



# DYNAMIC ADMINISTRATION

Indian Institute of Public Administration (U.P. Regional Branch)

**Theme : Strengthening of Ethical & Moral Values in Governance**

## Editorial Board

Sri R. Ramani

Sri K.N. Trivedi &

T. N. DHAR (Editor)

## (A) Editorial

Good governance that is people-serving, people-friendly, efficient, responsive, performing and accountable is as in qua non for speedy, equitable and inclusive economic and social development in our country and in all the states that comprise our federal polity. Reformed and citizen oriented governance that is modernized, responsive to change, transparent, human, cost-effective and result bearing is indeed the need of the hour in India and all its States, but, in addition to the above mentioned requirements, what is of still greater importance and import is the prime need of the strengthening of ethical and moral values in governance. The catch phrase of the Central Government during last two years and more has been "Minimum Government, Maximum Governance"- What does the phrase mean for the common citizen? It still remains a parable that needs to be solved and understood, specially when we are witnessing many trends of governance getting centralized and institutions as also administrative machinery in the broader sense of the word becoming weak. Governance is not merely ruling and controlling with authority. It must be visibly and effectively people-oriented and people-centric. It must empower people, institutions and democratically elected and

decentralized entities (e.g. PRIs, ULBs, etc.) It must clearly be ethics-led and accountable. Governance in its broader contexts includes a vast complex of laws and regulations, policies and plans, justice dispensing arrangements, administrative and financial mechanisms, national security, pre-and-post-facto and concurrent audit, monitoring, evaluation and efficient, corrective mechanisms. It must be open, accessible and quickly responding to citizen's problems and grievances. And, importantly, it must adopt and utilize all those modernized technologies that can help improve its quality and achieve its tangible as also result-bearing objectives. It must ensure rule of law and equality before law. It must make certain that public delivery systems are quick and congruent and their benefits reach genuine beneficiaries. All citizens must feel safe and secure, justice must be delivered quickly and affordably and the social contract implemented in real terms while citizens feel free to articulate their needs and aspirations, mediate their differences and sort these out. In sum good governance will not be achieved unless, apart from being efficient, result oriented and citizen-friendly, it is strongly embedded in ethical values and is held accountable for performance and delivery of policy

objectives and targets in a time bound manner. It is these matters that are being dealt with in this 112th issue of our quarterly newsletter which IIPA (U.P.) is regularly bringing out in co-operation with our sister NGO, SHERPA.

I would like to thank my colleague Sri K.N. Trivedi, Joint Secretary of IIPA (U.P.) and also our staff members, Sri M.R. Pant, Km. Veermati, Smt.

Madhubala Oberoi, Sri Pradeep Kumar and others whose co-operation, assistance and assiduous work has made possible the publication of this issue of our Newsletter.

T. N. Dhar  
Editor

## (B) INTERVENTIONS BY DISCUSSANTS

**Shri T.N. Dhar** It is now well recognized world over that there is a close and complementing strong connection between good governance that is ethics-led and successful growth-cum-equity and sustainable as also environment-friendly economic and social development. Let us look at some of the important and vital characteristics of good governance in democracies which India surely is. These, to list some briefly, include: (a) Effectiveness, legitimacy and representational character of political regimes, (b) Capabilities and efficiencies of administrative systems as also their accountability, (c) Strengths and integrity of public institutions and (d) Transparency in policy as also decision making, (e) Well equipped monitoring, evaluation and correction systems, (f) Use of modern technologies, (g) Quickly responding Grievance Removal Systems (h) Open, accessible and helpful citizen-government interfaces and (i) Strengthened democratic decentralization. For good governance to become a reality, that is people-friendly and people serving, it must be demonstrably seen to be informed by ethics-based functioning at all levels. The relationship between the political executive and services must be based on trust and non-partisan functioning. If India has to become a strong, just

and economically prosperous country which is ethically governed, and so also Uttar Pradesh, then it is not only growth that needs to be focused upon. Such growth must be both inclusive and equitable. It must be distinctly aimed at removal of poverty, illiteracy, diversification of the economy and induction of most modern technologies. It must address in priority modes the needs of the poor, the weak and the handicapped. Ethics led governance is the theme of this Workshop and, in that context, there are many challenges to be faced. We have to keep in mind both our strengths and weaknesses. Let us remember again that India is a polyglot country of vast and continental dimensions that is growing but not speedily nor equitably enough. Our economic growth rate had touched over an 8% mark in some recent years but it has declined since. We need quick corrections in policies and in political and administrative institutional and functional arrangements. True, we need new and modernized technologies but that by itself will not suffice. People must be ready and able to adopt and use such innovations and here is where gaps are apparent. Take the recent case of the central policy of demonetization. It may be of help in reducing corruption and make governance more open and delivering but, in a

country where more two third of its people are illiterate who cannot even read and write and much less be owning or using a computer or a smart phone, to be able to reap the benefits of IT based demonetization or transfer of other benefits that governments have planned for them, the picture become dark and disturbing.

