



**INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
Karnataka Regional Branch, Bengaluru**

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- Chief Editor

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A Note from the Chief Editor



T.M. Vijay Bhaskar, IAS (Retd.)
Former Chief Secretary, Government of
Karnataka
Chairman, Karnataka Administrative
Reforms Commission-II
Chairman, Indian Institute of Public
Administration – Karnataka Regional
Branch

It gives me great pleasure to inform our readers that I have taken charge as **Chairman** of the **Karnataka Regional Branch** of the IIPA from **Shri. S.V. Ranganath, IAS (Retd.)**. At the recent Extra-Ordinary General Body Meeting of the Branch, I was unanimously elected as Chairman, after Shri. S.V. Ranganath expressed his desire to be relieved of the post, due to his other onerous responsibilities. I would like to place on record the very laudable services rendered by Shri. S.V. Ranganath to this Branch during his tenure, which was instrumental in our being recognized by the **IIPA, New Delhi** as the **“Best Performing Branch”** in the country for **2021-22**. It is indeed gratifying to note that Shri. S.V. Ranganath will continue to guide us as a member of the Executive Committee.

I am happy to place before our readers the **March 2023** issue of our **Virtual**

Newsletter. This is our **32nd issue** since we began this initiative.

Our **Lead Feature** is on the highlights of the **4th and 5th Reports** of the **Karnataka Administrative Reforms Commission-II**, which I have the privilege of chairing.

Our **Lead Article** is on **Different Public Personnel Systems** by **Krishna K. Tummala**, Professor Emeritus at Kansas State University, USA. It is based on a **Special Lecture** delivered by him at **Kristu Jayanti College**, Bengaluru recently.

We also carry Summaries of Papers presented by EC Members of IIPA-KRB, **Dr. S.S. Meenakshisundaram** and **Dr. D. Jeevan Kumar** at the **46th Indian Social Science Congress**, which was held at Tiruchirapalli in Tamil Nadu recently.

In the Section titled, **Communication Pulse**, we have **Dr. Annapoorna Ravichander**, Executive Director at Public Affairs Foundation providing some very useful tips on **Building Consensus with Community through Effective Communication**.

In **Diary of our Branch Activities**, we carry a report of the Special Lecture by **Shri N.S. Megharikh**, IPS (Retd.), former Director-General of Prisons, Karnataka on **“Prison Reforms”**, which was organized last month at **KLE Law College**, Bengaluru.

In the section on **Karnataka News**, we reproduce a report in the popular media on the recommendations made in the **4th and 5th Reports** of **Karnataka Administrative Reforms Commission-II**.

In the section **on IIPA-KRB EC Members in the Media**, we provide the links to articles penned by **Shri T. Sethumadhavan** and **Dr. D. Jeevan Kumar** in the popular media. We carry a report of a **Book Discussion** on the recently published book edited by **Dr. A. Ravindra**, IAS (Retd.) and **Dr. Priyanca Mathur**, **Discovering New India** at **Al Ameen College**, recently. And we report on the **Special Lecture** delivered by **Shri V. Balasubramanian**, IAS (Retd.) at **St.**

Joseph's University, Bengaluru on "***The Problem of Development Administration in India***".

We end the issue with our regular column on ***Food for Thought***.

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.

Change of Guard and Team

At the Extraordinary General Meeting of the Branch held on 3rd February 2023, elections were held for the posts of Office Bearers and Members of the Executive Committee for a term of two years from February 2023 to February 2025. The following members were unanimously elected:

Chairman: Shri. T.M. Vijay Bhaskar, IAS (Retd.)

Vice-Chairperson: Smt. Uma Mahadevan, IAS

Secretary: Dr. D. Jeevan Kumar

Treasurer: Shri. R. Madhwaraj

Executive Committee Members

1. **Shri. S. Ramanathan, IAS (Retd.)**
2. **Shri. S. V. Ranganath, IAS (Retd.)**
3. **Shri. T. Sethumadhavan, IA&AS (Retd.)**
4. **Shri. M. R. Sreenivasa Murthy, IAS (Retd.)**
5. **Shri. G. Gurucharan, IAS (Retd.)**
6. **Dr. Priyanca Mathur**



Lead Feature

Karnataka Administrative Reforms Commission-2

Chairman

T.M. Vijay Bhaskar, I.A.S (Retd.)
Former Chief Secretary, Government of
Karnataka

HIGHLIGHTS OF 4TH AND 5TH REPORTS

Methodology

The Karnataka Administrative Reforms Commission-2 (KARC 2) started functioning two years ago, i.e., from January 11, 2021.

