



INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

Karnataka Regional Branch, Bengaluru

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ಕರ್ನಾಟಕ ಪ್ರಾದೇಶಿಕ ಶಾಖೆ

Virtual Newsletter

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Views expressed by the contributors are personal and do not represent the views or position of the Editorial Board or the Executive Committee of the Branch.

Chief Editor



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A Note from the Chief Editor



S. Ramanathan, IAS (Retd.)

Chairman

Indian Institute of Public Administration
Karnataka Regional Branch, Bengaluru

I am happy to place before our readers the **November 2021** issue of our *Virtual Newsletter*. This is our **16th issue**, since we began this initiative. A word about the icon on the front page, just beneath the picture of the **Vidhana Soudha** in Bengaluru which is the seat of the Government of Karnataka. A double click on this icon will open a video revealing some facts about this iconic building, courtesy *Metro Saga*.

The **Lead Article**, this time, is by **Dr. Gurucharan Gollerkeri**, IAS (Retd.), Director of the **Public Affairs Centre**, Bengaluru, who tells us how the **Public Affairs Index** can improve governance in the states of India. The context is the just-launched **Public Affairs Index-2021** which provides evidence-based analyses of the governance performance of the states in the difficult year gone by.

We carry a condensed version of the **Book Review** by **Dr. Anil Kumar Vaddiraju** which has appeared in the latest issue of the *Indian Journal of Public Administration*. The book in question is by **Dr. A. Ravindra** titled, *Governing an Indian State: Karnataka in Focus*.

In our **Policy Initiatives - Karnataka** section, we mention two recent ones: (1) Karnataka becoming the 5th state to monetize citizens' data; and (2) *Janasevaka* and *Janaspandana*, being two new schemes launched on the occasion of **Karnataka Rajyotsava** on 1st November 2021, with the objective of taking governance closer to the people.

We are also proud to report on the **Book Launch** of **Mr. Chiranjeevi Singh**, IAS (Retd.)'s autobiography, '*Yaava Janmada Maitri?*'

I wish to add a disclaimer here that the views expressed by the contributors in this issue are personal and *do not represent the views or position of the Editorial Board or the Executive Committee of the Branch*.

Do write in, with your responses, views and ideas for improvement of the Newsletter.

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Lead Article

How the Public Affairs Index can help improve Governance in the States



Gurucharan Gollerkeri
Director, Public Affairs Centre, Bengaluru

'Data are just summaries of thousands of stories - tell a few of those stories to help make the data meaningful'.

Dan Heath,
In *'Made to Stick, Switch'*

Launch of Public Affairs Index-2021



Introduction

The **Public Affairs Index (PAI) 2021**, the sixth edition of the annual flagship report of the Public Affairs Centre, provides evidence-based analyses of the governance performance of the states in the difficult year gone by. The year 2020-2021 brought into sharp focus, as never before, that subnational governance is important, with long-term implications for human development for large swathes of people, across diverse geographies in the country. The year

past exerted unprecedented governance challenges - human, economic, social and political - and the states bore the brunt of the crisis.

PAI 2021 is a rigorous philosophical, technical, and economic analysis of the governance performance of the states, using government data. The use of the term '*subnational governance*' throughout the report makes clear the approach: the states are the theatres of development action; and decentralised national governance means a governance ecosystem in which the building blocks of economic and social progress must be constructed by the states. The states therefore must build public governance capacities to navigate context-specific technical and economic bottlenecks; render their workings transparent and socially accountable; and ensure not just the development outcomes but even the architecture of citizen engagement operates on these principles.

The Rationale

The evidence that **PAI 2021** presents is from the perspective of first principles: proof of work done in the states and the results therefrom that the data points to; the barriers that appear to constrain the states from achieving their full potential; the process of convergence, even if slow; and the considerable development deficits that states must devote focused attention to. In doing so, it highlights that the common and popular metrics that capture the extent of apparent development progress can be misleading as indicators of the governance performance, and primarily serve to encourage further capital inflows, but without necessarily contributing to real economic productivity or social progress. **PAI 2021** thus provides state-specific rationale for strategic interventions in investing in those sectors and spaces that are most in need. Using data analytics, it argues that the most sensible investment thesis for each state is one that centres on those development deficits taking longer and being more difficult to build. Two additional features in **PAI 2021** bear mention: a COVID-19 response index measuring the relative performance of the states in responding to the pandemic; and a comparative assessment of the performance of the states in implementing six important centrally sponsored schemes that have implications for growth, equity and sustainability.

