NEW DIMENSIONS IN PUBLIC ADMINISTRATION

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Acknowledgements

We are extremely grateful to Sri R. Ramani, Chairman, IIPA, U.P. Regional Branch, and Former Chief Secretary, U.P. for the continuous guidance and support he provided to us while documenting the workshops.

We sincerely thank the board members of IIPA, U.P. Regional Branch, for advising us to get the proceedings of workshops printed in book form.

We are indebted to the participants of the workshop, who contributed articles and their valuable ideas to enhance our knowledge on the new trends in public administration

We are extremely grateful to Late Sri T. N. Dhar, Former Honorary Secretary, IIPA UP Branch, whose vision and ideas on public administration will continue to inspire us.

We are thankful to the staff of IIPA, U. P. Regional Branch, Km. Veer Mati, Sri Pradeep Kumar and Sri Vikash Gautam for working hard to help us in the creation of this book.

Preface

UP Regional Branch of Indian Institute of Public Administration organizes workshops, Seminars and Essay Competitions on various subjects related to Public Administration. All these activities involve a high level of participation from members and other participants. As a result, changes taking place in different areas of Public Administration in India are reflected in these workshops, seminars and allied activities.

With a view to document the ideas, suggestions and recommendations from the participants of workshops and seminars, our branch decided to compile and publish the proceedings and related articles of the year 2018 in the form of a book. Three workshops were held in 2018 on 'Role of Digital Technologies in Governance' and 'Strengthening Public Institutions for Better Governance' and 'Environment friendly sustainable development'. The present publication includes the material related to these three workshops.

I hope that this book will be helpful to the serving Public Administrators, teachers and researchers in public administration, students and members of public in general who may be interested in the subject of public administration.

Lucknow
20-01-2020

Vidya Nand Garg
Honorary Secretary
IIPA (UP)

Introduction

The Indian Institute of Public Administration, Uttar Pradesh Regional Branch organized three workshops in the year 2018. All three Workshops reflected the kaleidoscopic changes taking place in the administrative scenario, in India. They also permitted us to predict what the visage of public administration would be in the coming decade and what future course of action is required. Extremely valuable suggestions and recommendations have been elicited from the participants of the workshops, which have been documented in this book to help administrators, academicians, teachers, students and development workers.

The first workshop titled 'Role of Digital Technologies in Governance ', was organized on the 15th of December, 2018. With the arrival and acceptance of Digital Technologies, Governance has undergone a major transformation. For over the past two and a half decades Digital Technologies have been deployed for the delivery of public services. This has been further extended by using them in modes of Government to Citizen (G2C), Government to Business (G2B), Government to Government (G2G) and Government to Employees (G2E).

Emerging technologies include Digital Technology platforms like cloud computing. Immersive technologies like smart cities and artificial intelligence like Robotics and Drones. All these technologies have a role in governance. Smart Cities and Smart Villages envisage digitally interconnected ecosystem.

While Digital Technologies in Governance have been used all over the World, they have emerged as a policy priority in India. Digital India is an initiative that aims to transform India into a digitally empowered society and knowledge economy. Digital Technologies are being used for Agriculture, Rural Development, and practically all areas of governance and development in India. Governments world over, have accepted Sustainable Development Goals (SDG) announced by the United Nations Development Program(UNDP), in the year 2018, as parameters that have to be achieved by all. For this to take place, Information and Communication Technologies, (ICTs) facilitate in attaining the 17 SDGs together. Digital technologies are accepted means of co-creating values for citizens. The workshop was an attempt to examine the following key issues-:

1. How digital technologies would help achieve SDGs and strengthen then the relationship between the state and its citizens?
2. What are some of the challenges confronting the adoption of digital technologies in governance, especially in India?
3. What would be the face of governance in the wake of emerging technologies in governance, especially in India, in general and UP in particular?

The workshop came up with several very significant ideas for the facilitation of digitalization and the means of overcoming its challenges, in India, and especially in UP.

The second workshop 'Strengthening Public Institutions for Better Governance' was organized on 2nd March, 2019. As we know, public institutions are the foundations of Indian State. Each public institution is a complex structure with its own 'internal culture, financial position, human resource and ways of working. Some of the prominent public institutions are Presidency, Parliament, Supreme Court, Reserve Bank of India, Niti Aayog, Regulatory Institutions, Comptroller and Auditor General (CAG), Civil Services, CBI, Election Commission of India, Urban Local Bodies and Rural Local Bodies. The objectives of the workshop was to discuss whether these institutions have a capacity to meet the challenges that India faces in the twenty first century, or are the gaps between popular aspirations and the quality of governance, narrowing or widening. The ever increasing population and millions of people needing jobs are two of the biggest challenges faced by public institutions in India.

The Election Commission of India (ECI) is one of the widely praised election agencies in the world. The ECI has been addressing three severe challenges facing India's democracy- Excessive election expenses, nexus of crime and politics, and regulating the action of political parties.
The current collegiums system of appointment of judges to the Supreme Court and the various high courts has been under criticism for being opaque. There are issues of external and internal accountability, political interference in transfers and postings of civil services, appointment of the RBI Governor and the Director of CBI.

The workshop examined some of the national and state level public institutions and also their policies, to find ways and

strategies to turn around their performance. The Chairman of IIPA UP Regional Branch, Sri R. Ramani, IAS (Retd), The Honorary Secretary Sri Vidya Nand Garg IAS (Retd), Sri R.C. Tripathi, IAS (Retd) and the Chief Speaker of the workshop, Sri Ravindra Singh, IAS (Retd) all gave their opinions on the state of public institutions in India, in general, and UP in particular, and suggested very valuable and innovative remedial measures for their improvement and productivity.

The third Workshop conducted in 2018 was titled ' Environment Friendly Sustainable Urban Development was organized on 2nd June, 2018. This workshop was the last one held under our former Honorary Secretary, Sri T.N. Dhar, IAS (Retd), after which he passed away in October 2018. In the introductory note of the workshop, Sri Dhar wrote,' 'UP is still limitedly urbanized but this scenario is changing. The urban population numbers are changing fast and going up. We need to recognize that cities and towns are engines of growth. So, fast, diversified and sustainable urban development needs greater attention and resources. In recent years India was nationally planning the setting up of 100 smart cities. At least 15-20 of them should have been located in UP. This is yet to happen."............"

"Nature is a mosaic of exhaustible, regenerative and renewable resources. Thus agricultural lands, forests, trees, watersheds, fresh water resources, livestock, wastelands and even atmospheres are degradable assets. Fossil fuel and minerals are exhaustible but the hydrological cycle is renewable. So are solar, hydel and biomass based energy. It is prudent and balanced use of such resources, their conservation together with containing demographic pressures and adaptation of latest available and evolving

technologies that can make sustainable development possible where both urban and rural development can become both positive and environment-friendly and supplementing mixed cities and towns can become sustainable engines of growth."......................"

If the strategies of the issues of the workshop become pragmatically successful, we can perhaps see a very powerful India, and it is with this intention that the articles presented and the proceedings and recommendations of the three workshops are brought together into a book, which may be further taken up by teachers, students, researchers and administrators, who aspire to see India grow into a developed nation.

Dr. Padma Iyer

The Role of Digital Technology in Governance

Challenges in Digital Governance

Vidya Nand Garg

Digital technology enables immense amount of information to be compressed on small storage devices that can easily be preserved and transported." (Encyclopedia.com) Digitalization also quickens data transmission speeds. Digital technology has transformed peoples' communication, learning and working styles. It has a wide potential in all aspects of societal development. Digital technology brings an overall change in the nation utilizing it and in the people residing in it. It is for this reason that digital technology is considered a lever for development, to developing countries. Digital technologies promote good governance in three ways-:

1. Facilitating transparency and accountancy.
2. Facilitating effective public participation
3. Ensuring efficient delivery of goods and services.

Digital technologies are evolving at a fast speed in the areas of Artificial Intelligence, Immersive technologies and new digital platforms .Artificial intelligence includes creation and use of Robots   and Drones. Drones can be used in power, mining, realty, oil and natural gas exploration, railways and highways and many other areas of governance like relief, rescue work, policing, agriculture and wild life. A robust legal framework for commercial uses of drones will develop a market for drones. Immersive technologies are being used in areas like art, entertainment, 3D movies, video games and the like.These are also being used in health care industry. The emerging platforms like cloud computing, Internet of Things, Big Data Analytics and Block chain are used for advanced data storage, computing and

and processing huge data and the like. Internet of Things can be used to monitor traffic, city planning, road planning and flood management, etc. Block Chain technologies can be used in the management of land records and other records. Smart city mobility can be used for driverless transport. Smart buildings can be used for alarm systems.

Digital technologies promote good governance in three main ways; facilitating transparency and accountability; facilitating effective public participation; and finally ensuring the efficient delivery of public goods and services. That is why this topic is important to all of us, both as individuals as well as opinion- makers.

In e-Government Development Index, India ranks 96 out of 193 countries in 2018. (This rank was 119 out of 193 countries in 2010).In e-Participation Index, India is on 15th rank. There is a good progress in using digital technologies in governance in India in terms of rankings but much more needs to be done to harness these tools. Seoul Metropolitan Government (SMG) in South Korea and Singapore Citizen Engagement Portal are two of the many highly successful stories in employing   latest digital technologies in governance.

Our governance systems, our laws and our citizens have to keep pace with the latest technologies and tools to get the best results. Catalyzing the role of digital technologies itself needs reforms in governance, specially in states that are backward like Uttar Pradesh.

Uttar Pradesh is a large state with a large population, which resides mainly in villages. The literacy and digital literacy levels are low and poverty is high. A study has revealed that about 66 percent of households in developing countries do not have internet access. Nearly a billion people in India are unconnected to internet and most of them are in rural areas. This poses a formidable set of challenges in introducing and adopting digital technologies in Uttar Pradesh.

It is pertinent to mention here that in May,2018 , Nokia announced Smartpur Project that aims to develop in five years 500 digitally integrated and sustainable villages across India in line with Digital India. In Phase one, 10 villages each in Haryana and Tamil Nadu have been taken up by Nokia along with Digital Empowerment Foundation (DEF).The goal is to deliver the benefits of Broadband infrastructure and services to the telecom dark villages and to make them digitally integrated villages and provide applications in respect of five aspects ; health, education; livelihood; governance; and finance. India's digital journey has to be all inclusive and steps have to be taken to make this process faster. Providing last mile connectivity is important for digital governance. This also brings up the issue of Digital Divide, which arises out of economic inequality, poverty and digital illiteracy.

Another challenge in the way of digital governance is the cyber security. Hacking of email accounts , stealing personal information , passwords, collecting information about a large number of citizens of a country and using it to influence political process and electoral results , are some of the urgent issues which discourage people from using digital tools and social media. Cyber crimes are growing at a fast rate and our police and other investigative agencies, prosecution people and even our courts have to be trained to understand and deal with cyber crimes.

Further, there is a possibility of robots and other artificial intelligence machines   becoming uncontrolled and destroying the society in a big way. This also requires strong spiritual standards of those who deal with   inventing and developing technologies related with Artificial Intelligence .This in turn requires giving a spiritual foundation to the education of digital technology.

Due to fast obsolescence of digital   software and hardware, the problem of e-waste disposal comes in a big way , especially in a country like India .This   creates   large scale environmental pollution and also a threat to animal and human   life .In Uttar Pradesh, there is no system of collection and recycling of e-waste , despite its serious dimensions.

Escalating aspirations and needs of citizens in participatory form of governance, is another.

Digital surveillance by establishments, at international levels is another challenge to digital governance. Safe-guarding citizens' privacy is another challenge to be faced, from time to time Challenges.

Digital Technology for Sustainable Development

Dr. Deepak Singh

Ford Industrial Technology and World Economic Forum have joined hands to create a new technology that would affect our lives. All entities of Sustainable Development Goals which are Digital Technology enabled, are used in Lucknow.

Government is a group of people to govern and serve people. There are certain loopholes in our Government, but yet it exists with a system. That is why India is into the 4th Industrial Revolution and related technology. The 4th Industrial Revolution can help in achieving Sustainable Development Goals. But the yardstick has to be determined.
The kinds of Industrial Revolutions that the world witnessed were as follows-:

17th Century- First Industrial Revolution, Mechanization
18th century - Second Industrial Revolution, Mass production Computer invented in Britain
20th century – Third Industrial Revolution, Information Technology
19th century - 4th Industrial Revolution, Cyber physical

India has missed the third revolution but can catch on to the 4th because of its intellectual capital.

