Trainer Manual on
2nd ARC and Related Concepts
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FICCI Quality Forum

Be the Best

TABLE OF CONTENTS

About this Manual

This Manual is designed for Trainers to use for conducting training programs on recommendations of the 2nd Administrative Reforms Commission (ARC) and related concepts. The 2nd ARC has come out with 15 reports covering topics ranging from Ethics to E-governance and Citizen-centric service delivery. This manual contains a concise and systematically arranged compilation of relevant materials including good/best practices which exemplify administrative reform initiatives from across the country. Material contained in this manual is supplemented by films which can be downloaded from the following link provided on DARPG website

http://darpg.gov.in/darpgwebsite_cms/Document/file/List_of_Films.htm#

Chapter 1

Administrative Reform

Administrative Reform

At the end of the session, the participants should understand what administrative reform is, why it is needed, and how it has evolved over the years across the world and in India.

Administrative Reform is different from the usual organizational development through which all kinds of organizations go through, irrespective of whether they are private business organizations, government ministries/departments, or civil society. Administrative Reform encompasses the changes in fundamental structures and world view of the institutions through which governance and public administration activities are carried out. With notions of governance changing from the traditional regulatory and service-provider role of the State to responsive and citizen-centric administration, administrative reform has come about in various forms.

In developed countries like US and UK, it has largely been seen as an overall reduction in the State's role and exposure of government institutions to competitive pressures, very often from the private sector.
In developing countries, the focus of Administrative Reform is more on phasing out the feudalistic and colonial approach to governance, and making government more accountable to citizens.

What is Administrative Reform?

Traditionally, the relationship between the government and the citizens was looked upon as a command and control system. Government was seen as performing the role of collecting taxes and maintaining law and order. Both functions implied government agencies telling citizens what to do and what not to do. However, current trends are changing this relationship of one-way traffic, where the government tells citizens what to do or not do. In democratic societies, there is citizen pressure on the government to be more effective and efficient. Today citizens are not only demanding excellence in service delivery by government, but also shaping the policy-making function. Recent developments related to the citizen movement in the country against corruption have brought this issue to the forefront. Clearly, the feudalist mindset where government is 'raja' (king) and citizens are 'praja' (subjects) is on the way out.

With such a paradigm shift, there are far-reaching changes needed in the way government functions. Systems and processes built for an era of command and control must give way to consultative policy-making and better value for the tax money citizens are paying. The changes needed to be made for implementing the new paradigm can be seen as coming together under the umbrella of Administrative Reform.

Distinction between Administrative Reform and Organizational Development

Administrative Reform is different from the ongoing organizational development that is anyway taking place as government institutions mature. Administrative Reform is focused and planned inducement of administrative transformation as against incremental changes in the working of government institutions to cope up with everyday incremental change.

By definition Administrative Reform refers to changes that are 'transformational' or 'paradigm-shifting', such Reform is bound to meet with resistance. The definition itself prepares us to think of resistance as an inevitable reaction to any reform effort. Therefore any effort at Administrative Reform must include not only the changes that are needed to government functioning, but also give due consideration to anticipated resistance and how to overcome it from a change management perspective.

Why is Administrative Reform needed?

Till the 1970s, in the developed countries, emphasis was on institution building, bureaucratization, nationalization and a wide variety of organizational and administrative capacity building for national and economic development. The last quarter of the 20th century, has seen an opposite trend – reversal of the traditional role of Governments – popularized as a 'roll-back' of the UK and US. With increasing capability of the private sector to take on more activities, focus of AR has gradually shifted to reducing the role of government. In developed countries therefore, this reduction is often seen as an end in itself. The purpose of AR can thus be seen as reducing the role or presence of government in citizens' daily life, allowing private enterprise to deliver.

In developing countries, however, AR is meant to improve administrative capability and capacity, for the purpose of achieving national goals effectively. With high poverty levels and undeveloped institutions, infrastructure, industry and other manifestations of modern economic development, AR is more concerned with having an effective administration capable of bringing about economic, political and social development. The focus is therefore not on reducing the role of government itself, but on changing it so that government can divert more and more resources to developmental activities in line with emerging aspirations of citizens.

Administrative Reform across the world

There are six popular phrases summarize the various directions in which AR thinking has emerged in the developed countries.

1. Re-inventing Government

The re-inventing government movement has spawned an incredible amount of research and has changed practices at all levels of government both in the United States and outside. The Osborne-Gaebler book of 1992 popularized the reinventing theme based on the principles of citizen empowerment, leadership to give direction, competition, total quality management, decentralization, performance budgeting, civil service reform, and privatization. It is based on the thinking that government finds itself with a lot of very dedicated people trapped in bad systems – budget systems that provide incentives to waste money, personnel management systems that are cumbersome and yet offer little incentive to achieve results. In the new scheme of things, government needs to be more productive, and therefore fundamental changes are required instead of quick fixes.

Despite its popularity, the reinventing theme has invited criticism as it assumes that government should be market-like, that citizens should be regarded as customers, that government employees (including bureaucrats) are the problem, and that downsizing, cost reduction, and deregulation are the way to increase government efficiency and effectiveness.

2. National Performance Review (NPR)

Having promised a comprehensive reorganization and change in government in his election campaign, President Clinton initiated the National Performance Review in March 1993,. The first phase of NPR announced on September 7, 1993 is a redistribution of control over administration between the president and Congress, and among government agencies. This phase focuses on how government works rather than on what government does. The second phase announced after the November 1994 elections addresses what government does. NPR II advocates consolidating, developing, privatizing, and terminating programs. It addresses perceived public concerns not only with how government works but also with the size, scope, and intrusiveness of federal operations.

Criticism of NPR: The focus on technical compliance has led to agencies interpreting compliance as implementing NPR tools rather than finding solutions to policy problems. The accountability system measures output rather than outcome. Under such a system questions about implementation become questions about compliance and therefore what counts becomes what matters, rather than what matters being what counts. To a large extent, this problem continues with the present day Office of Management and Budget (OMB) Program Assessment Rating Tool (PART) assessment in the US.

3. New Public Management (NPM)

New Public Management (NPM) emphasizes market efficiency in the public sector. It has also highlighted critical managerial issues such as pay-for-performance, performance measurement, participatory decision-making processes and flexible organizational culture. NPM vision is that of public managers as entrepreneurs of a newer, leaner and increasingly privatized government, emulating not only the practices but also the values of business. We have already seen private players competing successfully with the public sector; and in the process industry structures have changed to customers' advantage. Banking, telecom and courier services are obvious examples of today. In fact, even without direct competition, agencies like Railways have improved to a great extent, thanks to technology and adoption of basic management principles like inventory management and turnaround time.

Criticism: Behind the business practices and values found so attractive by the proponents of NPM lies the simple principle - maximize value for money. However, it is not simple to figure out how costs will be minimum for a certain value or vice versa. NPM can provide government agencies a good reference point to enhance service delivery only in well-defined areas. But when it comes to issues like serving vulnerable constituencies, handling multiple and conflicting citizen needs, and managing different interest groups, NPM doesn't really have very many answers.

4. Compulsory Competitive Tendering (CCT)

Introduced in the 1980s, Compulsory Competitive Tendering (CCT) requires procurement of services through competitive bidding. Initially applied to a relatively narrow set of functions, CCT was extended to most manual services and then to a number of white collar functions in Britain.

By the mid 90s, however, there was widespread dissatisfaction with CCT. Theory suggested that competitive supply would prove more efficient than monopoly provision, except where transaction costs neutralized the effect. But in practice, CCT often failed to deliver genuine competition. Costs associated with monitoring contract compliance turned out to be higher because the relationships between contracting parties started turning into short-term, low trust relationships. Cases were also seen where authorities were determined to avoid outsourcing and therefore ended up manipulating the process.

By 1997 it became clear that while CCT had made the costs of services more transparent, the detailed prescription of the form and timing of competition led to unimaginative tendering and often frustrated rather than enhanced real competition. CCT was therefore withdrawn in the UK and replaced with the Best Value regime.

5. Best Value

Best Value thinking about government functioning emphasizes the need to ensure that services meet the needs of the citizens, not the convenience of service providers. Best Value programs in the UK were designed to promote user involvement in a range of local services including social care, housing management and, more recently, education. This has put pressure on government agencies to engage with the public, and more so with communities who are less vocal.

Almost all of the Best Value pilots have conducted residents' surveys to identify current deficiencies in services and test out public reaction to proposals. A number of authorities have consulted local people about the sorts of information they want access to, the issues about which they wish to be consulted and their preferred mechanisms for consultation. Britain's Local Government Act 1999 in fact requires authorities to consult not only the service users but also the tax payers.

Critics claim that in practice most of these consultations have been a charade. Authorities had already made up their minds about what was needed, but tried to give the appearance of consultative decision-making. Another issue with Best Value is that of consultation fatigue among local people. As one of the Best Value pilots puts it, "We usually ask a question ten times and use the information once. We must learn to ask once and use the answer ten times in different settings."

6. Alternative Service Delivery (ASD)

Alternative Service Delivery (ASD) is a Canadian phenomenon that has spread and made a wider impact. ASD refers to the many and varied organizational forms and delivery mechanisms governments use to achieve their objectives. Lessons learnt from ASD experiences across Canada and in countries like Tanzania, Latvia and New Zealand improve the prospects of getting service delivery right. Unbundling bureaucracy through ASD is seen by many as an innovative response to the pressures of scarce resources and public's insistence on improved service. ASD is a platform for developing relationships among the public, private and voluntary sectors.

ASD reflects the reality that governing is an untidy business, and will remain so. The challenge is to take ASD to the next level and serve greater interests. Today's public service must be flexible, consultative, outcome focused and proactive in supporting innovation from the bottom up. As a new generation of public managers take over, there is renewed emphasis on innovative means to deliver government services.

History of Administrative Reform in India

1st Administrative Reforms Commission (ARC) as a Commission of Inquiry was set up in January, 1966, to examine the public administration of the country and make recommendation for reform and reorganization when necessary.

The 1st ARC was initially chaired by Shri Morarji R Desai, MP, and later by Shri Hanumanthaiya, when Shri Desai became Deputy PM. 1st ARC set up 20 Study Teams, 13 Working Groups and one Task Force. Working Groups made detailed studies of specific agencies and organizations such as Customs & Central Excise, Post & Telegraphs, Life Insurance, Income Tax, Police and Developmental Control and regulatory organizations. It submitted 20 reports containing 537 major recommendations.

2nd ARC constituted as a Commission of Inquiry on 31.08,2005 was chaired by Shri Veerappa Moily. It was required to prepare a blueprint for revamping the public administrative system and suggest measures to achieve a proactive, responsive, accountable, sustainable and efficient administration for the country at all levels of the Government. It has presented 15 Reports to the Government for consideration.

ARC recommendations are first considered by the concerned administrative ministries/departments. Their views are then considered by the Core Group on Administrative Reforms (CGAR) headed by the Cabinet Secretary. Subsequently, they are placed before the Group of Ministers (GoM) for its consideration. The views and recommendations of the GoM are then submitted for the information/directions of the Prime Minister.

Quiz on Administrative Reform

1) Administrative Reform includes the changes required for

    a) Creating new government posts due to increasing work load

    b) Increasing the salary of public servants to keep pace with inflation

    c) Introducing e-governance to reduce the need for direct citizen-government interface

    d) None of the above

    e) All of the above

2) The need for Administrative Reform arises from

    a) Changes in skill level of government employees

    b) Citizen demands for greater transparency in administrative decisions

    c) Transfer of power from one political party to another

    d) None of the above

    f) All of the above

3) Which of the following is an initiative in the nature of Administrative Reform?

    a) Change in the Bank Rate

    b) Setting up a Commission of Enquiry

    c) Introducing Green Procurement Policies

    d) of the above

    e) All of the above

4) Which of the following is an initiative in the nature of Administrative Reform?

    a) Implementing a 'Code of Ethics' for public servants

    b) Devolution of power to local bodies

    c) Passing of SAKALA Act

    d) None of the above

    e) All of the above

5) What does 'Re-inventing Government' include?

    a) Setting up of a new computer training centre

    b) Implementing austerity measures

    c) Taking steps to increase productivity of government agencies

    d) None of the above

    e) All of the above

6) What does 'National Performance Review' include?

    a) Annual performance report of individual officers

    b) Evaluating the performance of government agencies

    c) Recruitment ban for a specific period of time

    d) None of the above

    e) All of the above

7) What does 'Best Value' include?

    a) Procurement based only on least price

    b) Procurement based only on highest technical score

    c) Procurement based on a combination of price and technical score

    d) None of the above

    e) All of the above

8) Number of Administrative Reforms Commissions set up in independent India

   a) One

   b) Two

   c) Three

   d) Four

9) ARC recommendations are examined in the first instance by

   a) Prime Minister

   b) Group of Ministers

   c) Core Group on Administrative Reforms

   d) Concerned Administrative Department

10) Number of recommendations made by First ARC

   a) Less than 200

   b) Between 200 and 500

   c) Between 500 and 600

   d) More than 600

11) Number of reports submitted by Second ARC

   a) 5

   b) 10

   c) 15

   d) 20

Answers to Quiz on Administrative Reforms

1) c

2) b

3) d

4) e

5) c

6) b

7) c

8) b

9) d

10) c

11) c

Case Study

Enhancing Value from Tax Payer Dollars:
Promoting Government Performance Excellence in the United States

This case study describes the operations of six organizations, viz. National Institute of Standards and Technology (NIST), Office of Management and Budgeting (OMB), Government Accountability Organization (GAO), Senate Committee on Government Affairs, Robert Wood Johnson University Hospital (RWJUH), and Council for Excellence in Government. These organizations span a range of government, non-profit and private sectors playing a significant role in enhancing value from tax payers' dollars, and promoting performance excellence in public services. The following figure shows the dominant functions performed by these organizations and the linkages across them in the context of the overall institutional arrangements.
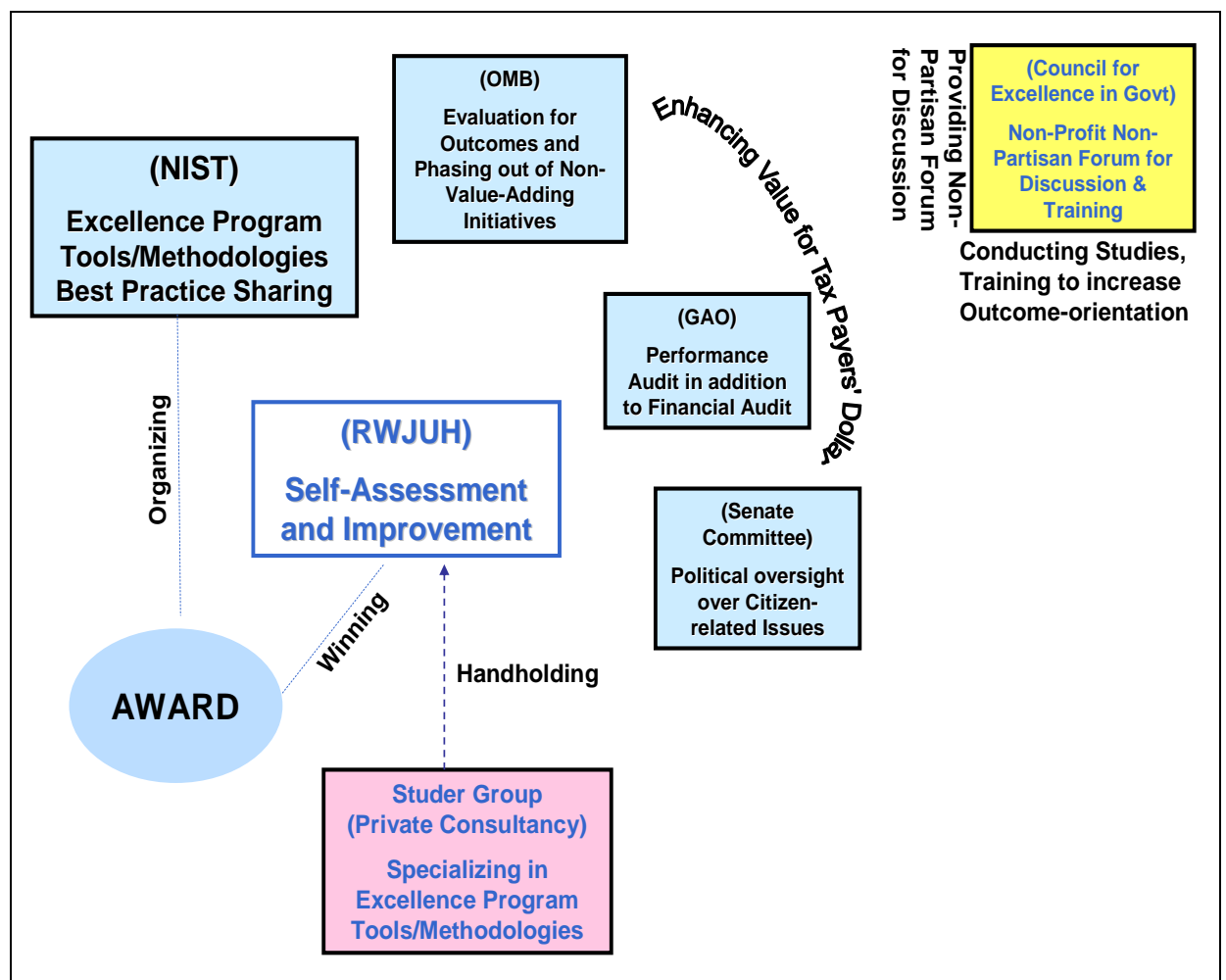
Figure 1: Institutional Linkages across Six US Organizations

National Institute of Standards & Technology (NIST)

Founded in 1901, NIST is a non-regulatory federal agency within the U.S. Commerce Department's Technology Administration. NIST's mission is to develop and promote measurement, standards, and technology to enhance productivity, facilitate trade, and improve the quality of life. NIST carries out its mission in four cooperative programs:

- NIST Laboratories, conducting research that advances the nation's technology infrastructure and is needed by U.S. industry to continually improve products and services

- Baldrige National Quality Program, which promotes performance excellence among U.S. manufacturers, service companies, educational institutions, and health care providers; conducts outreach programs and manages the annual Malcolm Baldrige National Quality Award which recognizes performance excellence and quality achievement

- Manufacturing Extension Partnership, a nationwide network of local centers offering technical and business assistance to smaller manufacturers

- Advanced Technology Program, which accelerates the development of innovative technologies for broad national benefit by co-funding R&D partnerships with the private sector

Under the second program, NIST runs the world's most prestigious Excellence Awards Program that takes independently run organizations as the unit of analysis. The following write-up summarizes how NIST currently views the Baldrige program in a manner relevant for Indian government organization's context:

The Baldrige National Quality Program

For 16 years, the Baldrige Criteria have been used by thousands of U.S. organizations to stay abreast of the dynamically changing environment and to improve performance. The Baldrige criteria help organizations respond to current challenges: openness and transparency in governance and ethics; the need to create value for customers and the organization; and the challenges of rapid innovation and capitalizing on organizational learning and development. Whether the organization is small or large, is involved in service or manufacturing, or has one office or multiple sites across the globe, the criteria provide a valuable framework that can help manage and plan in an uncertain environment. The criteria can be used to assess performance on a wide range of key performance indicators: customer, product and service, financial, human resource, and operational. The criteria help align resources and approaches, such as ISO 9000, Lean Enterprise, Balanced Scorecard, and Six Sigma; improve communication, productivity, and effectiveness; and achieve strategic goals in all aspects of performance, including service delivery.

How to begin that first Baldrige assessment? The first step is to scan the questions in the Organizational Profile of the Baldrige criteria booklet. A discussion of the answers to these questions is practically the first Baldrige assessment. For additional guidance, organizations can refer to the booklet *Getting Started with the Baldrige National Quality Program Criteria for Performance Excellence: A Guide to Self-Assessment and Action.* If the organization is ready to take the full Baldrige challenge, it needs to perform a self-assessment as an internal improvement effort, and can use this self-assessment as the basis for an Award application. Assessment against all seven Categories of the criteria allows identification of strengths and helps to address opportunities for improving both processes and results.