The Methodology

In **PAI 2021**, PAC defined three significant pillars that embody Governance - Growth, Equity, and Sustainability. Each of the three pillars is circumscribed by five governance praxis themes that influence the pace and direction of development outcomes, in substantive and context-specific ways, in small or great measure. The themes include - Voice and Accountability, Government Effectiveness, Rule of Law, Regulatory Quality and Control of Corruption. At the bottom of the pyramid, 43 component indicators are mapped to 14 Sustainable Development Goals (SDGs) that are relevant to the States and UTs. This forms the foundation of the conceptual framework of **PAI 2021**. The choice of the 43 indicators that go into the calculation of the Composite Index were dictated by the objective of uncovering the complexity and multi-dimensional character of development governance.

Summary of the Findings

DATA POINT

The best-governed States in 2021

Kerala is the best-governed State in 2021 among the large States, according to the Public Affairs Centre's recently released Public Affairs Index (PAI) 2021. The index analyses governance performance using the three pillars of equity, growth and sustainability. It also assesses the implementation of five centrally sponsored schemes including MGNREGS and the National Health Mission. The 2021 index has also taken into account each State's response to the pandemic. Among the large States, Uttar Pradesh scored the lowest. Among the small States, Sikkim was ranked first, while Manipur was placed last. Among the UTs, Puducherry ranked first, while A&N Islands ranked last

1 U.P. was ranked among the bottom-three States in all pillars

2 Delhi was among the worst performers in equity and sustainability

3 U.P., Bihar and Odisha ranked last in overall performance

1. OVERALL PERFORMANCE | The table lists the States and their overall score and rank, according to PAI 2021. The higher a State's score, the better its governance performance. Kerala was ranked first among the large States while Uttar Pradesh was ranked last. Among the small States, Sikkim performed best while Manipur's performance was the worst

Rank	Large States	PAI 2021 Index Score
1	Kerala	1,618
2	Tamil Nadu	0,897
3	Telangana	0,891
4	Chhattisgarh	0,872
5	Gujarat	0,782
6	Punjab	0,643
7	Karnataka	0,121
8	Andhra Pradesh	0,077
9	Jharkhand	-0,071
10	Madhya Pradesh	-0,113
11	Rajasthan	-0,243
12	Maharashtra	-0,36
13	Haryana	-0,431
14	Assam	-0,459
15	West Bengal	-0,553
16	Odisha	-0,91
17	Bihar	-1,343
18	Uttar Pradesh	-1,418
Rank	Small States	PAI 2021 Index Score

2. EQUITY | The equity pillar analyses inclusiveness in policymaking. It is based on whether people feel that they have a say in governance. The table lists the three best and worst States in this category. Gujarat was ranked first among the large States, followed by Kerala, while Odisha and Karnataka were ranked last

LARGE STATES			SMALL STATES		
RANK	STATE	INDEX	RANK	STATE	INDEX
1	Gujarat	1,409	1	Sikkim	1,617
2	Kerala	1,36	2	Meghalaya	1,144
3	Rajasthan	1,199	3	Mizoram	1,123
RANK	STATE	INDEX	RANK	STATE	INDEX
18	U.P.	-1,5	18	Arunachal	-1,521
17	Odisha	-1,462	17	Delhi	-1,132
16	Karnataka	-1,161	16	Uttarakhand	-0,874

3. GROWTH | The growth pillar ranks a State based on the availability and optimal use of resources such as infrastructure. This, in turn, plays a crucial role in how a State performs in healthcare, education, employment, etc. Telangana scored the highest while Madhya Pradesh scored the lowest among the large States

LARGE STATES			SMALL STATES		
RANK	STATE	INDEX	RANK	STATE	INDEX
1	Telangana	1,38	1	Goa	1,533
2	Kerala	1,348	2	Delhi	1,334
3	Jharkhand	0,93	3	Himachal	0,745
RANK	STATE	INDEX	RANK	STATE	INDEX

Source: *The Hindu-Data Point*, November 3, 2021

PAI 2021 provides State-specific fact sheets highlighting areas in which they have done well and problem areas in which they need to do better; this should help the states to fine-tune their development strategies.