In Finland, 5G has evolved. India is hand in hand with Finland on the 4th Revolution in regard to evolving technology, if not in consumer business.

Digital Technology has 12 major applications which are as follows-:

1. Space Technology
2. AR and VR. (Augmented Reality and Video Reality)
3. 3D printing
4. Advanced materials
5. Automation and Robotics
6. Biotechnology
7. Battery and energy storage
8, Block chain and ledger
9. Geo engineering
10. Internet of things, especially with health, sensors, play smart roles, and also for soil testing
11. Super Computing
12. Artificial Intelligence, which is related to all the above 11 technologies.

Among the above 12 technologies, 10 are useful for Digital India, that are as follows :

Advanced materials

This consists of light and strong carbon fibre. It is used in batteries, automobiles, robotics and space.

Big Data and Cloud Technology and drones

This is autonomous technology. It can be used for public welfare and realizing SDG goals.

Synthetic bio advanced 3D printing

Virtual and augmentable reality, gaming and immersive technology. It can also be used as an educational tool.

Automation and Robotics

Human welfare industry
Block chain Ledger: It consists of 3D printing.
Internet of Things: can be directly useful to daily life.
Big Data: It consists of 3 Vs
Volume
Variety
Velocity If 2 Vs are available in a data, data can be defined as Big.

Huge data, is received from social media, like Facebook and Netflix. Due to this watching television has decreased,

Artificial Intelligence and Block Chain : A machine is said to have artificial intelligence if it learns to react according to the environment. Block chain ledger brings understanding of loanee and loaner. If two people sign the document but lacs of people verify it and there would be no scope for corruption.

Block chains would help the user in making shared ledger, smart contract and make validation easy.

SDG 2: In Denmark, Digital Technology is used to monitor the health of life stock and how much milk could be yielded per day.

With optical fiber, the concept of vertical gardens has also evolved.

Robotic surgery can fetch 40 million dollars business. Robotics can help in smart nursing, and would watch heart beat, blood sugar, blood pressure etc. accurately.

Education, which is the 4th SDG, can be made remotely possible through digitalization. The 6th SDG goal, water security can be possible through ocean monitoring, which would be block chain based. Dispute of States on water can also be put to an end through this and the right amount of water could be delivered to the respective States.

SD7 Power consumption could be taken care of by sensors.
SD8 Unemployment in Finland could be taken care of through digital technology.
SD9 Infrastructure related issues like bridge and building monitoring can be taken care of by digital technology.
SDG3 Diseases especially those spread by mosquitoes could be monitored.
SDG13 is about sustainable forests. How many trees are cut per year can be controlled through digitalization and drones.
SDG14 relates to life below water. Cleaning up contamination in oceans and seas is possible through remote systems, and this would increase biodiversity.
SDG17 is on waste management and it is possible to manage waste through digitalization.

Digitalization will help to increase Foreign Direct Investment, reduce unemployment by increasing online connectivity. The entire nation is moving towards it but great will power is required by people and Govt. to make its implementation a success.

DIGITAL INDIA: OPPORTUNITIES AND CHALLENGES

Dr. PADMA IYER

Introduction

The rapid growth of digital technology has offered governments a new dimension, permitting them to move beyond the traditional tools of budget deficit and proliferating laws to find direct and action oriented solution. In the words of our Prime Minister Narendra Modi, Access to governance has to be guaranteed with transparent systems that deliver response and outcomes. The strengthening of democratic governance empowers the population to become active partners in the growth process" .Thus, under the leadership of our Prime Minister, Digital India initiative has been launched in 2015. The campaign aims to ensure that the services of the Government are made available to citizens electronically, by improved online infrastructure and by increasing internet connectivity or by making India digitally empowered in the field of technology. The paper endeavors to throw light on the important projects of Digital India and also attempts to describe the role these projects can play in empowering Indians. The paper also has put forth certain opportunities and challenges that Digital India brings with its implementation, Some important Projects of Digital India

1. Degi Locker:
Degi Locker is a service operated by the Government of India, that enables citizens to store certain official documents on the cloud. The service is aimed towards reducing the need to carry physical documents. 1 GB of storage space is offered to users to store identification card issued by Government agencies, education certificates, Pan Cards, driving license, vehicle

ownership and other documents. Users need to possess the Aadhar Card to operate the Degi Locker. For signing up, the Aadhar Card number and the one time password (sent to the Aadhar associated mobile number) need to be entered. For later logins, the user can set their own password or link their account to Face Book or Google logins. Degi lockers are intended to minimize the use of physical documents, reduce administrative expenses and provide authenticity to the documents.

2. **MyGuv.in:**

My Guv.in is a citizen engagement platform founded by the Government of India, to promote the active participation of the citizens in the country's governance and development. It is aimed at creating a common platform for citizens to crowd source governance ideas. Its users discuss and contribute to various Government projects and plans. It also allows users to upload documents in various formats. It is hosted and managed by the National Informatics Centre. Prime Minister Modi stated that the aim of this Website is to reduce the long gap developed between electorate and the executive after being elected.

3. **e sign Framework:**

This initiative would enable users to digitally sign documents online, using Aadhar authentication. To e sign a document, one has to have an Aadhar card and a mobile number registered with Aadhar. With these two things, an Indian citizen can sign a document remotely, i.e. without being physically present at the place where the document has to be submitted. Documents can thus be signed and submitted online.

4. Swachh Bharat Mission (Clean India):

This is a nationwide campaign in India for the period 2014-19, that aims to clean up the streets, roads and infrastructure of India's cities, towns and villages. The objectives of the Swachh Bharat include eliminating open defecation through the construction of household owned and community owned toilets and establishing an account table mechanism of monitoring toilet use. Run by the Government of India, the mission aims to achieve an "open defecation free" (ODF) society by 2nd October, 2019, the 150th birth anniversary of Mahatma Gandhi, by constructing 90 million toilets in rural India .The mission would also contribute to India reaching Sustainable Development Goal 6 (SDG) 6, established by the United Nations in 2015. The mission has two thrusts, namely, Swach Bharat Abhiyan (Gramin or rural) which operates under the Ministry of Drinking Water and Sanitation and Swachh Bharat Abhiyan (Urban) which operates under the Ministry of Housing and Urban Affairs. As part of the campaign, volunteers or 'Swachhgrahis' or ambassadors of cleanliness have promoted indoor plumbing and community approaches to sanitation (CAS) . NGOs such as The Ugly Indian, Waste Warriors and SWACH Pune (Solid Waste Collection and Handling) are working towards the ideas of Swachh Bharat. The Government has also constructed 86 million toilets since 2014 reducing the number of people who defecate openly from 550 million to fewer than 150 million in 2018.

5. National Scholarship Portal:

This initiative is the Government of India's creativity to give economic assistance to students by awarding them scholarships to continue higher education. National Scholarship Portal (NSP) is a one stop solution through which a student can get a number of services. The scheme would empower students belonging to the

Minorities, SC/ST and who have physical disabilities .Students can directly apply and avail the benefit of the schemes.

6. e Hospital:

E Hospital is an open source health information management system (HIMS) which is configurable and easily customized with. It is designed to deploy in cloud infrastructure to manage multiple hospitals efficiently and effectively. It is a generic application which addresses all major functional areas of a hospital. It simplifies health care service delivery online. Registration system under this initiative enables people to avail services like online registration, payment of fees and appointment, online diagnostic reports, checking on the availability of blood online etc.

7. Digital India Platform:

The aim of the Digital India Platform is to achieve a vision where every Indian is digitally empowered and every information is digitally available. It offers an opportunity for Government agencies to transform themselves into digital enterprises and rewards would be given for correct entries.

It works as follows-:

1) All scanned images are shredded into snippets with meaningful data.

2) Shredding is done as per organizational requirement for data digitization

3) Documents or meta data information is maintained throughout the life cycle of the document.

4) The Platform randomly serves snippets to contributors.

5) Snippets are matched for converted data in the match engine. Correct entries get reward points for each correct word digitized.

6) The platform organizes the snippet text digitized by

by contributors.

7) Document is reassembled and provided back to the organization, whenever needed.

8. Bharat Net:

Under this initiative, a high speed digital highway will connect all the 250000 Gram Panchayats of India. This is the world's largest largest rural broadband project using optical fibre. It started with the National Optical Fiber Network(NOFN), an ambitious project to trigger a broadband revolution in the rural areas. It was envisaged as an informative super high way through the creation of a robust infrastructure for reaching broadband connectivity to Gramin Panchayats. To achieve these existing fibers of PSU's (BSNL, Railtel, and Power Grid) were used to connect to Gram Panchayats wherever necessary. Dark fiber network thus created was lit by appropriate technology, thus creating sufficient bandwidth at the Gram Panchayats.

Non discriminatory access to the NOFN was provided to all the service providers like Telecom Service Providers (TSPs), Cable Operators and Content Providers to launch various services in rural areas. The NOFN was funded by the Universal Service Obligation Fund (USOF).

Based on NOFN experiences, newer upgraded and updated version, Bharat Net was conceived as nationwide broadband network. It is a collaborative project of the Centre and the States, with the States contributing free Rights of Way for establishing the Optic Fiber Network.

9. **Wi-Fi Hotspots:**

A hotspot is a physical location where people may obtain internet access, typically using wi-fi technique, via a wireless local area network (WLAN) using router connected to an internet service provider. Development of high speed BSNL Wi-Fi hotshots throughout the country is another initiative of the Government of India.

10. **Next Generation Network**:

Launched by BSNL, this service replaces 30 year old telephone exchanges to manage all kinds of services like voice, data, multimedia and other communication services.

11. **Electronics Development Fund**:

The fund will be set up to support the manufacture of electronics products that would create new jobs and reduce import. The funds will also promote innovation, research and product development to create a source pool within the country.

12. **Centre of Excellence on Internet of things**:

In partnership with NASSCOM, Deity and ERNET in Banglore, Centre of Excellence will enable rapid adoption of Internet of Things technology and encouraging a new growth strategy. Internet of Things is a giant network of connected things and people- all of which collect and share data about the way they are used and about the environment around them. Internet of things will help the citizens in services like transport system, parking, electricity, waste management, water management and women's safety, to create smart cities, smart health services, smart manufacture and smart agriculture.

Opportunities of Digital India

Digital India was envisaged with intent to convert the nation into a transparent, open and hassle free society. The initiative has several opportunities for both the Government and citizens. The following paragraphs describe the opportunities of Digital India-:

1. Digital India will certainly bring public participation and accountability through mandated delivery of electronic Government services.

2. It will undoubtedly help in reducing corruption by making policies and implementation more transparent.

3. It would reduce paper work which would help lesser trees to be cut down for the manufacture of paper and sustainable development of the environment

4. The National Scholarship Portal will put an end to the tedious process of running around by students for getting forms, submitting it and going back several times to see the results of the application. Students can have access to the form right from submission to verification, sanction and disbursal right from their residences.

5. Use of internet will certainly make people more knowledgeable.

6. The vision of the program is focused on providing digital information to all citizens as a core utility service. This, if implemented properly, can make the lives of citizens more comfortable and livable in India, especially in its rural areas.

8. Digital India can also help to revamp education in the rural areas. Once all Panchayats are connected, teaching aids could be provided to villages. Perhaps teachers may not be required there once good teaching aids are received by villages.

9. Farmers would get a better idea on crops and seeds. They would also have access to of their products. E marketing could be possible for them.

10. Research and development will look up like never before through Electronic Development Funds.

11 With e- health care, e- commerce, e-ticketing etc. people would be provided services at their residence and do not have to run from pillar to post or stand in a queue to get these services.

Challenges

Digital India program is, and would be facing multiple challenges too, in its successful implementation, owing to lack of clarity in policies and due to infrastructure bottlenecks. A study report conducted jointly by Assocham and Deloitte has very clearly highlighted 5 major challenges of Digital India. These challenges are as follows -:

1, Regulatory roadblock

The issue relating to taxation and other regulatory guidelines are proving to be roadblocks in the progress of the program. Besides, contracting challenges have also played spoilsports. Some of the important hurdles include lack of clarity in Foreign Direct Investment policies, (FDI) which have impacted the growth of e-commerce. For example, transport services like the Uber have had frequent run-ins with local Governments due to legacy policy framework which have not been attuned to the changing business scenario.

2. Idle Government Request for Proposal (RFP)

Many RFP issued by the Government are not being picked by competent entrepreneurs as they are not commercially viable. Another challenge confronted by the Digital India program is the slow and delayed digital infrastructure development. Spectrum availability in Indian metropolitan cities is only a tenth of the same in cities of developed countries. This has put a huge roadblock in providing high speed data services.

