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INDIAN INSTITUTE OF PUBLIC ADMINISTRATION

Karnataka Regional Branch, Bengaluru

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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. V. Ranganath, IAS (Retd.)

I am happy to place before our readers the **May 2022** issue of our *Virtual Newsletter*. This is our **22nd Issue**, since we began this initiative.

The *Lead Article* in this issue is by Shri **Amitabha Bhattacharya**, IAS (Retd.). In a recent article which appeared in *Mint*, titled, *In Service to the Nation: How the IAS has Actually Fared*, he examines certain defining moments in the evolution of the service that have affected its competence, commitment and integrity. He ends his article on a positive note when he states that an overwhelming majority of those in the IAS, continues to serve quietly in maintaining the unity, integrity and the federal character of the nation, often acting as a bulwark against authoritarian tendencies, and steering it to a path of prosperity.

In the section on *Breaking News*, we carry two heart-warming reports: (1) Karnataka's portal, *Seva Sindhu* receives the Prime Minister's Award for *Excellence in Public Administration-2021*; and (2) Karnataka beats world leaders in Renewable Energy.

In the section on *Audit Matters*, we reproduce the article, "How Citizens can use Audit Reports to be Effective Watchdogs" written by **Smt. E. P. Nivedita**, IA&AS and **Shri Pavan Kumar Reddy**, IA&AS, which appeared in *Citizen Matters* recently.

In our section on *Branch Activities*, we carry a report of the collaborative seminar organized by us, with the **Institute for Social and Economic Change** recently, on 'Governance and Development in Karnataka'.

This is followed by a brief analysis of Inward Remittances to States in India, by **Prof. Devendra Babu**, former Professor at ISEC, Bengaluru. The RBI diagram shows that the major recipient states of remittances, during 2016-17, were Kerala (19.0%), Maharashtra (16.7%), **Karnataka (15.0%)** and Tamil Nadu (8.0%). These four states together accounted for 58.7% of the country's total remittances, during that period.

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.

Lead Article

Source: *Mint*, New Delhi, 19 April 2022

In Service to the Nation: How the IAS has Actually Fared



Amitabha Bhattacharya, IAS (Retd.)

Two recent articles on the failure, or otherwise, of the Indian Administrative Service (IAS) have attracted public attention. D. Subbarao argues for true meritocracy, faults the system of incentives and disincentives that rewards mediocrity, and makes it clear that the failure is not all due to political context and interference. Deepak Gupta mildly counters that perspective and appears more optimistic.

The basic question is whether IAS officers as leaders of bureaucracy have performed in the way India's Constitution and citizens expected them to. The answer is not uni-dimensional. In the last 75 years, the nation's track record has been impressive, though not an unmixed one. Every metric has attested to steady growth in income, health and educational attainments. Nevertheless, our Human Development Index is pretty low, inequality is staggering, and substantial sections of our population still live in appalling conditions with access only to low quality public services. This indicates the scale of the task still unaccomplished. The IAS has to accept a major part of this blame.

Its achievements, or those of the higher bureaucracy, need to be contextualised against the boundaries within which they function. In the complex interplay between elected representatives and selected officials within the Constitutional arrangements that define areas of governance between Indian states and the Centre, IAS officers have to tread carefully. What we observe today is the continuation of a process started earlier, interspersed by far-reaching interventions. One has to examine certain defining moments in the evolution of the service that have apparently affected its fabled "competence, commitment and integrity".

First, the imposition of the Emergency in 1975 impacted the ethos of the service. In the 50s and 60s, much of India was ruled by one party, and inexperienced ministers depended heavily on the higher bureaucracy to run the administration, with many of them in awe of ICS and IAS officers. With the passage of time and different political parties gaining ascendancy, the epicentre of power started shifting from the bureaucracy to the political leadership. The Emergency exposed fault lines;

commitment to the party in power was demanded and often ensured. This caused immense institutional damage. Exceptions apart, rewarding pliable officers and ignoring others became a norm.