Watch the Launch Video on this link: <https://pacindia.org/pai/>

Download the Summary Report: [Public Affairs Index \(PAI\) 2021 Summary Report – Public Affairs Centre \(pacindia.org\)](#)

Receive the Complete Report by Completing this Google Form: Request a copy of PAI 2021 Full Report (clickup.com)

Book Review

Governance, Politics and Development in Karnataka

Dr. Anil Kumar Vaddiraju

Head, Centre for Political Institutions, Governance & Development
Institute for Social and Economic Change, Bengaluru

*(Condensed version of review in **Indian Journal of Public Administration**, October 2021)*



Ravindra, A., *Governing an Indian State: Karnataka in Focus*
New Delhi: Siya Publishing House, 2018, pp.xiv+177, Price: Rs.795.

This book is about governance, politics and development in Karnataka, which has myriad aspects that make it special among the 29 states of India. The book discussed herein is by one of Karnataka's most distinguished retired bureaucrats, who served the state in many capacities over a long period. The book has nine chapters. The Foreword to the book is written by Professor Sandeep Shastri.

The first chapter of the book deals with the very creation of Indian states, in a nutshell. The chapter is titled '*The Making of States*'. And the chapter deals in detail with the debates in the Constituent Assembly during the making of the Indian Constitution. The chapter has elaborate discussion on Indian federalism. There is a special emphasis in the chapter on the language question. This is significant as the South Indian states were initially organised on linguistic basis and each South Indian state has had a distinct language. Secondly, the chapter also deals with the unification movement of Karnataka and formation of the state of Karnataka. Thus the author traces the *plural making* of Karnataka state in this chapter.

The second chapter of the book deals with the concept of governance and its various definitions. The author's contention is that the while we often rely on the Western sources for the usage of the word 'governance', the Constitution of India itself uses the word in its Preamble.

The third chapter of the book deals with '*Elections: Pride and Price of Indian Democracy*'. Here the author deals particularly with the evolution of conducting elections in India also in Karnataka. He traces the nature of conducting elections, from the first General Election in 1951 to the era of Electronic Voting Machines to VVPAT (Voter Verified Paper Audit Trails). The fourth chapter of the book deals directly with the politics of Karnataka. Titled

'*Dynamics of State Politics*', the chapter provides a brief introduction to the evolution of party politics in India and then goes on to deal with party politics in Karnataka in detail from the inception of the state till 2018. Comprehensively dealing with Karnataka politics, the author delineates the caste quotient of Karnataka politics and the changing nature of Karnataka politics from one party (Congress) dominated state to coalition politics to the recent rise of BJP.

And the author goes on to say that in Karnataka, 'political parties are identified with certain castes and communities—BJP with *Lingayats* [predominantly from Northern Karnataka] JD(S) with *Vokkaligas* [predominantly from southern erstwhile Mysore region] and Congress with Dalits and Muslims [from all over Karnataka]'. The social bases of political parties are closely aligned to identify them with specific caste groupings. Finally, inter alia, the author points to a very specific and interesting feature of society and politics of Karnataka when he notes the role of different religious *mathas* (monasteries presided over by seers) of all the prominent castes in the state. *Lingayats*, *Vokkaligas*, *Brahmins*, *Kurubas*, and all other castes, have their religious *mathas* and their pontiffs and seers. These pontiffs and seers play a major role in political decision-making of their respective caste-parties.

The author holds that this does not make political leaders of different castes in Karnataka intolerant to each other. The fifth chapter deals with '*The Administrative Apparatus*' of Karnataka. Here the author makes some valuable points regarding the recent mindless downsizing of the apparatus, non-filling of the posts, so much so, that the number of pensioners in Karnataka outstrips that of those employed in government! Also, the author deals with corruption in the State Public Service Commission, particularly in the recruitment process. Finally, the author deals with Police Administration and Police Reforms. Karnataka is one state which has implemented Police Reforms to some extent. But in spite of the reforms, and related changes, the Police force suffers from the same problems as, say, in Uttar Pradesh. The comparison with Uttar Pradesh is apt here; the vacant posts in the police force are up to 36 percent in Karnataka whereas they are up to 50 percent in UP. Secondly, communal crimes in Karnataka too, are second only to UP.