1. Between 11.01.2021 and 30.11.2022, the Commission's team visited 21 districts, 52 taluks, 147 cities/towns and 46 villages and 302 institutions; met 3482 officials, elected representatives and citizens. 415 meetings were held at various levels, in which about 6,000 participants participated.
2. Calls were made to 71,963 users of State Government citizen services through a call center and responses were obtained from 25,253 users out of them.
3. Study reports on specific subjects were obtained from 8 reputed institutes.

Summary of Recommendations made in KARC 2 Reports

Report	Date of submission	No. of Departments covered	No. of Recommendations
First Report	July 3, 2021	3	856

Second and Third Reports	February 18, 2022	8	1,165
Fourth and Fifth Reports	January 2023	12	1,609
Total		23	3,630

Major Recommendations

Department of Women and Child Development, Empowerment of Persons with Disabilities and Senior Citizens

- Severely Acute Malnourished (SAM) and Moderately Acute Malnourished (MAM) children aged 6 months to 3 years are now served 2 eggs per week; this may be increased to 5 eggs per week; normal children also may be given 2 eggs per week.
- Adolescent Girls Scheme can be extended with State grant to out-of-school girls aged 15 to 18 years in all districts from the existing two districts. Out of the total number of out-of-school girls of around 7.50 lakh, targeting 4.50 lakh in rural areas and 1.50 lakh in urban areas, the financial burden would be around Rs 3,000X6 lakh = Rs 180 crore per annum.
- Ayushman Bharat Arogya Karnataka (ABArK) scheme may be extended for rehabilitation treatment of persons with disabilities.
- A proposal to bifurcate the Directorate of Women and Child Development is under consideration of Government. It may be split into two separate directorates - one for child development and the other for women's development.

Department of School Education and Literacy

- For constituent schools in the same location, like Karnataka Public Schools and cluster schools, orders may be issued to remove the requirement of taking Transfer Certificate and admission thrice for a child studying from class 1 to class 12; The first time while passing out of Lower Primary School, secondly while leaving Higher Primary School and thirdly while leaving High School.
- A larger proportion of SC, ST students are failing SSLC exam and are adversely affected by the current evaluation system. The pass percentage in SSLC and PUC exams is lower in Karnataka than neighbouring states. Recommendations are given to improve higher secondary and higher education GER in the state.
- Implementation of internal assessment with marks for arts and commerce students in SSLC and PU examination like in neighbouring states.
- Inclusion of multiple-choice questions for 15 marks in Science subjects and 20 marks in Social Science and Language subjects in SSLC and PU examinations.
- Double the school grant from the state budget to Rs.20,000 per annum for small schools; Rs.50,000 per annum for schools with 31-100 students; Rs.1,00,000 per annum for schools with 101-250 students; Rs.1,50,000 per annum for schools with 251-1000 students and for schools with more than 1000 students Rs.2 lakhs per annum.
- At present there are 282 urban local bodies in the state. Only 26 of them have separate city library authorities. The District Library Authority is in charge of the urban libraries in other urban local bodies. An amendment may be proposed to the Karnataka Public

Libraries Act, 1965 to establish separate city library authorities in the remaining 256 urban local bodies in the state. This will facilitate development of libraries according to urban local needs.

Conversion of “Rural Quota” into “Government School Quota’

- Out of the 15% “Rural Quota” MBBS seats, only 3.45% are going to rural government school students. CBSE and ICSE students, who account for only about 5% of the total 10th pass students, get 51% of rural quota MBBS seats (more than ten times their proportional share). Hence it is suggested to modify the rural quota as per the following options:
 - Option 1 - Entire 15% “Rural Quota” can be converted into “State SSLC Board Quota”.
 - Option 2 - Out of 15% rural quota, 7.5% can be reserved for rural government school students. Remaining 7.5 % may be open for private aided, unaided SSLC board school and CBSE/ICSE board school students.

Department of Higher Education

- 65 Government First Grade College Hostels, 193 Government Polytechnic Hostels and 633 Government Engineering College Hostels may be handed over to the Departments of Social Welfare, Tribal Welfare, Backward Classes Welfare and Minorities Welfare for running as Post Matric Hostels for Boys and Girls. This will enable the hostels to provide free food and lodging facility to the students instead of charging them for the food if they continue to remain in Department of Higher Education.

Department of Health and Family Welfare

- As in Government of India Medical Institutions and CGHS, Private Practice by Government Doctors of all Departments may be prohibited. This would also enable Evening OPDs to be started in government hospitals.
- ANMs and male health workers can be given 50% capital subsidy for purchase of two wheelers (preferably electric) to enhance their mobility and outreach. The total cost for this would be about Rs.20 crore.
- Nursing colleges with 20 seats for GNM or BSc nursing course and para medical courses with 10 paramedical seats may be started in high workload 100 bed capacity taluk hospitals. Initially they can be started in rented premises.
- To create posts of "Hospital Managers" working under the Medical Superintendents in all District Hospitals and Taluk Hospitals. Graduates with Hospital Management degree can be hired for this post on contract basis

Department of Medical Education

- 10% marks for each year of rural service for government doctors up to a maximum of 30% marks may be considered to be added to the marks scored in NEET PG examination for enabling admission of more number of in-service government doctors to medical PG seats.

