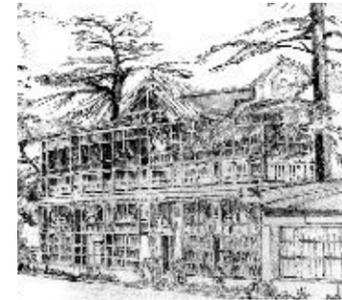


Total Quality Management Cell  
 Lal Bahadur Shastri National Academy of  
 Administration, Mussoorie - 248 179  
 Uttarakhand (INDIA)  
 Tel. : +91 135 2632236, 2632489, 2632405  
 tqmcell@lbsnaa.ernet.in

Please send address changes to the above.

Affix  
 Indian Postage  
 Stamp



# ACADEMY

Lal Bahadur Shastri National Academy of Administration

Vol. 3 Issue 2 February 2010

## Vision of LBSNAA

*"We seek to promote good governance by providing quality training towards building a professional and responsive civil service in a caring, ethical and transparent framework."*

LBSNAA. All the five centres of research have been active through the month in their respective fields of specialization. We bring you the details. We look forward to your suggestions, feedback, and comments on the matter published here.

## Jottings from the Editor

February opened the portals of the Academy to the structured training calendar of 2010. IAS Professional courses apart, LBSNAA conducts a number of intensive training programmes of varied duration, not to speak of a host of workshops, symposiums, and deliberative sessions. The commencement of the 107th Induction Course (conducted for State officers promoted to the IAS) mid-month spelt the start of the 'season' here, not to be confused with use of the term in Mussoorie town meaning ascent of the ubiquitous vacationer from the plains (in the process strangulating the life of this picture-pretty 'Queen of the Hills'). The Academy 'season' quite literally is the season spelt by its training calendar, detailing the activities right through to December. With the return of the IAS Officer Trainees (OTs) of the 2009 batch from their eight week winter study tour (aka *Bharat Darshan* - a flavour of which you can read in the pages inside), the LBSNAA premises once again hummed with welcome goings-on. Be it the lively classroom discourses, the field visits to garner hands-on experience, the before and after-class physical and sport activities, or the weekend treks to neighbouring locales, training in LBSNAA is conducted in the strong tradition of holism. In a bid to address issues beyond the realm of knowledge and skills, and sensitize officers to the ills plaguing society, and Indian bureaucracy in particular, open-forum discussions were initiated on issues of corruption, the continued blatant practice of which threatens the very core of the administrative system in the country. In this issue of the 'Academy' newsletter we bring you a hard-hitting piece on this social and economic malaise. A village turn-around through implementation of MGNREGS is the subject of the other article based on work done by one of the research centres associated with

## News Sparks

**Phase I :** With the culmination of the two-month *Bharat darshan* trips that took them in groups to India's geographical extremities, the IAS officer trainees (OTs) of the 2009 batch returned to Mussoorie on 21<sup>st</sup> February. Stimulated by their understanding and appreciation of India in its unfathomable dimensions, the OTs keenly stepped into the rigours of the IAS Phase I professional training schedule. But the early morning mandatory PT (physical training) sessions with the legendary Ranaji took longer getting used to! Three officers of the Royal Bhutan Civil Services also form part of the Phase I, taking the total to 121 OTS. The course coordinator, Dushyant Nariala, Deputy Director (Sr), and his faculty associates had structured a holistic programme with thematic weekly modules. Beginning 22<sup>nd</sup> February the OTs were introduced to diverse facets of the system of Land Management and Administration in India. A session on 'Computerization of Land Records in India' was taken by Rita Sinha, Secretary, Land Reforms Unit, Ministry of Rural Development, GoI.

**Induction Course :** The 107<sup>th</sup> Induction Course commenced on 15<sup>th</sup> February at the Indira Bhavan complex of the Academy with an inaugural address by the Director,



## The Academy Team

### Editor

Moana Bhagabati  
 moana\_bh@lbsnaa.ernet.in

### Managing Editor

Dr. S.H. Khan  
 shkhan@lbsnaa.ernet.in

### Associate Editor

Melanie Hilton  
 melhilton@lbsnaa.ernet.in

We welcome articles and write-ups from our readers and subscribers. These can be sent to the Editor.

