- First we were introduced to the land reforms (*khatauni*) system in Kanpur (and in extension, the whole of Uttar Pradesh)
 - There exists a single window service (in the form of a PPP) for the ownership and transfer of land in Uttar Pradesh, from the initial application to verification by the lekhpal, to the updation onto the online database and final confirmation by the respective naib tehsildars and back to the applicant in the form of online database for public domain.
 - The system of digital signatures which will soon be in place (instead of register based manual signatures) and online database in public domain (*bhulekh*) will increase transparency and reduce opportunities for corruption. Duplicacy issues will also be solved this way.
 - The naib tehsildar also showed us the online land records himself.
- The Naib tehsildar introduced us to the procedure of procurement of *aay(income)-jaati(caste) praman patra*
- ***Aay praman patra***
 - Similar single window systems are in place for income certificate, with digital signature and online tracking for the concerned applicant.

- One existing weakness is the inability to verify incomes in the private sector. Affidavits have to be made by pvt. sector employees which are generally not very reliable.
- People belonging to the unorganized sector (rickshaw walas, labour etc) report incomes as being Rs 50-100 a day, which can make a difference between them falling in the BPL category and not being officially below the poverty line.
- ***Jaati pramaan patra***
 - Similar system in place, but a major weakness is that STs are not taken into account in Kanpur as there are supposed to be pockets of STs in Uttar Pradesh but not in Kanpur. Thus the applicant has to go to his native place to apply, which may be a cumbersome process.
- Other problems are that
 - The feeding resources are too few, there is only 1 computer in total, and no substitute if it crashes.
 - Electricity backup is not existent, both in the office and the computer room, which makes conditions not only unbearable, but impossible (in the computer room) to work in.

3. Name: Dr. L.K. Tiwari, Chief Health Officer, Kanpur Nagar Nigam

Duration and Timings of Discussion: 15 mins

Venue: Kanpur Nagar Nigam, Kanpur

Details of the Discussion:

- Registration of birth and death certificates is done as per the Registration of Birth and Death Act 1969, and in UP different formats of forms are accepted as per the 2003 UP Govt. regulations regarding the same.
- A 21 day period is given for the family to register a birth/death notwithstanding they have to pay a delay fees.
- Extensive work is being done in trying to convert all the records into an online database to curb duplicity and increase transparency
- Problems include
 - Awareness issues when people do not apply within the stipulated time period, and the application procedure becomes more complicated and expensive after the period has passed.

- Digital signatures still not have been fully implemented yet.
- There is a manpower shortage which leads to delays in computerizing the whole system.

4. Name: Dr. L.K. Tiwari, Chief Health Officer, Kanpur Nagar Nigam

Duration and Timings of Discussion: 15 mins

Venue: Kanpur Nagar Nigam, Kanpur

Details of the Discussion:

- Registration of birth and death certificates is done as per the Registration of Birth and Death Act 1969, and in UP different formats of forms are accepted as per the 2003 UP Govt. regulations regarding the same.
- A 21 day period is given for the family to register a birth/death notwithstanding they have to pay a delay fees.
- Extensive work is being done in trying to convert all the records into an online database to curb duplicity and increase transparency
- Problems include
 - Awareness issues when people do not apply within the stipulated time period, and the application procedure becomes more complicated and expensive after the period has passed.
 - Digital signatures still not have been fully implemented yet.
 - There is a manpower shortage which leads to delays in computerizing the whole system.

5. Name: Shri Uday Narayan Tiwari, Additional Municipal Commissioner, Kanpur Nagar Nigam

Duration and Timings of Discussion: 20 mins

Venue: Kanpur Nagar Nigam, Kanpur

Details of the Discussion:

- Kanpur Nagar Nigam has been awarded at many forums for its assessment of property tax using geo-spatial technology.
- It has a completely online assessment and payment facility of house tax payment.
- Still very importantly, public awareness is very low, and the performance that was expected is not being delivered by the KNN.
- There is still a manpower crunch, due to retirement and employment restrictions.

6. Name: Shri P.C. Upadhyay, District Social Welfare Officer, Kanpur

Duration and Timings of Discussion: 40 mins

Venue: Vikas Bhawan, Kanpur

Details of the Discussion:

- **Pensions:**
 - There are 4 pensions in Uttar Pradesh – Vriddha (Old age), Viklang (handicapped), Vidhwa (widow) and Rani Lakshmibai Pension
 - A state wide survey was held with an 18 point strategy based on assets owned, after which the beneficiaries of the Old Age pension were decided in 2010/11 according to the data in the 2002 BPL census.
 - Most BPL people have been covered under this scheme, and in case of exceptional cases, the pension is given after proper verification.
 - In the Rani Lakshmibai Pension, people who do not satisfy criterion in any other pension scheme are given Rs 400/month after verification
 - Pension schemes are working very well in Kanpur; the absence of complaints being the guiding factor to get to this conclusion.
- **Scholarship Schemes**
 - Scholarship schemes are at three levels in Uttar Pradesh: Below class 8, Class 9-10, and greater than class 10
 - Below class 8, money is deposited into the village Panchayat/school account, and above it, directly into the student's account.
 - Inadequacies include budget allocation – only 70% of the demanded budget is allocated by the govt. for SCs and only a mere 25% of the demanded budget is allocated to Gen/OBC.

- Since 15th October is the date for issuing the scholarships, there is a problem of students trying to outdo the administration by initially joining colleges/counseling, and later leaving the college after receiving the scholarship.
- Students due to not opening their account on time, are unable to receive the scholarship and the money is returned back to the govt. automatically.
- There is a Secretary level officer who has to handle the scholarship cases of around 10 villages (their verification etc) due to which he is overburdened.
- Suggestions include delaying the date of receipt of the scholarship to perhaps December/ January so that students are not able to take advantage of the govt.
- The Secretary level verification officer should be assisted by the gram pradhan and principal teacher from schools at the village level.

Appendix B

Key

Abbreviation Used	Full form
ARC	Administrative Reforms Commission
ATI	Administrative Training Institutes
C&AG	Comptroller and Auditor General
CBPR	Capacity Building for Poverty Reduction (DARPG programme funded by DFID)
CC	Citizen's/Client's Charter
CGAR	Core Group for Administrative Reforms
CoS	Committee of Secretaries
CS	Central Services
CSMOP	Central Secretariat Manual for Office Procedures
DARPG	Department of Administrative Reforms and Public Grievances
DFID	Department for International Development (U.K.)
DoPT	Department of Personnel Training
FY	Financial Year
GoI	Government of India
ISTM	Institute of Secretariat Training and Management
MHA	Ministry of Home Affairs
MMP	Mission Modes Project
MoS (PP)	
NCT	National Capital Territory
NeGP	National e-Governance Policy
NIAR	National Institute of Administrative Research
NIC	National Informatics Council
NIRD	National Institute of Rural Development
NRHM	National Rural Health Mission
PC	Planning Commission
PSMGO	Plan Scheme on Modernisation of Government Offices
SSA	Sarva Shiksha Abhiyan