Department of Agriculture

- A Farmer Advisory Committee may be set up for each Raitha Samparka Kendra consisting of elected representatives, progressive farmers, awarded farmers, officials from relevant departments like Revenue, Horticulture, Forestry, Liaison Scientist etc.

Department of Horticulture

- Many documents need not be asked from the applicant as they are available on Kutumba and Fruits databases. E.g., PMKSY (MI) scheme applicants have to provide 31 documents (for Treasury, RSK and Assistant Director's office) in 3 sets to Horticulture Department though nearly 20 of the documents are available in the Kutumba and Fruits databases. Asking for such documents should be stopped by amending the relevant guidelines, government orders, application forms, checklists, circulars etc. The report lists the documents that need not be asked for in the schemes under each department.

Department of Sericulture

- By linking the e-marketing sales information of the silk mill auction center with the farmers' Fruits ID, arrangement can be made for direct transfer of the incentive amount given by the Sericulture department to the bank accounts of the respective sellers through DBT.

Department of Animal Husbandry and Fisheries

- An annual grant of Rs.15,000 to Primary Veterinary Centres, Rs.25,000 to Veterinary Clinics and Rs.50,000 to Veterinary Clinics in Hobli Centers can be allocated for purchase of drugs to treat specific local diseases/needs and emergencies in the local area.

- ISRO vessel tracking system with RFID tags may be installed in all 4,500 licensed mechanized boats to know their status in case of calamities and as a security measure, by using SDRF funds.

Cooperation Department

- Primary Agricultural Cooperative Societies may set apart 0.1% of their deposits in a Karnataka Cooperative Deposit Guarantee Fund. This can provide a guarantee for deposits up to Rs.2 lakh.
- The Karnataka Cooperative Societies Act may be amended to extend the scope of Gratuity Fund to employees of PACS and Cooperatives even though they employ less than 10 employees.
- There is a need to simplify the procedures for societies and associations with very low turnover. Societies having an annual turnover of less than 5 lakh may be required to submit accounts and reports only once in 5 years; Audit by a Chartered Accountant may not be required for them; Self-declaration of accounts may be accepted in other years.
- To prevent serious frauds, a SFIO (Serious Fraud Investigation Office) may be established to work under the Principal Secretary, Cooperation Department by making appropriate statutory provisions in Karnataka Cooperative Societies Act, Karnataka Societies Registration Act and Karnataka Souharda Sahakari Act.
- Setting up of an Assets Reconstruction Company or Cell in the Office of the Registrar of Co-operative Societies to acquire/dispose of assets of defunct societies and settle the dues of creditors.
- Karnataka State Co-operative Election Authority may be abolished; A separate

Election Cell may be created under a Deputy Registrar working in the Office of the Registrar of Co-operative Societies as was the practice earlier.

- In case of fraudulent registrations of assets, the Revenue Department may propose an amendment to the Registration Act, 1908, on the lines of the amendments made by the States of Tamil Nadu and Haryana, to provide for appeal to the Registrar to cancel the registration. This would give relief to the affected owners and also reduce the case burden on the Civil Courts.

Skill Development, Entrepreneurship and Livelihood Department

- Department of Employment Services may be merged with Kaushalkar Mission. The staff and infrastructure of the Employment Service Department may be merged with the State Skill Mission and renamed as State Skill and Employment Mission.
- Correspondingly, the Department "Industrial Training and Employment" may be renamed as "Department of Industrial Training".

Department of Youth Empowerment and Sports Development

- Establishment of District Sports Authority and District Sports Development Fund in each district to tap CSR funds and local donations for development of sports.

Bruhat Bengaluru Mahanagara Palike

- BBMP – 30 posts of KAS Group A Senior scale "Deputy Commissioners" may be created in BBMP for decentralization and greater coordination in each of the 30 BBMP revenue divisions.
- The Deputy Commissioners drawn from KAS Group-A Senior scale Officers will be able to coordinate better with BBMP

Revenue Officers, Executive Engineers, Divisional Health Officers, BWSSB BESCO, BMTC and other State and Central Organizations and Departmental Officers.

- These posts can be filled partly by posting KAS Group-A Senior Rank Officers by the State Government and partly by promotion from BBMP Revenue Officers.