## IN THIS ISSUE

Jottings from the Editor .....	1
News Sparks .....	1
<i>Bharat Darshan</i> .....	2
Gandhi Smriti Library .....	3
Faculty News .....	3
Research Centres in Action.....	3
The IAS Officer : predator or victim?.....	5
Village development through land development ...	6



Padamvir Singh. The eight weeks-course, coordinated by Jaspreet Talwar, Deputy Director (Sr), is specially designed for officers promoted to the IAS. Apart from thematic lectures and discussions, the curriculum has a strong experience-sharing component, wherein participants - 38

officers from 11 states - can take a leaf out of each other's books. With a 19-day *Bharat darshan* and other shorter trips in between, most were headed to Amritsar and the Wagah border in the long Holi weekend, the officers appear to be keen on maximizing their Academy experience.

**Art and Culture :** The Fine Arts Society organized an evening of classical dance - the first of many in the coming season. An Odissi performance by Arushi Mudgal was widely appreciated. The programme was in collaboration with SPICMACAY.

**International Visitors :** A Canadian delegation headed by Maria Barrados, President of the Public Service Commission of Canada (PSC) visited the Academy 4-5 February. The team met the Director and LBSNAA's faculty to discuss the workings, functions, mission and achievements of the Academy and the role it has played in shaping generations of public servants in India. The Canadian Academy is considering best approaches to follow up on proposals for exchange with LBSNAA.

## Bharat Darshan

*"The IAS provides a glue that helps keep a mind-bogglingly heterogeneous country together"*  
- Edward Luce (on the strength of the IAS in 'In spite of the Gods')

Ages ago the idea of a winter study tour (WST) aka *Bharat Darshan* was conceived to serve various purposes ranging from more significant ones like saving Officer Trainees from the frigid Mussoorie winters and allowing members of faculty a well deserved break, to prosaic reasons that include giving the country and its esteemed institutions a flavour of what lies in store for them as far as future administrators go. To that end, the recently concluded WST stood as a shining example of policy implementation at its prime. A cursory glance at the well meaning questions posed by few well meaning officers settles the case illustratively.

- The facial contortions of a high ranking Maruti official would have delighted any photographer looking for his next dark subject, when the former was asked for his views on Maruti's plans for using vegetable oil as fuel in face of the current fuel crisis.
- A rock climbing instructor with the army felt similarly undone when faced with the query "How will you see a person from the top if the rock were ninety degree steep?"
- The chaps at a municipal corporation were at their wits end as they tried to conjure up reasons behind the non corrosive nature of PVC plastic pipes.

- However, it was the Air Force which came in for 'heavy shelling' after a design flaw was pointed in the MIG, because it did not sport a wiper! The concerned fighter pilot was last observed smarting under effects of liberal quantities of alcohol.

If fighter planes are in question, can the missiles be far behind?

- A very gentle query took this route "Why are you using SAM VIII missile after SAM III, what happened to those in the middle?" No sooner had the subject of this dim question begun contemplating the answer, when pat came the next question: "Does the SAM III use different explosives for hitting targets and self destruction?"

Such instances among others are definitely not reflective of the entire gamut of queries put forth, which did include some very laudable instances of pertinent issues raised. This is but a plain reflection on some tangents that were explored while the Officer Trainees tried to glue this 'mind-bogglingly heterogeneous country together' during the 2010 *Bharat darshan* tour.

*(Compiled by a cross-section of Officer Trainees who prefer anonymity)*

## Gandhi Smriti Library

• The 19<sup>th</sup> World Book Fair held in New Delhi in January-February was visited by members of the faculty and library officials. They met publishers and booksellers and negotiated purchase of volumes for the library. A list of the library's recently procured material is available at the help desk.

• Dr. O.P. Verma, Principal Library and Information Officer, attended an international conference on 'Shaping the Information Paradigm' through digital libraries in New Delhi, 23-26 February. An international forum for sharing experiences in digital libraries and e-learning, the conference themes included issues such as information storage and retrieval, knowledge management, multilingual issues, semantic web, copyright, DL case studies, interoperability and ontology and digital library standards and policy.