Second, expanded affirmative actions from the early 90s started altering the nature of direct recruits, making the civil services more inclusive of our social structure. However, responding to the demands of deprived sections, the upper age of entry and number of attempts allowed for the competitive examination were increased. Consequently, the average age of entrants rose substantially. The career profile and level of motivation would be different, say, for one selected at the age of 21 and another at 35. Alongside, liberalization of the economy from 1991 started expanding job opportunities, so the IAS was no longer the preferred option for many young Indians. Further, its long three-stage examination process has acted as a dampener for the brightest of aspirants. Together, these factors have changed the profile of regular IAS recruits.

Third, following liberalization, executive decision-making has turned enormously complex, especially in the economic sphere involving private sector participation. Unfortunately, the need for specialization in broad sectoral areas, once the officers complete their first decade of field immersion, is yet to be taken seriously. Recent initiatives like lateral entry and *Mission Karmayogi* are important, but hardly adequate. One reason for the IAS not fulfilling the needs of an aspirational citizenry is its inadequate domain knowledge.

Finally, the IAS, not being a cohesive system, has failed to protect its legitimate turf in furthering the public good. The judiciary and legislature have fiercely protected theirs. When government actions are questioned in the legislature or courts, propelled often by political considerations, it is primarily the officials, sometimes after retirement, who have to defend decisions. Accountability to multiple agencies, being exposed to reputation-ruining allegations by the media, and having to face investigative agencies and courts, even when their decisions were *bonafide*, have made officers risk-averse. Also, lucrative post-retirement carrots offered to a chosen few, not always based on performance, have promoted a culture of sycophancy.

While illegitimate political interference in administrative work is widely prevalent, there is no denying this is used by many as an excuse for non-performance. For example, the acute shortage of IAS officers that recently sparked a Centre-State confrontation is largely an official failure to plan. IAS performance and its public image are not always linearly correlated. Though there is no clear evidence of a declining standard of administration, the service's image has been dented. Evidently, only those institutions have retained a better image that operate broadly in an apolitical environment and are not accountable to the public at large.

Reforming the IAS and restoring its image would depend on how seriously we address these real questions. Nevertheless, the fact that an overwhelming majority continues to serve quietly in maintaining the unity, integrity and the federal character of the nation, often acting as a bulwark against authoritarian tendencies, and steering it to a path of prosperity, should not be underestimated.

Breaking News

Karnataka's Portal Receives Prime Minister's Award for Excellence in Public Administration, 2021



Smt. Dipti Aditya Kanade, IAS, Director, Electronic Delivery of Citizen Services, Govt. of Karnataka, receiving Prime Minister's Award for Excellence in Public Administration from P M Narendra Modi.

On the occasion of **Civil Services Day**, Prime Minister **Shri Narendra Modi** conferred the **Prime Minister's Awards for Excellence in Public Administration** at Vigyan Bhawan, New Delhi on 21 April 2022. Exemplary work done in the following five identified priority programmes were given awards: (i) Promoting "Jan Bhagidari" or People's Participation in *Poshan Abhiyan*; (ii) Promoting Excellence in Sports and Wellness through *Khelo India* Scheme; (iii) Digital Payments and Good Governance in *PM SVANidhi Yojana*; (iv) Holistic Development through One-District One-Product scheme; and (v) Seamless, End-to-End Delivery of Services without Human Intervention.

We are proud to announce that Karnataka's portal, **Seva Sindhu** received the **Prime Minister's Award for Excellence in Public Administration-2021** in **Category-5, Seamless, End-to-End Delivery of Services without Human Intervention**. A video of the Award ceremony may be viewed by clicking on the link given below:



[YouTube: MyGov India](#)

Seva Sindhu is an initiative of **Government of Karnataka** to deliver Government services at the doorsteps of its citizens. **Seva Sindhu** is integrated with various service delivery channels of the Government of Karnataka, such as **Grama One, Janasevaka, Karnataka One, Bangalore One, CSC** and aims to bring to all departmental services on one platform. The objective is to provide Government services in a cashless, faceless and paperless manner. It is a significant step towards provision of accessible, cost-effective, accountable and transparent government services to citizens.