3. Digital divide

The study observed that in order that Digital India could have a large scale impact on citizens across the nation, the digital divide needs to be addressed. Currently, 55000villages remain deprived of mobile connectivity. This is large, due to the fact that providing mobile connectivity in remote areas is not commercially viable for service providers.

4. Poor connectivity

The report estimated that India needs over 80lakhs hotspots, as against the availability of 31000 hotspots at present, to reach the global level of wi-fi hotspot penetration for every 150 people for digital technology to be accessible to every citizen. Significant efforts are needed to customize apps and services to cater to local needs. Finding vendors who can provide such application is a challenge, the report pointed out. With the proliferation of cloud based services, like Degi Locker, data security has emerged as a major challenge revealed the report.

5. Proper policy making

To enable development of digital infrastructure, it is said that uniform Right Of Way (ROW) policy, across all states, with a reasonable cost structure, is required. Besides, a single window mechanism for granting ROW permissions is also mandatory.
Besides the challenges, highlighted by the Assocham- Deloite study, there are several other challenges that Digital India would encounter, that are as follows

6. Coordination of the different Government Departments

The aim of Digital India is to transform the country into a digitally empowered knowledge economy. This would indeed entail great effort of coordinating all Government departments. It

It is important that Government Departments must work as a team to make this programme a success rather than bogged down by ego problems like which department is more powerful or which has better employees.

7. Poverty and illiteracy

Public internet access is one of the pillars of Digital India Program. However, the major obstacles to reaching this aim are illiteracy and poverty. These act as roadblocks in expanding the reach of internet. It has to be ensured that at least all children below the age of ten going to school, and more pertinently, all schools have computer training and teaching. In capital cities like Lucknow, not all schools have computers, and in these schools, teaching children to be digitally inclined is a far cry.

8. Proper maintenance of the machines involved in digital technology

The highly technological computers used for digitalizing India, need to be properly serviced and maintained. This would require highly skilled manpower, not only in the urban areas but in the remote rural areas as well. These people must not only be adept at repairing computers, but must also have the commitment to do their job well. Otherwise, the entire exercise would incur huge losses and the computers would remain like white elephants.

Conclusion:

The Digital India initiative could help India in achieving its objective of education for all, information for all, health for all and broadband for all. It could also help smart cities to develop as the Government envisages. However, the Government must focus on strong leadership structure, enable private public partnership, create detailed implementation plan with common citizen centric framework and provide robust security against piracy. It should also ensure that departments cooperate to make this programme a success. In order to provide infrastructure for implementation, post offices, abandoned buildings of schools and markets can be converted into digitalized premises. Nevertheless, the task is indeed formidable. However, its successful implementation can perhaps help India to be a developed nation.

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Training Module for Government Employees on Digital Technology

Dr. L.M. Joshi

The main aim of the projects has been to strengthen the capabilities of district officials, specially SC/SC by strengthening the capabilities of the trainers at state ATI's, for further state level training to enhance the transparency and accountability of the related government agencies at state levels and ultimately empower the citizens with timely and reliable information at the grassroots.

Overall objective

1. Development a suitable updated training programme and contents kit on e-Kranti and Digital India for officials at District level.
2. Building capacity of state ATI trainers for conducting e-Karanti and Dl related training.
3. Inclusion of North East – (NE) hilly regions for e-governance growth to keep them updated.
4. Enhancing skills of SC/ST district officials in various states so that they could discharge their duties more effectively and efficiently and using ICT tolls, trends and other e-governance initiatives in accordance with the e-Karanti/DI programme of GOI.
5. To Build the competency based e-governance knowledge and skills of the district-officials, so that they can have improve participation in the national initiatives of e-Karanti and DI.

PROCEEDINGS OF THE WORKSHOP ON "THE ROLE OF DIGITAL TECHNOLOGY IN GOVERNANCE" (15th Dec. 2018)

The proceedings of the above Workshop are as under-:

The Honorary Secretary, Sri Vidya Nand Garg, welcomed Sri R. Ramani, Chairman of IIPA, Lucknow, and other distinguished guests and IIPA members attending the Workshop. He then asked The Chairman to give his inaugural speech.

Sri R. Ramani:

The Chairman said that the workshop was the first one being conducted after Sri T.N. Dhar, the former Honorary Secretary passed away. Sri Dhar was extremely diligent and eloquent and he conducted a workshop singlehandedly. His death is indeed a great loss to IIPA Lucknow. The paper titled" Role of Digital Technology in Governance", was a study conducted by IIPA, Delhi, and on the basis of which the National Conference of IIPA was organized. The Workshop at Lucknow was a follow-up of the Conference at Delhi. Some such large scale initiatives have been successful, like the Aadhaar Card, and railway reservations. However, digitalization should also be citizen centric. The needs of citizens should be more importantly addressed. The approach of policies should be bottom up rather than forcing citizens to adopt something which is not appropriate for them. It should be output oriented rather than input oriented. Marketing of Digital Technology is also important.

Sri Vidya Nand Garg:

The Honorary Secretary, IIPA, Lucknow, thanked the Chairman, Sri R. Ramani for his opening speech. He said that the objectives of the workshop were to explore the role of digital technology in governance. To facilitate this, he said that there were some experts

experts who have kindly agreed to give their presentations. He then introduced the guest speakers and other eminent people participating in the workshop. These were as follows-:

1. Dr. Deepak Kumar was MD, Awadh Technology Park and Services Pvt. Ltd. He is a PhD. from IIT Kanpur, in artificial intelligence He is also an expert in big data analysis and data processing. He would be making his presentation jointly with Sri Deepak Kumar Bhatnagar.

2. Dr. L.M. Joshi, an experienced trainer in rural development would also give his presentation, titled "Building Block of e-Governance", in which he would explain a training design on digital technology for e-governance. The sessions should be as interactive as possible to get maximum learning.

3. Sri C.B. Singh, MD UP Tech was also present.

4. Sri Anil Gupta, associated with the Indian Industries' Association was also present. He would give his views on how Digital Technology could help entrepreneurs and also how entrepreneurs, both from India and abroad, could be attracted to invest in Indian businesses.

5. Sri Ravindra Singh, former Secretary Culture, Government of India was also present. The Workshop would also benefit from his experiences.

Sri Garg further went on to orient the group with the objectives of the workshop, which were as follows-:

1. Familiarize delegates about digital technology

2. The challenges that are being faced by Uttar Pradesh in implementing digital technology

3. Benefits of Digital Technology to the citizens.

4. The recommendations that can be given by IIPA, Lucknow, to the Government of Uttar Pradesh.

5. Building a Centre of Excellence in UP with the help of Information Technology Department, Universities and NGOs to take up research and work on Digital Technology.

Every one present in the workshop should give their suggestions about the way digital technology should be implemented in India, especially for governance.

The theme paper discusses Digital India, and E-Kranti as one of its 9 pillars. It is a plan to make internet accessibility in rural India through universal mobile connectivity. A lot of work has to be done if this project is to be successful. E Kranti has 44 micro mission projects of which 13 are sponsored by the Central Govt., 12 by the State Governments and the rest are jointly sponsored.

Digital India is facilitating the 17 Sustainable Development Goals (SDGs). The 1st SDG goal is poverty eradication and Digital Technology has helped MNEREGA project in a big way. Dr. Charru Malhotra's paper discusses about achievement of different SDGs through digital technology.

He further added that Dr. Deepak Singh's will talk about artificial intelligence, big data analytics, block chain and immersive technology.

However, to implement this policy, several challenges are being faced, which are as follows-:

1. Regulatory framework
2. Digital divide

3. Poor connectivity
4. Spectrum availability
5. Coordination of different Government departments
6. Cybercrimes, for which block chain is a must
7. Digital surveillance
8. Motivation of citizens in participation
9. An apprehension that artificial intelligent machines can take over our thinking process
10. Orienting Uttar Pradesh to disposal of e-wastage
11. Lower access of digital technology by women and girls, which adds to the gender inequality
12. On the other hand, schools permit students below class 5 to access social media like the Face book, which may adversely affect their values.
It is expected that the workshop will come up with concrete solutions, that could be recommended to the Government.

Dr. Lalit Mohan Joshi:-

Dr. Joshi introduced his presentation by saying that he got an opportunity to attend the National Conference on the "Role of Digital Technology in Governance," at Delhi. He learnt a great deal from it. He and another trainer also attended two courses in DOPT and DT, to conduct structured training courses on Digital Technology. IIPA, at the national level had designed such courses. However, officers did not attend such programs, and deputed people who were in the computer section. Nevertheless, whenever there is a new program, people are resistant to change. Some time back people were reluctant to use a mobile, but now, even a rickshaw puller has a mobile with an internet.

The objectives of his training module were as follows-:

1. Developing a suitable updated training programme and

2. Building capacity within State ATI trainers for conducting e-Kranti and Digital India related training.

3. Inclusion of North East (NE) hilly regions for e-governance growth to keep them updated

4. Enhancing skills of SC/SC district officials in various states so that they could discharge their duties more efficiently and effectively, and using ICT tools, trends and other e-governance initiatives in accordance with the e-Kranti/DI programme of GOI

5. To build the competency based e-governance knowledge and skill of the district officials, so that they can improve participation in the national initiatives of e-Kranti and DI.

Dr. Joshi also screened a film which brought out cyber crime, in which a person is cheated of her savings through Digital Technology. Dr. Joshi alerted his audience against such fraudulent deeds.

Dr. Joshi believed that people have to come out of their comfort zones and learn about the aspects of Digitalization. The social media, mobile network and National Information and Communication Technology, can help in bringing about this change and deliver e-governance to society. Government can also enact technology enabled reforms.

The course module will change according to the changes in the environment, but the concept would remain the same, which is to bring about "Power to Empower". In other words, Janadhan, Aaadhar and Mobile will make people digitally literate, and thus help in national digital literacy.

Coordination of Digital India can be achieved transparently, with accountability, and through citizen friendliness, by paper free, line free and tension free processes.

Dr. Deepak Singh:-
Ford Industrial Technology and World Economic Forum have joined hands to create a new technology that would affect our lives. All entities of Sustainable Development Goals which are Digital Technology enabled, are used in Lucknow.

Dr. Singh believed that Government is a group of people to govern and serve people. There are certain loopholes in our Government, but yet it exists with a system. That is why India is into the 4th Industrial Revolution and related technology. The 4th Industrial Revolution can help in achieving Sustainable Development Goals. But the yardstick has to be determined.
The kinds of Industrial Revolutions that the world witnessed were as follows-:
17th Century- First Industrial Revolution, Mechanization
18th century - Second Industrial Revolution, Mass production Computer invented in Britain
20th century – Third Industrial Revolution, Information Technology
19th century - 4th Industrial Revolution, Cyber physical
India has missed the third revolution but can catch on to the 4th because of its intellectual capital.
In Finland, 5G has evolved. India is hand in hand with Finland on the 4th Revolution in regard to evolving technology, if not in consumer business.

Digital Technology has 12 major applications which are as follows-:
1. Space Technology
2. AR and VR. (Augmented Reality and Video Reality)
3. 3D printing

4. Advanced materials
5. Automation and Robotics
6. Biotechnology
7. Battery and energy storage
8, Block chain and ledger
9. Geo engineering
10. Internet of things, especially with health, sensors, play smart roles, and also for soil testing
11. Super Computing
12. Artificial Intelligence, which is related to all the above 11 technologies.

Among the above 12 technologies, 10 are useful for Digital India, that are as follows:

Advanced materials
        This consists of light and strong carbon fiber. It is used in batteries, automobiles, robotics and space.

Big Data and Cloud Technology and drones
This is autonomous technology. It can be used for public welfare and realizing SDG goals

Synthetic bio advanced 3D printing
Virtual and augmentable technology is gaming immersive impact. They can be used as an educational tool.

Automation and Robotics
Human welfare industry

Block chain Ledger
It consists of 3D printing.

Internet of Things
Can be directly useful to daily life

Big Data
It consists of 3 Vs
Volume - Big
Variety
Velocity- often real time availability If 2 Vs are available in a data, data can be defined as Big.

Huge data, Singh said, is received from social media, like Facebook and Netflix. Due to this watching television has decreased,

Artificial Intelligence and Block Chain
A machine is said to have artificial intelligence if it learns to react according to the environment. Block chain ledger brings understanding of loanee and loaner. It Two people sign the document but lacs of people verify it and there would be no scope for corruption.

Block chains would help the user in making shared ledger, smart contract and make validation easy.