## CARTOON CORNER



## Faculty News

• **Dr. Prem Singh** (IAS:2000) of the Manipur-Tripura cadre joined the LBSNAA as Deputy Director on 10<sup>th</sup> February. With an MBBS from JIPMER, Puducherry, and a degree in Public Management and Policy from IIM, Ahmedabad, Dr. Singh worked as SDO Chandel; Director, Youth Affairs and Sports; Deputy Commissioner, Senapati; Secretary to Chief Minister; Director of Municipal Administration, Housing and Urban Development, State

Mission Director (NRHM), and State Project Director (SSA), prior to joining the Academy.

• **Ashish Vachhani** and **Dr. Moana Bhagabati** attended a five-day advanced training on 'WTO and Related Matters' at the Indian Institute of Foreign Trade, New Delhi, 8-12 February. The intensive programme, apart from outlining the current state of play in the Doha Round of negotiations of the WTO, had detailed inputs on sectoral implications for India.

## Research Centres in Action

### Centre for Disaster Management (CDM)

A one-week training programme on 'Leadership Development for Junior and Middle Level Scientists' was conducted from 1<sup>st</sup>-5<sup>th</sup> February. The programme, sponsored by Department of Science and Technology (DST), GoI under 'National Training Programme for Scientists and Technologists working in the Government Sector', aimed to help junior and middle level scientists master the competencies of effective leadership in order to build alliances and create passion in their teams and organizations. The programme, attended by 20 participants from various scientific organizations in the country was inaugurated by the Director, Padamvir Singh.

A two-day workshop was held on 11<sup>th</sup>-12<sup>th</sup> February to finalize the training calendar for the financial year 2010-11 under the scheme 'National Training Programme for Scientists and Technologists working in the Government Sector'. The workshop was sponsored by the DST, GoI. The brainstorming discussions opened with a welcome address by Rajesh Arya, Deputy Director (Sr.) and Executive Director, CDM. This was followed by an introductory address by P. N. Prasad, Director (Training), DST, New Delhi covering the genesis and framework for training, major concerns with training in the government machinery, training objectives, and expectations from training institutes. The workshop was formally inaugurated by Dr.

continued on page 4

## Research Centres in Action

continued from page 3

G. S. Rawat, Director-General, Indian Council of Forestry Research and Education, Dehradun was attended by 32 participants from various training institutes in the country.

### Centre for Rural Studies (CRS)

The CRS conducted a field survey on the 'Computerization of Land Records' in Orissa in February under the auspices of the Ministry of Rural Development, GoI. The survey was conducted in the districts of Puri, Sundargarh, Mayurbhanj and Ganjam. The survey was led by Dr. H. C. Behera, with immense support from Yamini Mahana in Mayurbhanj and Muthukumar in Ganjam (IAS OTs, 2008-10 batch). The primary data collected from these four districts will help analyze the impact and effectiveness of the programme on the revenue administration and on landholders in the state. In addition, the Centre is working in collaboration with the National Institute of Rural Development (NIRD), Hyderabad to study the 'Dynamics of Land Caste, Class and Violence in Bihar'.

### National Centre for Urban Management (NCUM)

The NCUM has set the ball rolling by preparing modules for different phases based on previous consultations as well as inputs from the Ministry of Urban Development, GoI. To validate the output a module writing workshop was held from 11th-13th February at LBSNAA. The aim was to write training and learning objectives for each topic of the urban module, prepare handouts as per objectives, finalize simulation exercises and prepare instructional strategies. The content of the handouts, as well as the process of delivery of the content was deliberated upon during the workshop including developing various exercises that can be used to enable an activity based interactive learning for Officer Trainees rather than theoretical and technical inputs. The Centre is also in the process of preparing modules for Phases IV and V.

### National Gender Centre (NGC)

The Ministry of Women and Child Development (MWCD) and the NGC organized a two-day follow up conference on Gender Budgeting on 8<sup>th</sup> and 9<sup>th</sup> February at LBSNAA. MWCD as the nodal Ministry for Gender Budgeting adopted the mission statement of 'Budgeting for Gender Equity' in 2004-05 in order to universalize gender budgeting at the central and state levels. As part of its mandate, MWCD has been organizing training for senior government officials both at the union and the state government levels. As a sequel to the workshop organized by the Ministry at IIPA, New Delhi in January 2009, this workshop aimed at achieving the following objectives:

- Track the progress made by the state governments since the last workshop in on gender budgeting and share experiences
- Facilitate discussion on mechanisms for coordination between the three key departments WCD, Finance, and Planning for institutionalizing gender budgeting across departments
- Develop a plan of action for introducing or refining a gender budget statement in state budgets, and developing a charter for gender budgeting.