The broad list of services to be delivered through **Seva Sindhu** are: (1) **Certificates**: Creation and distribution of certificates for income, domicile, caste, birth, death etc. (2) **Licences**: Arms Licences etc. (3) **Public Distribution System (PDS)**: Issue of Ration Card, etc. (4) **Social Welfare Schemes**: Disbursement of old-age pensions, family pensions, widow pensions, etc. (5) **Complaints**: Related to unfair prices, absentee teachers, non-availability of doctor, etc. (6) **RTI**: Online filing and receipt of information relating to the Right to Information Act. (7) **Linking with other e-government projects**: Registration, Land Records, and Driving Licences, etc. (8) **Information Dissemination**: About government schemes, entitlements, etc. (9) **Assessment of taxes**: Property tax, and other government taxes. (10) **Utility Payment**: Payments relating to electricity, water bills property taxes etc. (11) **Local News**: About events, employment opportunities etc.

Seva Sindhu provides hassle-free service delivery through reduced turnaround time, minimized visits to avail services and reduced opportunity cost. **Seva Sindhu** also aids the department in simplifying the regular processes by removing cumbersome, time-consuming and non-value add steps, thereby enhancing the citizen service delivery mechanism.

Video



Smt. Dipti Aditya Kanade, IAS, Director, EDCS, GoK speaks after receiving the Award.

YouTube · Ministry of Information & Broadcasting, GoI

Karnataka beats World Leaders in Renewable Energy



[Video](#)

[Karnataka beats World Leaders in Renewable Energy Capacity](#)

[Courtesy: YouTube • WION](#)

State Unaffected by Coal Crisis due to its Unique Energy Mix

Source: *The Hindu*, 16 April 2022

Karnataka, which is already a hub of renewable energy in the country, is now looking to add to the total installed capacity over the coming years to meet the increasing power demand. This is apart from reducing dependence on traditional power (thermal and hydro).

According to sources in the Energy Department, the unique energy mix has insured the State in the backdrop of the coal shortage. Several other States in the country that rely primarily on power from thermal sources are struggling to meet the demand, given the severe shortage of coal. They have also announced load shedding across the spectrum of consumers, said sources.

In Karnataka, 51% of the power comes from renewable energy sources, 34% from thermal, 12% from hydro and 3% from nuclear. Even the peak demand in summer, which was 14,818 MW (March 18, 2022) and highest consumption of 285 million units (March 17, 2022), was managed with minimal reliance on thermal power, they said.

Data also shows that the coal dependency of the state is far lower than many other states such as Chhattisgarh, Delhi, West Bengal, Uttar Pradesh, Maharashtra and Madhya Pradesh. This has forced these states to resort to buying power and load shedding.

G. Kumar Naik, Additional Chief Secretary, Energy Department, told *The Hindu* that the State has been conserving coal, thereby reducing power generation in three thermal plants to less than 50% of the installed capacity. *“The popular misconception is that renewable energy is unstable. But we have been able to demonstrate that it is stable and secure. Karnataka invested in renewable energy early and now, we do not have to rely on thermal power as much,”* he said and claimed that the government has been able to ensure ample power supply in the state.

The State Cabinet recently cleared the **Karnataka Renewable Energy Policy (2022-27)** that looks at developing Karnataka as a hub of renewable energy generation. The policy also envisages upgrading the renewable energy generation capacity of the State to 10 GW in the next five years and manufacturing of equipment related to renewable energy.

Mr. Naik said that the renewable energy variation impact on the grid could be better managed by large grid connected storage systems in the form of pumped hydro storage and battery energy storage systems. Through these storage systems, around 25% to 30% can be stored, which will help the state manage grid variability, besides being able to get low-cost power.

But, while Karnataka is one of the top three sellers of power in the country, there is no respite to power cuts, especially in Bengaluru. *“There is ample power available in the State. We have been able to ensure uninterrupted seven hours supply to the farmers, as promised by the government,”* officials in the Energy Department said and attributed the power cuts and frequent disruptions in supply to local maintenance issues.