Chapter six titled '*Policy Perspectives*' discusses the progressive public policies of Karnataka, for which the state had become known. These are the (a) land reform policies in the 1960s and 70s; (b) decentralisation policies in the 80s; (c) and the development of IT (Information Technology) and ITES (Information Technology Enabled Services) policies, since the 1990s onwards. The author also discusses in detail the very significant (d) social policy of empowerment of backward classes. These policies have transformed Karnataka radically and laid the foundation for a new society and economy; the IT& ITES policies in particular, are known widely. Karnataka and Bangalore in particular, came to be known as the 'Silicon Valley of India'. The other progressive socio-economic policies of Karnataka are less well-known. The seventh chapter of the book deals with the nature of development process in Karnataka and is titled '*The Development Paradox*'. The paradox is, Karnataka and specially Bengaluru being the IT capital of the country, with the capital city Bengaluru contributing 60 percent of the GSDP (Gross State Domestic Product) and the agriculture sector of the state (where nearly 63 percent of the people live) producing only 14 percent of the GSDP. Besides, there are other paradoxes in Karnataka: developed southern, Mysore region, and backward north and north-eastern Karnataka (Indeed, the Hyderabad- Karnataka sub-region is now governed under the special Constitutional provision of Article 371J to address its backwardness); a large private professional education sector, which runs on huge capitation fee monies, and dwindling government school education and deteriorating public higher education; a highly successful decentralisation reforms in the rural sector and a failure

of decentralisation reforms in the urban sector. The agricultural sector is plagued by droughts. Deteriorating water availability, and an ongoing water dispute over Cauvery River with neighbouring Tamil Nadu.

In chapter eight titled '*Challenges of Governance: Conflicts, Contradictions and Compromises*' the author returns to the problems of governance again. He addresses six problems: coming out of colonial legacy; *rule of law* versus what he calls, *rule of life*; conflicts between executive and judiciary; federalism or centre versus the states in terms of powers and finances; corruption in administration; and finally, the elusive question of public accountability. The author analyses each of these with a number of examples and anecdotes.

The ninth and final chapter sets out a comprehensive agenda of governance reform in the country: electoral reform, parliamentary reform, administrative reform and judicial reform. The chapter emphasizes collaborative governance, building of state capacity; more autonomy for states; and local government institutions. Finally, the chapter stresses the need for ethics, behavioural change and accountability of the government, administrators and politicians avoiding corruption and malpractices.

The major contribution of the book is towards understanding state level politics in general and that of Karnataka in particular, bringing to light many lesser-known dimensions of state politics.

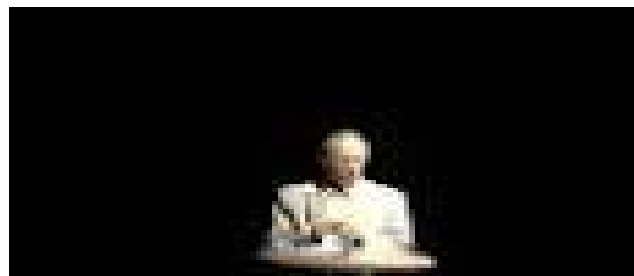
A discussion around Dr. A Ravindra's book was organized on 11th May 2019 by Bangalore International Centre with Dr. Sandeep Shastri, then Pro-Vice Chancellor, Jain University and Mr. K. Jairaj, former Additional Chief Secretary, Govt. of Karnataka, as panelists.

The link to the YouTube video is given below. Please press Control + Click for the video to open.



Bangalore International Centre

<https://youtu.be/eLdYjPeyHLM>



<https://youtu.be/eLdYjPeyHLM>

Karnataka – Policy Initiative-1



Karnataka becomes Fifth State to Monetise Citizens' Data

Courtesy: *The Federal*, dt. 19 October, 2021

Karnataka has become the fifth state after Telangana, Odisha, Sikkim and Punjab to open its citizen data to private parties. As a result of this policy change, any private educational institute, organisation, enterprise, industry, or service sector player, registered in India and operational for 2 years, can sign a pact with the state government, including a non-disclosure pact, and buy data to make business decisions.