What are the negativities we come across in the daily lives of India's people? Why is there a gathering impression that governments, both at the national and state levels, and their major instrumentality administration, have become non-performing, corrupt and distant from people? Many thinkers, academicians, high level officials (both technical and non-technical) and even politicians are of the view that political culture in the country has become adhoc, opportunistic, distrustful and, many a time, even co-ercive. As a consequence institutions like public administration have withered somewhat and politics has become both amoral and immoral. Administration, as an instrument of achieving public policy and public service objectives, is expected to be objective, capable, competent, well-trained and functionally result-oriented. Sadly, it is now seen to have become an instrument of serving political, corporate, business and sectional interests. And these factors have become serious obstacles to achieving the goals of good governance that is ethics led.

We all look forward to an India that would turn out to be a vibrant, fast growing, citizen-friendly, proud and performing democracy with much wealth and strength but which is also informed by distributive justice and equilibrium that is socially widely accepted and economically regenerative. Every citizen must be given an equal opportunity to develop, grow and self-

actualise. In this effort of great challenge political systems, public policies, good governance through performing administrative and institutional entities including well-empowered institutions of local governance and adoption of appropriate and most modern technologies are some of the key factors that matter most.

It is all such and related issues that were discussed in an important Workshop organized jointly by IIPA (U.P.) and its sister NGO, SHERPA at Lucknow on 17-12-2016. To this discussion we had with us several experts and knowledgeable people from different fields and specialties-administrators, economists, social workers, engineers, planners, media persons and our staff members. The Workshop was chaired by Shri R. Ramani, IAS (Rtd), the Chairman of IIPA (U.P.) and ex-chief Secretary of Uttar Pradesh.

Shri R. Ramani The Workshop opened with an address by Chairman R. Shri Ramani who laid emphasis on people -serving governance. Shri Ramani referred to a recent study of the World Bank on these issues. The main thrusts of that study laid emphasis on good governance and the need of public administration to be seen and felt as an instrument of public service aimed at helping all citizens, particularly those who are poor, less educated, handicapped and less well-endowed. These objectives, for being achieved, require integrity and honesty in all administrative systems. Public policies and programmes should be simple and focused on the goals of growth which have equity and sustainability as their prime objectives, easy access to people to authorities who are responsible for governance at all levels and maximization of people's participation. While governance should be action and result oriented it must also be informed by integrity and accountability. Delays and failures

must surely be punished but, at the same time, good performance must be tangibly appreciated, rewarded, recorded and communicated to those who succeed in doing so. In HRD contexts training and retraining needs must become priorities to enable the administrative machinery to respond speedily and successfully to the needs people and respond to changes in policies, plans, projects and innovations in technologies and act accordingly in responsive and responsible ways. The other needs of good governance to become a reality are regular performance appraisals, monitoring of projects and programmes, evaluation and application of quick corrections where needed.

Shri A.C. Bagchi drew attention of the Workshop to three areas of concern which obstruct good governance, namely: (A) Rise of negative and competitive politics led by claims, accusations and even abuse instead of co-operating in all these areas of concern that would address and promote the well-being of citizens, their economic progress, good education and health care, create work opportunities and, importantly, promote entrepreneurship, (B) Lack of a service attitude among those who wield power and authority and (C) Need of conservation of resources which should include recycling wherever possible.

Shri B.B. Jindal expressed concern over lack of transparency in policy making in allocation of resources and in execution of projects and programmes. These are areas, he said, which are largely informed by opacity, opportunism and motivation of catching most votes for election or re-election. What are required are open decision-making and enforcement of responsibility and accountability. Rapid technological changes are taking place which

must be absorbed and adopted to improve governance and this would require greater emphasis on education (specially technical education), skill development and promotion of entrepreneurship. Much greater emphasis needs to be laid on regular public hearings where people's problems can be addressed and grievances removed. Integrity of personnel in the chains of governance at all levels is important but so is vigilance and quick punishing of failures and instances of corruption. A good proportion of such failures can be addressed by adopting secure and tamper-proof technologies.