Audit Matters

How Citizens can use Audit Reports to be Effective Watchdogs



E. P. Nivedita, IA&AS and Pavan Kumar Reddy, IA&AS

Courtesy; *Citizen Matters*, Bengaluru
2nd March 2022

An informed citizenry is the hallmark of a mature democracy. Hence institutions or mechanisms that empower citizens by providing feedback on the working of government is an essential pillar of democracy. Of the many such institutions, the most highly consumed by the public is mass media – print, TV, and now social media. Others include civil society and the judiciary which empower the public through various actions and interventions. One other institution that is constitutionally mandated to provide feedback on governance is the [Indian Audit & Accounts Department](#) (IA&AD) headed by the Comptroller and Auditor-General of India.

What is an Audit?

Audit is the examination of records of an organisation from the perspectives of:

- Correctness
- Propriety
- Performance
- Providing assurance to stakeholders on various aspects related to its functioning.

It can be classified broadly into Public Sector Audit and Private Sector Audit depending on the

nature of the entity audited. It is generally observed that stakeholders of private sector audit are more actively engaged with audit reports than their public sector counterparts. Investors, shareholders, government regulators, tax agencies, industry leaders, donors, etc. look forward to audit reports to understand and make evidence-based decisions about the organisation.

However, when it comes to public sector audit products, similar zeal is not found from one of the most important stakeholders – the citizenry. There could be a multitude of reasons – lack of access and awareness, complexity in understanding, or simple lack of interest.

This begs the question – why should citizens even read audit reports? It may be useful to look at this issue i.e., the dichotomy in accountability expectations of citizens from the public and private sector providers of goods and services.

Why is it important for citizens to read Audit Reports?

As consumers, we pay for private-sector goods and services be it a food parcel on Swiggy, book on Amazon, flight booking on Makemytrip, etc. In every such case, we keep track of what we paid for, wait for the good to reach us and complain in case it does not fit the bill. We expect certain standards of service delivery and demand accountability from the provider.

We need to understand that Public Sector goods and services that form a large part of consumption are paid for and consumed, both individually and collectively. Further, these payments are both tangible (taxes, bills, tolls, etc) and intangible (allegiance to the country, honouring the law of land, respect for culture and harmony amongst fellow citizens, etc.) These goods and services are provided in return for the above payments as part of our social contract with the government.

While the poor quality of most of the goods and services offered by private providers create irritation or inconvenience to consumers, most of the goods/services offered by the government affect our very existence – air we breathe, the water we drink, the safety of our children and women, justice for the downtrodden, fair opportunities for the marginalised, etc.

Further, the Government is very often in a monopolistic position as a provider of these life-enabling goods and services. One possible reason why it may not be possible for citizens to demand accountability from the government as a matter of right could be the lack of reliable information. **Audit Reports of the CAG of India are one of the solutions to this conundrum.**

Functioning of the CAG

The CAG is the chief guardian of the public purse mandated to examine the contents of the proverbial Black Box of government functioning.

There is no other institution that has such an all-encompassing and exclusive role. Reading Audit Reports would definitely help citizens understand the shortcomings in governance in a more nuanced manner. Further, Audit Reports could greatly supplement various other mechanisms of holding the government accountable mentioned earlier.

Almost all branches of Government at all levels are audited by the IA&AD. The IA&AD, which is a 160-year-old organisation, has a staff strength of approximately 44000 distributed over 134 offices all over the country and abroad. Its mandate in terms of the nature of audit is comprehensive and includes – **Financial Audit**, i.e., to express an opinion on the financial statements, **Compliance Audit**, i.e., to assess whether due process is honoured by appropriate authorities and report deviations and violations thereof

and **Performance Audit**, i.e., to constructively promote economical, effective and efficient governance.

Planning and Implementation of Audit are carried out in an extremely methodical and rigorous manner with a view to ensuring the quality of Audit Reports. It is pertinent to note that, during the planning of the audit, significant weightage and importance is given to public interest subjects such as Health, Education, Welfare of the Underprivileged, Provision of Basic Services, etc. Hence it is imperative that citizens read Audit Reports.