According to the **Karnataka Open Data Policy**, personal and sensitive citizen information like name, address, ID details and religion will be masked before sharing with private parties or individuals for monetisation.

Shreevyas, HM, Project Director of the **Karnataka Open Data Interface** at the **Centre for e-Governance**, told *Deccan Herald* how the new data monetisation policy will work. “*We also know the literacy rates, disease and patient details. So, data on an area with a high population but low literacy where there aren't good schools may be purchased to identify where a school or hospital can be opened.*”

The Union Government's **Economic Survey**, released in **2019**, suggested monetisation of citizens' data “*as part of its larger plan to use data as a public good*”.

The Survey report said that data collection, storage, processing and dissemination have become cost-effective due to technological advancements. Hence, it should be taken advantage of.

“Data is generated by the people, of the people and should be used for the people. As a public good, data can be democratised and put to the best possible use,” the Economic Survey stated.

The Survey report suggested that data shared by citizens, knowingly or unknowingly, can be used for effective delivery of government services. Monetising this data can help improve targeting in welfare schemes and subsidies by reducing errors, the Economic Survey said.

Karnataka – Policy Initiative-2

Janasevaka and Janaspandana to take Governance closer to People



Source: *The New Indian Express*, 2nd November 2021



Chief Minister Shri Basavaraj Bommai flags off the *Janasevaka* (doorstep delivery of service) and *Janaspandana* (helpline number 1902) schemes on the occasion of Karnataka Rajyotsava on 1st November 2021

Starting 1st November 2021, over 13 lakh ration card holders in Bengaluru can get foodgrains and other essentials provided through Public Distribution System (PDS) at their doorstep. The Karnataka government, as part of the *Janasevaka* initiative, has started a number of schemes, including distribution of foodgrains.

Chief Minister Shri Basavaraj Bommai said this service will start across the 28 assembly constituencies of Bengaluru Urban region, and will be available from January 26 across the state. He told reporters that the beneficiary can book the date and slot, and the delivery agent will bring the grains to their doorstep.

“The Department of Food and Civil Supplies will make arrangements for delivery. We have people for it. We chose Bengaluru because it has a large population, we can study pros and cons and extend it to the rest of Karnataka from January 26, including rural Karnataka,” he said. He also approved the issue of 4.11 lakh fresh ration cards, which was a long-pending demand.

Shri Bommai initiated **Janasevaka** (doorstep delivery of service) and **Janaspandana** (helpline number 1902) which includes 33 departments, excluding essential services like water supply and power. *“Elected representatives should govern and make policies, executives should implement these policies. But there is some confusion among both. Only if they understand their responsibility can we deliver pro-people service. People who go to government offices face difficulties, and even pay money, so we are going to their doorstep,”* he said.

The **Administrative Reforms Commission** headed by former Chief Secretary **Mr. T.M. Vijaybhaskar** had recommended making citizen services simpler and more effective, using technology. *“We are also constituting a committee chaired by the Chief Secretary who will oversee implementation of Janasevaka and Janaspandana initiatives,”* he added.

Around 60 lakh people visit transport offices every month. To prevent this, the government has launched 30 contactless services, including vehicle registration, applying for Learner’s Licence and other services. *“Vehicle dealers can apply for vehicle registration online, we will begin with 10 big dealers,”* the CM said.

Services Available

56 services, including Aadhaar enrolment, birth/death certificates, address verification of domestic servants/housekeeping, pension, caste certificate, funeral assistance, education assistance, old age pension, health card, income certificate, *khata* registration, living certificate, new APL card, widow pension, widow certificate, senior citizen card, residence certificate, OBC certificate, unemployment certificate, physically challenged pension and many more will be door-delivered through **Janasevaka**.