All organizations need to know what their employees and their managers think. Even though they have been making progress they will want to accelerate or better focus their efforts. For such issues, the simple questions contained in the booklet *Are We Making Progress* are very useful. The employee questionnaire addresses topics from the employees' perspective, organized by the seven Baldrige Criteria Categories. Comparing the results with the perceptions of managers using the *Are We Making Progress as Leaders?* Questionnaire will help check progress toward meeting organizational goals and will improve communication among employees and the leadership team. Even if the organization does not expect to win the Baldrige Award, submitting an Award application has valuable benefits. Every applicant receives a detailed feedback report based on an independent, external assessment conducted by a panel of specially trained and recognized experts. The criteria are available to everyone, and MBNQA program views this as an opportunity available to organizations desirous of improving performance and encourages them to take the challenge. Regardless of the organization's past success, when it decides to embark on the journey, it turns the corner toward performance excellence.
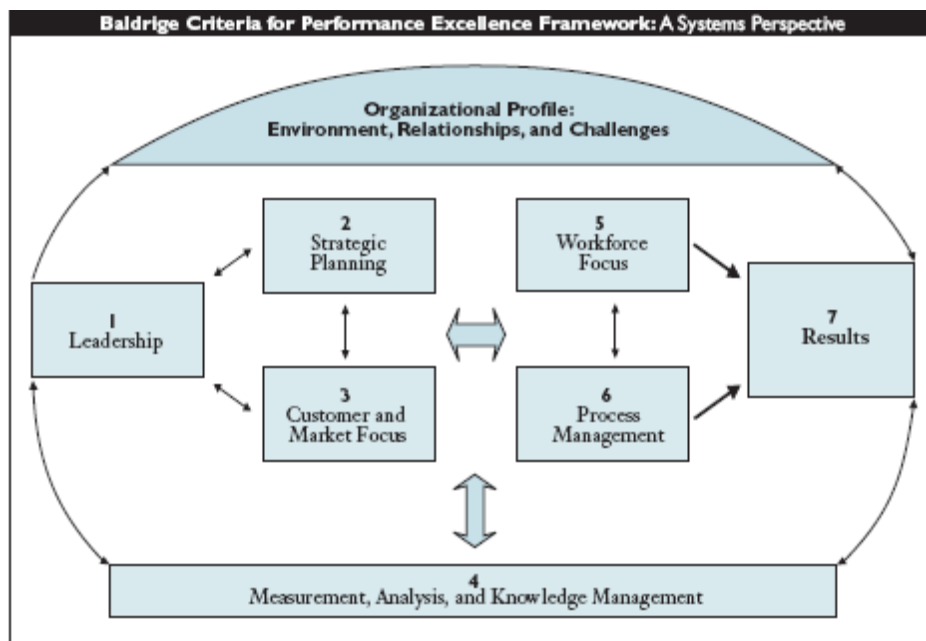
Figure 2: Malcolm Balridge Award Criteria

Office of Management and Budget (OMB)

The President's vision for improving financial performance is that Federal managers have accurate and timely financial information to manage costs. The President's Management Agenda (PMA), announced in the summer of 2001, is an aggressive strategy for improving the management of the Federal government. It focuses on five areas of management weakness across the government where improvements and the most progress can be made. OMB is one of the five divisions set up to take the outcome-oriented perspective forward.

One measure of how agencies are progressing toward achieving the vision is the Improving Financial Performance initiative under the PMA. As the initiative owner for Improving Financial Performance, one of OMB's responsibilities is assisting agencies in meeting the Improving Financial Performance standards of success, particularly in areas

where the Federal government as a whole has room for improvement. There are multiple layers to the effort that will collectively make possible these improved results. At the first level, the effort is to standardize financial processes across the Federal Government. Standardizing is expected to reduce the costs and risks of implementing financial systems by only having to design systems according to a single set of business processes rather than multiple unique processes. At the second level, opportunities are created for agencies to move financial systems to shared-service providers where a single provider supports multiple customers. The arrangement allows the Federal Government to leverage economies of skills and scale where financial system experts run these systems and Federal agencies focus on their programmatic missions. At the third level, there is emphasis on increasing the transparency of the available solutions by establishing performance measures to evaluate the results of these efforts.

The OMB spearheads an ongoing assessment of government programs and periodically reviews the list of projects with Federal spending to weed out those that are not delivering value for money. A list of the projects from which funding will be withdrawn is prepared periodically. Although at times constituencies interested in those projects may resent this, the office has nevertheless made it an accepted fact that projects need to be closed midway if they are not meeting the objectives. The criteria for closure or continuation may be debatable, but are fully transparent. The office makes proactive efforts to publicize its website through events marked by distribution of items like post-its, small magnets with the Expectmore.gov logo to increase public recall of its efforts in making government spending more transparent and outcome-oriented. The most elaborate assessments managed by OMB is the Program Assessment Rating Tool (PART) which is administered as web-based self-assessment tool. To put it simply, PART requires government agencies to submit a detailed report on program performance from an outcome-oriented perspective which is used by OMB to come up with assessment ratings and as an input to Congress decisions on continuation or otherwise of the program. There is a provision for appeal against the results of OMB's assessment.

Extensive information on the PMA available at www.results.gov includes updates on the Executive Branch Management Scorecard, reports from initiative leads, and information about best practices being used by agencies to get better results for improving the Cost, Quality, and Performance of Financial Systems. Various other aspects of OMB's work are covered in the following publications available on its website:

➢ Expanding E-Government: *Improved Service Delivery for the American People Using Information Technology* (December 2005)

➢ Expanding E-Government: *Partnering for a Results-Oriented Government* (December 2004)

➢ The Federal Government is Results-Oriented, *A Report to Federal Employees* (August 2004)

Senate Committee on Homeland Security and Government Affairs

This Committee's area of work includes a wide range of issues impacting government's functioning and service delivery to citizens. The Committee receives and examines reports of the Comptroller General of the United States of America and submits such recommendations to the Senate as it deems necessary and desirable in connection with the subject matter of such reports. The Committee also studies the efficiency, economy, and effectiveness of all agencies and departments of the Government. As such, the operational work of this Committee offered a very good perspective on service delivery issues as viewed by the legislature.

While elements of the Committee on Governmental Affairs can be traced back into the 19th century, the Committee's immediate origins lie in the creation of the Committee on Expenditures in the Executive Departments which was created and organized on April 18, 1921. The Committee on Expenditures in the Executive Department was renamed the Committee on Government Operations in 1952. In 1978, the Committee on Government Operations was reorganized as the Committee on Governmental Affairs.

Of the three current subcommittees, the Permanent Subcommittee on Investigations is the oldest being created at the same time as the Committee on Government Operations in 1952. The Subcommittee on the Oversight of Government Management, the Federal Workforce, and the District of Columbia came into being after the creation of the Committee on Governmental Affairs in 1978. The Subcommittee on Financial Management, the Budget, and International Security was created at the beginning of the 108th Congress.

The Committee on Governmental Affairs is the chief oversight committee for the United States Senate. Over the years, the Committee on Governmental Affairs and its predecessors have dealt with a number of important issues. A significant issue investigated by this committee was the government's failure to handle the Katrina disaster, and much of the work done by the committee has been well-publicized, appreciated and accepted for implementation.

Government Accountability Office (GAO)

The role of GAO is primarily to help the Congress in reviewing and reconsidering the base of federal spending and tax programs. GAO reports are intended to be one input among many that Congress will receive as it decides what its agenda will be for oversight and program review. In some of its reports, GAO frames the issues presented as illustrative questions for policymakers to consider as a supplement to their own efforts. The questions are drawn from GAO's issued work, their strategic plan prepared in consultation with the Congress, input from several inspectors and the institutional knowledge of their staff. They cover discretionary spending, mandatory spending including entitlements, as well as tax policies and programs. The GAO takes a stance that while answers to these questions may draw on the work of GAO and others, only elected officials can and should decide which questions to address as well as how and when to address them.

Over the years, the breadth and quality of GAO's work and the impact of its products and activities have on the economy, efficiency, effectiveness, and equity of federal programs supporting Americans everywhere has steadily increased. Each year, GAO strives to provide Congress with the information it needs to improve the accountability of the federal government in an objective, fact-based, and reliable manner.

GAO claims to have helped the federal government achieve a total of $51 billion in financial benefits which equals a $105 return on every dollar the Congress invested in them. They also documented 1,342 non-financial benefits that helped to improve services to the public, change laws, and transform government operations. Senior GAO executives delivered testimonies at 240 hearings covering a range of topics, including the tax gap and tax reform, US border security, Iraq and Hurricane Katrina activities, and issues affecting the health and pay of military service members.

GAO's work has focused on issues like the federal government's efforts to recover from the devastation of hurricanes Katrina and Rita and improve disaster preparedness and coordination for the future. GAO has also examined issues like how federal government managed the cost of prescription drugs for Medicare enrollees; safeguarded sensitive information systems to protect US citizens from unauthorized use of their social security numbers, passports, and other personal information. In several of these areas, average Americans would have benefited from the recommendations that were subsequently implemented by various federal agencies and the Congress.

GAO helps members of the Congress and the public better understand the trends and challenges facing the US and its position in the world, and to grasp the long-term and collateral implications of current policy paths. Through a number of reports, testimonies, presentations, and partnerships, they have further developed the ideas presented in an earlier report titled *21st Century Challenges: Reexamining the Base of the Federal Government.* This effort highlights several demographic, economic, and other trends such as longer life spans, slowing workforce growth, and a large national deficit, that will have a significant adverse impact on America's fiscal future The report also asks a series of questions about, among other things, mandatory and discretionary spending and tax policy, along with representatives from a broad range of concerned groups, discussed the serious fiscal imbalances facing the United States at town hall meetings in 10 different cities across the country This "Fiscal Wake-up Tour," sponsored by the Concord Coalition, has helped to increase awareness on America's worsening financial situation and encourage discussion about possible solutions. GAO also continued to examine federal areas and programs at risk of fraud, waste, abuse, and mismanagement and those in need of broad-based transformations, and added another troubled program to its high-risk list, viz. the National Flood Insurance Program.

Internally, GAO has implemented a number of changes to help itself move towards the goal of becoming a world-class professional services organization. It restructured its midlevel, policy analyst staff into two separate pay ranges and also established market-based pay ranges for its professional and administrative support staff. In addition, a comprehensive review focusing on five broad areas: college recruitment, candidate assessment, annual hiring, negotiating and processing job offers, and recruiting issues affecting administrative and support staff was initiated. An outreach program to recruit candidates for a new executive exchange program that will give private sector employees at various companies, including accounting firms and think tanks, a direct hands-on experience in the public sector has also been taken up.

GAO is also involved in examining and addressing the nation's long-term fiscal outlook, health care reform, and the need to transform the Department of Defence. They work towards enhancing collaboration with other agencies in the legislative branch and build partnerships with various accountability and other good government organizations. When it comes to improving government performance, strengthening accountability, and enhancing public trust, GAO is committed to help improve government delivery for the benefit of the people. It has a well-articulated vision and strategic plan to operationalize the vision, supported by a measurement framework to gauge its own usefulness. The data cited by GAO shows that for every dollar of tax payers' money spent on its own operations, there is a corresponding saving of over $ 80 as a result of policies, recommendations emerging out of its work. Although the methodology used for making these calculations is not fully transparent, nevertheless it represents the pressure on government agencies to justify their existence in value-for-money terms and an awakening that this needs to be measured.

Council for Excellence in Government

The Council for Excellence in Government is a public/private partnership organization designed to improve the effectiveness of federal, state, and local government in the United States. Originally, the Council was a brainchild of several ex-government officials who had moved on to success in the private sector. They felt that government services and responsiveness to public needs would improve if there were an organization that could bring the private and the public together to meet and exchange ideas. The Council commissions public polls, attempts to engage citizens and generate interest in public service, and provides generous awards for innovation in government. Council supporters, called principals, provide advice, assistance, and monetary sponsorship for the Council's activities. The Council is non-partisan in nature, and has had ex-Presidents Ford, Carter, Bush, and Clinton as honorary chairs of its board. Virginia philanthropist

Alan Voorhees, whose architectural firm designed the Metro system in Washington, D.C. and many other capital cities around the world in the 1960s and 1970s, provided seed money and office space in the early 1980s. Voorhees was always interested in applications of technology to public problems, and was the inventor of the "gravity theory" of traffic flow which was used in designing interstate highways in the 1950s.

The Council for Excellence in Government works to improve the performance of government at all levels; and government's place in the lives and esteem of American citizens. With its experienced staff, network of experts and members, and diverse partners, the Council helps to create stronger public sector leadership and management, driven by innovation and focused on results; and increased citizen confidence and participation in government, through better understanding of government and its role.

The Council's primary work focuses on four important goals:

➢ To attract and develop talented people for public service;

➢ To encourage innovation and results-oriented performance in government;

➢ To promote e-government as a revolutionary tool for improving performance and better connecting people to government; and

➢ To improve the connection between citizens and government and encourage their participation in governance.

The Council is supported by members (called Principals) comprising private sector and nonprofit leaders who have served in government and are united by a strong, sustaining commitment to Council objectives. Financial support comes from project grants and other funding from government agencies, corporations and foundations. Former Presidents Carter, Ford, and Clinton are honorary chairs of the Council.

Robert Wood Johnson University Hospital (RWJUH)

One of the nation's leading academic medical centers, Robert Wood Johnson University Hospital provides state-of-the-art care across the full range of health care services. Specialties include cardiac care from screening to heart surgery and transplantation, cancer care, emergency medicine, pediatrics and maternal-fetal medicine. The hospital has earned significant national recognition for clinical quality and patient safety. Most recently, RWJUH ranked among the Leapfrog Group's Top Hospitals in the nation for quality and safety. Consumers Digest magazine ranked the hospital fifth in the nation in patient safety initiatives. Harvard University researchers, in a study commissioned by The Commonwealth Fund, identified RWJUH as one of the top 10 hospitals in the nation for clinical quality. RWJUH has also been a two-time winner of the MBNQA, and is looking forward to receiving it a third time.

RWJUH has been supported by Studer Group in undertaking the Malcolm Baldrige journey to Excellence. The hospital received the award on its third application. The first time it did not even earn a site visit, the second time it reached up to the stage of site visit but did not receive the Award. Finally, on the third attempt, it won the Award and has been a two-time winner since then. RWJUH's journey to winning the Award illustrates the rigor of the assessment process as well as the sustained determination required by an aspiring organization to actually win the Award. RWJUH started from a point where the only attribute rated positively by its customers was "Close to Home" and today it is the fastest growing, most-preferred hospital in the region for its areas of specialty.

In the case of RWJUH, the criteria requirements were met over three successive attempts to win. The improvement in ratings given by its customers was clearly visible, as also the improvement in parameters on which rating has improved. Among the major achievements cited by the hospital was the fact that it reported no anthrax deaths despite all odds like the first patient coming in on a weekend, and lack of clarity on anthrax-treatment related policy.

RWJUH personnel were extremely enthusiastic and passionate about their work. The CEO came across as a very dynamic and involved person, and she knew every inch of the hospital, including the current construction as well as the planned expansion. She seemed to command a lot of respect and admiration from her staff. One of the practices that the hospital has institutionalized is giving positive 'strokes' to their people through the ***Wall of Fame concept***. One of the walls in the hospital was kept for pictures of staff members who had put in some exceptional performance, and small ceremonies were organized to share such honors.

----------- End of Case Study ----------------

POINTS TO PONDER

The specific objective of this case study is to understand how a set of organizations are working towards achieving excellence in government and resolve the complexities in implementing service excellence. Therefore, the main discussion issues can be focused around the following issues:

- ➢ Institutional Arrangements supporting these organizations that have enabled them to achieve the position visible today

- ➢ Strategic interventions undertaken to support service delivery organizations deliver better services and value for money to citizens

- ➢ Budgeting and financial sustainability of efforts towards service delivery excellence with focus on public services

- ➢ Strategies for ensuring that the initiatives conceptualized by these organizations are taken up by service delivery organizations and actually put into practice for service delivery improvements

- ➢ Vision for the future and how the anticipated challenges are expected to be overcome

- ➢ Experience of organizations that have undertaken the journey and how they have succeeded in motivating their frontline staff to strive for and achieve excellence

Some key messages coming across from this discussion will be in the nature of universal truths like senior leadership being critical to organizational performance, and importance of maintaining motivation levels of frontline staff through positive strokes. Although these issues remain as critical as ever, there will be more practical aspects of how excellence is understood and applied in the current American context with specific reference to government organizations. This can be a significant learning, not only because it has influenced the way excellence is understood in the United States, but has also shaped similar initiatives across the developed and developing world.

Administrative Reform

*What have you changed that has
changed everything else?*

What is Admin Reform

- In the traditional relationship between government and citizens, citizens are 'told' by the government what to do or not do

- In today's democracies, the equation is shifting - citizens are demanding more say in government functioning

- Administrative Reform (AR) can be described as the totality of changes needed to keep pace with the new demands on government

Distinction between AR and OD

- AR is not the same thing as Organizational Development (OD)

- OD refers to systems and processes becoming more mature as an organization itself matures

- AR refers to fundamental changes in the ideas around what government should do or not do

- By definition AR will meet with resistance and must therefore prepare to manage resistance

Why is AR needed

- AR is needed to enable government to do what it does best, and do it in the best way

- In developed countries, this has been seen as 'roll back' of government

- In developing countries, we need faster growth and meet emerging citizen aspirations

- Administrators therefore need to be change agents and innovators instead of being perpetrators of the existing system

AR across the World

- Re-inventing Government
- National Performance Review (NPR)
- New Public Management (NPM)
- Compulsory Competitive Tendering (CCT)
- Best Value
- Alternate Service Delivery (ASD)

Re-inventing Government

- Make government more productive, deliver 'more' with 'less resources' through Competition, Total Quality Management, Performance Budgeting, Privatization, etc.
- Assumes downsizing, cost reduction, and deregulation are the way to increase government efficiency and effectiveness

National Performance Review

- Focuses on managing performance of govt agencies using measurement tools

- Projects/programs not performing well are reviewed and recommended for closure

- Criticism: Focus is on implementing the tools for measurement rather than improving policy impact and performance

New Public Management

- Based on principles of market efficiency through competition

- Indian examples of competition leading to improved services include banking, telecom

- Critique: Market efficiency principles work when service requirements are well-defined and citizens can pay for the service; but not for developmental work and activities to serve the poor and vulnerable

Compulsory Competitive Tendering

- Purpose was to enhance supply efficiencies through competitive tendering

- Made government procurement and outsourcing more transparent

- Critique: Led to short-term, low trust relationships which increased costs of monitoring contract compliance

- Replaced by 'Best Value' in 1997 (UK)

Best Value

- Emphasis is on meeting citizen needs and not service providers' convenience

- Mandates consultative decision-making, wide enough to include all stakeholders: not only service users, but tax payers as well

- Critique: Risk of consultative meets being held only as a show whereas decisions are actually taken internally; and of stakeholders not taking much interest in the consultative process

Alternative Service Delivery

- Concept of Canadian origin – emphasizes a mix of institutions providing public services: governmental and non-governmental

- Focus is on innovative means of delivering services based on bottom-up ideas

- Can be a useful platform to build collaborations and partnerships across multiple agencies

History of AR in India

- First ARC set up in 1966 chaired by Shri Morarji Desai and later by K. Hanumanthaiya - submitted 20 reports with 537 major recommendations

- Second ARC set up in 2005 chaired by Shri Verappa Moily – has submitted 15 reports

- Process of considering/implementing ARC recommendations:
  - Considered by concerned administrative department
  - Then considered by Core Group on Administrative Reforms
  - Then considered by Group of Ministers
  - Finally considered by PM

Reports of 1st ARC

- Problems of Redress of Citizens Grievances (Interim)
- Machinery for Planning
- Public Sector Undertakings
- Finance, Accounts & Audit
- Machinery for Planning (Final)
- Economic Administration
- The Machinery of GOI and its procedures of work
- Life Insurance Administration
- Central Direct Taxes Administration
- Administration of UTs & NEFA
- Personnel Administration
- Delegation of Financial & Administrative Powers
- Center-State Relationships
- State Administration
- Small Scale Sector
- Railways
- Treasuries
- Reserve Bank of India
- Posts and Telegraphs
- Scientific Departments

Reports of 2nd ARC

1. Right to Information - Master Key to Good Governance (09.06.2006)
2. Unlocking Human Capital - Entitlements and Governance-a Case Study (31.07.2006)
3. Crisis Management - From Despair to Hope (31.10.2006)
4. Ethics in Governance (12.02.2007)
5. Public Order - Justice for each..... peace for all. (25.06.2007)
6. Local Governance 1 | 2 | 3 (27.11.2007)
7. Capacity Building for Conflict Resolution - Friction to Fusion (17.3.2008)
8. Combating Terrorism (17.9.2008)
9. Social Capital - A Shared Destiny (8.10.2008)
10. Refurbishing of Personnel Administration - Scaling New Heights (27.11.2008)
11. Promoting e-Governance - The Smart Way Forward (20.01.2009)
12. Citizen Centric Administration - The Heart of Governance (30.3.2009)
13. Organisational Structure of Government of India (19.5.2009)
14. Strengthening Financial Management Systems (26.5.2009)
15. State & District Administration (29.5.2009)

Chapter 2

Second Administrative Reforms Commission

Second Administrative Reforms Commission

At the end of the session, the participants should understand how the 2nd ARC has approached the vast gamut of administrative reforms needed in India. Over the last two to three decades India has made significant progress in reducing poverty levels, but income disparities have also grown and regional imbalances continue to be severe. The 2nd ARC has also noted Indian administration's ability to manage the huge exercise of periodic elections, as also the remarkable efficiency in managing some recent natural calamities. However, the quality of governance as indicated by responsiveness to citizen needs, effective and accountable administration leaves much to be desired.