During the year 2019-20, 100 Audit Reports were presented to state legislatures and Parliament. The Constitution of India envisaged that these Reports would be presented to the Parliament/State Legislatures and discussed by committees of Parliament/State Legislature in order to ensure accountability of the Executive to the Legislature which is a *sine qua non* of democracy.

Once the Reports are presented to Legislature, they are made public and can easily be accessed by citizens from the websites of the Comptroller & Auditor General of India or other offices of the IA&AD. The Reports pertaining to the Government of India are available in English and Hindi, whereas the ones pertaining to State Governments are available in English and the local language.

In a democracy, there are no “over-informed citizens”. Any information related to the quality of governance has to be read, discussed, and used in decision making. We hope to publish a series of articles that aim to demystify Audit Reports on specific issues/domains for the interested and involved citizens. It is hoped that this effort will enable readers to participate in governance in a more informed manner. As Robert Jackson, an eminent American Judge pointed out, “*It is not the function of the Government to prevent the citizen from falling into error: it is the function of the citizen to keep the Government from falling into error.*”

IIPA-KRB Branch: Collaborative Activities

Report of 2-day Seminar on ‘Governance and Development in Karnataka’

The Karnataka Regional Branch of the IIPA, in collaboration with the Institute for Social and Economic Change (ISEC), Bengaluru, organized a two-day seminar on ‘Governance and Development in Karnataka’ on 26th and 27th April 2022 at ISEC. Prof. Muzaffar Assadi, Chairperson, Departments of Political Science and Public Administration at the University of Mysore, in his Keynote Address, referred to the ‘Crisis of Governability’ and reflected on the possibility and desirability of constructing a Karnataka model of development, bearing the characteristics of inclusivity, affirmative action, decentralization and openness. Dr. A. Ravindra, IAS (Retd.) who chaired the Inaugural Session, posed the question, ‘How does Karnataka compare with other states in Governance and Development?’ Quoting reports which put the state in a good position, he felt that Karnataka can do much better to realize its full potential, given the enormous availability of both physical and human resources. In his Introductory Remarks, Mr. S.V. Ranganath, IAS (Retd.), Chairman of IIPA-KRB stated he expected the seminar to throw up a set of Policy Recommendations, which would be shared with the government. Prof. D. Rajasekhar, Director of ISEC welcomed the gathering. Dr. V. Anil Kumar, Head of the Centre for Political Institutions, Governance and Development, ISEC, presented a brief overview of the seminar. Prof. D. Jeevan Kumar proposed a vote of thanks.

A total of 22 papers were presented at the two-day seminar under five themes: (1) Governance of Welfare Schemes in Karnataka; (2) Regional Inequalities in Karnataka and their Redressal; (3) Ecological and Economic Governance in Karnataka; (4) Digital Governance in Karnataka; and (5) Development of Minorities and Marginalized Communities in Karnataka.

The Valedictory Address was delivered by **Mr. S.V. Ranganath**, IAS (Retd.), Chairman of IIPA-KRB. He felt that governance in Karnataka has been reasonably good, but it could be better. Based on the diagnosis made at the seminar, he said that it was necessary to translate the recommendations into action. Delving on the issue of Corruption in Karnataka, he referred to the two dimensions of Mega Corruption and Retail Corruption, and the available solutions to the problem. Looking into the future, Mr. Ranganath said Good Governance required the utilization of Big Data Analytics, Artificial Intelligence and Behavioural Economics. Good Governance is essentially Collaborative Governance, he said, and called for trust, reciprocity and community participation from all stakeholders. He concluded by quoting Swami Vivekananda's answer to the question, 'What kind of people does a country need'? A country needs people with 'Hearts to Feel, Heads to Think and Hands to Work'. Prof. D. Rajasekhar, Director of ISEC presided over the Valedictory Session. He expressed his satisfaction with the organization of the seminar and the effective collaboration between ISEC and IIPA-KRB, based on a MoU between the two institutions. Both **Dr. Anil Kumar** of ISEC and Prof. **D. Jeevan Kumar** of IIPA-KRB, in their vote of thanks, expressed their satisfaction at the overall quality of papers presented.