To view video on Janasevaka, kindly double click on icon below:



To contact and register under Janasevaka: 080-44554455

www.janasevaka.karnataka.gov.in
Registration can be done on MobileOne app

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Book Launch
Yaava Janmada Maitri?
Chiranjeevi Singh's Book on his Journey from Ravi to Cauvery

*The former diplomat and IAS officer writes about arts, culture and governance in
'Yaava Janmada Maitri'*

Source: Deccan Herald, dt. 21 October 2021

<https://www.deccanherald.com/metrolife/metrolife-your-bond-with-bengaluru/launched-chiranjeevi-singh-s-book-on-his-journey-from-ravi-to-cauvery-1042892.html>



Mr. Chiranjeevi Singh, former IAS officer and Ambassador to UNESCO, shared his reflections on art, culture, history and governance in a Kannada book released recently.

'Yaava Janmada Maitri?' with its title inspired by a popular Kuvempu song, one of Singh's favourite poets, also talks fondly about how he moved from Punjab to Karnataka, nearly five decades ago and made it his home.

'Yaava Janmada Maitri?' which loosely translates to *'Is this a relationship from another life?'*, gives an insight into Singh's roots in Punjab, his experiences as a diplomat and his warm embrace of Karnataka and its culture. Singh reads, writes and speaks fluent Kannada.

The launch marked the 60th anniversary of **Navakarnataka Publications**. Singh's book was published in 2019, but the pandemic delayed the official launch. A panel comprising retired Director-General of Police Ajay Kumar Singh, poet H. S. Shivaprakash, former IAS officer I. M. Vithalamurthy and journalist Sugata Srinivasaraju discussed the book at Nayana Auditorium, Kannada Bhavana, Bengaluru.

“Through the book, you see that he has not just accepted the state and Kannada as his own but is also deeply involved in every aspect of it. His speciality is that he often finds importance in what others think is unimportant,” Shivaprakash said.

Ajay Kumar Singh said Singh's writing reflected his personal aesthetics. *“I got a sense of this right from the first chapter. His sense of beauty is in the background always, and it is not just reserved for Nature but also for humans and objects,”* he said.

Singh was reluctant to put his picture on the cover. *“He wanted an abstract picture of Mandya on the cover instead, but I had to veto this to put his photo on the cover,”* Sugata Srinivasaraju said.

Without any publicity or official launch, the book has already sold 900 copies, according to Sreenivas G. Kappanna, theatre stalwart.

Hailing from pre-Independence Punjab, now a part of Pakistan, Chiranjeevi Singh, born in 1945, was India's ambassador to UNESCO in Paris. He joined the Indian Administrative Service in 1969 and retired in 2005 as Development Commissioner and Additional Chief Secretary of Karnataka. He worked as Joint Secretary to Chief Minister D. Devaraj Urs. In 2005, the government honoured him with the *Rajyotsava Award*.

‘Yaava Janmada Maitri?’ is available on Amazon and Navakarnataka online for Rs 275.

Miscellany

Source: *Technology, Innovation, Productivization*, Vol.8 Issue 1, Sept. 2021



The Government Boys High School in Malleswaram, Bengaluru will be launching a student-built satellite in August 2022, and with this, will position itself as the first government high school in India to develop a satellite.

Karnataka's Minister of Science and Technology, Dr. C N Ashwath Narayan while announcing this at Bengaluru on 8 July 2021 elaborated that designing and manufacturing the satellite would be done at the school by involving

students from a few government schools. This project takes inspiration from the Prime Minister Shri Narendra Modi's concept of Gaganyaan Space Mission.

Indian Technology Congress Association (ITCA) would facilitate mentoring the student teams as part of the 75 Student's Satellites Consortium: Mission 2022 with the Indian Space Research Organization (ISRO) supporting the launch of the satellite.

Food for Thought



When you have
more than you need,
build a longer table,
not a higher fence.



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Feedback

Dear Sir,

Many thanks for the Virtual Newsletter. Delighted and refreshing to read the articles on Gandhi and the book review of Ambassador PA Nazareth. Congratulations and best wishes.

With regards,

Jerome Nirmalraj

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Dear Sir,

Thank you very much for the e-newsletter of October 2021. The article on Bangalore SWD Audit made interesting reading. I wish the Audit Report had suggested remedies including the need for coordination amongst the Civil Servants.

Wng. Cdr. Aspari Raghunath

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IIPA-KRB Virtual Newsletter

ವಾಸ್ತವ ಸುದ್ದಿಪತ್ರ

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