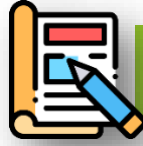
DPAR (e-Governance)

- Countries like USA, New Zealand, Canada have appointed Chief Technology Officers (CTOs) in their federal or provincial governments to guide e-governance initiatives and technology adoption. A post of 'Chief Technology Officer' (CTO) may be created in the E-Governance department in Karnataka.

General Recommendations

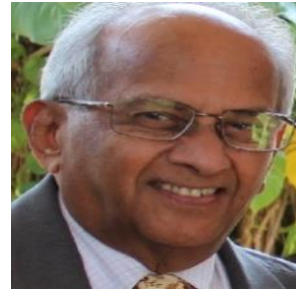
- The Finance Department may provide a separate account head along with grants for "House Keeping and Cleaning Expenses" in grants to schools, colleges, PHCs, Hospitals, ITIs, Polytechnics and similar frontline offices and institutions.
- District Level Officers of Departments may be designated as appointing authority for posts in Group-C and Group-D: By doing so, all service matters including disciplinary cases under KCS (CCA) Rules, 1957 and service matters such as declaration of probationary period, time-bound promotions, payment of charge allowance can be settled expeditiously by the district level authorities. As amendment of KCS (CCA) Rules, 1957 of each department is a time-consuming process, till the aforesaid amendment is made, the powers may be delegated as recommended in the report.

- Development of single window online system for compassionate appointments in all Government departments.



Lead Article

Different Public Personnel Systems*



Krishna K. Tummala, Ph.D.
Professor Emeritus
Kansas State University, USA

It would indeed be a tall order for me to define and compare the Public Personnel Systems in the United States and India in a short lecture. Here I try only to dwell on important criteria.

In general, only two systems are talked about: *Rank-in-Person* (originally called Rank-in-Man) and *Rank-in-Position*. However, there is another that preceded these two, and some traces of it still prevail: *The Spoils System*. The dictum is that to the victor belong the spoils. Every time there is a regime change, administration follows it as the new regime exercises its privilege of bringing its own personnel. This practice has its advantages. It provides comfort to the Chief Executive as policies of the incumbent are expected to be better administered because the personnel belong to the same

regime, sharing similar ideology. In the absence of “guerilla” bureaucrats, there would be no sabotage of policies. It enhances political control. For the party workers, the prospect of employment would also serve as a motivating factor, leading to better political participation. Consequent strong party system is good for democracy. It also works against the proprietary feelings of a tenured administrator. Rotation of personnel also could bring fresh perspectives.

Yet such a system is fraught with many a pitfall. There would be no continuity in administration, which makes it difficult to predict what course of action would be forthcoming. Discontinuity leads to chaos. Worse, all sorts of extraneous considerations might creep in while making the appointments which can be summed up as “nepotism”. Fellow travelers are picked, which does not necessarily guarantee “merit”. Inefficiency ensues. Party politics take center-stage to the detriment of public interest.

Given these shortcomings, policymakers began thinking of “merit” as the criterion. One can trace these beginnings to the Northcote-Trevelyan Report of 1853-54 in England, which inspired the 1883 Pendleton Act in the United States. Merit is determined, following the Chinese Imperial tradition of written tests. While ancient Chinese rulers considered writing decent poetry as a measure of merit, the Western tradition veered towards professional examinations. This is not to say that merit ended spoils. Even in the most modern merit systems, some aspects of spoils may still be seen. When a new President is elected in the United States, all Heads of Departments change (with the exception the President might retain those who are top notch administrators), as is the case in case of a new Prime Minister who chooses own

Cabinet Ministers. Similarly, top diplomatic heads too change, just as heads of statutory commissions. In India, a change of government would see a change of State Governors who serve at the “*pleasure*” of the President, despite a constitutionally sanctioned five-year tenure. There is a rather curious case of Jyoti Prasad Rajkhova who was appointed as Governor of the State of Arunachal Pradesh. He was censured by the subsequent government which also sought his dismissal. He, in turn, claimed that he has a five-year appointment, and can only be dismissed by the President at whose “*pleasure*” he serves. President Pranab Mukherjee in fact did dismiss him in 2016.

Of the two other major “merit” personnel systems, the British and its former colonies (largely) follow the Rank-in-Person system. Young persons (of varying age limits) are selected after competitive written tests followed by an oral examination. Such persons are posted from position to position, depending upon the experience and expertise, wherever their services are needed. Rank inheres in the person, implying that as the person grows, so does the position. Personnel are moved wherever their talents are needed. These are called “generalists”. There is also an often-used expression that these tend to be “jack of all trades,” who may be “masters of none”. In India, Administrative Reforms Commissions I & II took notice of the agitation of “experts/professionals” that they are being shut out of higher administrative positions. That led to the recommendation that they too be considered for promotions.