Dr. A. Ravindra, IAS (Retd.), former Chairman of ISEC, who chaired the Inaugural Session of the seminar, is being welcomed by **Dr. Anil Kumar**, Head, CPIGD, ISEC. Seen seated are **Prof. D. Rajasekhar**, Director, ISEC (left), and **Prof. Muzaffar Assadi**, Dean, Faculty of Arts, University of Mysore, (right), who delivered the Keynote Address

Inward Remittances to States in India



Dr. M. Devendra Babu, Honorary Professor, Karnataka State Rural Development and Panchayat Raj University, Gadag, Karnataka, and formerly Professor of Economics, ISEC, Bengaluru, was requested to provide an explanatory note to the **RBI Bulletin** of November 2018 titled, '*Share of Each State in India's Total Foreign Money Received*'. Given below is his explanation:

Generally, Remittances mean transfer of money by migrants to their home countries/families. Migration of people to other countries is largely for employment. The workers may be skilled, semi-skilled and unskilled. In 2016-17, the total remittances to India were \$69 billion, and in 2021 it stood at \$87 billion.

The following inferences could be drawn from the 2016-17 information on remittances to India:

In 2016-17, the major recipient states of remittances were Kerala (19.0%), Maharashtra (16.7%), Karnataka (15.0%) and Tamil Nadu (8.0%). These four states together account for 58.7% of the country's total remittances. It is interesting to note that the four major southern states accounts for about 46% of India's total remittances. Within this Kerala tops with 16.7% followed by Karnataka 15.0%.

The possible reasons for high share remittances by Southern states could be: One, large share of migrants in the total migrants from India, and two, large share of migrants of these states may be skilled and earning high incomes.

On the other hand, the share of migrants from backward states like Madhya Pradesh, Uttar Pradesh and Bihar may be less and also belong to unskilled category, resulting in low remittances to these states.

The major countries where large remittances flow to India include the Gulf and Asian countries, USA and UK. The highest remittances to India come from UAE (27.0%) and USA (23.0%) and together accounting for 50% share. The Indian migrants are largely concentrated in the Gulf, other Asian countries, USA and UK.

The message from the chart to India is that its overall Human Development is very low. In a majority of states, education and health services are lagging behind, work force and work seekers are unskilled, standard of living is very low (poverty), thus making its people uncompetitive and unproductive. In this scenario, reaping demographic dividend will remain a pipe dream.