Shri Raghvendra Shukla underlined the need of transparency, people's effective participation, capacity building of administrative, technical and vigilance personnel and ex-ante, as well as post-facto monitoring of programmes and projects. He pointedly referred to frequent disturbing of the sessions of the Parliament, the State Legislatures and even Local Bodies where little work gets done and that surely impedes the objectives of good governance and adversely affects quality of services, economic development and pace of growth. The other important issue that Shri Shukla laid stress on related to opacity in the funding of political parties. He emphasized the need of open and audit able funding of political parties.

Shri K.N. Trivedi observed that good governance means exercise of power or authority-political, economic, administrative or otherwise-that is wedded to the concepts of a welfare state and is based on principles of accountability, responsiveness and participation of people who are essentially stakeholders. And these objectives can become attainable through open governance, free and fair elections, auditable funding of political parties, freedom of

speech and press, guarantee of basic rights of people, rule of law and equality before law. We have had many Administrative Reforms Commissions set up by the Central Government and even States after Independence and their reports are full of good suggestions and recommendations but many or even most of these, have remained unimplemented or partly implemented.

Dr. Chandani Bala invited the attention of the Workshop to rise of corruption in admissions to educational institutions particularly in areas like engineering, technology, medicine, management, public finance and environmental safety and security and even in many high cost private schools and colleges.

### (C) OBSERVATIONS AND SUGGESTIONS

1. India is a country of vast dimensions in territorial, geographic, economic and cultural contexts. It is growing economically with varying rates which have ranged between 7 to 8% in some recent years. Even U.P. touched this rate of growth but is had fallen to between 5 to 6% in 2014. This pace has now gone up somewhat again but it needs to be stepped up further in a considerable measure. The State is still informed by high incidence of poverty, underemployment as also unemployment though it is very well endowed in terms of basic resources like water, fertile land, very large livestock wealth, equable climate, huge manpower resources and opportunities to induct modernized technologies. In terms of development both India, and particularly U.P., face not stock but flow problems. Optimal uses of abundant resources-geographical human and material-need good planning, good and honest execution of programmes and projects, law and order and safety of citizens, training and skilling of human resources and rapid induction of modern technologies that can stimulate further the pace of growth, reduce poverty and, improve the security and sustainability of environments.
2. Economically and socially planning and development policies shaped and adopted nationally in the last two and half decades (since the momentous policy changes of 1991 and the decision of adopting and promoting economic liberalization which was also followed by many States) the country has, pursued the path of liberalization, growth and ease of doing business. but, political differences and conflicts have, to a considerable extent, thwarted in many cases the achievement of real and perceptible results. However, while annual rates of economic growth have been sustained, corruption has remained a problem. Centre-State relations have not improved and that has resulted adversely in impacting many aspects of good governance and economic growth.
3. What have the negatives been? Where we gone wrong? Why is there a gathering and sustained impression that governments (both Central and State), and their major instrumentality administration, have become parochial, poorly responsive, non-performing, corrupt and in many ways

distant from people. These are areas of great concern in multiple contexts and at multiple levels - policy making, planning project/programme formulation and implementation and ensuring that benefits planned and funded by governments as also financial and other institutions actually reach genuine beneficiaries. There must be regular public hearings and grievance removal arrangements at points located in proximity of where people live. The country is moving towards digitization and use of fast communication technologies but that will require wide based IT and computer education and training of people to enable them to make use of such technologies beneficially. Computer and smart phone uses and tech-based communication education will now need to become an essential part of general education.

4. Ultimately, what a nation can do depends on the kind of human resources it is able to develop and mobilize. The key issue is how can we improve human resources? This battle has to be fought on the educational, training and skill development fronts. Good governance needs good HRD.
5. Good governance requires a safe and secure country. India's security needs, in external and internal contexts, are both urgent and compelling. We need peace and order within the country, securing of our borders, good foreign relations and constructive co-operation with foreign countries. We need not militarize our foreign policy, neither can we take the risk of compromising our security. The stance has to be of friendliness and outreach but at the

same time the country cannot afford to lower its guard.

6. If conditions have to be created for speedy, equitable and sustainable economic development that is inclusive, it is estimated that we will need of a minimum growth rate of 8-9% per annum for the next decade. For achieving that level and sustaining it our national saving rate has to go up considerably and so have development investments. But, that is only a part of action steps needed. What is needed much more is good governance which demands honest, corruption-free and leakage-free administration and result-bearing utilization of resources. There is also need to craft political and administrative systems of innovative governance and business models that synergetically build economic, environmental and social values within the nation and its people.
7. The Right to information law was nationally enacted in 2005. It is a landmark legislation intended to effectively empower the common citizen and help make governance more open answerable. Its impact remains still to be felt powerfully. Its considerable potential remains yet to be achieved. This legislation requires to be effectively complemented by providing law based protection to whistle blowers.
8. E-Governance is being considered as a measure that would make all organs and institutions and functionaries of administration perform well, improve programme and project implementation and achieve better monitoring as also quick correction responses. Its role is expanding but its

adoption has many obstructions to overcome. It requires citizens at large to acquire computer education and equipment (e.g. computers, smart phones and connectivity) and training to be able to effectively use its knowledge and utilize its methods. With still low and very small base of IT literacy wide use of E-governance will take time to become a reality.