Strengths and Weaknesses of Indian Administration

The reasonably swift and efficient response of our administration to a series of major natural calamities – the Tsunami of December 2004, the Mumbai floods of July, 2005, and the recent earthquake in Jammu & Kashmir - demonstrates that in times of crisis we are able to marshal our resources effectively. All these and competent election management show that we have an impressive administrative infrastructure and it responds well when objectives are clearly defined, resources are made available and accountability is surely enforced.

However, a lot more remains to be done. The state apparatus is generally perceived to be largely inefficient, with most functionaries serving no useful purpose. The bureaucracy is   generally seen to be tardy, inefficient, and unresponsive. Corruption is undermining economic growth, distorting competition, and disproportionately hurting the poor and marginalized citizens. Criminalization of politics allows money and muscle power to play a large role in elections. In general there is high degree of dissatisfaction in society on account of unfulfilled expectations and poor delivery. One reason why we are not able to overcome our weaknesses is the incapacity to institutionalize the best practices from our own country and elsewhere. For this, a conscious effort not only to identify and document best practices but also build policy and create new structures and institutions to allow mass replication needs to be made.

In general, the positive power to promote public good seems to be severely restricted, making it difficult for even the most conscientious and competent functionaries to deliver optimal results. The systemic rigidities, needless complexity and over centralization have made most elected politicians and appointed public servants ineffective and helpless. But the negative power of abuse of authority in pursuit of pelf, privilege and patronage, or harassment of public through flagrant violation of law, petty tyranny and nuisance value is virtually unchecked. This imbalance in the exercise of power is at the heart of the crisis of governance. As a result most agencies of government are functioning sub-optimally, and government programmes have not yielded the desired results. At most levels authority is divorced from accountability, leading to a system of realistic and plausible alibis for non-performance. Most functionaries are thus caught in a vicious cycle.

Priority Action Areas

There are two fundamental, interrelated objectives, which need to be achieved in the coming decades. The first is the fulfillment of human and national potential. This entails prevention of avoidable suffering and ensuring human dignity, access to justice and opportunity to all Indians so that every citizen is a fulfilled and productive human being. Only then can we realize our potential fully and play our rightful role in the global arena, protecting the vital interests of present and future generations, and promoting global peace, stability and prosperity.

Human development takes place through access to good quality education and healthcare to make every citizen productive and fulfilled. Despite our long-standing commitment to these goals, the results are uneven and far from satisfactory. Allocation of resources is undoubtedly inadequate leading to huge unmet demand. Even what is spent is not very productive in outcomes. Most of the nation's gene pool is wasted because of inadequate and poor quality of school education. Higher education too is not very successful in promoting excellence of producing service providers, leaders, managers and wealth creators, for the future. The public health system has also been unsatisfactory and inadequate, private health expenditure, which already accounts for about 80% of total expenditure, is growing (14% per annum) much faster than GDP. The resultant high cost and poor access seriously undermines human development.

The third broad area is infrastructure and sustainable natural resource development. While the economic aspects of these are well-recognized, the governance challenges are not adequately addressed. For instance, effective land administration is crucial to capital formation in agriculture and soil conservation. Energy plantation and biofuel production would require great administrative innovation and grassroots coordination. Urban management involves much more than resource allocation for infrastructure and poses formidable challenges of governance. Power distribution management through local people's involvement and ownership in a consumer-friendly way is more a governance issue than an economic or tariff problem. We need to create innovative modes of governance in dealing with such challenges.

Another area which needs special attention is the changing nature of federalism. The last decade has witnessed significant maturing of our federalism. The states are increasingly empowered to determine their own policies and programmes, and the union is ever more sensitive to local needs. However, the role of the Union is expanding in a substantial measure in recent years in new ways. Education, healthcare, rural and urban development and social security are either state subjects, or largely under state jurisdiction. And yet, the services are increasingly driven by union policies and funds. Paucity of resources at state level, need for standardization of services, compulsions of reducing regional disparities, and the imperatives of meeting the challenges of a growing economy in the modern world have necessarily enlarged the Union's role in these sectors. However, we need to carefully design mechanisms to monitor these programmes and enforce accountability at the local level, even as the desired outcomes are achieved, and the constitutional scheme of division of powers is fully respected.

Propensity to centralize has been the dominant feature of our administration. We need to truly redesign government on the basis of the principle of subsidiary. A task which can be performed by a small unit should never be entrusted to a large unit. Only when economies of scale and technical complexity demand entrustment to the larger tier should it be done so. All the financial devolution and personnel transfer should match functional domain determined on this basis. Only then will the citizen see the link between his vote and public good, and monies can be traced to services delivered. The structure of local governments envisaged in the 73rd and 74th Constitutional amendments is now in place, but the soul of self-governance and empowerment is largely missing. As a result of the economic reform process, the states have come into their own, and yet the Union has in recent years discovered a more meaningful and strategic role for itself. Similarly, local government empowerment need not mean weakening of states. States must be enabled to discover their vital role in providing strategic inputs and leadership even as local governments deliver most of the basic services.

Pervasive corruption is the most disturbing element of our governance. Happily, recent years witnessed encouraging trends in certain sectors. Wherever competition, choice, transparency and technology have been introduced, corruption has dramatically declined. However, in other core sectors where the state's role is critical, corruption continues unchecked. There are signs of growing corruption in some of these state-controlled sectors, indicating a shift from the traditional forms of corruption. Police, criminal justice system, healthcare delivery, public procurement and contracting, transfers and postings of officials, tax collection and land administration are areas, which are by nature fully or substantially state-controlled. Corruption is either continuing or growing in these sectors, as the inexhaustible demand for illegitimate funds in our governance system continues unabated. Clearly far-reaching political and electoral reforms to transform our political culture and alter the nature of incentives in public life are the need of the hour.

Good Governance

Governance is admittedly a weak link in our quest for prosperity and equity. We have an impressive governance infrastructure and significant successes to our credit. But we need to refashion the instruments to suit the emerging challenges. The quest for good governance - governance which is efficient, citizen centric and is rooted in a sound value system, is based on three inter-related fundamental ideas.

The first is rule of law. Rule of law requires that laws and their implementation should be transparent, predictable and credible, and that those who make and implement laws should be accountable for their decisions. While the government of the day is accountable to the legislature, at the operating levels of administrations this accountability is often lacking. A steady pulse in the recommendations of the Commission is thus the emphasis on accountability at each level of administration and minimization of unfettered discretion in decision making. From accountability of decision making flows credibility, predictability and transparency.

The second fundamental idea is to put the citizen first. All too often the relationship between the State and the citizen is a master client relationship, with the citizen

reduced to the status of a supplicant. This has to go. Systemic changes along with information technology makes it possible to reduce, if not eliminate altogether, the time and trouble involved in the citizen's contact with the State. It also makes it possible to introduce automaticity in decision making. The State has no look upon itself as a service provider, and, as in many cases the State is a natural monopoly, the Commission has made a number of recommendation to curtail monopolistic behaviour by State agencies.

The third most important idea is the citizen's participation in decision making. In our scheme of things the Union Government being the furthest removed from the day-to-day life of the citizen represents the principle of rationality. The State Governments, because of the sheer size of constituencies also tends to be removed from the daily concerns of the citizen. It is the third tier of governance, the panchayats and the municipal bodies, which is the closest to the citizen and can represent the principle of concern. Hence, it is necessary that there is greater devolution of powers, from the Union to the State Governments and from the State Governments to local bodies, and that the local bodies function in appropriate units that allow participation of every citizen in decision making. This devolution will not weaken either the Union or the States: in fact it will strengthen them by enabling them to focus on matters they are uniquely equipped to address.

Recommendations

The 2nd ARC has noted the need for real decentralization of power with effective institutional checks for greater control by citizens on how they are governed. Judicial and police reforms need to ensure speedy, efficient and accessible justice and swift, sure and severe punishment for abuse of office. Self-regulatory mechanisms to uphold standards in professional groups are another area that requires urgent attention in the changing context. Finally, measures of accountability including the recently enacted Right to Information, well-designed citizen's charters with penalties for non-performance, independent and effective anti-corruption agencies, citizen involvement in the fight against graft and leakages will surely expose corruption much more easily and enforce compliance with acceptable norms of public conduct.

Political and Executive Capability

Political direction of the administration is the essence of democracy and the 73rd and 74th amendments to the Constitution have expanded the scope of political decision making. This casts a great responsibility on the political parties, to educate and train their functionaries in administrative decision making.

Every State has it 'establishment', which is usually its civil service. From 1858 onwards the civil services have provided the 'establishment' of the Indian State, often through difficult and trying times. The structured merit-based recruitment and placement of civil servants in different cadres was seen as one of the methods of unifying the country after Independence. Today there is considerable managerial talent available outside the civil services. Ministers can draw upon a very large base of intellectual expertise not available in the Government. The Commission has made several suggestions on nurturing talent for the 'establishment' of the Indian State from an early age, sustaining

their morale and skills, upgrading the Services throughout their career and the induction of fresh talent at appropriate stages.

Functional Review and Rationalization

Efficient discharge of government business is hampered by horizontal and vertical dispersal of decision making. Single or strongly related subjects are often administered in different ministries. The resultant narrow focus of Ministries entail that coherent points of view, or policy, emerges only after extensive and prolonged consultations. Such delay could be avoided by having Ministries that can take a holistic view of the subject. This would also result in governments which are more compact and in which coordination is quicker and easier. In the existing government structure issues are examined at too many levels, and the contribution of some of them is minimal. These levels need to be reduced to a rational number. The commission has made suggestions on internal working of ministries and departments. The Commission has also recommended creation of effective Executive Agencies with well defined role and functions. This would facilitate the Ministries to focus more on policy making and analysis while the projects/programmes are implemented by the Executive Agencies.

Budgeting and Audit

Budgeting and Audit are critically important tools of governance. The mis-match between plan and budget classification needs to be ironed out to permit rigorous monitoring of expenditure. An expert group needs to look at accrual based budgeting. Ministries need to be realistic in making their estimates of expenditure so that large unspent balances do not remain at the end of the year. A multi-year perspective would be helpful in dealing with this. Audit is often seen as an adversarial exercise, which it need not be. While Auditors have to be sensitive to administrative compulsions, Ministries and Department need to understand that audit is an instrument for enhancing administrative efficiency. There is a need for better understanding and synergy between auditor and auditee for improved accountability and audit impact.
Through its 15 reports, 2nd ARC has presented over 1500 recommendations as shown in the following table.

| # | Report Name | Number of Recommendations | | Topics |
		Accepted	Total	
1	Right to Information - Master Key to Good Governance (09.06.2006)		62	21
2	Unlocking Human Capital - Entitlements and Governance-a Case Study (31.07.2006)		114	36
3	Crisis Management - From Despair to Hope (31.10.2006)		142	40
4	Ethics in Governance (12.02.2007)		134	48
5	Public Order - Justice for each..... peace for all. (25.06.2007)	NA		47
6	Local Governance (27.11.2007)		256	67

#	Report Name	Number of Recommendations		Topics
		Accepted	Total	
7	Capacity Building for Conflict Resolution - Friction to Fusion (17.3.2008)		126	27
8	Combating Terrorism (17.9.2008)	NA		18
9	Social Capital - A Shared Destiny (8.10.2008)		66	20
10	Refurbishing of Personnel Administration - Scaling New Heights (27.11.2008)	NC		13
11	Promoting e-Governance - The Smart Way Forward (20.01.2009)		47	17
12	Citizen Centric Administration - The Heart of Governance (30.3.2009)		50	15
13	Organisational Structure of Government of India (19.5.2009)		37	10
14	Strengthening Financial Management Systems (26.5.2009)		36	17
15	State & District Administration (29.5.2009)		158	57
	TOTAL		**1,228**	**453**

Most of the recommendations of the Commission impinge upon State Governments. The principles underlying reforms in the Union Government are also applicable to State Governments. One area of change in governance is the administration of districts. The Commission has suggested a dual role for the District Administration (headed by the District Magistrate) – the first as the secretariat and executive in District Councils and secondly as an agency of the State Government.

The recommendations of the Commission fall into two groups. The first is the set of changes which need to be made in administrative structures, processes and techniques. The second is a work progamme in which a number of issues need to be examined by the Government. Implementing the suggested changes and carrying out the work programmes will require strong political will and sustained political guidance at the highest level. The Commission is confident that both will be forthcoming.

Quiz on Second Administrative Reforms Commission

1) 2ⁿᵈ ARC has noted the following as important factors for poverty reduction

    a) E-governance

    b) Good governance

    c) Control of terrorism

    d) None of the above

    e) All of the above

2) Good governance includes

    a) Citizen-centricity

    b) Rule of Law

    c) Transparency and Accountability

    d) None of the above

    e) All of the above

3) Which of the following is identified as strength of Indian administration?

    a) Democratic set up

    b) Self-sufficiency in food

    c) Election management

    d) None of the above

    e) All of the above

4) Which of the following is identified as a weakness of Indian administration?

    a) Insufficient accountability

    b) Abuse of authority

    c) Non-institutionalization of good/best practice

    d) None of the above

    e) All of the above

5) What are the priority areas for reform identified by 2nd ARC?

    a) Human development

    b) Infrastructure development

    c) Prevention of Corruption

    d) None of the above

    e) All of the above

6) Key characteristics of Good Governance identified by 2nd ARC

    a) Efficiency

    b) Citizen-centricity

    c) Value system

    d) None of the above

    e) All of the above

7) Citizen-centricity means

    a) Citizen participation in decision-making

    b) Convenience to citizen in availing interacting with public authorities

    c) Availability of choice in availing public services

    d) None of the above

    e) All of the above

8) Rule of Law means

    a) Unfettered powers to Judiciary

    b) Unfettered powers to Executive

    c) Unfettered powers to legislature

    d) Predictability in implementation of laws

Answers to Quiz on Second Administrative Reforms Commission

1) b

2) e

3) c

4) e

5) e

6) e

7) e

8) d

Case Study

Case summary to be prepared from Best Practices available at:
http://indiagovernance.gov.in/map.php

Highlights of 2nd ARC Approach Paper

- Good Governance is the single most important factor to reduce poverty - poor governance subverts the efforts to reduce it

- Governance means exercise of economic, political and administrative authority to manage a country's affairs

- It consists of the mechanisms, processes and institutions for:

  – Articulating citizen interests

  – Exercising their legal rights

  – Meeting their obligations

  – Mediating their differences

Our Strengths in Governance

- Competent election management

- Swift and efficient response to a series of major natural calamities – 2004 Tsunami, 2005 Mumbai floods, J&K earthquake, 2013 Orissa cyclone

- Indicates an impressive administrative infrastructure

- It responds well when objectives are clearly defined, resources are available and accountability is enforced

Our Weaknesses in Governance

- Abuse of authority at all levels in all organs of state

- Systemic rigidities, complexity making the good politician and administrator ineffective and helpless

- Imbalance in exercise of power leading to unchecked violations of law, petty tyranny and nuisance

- Flawed distribution of power owing to huge unorganized workforce and business enterprise

- Lack of capability to institutionalize good/best practices from within and/or outside

2nd ARC Priorities Areas

- Good Governance to prevent avoidable suffering and ensuring dignity of our people; and a rightful role for our country in the comity of nations

- Human development through access to good quality education and healthcare

- Infrastructure and sustainable natural resource development

- Real decentralization of power

- Prevention of corruption

2nd ARC View of Good Governance

- Governance that is efficient, citizen-centric, and rooted in a sound value system
- Based on three interrelated fundamental ideas
  - Rule of law
  - Put the citizen first
  - Fair and ethical

Rule of Law

- Laws and their implementation should be transparent, predictable, and credible
- Those who make and implement laws should be accountable for their decisions
- 2nd ARC has observed that while the government is accountable to the legislature, accountability is often lacking at the operating levels of administration
- Accountability and minimizing unfettered discretion is needed at each level of the administration

Put the Citizen First

Prevalent scenario of government-citizen interaction is very negative and things need to change drastically

- – Excessive time and trouble involved in this interaction must be reduced: technology is one way to do this

- – State is a natural monopoly and measures must be taken to curtail monopolistic behavior by State agencies

- – Citizen participation in decision-making must increase: greater devolution of powers to local bodies is needed

Fair and Ethical

System of governance and administration has to be based on strong ethical foundations

- – Richness of diversity also leads to conflicts which must be resolved fairly

- – Politics is a competitive activity and all political parties need to draw lines that must not be crossed

- – Conduct of civil servants vis-à-vis public needs to be governed by an ethical code

2nd ARC Recommendations

1. **Right to Information**
2. Unlocking Human Capital
3. Crisis Management
4. **Ethics in Governance**
5. Public Order
6. **Local Governance**
7. Capacity Building for Conflict Resolution
8. Combating Terrorism
9. Social Capital
10. Refurbishing of Personnel Administration
11. **Promoting e-Governance**
12. **Citizen Centric Administration**
13. Organisational Structure of Government of India
14. Strengthening Financial Management Systems
15. State & District Administration

Note on ARC Recommendations

- Most recommendations of ARC impinge upon the State governments
- Recommendations of ARC fall into two groups:
  - Changes in administrative structures, processes and techniques
  - Work programmes to examine problem areas and implement solutions

Chapter 3

Good Governance

Good Governance

At the end of the session, the participants should understand the importance of good governance in accelerating economic growth and development. They should know about the internationally accepted indicators of good governance and how India ranks on various indicators as compared to its peers.

The concept of good governance should not be seen as some esoteric concept which is meant only for arm-chair discussion. Participants should be able to relate the concept and its indicators to their day to day work and their experience of dealing with ordinary citizens and catering to their needs.

World Bank's Definition of Good Governance

The World Bank set out its definition of good governance in the 1992 report titled "Governance and Development". Governance is defined as "the manner in which power is exercised in the management of a country's economic and social resources for development". World Bank has an interest in any country's governance because it is concerned with the sustainability of the projects it helps finance in that country. It takes the view that in any country sustainable development can take place only if a predictable and transparent framework of rules and institutions exists for the conduct of private and public business. The essence of good governance is described as predictable, open and enlightened policy, along with a bureaucracy imbued with a professional ethos and an executive arm of government accountable for its actions. All these elements are expected to be present in any country with a strong civil society participating in public affairs, and where all members of the society act under the rule of law.

In analyzing governance, the World Bank has drawn a clear distinction between the political and economic dimensions of good governance. It has identified three distinct aspects of governance: (a) the form of the political regime; (b) the process by which authority is exercised in the management of a country's economic and social resources for development; and (c) the capacity of governments to design, formulate and implement policies and discharge functions.

In its 1994 report entitled "Governance: The World Bank's Experience", the progress made by the Bank in this area is set out under four different aspects: (a) Public-sector management which includes changing the organizational structure of a sector agency to reflect new objectives, making budgets work better, sharpening civil-service objectives and placing public-enterprise managers under performance contracts; (b) Accountability, which means that governments and their employees should be held responsible for their actions; (c) Legal framework for development, which refers to appropriate legal systems that provide stability and predictability, which are the essential elements in creating an economic environment for business; and (d) Transparency and information, which pervade good governance and reinforce accountability because access to information is essential for the various stakeholders to understand government's decision-making process and respond effectively.

UNESCO's Definition of Good Governance

UNESCO's definition of Good Governance is taken from an OECD e-book titled 'Citizens as Partners - Information, Consultation and Public Participation in Policy-Making.' According to this definition, Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. These eight characteristics are explained briefly as under.