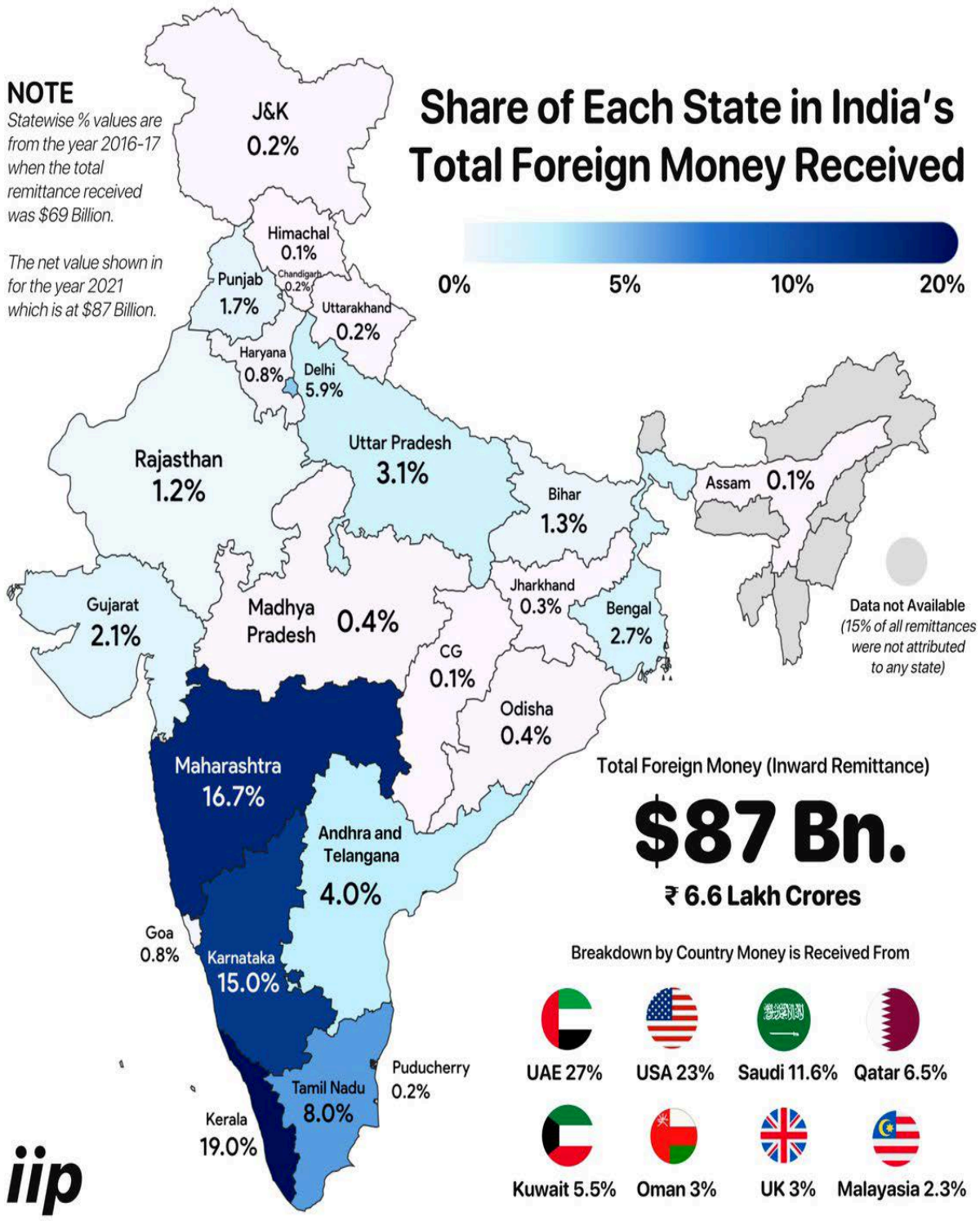
Source: Reserve Bank of India, Globalising People: India's Inward Remittances (RBI Bulletin November 2018)

NOTE

Statewise % values are from the year 2016-17 when the total remittance received was \$69 Billion.

The net value shown in for the year 2021 which is at \$87 Billion.

Share of Each State in India's Total Foreign Money Received



As a passing reference to growth of remittances, a figure of total remittances of \$87 billion for the year 2020-21 is given in the RBI figure, but with no details.