9. Policy makers at the highest level have been talking of India becoming a cashless economy and that, too, in a hurry. This is neither feasible nor possible in a short time perspective. Even in advanced economies cash today plays an important part in conducting transactions apart from debit / credit cards, bank drafts, cheques, etc. According to recent Bloomberg data cash use in Australia is 65%, in Germany 80%, in Canada 52% and USA 46%. This reality has to be kept in mind while talking about India becoming, at the quick, a cashless economy and phasing it in with frightening speed. Shock and thrust will not do. Their costs will be far too high in terms of harassment and misery of people. We need a carefully measured and planned time perspective to bring about this change and a smooth way.

10. The honesty, integrity and efficacy of any system of governance in democracies, to a large extent, depend on political leaderships which have to become role models so as to ensure ~~which~~ their own ethical conduct and of those manning administration and public services. It is a well known fact that, across the political spectrum, many MPs/MLAs and members of urban and rural local bodies face criminal charges. Political leadership has to change

first, demonstrate ethical conduct and set an example. Honesty like charity begins at home and it has first emanate from the political class followed by those who man administration.

11. For improving the quality of governance some of the key aspects and factors that need to be flagged and addressed in priority modes and through quick and determined interventions would include : (a) Openness in policy making, planning and budgeting. (b) Introduce new forms of Service Deliveries that are quick, leak proof, congruent and reach genuine beneficiaries (c) Enhance fiscal prudence, (d) Efficient vigilance and speedily bringing to justice those who indulge in crime and corruption, (E) Decentralization in real terms based on people's participation (f) Ex-ante, concurrent and post-facto monitoring, evaluation quick corrections as needed.
12. Corruption is indeed a serious problem of dangerous dimensions. It permeates all organs of governance. The fact of the matter is that political, bureaucratic (includes technical cadres), policing set ups and business and social realms have to and extent become disconnected from the moral realm. Power has assumed arbitrariness and it is directed mostly at the retaining of it by those who hold its reins. Corruption has become a means to grab riches, clout and, in many ways, even immunity. U.P. has experienced prodigious types of mass scale corruption in recent years in areas like large scale police recruitments, illicit diversion of rationed food grains, land scams and the pilfering of thousands of crores of NRHM

funds. There are similar examples of large scale financial malfeasance within the setups of the Central Government and of other States. Black money is a direct and visible consequence of networked corruption. It has many forms such as illegal land allotments, distribution of cash, gifts, liquor and even drugs to people in authority and even voters. The root cause, as the Chief Election Commissioner of India recently observed, is "likely quid-pro-quo by corporate and business houses, contractors and others giving funds to political parties in an opaque manner. There is lack of transparency in 80-85% funding of parties which they need not declare to E.C." A better way to address corruption is its prevention rather than focusing largely on punitive measures, and that objective can be achieved through strong initiatives in areas like openness of policy and decision making, people's participation, stringent monitoring, use of modern information technologies that enable financial and other transactions to be traced, better auditing and speedy as also exemplary punitive action against defaulters and law breakers through prosecutions and fast-tracking of such criminal proceedings in courts.

13. Our judicial system is plagued by problems of delays, shortage of judges and costliness which means inaccessibility to justice for the

common man, particularly the poor ones. We need more courts with computers and operating electronic systems. Cases must be heard on day to day basis and convenience adjournments discouraged by law. Lok adalats must be made more popular and result-oriented. Panchayats must be revived and revitalized so that people are enabled to settle local disputes. Conciliation and compounding where possible must be a preferred route in civil matters. Alternative <sup>dispute</sup> ~~dispute~~ resolution mechanisms and institutions must be strengthened and made more accessible.

14. Economic development is good but not an end in itself. It must result in achieving social and economic good for all. It must be employment intensive so that growth becomes employment oriented, equitable and sustainable where the poor, the weak and less endowed citizens are foci of special attention. It must be aimed at growth that is sustainable and that also ensures environmental safety and security. What is a matter of anxiety and concern is that we are witnessing jobless growth and with more of mechanization, tech innovations and automation. This problem is going to assume more serious dimensions unless human resource development and creation of jobs become clear priorities of public policy and development planning.