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

Effectiveness and efficiency: Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Responsiveness: Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

Consensus oriented: There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Xth Five Year Plan Document Reference on Good Governance

The Tenth Plan document identified good governance as the single most important factor in ensuring that the Plan objectives are achieved. Among other things, decentralization of power and citizens' empowerment, effective people's participation through state and non-state mechanisms, greater synergy and consolidation among various agencies and programmes of government, civil service reforms, transparency, rationalization of government schemes and mode of financial assistance to states, improved access to formal justice system to enforce rights, reforms and strengthening of land administration and harnessing the power of technology for governance have been identified as the key priorities. As per the Xth Five Year Plan document, a useful approach to examine the issues of governance is to view the process of intermediation as involving a continuous interplay of three elements, viz. **Institutions, Delivery Mechanism, and Supportive Framework of Rules and Procedures.**

Efficient governance requires efficient institutions. The efficiency and effectiveness of institutions, in turn, depends on their adopted delivery mechanism and the supportive framework of rules and procedures, each of which has to work in harmony with the other to discharge the functions for which the institutions have been created. Only then would one expect the institutions to fulfill their stated objectives and carry out their assigned responsibilities in managing the affairs of the society. More importantly, with the changing context – domestic as well as global – a change in the profile and requirements of society and development, there has to be a capacity for evolution, a continuous adaptation in each of these elements. Successful implementation of development programmes requires adequate funds, appropriate policy framework and effective institutional capacity to deliver. Past experience in the country has shown that availability of resources is not enough to tackle poverty, disparities and backwardness. It is a necessary, but not sufficient condition. The determining factor is the institutional capacity to formulate viable need-based schemes/projects, and implement efficient delivery systems to utilize the available resources optimally.

2nd ARC View of Good Governance

Governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It consists of the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. Without good governance, no amount of developmental schemes can bring in improvements in the quality of life of the citizens. On the contrary., if the power of the state is abused, or exercised in weak or improper ways, those with the least power in the society – the poor- are most likely to suffer. In that sense, poor governance generates and reinforces poverty and subverts efforts to reduce it. Strengthening governance is an essential precondition to improving the lives of the poor.

India's Ranking on Good Governance

Based on a long-standing research program of the World Bank, Worldwide Governance Indicators (WGIs) capture six key dimensions of governance (Voice & Accountability, Political Stability and Lack of Violence, Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption) between 1996 and present. They measure the

quality of governance in over 200 countries, based on close to 40 data sources produced by over 30 organizations worldwide and are updated annually since 2002.

WGIs offer a useful snapshot of some perceptions of a country's quality of governance. These indicators are a compilation of the perceptions of a very diverse group of respondents, collected in large number of surveys and other cross-country assessments of governance. Some of these instruments capture the views of firms, individuals, and public officials in the countries being assessed. Others reflect the views of NGOs and aid donors with considerable experience in the countries being assessed, while others are based on the assessments of commercial risk-rating agencies.

The snapshot provided by the WGIs, however has to be taken only as a very high level indication of a country's state of governance, as some researchers have pointed out methodological issues like over-complexity, likelihood of bias, pre-conceived notions, etc. in constructing these indicators.

Service Delivery Aspects

In a diverse country like ours, governance issues are particularly diverse and one size can never fit all. Therefore implementation of good governance has to meet the requirements of different states, regions, districts, and even at times of communities. Currently there are serious reservations on efficiency of government services and the ability of administrations to actually create the impact that projects meant for citizens are intended to create. They need to enhance their capability and add value in accelerating the pace of reform in Government.

In terms of proposing a model that differentiates best practices in governance and separates the grain from the chaff three kinds of issues need to be kept in mind. First and foremost is the issue of relevance to the Indian context. This calls for a view that considers our national priorities in terms of economic growth and development and making the basic needs of food, shelter and clothing accessible to all. Secondly, we need to learn how better management can enhance the quality of service delivery in institutions that are closest to the common people. Finally, we must also consider how we measure up in comparison to global best practices prevalent in the developed world and older democracies.

In the context of our country, where large sections of the population still exist below the poverty line and are vulnerable to inequitable exploitation, good governance must have an urgent focus on ensuring access to basic needs and services and increasing the efficiency of service delivery. These two dimensions are the kernel within the overall context of internationally acknowledged indicators of good governance.

Quiz on Good Governance

1) Good Governance is a concept that is relevant for:

    a) India

    b) Developing countries

    c) Developed countries

    d) European countries

    e) All of the above

2) According to the Planning Commission, lack of good governance is considered to be the single largest factor responsible for India's:

    a) Territorial disputes

    b) Poverty

    c) Gender bias

    d) High birth rate

    e) Low tax collection

3) Xth Five Year Plan document considers the following to be important in determining the state of governance in India:

    a) Form of political regime

    b) Regularity of Elections

    c) Framework of Rules and Laws

    d) Federal structure

    e) Extent of computerization

4) According to 2nd ARC, which of the following is NOT included as a parameter of good governance?

    a) Efficient

    b) Ethical

    c) Citizen-centric

    d) Rule of Law

    e) Inter-state dispute resolution

5) According to World Bank Good Governance Indicators, India's best score of 2012 is on the following parameter:

    a) Voice and Accountability

    b) Control of Corruption

    c) Political stability and absence of violence

    d) Regulatory Quality

    e) None of the above

6) According to World Bank Good Governance Indicators, India's worst score of 2012 is on the following parameter:

    a) Voice and Accountability

    b) Control of Corruption

    c) Political stability and absence of violence

    d) Regulatory Quality

    e) None of the above

Answers to Quiz on Good Governance

1) e

2) b

3) c

4) e

5) a

6) c

Case Study

Case summary to be prepared from Best Practices available at:
http://indiagovernance.gov.in/map.php

Good Governance

Good Governance: World Bank 1992

- Manner in which power is exercised in the management of a country's economic and social resources for development
- Three distinct aspects of governance
  - Form of the political regime (e.g. democracy)
  - Way in which authority is exercised to manage the country's economic and social resources
  - Capacity of government to design, formulate and implement policies and discharge functions

Good Governance: UNESCAP
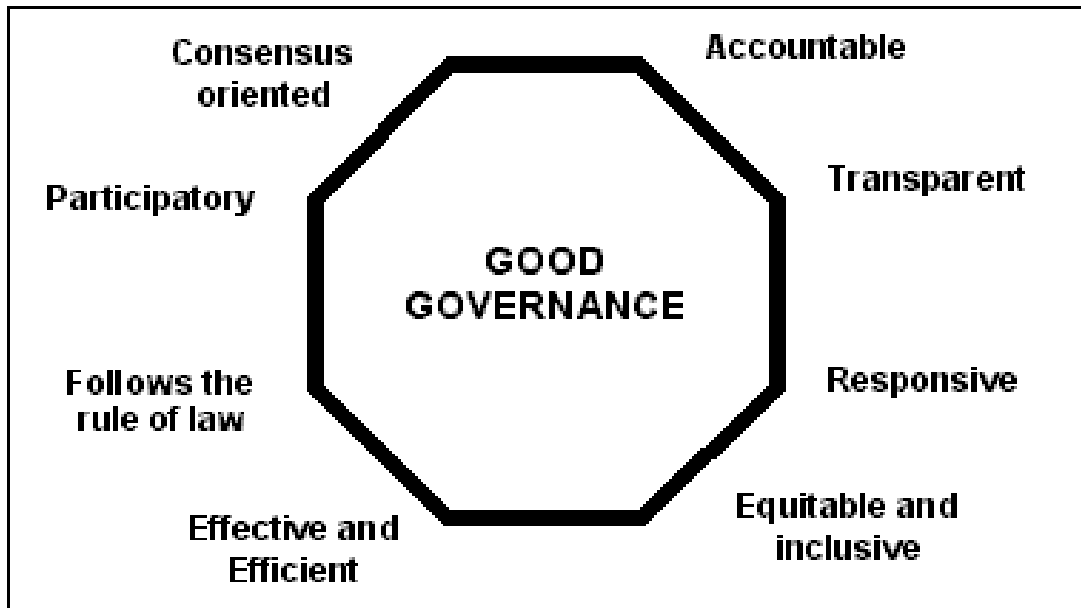
Consensus oriented
Accountable
Participatory
Transparent
GOOD GOVERNANCE
Follows the rule of law
Responsive
Effective and Efficient
Equitable and inclusive

Governance: X Five Year Plan
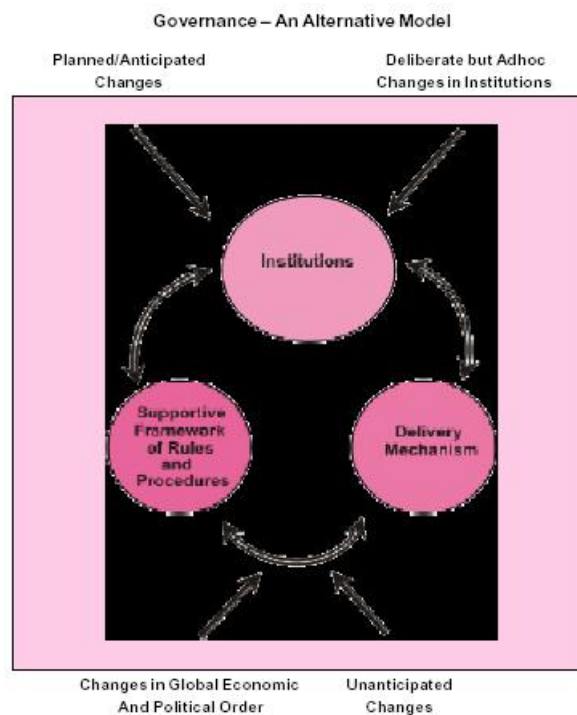
Governance – An Alternative Model

Planned/Anticipated Changes
Deliberate but Adhoc Changes in Institutions

Institutions

Supportive Framework of Rules and Procedures
Delivery Mechanism

Changes in Global Economic And Political Order
Unanticipated Changes

2nd ARC View of Good Governance

- Governance that is efficient, citizen-centric, and rooted in a sound value system
- Based on three interrelated fundamental ideas
  - Rule of law
  - Put the citizen first
  - Fair and ethical

2012, Voice and Accountability

2012, Rule of Law

2012, Government Effectiveness

2012, Regulatory Quality

2012, Control of Corruption

2012, Political Stability and Absence of Violence/Terrorism

Greenland

Iceland

Sweden
Finland
Norway

Canada

Denmark
United Kingdom Belarus
Ukraine Kazakhstan Mongolia
Bosnia and Herzegovina Kyrgyz Republic
Syrian Arab Republic Korea, Dem. Rep.
Morocco Kuwait China
United States Libya
Bermuda United Arab Emirates Hong Kong SAR, China
Mauritania Niger Yemen, Rep.
Cayman Islands Cambodia
St. Vincent and the Grenadines Central African Republic Sri Lanka Micronesia, Fed. Sts.
French Guiana São Tomé and Príncipe Singapore
Kiribati Ecuador Seychelles Papua New Guinea Tuvalu
Brazil Americ
Samoa Bolivia Mozambique Vanuatu Tor
Paraguay Botswana Mauritius
South Africa Australia
Argentina

Russian Federation

New Zealand

0-10th 10-25th 25-50th 50-75th 75-90th 90-100th

India's Ranking on Good Governance

Indicator	Country	Year	Percentile Rank (0 to 100)
Voice and Accountability	India	2002	
		2007	
		2012	
Political Stability and Absence of Violence/Terrorism	India	2002	
		2007	
		2012	
Government Effectiveness	India	2002	
		2007	
		2012	
Regulatory Quality	India	2002	
		2007	
		2012	
Rule of Law	India	2002	
		2007	
		2012	
Control of Corruption	India	2002	
		2007	
		2012	

0   20   40   60   80   100

Source: http://info.worldbank.org/governance/wgi/index.aspx#reports

A Practical View of Good Governance

Basic minimum needs of food, shelter and clothing PLUS basic education, health, cleanliness

Efficient and effective service delivery to the satisfaction of our citizens

A Practical View of Good Governance

International Parameters:

Doing well on democracy, stability, freedom

Very Poorly on Control of Corruption, Quality of Implementation
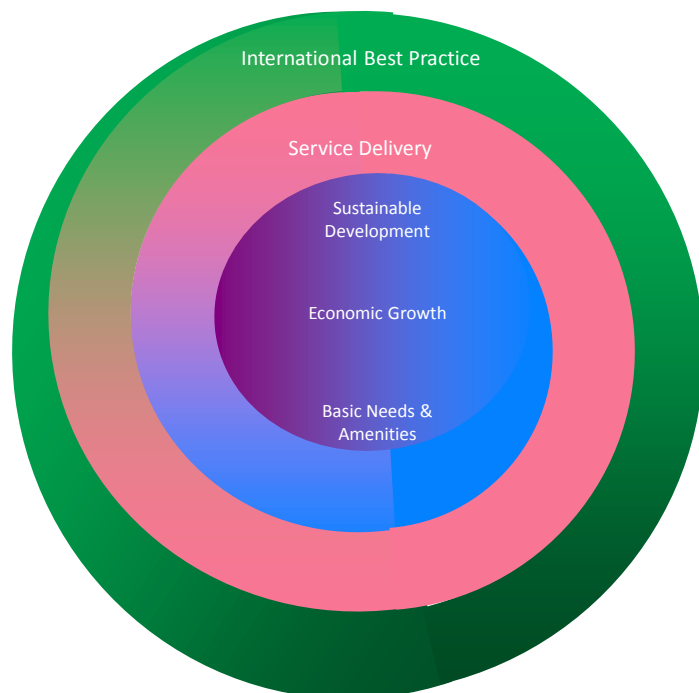
Good Governance Priorities for India

Quality   Ethics in Public Life   Control of Corruption
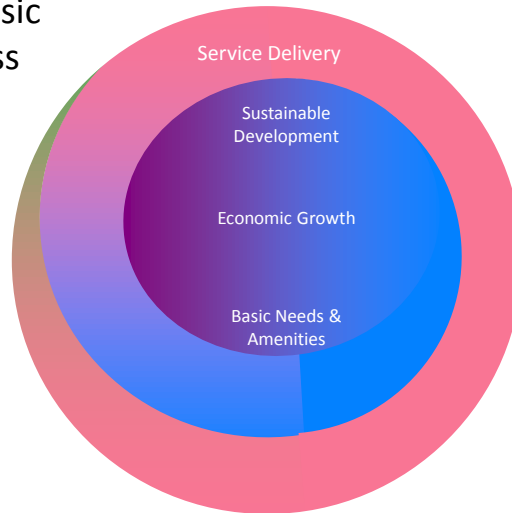
Basic needs

Service efficiency

Fixing Service Delivery Issues

IMPROVING SERVICE DELIVERY

Define benchmarks, evaluation criteria, improvement mechanisms

PLANNING FOR SERVICE DELIVERY

Design and prepare outcome based plans across key govt functions

E-GOVERNANCE

Design and implementation of IT solutions to improve service delivery enabling environment

FUNCTIONAL REVIEW

Define role, responsibilities, functions of apex, departmental and grassroots institutions of governance

Chapter 4

Ethics in Governance

Ethics in Governance

At the end of the session, the participants should understand the nature of corruption in Indian society and the factors that inhibit corruption by public servants.

Participants should appreciate that increasingly corrupt behaviour is getting identified and punished. While it may be true that there are examples where the corrupt have not been brought to book yet, this is not something that should be encouraged.

2nd ARC Terms of reference

Terms of reference of the Administrative Reforms Commission pertaining to ethics in governance, covering the following aspects:

A.   Vigilance and Corruption:

• Strengthening pro-active vigilance to eliminate corruption and harassment to honest civil servants including, wherever necessary, limiting executive discretion

• Addressing systemic deficiencies manifesting in reluctance to punish the corrupt.

• (a) Identify procedures, rules and regulations and factors which lead to corruption (b) suggest measures to combat corruption and arbitrary decision making, and (c) suggest a framework for their periodical review in consultation with the stakeholders.

B. Relationship between Political Executive and Permanent Civil Service:

• To suggest improvements in the institutional arrangements for smooth, efficient and harmonious relationship between civil service and the political executive.

C. Code of Conduct for different organs of Government:

 • Political Executive, Civil Services, etc.

While the Commission has examined items A & C in considerable detail in this Report; item B is dealt with comprehensively in the ARC's report on Civil Services Reforms. The Commission has examined the relevant laws, codes and manuals, which deal with ethics and corruption. It has critically studied the institutional framework that investigates corruption and brings the corrupt to book. It has also looked at the corruption prone processes in government and examined the systems, rules and procedures, which govern these processes.

2nd ARC Definition of Ethics & Corruption

Ethics is a set of standards that society places on itself and which helps guide behaviour, choices and actions. The Commission is painfully aware that standards do not, by themselves, ensure ethical behaviour; that requires a robust culture of integrity. The crux of ethical behaviour does not lie in bold words and expressions enshrined as standards, but in their adoption in action, in sanctions against their violations, in putting

in place competent disciplinary bodies to investigate allegations of violations and impose sanctions quickly and in promoting a culture of integrity.

Corruption is an important manifestation of the failure of ethics. The word 'corrupt' is derived from the Latin word 'corruptus', meaning 'to break or destroy'. The word 'ethics' is from the original Greek term ethikos, meaning 'arising from habit'. It is unfortunate that corruption has, for many, become a matter of habit, ranging from grand corruption involving persons in high places to retail corruption touching the everyday life of common people.

Anti-corruption interventions so far made are seen to be ineffectual and there is widespread public cynicism about them. The interventions are seen as mere posturing without any real intention to bring the corrupt to book. They are also seen as handy weapons for partisan, political use to harass opponents. Corruption is so deeply entrenched in the system that most people regard corruption as inevitable and any effort to fight it as futile. This cynicism is spreading so fast that it bodes ill for our democratic system itself.

Factors Aggravating Corruption in India

In our society, corruption and abuse of office has been aggravated by three factors.

First, there is a colonial legacy of unchallenged authority and propensity to exercise power arbitrarily. In a society which worships power, it is easy for public officials to deviate from ethical conduct

Second, there is enormous asymmetry of power in our society. Nearly 90% of our people are in the unorganized sector. Quite a number of them lead a precarious existence, depending on subsistence wages with no job security. And nearly 70% of the organized workers with job security and regular monthly wage are employed by the state directly or through public sector undertakings. Almost all these employees are 'educated' in a largely illiterate and semiliterate society and economically even the lowliest of public servants are better off than most people in the country. What is more, their employment in government comes with all the trappings of power. Such asymmetry of power reduces societal pressure to conform to ethical behaviour and makes it easy to indulge in corruption

Third, as a conscious choice, the Indian state in the early decades after Independence chose a set of policies whose unintended consequence was to put the citizen at the mercy of the State. Over regulation, severe restrictions on economic activity, excessive state control, near-monopoly of the government in many sectors and an economy of scarcity all created conditions conducive to unbridled corruption. In addition, many state subsidies and beneficiary-oriented programmes in a situation of asymmetry of power converted the public servant into patron and master and reduced most citizens into mendicants. This at once enhanced opportunities to indulge in corruption and reduced the citizens' capacity to resist extortionary demands.

The experience of the past six decades in our country and elsewhere offers us valuable lessons in curbing corruption. It is generally recognized that monopoly and discretion increase the propensity to corruption while competition and transparency reduce

corruption. This has been dramatically witnessed in India in the wake of economic liberalization. As competition came in and choice expanded, corruption plummeted. Telephones, steel, cement, sugar and even two-wheelers are among the many sectors, which have seen enhanced supply and choice, reducing or even eliminating corruption. Similarly, wherever technology and transparency have been introduced, corruption has been significantly contained. Computerization and access to information have made many services from railway reservation to issuing of driving licenses increasingly free from corruption.

A factor which increases corruption is over-centralization. The more remotely power is exercised from the people, the greater is the distance between authority and accountability. The large number of functionaries between the citizen and final decision-makers makes accountability diffused and the temptation to abuse authority strong. For a large democracy, India probably has the smallest number of final decision makers. Local Government is not allowed to take root and power has been concentrated both horizontally and vertically in a few hands. The net results are weakened citizenry and mounting corruption.

Viewpoints on Dealing with Corruption

There are two, somewhat contrary, approaches in dealing with corruption and abuse of office.

The first is overemphasis on values and character. Many people lament the decline in values and the consequent rise in corruption. The implicit assumption is that until values are restored, nothing much can be done to improve the conduct of human beings

The second approach is based on the belief that most human beings are fundamentally decent and socially conscious, but there is always a small proportion of people, which cannot reconcile individual goals with the good of society. Such deviant people tend to pursue personal gain at the cost of public good and the purpose of organized government is to punish such deviant behaviour. If good behaviour is consistently rewarded and bad behaviour consistently punished, the bulk of the people follow the straight and narrow path. However, if good behaviour is not only not rewarded, but is actually fraught with difficulties and bad behaviour is not only not punished, but is often extravagantly rewarded, then the bulk of the people tend to stray from the honourable path.

2nd ARC's Viewpoint

In the real world, both values and institutions matter.

Values are needed to serve as guiding stars, and they exist in abundance in our society. A sense of right and wrong is intrinsic to our culture and civilization. But values need to be sustained by institutions to be durable and to serve as an example to others. Values without institutional support will soon be weakened and dissipated.