Rank-in-Person has its own drawbacks. Number of years of service does not ensure proficiency. For one may be repeating the first few years’ experience *ad infinitum* which might turn into *ad nauseam*. Movement across various positions need not guarantee any expertise. A certain

proprietary feeling might also creep in with the incumbent getting smug and even arrogant, given tenure in job. Commitment to self-aggrandizement may take precedence over public service.

Contrarily, the United States follows the *Rank-in-Position* system. It would be useful to note that the concept of “civil service” as understood in the British and other colonial countries, is alien to the Americans. Personnel practices are largely decentralized between federal, state and as many as 18,000 local entities. Even at each level, variations occur as between departments.

The emphasis is on the position to be filled which must first be defined as precisely as is possible. Then the qualifications and experience needed to perform on that job are set. A Grade is assigned with commensurate compensation. Thus, the exercise comprises what the job entails, and who can do it best. There is a certain underpinning of egalitarianism in this system. It is not one’s educational accomplishment, nor the status in society, but only qualifications to do a job that matters. The latest example is an Executive Order issued on January 18, 2023 by the newly elected Governor of Pennsylvania, Joseph Shapiro, mandating that no college degree is required for any of the nearly 65,000 positions in the state government, constituting 92% of all positions. As *New York Times* reported on January 29, 2023 that “relevant work experience and skills-based training, regardless of the educational attainment” is what is sought. It is to be noted that the states of Maryland and Utah have been following this method for the last one year. Nonetheless, it is not a single candidate, but either three or seven top names are forwarded to the Chief Executive to provide some leeway to choose.

Position Classification is not an easy exercise. For one, it is often quite difficult to define some public service positions such as those in the social service sector. It ignores what one learns on the job, and what one comes with to the job. While writing the position description, the first to be consulted are the incumbents, who have experience on the job. Then the supervisor is consulted, following the organizational chart, and so on. It is known that most all, as is human nature, embellish the job they are doing, just as the supervisor would not admit overseeing sub-standard personnel. Giving the position a high-sounding name might result in a higher Grade (with better pay). This is commonly known as “grade creep”. A Dog-Catcher’s position might be rechristened as “Canine Rehabilitation Officer,” or a Janitor as “Sanitary Engineer”!

It shall be noted that even in the United States which provides the classic example of the Position Classification system, there have been limited, and not very successful, attempts to promote the Rank-in-Person method such as the 1973 Civil Service Reform Act which established the Senior Executive Service.

Thus, each system has its own highs and lows. Much depends upon concepts as old as Plato, but Fred Riggs in his works provided currency and advocacy, which I summarize under two headings: “Culture” and “Context”. What works in one country and in one context need not, and would not, work in a different country under different conditions. Thus, a good Personnel System must always strive to match the right person with the right job.

A clarification: “Affirmative Action” (AA) does prevail in the US personnel system. After all, that very expression is American! But, contrary to the Indian “reservations”, AA is more passive. There certainly are no

quotas. The very thought of a “quota” is abhorrent within the US context. Moreover, AA has had minimal impact on public service, but largely confined to higher education which in itself is under attack. While the Supreme Court affirmed AA in 1978, current Court is likely to take a dim view as it is currently considering two cases challenging AA.

**This short article is based on a lecture by the author on January 12, 2023 given at the Kristu Jayanti College, Bangalore, under the auspices of the Karnataka Regional Branch of the Indian Institute of Public Administration.*



Papers

Summaries of Papers presented by IIPA-KRB EC Members at the 46th Indian Social Science Congress at Bharatidasan University, Tiruchirapally, Tamil Nadu

(27th to 31st January 2023)

***Aatmanirbhar Bharat* History, Status and the Way Forward**



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Hon. Visiting Professor. ISEC & NIAS,
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The concept of self-reliance is not new to India. The Swadeshi movement in Bengal which started almost a century ago *prima facie* concentrated on the production and purchase of Indian-made goods. It was an expression of economic nationalism with an in built resistance to external powers. Bal Gangadhar Tilak in his “*Gita Rahasya*” published in 1924 strongly advocated the Swadeshi model for rejuvenation of India. Mahatma Gandhi followed it up with his concept of “*Gram Swaraj*” wanting every village to be a complete republic, independent of its neighbours for its own vital wants and inter- dependent only for matters in which dependence is a necessity. Putting Gandhian thoughts into an action plan, well known economist J.C. Kumarappa presented an economic development model advocating local economic development based on self-help, solidarity, mutual aid and cooperation. Post-independence Pandit Deen Dayal Upadhyay proposed an indigenous economic model as a political programme in 1965 with human beings at the centre stage. He wanted Sarvodaya, Swadeshi and Swaraj to be the key components of what he called ‘Integral humanism’. This was adopted as the official doctrine of the Jan Sangh and later the Bharatiya Janata Party.