The conference was also designed to train and build the capacities of the state government officials so that they can facilitate gender budgeting training and review programme and policy formulation, existing policies and guidelines, reprioritization and allocation of resources, etc., at the state level.

### National Institute for Administrative Research (NIAR)

The National Institute of Administrative Research convened a two-day workshop on 'Finalizing the publication of three volumes on Educational Governance', 16<sup>th</sup>-17<sup>th</sup> February in the Academy. Inaugurated by the Chairman, NIAR and Director, LBSNAA, Padamvir Singh, the workshop was attended by the Executive Director, faculty of NIAR, faculty of the Academy, and eminent subject experts. After intensive deliberations it was decided to publish three volumes (listed below) within 15-18 months.

- *Educational governance: quality issues in elementary schooling*
- *Community governance of elementary education: from participation to ownership*
- *Educational governance: quantitative, qualitative and participatory research methods*

Three editorial boards comprising present and former faculty of NIAR have been constituted for the purpose.

Additionally, NIAR has been selected as a National Key Resource Centre under Rajiv Gandhi Drinking Water Mission by the Ministry of Rural Development, Department of Drinking Water Supply, GoI. NIAR will be undertaking capacity building programmes for all stakeholders including engineers and administrators of public health engineering department, and workers at the grassroots level, entrusted with the responsibility to provide potable safe drinking water and ensure effective implementation of the Total Sanitation Campaign in rural areas in all states and UTs of the northern region.

The Ministry of Panchayat Raj has entrusted a project to study the efficiency and effectiveness of the role played by the PRIs in implementation of the NREGS (now renamed as

continued on page 5

## Research Centres in Action

continued from page 4

MGNREGS). NIAR shall undertake a field survey based evaluation study across 12 states under this. NIAR held two

workshops on 'State Peer Learning' for State and district level NREGA functionaries - in Muzzafarpur, Bihar, 11th - 12th February, and in Trivandrum, Kerala, 23rd -24th February.

## The IAS Officer : predator or victim?

N.C. Saxena\*

According to a recent survey on 12 Asian economies done by the Hong Kong based Political and Economic Risk Consultancy, India's "suffocating bureaucracy" was ranked the least-efficient, and working with the country's civil servants was described as a "slow and painful" process. 'They are a power centre in their own right at both the national and state levels, and are extremely resistant to reform that affects them or the way they go about their duties,' the report said.

There is a growing belief widely shared among the political and bureaucratic elite in government that the state is an arena where public office is to be used for private ends. Immediate political pressures for distribution of patronage are so intense that there is no time or inclination for the ministers and bureaucrats to do conceptual thinking, to design good programmes, weed out those that are not functioning well, and monitor the programmes with a view to improve the effectiveness of delivery. At the same time elections require funds which have to come through the looting of the Government treasury.

In almost all states people see the bureaucracy as wooden, disinterested in public welfare, and corrupt. Bright men and women join the IAS, but adverse work environment, constant political interference, frequent and often meaningless transfers, and corruption below and above them all leads to the death of idealism, and encourage them too to misuse their authority. Disillusionment and greed, and not need, is the driving force behind graft amongst civil servants.

The IAS serves the state but the state structure is itself getting increasingly dysfunctional and divorced from public interest. In some north Indian states parallel authority structures and Mafia gangs have emerged. Tribal regions in central and north-east India are out of bounds for normal administration. In such a situation it is no surprise if the bureaucracy too is in bad shape.

Over the years, whatever little virtues the IAS possessed - integrity, political neutrality, courage and high morale - are showing signs of decay. Many civil servants are deeply involved in partisan politics: they are preoccupied with it,

penetrated by it, and now participate individually and collectively in it. This is understandable, though unfortunate, because between expression of the will of the State (represented by politicians) and the execution of that will (through the administrators) there cannot be any long term dichotomy. In other words, a model in which politicians would be casteist, corrupt and will harbour criminals, whereas civil servants will continue to be efficient, responsive to public needs and change-agents cannot be sustained indefinitely. In the long run administrative and political values have to coincide.