Institutions provide the container, which gives shape and content to values. This is the basis of all statecraft and laws and institutions. While incentives and institutions matter for all people, they are critical in dealing with the army of public servants – elected or

appointed – endowed with authority to make decisions and impact on human lives and exercising the power to determine allocation of resources. Public office and control over public purse offer enormous temptation and opportunity to promote private gain at public cost. Therefore, creation of institutions and designing of incentives are of utmost importance in promoting ethical conduct of public servants.

Controlling Corruption

 It is well recognized that every democracy requires the empowerment of citizens in order to hold those in authority to account. Right to Information, effective citizens' charters, opportunity and incentives to promote proactive approach of citizens, stake-holders' involvement in delivery of public services, public consultation in decision making and social auditing are some of the instruments of accountability that dramatically curbed corruption and promoted integrity and quality of decision making.

In the ultimate analysis, the state and a system of laws exist in order to enforce compliance and promote desirable behaviour. Therefore, enforcement of rule of law and deterrent punishment against corruption are critical to build an ethically sound society. A detailed analysis of our anti-corruption mechanisms and the causes of their failure is necessary in order to strengthen the forces of law and deter the corrupt public servants.

Perhaps the most important determinant of the integrity of a society or the prevalence of corruption is the quality of politics. If politics attracts and rewards men and women of integrity, competence and passion for public good, then the society is safe and integrity is maintained. But if honesty is incompatible with survival in politics, and if public life attracts undesirable and corrupt elements seeking private gain, then abuse of authority and corruption become the norm. In such a political culture and climate, desirable initiatives will not yield adequate dividends. Competition and decentralization certainly reduce corruption in certain sectors. But if the demand for corruption is fuelled by inexhaustible appetite for illegitimate funds in politics, then other avenues of corruption will be forcibly opened up. As a result, even as corruption declines in certain areas, it shifts to other, sometimes more dangerous, areas in which competition cannot be introduced and the state exercises a natural monopoly. What is needed with liberalisation is corresponding political and governance reform to alter the incentives in politics and public office and to promote integrity and ethical conduct.

Forms of Corruption

All forms of corruption are reprehensible and we need to promote a culture of zero tolerance of corruption. But some forms of corruption are much more pernicious than others and deserve closer attention. In a vast majority of cases of bribery, the citizen is a victim of extortion and is compelled to pay a bribe in order to get a service to which he is entitled. Experience has taught most citizens that there is a vicious cycle of corruption operating and they often end up losing much more by resisting corruption. Delays, harassment, lost opportunity, loss of precious time and wages, uncertainty and, at times, potential danger of loss of life or limb could result from resistance to corruption and non-compliance with demands. In such cases, the citizen is an unwilling victim of coercive corruption. But there are several cases of collusion between the bribe giver and

corrupt public servant. In such cases of collusive corruption, both parties benefit at immense cost to society. Awarding of contracts for public works and procurement of goods and services, recruitment of employees, evasion of taxes, substandard projects, collusive violation of regulations, adulteration of foods and drugs, obstruction of justice and concealing or doctoring evidence in investigation are all examples of such dangerous forms of corruption. As the economy is freed from state controls, extortionary corruption declines and collusive corruption tends to increase. We need to fashion strong and effective instruments to deal with this growing menace of collusive corruption, which is undermining the very foundations of our democracy and endangering society.

Corruption is a global phenomenon and has also become a serious global concern. The United Nations Convention against Corruption was adopted by the UN General Assembly in October 2003, providing an international instrument against corruption. The ADBOECD Anti-Corruption Action Plan, which has been signed by the Government of India, is a broad understanding to further the cause of inter-regional cooperation in the matter of prevention of corruption. The World Bank has also declared war against corruption by refusing to fund projects whose implementation is tainted by corrupt practices. At the annual meeting of the International Monetary Fund and the World Bank Group in Singapore in 2006, a joint statement was issued with major multilateral financial institutions agreeing on a framework for preventing and combating fraud and corruption in the activities and operations of their institutions.

Measures Already Taken

In India, some recent anti-corruption initiatives have already been taken. The Supreme Court has ruled that candidates contesting elections should file details regarding their wealth, educational qualifications and criminal antecedents along with their nomination papers. The Right to Information Act, which has recently been enacted, is a potent weapon to fight corruption. The introduction of information communication technologies, e-governance initiatives and automation of corruption prone processes in administration have succeeded in reducing corruption.

Much more remains to be done however, and beyond the realm of existing regulation. The escalating levels of corruption in various segments of our economy resulting in large scale generation of black money, serious economic offences and fraud, and money laundering leading even to the funding of terrorist activities against the State, have created a grave situation which needs to be dealt with severely. Benami properties of corrupt public servants need to be forfeited, as also the assets illegally acquired from corrupt practices. Whistleblower legislation has to be put in place to protect informants against retribution. Also, we have to suitably strengthen the institutional framework for investigating corrupt practices and awarding exemplary punishment to the corrupt thereby raising the risk associated with corrupt behaviour.

Additional Measures Needed

Ethics in governance, however, has a much wider import than what happens in the different arms of the government. An across-the-board effort is needed to fight deviations from ethical norms. Such an effort needs to include corporate ethics and

ethics in business; in fact, there should be a paradigm shift from the pejorative 'business ethics' to 'ethics in business'. There is need for ethics in every profession, voluntary organization and civil society structure as these entities are now vitally involved in the process of governance. Finally, there should be ethics in citizen behaviour because such behaviour impinges directly on ethics in government and administration.

Global Responses to Corruption

Corruption is a global phenomenon and has also become a serious global concern. The United Nations Convention against Corruption was adopted by the UN General Assembly in October 2003, providing an international instrument against corruption. The ADBOECD Anti-Corruption Action Plan, which has been signed by the Government of India, is a broad understanding to further the cause of inter-regional cooperation in the matter of prevention of corruption. The World Bank has also declared war against corruption by refusing to fund projects whose implementation is tainted by corrupt practices. At the annual meeting of the International Monetary Fund and the World Bank Group in Singapore in 2006, a joint statement was issued with major multilateral financial institutions agreeing on a framework for preventing and combating fraud and corruption in the activities and operations of their institutions.

Questionnaire on Ethics in Governance

I-LEGAL FRAMEWORK

1. Should there be a national policy for eradication of corruption? What should such a policy enunciate?
2. Is the definition of corruption as per the Prevention of Corruption Act, adequate? Is there a need to expand the definition in view of the UN convention to which India is a signatory? Should corruption in the private sector also get included in the definition?
3. Should India have a law similar to the U.S. False Claims Act?
4. Is India over regulated? Are there laws/rules which create a climate for which facilitates corruption?
5. Shortages of goods and services lead to creation. How can these shortages be eliminated?
6. Does the Constitution and laws give undue protection to the civil servants? Is there a case to revisit Article 311?
7. Should controlling officers be held answerable for misdemeanours of their subordinates for not exercising proper supervision?
8. Are new laws required, such as dealing with the wealth acquired through illegitimate means?

II-ETIHICS INFRASTRUCTURE

1. What specific measures are required to strengthen the ethical foundations of the fight against corruption?
2. What legal/institutional/administrative measures are required to effectively tame political corruption?
3. Should we have a Code a Conduct for Ministers? What should it include?
4. Should we have a Code of Conduct for elected members? What should it include?
5. What should be the necessary ingredients of a Code of Conduct for civil servants?
6. Should there be a Code of Conduct for professionals and professional bodies?

III-INSTITUTIONAL MECHANISM

AT THE GOVERNMENT OF INDIA

1. Is the existing institutional mechanism, comprising the CVC and the CBI adequate to combat corruption?
2. Have controlling officers, over period of time been giving less attention to curb corruption among their subordinates? Would creation of institutions by itself eliminate corruption? Are external institutional mechanisms a substitute to internal vigilance? How to strengthen internal vigilance?

3. Is the procedure for obtaining vigilance clearance for officers before posting them in Government of India, effective? If not what measures should be taken to improve it?
4. What mechanism is required to ensure that only upright officers are posted to sensitive jobs?

IV-INSTITUTIONAL MECHANISM

AT THE STATE GOVERNMENTS

1. What should be the relation between the Lokayukta, the State Vigilance Commissioner and the Anti Corruption Bureaus?
2. The institution of Lokayukta differs from state to state. Can best features of each one of these be picked up to have a uniform framework in all states?
3. How to ensure autonomy for these institutions and at the same time holding them accountable?
4. Corruption at cutting edge levels hurts the common man. Are special measures required to combat this?
5. What needs to be done to transfer power closer to people so that the decision making power point is near to the people? Would this increase accountability?

V-PROCEDURAL ISSUES

1. How to ensure that persons with integrity are posted in sensitive posts?
2. Should there be a mechanism for keeping a watch over the integrity of civil servants? Which agency should be entrusted this task?
3. At present there is a system of getting vigilance clearance? How can this be improved?
4. What safeguards are required to protect honest officials from harassment? Does the existing provision of taking prior sanction of Government before registration of cases, necessary? How to ensure that this does not become a shield for corrupt officers?
5. Is the requirement of taking prior sanction of government before registering a case, a hindrance in fight against corruption? How does one safeguard honest official from harassment?
6. Would outsourcing of some functions by regulatory agencies lead to reduction in corruption? What functions could be outsourced?

VI-PREVENTIVE MEASURES

1. Introducing competition gives choice to users/consumers. How can competition be introduced in service delivery by governmental agencies?
2. Over-regulation increases scope for corruption. Which are the areas where regulation can be reduced?
3. Should mandatory pre-audit of all major procurements/contracts be carried out?

4. Systemic reforms can help in reducing scope for corruption. Which are the sectors which lend themselves for such systemic reforms? How can such systemic reforms be brought about?
5. Use of technology can help in reducing discretion and thus bring in objectivity? What are the obstacles in use of modern technology in governance? How can these be overcome?
6. Should there be a Whistle Blowers Act?
7. Is there a necessity to have 'Civil Service Values' spelt out in a separate Civil Services Law?

VII-CITIZENS INITIATIVES

1. What mechanism is required to actively involve citizens in fight against corruption?
2. Could the 'sting operations' be given a legal backing?
3. How can the stakeholders be involved in monitoring corruption in service delivery organizations?
4. Should there be a system of evaluating and ranking offices based on corruption indices and then linking incentives to such evaluation.

Quiz on Ethics in Governance

1) **Ethics in Governance can be brought about by:**

   a) Having a code of ethics or societal standards for behaviour

   b) Ensuring that the standards are implemented

   c) Investigating any violations reported

   d) Taking swift action against violators

   e) All of the above

2) **Among the factors considered to have aggravated corruption in India are:**

   a) Arbitrary exercise of power

   b) Huge scope for discretionary decision-making

   c) Over-regulation

   d) Subsidies and beneficiary-oriented programs

   e) All of the above

3) **According to the 2nd ARC, what measures are needed for combating corruption:**

   a) Moral Science education

   b) Salary increases

   c) Consistently rewarding honesty and punishing corruption

   d) All of the above

   e) None of the above

4) **According to 2nd ARC, which of the following are listed as instruments for corruption control:**

   a) Right to Information

   b) Citizen's Charters

   c) Social Auditing

   d) All of the above

   e) None of the above

5) **Coercive corruption has a seriously adverse impact on:**

   a) Society at large

   b) Ordinary citizens

   c) Politicians

   d) Industrialists

   e) Regulators

6) **Collusive corruption has a seriously adverse impact on:**

   a) Society at large

   b) Ordinary citizens

   c) Politicians

   d) Industrialists

   e) Regulators

Answers to Quiz on Ethics in Governance

1) e

2) e

3) c

4) e

5) b

6) a

Case Study

Two Initiatives linking e-Governance with Control of Corruption

It is often said that the biggest problem in developing countries is not poverty; it is the lack of good governance that perpetuates poverty. It is common knowledge that only a small proportion of the funds expended on development, disaster relief, or rehabilitation eventually filters down to the intended recipients. Leakages occur at various points and for various reasons ranging from sheer wastage and middlemen's share to bribes extracted by dishonest government officials themselves.

The traditional anonymity associated with administrative positions represents the special feature of a government official as a civil servant. Roles and responsibilities are associated with positions, not with individuals; and the internal allocation of responsibilities is not open to public scrutiny. In theory, anonymity symbolizes the impartiality of administration. In practice, anonymity makes it difficult for the public to access "who is handling what" type of information while dealing with government offices. This opacity of administration leads to unequal information among government officials and the public. The inequality of information combined with concentration of power makes government structures vulnerable to dishonest exploitation and abuse of public power for personal gain. It is a phenomenon well known in public life. The layman's word for it is "Corruption".

Today "Control of Corruption" is recognized as a key indicator of good governance. Admittedly, corruption undermines the foundation of government and perpetuates poverty, especially among the weak and vulnerable sections of society. Because of the secrecy associated with corruption, it is difficult to collect evidence around overall impact of various measures taken by governments to control corruption. This paper summarizes contemporary understanding of how e-Governance initiatives are being used for controlling corruption, and some early empirical evidence linking e-Governance with control of corruption.

Role of e-Governance in reducing Information Inequalities

For the purposes of this case study, e-Governance is interpreted as the application of Information and Communication Technology to Government working. e-Governance has changed the way in which Government can share information, engage communities, and deliver services to its citizens. For example, with the advent of the internet, it is possible to have a public website where information about every high value government transaction can be put up for citizens, public interest groups, and the media to peruse. Every transaction can be publicly watched, and every decision can be fiercely debated. From this perspective, e-Governance is not just about process automation and removal of inefficiencies. Rather, it is about the creation of new relationships between the government and the governed and reduction of inequality of information across government officials and the public.

The example given in the preceding paragraph illustrates control of corruption as an explicit objective of ICT application. However, there are other ways in which ICT application to government processes can lead to reduction of corruption opportunities as an incidental benefit. Here the role of e-governance as a corruption deterrent is

subtle, but can be highly effective if features that can lead to greater transparency and accountability are consciously built into the design. From this perspective, e-Governance is not just about creating forums to display and debate public expenditure decisions, but also about empowering the citizen with information about every day services. Citizens are often ignorant of procedures, and of their rights. They often need counseling or advice before they can choose their preferred option. Such advice, however, may not be made is often denied or made available only at a price. In e-governed societies, where citizens can access interactive help routines or video films to make better-informed decisions, there is no need to pay a price for basic advice or information. At the same time, it must be recognized that these benefits of e-Governance do not come in isolation. In general, e-governed societies will benefit the better-informed citizens, because even to search and access the right information requires a higher level of understanding about the world around and the power of ICT. Nevertheless, cases are cited from a number of Latin American countries and some states in our own country where petty corruption has been reduced by e-Governance e.g. Information System for Rural Development in Peru, and e-Seva Project in Andhra Pradesh.

Case Study: Seoul Municipality - South Korea

The best known example of e-Governance being used for combating corruption is the OPEN system of South Korea. This system implemented by Seoul Municipality enables on-line tracking of individual applications for a variety of municipal licenses. Earlier, extensive municipal regulations, spurred by the expansion of the municipal bureaucracy, had created new opportunities for corruption. In 1998, the Mayor of the city declared an all-out war on corruption through preventive and punitive measures, increased transparency in administration, and enhanced public-private partnership. The decision making processes and actions of individual civil servants have now been made transparent to the public through this system.

The introduction of e-governance in Seoul Municipality was one element of a broad range of initiatives. The e-governance side of the war on corruption involved setting up a portal called OPEN-Online Procedures Enhancement for Civil Applications. The portal, in effect, performs the following functions:

- Explains to users the elements of the anticorruption drive
- Displays an anticorruption index (comparing five services most susceptible to corruption)
- Educates citizens on rules and procedures
- Enables real-time monitoring of progress of an application for a permit or license

As such, the administrative practices which were most vulnerable to corruption are made open and transparent. The OPEN system was extended to 54 government services. In the first 13 months of launching the system, civil applications published by each city department totalled 28,000, and the number of visits to the OPEN site reached 2 million by the end of year 2000. It must, however, be noted that although IT was used as the enabling tool, the focus of the anticorruption program was on:

- Simplification of regulations and procedures
- Re-engineering of work practices

- Transparency in procedures
- Effective communication with the citizens

Case Study: Electronic Graft Management - Kenya

A different way to use e-Governance for corruption control was conceived of in Kenya. The Kenya Anti-Corruption Authority (KACA) was established in1997 and had mainly been dealing with historical, large-scale corruption cases. In 2001, the Information Technology Standards Association (ITSA) of Kenya launched an **Electronic Graft Management** (EGM) pilot project, with the aim to increase public awareness and encourage public participation in fighting corrupt practices. ITSA's EGM project was conceived to offer a corruption reporting facility in six towns with existing Internet infrastructure, and two remote locations. Anonymity of users was ensured and reports were transmitted to EGM centres for analysis and follow-up with relevant authorities.

The EGM Centre was set up to monitor the volume of corruption reporting on a monthly basis. An increase in the volume of cases reported does not indicate increase in the incidence of corruption. Rather, it indicates that the number of people using this channel is increasing, which in turn implies increased public awareness, and trust in this channel. The EGM Centre would filter this information electronically and channelize it to the relevant authorities for action. It would also solicit statistical feedback from the implementing bodies on the actions taken, and make the feedback available to the public, and motivate them to continue using the channel. This was considered necessary because the greatest challenge facing the EGM project is to get the public to report genuine corruption voluntarily. ITSA had proposed to use highly motivated youth volunteers to inform the public in the selected areas about the availability of the online channel, and to back the youth's campaign through news media, door-to-door campaigning for offices, shops, and other such establishments. The target audience for the awareness campaign will target groups such as teachers and traders associations, NGOs, community-based organizations, churches and religious organizations, as well as private and public institutions.

POINTS TO PONDER

Among the lessons learnt from the South Korean initiative is the understanding reformers must look beyond individual instances of corrupt behavior and focus on the structural factors that allow corruption to flourish. The anti-corruption drive in Seoul was successful because of strong leadership, widespread citizen participation, and last but not the least, strategic use of technology.

The Kenya example is among the early known cases of a government agency soliciting information from the public on corruption incidents and following up on them. In subsequent years, a number of sites hosted by civil society groups and other interested parties have proliferated in several countries to expose instances of corruption and to provide information about assets owned by individuals holding public offices and their family members.

Ethics in Governance

2nd ARC Terms of Reference

- Vigilance and Corruption
  - Strengthening pro-active vigilance to eliminate corruption and harassment to honest civil servants
  - Addressing systemic deficiencies preventing punishment for corrupt
- Political Executive and Permanent Civil Service Relations
  - Institutional arrangements for smooth, efficient and harmonious relationship between civil service and the political executive
- Code of Conduct for different organs of Government
  - Political Executive
  - Civil Services, etc.