SDG 2: In Denmark, Digital Technology is used to monitor the health of life stock and how much milk could be yielded per day.
With optical fiber, the concept of vertical gardens has also evolved.

Robotic surgery can fetch 40 million dollars business. Robotics can help in smart nursing, and would watch heart beat, blood sugar, blood pressure etc. accurately.

Education, which is the 4th SDG can be made remotely possible through digitalization. The 6th SDG goal, water security can be possible through ocean monitoring, which would be block chain based. Dispute of States on water can also be put to an end through this and the right amount of water could be delivered to the respective States.

SD7 Power consumption could be taken care of by sensors.

SD8 Unemployment in Finland could be taken care of through digital technology.

SD9 Infrastructure related issues like bridge and building monitoring can be taken care of by digital technology.
SDG3 Diseases especially those spread by mosquitoes could be monitored.
SDG13 is about sustainable forests. How many trees are cut per year can be controlled through digitalization and drones.
SDG14 relates to life below water. Cleaning up contamination in oceans and seas is possible through remote systems, and this would increase biodiversity.
SDG17 is on waste management and it is possible to manage waste through digitalization.

Digitalization will help to increase Foreign Direct Investment, reduce unemployment by increasing online connectivity. The entire nation is moving towards it but great will power is required by people and Govt. to make its implementation a success.

Sri Anil Gupta:-
Sri Gupta stated that digitalization has made business very easy. In half an hour any information could be received from the Govt's portals, which was never possible earlier.

Sri I.C. Dwivedi:-
People have to be trained not to be victims of cyber crimes Besides, social media, internet is a two edged sword, and young minds have to be protected from pornography.
Internet can also provide knowledge to terrorists about making bombs and weapons.

Sri R.C. Tripathi:-
Congratulated speakers and organizes for presenting useful suggestions and ideas in the Workshop.
The Workshop ended with the Honorary Secretary thanking the intellectuals who made their presentations and

the delegates who attended the workshop. The workshop struck an optimistic note that digitalization will have a positive impact on the development of India by empowering its citizens.

	Name	Mobile No.
1.	Sri R. Ramani Chairman	9336556027
2.	Dr. L.M. Joshi	7376530050
3.	Sri R.C. Tripathi	9415012040
4.	Sri I.C. Dwivedi	0522-2391141
5.	Sri B.B. Jindal	9453822381
6.	Sri Shishir Jindal	9453822381
7.	Sri V.N. Channa	9335912481
8.	Sri C.V. Singh	9839069769
9.	Sri Anil Gupta	9415026481
10.	Dr. Padma Iyer	9794633465
11.	Sri Deepesh Singh	9450359601
12.	Sri Ravindra Nath (Former Secy.)	9839173644
13.	Sri R.K. Gupta (Ass. D. VPAAM)	9415796851
14.	Dr. Chandani Mala (ARO)	9454410832
15.	Sri P.L. Srivastava	9560601928
16.	Sri Dileep Bhatnagar	9415649067
17.	Sri R.N. Srivastava	9598329964
18.	Sri R.K. Sharma	6393526445
19.	Sri Vidya Nand Garg	8127771222

Strengthening Public Institutions

for Better Governance

Good Governance

R.C. Tripathi

Governance is the most important concern before us. There are many definitions; World Bank definition is quoted here since it has a global respectability.

"Good governance is epitomized by predictable, open and enlightened policy, making a bureaucracy imbued with professional ethos acting in furtherance of public good, rule of law, transparent processes and a strong civil society participating in public affairs". Poor governance, on the other hand, is characterized by arbitrary policy, making, unacceptable bureaucracies, unenforced or unjust legal systems, the abuse of executive power, a civil society unengaged in public life and wide spread corruption." (World Bank in Governance: The World Bank's Experience)

There are parameters delineated now for good and bad governance. We may examine where our country, government(s) and civil society exist in this scale of governance.

We have a democratic form of government duly elected in states and at the centre according to the Constitution of India. Indian elections are free and fair exercises. Parliament and state legislatures are the highest bodies of the country and state. They are the cynosure and inspiration to the countrymen and youth in particular. This casts heavy responsibility on the parliamentarians and legislators. Are the legislators and parliamentarians discharging their roles and functions as expected? What is the conduct and behavior of the members of these bodies? Average sittings per year have declined over the decades in state legislature as also the two houses of the parliament. It is true that there are

Committees where legislators and parliamentarians work. But Committees do not and cannot replace Houses. There has been decline in hours of work as also the quality of debates and language used. Telecasting has put members in mutual competition to hog the TV screen for any reason. In 1989, the then Speaker of Lok Sabha had to suspend sixty-three MPs from the House on submission of the Thakkar Commission Report inquiring into the assassination of Smt. Indira Gandhi. Smt Sumitra Mahajan, present Speaker, Lok Sabha had to suspend forty-five members of Lok Sabha, in two consecutive days, for unruly conduct, to bring order in the House! Similar instances are available in many instances.

It appears strange that most of our legislators and parliamentarians have failed to imbibe over decades, the spirit of debate, dialogue and dissent. The debates in the Houses are kind of recorded versions of 'electoral canvassing spread over five-year period, a much longer 'canvassing period' than permitted by the Election Commission. The matters that belong to the House need not be paraded on streets. There are ways the opposition can exhaustively expose the government with facts and figures rather one shouting down the lungs of other.

Max Weber stated that the state has 'monopoly' of power and its use. The state guarantees general safety of life, living and property. It has Law and its instruments like bureaucracy, police, judiciary, courts and prosecutors and also agencies for education and public health, knowledge creation and extension ensuring all-round growth and prosperity. The land, air, water, sun and sun-shine forests, flora and fauna were created free and in adequate measure to support life and species. The human greed and capacity to hoard has given the world a situation of want and luxury,

competition and strife. The task before governments and institution has now to restore balance and normalcy or else, nature's fury will eliminate species and also humans.

The higher courts are supposed to deal with civil and criminal cases. However, this is not being made possible due to Public Interest Litigation cases.
Criminal cases take very long and criminals are punished after many years.

There is a nexus between politicians and criminals. The annexure of the N.N. Vohra report are lost.

All these boil down to the fact that education is faulty in India. Members of public institutions come from the society at large and the society is not being educated on the right value system.

Governance and Sustainable Development Goals

UTTAR PRADESH 2019-2030
Peace, Justice, Strong Institutions

Ravindra Singh, IAS(Retd.)
Former Secretary (Culture)
Government of India

GOAL 16: PEACE, JUSTICE AND STRONG INSTITUTIONS

Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

<u>Governance Defined</u>

"The set of traditions and institutions by which authority in a country is exercised. This includes (1) the process by which governments are selected, monitored and replaced, (2) the capacity of the government to effectively formulate and implement sound policies, and (3) the respect of citizens and the state for the institutions that govern economic and social interactions among them".
(Worldwide Governance Indicators, World Bank)

MORPHOLOGY OF GOVERNANCE

● UP is ranked lowest by both NCAER and NITI AAYOG in 2018
● Milan Vaishnav "When Crime Pays: Money and Muscle Power in Indian Politics" (2017)
● Excessive proceduralism, human capital shortfalls, criminalisation, 'rents raj', ineffective administration

PAST REPORTS

- SECOND ARC 2005 ONWARDS (15 REPORTS)
- MALIMATH COMMITTEE/LAW COMMISSION/LOK SABHA/SC
- POLICE COMMISSIONS/PRAKASH SINGH vs UoI/BPR&D/MODEL POLICE BILL 2015
- PLANNING COMMISSION/ NHRC 2005/PUNCHHI COMMN

LEGISLATURE

- MOFUSSIL MIND
- SENSITISATION TO BIG PICTURE

POLITICAL EXECUTIVE

▪ REDUCE DEPARTMENTS FROM 78 ▪ FOCUS ON Egovernance
▪ ANNUAL REPORTS

JUDICIARY

Pendency of over 10 million cases (NJDG 20.08.2018):

Subordinate Judiciaries Allahabad High Court		
Civil Cases	16,28,620	15,06,780
Criminal Cases	50,60,062	7,69,754
Writ petitions-	11,14,448	
Total Cases	**66,88,752**	**33,90,982**

VACANCIES AND INFRASTRUCTURE SHORTAGES

● As on 03.07.2018, against a sanctioned strength of 2461 judicial officers, there were 535 vacancies i.e. over 20%. Moreover, four District Judges posts were lying vacant. Further, as against 83 Registrar and Joint Registrar posts, only 9 were working. There were a large number of vacancies in the PS cadre, Bench Secretary and Computer cadres.

● There were 759 non-functional sanctioned courts over and above the 2461 sanctioned strength, which are yet to be made functional due to lack of infrastructure.33% of funds remained undisbursed/unutilised in 2011-2016.

● SDG India Index, 2018 of Niti Aayog has set a national target of 33.76 courts per 10 lakh persons for 2030 as against the current figure of 12.83 courts. In UP the current coverage is of only 9.71 courts per lakh of population.

● Tahsil level Courts required.

JUDICIARY

● E-COURTS
● ANNUAL DIVERSITY STATISTICS
● PETTY CASES
● SUMMONS/CASE PROPERTY/SECURITIES/COURT FEES
 ● GOVT LITIGATION

JUDICIARY

- ADJUDICATION AND ARBITRATION
- PUBLIC PROSECUTORS
- STATE LEGAL SERVICE
- JUVENILE JUSTICE
- ANNUAL REPORT

PRISONS

The total capacity of the prisons system in UP is 59,058 (Men, Women and Minors) as against which the convicted inmates were 28,130 and the under trial inmates as on 31.07.2018 were 74,450 totaling 1,02,580. The proportion of people held in detention without being sentenced for a crime is over 72%. The percentile of undertrials in India was 67.2 % in 2015, which more than twice the global figure of 31%. (National Prisons Information Portal as on 09.08.2018)

CRIME

As per NCRB data for 2016, Uttar Pradesh accounted for 9.5% of total IPC crime reported in the country However, UPs number of IPC crime per one lakh population was comparatively much lower in the country at 128.7.

A cumulative crime rate Index prepared by Common Cause in its "Status of Policing in India Report, 2018" has ranked Uttar Pradesh as 9th amongst 23 States and UTs. Thus UP is somewhat better off in its rate of crime, and in disposal of cases by police and courts it ranks even better at third. However, UP is ranked amongst the lowest in police diversity, police infrastructure and in the prison data index. Niti Aayog, in its SDG India index of 2018 has assigned a national target value for 2030 of 1.2 reported

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murders per lakh of population. Currently there are 2.2 reported murders per lakh of population in UP, and 2.4 in the country.

POLICE

Police Population Ratio:

Sanctioned		Actual
National Level	518.47	663.35
Uttar Pradesh	532.62	1106.51

(UN recommendation is 450)

POLICE

Police Strength (Civil & Armed): BPR & D, 01.01.2017

	Sanctioned	Actual	Vacancies
All India	24,64,484	19,26,247	5,38,237
Uttar Pradesh	4,13,254	1,98,919	2,14,335

DIRECTORATE OF PROSECUTION

Directorate of Prosecution (Strength)

	Sanctioned	Actual
All India	18,076	11,650
Uttar Pradesh	1,768	1,183

Section 24(6) of the CrPC states that wherever a state has a regular cadre of prosecuting officers, the Public Prosecutor or Addl PP shall be appointed only from such cadre, unless, in the opinion of the state government no such suitable person is available in the cadre.
C C T N S
CAPACITY BUILDING

POLICE INFRASTRUCTURE

- LACK OF MODERNISATION
- TRAINING
- FAMILY QUARTERS
- UP 100 CCTNS
- DELIVERY OF PUBLIC SERVICES
- NEW APPS
- CYBERCRIME
- SOPs FOR MINING, RURAL ABADI AND URBAN PROPERTY DISPUTES

TRAFFIC ETC

- TRANSPORT ROAD SAFETY FUND
- CAPACITY BUILDING AND PARKING
- COMPULSORY CCTV CAMERAS
- INDO NEPAL BORDER
- POLICE CADET PROGRAMME

PANCHAYATI RAJ

- The State legislature has delegated 11, albeit partially, out of the 29 matters set out in the Eleventh schedule of the Indian Constitution to the panchayats.
- As per the National Panchayat Devolution Index, UP ranks 11th out of 21 states in the country because of periodic panchayat elections through the State Election Commission, devolution of grants through a State Finance Commission, constitution of District Planning Committees and reservation. However, as UP has taken no major steps in the recent past, its rank are dragged down to 15/21 on the Improved Policy Index adjusted against practice.