A high degree of professionalism ought to be the dominant characteristic of a modern bureaucracy. The fatal failing of the Indian bureaucracy has been its low level of professional competence. The IAS officer spends more than half of his tenure on policy desks where domain knowledge is a vital prerequisite. However in the present environment there is no incentive for a young civil servant to acquire knowledge or improve his skills. There is thus an exponential growth in both, his ignorance and arrogance. Beyond government they have no future, because their talents are so few. Most IAS officers thus end up as dead wood within a few years of joining the service and their genius lies only in manipulation and jockeying for positions within government.

Due to the control that the IAS lobby exerts on the system, a large number of redundant posts in the super-time and superior scales have been created to ensure them quick promotions. This has apparently been done to avoid demoralisation due to stagnation, but the net result has been just the opposite. First, it leads to cut throat competition within the service to grab the important slots. The old camaraderie has vanished. Second, this no-holds-barred competition is then exploited by politicians in playing up one against the other leading to officers becoming more pliable.

In such a scenario of low institutional capability it is unfair to expect that the political processes would be totally free from populism or sectarianism. Because of the inability of the system to deliver, politicians do not perceive good

continued on page 6

## The IAS Officer : predator or victim?

continued from page 5

governance as feasible or even important for getting votes. It is here that the civil service has failed miserably. Although many civil servants hold the view that it is the nature of politics which largely determines the nature of the civil service and the ends to which it would be put, and therefore civil service reforms cannot succeed in isolation, causation is also in the other direction. Non-performing administration leaves little choice to the politicians but to resort to populist rhetoric and sectarian strategies.

Rather than try to improve the delivery system, many IAS officers are compromising with their values and accepting a diminished role for themselves by becoming agents of exploitation in a state structure which now resembles more like the one in the medieval period - authoritarian, brutal, directionless, and callous to the needs of the poor. A few competent and ambitious civil servants

would be able to rise above all this, by joining the UN and other such organisations. Their material success will further fuel the desire of the ordinary members of the service to enrich themselves by hook or by crook. In the process they would become totally indistinguishable from other rent seeking parasites - politicians, Inspectors and middlemen. Perhaps they had not imagined that they would end up like this at the time of joining the service. Stagnation in their intellectual capabilities and a decline in self-esteem will further demoralise them. Disillusionment and corruption are thus likely to coexist in the IAS for quite sometime to come.

**How to stem the rot? Read his suggestions in a related article "For a Better Governed India" (16 February 2010, [livemint.com](http://livemint.com)). The unabridged version of this paper will appear in the next issue of 'The Administrator' the journal of LBSNAA**

*\* IAS (retd), Former Director, LBSNAA, Adviser, UNICEF*

## Village development through land development - a case from Basi Mahroof Hussainpur of district Hoshiarpur, Punjab

*A.P.Singh\*, Sanjeev Sharma\*\**

### Introduction

As per the Census 2001, rural India constitutes 72.2% of India's population. According to a recent Planning Commission of India report, 22.7 per cent of Indians live below the poverty line, with 75 per cent of those below the poverty line living in rural areas. It is in this perspective that the National Rural Employment Guarantee Act (2005) was introduced with the very purpose of bridging this gap and empowering the rural poor by increasing their buying capacity and making them self-sufficient. It is also true that for India to continue its growth and development, it is imperative that this section of society is able to earn its livelihood in a sustainable way. NREGA commits to provide 100 days of employment by way of manual labour which uses unskilled labour and with the help of that create sustainable community assets. To further elaborate we can say that auxiliary objective of NREGS is to i) generate productive assets, ii) protect the environment, iii) empower rural women, iv) reduce rural-urban migration, and v) foster social equity.

The NREGA was launched in a phased manner, in the first phase 200 districts were notified with effect from 2 February 2006 (Hoshiarpur being one of them) and was extended to additional 130 districts in the financial year 2007-2008 (113 districts were notified with effect from 1

April 2007, and 17 districts in UP were notified with effect from 15 May 2007). The remaining districts were notified under the NREGA with effect from 1 April 2008, with the exception of districts that have hundred per cent urban population.