    Commission has detailed 1 & 3 in this Report
    2 is dealt with in the report on Civil Services Reforms

2nd ARC Definition of Ethics & Corruption

- Ethics - societal standards to guide behavior and action
- Standards should not be only on paper, they must be:
  – Adopted in action
  – Allegations of violation should be investigated
  – Swift action should be taken against their violation
- Corruption is a manifestation of the failure of ethics
  – Ranges from grand corruption by persons in high places to retail corruption impacting everyday life of common people
  – Anti-corruption interventions today are seen as lip service without real intention to book the corrupt; or as handy weapons for partisan, political use to harass opponents

Factors Aggravating Corruption in India

- Colonial legacy of unchallenged authority and arbitrary exercise of power
- Enormous power and discretion of public servants
- Policies putting the citizen at the mercy of the State
  – Over regulation, severe restrictions on economic activity, excessive state control, near-monopoly of the government in many sectors, economy of scarcity
  – Subsidies and beneficiary-oriented programs enhancing opportunities for corruption and reducing citizens' capacity to resist demand for bribes

Viewpoints on Dealing with Corruption

Two view points have been noted by 2nd ARC
- Emphasis on values and character - assumes that the conduct of human beings will not improve until values are restored
- Emphasis on Institutions - assumes that most people are fundamentally honest, but there are a few who are not so

Role of Institutions
- If honesty is consistently rewarded and corruption consistently punished, most people will stay honest
- If honesty not only goes un-rewarded, but is also difficult to follow; and corruption not only goes un-punished, but is also rewarded, fewer people will stay honest

2nd ARC's Viewpoint

Both values and institutions are important

- Sense of right and wrong is ingrained in human beings, but without institutional support the sense weakens

- Control over the public money carries enormous temptation and opportunity to for private gain at public cost, hence appropriate institutions and incentives are vital for promoting ethical conduct of public servants

- With such a vast number of elected/appointed public servants having authority to make decisions & exercise power over resource allocation, Institutions are critical

Controlling Corruption

- Instruments of accountability
  - Right to Information
  - Effective citizens' charters
  - Proactive approach of citizens
  - Stake-holders' involvement in delivery of public services
  - Public consultation in decision making
  - Social auditing
- Quality of Politics
  - Attract/reward integrity, competence, passion for public good
  - Discourage/disincentivize corrupt elements seeking private gain

Forms of Corruption

Coercive Corruption – where the citizen is a victim of extortion and is compelled to pay a bribe in order to get a service to which he/she is entitled

Collusive corruption – both parties benefit at immense cost to society. Awarding of contracts for public works and procurement of goods and services, recruitment of employees, evasion of taxes, substandard projects, collusive violation of regulations, adulteration of foods and drugs, obstruction of justice and concealing or doctoring evidence in investigation

As the economy is freed from state controls, extortionary corruption declines and collusive corruption tends to increase

Collusive corruption undermines the very foundations of democracy and endangers society

Measures already Taken

- Existing Anti-corruption initiatives noted by 2nd ARC
  - Candidates contesting elections to file details of wealth, educational qualifications and criminal antecedents along with their nomination papers (SC Ruling)
  - Right to Information Act
  - Introduction of ICT, e-governance initiatives and automation of corruption prone processes

Additional Measures Needed

More remains to be done beyond existing regulation

- Forfeiture of Benami properties and assets illegally acquired from corrupt practices
- Whistleblower legislation to protect informants
- Institutional framework for investigating corrupt practices and awarding exemplary punishment
- Corporate ethics and ethics in business
- Ethics in every profession, voluntary organization and civil society - now vitally involved in governance
- Ethics in citizen behavior that impinges directly on ethics in government and administration

2nd ARC Recommendations

Range from those seeking to change the legal framework to those which could be implemented in shorter time frames through executive directions

- Political Reform
- Code of Ethics
- Legal Framework
- Institutional Framework
- Social Infrastructure
- Systemic Reforms
- Protecting the Honest Civil Servant

Global Responses to Corruption

- Corruption is also a serious global concern

- The UN Convention against Corruption adopted by the UN General Assembly in October 2003 provides an international instrument against corruption

- ADB/OECD Anti-Corruption Action Plan furthers the cause of inter-regional cooperation for prevention of corruption (It is signed by Govt of India)

- The World Bank refuses to fund projects whose implementation is tainted by corrupt practices

Chapter 5

Efficiency in Government

Efficiency in Government

Efficiency has widely varying meanings in different disciplines. In general, it describes the extent to which time, effort or cost is well used for the intended task or purpose. In many cases, efficiency can be expressed as a percentage of what would ideally be expected. So if a task could have been completed in 10 days, but is actually done in 15, efficiency is 10/15, i.e. 66.67%.

Efficiency and Effectiveness

A discussion on efficiency will be best appreciated if the distinction between efficiency and effectiveness is well understood. Very often the two terms are used interchangeably, but management science makes a clear conceptual distinction between the two. The difference between **efficient** and **effective** is that **efficiency** refers to how well you do something, whereas **effectiveness** refers to how useful it is.

For example, if a company is not doing well and in order to improve productivity, they decide to train their workforce on a new technology. The training goes really well - they train all their employees in record time and tests show they have absorbed the training well. But overall productivity doesn't improve. In this case the company's has been **efficient** but not **effective**. The reasons could be any one or both of the following or even something else:

1. Low productivity was caused by factors other than lack of employee skills in the new technology

<div align="center">OR</div>

2. Even though low productivity was caused by lack of employee skills in the new technology, they were not able to use their newly acquired skills due to non-availability of new equipment required to use the new technology

The example shows while it is important to accomplish assigned tasks, it may even be more important to determine which task must be accomplished to achieve the desired outcome.

In general, Efficiency is a measurable concept, quantitatively determined by the ratio of output to input. Compared to Efficiency, **Effectiveness** is a relatively vague, difficult-to-quantify concept, mainly concerned with achieving objectives. **Effectiveness** is the capability of producing a desired result. When something is deemed effective, it has been successful in achieving the intended or expected outcome,

The following table summarizes the distinction.

	Effectiveness	Efficiency
Definitions	Doing the right thing	Doing things right
	Producing the intended result in a way that may or may not be the fastest or least expensive but is adequate to accomplish a purpose	Performing or functioning in the best possible manner with the least possible resources (time, effort, money, etc.)

	Effectiveness	**Efficiency**
Meaning	Effectiveness is about ensuring that the right tasks and activities are done AND the goals are achieved	Efficiency is about doing given tasks in an optimal way, for example doing them in the fastest or in the least expensive way. It may or may not result in achieving the final goal, but it was done optimally
Effort needed	To select the right tasks	To do the selected tasks
Standardization	May or may not help	Generally helps
Focus	Achieving Goals	Completing Tasks
Time Saving	May be	Certainly
Money Saving	May be	Certainly

Efficiency-Effectiveness is not a Zero Sum Game

Very often, effectiveness is considered to be a higher level accomplishment as compared to efficiency. In order to do something innovative and solve a long-standing problem, trial and error methods are needed to discover what will actually work. However, trial and error also leads to wastage of resources, thereby compromising on efficiency. On the other hand, in certain situations, it may just not be possible to find and implement a solution without trial and error. Therefore, when a repetitive task is to be done, doing it efficiently will be the top priority because the outcome is clear and has been achieved several times earlier. However, when something new is to be done to solve a long-standing problem, doing it effectively will be the top priority because it is more important to solve the problem rather than complete given tasks in the minimum possible time. Theoretically, efficiency and effectiveness could be positioned as a zero sum game but in practice, the luxury of doing one at the cost of the other is often not available. One has to be efficient, but if one isn't effective as well, the efficiency is of no use. In common parlance therefore, effectiveness is often subsumed in efficiency.

Efficiency in Government

In the current Indian context, the government functioning is often blamed for being both inefficient and ineffective. While the debate over whether there is enough justification for the government functionaries to end up being ineffective and inefficient because of the constraints they face and the enormity of the work they need to accomplish goes on, it is difficult to debate that there is vast scope for improvement. This chapter looks at the issue from an improvement perspective and brings out the competencies required to become more efficient and effective. As per the Competency Dictionary for Civil Services released by Department of Personnel and Training, Government of India, the following twelve competencies are required for Efficiency:

- Result Orientation
- Conceptual Thinking
- Initiative and Drive
- Seeking information
- Planning and coordination
- Desire for knowledge
- Innovative thinking
- Problem solving
- Developing others
- Self-awareness and Self-Control
- Communication Skills
- Team-working

Result Orientation

Result orientation means having a high drive for achieving targets and competing against a standard of excellence. Various levels of Result Orientation are listed below:

Level 1: Focuses on doing what is Expected
    Tries to do the job well and as expected
    Works towards meeting timelines and expresses a desire to do better
    Is mindful of waste, inefficiency and red-tapism while discharging duties

Level 2: Creates Own Measures of Better Results
    Keeps track of and measures outcomes against a higher standard of performance
    Consistently ensures on-time delivery of quality work
    Exhibits creative ways to meet Departmental goals and priorities
    Makes suggestions on how work processes can be improved

Level 3: Consistently Improves Systems as well as Performance
    Regularly makes specific changes in the system or in own work methods to improve performance
    Takes the initiative to ensure that key objectives are consistently achieved
    Monitors efficiency of work practices and modifies them to provide better service
    Works to achieve tasks better, faster, and more efficiently; and looks to improve quality, community satisfaction, and morale, without setting any specific goal

Level 4: Sets Challenging Goals for the Organisation and works to meet them
    Helps set stretched but achievable goals by the team
    Benchmarks against standards of excellence and continually strives for superior performance
    Motivates, encourages others to set higher benchmarks and strive for superior performance
    Continually looks to adapt leading practices from other
    Departments/organisations to improve performance

Level 5: Creates a Culture of Achieving Challenging Goals
    Uses a variety of methods to help team members to attain higher levels of performance
    Recognises and rewards innovation, setting higher benchmarks to create a culture of high achievement
    Encourages and rewards continuous review and improvement of work processes
    Inspires individuals to consistently exceed performance targets

Conceptual Thinking

Conceptual Thinking means understanding a situation or environment by putting the pieces together and identifying patterns that may not be obviously related. It means connecting the dots while resisting stereotyping. Various levels of Conceptual Thinking are listed below:

Level 1: Applies Basic Rules

      Applies basic rules, common sense, and past experiences to identify causal relations, patterns etc or their absence

      Is able to recognise when a current situation is exactly the same as / similar to a past situation

Level 2: Recognises Patterns

      Quickly identifies key issues or patterns in day-to-day situations

      Able to derive conscious rationale or its absence from recurring situations or events

      Creates own hypothesis to current situation or problem

Level 3: Applies Learning

      Uses well-chosen analogies to illustrate an issue or a situation

      Applies and modifies complex learned concepts appropriately

      Considers how well situations are described by existing models

      Reaches conclusions by identifying the similarities and differences between situations

      Steps back in order to see the bigger picture

Level 4: Clarifies Complex Situations to Stakeholders

      Communicates the 'big picture' clearly to others

      Makes complex ideas or situations clear, simple, and understandable

      Breaks- down a complex issue into a useful model or illustration

      Assembles ideas, issues, and observations into a clear and useful explanation

Level 5: Develops New Understanding /Meaning

      Develops new ideas that lead to greater efficiency and inclusiveness, for eg by analysing global best practices

      Willing to experiment without being constrained by bias, stereotypes and traditional views

      Proposes new approaches to the department and / or Civil Services

      Proposes alternative, radical hypotheses and tests them / keeps them in play

      Redefines the understanding of stakeholder and community needs

Initiative and Drive

Initiative and Drive means contributing more than what is expected in the job, refusing to give up when faced with challenges and finding or creating new opportunities. Various levels of Initiative and Drive are listed below:

Level 1: Takes Actions on Immediate Priorities
>Addresses present issues immediately without waiting to be told to act on them
>
>Is action-orientated and self-motivated towards his/her work
>
>Makes more than one attempt to resolve issues

Level 2: Identifies Opportunities and Responds Adequately
>Spots opportunities and is quick to respond to them
>
>Overcomes obstacles to ensure completion of work
>
>Tries to predict clients' needs (internal and external) before they are voiced and addresses them
>
>Uses own judgement to escalate issues

Level 3: Creates Opportunities for the Short-Term
>Proactively engages in new initiatives and partnerships with the objective of creating a future opportunity or bringing about an improvement
>
>Introduces process changes that alleviates pressure during busy periods
>
>Anticipates potential problems and keeps superiors informed about developments
>
>Acts quickly to seize an opportunity or address a crisis by drawing on required resources and similar experiences

Level 4: Anticipates and Acts for the Medium-Term
>Takes initiative in creating solutions that would support organisation in future
>
>Acts proactively by planning ahead, and pursues specific opportunities
>
>Anticipates situations up to a year in advance, in order to plan action and build in contingencies
>
>Encourages others to take initiative

Level 5: Nurtures environment that is conducive to taking initiative
>Plans for long term to anticipate and take action on possible opportunities or crises
>
>Creates an environment where individuals are willing and able to take initiative without fearing consequences of failure
>
>Persists at the problem to overcome obstacles
>
>Creates and supports environment that allows team members to make mistakes and learn from them
>
>Nurtures an environment of accepting mistakes and learn from them

Seeking Information

Seeking information means an underlying curiosity to know more about things, people, or issue. This includes "digging" for exact information and keeping up-to-date with relevant knowledge. Various levels of Seeking Information are listed below:

Level 1: Conducts Basic Search

      Uses available information in the organisation

      Asks direct questions from those who are directly involved in the situation

      Conducts basic search to obtain more information in books, journals and internet

Level 2: Investigates Situation

      Investigates each situation beyond routine questioning

      Checks assumptions against facts by asking questions

      Identifies people who are related and investigates the situation further

      Connects all the information available and conducts field visits, if needed, to gain a comprehensive understanding of the situation

Level 3: Digs Deeper

      Asks a series of probing questions to get at the root of a situation or a potential opportunity

      Consults with experts and practitioners to get their independent perspective, background information, experience, etc.

      Seeks to develop deeper understanding and get an in-depth perspective of the subject

Level 4: Conducts Research

      Makes a systematic effort within limited time to obtain needed data or feedback

      Conducts in-depth investigation from different and a wide range of sources

      Studies best practices of other states, sectors, regions organisations etc

      Tries to obtain new insight or meaning by conducting or commissioning a formal research if required

Level 5: Develops Own Sources of Direct Information

      Conducts field visits (if needed) to gain a comprehensive understanding of situation

      Identifies individuals or develops trusted sources to conduct regular information gathering

      Validates the veracity of informal information through other means and Resources

Planning and Coordination

Planning and coordination means the ability to plan, organise and monitor work with effective utilization of resources such as time, money, and people. Various levels of Planning and Coordination are listed below:

Level 1: Organises and Schedules Own Work

Demonstrates good time management skills to meet short- and medium-term objectives

Plans own work schedule and monitors progress against it optimally

Uses available resources optimally to meet work objective

Identifies and tries to solve bottlenecks in own area of work

Level 2: Monitoring Own Progress

Monitors progress periodically and revises work plans as required

Keeps oneself up-to-date and makes necessary adjustments to timelines, work plan, and resource allocation as necessary

Identifies risks and early warning signals and modifies work plan accordingly

Level 3: Considers Interrelated Activities

Produces an integrated plan taking into account inter-related activities to achieve the overall objectives

Clearly prioritises multiple, interrelated tasks when working with others

Considers a range of factors in the planning process (for example, costs, timing, public needs, resources available, etc.)

Anticipates risks and incorporates mitigation plan into overall work plan

Level 4: Manages Competing Priorities

Steers planning and coordination of Department activities to achieve sustainable enabling environment in respective fields

Manages resources to meet competing objectives

Establishes alternative courses of action, organises people, and prioritises activities to achieve results more effectively

Sets, communicates, and regularly assesses priorities

Balances the priorities of different interest groups keeping in mind the bigger picture

Level 5: Long-Term Planning Focus

Creates a stable and predictable environment to enable organisation in reaching its full potential

Incentivises to create a level playing field for citizens to be able to harness their capabilities

Desire for Knowledge

Desire for knowledge means keeping up-to-date with relevant knowledge and technology, share latest developments with others, and advocating the application of acquired knowledge. Various levels of Desire for Knowledge are listed below:

Level 1: Maintains up-to-date Knowledge
  Maintains up-to-date knowledge about practices and policies that assist in performing day-to-day work
  Keeps own policy and procedure binders (circulars, memorandums, OMs), working papers, and ensures that files are up-to-date

Level 2: Proactively Keeps Abreast of Change in Environment
  Seeks to understand policies and procedures in the related work area,
  Proactively reads relevant literature to enhance knowledge of relevant practices
  Keeps abreast of changes in internal and external environment that impacts work area
  Identifies and utilises learning opportunities to improve knowledge (for example, courses, observation of others, assignments, etc.)

Level 3: Develops Broader Conceptual Knowledge
  Draws opportunities for learning from day to day experience
  Seeks to enhance knowledge through interaction with experts and by reading articles and journals
  Consults closely with other Departments and relevant stake holders to develop broader conceptual understanding'
  Pursues challenging assignments to develop expertise

Level 4: Prepares for the Long Term
  Develops an external orientation, by keeping up-to-date with professional bodies, trends, and new legislation
  Reads widely, such as policy documents, external reports, or professional and Government journals
  Explores best practices and identifies opportunities for implementation in the existing environment
  Encourages knowledge and experience sharing
  Looks beyond the short term and makes changes in systems and processes which focuses on long term knowledge enhancement (capacity development, planning, research etc)

Level 5: Seen as a Role Model
  Is identified as a thought leader in own professional or technical field
  Encourages and facilitates the acquisition of knowledge in others
  Suggests strategies to develop Departments'/Civil Services' overall knowledge base
  Creates an environment for development of knowledge of self and others

Innovative Thinking

Innovative thinking means openness to change, approaching issues differently, and offering alternate / out of box solutions and striving for efficiency by working smartly. Various levels of Innovative Thinking are listed below:

Level 1: Is Open to New Ideas and Change
>Identifies possibilities of improvements in current areas of work
>Open to the possibilities of change and considers ways to implement and adapt change in current area of work
>Improvises in case of issues of urgent importance

Level 2: Suggests Innovative Ways of Solving Issues and Improving Current Ways of Working
>Suggests ideas and feedback for improvements with others in a constructive manner
>Applies learning from experiences and observations and implements to improve efficiency in the area of work
>Conducts regular reviews of the progress and identifies possible areas of improvements
>Puts aside preconceptions and considers new ideas on their merits

Level 3: Proactively Seeks Opportunities to Initiate New Ideas / Change
>Seeks improvement in public service delivery through multiple methods such as technology, efficient work practices etc
>Proactively engages with stakeholders for continuous improvement in service delivery
>Identifies bottlenecks and warning signs and initiates preventive action
>Prepared to meet the challenges of difficult change and encourages others in doing the same
>Challenges the status quo and looks for unconventional solutions

Level 4: Encourages Innovation
>Encourages ideas, improvements and measured risk-taking to improve services
>Identifies & implements changes to transform flexibility, responsiveness, and quality of service
>Articulates and demonstrates the change messages, on possible occasions, to possible audience
>Creates comprehensive plans and redesigns control mechanisms to respond promptly to critical events and to manage change.

Level 5: Creates a Culture of Innovative Thinking and Ability to Handle Change
>Critically Challenges decision making and allocation of resources
>Promotes innovative thinking and welcomes game changing ideas
>Tolerates genuine mistakes and measured risk taking to achieve transformation
>Rethinks systems and partnership approaches to achieve desired outcomes
>Creates a culture of innovation, flexibility and responsiveness, mobilising the Department to respond swiftly to changing priorities

Problem Solving

Problem solving means understanding a situation by breaking it into small parts, organising information systematically and setting priorities. Various levels of Problem Solving are listed below:

Level 1: Breaks Down Problems
  Breaks down complex issues into smaller parts for easier analysis
  Collects and analyses related information from a variety of sources
  Is able to effectively sift through information
  Identifies the links between situations and given information

Level 2: Identifies Basic Relationships
  Identifies the cause-and-effect relationship between two aspects of a situation
  Develops an action plan based on causal relations and pros and cons
  Weighs pros and cons of different options

Level 3: Identifies Multiple Relationships
  Able to diagnose multiple cause and effect relationships in a problem (ability to see several potential causes of an event or several events)
  Develops potential solutions and identifies risks involved

Level 4: Develops Solutions to Complex Problems
  Ability to see the holistic picture
  Identifies interdependencies between various components
  Communicates complex problems in a simple manner
  Develops a solution that attempts to address the complexities at different
  Generates options to address the problem in its entirety
  Creates solutions that address not only immediate issues (quick fixes) but also takes steps for medium to long-term impact of the solutions

Developing Others

Developing others means genuinely believing in others' capabilities to develop and take personal responsibility for their development, creating a positive environment for learning and providing developmental opportunities for individual and team. Various levels of Developing Others are listed below:

Level 1: Expresses Positive Expectations of others

> Makes positive comments regarding others' future development, particularly those who may be perceived as not having high potential
>
> Believes that others want to and can learn to improve their performance

Level 2: Provides Guidance and Detailed Instructions

> Explains how to do a task, with detailed instructions and demonstration
>
> Provides practical support with the aim of developing others depending on their needs
>
> Expresses positive expectations for the development of others

Level 3: Ensures Learning and Development and Provides Specific Feedback

> Reviews work delivery and provide timely, constructive, and specific feedback in key strengths and areas for improvement
>
> Encourages team members to develop learning and career plans and follows up to guide their development and measure progress
>
> Values different personal needs of the team members and uses this understanding to promote inclusiveness
>
> Ensures diversified exposure for team members, for example, opportunities to work on stretched projects

Level 4: Empowers for Long-Term Development

> Takes risks on others to enable them to grow, by delegating responsibility and decision-making
>
> Allows others to learn from mistakes in non-critical settings
>
> Provides mentoring support and direction to attain the team members' learning needs for the long-term development
>
> Creates an inclusive environment, from which all staff, including underrepresented groups, can develop

Level 5: Develops Future Leaders

> Continuously assesses the talent requirements and proactively manages talent pipeline to ensure operational excellence
>
> Institutionalises mechanisms that support continuous learning and improvement
>
> Manages and develops teams with an acute awareness of inclusiveness, equality, and diversity
>
> Builds capacity-development strategies to support career development for all employees

Self-Awareness and Self-Control

Self-awareness and Self-Control means identifying one's own emotional triggers and controls one's emotional responses, maintaining sense of professionalism and emotional restraint when provoked, faced with hostility or working under increased stress. It includes resilience and stamina despite prolonged adversities. Various levels of Self-Awareness and Self-Control are listed below:

Level 1: Is Aware of Self and Restrains Emotional Impulses
        Aware of own feelings, strengths and weaknesses
        Aware of the connection between own feelings and their impact on own actions and performance
        Reads situations rationally
        Resists the temptation to act impulsively
        Remains calm in stressful situations and listens to others' point of view

Level 2: Responds Calmly
        Aware of how one's emotions and actions impact others
        Conducts rationally even under strong internal emotions
        Knows what emotional 'hot buttons' he/she has and avoids situations that will cause emotional responses
        Acts calmly and respectfully towards others despite difficult situations
        Has an honest understanding of own weaknesses and strengths

Level 3: Manages Stress Effectively
        Actively manages self-effectiveness in different situations by thoroughly understanding of one's own responses
        Uses stress management techniques to deal with stress and control responses
        Responds constructively and professionally to extreme challenges, provocation and/or professional disappointments
        Continues providing effective leadership in situations of stress or adversity

Level 4: Managing Self and Others Under High Stress or Adversity
        Calms others during stressful situations (by remaining calm, listening attentively)
        Diffuses stressful situation and lightens the environment for example by humour, presenting analogies etc
        Coaches and mentors others on ways to manage stress
        Accepts negative feedback in a mature manner

Level 5: Nurtures a Culture of Rationality and Calm Behaviour
        Able to maintain focus and stamina for self and others in prolonged adversity
        Nurtures a culture to identify and dissolve stressors by better planning and analyzing the past instances
        Creates and promotes culture of calm behavior in a large group or organization
        Improvises and innovates to out-manoeuvre stressful situations to attain expected results

Communication Skills

Communication Skills means articulating information to others in language that is clear, concise, and easy to understand. It also includes the ability to listen and understand unspoken feelings and concerns of others. Various levels of Communication Skills are listed below:

Level 1: Listens Attentively and Presents Information Clearly
> Listens actively and objectively without interrupting
> Checks own understanding of others' communication (e.g., repeats or paraphrases, asks additional questions)
> Is able to ask questions clearly to gather basic understanding of issues at hand
> Presents basic facts in a clear and concise manner, both orally and in writing
> Keeps superiors and other relevant stakeholders informed

Level 2: Fosters Two-Way Communication
> Conveys information, opinions and arguments fluently and confidently in a manner that clearly explains the benefits of one's proposition on different people in the society
> Elicits feedback on what has been said
> Is able to ask leading and open-ended questions to allow for deeper thoughts to surface during communication
> Understands complex non-verbal cues and incorporates the understanding to achieve better two-way communication of ideas
> Maintains an open communication channel with others
> Communicate information likely to be perceived negatively with sensitivity and tact
> Supports messages with relevant data and examples to create better impact and to enhance understanding
> Is able to write complex ideas in an easy to read, coherent, accurate manner devoid of jargon

Level 3: Adapts Communication to Others
> Adapts communication style to suit the situation
> Takes others' perspectives into account during communication,
> Times communication effectively keeping in mind the overall context and public opinion
> Anticipates the response to messages and adapts communications accordingly
> Is able to understand the non-verbal cues of the speaker

Level 4: Communicates Complex Messages Clearly and Credibly
> Does not bluff, acknowledges lack of information, acts tactfully and follows up response in agreed time
> Communicates complex issues clearly and credibly, to widely varied audiences
> Shares the idea with opinion makers, before "voicing" it
> Uses varied communication methodologies to promote dialogue and shared understanding through interesting examples (stories, myths, cases, best practices etc)

Level 5: Communicates Strategically
> Uses different forums, media vehicles, tailors messages accordingly to achieve optimum results

Team-Working

Team-Working means working together as a unit for the common goal and building teams through mutual trust, respect and cooperation. Various levels of Team-Working are listed below:

Level 1: Cooperates with Others
        Willingly complies with the team decisions, is a good team player, does his or her share of the work
        Willingly gives support to co-workers and works collaboratively rather than competitively
        Shares all relevant information with the team members, provides ideas, inputs and suggestions
        Deals honestly and fairly with others, showing consideration and respect

Level 2: Appreciates Positive Attitudes and Expresses Positive Expectations of Team
        Has a positive attitude towards team members
        Communicates their expectations towards others positively, in terms of their abilities, expected contributions, etc.
        Acknowledges the work of others
        Speaks positively about the team members , when either communicating with them directly or to a third party
        Shares experiences, knowledge, and best practices with team members
        Assumes responsibility for own work activities and coordinating efforts

Level 3: Solicits Inputs
        Solicits ideas and opinions to help form specific decisions or plans
        Displays willingness to learn from others, including subordinates and peers
        Genuinely values others' expertise
        Incorporates others' suggestions into planning and decision making

Level 4: Encourages Others
        Publicly and formally credits others who have performed well
        Encourages and empowers others, making them feel strong and important
        Builds relationships with team members and with other inter- / intra- Department work units
        Encourages others to share experience, knowledge and best practices with the team

Level 5: Works to Build Team Commitment
        Promotes good working relationships rising above the bias
        Collaborates with other Departments to work towards a larger goal
        Capitalises on opportunities and efficiently utilises diverse talents of the team members
        Works towards building positive team environment and addresses descriptive behavior such as threats, insults, stereotyping or exaggerations

Quiz on Efficiency in Government

1) **Efficiency means:**

   a) Being Innovative

   b) Being Confident

   c) Being Sympathetic

   d) Being Productive (correct answer)

   e) All of the above

2) **Effectiveness means:**

   a) Doing the right things (correct answer)

   b) Doing things right

   c) Working very hard

   d) Documenting neatly

   e) None of the above

3) **In real life, Efficiency and Effectiveness:**

   a) Can be distinguished in a clear-cut way

   b) Can always be done together

   c) Can never be done together

   d) Are equally important

   e) None of the above (correct answer)

4) **According to the Competency Dictionary released by DoPT, number of competencies under Efficiency is:**

   a) 6

   b) 8

   c) 10

   d) 12

   e) 14

5) **According to the Competency Dictionary released by DoPT, which of the following is a Competency for Efficiency:**

   a) Result Orientation

   b) Conceptual Thinking

   c) Initiative and Drive

   d) Seeking information

   e) All of the above (correct answer)

6) **According to the Competency Dictionary released by DoPT, which of the following is a Competency for Efficiency:**

   a) Planning and coordination

   b) Desire for knowledge

   c) Innovative thinking

   d) Problem solving

   e) All of the above (correct answer)

7) **According to the Competency Dictionary released by DoPT, which of the following is a Competency for Efficiency:**

   a) Developing others

   b) Self-awareness and Self-Control

   c) Communication Skills

   d) Team-working

   e) All of the above (correct answer)

Answers to Quiz on Efficiency in Government

1) d

2) a

3) e

4) d

5) e

6) e

7) e

Case Study

Case summary to be prepared from Best Practices available at:
http://indiagovernance.gov.in/map.php

Chapter 6

Citizen's Charter

Citizen's Charter

The Citizen's Charter is a written declaration by a Government department that highlights the standards of service delivery that it subscribes to, availability of choice for consumers, avenues for grievance redress and other related information. In other words, it is a set of commitments made by a department regarding the services which it delivers. The Citizen's Charter is intended to empower citizens and clients so that they can demand committed standards of service and avail remedies in case of non-compliance by service provider organizations. The basic thrust of the Citizen's Charter is to render public services citizen centric by making them demand driven rather than supply driven.

Citizen's Charters have been a familiar phrase in the lexicon of public service delivery for quite some time now[1]. In theory they are a potent tool for citizen empowerment through proactive and prominently displayed information on services to be rendered by government agencies, including service standards and the process for laying down these standards. Proper implementation of the Charter concept automatically ensures transparency, openness and access to relevant information in the public service delivery domain.

In India there have been several attempts by successive governments to bring about greater accountability and transparency across the governance machinery and particularly, in service delivery. However, despite far-reaching changes in the country's governance structure, government has largely been seen as dictating its own terms, neither offering good service, nor providing enough information to citizens that would enable them to understand how they can get better service. While on the one hand, the government took concrete steps towards greater openness in service delivery by mandating the introduction of Citizen's Charters; on the other, this remained a theoretical exercise with little impact on service delivery to vulnerable sections that were in dire need of change. It has been widely accepted that the journey is arduous and there is much that remains to be done.

The Conference of Chief Ministers that was addressed by the Prime Minister in May 1997 mandated introduction of Citizen's Charters both in the central and state government departments to publicly declare their obligations of service delivery. Thereafter, different organizations came up with their Citizen's Charters, though the progress across the country was not uniform. Many times the exercise remained on paper and there were innumerable instances where organizations formulated their Charters in response to government guidelines without really understanding the logic of these guidelines.

Implementation Assessment

After the introduction of Citizen's Charters in 1997, several review exercises have been conducted to gauge the effectiveness of Charters as a tool to improve service delivery by empowering citizens through better information. The following table summarizes the more well-known studies conducted.

---

[1] Called Service Charters in many countries

Year	Participant/s	Reviewer
1998	Delhi Government Organizations	NGO - Consumer Co-ordination Council
2000	Three Banks	Training Institute - National Institute of Bank Management
2002	Delhi Government Organizations	NGO- Transparency International
2003	Five Central Government Organisations and 15 Departments/ Organisations (Andhra Pradesh, Maharashtra, Uttar Pradesh)	Professional Consultants

Citizen's Charter: Assessment Studies 1998-2003 (India)

The results of these studies, though encouraging from the viewpoint of a nascent initiative, nevertheless throw up several areas for improvement, especially on implementation realities. It is clear that many organizations formulated Charters more in letter rather than spirit. Many a time, high degree of cynicism was prevalent on the ground over the efficacy of such an initiative. In general, it was found that the improvements were few and far between and there was no established mechanism within the government to guard against poor service delivery or to ensure minimum standards in all sectors and progressively match those standards with citizen's expectations. Citizens still continue to experience and perceive government agencies as largely inaccessible, inscrutable, unsympathetic and unfair. In many forums, it was observed that without a mechanism to assess implementation of Charters with reference to certain standards, the Citizen's Charter initiative would lose steam and fail to deliver the desired benefits.

2nd ARC view on Citizen's Charters

Citizen's Charter is based on the premise that the Citizen is "King" and government organizations exist not to rule but to serve the Citizens. In order to ensure that both the service providers as well as Citizens realize that public agencies are meant to provide service, each organization should spell out the services it has to perform and then specify the standards/norms for these services. Thus, Citizen's Charter is a set of commitments made by an organization regarding the standards of service which it delivers, seeking to make an organization transparent, accountable and citizen friendly.

Citizens' Charters should be made effective by adopting the following principles:

- One size does not fit all
- Citizens' Charter should be prepared for each independent unit under the overall umbrella of the organisations' charter
- Wide consultation which include Civil Society in the process

- Firm commitments to be made
- Internal processes and structure should be reformed to meet the commitments given in the Charter
- Redressal mechanism in case of default
- Periodic evaluation of Citizens' Charters
- Benchmark using end-user feedback
- Hold officers accountable for results.

Guidelines on Citizen's Charters in India

The last guidelines on formulation of Citizen's Charters were issued by Department of Administrative Reforms and Public Grievances in 2011 and disseminated through four workshops covering all central and state government departments during September-November 2011. The guidelines provide as under:

Format of Citizen's Charter

The Citizen's Charter should contain the following nine sections:
i.   Cover Page
ii. Vision
iii. Mission
iv. Service Standards
v.   Grievance Redress Mechanism
vi. Stakeholders / Clients
vii. Responsibility Centers
viii. Indicative expectations from service recipients'
ix. Month and Year for next review of the charter

i.   **Cover Page -** To ensure instant recognition and user-friendliness, it is important that all Citizen's/Client's Charters have a uniform cover page as under:

National Emblem

Logo (if any) CITIZEN'S / CLIENT'S CHARTER

NAME OF THE MINISTRY /DEPARTMENT

Address with website ID

Month and Year of Issue

---

ii. **Vision**

iii. **Mission**

iv. **Service Standards -** The information in this section should be presented in the
    following format**:**

<table>
<tr><td colspan="5">**SERVICE STANDARDS**</td></tr>
<tr><td>**S No.**</td><td>**Main Services***</td><td>**Timelines***</td><td>**Officer responsible for delivery of service**</td><td>**Contact details of the officer**</td></tr>
<tr><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td></tr>
</table>

* Main Services include services that are being provided on a regular basis, services
  rendered occasionally under exceptional or extraordinary circumstances should not be
  a part of Main Services. Main services should also have supporting grievance redress
  processes.

* Timelines are the most common form of service standard

v. **Grievance Redress Mechanism -** This section should contain information relating to
    the following items**:**

   a. Name and contact details of Public Grievance Officer
   b. Helpline number/Website URL to lodge grievance
   c. Response to be expected by person lodging the grievance
   d. Timelines for redress

vi. **Stakeholders / Clients -** This section should contain the list of stakeholders / clients
    who have been consulted for setting service standards. The stakeholder consultations
    done for the Strategy development process may be used for the purpose of setting
    standards as well.

vii. **Responsibility centers and Subordinate organizations -** This section should contain a
    list of the Responsibility Centers and Subordinate Organizations under the
    administrative control of the Ministry/Department. Information in this section
    should include references to the service standards of the Responsibility Centers
    and Subordinate Organizations, how to lodge a grievance against them, and the role
    of the Ministry/Department in ensuring that they have set standards for service and
    are delivering services accordingly.

viii. **Indicative expectations from service recipients -** This section should contain
    responsibilities of the Citizens / Clients if they are to avail efficient service delivery
    at the standards stated in the Charter. Examples of this would include submitting
    completed application forms along with all the required enclosures, duly attested
    where required; cross-checking for information or the latest position on a matter on
    the Department's website before raising a query or a grievance etc.

ix. **Month and Year for the next review of the Charter -** This section should indicate the
    month and year for the next review of the Charter. This allows the citizens to be
    patient till the next major revision. The next date of review should not be too distant.
    Upper time limit of once in a year or once in two years may be prescribed.

While the Citizen's Charter is generally considered to be non-enforceable in a court of law, over the last two years, guarantee of time-bound delivery of services by government agencies is gaining acceptance as a legal right of citizens in India. Till date 17 States have enacted legislation to this effect; and a Central Bill has also been on the anvil. Although there are differences across States on how this is being implemented; in general those services are chosen where pre-requisites for providing the service are not complex and it is possible to make the internal departmental process transparent to applicants. The following table shows a compilation of Service Guarantee Acts passed by various Indian States as on February 28, 2013.

Table 1: States with Legislation on Time Bound Services to Citizens		
#	State	Act Name & Date
1	Assam	Right to Public Services Act
2	Bihar	Right to Public Services Act
3	Chhattisgarh	Lok Seva Gurantee Adhiniyam
4	Delhi	Right of Citizen to Time Bound Delivery of Services Act
5	Goa	Right of Citizens to Time-Bound. Delivery of Public Services Bill
6	Gujarat	Right of Citizens to Public Services Bill
7	Himachal Pradesh	Lok Seva Guarantee Adhiniyam
8	Jammu & Kashmir	Public Services Guarantee Act
9	Jharkhand	Rajya Seva Dene Ki Guarantee Vidheyak
10	Karnataka	Karnataka SAKALA Services Act
11	Kerala	Government Service Assurance Bill
12	Madhya Pradesh	Lok Sewaon ke Pradan ki Guarantee Adhiniyam
13	Orissa	Right to Public Services Act
14	Punjab	Right to Service Ordinance
15	Rajasthan	Lok Sevaon Ke Pradan Ki Guarantee Adhiniyam
16	Uttar Pradesh	Janhit Guarantee Adhiniyam
17	Uttarakhand	Right to Services Act

Quiz on Citizen's Charter

1) **Citizen's Charters were introduced in India in:**

   a) 1990

   b) 1997

   c) 2005

   d) 2011

   e) None of the above

2) **The real purpose of having a Citizen's Charter is to:**

   a) Get publicity for government departments

   b) Make a list of work done by the department

   c) Empower citizens through precise information about departmental services

   d) Comply with government instructions

   e) All of the above

3) **According to the reviews conducted till 2005 by Department of Administrative Reforms & Public Grievances, Government of India, it was found that Citizen's Charters had:**

   a) Improved service delivery

   b) Been highly appreciated by civil society

   c) Clearly laid down service standards

   d) Been conducted largely as exercises on paper

   e) All of the above

4) **According to 2nd ARC, Citizen's Charters can be made effective by adopting the following:**

   a) Preparing separate Charter for each independent unit

   b) Conducting periodic evaluation of their effectiveness

   c) Holding officers accountable for results

   d) Changing internal processes to ensure commitments made in the Charters are fulfilled

   e) All of the above

5) **According to guidelines issued Department of Administrative Reforms & Public Grievances, Government of India in 2011, number of sections in the Citizen's Charter should be:**

   a) 3

   b) 5

   c) 7

   d) 9

   e) 11

6) **The following clauses are mandatory to include in a Citizen's Charter:**

   a) List of Services without service standards

   b) List of Services with service standards

   c) Month and Year of next review of the Charter

   d) a & c

   e) b & c

Answers to Quiz on Citizen's Charter

1) b
2) c
3) d
4) e
5) d
6) e

Case Study

Excellence in Citizen Centric Administration – Evolving Sevottam Compliant Citizen's / Client's Charter and Computerized Customer Care System (CCC)/ Grievance Redress Mechanism (GRM) in the Department of Posts

The Citizen Centric Administration – Evolving Sevottam Compliant Citizen's / Client's Charter   and Sevottam Compliant web based Computerized Customer Care System (CCC) Grievance Redress Mechanism (GRM) in the Department of Posts was launched to redress, monitor and prevent public complaints, as mandated by RFD 2011-12.

With an idea to bring a change in public service delivery, the up gradation process ensured   transparency, easier access to public and intense dynamic monitoring in the organization through Sevottam Compliance. The following steps were taken by the Department to implement the new process.

- Assessment of the network, infrastructure, HR related bottlenecks and logistics for creation of a Sevottam compliant Public Grievance Redressal system for the Department of Posts

- Providing a documented procedure for systematic complaint handling uniquely identifying and recording relevant details of complaint, remedy requested, due date of redress and immediate action to be taken

- Categorization of the complaint based on the severity ▯ Prompt acknowledgement of each complaint indicating the complaint number, redress time expected and the name, designation and telephone number of the contact person

- Investigation of the complaint for immediate resolution and information to the complainant, if delayed

- Communication of the decision to the complainant and getting feedback

- Nomination of Ombudsman who could be approached if normal service delivery mechanism fails to respond

- Compliance for quality of processes of Citizen's Charter, Grievance Redressal and Service delivery

- Formation of a core team involving the software development experts of the Department and senior officers of the PG Division, DOP to rigorously test the GRM in a closed system for accuracy and continual successful operation of the features before its release in the public domain

Through this initiative, the Department has been able to achieve the following.

- With the Citizens/Clients component extending to all the 1,54,866 post offices in the country, the CCC GRM component extends to 24,969 computerized post offices, which include 19,890 post offices with internet connectivity. The complaints are grouped into 13 categories for 24 major services.

- The Sevottam Compliant Citizen's/ Client's Charter and the CCC GRM have been formulated into a standardized module for a post office, through 'Project Arrow' through which more than 15,000 post offices have been covered.

- The daily log in status reports generated by the CCC GRM system have facilitated for better monitoring in the system, which have increased the efficiency of service delivery

- The classification of the complaints as critical, major, minor and pending has resulted in increased transparency and effective service delivery. The automatic generation of replies, acknowledgements to complaints and the revised GRM has significantly reduced the number of customer complaints

- The simplification of the processes and the dissemination of revised processes through training at all the levels have ensured efficiency of service delivery to the customers

The Citizen's Charter of the Department figured in the six finest Charters available in Government of India as determined by the Performance Monitoring Division of Cabinet Secretariat and a trophy of Excellence was conferred on the Department on 15th March 2012 for evolving and implementing the present version. Extracts from the Department's Charter are shown below.