Feedback

Dear Sir,

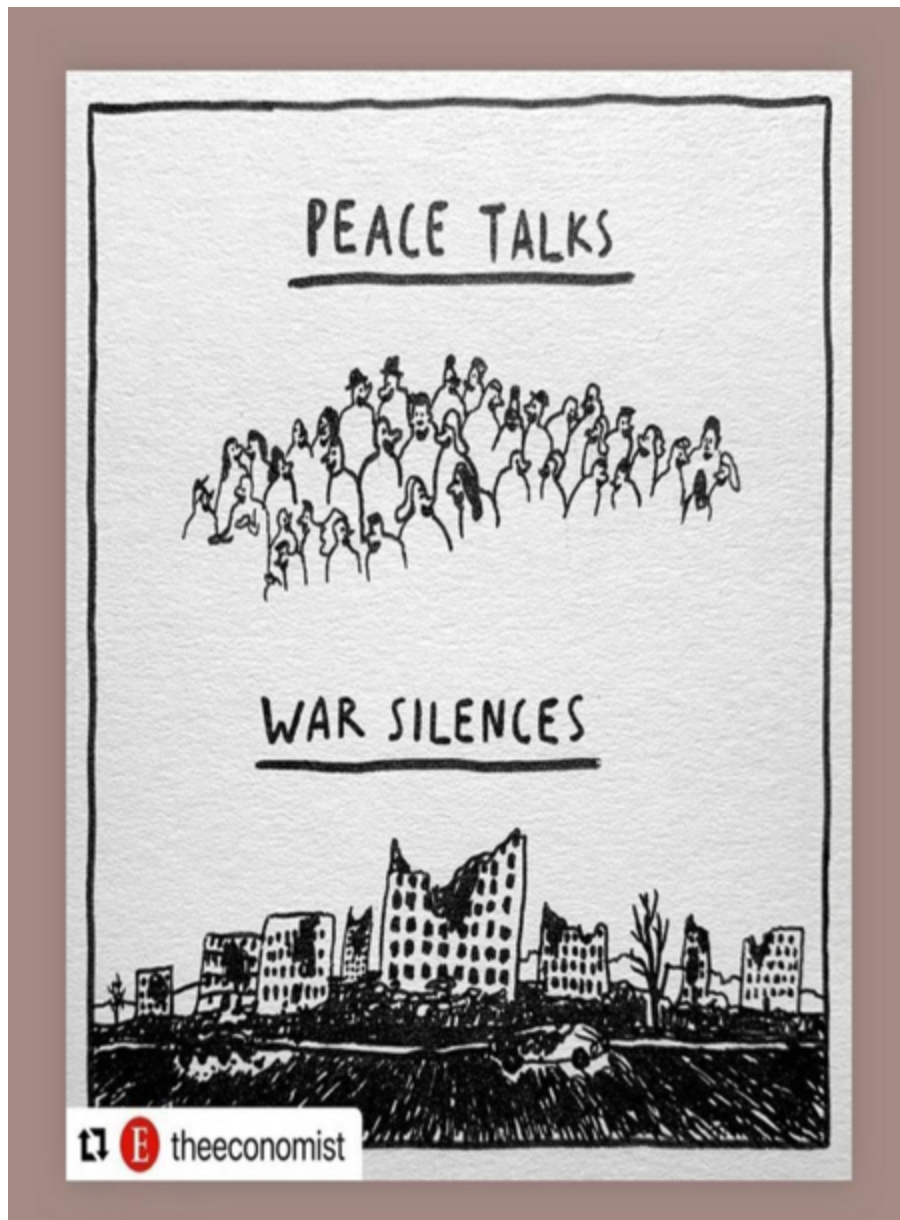
I thank you for sending me a copy of the Newsletter which contains very useful information. I am very happy to note that Sri S. V. Ranganathan ji has taken over as the Chairman of IIPA Karnataka Branch, and he and Dr. Meenakshisundaram have received Honorary Doctorates from the KSRDPR University.

With warm regards,

Prof. B. Thimme Gowda

Vice-Chairman, Karnataka State Higher Education Council;
Former Vice-Chancellor, Bangalore University, Bengaluru and
Karnataka State Rural Development & Panchayat Raj University;
Formerly Professor & Chairman, Dean & Acting VC, Mangalore University.

Food for Thought





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<https://www.investkarnataka.co.in/gim2022>

INVEST KARNATAKA 2022 GLOBAL INVESTORS MEET

2-4 NOVEMBER, 2022
BANGALORE PALACE, BENGALURU



Sri. Basavaraj S. Bommai
Hon'ble Chief Minister



Dr. Muruges R. Nirani
Hon'ble Minister for Large and Medium Industries



As enshrined in our Constitution, 'to strive towards excellence in all spheres of individual and collective activity so that the nation constantly rises to higher levels of endeavour and achievement' is the fundamental duty of every citizen of India.

Gunjan Krishna, IAS
Commissioner for Industrial Development & Director of Industries & Commerce

Dr. E.V. Ramana Reddy, IAS
Additional Chief Secretary to Government, Commerce and Industries Department



IIPA-KRB Virtual Newsletter

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