The call for “*Aatmanirbhar Bharat*” in 2020 by the Prime Minister (PM) of India is an obvious and timely follow up to the simmering concerns to be self- reliant. The PM then outlined five pillars of Aatmanirbhar Bharat (ANB)—Economy, infrastructure, improved systems, vibrant demography and demand generation. With a view to implementing ANB, the Government of India (GoI) initiated several reform measures such as supply chain reforms for agriculture, rationalizing financial and tax systems, simplifying laws, skill development etc. An economic package to make India self-reliant and benefit labourers, farmers,

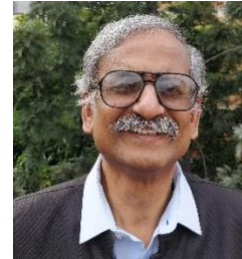
taxpayers, micro small and medium enterprises (MSME) and the cottage industry is also in the offing.

ANB is, in brief, about being self-generating and self-sustaining. It will pursue policies that promote efficiency, equity and resilience. It does not aim to be protectionist. In fact, global investors are being invited to invest in core sectors of economy like agriculture, logistics, defence, space etc. The aim is to create wealth and values not only for India but also for the larger humanity since our philosophy has always been “*Vasudhaiva Kutumbakam*”.

In this background, this paper first explains the initiatives currently under way and the challenges they face such as the demographic surge, increasing unemployment, problems of employability and also mismatch between the needs of the industry and the skills now available. Keeping in view the opportunities proposed for business particularly in the MSME sector, how to promote ease of doing business in India is also highlighted. The paper thereafter suggests a possible way forward by identifying governance and public policy reforms required to go ahead with ANB such as involving the stakeholders in decision making and also to promote MSME. The paper concludes with the hope of restoring India’s share in the World GDP and in global manufacturing to at least the same level as it was prior to the beginning of the colonial rule.

The Gram Sabha and Deliberative Democracy in India

Normative Expectations vs. Ground Reality



D. Jeevan Kumar

The Gram Sabha is the *cornerstone* of the entire scheme of democratic decentralization in the country, thanks to the 73rd Amendment to the Constitution. It may not be an exaggeration to state that the success or failure of the Panchayati Raj system largely depends on the effectiveness of the Gram Sabha in performing its constitutional mandate and fulfilling the desires and aspirations of the people. Was it not Mahatma Gandhi who had said that “*true democracy cannot be worked by some persons sitting at the top: It had to be worked from below by the people of every village,*” in other words, by the members of the Gram Sabha?

It would be useful to capture the essence of the normative expectations of Deliberative Democracy and the ground reality *vis-a-vis* Gram Sabhas in the country.

Normative Expectations

1. Political decisions should be the product of fair and reasonable discussion and debate among citizens.
2. Deliberation is a necessary precondition for the legitimacy of democratic political decisions.
3. Deliberative Democracy claims that citizens should arrive at political decisions through reason and the collection of competing arguments and viewpoints.

4. Deliberative Democracy is based, not on a competition between conflicting interests, but on an exchange of information and justifications supporting varying perspectives on the public good.
5. Five characteristics are essential for the success of Deliberative Democracy: Information; Substantive Balance; Diversity; Conscientiousness; and Equal Consideration.
6. Deliberative Democracy produces outcomes which are superior to those in other forms of democracy.
7. Deliberative Democracy produces less partisanship and more sympathy with opposing views; more respect for evidence-based reasoning; a greater commitment to the decisions taken by those involved; and a greater chance for widely shared consensus to emerge, thus promoting social cohesion between people from divergent backgrounds.
8. In Deliberative Democracy, citizens are empowered by the knowledge that their debates will have a measurable impact on society.
4. Meetings are conducted without any consideration to the requirement of quorum.
5. The absence of women at meetings is a common feature.
6. The participation of people from the weaker sections is minimal.
7. Only beneficiaries of schemes participate at meetings.
8. Rural people are generally apathetic towards the Gram Sabha.
9. Decisions of the Gram Sabha are actually taken by the local elite.
10. Gram Panchayats are generally not interested in making people interested in their activities. Less involvement of the common man in their functioning and decisions reduces their responsibility of transparency and accountability.
11. Gram Sabha meetings are held mechanically, in the absence of a well-defined mandate, and the proceedings are finalized in haste.
12. Notwithstanding the efforts of the government in issuing Guidelines for strengthening the Gram Sabha as instruments of Deliberative Democracy, it continues to be non-functional in the strict sense of the term.