Service Standards of services provided by the Department of Posts (DOP)

S.No.	Services/Transaction	Success Indicators	Service Standards	Unit
A	Service Standards of various services for Departmental Post Offices			
1	Mails	Time from posting / booking to delivery	• Excludes day of posting, holidays and Sundays. • Maximum time • Articles posted before cut off time.	Unit in Days /Minutes etc.
1.2	Delivery of First class mail i.e, letters, postcards, Inland letter cards, etc.	Local* and between Metro Cities** * Local – within Municipal City limits ** Metro- Delhi, Mumbai, Kolkata, Chennai, Hyderabad and Bengaluru.	2	Days
		Rest of India	4 - 6	
1.3	Delivery of : • Registered / Insured articles, • Express Parcel Post • Second Class Mails i.e Parcels, Book Packets, Registered Newspapers, etc.	Local* and between Metro Cities** * Local – within Municipal City limits ** Metro- Delhi, Mumbai, Kolkata, Chennai, Hyderabad and Bengaluru.	3	Days
		Rest of India	5-7	

D	Miscellaneous			
D.1	Expectations from Service Recipients			
1.	Mails			
1.1	• Address of addressee and sender should contain House Number, Name of Street, City, District, State and Pin Code. • Name of village of addressee and the name of the delivery Branch Post Office of the addressee. • Phone number of the sender and addressee (optional).			
1.2	To conform to packing, size and content requirements for registered and Insured articles and parcels. http://www.indiapost.gov.in/Mail_Prohibited_Articles.aspx			
1.3	To comply with instructions for articles prohibited by Post. http://www.indiapost.gov.in/Mail_Prohibited_Articles.aspx			
1.4	To affix correct amount of postage on mail articles.			
1.5	To provide Mail Box on the ground floor for each address in the multi storied building.			
1.6	To notify the delivery post office of the change of address and provide the forwarding address.			
1.7	To give proper authorization to his/her representative for receiving delivery of registered , insured, money orders and Speed Post etc. in his/her absence.			
2	Money Order/Mails Services			
2.1	To cooperate by producing ID on demand by Postmen or at the counter.			
2.2	To insist on obtaining receipts for articles and money orders booked.			
3	Savings Bank / Cash Certificate Services			
3.1	To provide Know Your Customer (KYC) documents as prescribed.			

24.08.12 Citizen's Charter of DOP

POINTS TO PONDER

What is special about the Charter that it has been considered one among the best Charters in Government of India?

What is the significance of putting the date of issue of Charter at the end of each page?

What was the process followed by the Department to ensure that the norms laid down in the Charter are actually met?

Chapter 6

Public Service Delivery

Public Service Delivery

The 2nd ARC recognizes that a Citizens' Charter cannot be an end in itself; it is rather a means to an end - a tool to ensure that the citizen is always at the heart of any service delivery mechanism. The Commission is of the view that any attempt to make administration citizen centric should be easy to understand both by the citizens and the organizations. Since the maximum interaction of citizens takes place with field formations, it is necessary that reforms for enshrining a citizens' centric administration take place at that level rather than following a trickle down approach by concentrating on reforms at the apex level.

During its visit to various States and organizations, the Commission met citizens who observed that the large number of reforms carried out at Headquarters do not trickle down to the cutting edge level and therefore the real benefits do not flow down to large number of citizens. Examples most often cited, pertain to lack of citizen centric reforms at the village level because of which Patwaris and other officials, continue to be indifferent and corrupt. The same approach is also necessary for Citizens' Charter. Today, most of the field formations either do not have a Citizens' Charter or they adopt a generic one provided by the Headquarters.

The ARC Seven Step Model for Citizen Centricity

This model draws from the principles of the IS 15700:2005, the Sevottam model and the Customer Service Excellence Model of the UK. Each organization should follow a step by step approach which would help it in becoming increasingly more citizen centric. This approach should be followed not only by the top management but also by each unit of the organization that has a public interface. e top management has the dual responsibility of setting standards for itself as well as guiding the subordinate offices in setting their own standards. Besides, all supervisory levels should ensure that the standards set by the subordinate offices are realistic and are in synergy with the broad organizational goals. Thus, though each office would have the autonomy to set standards, these would have to be in consonance with the organizational policies.

 a. Define all services which you provide and identify your clients.

b. Set standards and norms for each service.

c. Develop capability to meet the set standards.

d. Perform to achieve the standards

e. Monitor performance against the set standards.

f. Evaluate the impact through an independent mechanism.

g. Continuous improvement based on monitoring and evaluation results.

Step 1: Define Services

All organizational units should clearly identify the services they provide. Here the term service should have a broad connotation. Enforcement departments may think that

enforcement is not a service. But this view is not correct. Even the task of enforcement of regulations has many elements of service delivery like issue of licenses, courteous behaviour etc. Normally, any legitimate expectation by a citizen should be included in the term 'service'. Defining the services would help the staff in an organization in understanding the links between what they do and the mission of the organization. In addition, the unit should also identify its clients and if the number of clients is too large it should categorize them into groups. Is would be the first step in developing an insight into citizens' needs.

Step 2: Set Standards

It has been well said that 'what cannot be measured never gets done'. Once the various services have been identified and defined, the next logical and perhaps the most important step is to set standards for each one of these services. A good starting point would be getting an input from the clients as to what their expectations are about each one of the identified services. Thereafter, based on their capability, the organization's overall goals and of course the citizens' expectations, the unit should set standards to which they could commit. It is very important that these standards are realistic and achievable. Complaints redressal mechanism should form an integral part of this exercise. These standards should then form an integral part of the Citizens' Charter.

Step 3: Develop Capacity

Merely defining the services and setting standards for them would not suffice unless each unit has the capability for achieving them. Moreover since the standards are to be upgraded periodically, it is necessary that capacity building also becomes a continuous process. Capacity building would include conventional training but also imbibing the right values, developing a customer centric culture within the organization and raising the motivation and morale of the staff.

Step 4: Perform

Having defined the standards as well as developed the organizational capacity, internal mechanisms have to be evolved to ensure that each individual and unit in the organization performs to achieve the standards. Having a sound performance management system would enable the organizations to guide individuals' performance towards organizational goals.

Step 5: Monitor

Well articulated standards of performance would be meaningful only if they are adhered to. Each organization should develop a monitoring mechanism to ensure that the commitments made regarding the quality of service are kept. Since all commitments have to form a part of the Citizens' Charter, it would be desirable that an automatic mechanism is provided which signals any breach of committed standard. This would involve taking corrective measures continuously till the system stabilizes. Compliance to standards would be better if it is backed up by a system of rewards and punishments.

Step 6: Evaluate

It is necessary that there is an evaluation of the extent of customer satisfaction by an external agency. - is evaluation could be through random surveys, citizens' report cards, obtaining feedback from citizens during periodic interactions or even an assessment by a professional body. Such an evaluation would bring out the degree to which the unit is citizen centric or otherwise. It would also highlight the areas wherein there have been improvements and those which require further improvement. This would become an input in the continuous review of the system.

Step 7: Continuous Improvement

Improvement in the quality of services is a continuous process. With rising aspirations of the citizens, new services would have to be introduced, based on the monitoring and evaluation, standards would have to be revised and even the internal capability and systems would require continuous up gradation.

The Commission is of the view that the approach outlined in the model described is quite simple and there should be no difficulty for any organization or any of its units to adopt this approach and make it citizen centric. The Commission would like to recommend that the Union Government as well as State Governments should make this model mandatory for all public service organizations.

Quiz on Public Service Delivery

1) **According to the 2nd ARC, reforms for public service delivery must be concentrated at:**

   a) Central Ministry level

   b) State Secretariat level

   c) Country level

   d) City level

   e) Field Office level (correct answer)

2) **Number of Steps in 2nd ARC's citizen-centric service delivery are:**

   a) 3

   b) 5

   c) 7 (correct answer)

   d) 9

   e) 11

3) **The first step in 2nd ARC's citizen-centric service delivery model is:**

   a) Identification of Services (correct answer)

   b) Reducing time taken in service delivery

   c) Providing drinking water facility for citizens in the office

   d) Formulating a Citizen's Charter

   e) None of the above

4) **The last step in 2nd ARC's citizen-centric service delivery model is:**

   a) Display of Citizen Charter at a prominent place

   b) Matching Charter commitments with actual delivery

   c) Providing training to employees on Citizen's Charter

   d) Continuous improvement in service standards based on monitoring and evaluation results (correct answer)

5) According to 2nd ARC's citizen-centric service delivery model Monitoring performance against the set standards requires:

a) Providing avenues for citizens to lodge complaints

b) Mechanism to signal any breach of committed standard (correct answer)

c) Ensuring punctuality in office

d) Setting up Information and Facilitation counter

e) None of the above

6) According to 2nd ARC's 7-step citizen-centric service delivery model should be:

a) Used for trainings in State ATIs

b) Made mandatory only in Central Government organizations

c) Only in State Government organizations

d) In both State and Central Government organizations (correct answer)

e) None of the above

Answers to Quiz on Public Service Delivery

1) e

2) c

3) a

4) d

5) b

6) d

Case Study: SAKALA

This case study describes how e-Governance has been used to implement one of the most momentous initiatives on good governance in India's recent history; viz. the legislation guaranteeing time bound delivery of services to citizens by government departments. As we write, there are 15 Indian States that have enacted such legislation, and an overarching Central Act is also on the anvil. Today the legislative framework for right of citizens to receive time-bound services is well-established, but it will be premature to draw any inferences about its effective implementation. Wherever positive results are seen, they are more about honest efforts, intermediate progress and limited gains. Large-scale beneficial outcomes for citizens, especially the weaker sections are yet to catch the eye.

While it is too early in the day to assess how effectively the Acts already promulgated are delivering results, some insights are clearly visible even now. As a general rule, legislation alone is seldom effective in achieving the desired results. In the present context, time-bound services to citizens will not get delivered only by legislating penalties for delays. While the provision for penalty will make frontline employees accord higher priority to time-bound service, actual delivery on time will happen when legislation is accompanied by complementary governance reforms that build systems and capability for timely delivery as a matter of routine. The capability needs multiple interventions like simplification and standardization of delivery process, use of e-Governance solutions, adequate and efficient support infrastructure, capacity building and attitudinal change among front-line staff. If adequate attention is not paid to these enabling interventions, energies of government employees will be directed towards planning on 'how to escape consequences of delay when a citizen complains', instead of 'how to ensure timely service so that citizens don't have to complain.'

While we pride ourselves in being the largest democracy in the world, we are still far away from having a "government of the people, by the people, for the people". Our attempts at making India a welfare state have been hindered by bureaucratic delays, red tape, and lack of transparency and accountability in the system. More than six decades after Independence, the distance between the government and its citizens in not only continues, but in certain aspects it is growing. Barring some exceptions, getting routine services from government departments in this country is associated with running from pillar to post and paying bribes to get 'work done'. The need for making multiple visits to government offices for finding out the status of one's application or request is taken for granted.

In October 2011, during one of his "Janatha Darshan" interactions with citizens, the then Chief Minister of Karnataka found that many citizens approaching him were asking for routine services that should have been provided by some or the other department in the normal course. He directed the Chief Secretary (CS) to Government of Karnataka (GoK) to examine this issue and come up with a legislation to guarantee some basic services being provided to citizens within stipulated time norms. Pursuant to this, Secretary, Department of Personnel and Administrative Reforms (DPAR), GoK was entrusted with the responsibility of seeing this legislation through. In two States, Madhya Pradesh and Bihar, such Acts had already been passed more than a year ago and a team of GoK officers visited Bihar to understand the modalities.

By December 2011, the Karnataka Guarantee of Services to Citizens Act (KGSCA) was passed and Rules were notified in January 2012. Briefings for Secretariat officers were conducted from February 13 to 16, 2012 as per schedule shown in Annexure 1. Initially four districts viz. Udupi, Mangalore, Bidar and Dharwad were identified as pilots to commence implementation from March 07, 2012 and two-day workshops for implementing officers in each of these districts were conducted within February itself. Subsequently, there were some changes in the districts selected for pilot, but eventually the two-day workshop agenda was formally structured and scheduled for delivery to all districts as shown in Annexure 2. Implementation of the Act across all districts in Karnataka was announced from April 02, 2012. Such prompt action is attributable to strong political will with the Act being passed unanimously by the Legislative Assembly and Council, and the Law Minister being appointed as the Nodal Minister. Despite political developments leading to change in Chief Ministerial incumbency, the establishment remains committed to making this experiment successful.

MIS and Analytics

"Anything that is measured and watched improves"

As a result of data capture on an individual service request basis, a phenomenal amount of data can be accessed through the portal. This includes applications received, accepted, returned, disposed in time, disposed with delays, and pending. Data on individual applications can be sorted by district, Taluk, department, and service. The portal is thus able to provide the functionality of a Decision Support System (DSS) and the SAKALA Mission has been using it as such. Table 2 shows examples of specific decision support use of data available through the portal.

Table 2: Using SAKALA System for Decision Support	
Data	**Decision/Action**
Offices/services for which applications received are negligible	Determine if it is actually zero receipts, or bypass of the portal due to manual processing of applications
Offices that are delivering at a faster pace than others	Determine whether the process followed by them can be used as a benchmark
Offices that are continuous defaulters	Guidance for reducing/removing default
Application disposal trends	Continuous process improvement methodologies to adapt to smarter ways of working and service delivery
Application rejection/ return trends	Corrective action (e.g. where information deficiency among citizens was to return or rejection of service requests led to setting up of 194 helpdesk across the state and bringing down rejections
Time series data	Distinguish issues that stand resolved from those that still need corrective action
Performance Ranking across Taluks	To foster a spirit of competition to vie for the top spot in monthly performance. reviews
Analytics	Discovered that officials/citizens do not enter their mobile numbers while applying, this was rectified and a jump from 22% to 35% in mobile numbers being entered was seen between January and February, 2013

Annexure 4 shows the distribution of applications received through the SAKALA software across departments, services, and districts, along with disposal rates as per record.

SAKALA Mission

The State government has set up a SAKALA Mission which is assigned exclusively to oversee implementation of the Act. In addition, 31 District IT consultants are appointed by the Mission on contract basis to assist the Deputy Commissioners, who are the Nodal officers for managing and monitoring SAKALA for all departments.

SAKALA Branding

"No more delays, we deliver on time"

The caption, logo and name of the Act were selected through a campaign inviting citizens to send in their entries and win cash prizes. After filtering through thousands of entries, the name *SAKALA* was selected which in Kannada means 'in-time' or 'good-time', and the slogan selected is 'No more delays, we deliver on time'. The logo shows a clock for time consciousness with the hammer to indicate justice.

Figure 9: SAKALA Logo

Communication Strategy

It is a well-accepted fact of life that effective communication with various stakeholders is critical to the success of any initiative. If stakeholders do not understand the logic or the provisions of the initiative, it will remain under-utilized or may even be misused. In the case of SAKALA, it is extremely critical for citizens to know and understand what the government is doing for their benefit so that they can use the new mechanisms in the right way and get the benefit that is due to them. Communication about SAKALA to citizens has been done through various means and channels as described below.

In February 2012, citizens were invited to participate in a contest to come up with a logo and slogan for SAKALA and a cash prize of ₹1.00 lac was offered to the winner. Inviting citizens to participate in the contest and the publicity around it has served as an initial communication to spread awareness about the initiative among the public.

A media plan was drawn up jointly by the SAKALA Mission and the Information Department which includes use of radio (All India Radio), television (Chandana TV of DD,

Suvarna TV, TV9, Janasri & Udaya TV), newspapers (Deccan Herald, Times of India, The Hindu, India Express among English dailies and Vijay Karnataka and Prajavaani among Local dailies), posters and hoardings (placed at important junctions of public congregations like alongside the bridge on the way to the Airport, high traffic signal points), facebook posts, and street plays (known as *beedhi nataka* in local language) in villages for widespread citizen awareness. With a budget of ₹ 1.35 lacs per district and ₹ 2,500 per play, 1620 plays were planned in rural areas of all 30 districts of the state. A formal workshop was conducted in March 2012 to set the expectations for the plays and training were organized for the teams in Mysore, Belgaum, Gulbarga, Bengaluru Urban, and Bengaluru Rural. The plays were conducted as per plan with 54 of them being done in each district. Annexure 5 shows sample content of one such Beedhi Natak conducted at Yadgir in August 2012.

Regular seminars and workshops are conducted by various organizations like Resident Welfare Associations, Women Self Help Groups, Consumer Forums, NGOs where SAKALA Mission officers and speakers from ISEC, IIM are invited to deliver talks on SAKALA. SAKALA Mission is using the interaction platforms at such seminars to receive suggestions and feedback for making further improvements in the system.

Innovative methods of awareness generation through students are also being used. The Education Department runs a program called 'Prathiba Karanji' under which school children participate in contests such as mono-acting, essay writing, debates, and dramas. Under this program, children are encouraged to take up SAKALA as a topic for the contests. Under another initiative by the SAKALA Mission, students from the Jain Group of Institutions were asked to develop a facebook account for SAKALA. A third initiative has students from the Aditi Mallya school educating themselves and also spreading awareness about SAKALA. Aditi Mallya is a premiere educational institution providing all-round education to its wards in Bengaluru. As part of its curriculum, students are required to develop a working knowledge of government set up that provides citizen services. The faculty at the school were looking for ways to fulfill this requirement. Incidentally that was also the time when Government of Karnataka came up with the SAKALA Act, which was making the headlines. Aditi Mallya School has chosen SAKALA as the case study for its students and sent a group of students to Information Department (which is a nodal agency for the publicity work of SAKALA). This group of students then went on to spread awareness about SAKALA in the Yelahanka region of Bangalore.

Employee Training

"The wisest mind has something yet to learn."

In order to enable frontline employees understand the implications of the Act without being unduly alarmed, training became a key intervention. It wasn't enough to just train, but also to pay attention to the content of training and what messages participants went back with. Initial SAKALA trainings were used as opportunities for participants to understand the provisions of the Act and to develop drawing board model processes which could lead to compliance with the time norms laid down in the Act. These drawing board models later graduated into standardized workflow steps which are currently accessible to one and all, including the public, through the SAKALA portal. Modules for training were drawn which included clear demarcated days for SAKALA

training as well as attitudinal aspects. Extensive use of SATCOM to train employees *online* has resulted in much wider coverage though with some compromises on the power attributable to interactive training.

Awards and Accolades

The SAKALA project is among the four projects that won the Google Innovation award at the Google and Karnataka State Innovation Council (KSINC) event in March 2013 announcing the 'Innovation Karnataka' initiative. Erich Schmidt, Executive Chairman of Google exclaimed, "What USA could not do - you have done; converging government departments and disciplining the work force!" The Mission Director dedicated the award to NIC for taking SAKALA this far and said that the brand image of the government needs to change from a lethargic, inefficient, non-transparent, un-accountable, corrupt lot to just the reverse. To an extent it has changed over the past 11 months, and will further improve in the coming days as SAKALA implementation will go online through cyber cafes and booking centres as well. Any vendor with a working computer, scanner and a fast internet connection could be a government service provider. The Mission's commitment was to simplify the process and provide access to such an extent that citizens can freely take advantage of information technology.

Reference letters appreciating the work done under SAKALA have been issued by well-known organizations including Department of Administrative Reforms and Public Grievances (Government of India), Institute for Social and Economic Change, Lal Bahadur Shastri National Academy of Administration, Zachman International, and World Bank. Annexure 6 shows a compilation of the appreciation letters.

Citizen Feedback

Citizen feedback received by SAKALA Mission indicates that in general citizens are pleased with the professional approach of SAKALA Mission officials and the intervention of SAKALA Mission has helped them in getting the work done which was otherwise held up. Citizens have also given feedback on the working of a specific department (Revenue) and asked for the procedures to be simplified and made citizen-friendly. Annexure 7 quotes citizen communications received at SAKALA Mission.

Project Benefits

- History is being made in the country with public servants actually becoming 'servants of the public', albeit at the routine service level

- Credibility of government is being restored by promising something and then seeing to it that the promise is kept consistently

- Recorded data has replaced anecdotal information on service requests and their disposal to support decision-making. Between April 2, 2012 and March 13, 2013 a total of 2, 09,26,391 applications were routed through the SAKALA software of which 97.85% are recorded as disposed

- Reduction in hidden costs borne by citizens on making repeated visits or paying bribes only to find out procedure and status of application

- Anytime anywhere access points in addition to usual office locations accessible during office hours

- Citizen contact information available in 35% cases (as on January 2013)

- Improvement in turnaround times:

  o Passport verification (1.94 lakhs applications so far) initially required 90 days. After 4 months of SAKALA Act it has been brought down to 20 days only. Backlog of over 60,000 applications was successfully cleared in the process)

  o Rejections have come down from 7.65% to 3.67%

  o Disposal rates have improved from the last quarter from 97.35% in November 2012 to 97.85% in February 2013 for over 2 crore applications

- Reduction in number of complaints received for seven specific services after their inclusion under SAKALA

- Reduction in government revenue leakages is expected as every application for service is now being entered in the system.

- Specific initiatives by certain districts to simplify procedures and reduce time taken for delivery of services. A case in point is the initiative of Deputy Commissioner, Dharwad. While time limit under Land Revenue Act for conversion from agriculture to non-agricultural purposes is 120 days, process has been simplified for reducing time taken to 45 days.

POINTS TO PONDER

How is SAKALA implementation different from the way similar Acts are being implemented in other States?

What are the success factors behind progress made in service delivery to citizens after passing of SAKALA?

What areas do you think are still in need of improvement?