PANCHAYATS: ISSUES AND WAYS FORWARD

● There are around 16,420 sanctioned posts of Panchayat Secretaries drawn from Gram Vikas Adhikaris (8285 sanctioned and 998 vacancies currently) and Gram Panchayat Adhikaris (8135 sanctioned against which 1527 are currently vacant) against over 59,000 gram panchayats. One Panchayat Secretary is handling well over four GPs.
● Attempts at putting functionaries under gram sabhas control made in the past have been rolled back.
● Report of the committee on Performance Based Payments for Better Outcomes in Rural Development Programs (Sumit Bose Committee) brought out by the MoRD in 2018.
● Merger of ZP and DRDA
● Amongst functions, finances and functionaries, the first focus should be functionaries and subsequently devolution of powers
● Capacity Building
● NOFN/ Wi-fi Choupal/Registration of Births and Deaths/Livestream
● Transfer of auction funds by Collector

PANCHAYATS: ISSUES AND WAYS FORWARD
ICT
● Dept of IT, ELECTRONICS, & e GOVERNANCE
● SLC
● New policy/ UPDESCO/SWAN/ e-TAAL
● NOFN
● Aadhaar seeding/UP State Aadhaar Bill
● e-District Service Centers
● Jan Sunwai
● Janhit Guarantee Act
● Websites
● From e-Tendering to e-Procurement

RTI

Year	Opening balance	New appeals	Disposed	Balance
2015-16	55,422	33,072	36,856	51,638
2016-17	51,638	31,963	35,917	47,684
Upto July 2018			42,619	

● Appointment of CPIO in subdivision
● Suo motu disclosure on 17 points
● No online filing/age & dept profile/penalties/online judgements
● Vidhan Sabha/Vidhan Parishad/High Court
● Misuse
PPP
● "New and innovative means of collaboration with the private sector including PPPs"
● Industrial Investment and Employment Promotion Policy in 2017
● New guidelines for selection of Consultants and Developers in June 2018
● UPEIDA & UPSHA GoI guidelines on Toll-Operate-Transfer model (ToT) and Hybrid-Annuity-Model (HAM)
● UP NRI Dept/Health/Affordable Housing/UPSRTC/Civil Aviation Promotion Policy 2017/ Power Generation and Transmission
● Capacity Building by ATI/State Legal Service
● Monitoring by IIDC

REVENUE COURTS

● 10,79,487 cases were pending in various revenue courts in August 2018, of which nearly 25% were over three years old.
● 1,17,099 pending cases handled by Executive Magistrates dealing with preventive sections of the CrPC
● 27,924 pending cases of the Goonda Act in August 2018.
● In ceiling cases, almost 71,171 acres are tied up in various courts, mainly in the High Courts.
● While separate posts of officers for revenue related judicial work(60 posts of ADM/J, 305 posts of SDM/J, and 243 posts of Tahsildar/J) have been recently created from a common cadre of revenue officers, their recruitment needs to be expedited, with a minimum tenure of three years in a Court. A GoM is considering the issue of creating a separate cadre of judicial officers in the revenue stream.
● eCourts/ integration with CCTNS/ Laptops/Barcoding
REVENUE COURTS

LAND RECORDS
● Digital India Land Records Management Programme
● April to December 2017, 28.03 million applications were received under the Janhit Guarantee Act, against which around 27.18 million were disposed off.
● Aadhaar seeding/Shajra digitization/Integration with Stamps & Registration
● Digital Integration with Courts for authentication
● Compulsory self declaration on cropping for khasra

LAND RECORDS

As per the Performance Budget, 56 of the 57 posts of ALRO are vacant. In the case of Revenue Inspectors, 1371 posts were vacant against 4281 posts, while 1932 Lekhpal posts were vacant against 30,837 posts. In the gazette officer level incorporating Tahsildars, NTs, and administrative officers, 1308 posts were vacant as against 2483 created posts.

Review Service rules

Committee on LMC lands in urban areas

CHAKBANDI/ COLLECTION/GP FUNDS ETC

● The Chakbandi Act needs to be merged into the Revenue Code, the processes and records digitized and the proceedings merged into the revenue court monitoring system.

● The merger of revenue and chakbandi staff needs to be explored.

● Resurvey of cadastral records in the entire state using high resolution satellite imagery and ETS/GPS.

● Mapping/planning of rural abadi

● Computerization of Arrears of Land Revenue

● Collection Charges

● Transfer of auction funds to GP

● Simplification of allocation of fees from CSCs/Consolidated Gaon fund

● Expand scheme for tahsil modernization

COLLECTOR & DM

● Integrated Elected District Government with Collector as CEO (Second ARC)
● Staff GP/Integrate DRDA & ZP/Reduce Department Centric Government
● Tremendous leverage of the Collector in facilitating interaction between civil society and the state government, and in maintaining law and order,
● The present role of the Collector as the officer in overall charge of law and order and internal security in the district, and some say in police matters should continue.

APPOINTMENT & RELATED BOARDS

-Combined exam for all Group C/clerical(including judicial) /constable posts and separately for engineering posts -The recruitment Boards should also have an institutional arrangement for hiring cyber experts from IITs etc. - Flexibility in hiring special counsels etc. -Full time Karmik Sachiv monitoring vacancies in all Departments and timely Adhyaachan through Consultant -More user friendly websites with FAQs -Media cell - Monitor departmental enquiries, especially for those close to retirement

HISTORIC CITIES

-As per section 20E the AMASR Act, 2010, the Competent Authority as notified by the Central government(Divisional Commissioners of Agra, Lucknow and Varanasi for the three SA,ASI circles in UP)   is supposed to prepare heritage byelaws

for each Centrally Protected Monument and protected area in UP in consultation with INTACH or any other notified body, and prepare a map defining the boundaries of the prohibited (100 meters) and regulated(an additional 200 metres) areas.

-It is to be ascertained how many site plans have been forwarded by ASI to the Commissioner.
2. The boundaries of the protected, prohibited and regulated areas are to be verified by the Collector. Has this been done.?
3. How many heritage bye laws have been prepared by the Commissioner? Has INTACH or any such notified body been used for the purpose? Has public consultation been done for the purpose? The concerned Development Authority/CTCP should also be consulted in such exercises.

FUTURE OF GOVERNANCE

-Y.H. Harari, in his "Homo Deus: A Brief History of Tomorrow"(2015), followed by "21 Lessons for the 21st Century"(2018), -Niti Aayog has brought out a discussion paper "National Strategy for Artificial Intelligence #AIFORALL" in June 2018 -While there is talk in GoUP of using block technology in areas like land records, the real challenge for UP in governance is the first stage of data collection and entry (in NJDG, CCTNS, BHULEKH, AADHAAR etc), in defining the ownership of data, and in ensuring its security. . The convergence of these data sets would then offer an opportunity to avail of the benefits of technology, with all its attendant risks. The foundations of the future have, however, to be first built on small building blocks of data

Strengthening Public Institutions for Better Governance

Vidya Nand Garg

Public Institutions in India are the foundations of Indian state and are complex organizations with their internal culture, financial position, human resources and ways of working. Public Institutions are federal as well as state-level. The health of Public Institutions is of paramount importance for Good Governance. It is there-fore important to observe and analyze the present state of in our public institutions and suggest ways for strengthening them.

All over India there are fifteen significant public institutions. The three premier ones are the presidency the parliament and the Supreme Court. The other institutions are the reserve bank of India the planning commission the CVC, CAG and the CBI. There are also three implementing institutions namely, the civil services, election commission and local bodies there are also the security the agencies

A few questions arise about our public institutions:-

Are our public institutions on the path of deterioration, or on the path of regeneration? How has their performance varied over years?

Do our public institutions have the capacity to respond to the new developmental challenges posed by technology, urbanization, growing aspirations of youth and climate change? Are they designed to meet these changes?

What are the ways in which public institutions in India can be improved and rejuvenated?

Let us take the case of judiciary. Our courts have a backlog of more than 31 million cases, and about 10 percent of all cases have been

pending for a decade or more. In Ease of Doing Business (2016), India ranks 130 at out 189 Countries. The level of corruption in public institutions of India is quite high. About 69 percent of Indians have paid bribes to avail public services, the highest in the Asia Pacific region, according to the 9th Edition of the Global Corruption Barometer released by Transparency international in December 2017

In providing public services like education, health, water, sanitation and electricity, the record of public institutions is either modest or dismal.
While rise of civil society organizations has helped to improve the performance of public institutions (as in the case of social audits by community organizations), the growth of PIL (Public Interest Litigation) has also consumed more and more time of the apex court, leaving less time for deciding important constitutional questions.

Fiscal decentralization to local bodies has occurred in a very limited way. As a result, panchayats and urban local bodies suffer from financial constraints, affecting their performance adversely.
Incentive structure for better performance in public institutions is also an important factor to be examined and discussed.

A large member of sanctioned posts remain vacant for a long time, both at the level of Central Government and the State Government. In 2014, union government in 56 ministries and departments had 7, 29,000 vacancies.
        Similarly at state level, a very large numbers of vacancies of teachers, police personnel and other levels continue to be vacant for many years. There is also an apparent reduction in the quality of entrants to various public services including the IAS.
Posts in Regulatory bodies in many cases have become plum post –retirement positions for bureaucrats and judges. These posts have

become plum post –retirement positions for bureaucrats and judges. These posts have become opportunities for political patronage and get filled up by people who are less professional and more political. There is a need to fill these posts through an independent body like Union Public Services Commission.

The working of CAG, to a large extent, depends on the Parliament. If Public Accounts Committee or Parliament chooses to ignore reports from the CAG, the latter is in no position to do anything. CVC has to rely on agencies like CBI to take cases for inquiry forward. However CBI can be manipulated by political executive in a big way. In recent years, this has eroded the credibility of this once prestigious institution to a large extent. Creating a new institution of Lokpal may not improve the functioning of CBI. It is debatable whether creation of a new institution can address the institutional weakness of an existing institution.

It is not only the legal and constitutional foundations of a public institution that are important. It is also the leadership of persons in a public institution that determines to a large extent, the performance of a public institution. As an example, T.N. Seshan in the 1990s controlled and improved the performance of Election Commission of India through the rigid enforcement of the Mode Code of Conduct.

Decision-making powers in the Government of India and in the state governments are highly centralized. All powers except those of the Cabinet are vested in the ministers. This results in ignoring the dissenting opinions within the government and also the suggestions and ideas from outside the government. This concentration of power in the ministers makes the coordination between the different ministries of Government difficult and complicated.

A large number of centrally sponsored schemes are designed and funded by Government of India in states. These schemes have resulted in creation of a numbers of parallel and overlapping structures at state, district and panchayat levels.

RTI Act has led to an increased transparency in the working of public institutions. However, there have been limitations in the government's capacity to respond to the demands imposed by the RTI Act. Also the deliberations of the Public Account Committee (PAC) take place in private, and media or ordinary citizens are not allowed to witness these proceedings. These observations also apply to all parliamentary committees. These are parliament's shortcomings with regards to transparency.

There is a similar lack of transparency in regard to judicial appointments through collegiums system.
Accountability in government is not linked to outcome-based measures. Current accountability mechanisms are based on inputs, processes and procedures. Centralization of powers is also an obstacle in fixing accountability of different levels.

Disruptive transfers of senior officers on political grounds, arbitrary downgrading of posts to demote certain officers and rewarding pliant officers with post-retirement employment are some the ways in which politicians manipulate the working of core public institutions like civil services, RBI and CBI.

Indian public institutions are trying to make a transition to 'new order' institutions in the following ways:

> From Discretion to Accountability
> From Secrecy to Information and transparency
> From Low capacity to High Capacity
> From Centralization to Decentralization
> From Upward to downward Accountability

But the ways followed and pace of transition differs depending on the public institution taken up for analysis. At present, all the core public institutions in India are in need of an overhaul. There are bright spots like U.P.S.C., Election Commission of India and RBI. But in respect of the remaining institutions, policy makers need to take innovative policy initiatives. It needs political consensus to make such changes in public institutions. It will also need support from civil society as well as from the progressive elements in civil services.

The areas that need to be strengthened are-:
1. Control of corruption.
2. Vacancy, shortage and understaffing of personnel.
3. Low capacity in the health and education sector.
4. Centralization of power. Specifically, all powers are vested at the ministerial level, the others are using delegated authorities. Honest people are using powers delegated in the "drier" areas.
5. There is less transparency, though it has improved due to RTI Act and social audit.
6. Accountability mechanisms are poor
7. Problem of coordination of various departments - vertical as well as horizontal.
8. There is high level of political interference, and in some instances, heads of departments are threatened.
9. There are quality issues in recruitment.