Ground Reality

The ground reality regarding the actual working of the Gram Sabha across the country reveals a sharp contrast, when measured against the normative expectations of Deliberative Democracy:

1. A large majority of the members of the Gram Sabha are not aware of the powers of the body.
2. There is very low attendance of people at Gram Sabha meetings.
3. Since Gram Sabha meetings are held at Panchayat headquarters, people from distant villages find it difficult to attend them.

The Challenge and the Way Forward

According to scholars, the following initiatives should be taken for empowering the Gram Sabha:

1. *Creating Awareness:* Awareness needs to be created at the village level about the rights and responsibilities of Gram Sabha members;
2. *Education:* The generally low level of learning in rural areas needs to be strengthened through transformation in education policies, keeping our rural areas in focus;

3. *Regular Meetings:* Meetings of the Gram Sabha should be held regularly, in a cordial atmosphere;
4. *Training of Panchayat Members:* Elected Members of the Gram and Taluk Panchayats should be trained and educated about their roles and responsibilities towards the Gram Sabha. Further, they should be motivated to rise above petty politics;
5. *Capacity-Building of Villagers:* This should be done through education, awareness, training, increased participation in development works, etc.;
6. *Display of Information on the Notice Board:* Information about meetings, works being carried out and future plans should be posted on the Notice Boards of Gram Panchayats;
7. *Social Audit:* Social Audits are mandatory as per the 73rd Constitutional Amendment, through which village communities audit all the developmental work being carried out in their respective villages.

Jean Dreze and Amartya Sen, however, are not unduly disturbed by the poor track record of the functioning of the Gram Sabha. In their words, *“The practice of local democracy is also a form of wider political education. In the context of village politics, people are learning (if only at varying speed) to organise, to question established patterns of authority, to demand their rights, to resist corruption, and so on. This learning process enhances their preparedness not only for local democracy alone, but for political participation in general”*. (Dreze, Jean and Amartya Sen, *India: Development and Participation*, New Delhi: Oxford University Press, 2002)



Communication Pulse - Probe, Reflect, Act

Building Consensus with Community through Effective Communication



Dr. Annapoorna Ravichander
Executive Director
Public Affairs Foundation (PAF)

Introduction

All officers during their professional tenure undergo stints where they are directly working with communities or need to interact with them. So how does an officer ensure that the engagement is not only fruitful but also meets the expectations of the objectives of the said engagement. This article broadly provides a peek into what makes a successful community engagement.

Context

In a democratic world, engaging with public has become an important factor to ensure that agencies function well. It goes without saying that building positive relationships is not only required but also important to ensure an equitable and sustainable public decision making processes a requirement, but also helps improve the life of a community. This automatically makes community engagement an important aspect for all stakeholders, especially government officers.

Community engagement helps in a collaborative approach to ensure that service deliveries are met from both the demand and supply sides. For example, often when a policy is launched it primarily may not suit a particular geography. Customisation becomes imperative to ensure a smooth implementation and this can be achieved through an effective community engagement process.

Importance of Community Engagement

There are key factors which need to be considered to ensure that community engagement can and must be used to achieve set goals. Broadly they include the following:

- Develop and ensure cohesive communities - develop spaces for open dialogues to make decisions
- Ensure rights and empower communities-convey and help communities better understand information on various issues and make certain that community have access to the right information at the right time
- Help local governments to promote viable decisions-by engaging and communicating with communities which helps a government improve efficiency.

Community engagement helps governments improve the efficiency, legitimacy and transparency of decision making

- Embrace and encourage participation which helps policy makers to make informed decisions
- Help charting the needs and opinions of communities on issues important to them
- Promote sustainable decisions by recognising and communicating the needs and interests of all participants – including decision makers
- Increase acceptance of decisions and community commitment to outcomes,

as local knowledge from diverse groups shapes and creates inclusive and effective solutions.

Determine social transformation

- Promote advocacy, listen to local voices and create awareness with an emphasis on collaboration
- Involve local governments, Panchayats at the Taluka and district levels to not only mobilise communities but also to help focus on issues/challenges that is faced on a daily basis. This is — since the direct impact of a policy and implementing the same will benefit communities and drive social change.

Key Principles for a Viable Community Engagement

- Create awareness on challenges
- Co-create knowledge and initiatives
- Focus on problems identified and create spaces for change
- Ensure effective communication becomes a regular feature as part of the process.

How does Community Engagement Make an Impact?

Programme

- Improves the choice and focusses on required areas
- Helps in introducing a programme/policy
- Identifies new areas.

Strategy and Administration

- Helps in identifying and improving on interventions, participation and data collection
- Identifies gaps from earlier interventions
- Enhances policies efficiently and timely by engaging with communities.

Implementation

- Improves and brings in change based on the data analysed (for example, through improved or new services, policy or funding changes etc)
- Increases capacity to adapt change.