### District Profile

Hoshiarpur was a first phase district in which NREGA was initiated in 2006. The total population of the district is 14.87 lakhs as per Census 2001, out of which about 80 per cent resides in 1393 villages and the rest live in 12 urban centers. The district has sub-mountainous topography and is bound in north-east by Kangra and Una districts of Himachal Pradesh. In south-west it forms boundaries with Jalandhar and Kapurthala district and in north-west with Gurdaspur district. River Beas flows in the north-west direction. The district also has a unique physical feature where numerous rain-fed streams flow from adjoining districts of Himachal Pradesh and this leads to soil erosion and floods during the monsoons. The notable feature of the land use pattern is that a maximum amount of land is under forest leaving less areas for agricultural activities in comparison to other districts of Punjab. Besides, agriculture in the district is the main source of livelihood for a majority of the people.

continued on page 7

## Village development through land development

continued from page 6

### The case of Bassi Maruf Hussainpur village

The village Bassi Maruf Hussainpur of the block Hoshiarpur-1 falls in Kandi area of the district. The total population is 2500. 95 per cent of the population belong to the scheduled castes. There are a total of 350 households of which 75 are registered as BPL households.

When the NREGS was launched in the district and subsequently in the village, the *Sarpanch*, Satpal Kaur conducted a Gram Sabha meeting on 26 January 2006 in which the field officer Raj Kumar (A.E) and Panchayat Secretary of the block Hoshiarpur- 1 introduced the the benefits of the scheme and the opportunities of employment to the people. The village community was briefed about the ways in which they could be a part of the scheme and get registered. The detailed information given by them to the villagers aroused the interest of everyone and the panchayats re-conducted a meeting on 2 February 2006, in which the registration of the households interested in working under the scheme was done. Subsequently, panchayats issued job cards to the households which wanted to work under the NREGA scheme. Projects were selected for the development of the panchayat in an open session after the approval of the panchayat and the village community. The projects selected based on priority were:

- Levelling of the barren land lying with the panchayat, and
- Plantation

The total project cost for agri-land development was rupees four lakhs while a further sum of rupees one and a half lakhs was approved for plantation. The village had 148



Land leveling in progress

households and it was expected that they will be given 100 days of employment under these works along with other works which were approved for the village under the programme.

The Panchayat has 70 acres of land which was lying unutilized. Thus, as per the approved project, the levelling work on the land started in which the registered households were provided work. The work was a source of income to the villagers in which women participated with interest and fervor. For the first time they felt empowered as they too were part of the earning community and contributing to the family income. This also inculcated a saving habit among the women, who were also happy that their husbands were not able to waste money on liquor, etc since the money was being paid through bank accounts, which could in turn be monitored by them.

The other motivational factor was that apart from the daily wages earned the work contributed to building community assets for the village. The hard work of the villagers paid off and the 70 acre land was levelled on which popular trees were planted. These trees which will grow in a five to seven year period, have been leased out by the Panchayat. Thus the land, which hitherto was lying unused, generated a constant income of Rs. 1.83 lakh per annum to the Panchayat.

Subsequently, the village community, high on motivation with the success of the land levelling of the earlier project, proposed a plan for the leveling of another 30 acres of land adjoining the earlier levelled land. The project was prepared by the field officers and the block officials for which an estimate of Rs. 4,00,000/- was prepared. The work for land levelling is in progress. After leveling, the land will be given on lease through open auction. It is estimated that this will also fetch the Gram Panchayat an additional Rs. 2,00,000/- per annum. Therefore, on completion of this project the Gram Panchayat will be earning approximately Rs. 4,00,000/- per annum. These funds can be used by the villagers for the development of the village through construction of public utilities and other schemes as deemed fit by the village community.

With the implementation of the NREGA scheme, the Panchayat in addition to the local populace benefited. Many were given the opportunity to work for the very first time in their lives! If projects are well planned keeping in view the requirements of the region and the people, they will not only provide opportunities for employment to the village populace but will also lead to development of sustainable and productive assets that benefit villagers not only in the short run but also in the long term.

*\* Associate Professor, NIAR, LBSNAA*

*\*\* Research Associate, NIAR, LBSNAA*