Douglas North, 1993 Nobel Memorial Prize winner in Economics, believed that institutions have to change for economic development. For this we have to look into the incentive structures for different institutions He then quoted the writers K.P. Krishnan and Somanathan's work in Rethinking Public Institutions in India

in which they had related incentive structures for civil services in India, as-:

Incentive Structure for Civil Services in India

Acquiring/retaining professional competence	Low risk/Low reward
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[K.P. Krishnan and T.V. Samanthan on Rethinking Public Institutions in India.]

In the society, there are people who want to take high risk but do not know where to do so. Changing incentive structures is an area where risks taken are worthwhile.

2. **Pockets of Efficiency**

There are public institutions like the UPSC and Election Commission that are reliable. Their good work could be enlarged. Other institutions could look up to them as a role model.

3. **Political Consensus**

Selection of institutional leadership is important and political consensus is a must to change political institutions. Creation of new institutions is not an alternative to ailing public institutions. The solution lies in strengthening the already existing ones.

Rehabilitation of Public Institutions in India

Dr. Padma Iyer

Abstract

The article is an opinion of how sick public institutions of India can be rehabilitated. It starts with the mention of the kaleidoscopic changes witnessed in the political, business, technological and social scenario, which have not affected public institutions. It then goes on to talk about the weaknesses of public institutions, which are namely, capacity gaps. poor recruitment processes, conflicting personal and institutional goals, ambiguous promotional policies, abuse of administrative discretion, lack of competitive zeal amongst employees, lack of flexibility, leadership crises and lack of coping with transition. Rehabilitative measures include institutional reform, recruiting competent people, e-governance, people's participation, training, constant inspiration, promotion on the basis of merit and SWOT Analysis of each sick public institution. The article ends on an optimistic note that the rehabilitation measures will certainly turn the tables of public institutions in India.

Introduction

Commencing from 1991, India is witnessing kaleidoscopic changes in its political, business, technological and social scenario. Economic liberalization helped Indian markets to be thrown open to the world, licensing was removed and enterprises owned by the Government, that had a bleak future, were privatized. City and village governments were decentralized and the 73rd and 74th Amendments of the constitution empowered

Local Self Governments. Digital technology transformed the social lives of people and even the poorest of the poor now have access to the mobile and internet. Amid the winds of change sweeping across the country, some institutions, mostly at the State and district levels, stand stubbornly apathetic and resistant. The buildings of these institutions are badly maintained and the people in them are also peculiarly languishing into obsolescence, unaffected by the transformations around them. These buildings are public institutions of India and those working in them are public servants, who are supposed to help people in India to be empowered with the vital knowledge to be effective as democratic citizens of the nation citizens. These public institutions are thus created as a media through which states secure legitimacy and put to execution their activities of governance and development as stable and legitimate governance structures which are fundamental prerequisites for achieving growth and equity. But this is not happening because of the low performance of a majority of them. Most of the officials and employees working in them do their work in a lacklustre manner, fearing the consequences of their decisions. However, unfortunately, it is a bitter truth that unless a person is sufficiently empowered he/she will not be able to empower others. The paper is an endeavour to analyze some of the reasons for the low functioning of these public institutions and arrive at some ways by which these institutions can be made more efficient and effective..

Capacity Gaps

As argued by Vaisnav, Mehta and Kapur, (2017)   "The Indian State is one of the smallest among major nations, on a per capita basis. While India's population increased from846 million to i. 2

billion between 1991-2011, total public sector employment actually decreased from 19.1 to 17.9 million. Over the period, the absolute size of the elite Indian Administrative Service (IAS) dropped by 10% by 2010, the total strength of IAS and IPS was less than 11000, while there vacancy rate was 28%. In foreign affairs, the strength of the Indian diplomatic corps is less than Sweden. Indian judicial system presently has a backlog of 31 million cases. Government estimate suggests that 10% of the cases are pending for a decade or more. The Army is also facing shortage of officers"

Poor recruitment process

Though there is a stringent procedure for recruitment in the Army and in the Indian Administrative and Police Services, the lower workforce is usually not recruited on the basis of their capability and competence but on other factors, like ability to pay bribe. Connection with influential people or ability to be abetted by corrupt senior officers and politicians are unethical practices. Thus there is a talent crunch in public institutions. Able candidates are mostly not recruited as employees in public institutions.

Personal goals conflicting with institutional goals

Corrupt officials in public institutions, pursue their personal goals instead of working for the welfare of the public. Commissions are sought by officials in the formulation of a project report, registration of the business and for helping finance business projects. Thus public institutions have bad reputation as people suffer in their hands. In general, bad reputation of the institution only lead to people not availing their services and thus the veryperformance of the Government is questioned not only in India but at the global level. World Bank's latest 'Doing

Business Report', (DBR) shows that India ranks 77th of the 190 countries in the overall ease of doing business. However, it is only 169th in enforcing contracts and 108th in resolving insolvency. The low profile is obviously due to the fact that financial institutions are incapable of speedy and honest disbursement.

Promotional policies are very ambiguous

In order that personnel are well motivated to perform optimally, it is required that they are rewarded, especially through promotions. However, in most public institutions, good performance is not a criterion for promotion but the ability of a person to involve himself/herself in unethical practices. This demoralizes good performers, who either also stop performing, go to the court to seek justice or move to the private sector. Court cases also put severe financial burdens on public institutions

Abuse of administrative discretion

Administrative discretion refers to the flexible exercising of judgment and decision making. It is necessary, as a public officer to have the freedom to make a choice among potential course of action. However, in public institutions, corrupt officers abuse their administrative discretion by punishing honest employees by transferring them, writing their confidential reports incorrectly and even reprimanding them before other workers, thus weakening the employees' urge to perform well.

Lack of competitive zeal

Unlike private organizations/institutions, public institutions

lack competitive zeal. Risk taking is almost not there at all, as officials and employees are assured of a secure job and salary. This however leads to almost no innovativeness amongst them. Even their routine job is completed with difficulty and thus most officials and employees are fading into obsolescence, torn between frustration, lack of responsibility and monotony in their work. Thus they continue to exist in these institutions, with almost no productivity, till they retire.

Lack of flexibility

Public institutions do not have the autonomy of structure and functioning. This limits their ability to change with their speedily changing environment. Many public institutions that are regulatory and adjudicatory in nature are confronted with problems that are new to them. Their internal personnel are not adept enough to tackle them and they are neither able to recruit specialists nor seek their help. The problem therefore lives and grows to gigantic proportions

Leadership crises

Good leaders can build institutions through their management skills. They can inspire ordinary people to do extraordinary jobs that would help the institution to grow from strength to strength. Lack of good leadership is also one of the reasons for the poor performance of public institutions. Another aspect relating to leaders of these institutions is that they stay in them only for a short duration, after which they are transferred. The leader who takes over might have a set way of working, which may be contrary to the work pattern of the previous leader. Even though there could be

rules and code of conduct for a particular institution, yet the strategy of attaining the objective of the institution may vary amongst leaders. This may confuse the employees, who are used to a set working pattern.

Coping with transition

The rapidly changing environment brings obsolescence in the technology and work pattern of the employees, which in turn makes them redundant. In private sector such workers are either retrained or removed. But this is not possible in public institutions and those who are incapable to perform just do not do anything but continue to earn their salaries.

Rehabilitative Remedies

There are several key factors that may lead to the improvement of public institutions and may strengthen governance. The following paragraphs deal with these details:-

Institutional reform

As opined by Kapur, Mehta and Vaishnav," For effective institutions to emerge, there will have to be political consensus around what it takes to build such a state...As India's challenge mounts, the need for institutional reform is vital, if the country is to build and sustain an Indian state for the 21st century. It is not a matter of choice but of survival." The institutional reform may perhaps include the following aspects-
1. **Vetting**- examining the personal background of candidates and officials either during restructuring or recruitment, so as to

eliminate and remove those who are abusive and corrupt.

2. **Structural reform**- restructuring institutions to promote integrity and legitimacy by providing accountability, building independence, ensuring representation and increasing responsiveness

3. **Oversight**- providing publicly visible oversight bodies, within state institutions to ensure accountability to civilians governance.

4. **Transforming legal frameworks** - reforming or creating new legal frameworks, such as adopting constitutional amendments or international human rights treaties to ensure protection and promotion of human rights.

5. **Education** - training programs for public officials and employees on applicable human rights and international humanitarian law standards.

After the institutional reform other remedial measures may be adopted, which are briefly described in the next paragraphs.

Search for younger and competent people

It is human capital that delivers quality services. Therefore it is essential that competent officials and employees are recruited for efficient and effective performance.

E-governance

'Electronic governance or e- governance is the application of information and communication technology (ICT),for delivering government services between government to citizen, government to business, government to government, government to employees as well as back office processes and interactions within the entire government framework' (Wikipedia). Through

e governance, government services are made available to citizens in a convenient, efficient and transparent manner. By launching Digital India, the Government has paved a way for e-governance. Nevertheless much is required to implement the policy with avidity and zest.

People's participation

Studies in the health sector, in Columbia, by Mosquera and Zapata in2001 and in the education sector, in the United States of America, by Anderson, found that people's participation actually reformed public institutions concerned with these sectors. In India, the election process is successful because almost all the people participate in it. It is necessary that people should be aware of the various public institutions and their objectives towards the people. It is therefore required that they are advocated and advertised in the media.

Public private partnerships

Public -private- partnership is a cooperative arrangement between two or more public and private sectors of a long term nature. It can be used in infrastructure building like building schools, colleges, hospitals, implementation of Digital India and many other infrastructure developments. Involving private bodies would reduce the rigid nature of the public institutions and help them to obtain expertise from the best people in the sector which is to be developed.

Training for all to cope with transition

The speedily transforming panorama of the world is accelerative.ie change would be faster and faster in the years to come. Public institutions should be ready for these "Future Shocks" and keep abreast with the times. This would entail continuous training of all personnel, including the leaders. For this reason, the legislature members must be trained to start, followed by heads of all other public institutions. Employees of public institutions can be trained to be innovative, take a little risk and be innovative. They can be trained in Intrapreneurship. A time has come that managers have to become intrapreneurs. Intrapreneurs are those who earn a salary but take risk and responsibility and innovate like entrepreneurs.

Constant inspiration

It is also essential to provide constant inspiration to officials and employees, so that they can work without the fear of being unnecessarily bullied and take interest and pride in what they are doing. To help them to be more innovative, brainstorming sessions could be conducted and innovative employees could be praised.

Promotion by merit and award for best practices

Obviously, nothing would work without rewards and incentives. In order to improve public institutions it is vital that the best employees are promoted fast. Besides, public institutions showing great innovation in public services could be awarded for best practices.

SWOT analysis of some very low performing public institutions

Each institution is typical in itself and therefore it is not possible to take the general picture of them and use remedial methods without studying their uniqueness. It is therefore pertinent to conduct a strength, weakness, opportunity and weakness analysis of some very low performing institutions and then arrive at remedial measures.

Conclusion

Success of a public institution would obviously require reforms with the changing times. It would also need a constant search for the best people who would desire to contribute substantially for the welfare of the people. Only when able young people of all walks of life, with enthusiasm and will to serve the public are identified and recruited, can it be assured that efforts would bring success. The future of public institutions would be therefore be nurtured by tremendous practical enthusiasm. It would be strengthened by credible research and capacity building programmes and vitalized by apt promotions. People in public institutions would thus breathe the air of positivity, innovate and contribute for the cause of the state in particular and for the country in general.

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Proceedings of the Workshop on "Strengthening Public Institutions for Better Governance"

The proceedings of the workshop are as follows-:

The Honorary Secretary, Sri Vidya Nand Garg welcomed Sri R. Ramani, Chairman of IIPA, U.P., Sri Ravindra Singh, Former Secretary, Culture Government of India, Sri R.C. Tripathi, esteemed member of IIPA, U.P., and Former Secretary General, Rajya Sabha, Sri Nand Lal Bharati, Head of Department of Public Administration, Lucknow University and other distinguished members and invited guests. The Honorary Secretary then invited Sri R. Ramani to give his opening remarks.

Sri R. Ramani
Sri Ramani remarked that that it was heartening to see a large group of people at the Workshop. The Chairman then said that he would build a framework so that discussion could be channelized in the right direction. He said that discussion should focus on the questions " Why should there be better governance and why not good governance. Has India achieved good governance that we can think of better governance? However, for good governance, each institution should have a mission statement and what citizens expect from them. Though a citizen's charter is framed, services are not provided according to it. He defined governance as a condition in which "every citizen should get his reward or punishment without undue harassment or delay." Better governance is slightly higher than that. However, in India, there is too much of harassment and delay in the delivery of services and citizens tend to give up pursuing.

There are also loopholes in the system like inefficiency,

, lethargy and incompetence. These loopholes however exist even in the best systems and can be cured with administrative reforms, training and technical interventions. In other words, they can be taken care of through good administrative set up, proper political climate and good socio-economic conditions.

These remedies in India, are however, time and space specific, they should be spread all over the nation at all points of time. This is not possible as vested interests prevail inside the State and outside it also. There is also a nexus between bureaucracy business, criminality and politics. How do we overcome all these it is a question to be answered? He gave an example by saying that from 1945-1955, rules were followed religiously. From 1965-1975, rules were bent to suit ones purpose. However, from 1975 onwards, rules were made only to be broken. His pertinent question to the House was how to break vested interests and improve the system.

Sri Vidya Nand Garg

The Honorary Secretary elaborated the scope and objectives of the Workshop. He believed that public institutions are those that have some kind of institutionalization set in them. The objectives of the Workshop are as follows-:
The areas within public institutions need to be strengthened.
How to strengthen them?
He was of the opinion that all over India, there were about 15 significant public institutions. The 3 premier public institutions according to him were the Presidency, Parliament and the Supreme Court
The other institutions were the Reserve Bank of India, The Planning Commission, the CVC, CAG and the CBI.

There are three main implementing institutions namely, the Civil Services, Election Commission and Local Bodies. Then there were the security agencies.

Areas that need to be strengthened are-:
1. Control of corruption.
2. Vacancy, shortage and understaffing of personnel.
3. Low capacity in the health and education sector.
4. Centralization of power. Specifically, all powers are vested at the ministerial level, the others are using delegated authorities. Honest people are using powers delegated in the "drier" areas.
5. There is less transparency, though it has improved due to RTI Act and social audit.
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[K.P. Krishnan and T.V. Samanthan in Rethinking Public Institutions in India.]

In our society, there are people who want to take high risk but do not know where to do so. Changing incentive structures is an area where risks taken are worthwhile.

2. **Pockets of Efficiency**
There are public institutions like the UPSC and Election Commission that are reliable. Their good work could be enlarged. Other institutions could look up to them as a role model.

3. Political Consensus

Selection of institutional leadership is important and political consensus is a must to change political institutions. Creation of new institutions is not an alternative to ailing public institutions. The solution lies in strengthening the already existing ones.

Sri Ravindra Singh

The topic of his presentation was "Governance and Sustainable Development Goals, Uttar Pradesh, 2019-2030"
Shri Singh defined governance as "the traditions and institutions by which authority in a country is exercised" According to him this included
1. The process by which governments are elected, monitored and replaced
2. The capacity of the government to effectively formulate and implement sound policies and
3. Respect of citizens and State for the institutions that govern economic and social interactions among them.

He further added that U.P. is ranked lowest among all states in India by both NCAER and NITI AAYOG in 2018

Legislature-: The legislators are of mofussil mind and for them sensitization is needed
Historically, corruption was given an opportunity after liberalization of 1991. The problems are
1. Too little governance
2. Inability to implement laws.
3. Human capital falls in quality and quantity. They are recruited on the bases of caste, religion and regional identity rather than

competence.

There is no annual report in different departments in the state. Legislators have to be educated from time to time.

Judiciary -: In Uttar Pradesh 3390982 cases are pending, as on July, 2018. Against it had a strength of 2461 judiciary officers and there were 535 vacancies. Besides, 4 district judges' posts were vacant. As against 83 registrar and joint registrars' posts only 9 were filled. A large number of posts were to be filled at the lower levels. Moreover, there were 759 non-functional sanctioned courts as against 2461, owing to funds not being disbursed and lack of infrastructure facilities. According to Niti Aayog there should be 33.76 courts for a population of 10 lakhs and in U.P. the ratio is only 9.7

In Karnataka every Block has a court whereas in U.P., only 90 Tehsils have courts and they work from the headquarters though land is available in the Tehsils for building construction.

Annual diversity statistics show less women, SC and OBC approach these courts.

Though petty cases are settled at the local levels they are not struck off in the records.

There is also the problem to serve summons

For all policy matters the advocate general should be consulted.

These problems could be taken care of to some extent if more e-courts could be set up. Court fees, especially corporate fees should be enhanced.

Prisons-: The total capacity of the prison system in U.P. is 59058 as against which the convicted inmates were 28130 and undertrials inmates were 74450, totaling 102580. The proportion of people held on trial without being sentenced for a crime was 72%. The

percentile of undertrials in India was 67.2% which was more than twice the global figure of 31%.

Crime-:   The NCRB data show that U.P. accounted for 9.5% of total crime reported in the country. U.P's crime rate is comparatively lower to other parts of country. Amongst 32 States and Union Territories U.P. is ranked 9th in "Status of Policing in India Report, 2018". Yet it is lowest in police diversity, police infrastructure and prison data index. Niti Aayog in its SDG India index of 2018 has assigned a national target value for 2030of 1.2 reported murders per lakh of population. Currently, there 2.2 reported murders per lakh of population in U.P. and 2.4 in the country.

Police-: Recruitment in the police department is a problem. There is overcrowding of police officers. Other problems in the police department include the following-:
Lack of modernization
Lack of training
Case and Criminal Track Network is not up to the mark.

Traffic etc.-: The following were pertinent
Transport and safety fund
Parking spaces
Compulsory CCTV cameras
Capacity building of personnel

Panchayati Raj-: As per the National Panchayat Devolution Index, U.P. ranks 11th out of the 21 States in the country, because of periodic elections through the State Election Commission. However, as U.P. has taken no major steps in the recent past, its

rank has come down to 15.

The Devolution Report prepared by Tata Institute of Social Sciences Mumbai shows U.P. as the worst performing State in the proportion of availability of functionaries amongst 32 States and Union Territories at the Gram Panchayat level.

There are 16420 sanctioned posts of Panchayati Secretaries of which 8285 are filled up and 8135 vacant.

The issues could be resolved in the following ways-:

Merger of ZP and DRDA

The first focus should be on functionaries and subsequently devolution of powers.

Capacity building should be done intensively.

ICT-: There should be a department of e-Governance which focuses on delivery of public services through e-governance.

Revenue Courts-: 1079487 cases were pending in various revenue courts in August 2018, of which nearly 25% were three years old.

A separate cadre of judicial officers in the revenue stream is under consideration.

e-Courts /integration with CCTNS/Laptops/Bar-coding is necessary.

Land Records-: Digital India Land Records Management Program received 28.03 million applications from April to December 2017, under the Janhit Guarantee Act, against which 27.18 million were disposed off.

As per the Performance Budget, only 1 post of ALRO is filled. 1371 revenue Inspectors and 1932 Lekhpals are to be recruited. At the gazetted officer level, 1308 posts are vacant.

Chakbandi-: It is necessary to merge the Chakbandi Act into the Revenue Code and its processes and records are to be digitalized and the proceedings merged into revenue court monitoring system.

Collector and DM-: Collector is facilitating interaction between civil society and the state government and in maintaining law and order. The collector's role as overall in charge of law and order and internal security in the district and in police matters should continue.

Appointment of related Boards-: Necessary to hold Common and combined examination for all groups, clerical and separately for engineering posts. experts should be hired as members of the recruiting boards.

Historic cities-: The competent authority is notified by the Central Government to prepare heritage byelaws for each Centrally Protected Monument and protected area. A map has to be prepared in U.P. defining the boundaries of the prohibited and regulated areas. The concerned Development Authority should also be consulted in such exercises.

Future of Governance-: The task of data collection and entry, in defining ownership of data, ensuring security are the greatest challenges of U.P.'s governance. The data once collected would offer an opportunity to the citizens to avail of the benefits of technology. Transformation of the future, however, is to be built on small building blocks of data.

<u>**Open Session1**</u>
After Shri Ravindra Singh's presentation, there was an open

session, in which ethics in governance was discussed. It was believed that ethics in governance would bring down corruption, there by strengthening public institutions. It was generally agreed that a value system has to be evolved to reduce corruption.

Shri R.C. Tripathi

Governance is the most important concern before us. There are many definitions; World Bank definition is quoted here since it has a global respectability.

"Good governance is epitomized by predictable, open and enlightened policy, making a bureaucracy imbued with professional ethos acting in furtherance of public good, rule of law, transparent processes and a strong civil society participating in public affairs". Poor governance, on the other hand, is characterized by arbitrary policy, making, unacceptable bureaucracies, unenforced or unjust legal systems, the abuse of executive power, a civil society unengaged in public life and wide spread corruption." (World Bank in Governance: The World Bank's Experience)

There are parameters delineated now for good and bad governance. We may examine where our country, government(s) and civil society exist in this scale of governance.

We have a democratic form of government duly elected in states and at the centre according to the Constitution of India. Indian elections are free and fair exercises. Parliament and state legislatures are the highest bodies of the country and state. They are the cynosure and inspiration to the countrymen and youth in particular. This casts heavy responsibility on the parliamentarians and legislators. Are the legislators and parliamentarians discharging their roles and functions as expected? What is the

the conduct and behavior of the members of these bodies? Average sittings per year have declined over the decades in state legislature as also the two houses of the parliament. It is true that there are Committees where legislators and parliamentarians work. But Committees do not and cannot replace Houses. There has been decline in hours of work as also the quality of debates and language used. Telecasting has put members in mutual competition to hog the TV screen for any reason. In 1989, the then Speaker of Lok Sabha had to suspend sixty-three MPs from the House on submission of the Thakkar Commission Report inquiring into the assassination of Smt. Indira Gandhi. Smt Sumitra Mahajan, present Speaker, Lok Sabha had to suspend forty-five members of Lok Sabha, in two consecutive days, for unruly conduct, to bring order in the House! Similar instances are available in many instances.

It appears strange that most of our legislators and parliamentarians have failed to imbibe over decades, the spirit of debate, dialogue and dissent. The debates in the Houses are kind of recorded versions of 'electoral canvassing spread over five-year period, a much longer 'canvassing period' than permitted by the Election Commission. The matters that belong to the House need not be paraded on streets. There are ways the opposition can exhaustively expose the government with facts and figures rather one shouting down the lungs of other.

Max Weber stated that the state has 'monopoly' of power and its use. The state guarantees general safety of life, living and property. It has Law and its instruments like bureaucracy, police, judiciary, courts and prosecutors and also agencies for education and public health, knowledge creation and extension ensuring all-round growth and prosperity. The land, air, water, sun and sun-shine forests, flora and fauna were created free and in adequate

measure to support life and species. The human greed and capacity to hoard has given the world a situation of want and luxury, competition and strife. The task before governments and institution has now to restore balance and normalcy or else, nature's fury will eliminate species and also humans.

The higher courts are supposed to deal with civil and criminal cases. However, this is not being made possible due to Public Interest Litigation cases.

Criminal cases take very long and criminals are punished after many years.

There is a nexus between politicians and criminals. The annexure of the N.N. Vohra report are lost.

All these boil down to the fact that education is faulty in India. Members of public institutions come from the society at large and the society is not being educated on the right value system.

Open House 2

The vote of thanks was proposed by Dr. Padma Iyer. The Workshop concluded with an optimistic mood that the future can be bright for public institutions of India.

List of Participants

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4.	Sri Ravindra Singh	H.N. A 3 Better Palace, Officer Colony, Lucknow
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6.	Sri A.C. Bagchi,	C-1053/54, Mahanagar, Lucknow
7.	Sri Vidya Nand Garg	Flat No. 1102, Block "W" Shipra Apartment, Gomti Nagar Extension, Sector-4, Lucknow-
8.	Dr. Padma Iyer	B-353, Indira Nagar, Lucknow - 226016
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10.	Sri V.C. Agrawal	A-1006, Indira Nagar Lucknow
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16.	Dr. Manzoor Ali	GIDS, Lucknow
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18.	Sri S.P. Mishra	E-1996/4, RJPM
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Environmental Friendly Sustainable Urban Development

Proceedings and Recommendations of High Level Joint Workshop organized by IIPA (UP) and SHERPA on 2.6.2018 on the subject "Environmental Friendly, Sustainable Urban Development

(A)   Proceedings

A high level one day Workshop on the subject "Environmental Friendly, Sustainable Urban Development" was organized at Lucknow on 2nd June, 2018. To this important interaction we had invited planners environmentalists administrators, economists, media persons and members of IIPA and SHERPA. Eighteen persons participated. List of the participants is given in Annexure I.

The Workshop was chaired by Shri R. Ramani IAS (R), Chairman IIPA, U.P. and former Chief Secretary, Govt. of Uttar Pradesh. The theme of the Workshop was introduced by Shri T.N. Dhar IAS (R) Hony Secy of the Branch who welcomed the participants.

1.   **Shri T.N. Dhar:** Ladies and Gentlemen. I am very happy to welcome you all to this workshop the topic of which is very important. I would first like to thank our chairman, Shri R. Ramani, for having agreed to inaugurate the Workshop and preside over its proceedings. We have prepared a document on the theme of Workshop which has been made available to the participants.

The subject of the Workshop broadly covers the issues of speedy and environment - friendly development of urban areas in the country in accordance with the combined aims of higher growth and sustainability. With the implementation of successive Five Year Plans the Central and State Governments have been

striving to increase the growth rate. The Twelfth Plan target was pegged at 12.5% but that remains a goal yet to be achieved. The contribution of Primary Sector of the country's economy has been about 30% to its GDP but it provides livelihood to over 70% of people. The contribution of Secondary Sector still hovers around 22-23%. It is the Services Sector that still contributes nearly 48-50% to the states' income. The clear need is to diversify the Primary Sectors and this is where urban development assumes importance.The urban population is increasing at a very fast rate U.P. (27%) and in India (33%) are comparatively less urbanized but this scenario is changing. Developed countries in the world have very high rate of urbanization: America: 80%, Europe, 70%, South Africa, 65% and the rest of Africa less than 30%. We need to recognize that cities and towns are engines of growth. Urbanization has given rise to tremendous pressures on existing infrastructure and delivery systems. It has resulted into greening loss, increases in CO_2 and other poisonous gases in the atmosphere, causing serious air pollution, water pollution and even noise pollution. The Govt. of India launched various flagship schemes to change the face of urban India. Some of these were (1) Atal Mission for Rejuvenation and Urban Transformation (AMRUT) (2) Swachh Bharat Mission (SBM) (3) Heritage City Development and Augmentation Yojna (HRIDAY), (4) Jawahar Lal Nehru, National Urban Renewal Mission (JNNURM) and (5) Smart Cities Mission. These Missions are directed towards innovative interventions, and private sector participation in financing urban development.

2. **Sri R. Ramani (Chairman)**:- Ladies and Gentlemen, I, once again, heartily welcome you all to this very timely Workshop on the topic of great importance. The name itself suggests need of sustainable development of cities. Cities will develop as the world over urbanization is increasing at a very fast rate. Rural development is of course a bigger issue. The trends of urbanization in India as well as in U.P. are increasing as the rural population migrates to cities and towns in search of income and employment opportunities, health and educational facilities and social security. These trends are enhancing pressures on urban infrastructure. In order to meet the increasing need of infrastructure and augmenting delivery systems huge funds and organizational resources are required. Urban Local Bodies (ULBs) have been and still are short of funds, technical resources and trained manpower.

For sustainability of ULBs **Democratic Sustainability** is a must. Elected bodies are, many a time, superseded. The 74th Constitutional Amendment has not been implemented in letter and spirit. Responsibilities have been assigned to local bodies but transfer of funds and functionaries has not been made in the required measure. Financial and administrative powers have also not been adequately decentralized. The Central as well as State Finance Commissions have been recommending more of state funds for infrastructure building in urban areas but their availability has been inadequate. Assessment andcollection of house tax is faulty and full of various loopholes which causes loss of resources. In this context it is necessary to infuse proper and effective **Financial Sustainability** and Fiscal Discipline in the system. Lastly, what is urgently needed is **Technological Sustainability** to ensure long life and smooth working of infrastructure like roads, bridges, overhead bridges, under passes, water, sanitation, sewage disposal systems, etc. This implies need

need of the adoption of latest available technologies, adopting of construction norms and standards and post construction proper maintenance.

3.   **Dr. Y.S.Bhadauria**:- Both urban and rural development are required in complementary modes. Without rural development sustainable development of urban areas is not possible. There is continued migration of people from rural areas to urban centres. This trend enhances urban problems. It causes overcrowding, congestion, traffic jams and creation of unauthorized colonies and slums. Governments should provide facilities in rural areas especially in sectors like roads, communication, transport, health, education and job opportunities in order to put a check to influx of population to cities and towns. People should be provided with enough work opportunities at their living places itself so that they are not compelled to go to cities and towns daily in search of jobs for wages or settle there in slums.

4.   **Shri Shishir Jindal**:- The problem of making available safe drinking water in urban areas is getting worse day by day. The water demand is met by ULBs and other agencies partly by tapping ground water and partly by river water after cleaning and chlorination. Besides, private tubewells and pump sets also tap ground water. The result is that underground water tables, in many areas, are dangerously receding. A water extraction law has been enacted and a regulatory body set up but water extraction regulation has not yet become effective. Groundwater recharge

improvement measures through water harvesting and other means need to be incentivized and popularized. Roof water harvesting should be encouraged. Governments are giving subsidy on adoption of rain water harvesting. Similarly use of solar power should be increased by setting up solar power plants on the roofs of big buildings. Open spaces with greeneries, parks and green belts should be strictly protected from encroachments.

5. **Dr. Padma Iyer:-** Parks in cities and towns are not properly managed. City parks and green spaces should be given to private sector industrial houses for management on PP basis. These should be protected from encroachments. Drinking water provided to people should be safe and potable. The quality of water in many cities supplied to people is much below the required standards and norms. It should be properly treated. Sources of drinking water should be made secure, sustainable and well protected. Wastes should be properly segregated and recycled after treatment.

6. **Dr. L.M, Joshi:-** Conservation of natural resources is very important. Efficient use of water (both surface and ground water) and conservation of rain water should be promoted. Sun light which has immense potential in Uttar Pradesh for generation of solar power in the wake of energy shortage in the State must be utilized for pumping water. Recycling of garbage can generate wealth from waste.

7. **Shri Akhilesh Rai:-** Urban development should aim at making quality of life better in cities and towns. There is increasing pressure on urban infrastructure and delivery systems. It would be desirable to look towards industrializing and commercializing urban centers in eco-friendly ways. In India, Chandigarh, Mohali, Panchkula,

NOIDA have been developed as sub-city centers to divert urban population from heavily populated areas. Small districts should be identified and developed to reduce pressure of population of big cities. New satellite towns must conform to eco-friendly and sustainability norms.

8. **Shri B.B. Jindal:-** Collection and proper disposal of waste in cities should be given top priority. Proper segregation of wastes is necessary so that these can be recycled and used for generation of electricity, making of compost and for other functional uses. People should be properly motivated to take their waste to collection points instead of throwing it on roads, parks, drains and vacant parks.

9. **Shri K.N. Trivedi:-** The increase in population of cities and towns has caused tremendous pressures on infrastructure in ULBs. In urban areas there is need for provisioning for basic amenities / services which require considerable investments. Municipal finances have been and continue to remain in an unsatisfactory state. ULBs in terms of technical, financial and organizational capacities are weak. The tax non-tax revenues of ULBs are low and inelastic. Devolution of grants to ULBs are also inadequate to address the mounting challenge of creating and maintaining the infrastructural assets. User charges are low and even those levied by ULBs, have not been recovered ULBs are not able to recover even the operation and maintenance costs. Capacities of urban local bodies should be improved in terms of resources and tax and non-tax assignments. Adequate devolution of funds, functions and functionaries should

be ensured in the spirit of 74th Constitutional Amendment. The fact is that, out of 18 functions earmarked for ULBs in the 12th Schedule of the Constitution, many still remain to be transferred to these bodies.

In order to meet the growing problems of environmental pollution which gets manifested in the form of air, water and noise pollution, the environmental laws should be strictly enforced and offenders punished. In order to reduce the heavy pressure of petrol and diesel driven vehicles on roads there should be some restriction on purchase of new vehicles. Parking spaces should be ensured. Public transport systems should be efficient, hassle free and affordable to reduce congestion on roads. In this contexts City Bus Services, BRT, Metros, monorails, etc should be encouraged. For Checking water pollution drains and nullahs, carrying sewerage and other waste to rivers, should be plugged and their water should be allowed flow to rivers only after proper treatment in STPs. Drinking water sources should be protected. Encroachment in parks, green spaces and open areas should be made a punishable offence.In order to enhance the quality of urban life a Smart City Mission (SCM) has been started by Govt. of India. The goal is building of 100 smart cities all over India, In U.P. Bareilly, Jhansi, Kanpur, Moradabad, Allahabad, Lucknow, Varanasi, Ghaziabad, Agra and Rampur have been selected but the progress recorded is very slow. For successful implementation of works in the Smart City Mission the management efficiency of ULBs has to improved. The municipal staff should be properly trained in a training institution specially established to train the staff members of urban Local Bodies.

10. **Dr. Raghvendra Shukla:-** Environmental problems are increasing in cities and towns. Very recently, in the media, Kanpur was mentioned as the worst polluted city. Kanpur has lost its importance as an industrial

city. It was, during the British period, known as Manchester of India due to number of cotton textile mills like Lal Imli, etc. Both Central and States Governments should give proper attention to address environmental problems of cities.

11. <u>**Shri A.C. Bagchi**</u>:- Bye-laws and rules should be strictly adhered to in urban areas. Green spaces and parks are being encroached by musclemen and other influential people. Building laws are not being followed. Unauthorized constructions are increasing. In Mahanagar in Lucknow. In earlier times, building beyond three storey's were not allowed. Only 45% area of a plot was allowed to be constructed and rest was to be kept green with 4-5 big trees. Building construction is increasing even in those areas where it should not have been allowed. Green spaces are vanishing. Mahanagar is now a densely populated area. Incentives should be given for keeping the area green.

<u>B-Observations and Recommendations</u>

In urban areas pressure for providing basic amenities like power, transportation safe drinking water, sanitation, waste disposal, sewerage, street lights, roads, etc. is constantly increasing. It is necessary to fill the gaps between supply and demand and enhance the capacities, resources and institutional and also organizational and management strengths of ULBs. Also technological innovations must be adopted to improve cities and towns economically and socially.

1.Devolution of functions, funds and functionaries should be implemented in a true spirit of the 74th Constitutional Amendment. Functions of ULBs should not be given to other agencies/institutions to avoid coordination problems.

2.City and town planning should be modernized keeping in view a long time horizon say, two or three decades. Strengthening and modernization of urban governance combining capacity building, transparency and accountability should be emphasized. The staff of ULBs should be properly trained in specialized training organizations/institutions. ULBs should be able to achieve their credit rating to tap institutional finances also in order to get private and public institutional, investments.

3.Transport facilities in big cities are deficient. Roads are congested, frequently jammed owing to their narrowness as also haphazard and unregulated management of traffic. Fast moving rapid transport system in urban areas is an urgent need. BRT, Metro, Mono rail and Quick and Efficient City Bus Systems should be planned and executed to reduce the number of petrol/diesel driven vehicles. New private vehicles should not be allowed to be purchased if the buyer does not have space for parking at his or her residence.

4.Drains should be cleaned regularly and properly. Flooded drains many a time cover roads with filthy water making surroundings u n h e a l t h y.

5.Drinking water, that is safe and adequately supplied, is the essential responsibility of ULBs and special agencies like Jal Nigam and others. There is need to pay greater attention to management of water. Most drinking water comes through pumping from underground sources which are over drawn. It is important to regulate extraction, promote rain water harvesting and take all measures to promote recharging of underground aquifers.

6.It is imperative that all types of sewerage and harmful effluents should be treated before their outflows into rivers. Water storages should be properly guarded to avoid any contamination.

7.Waste disposal still remains a big problem. The traditional methods have been landfills and incineration. But waste to energy is now becoming a possibility. For this segregation of waste is necessary

for which people should be made aware and motivated. 8.Environmental sustainability and security should be the paramount concerns in urban planning. Environmental laws to check air pollution, water pollution and noise pollution should be strictly implemented and offenders should be punished. Environmental awareness must be created through formal and informal educational channels and all other types of mass communication like media, print, visual and sound, community participation and voluntary organizations.

9.Corruption at the cutting edge level causes a great deal of annoyance and loss to the common citizen, the week and poor. Getting ration card, an income o domicile certificate, water or power connection, approval of building construction getting driving license etc. often give rise to rent seeking, bribery and citizen harassment. At these levels reforms are required more urgently. Delivery systems should be setting convergent, efficient and open by setting one window systems, and by using information technologies.

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