Integrity/Ethics

- Improves the process of consent
- Identifies ethical drawbacks.

Foster Goodwill

- Helps lay a common groundwork for future work
- Enhances knowledge and skills
- Community will be more receptive which will in turn reap rich benefits for all.

The International Association for Public Participation (IAP2) has succinctly defined the following values where it has determined that community engagement should:

- Seek responses/feedback from communities
- Provide rights and information to community on how their feedback has affected policy decisions
- Facilitate affected and vulnerable communities
- Promote viable solutions/decisions in the interest of all stakeholders.

Six Cs of Effective Community Engagement

1. **Competent** - able to understand and discuss challenges
2. **Continuity** - engage on a long-term basis to get the desired results
3. **Co-creators**-take ownership for actions mutually agreed
4. **Collaborators** - trust each other
5. **Constructive** - have a positive approach

6. **Conscience** - encompass ethics and guiding principles.

Conclusion

Community engagement is a long-term process and especially in the case of Government Officers working together not only builds trust but also improves communication. In short, an increased level of engagement is attained when the community takes responsibility.



Report

Report of Branch Event

In his **Introductory Remarks**, **Shri T.M. Vijay Bhaskar IAS (Retd.)**, former **Chief Secretary of Karnataka** and the new **Chairman of IIPA-KRB**, identified the issues involved in Prison Reform and presented statistics from the India Justice Report and

KLE Technological University
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KLE LAW COLLEGE BENGALURU
IN ASSOCIATION WITH
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
Karnataka Regional Branch, Bengaluru
Organises
Special Lecture on
"PRISON REFORMS"

KEY SPEAKER
Shri N.S. Megharikh, IPS (Retd.)
Former Director-General of Police Prisons, Government of Karnataka

GUEST OF HONOUR
Shri T.M. Vijay Bhaskar, IAS (Retd.)
Former Chief Secretary, Government of Karnataka
Chairman, IIPA-KRB

CHAIR
Dr. J.M. Mallikarjunaiah
Principal
KLE Society's Law College, Bengaluru

PROGRAM COORDINATORS
DR. D JEEVAN KUMAR
SECRETARY, IIPA-KRB
DR. CHAITRAPRASAD M.D
ASSOCIATE PROFESSOR, KLE LAW COLLEGE

VENUE: KLE LAW COLLEGE **DATE: 22-02-2023, 11.00 AM**

Shri N.S. Megharikh, IPS (Retd.), former **Director-General of Police – Prisons, Karnataka** delivered a **Special Lecture** at **KLE Law College**, Bengaluru on 22nd February 2023 on **“Prison Reforms”**. Referring to Prisons as the last pillar in the Criminal Justice system, he said that prisons are meant for both custody as well as reform. He referred to a series of measures introduced during his tenure in prison administration, which included protection of the human rights of prisoners. He called upon students of the college to undertake visits to prisons, take up research projects on the challenges of prison administration, come forward to offer legal services to prisoners and even taken up internships in jails.

the Justice Amitava Roy Committee Report. Referring to the large number of undertrials languishing in prisons, and how the criminal justice process itself becomes the punishment, he said there was a ray of hope in Karnataka as the prison system is on the road to reformation here.

Dr. J.M. Mallikarjunaiah, Principal of KLE Law College, in his presidential remarks, referred to the role of visionary civil servants like Shri Megharikh and Shri Vijay Bhaskar in bringing about reforms in administration. He said he believed in the reformatory theory in penal policy and suggested renaming Prisons as **“Reform Homes”**.

Dr. M.D. Chaitraprasad, Associate Professor, KLE Law College welcomed the

gathering. **Dr. D. Jeevan Kumar**, Secretary, IIPA-KRB proposed a vote of thanks.

Seen in the pic below are *(from L to R)*: Dr. J.M. Mallikarjunaiah, Shri N.S. Megharikh, Shri T.M. Vijay Bhaskar and Dr. D. Jeevan Kumar.





Govt may merge more depts to cut costs

Admin reforms panel has favoured cut waste task forces

BHARATH JOSHI
BENGALURU, DHNS

to Chief Minister Basavaraj Bommai's office.

After having merged or abolished four departments, the government is considering more administrative surgeries to cut costs, a dire need for Karnataka, whose salary and other obligatory bills are rising.

At least four more expenditure rationalisation proposals are in the pipeline as recommended by a Cabinet sub-committee headed by Revenue Minister R Ashoka, according

These include bringing the directorate of translations under the Kannada & Culture department, merging the tourism corporation (KSTDC) with the tourism department, amalgamating multiple planning authorities near Bengaluru into one and consolidating the department of printing, stationery and publications into the department of school education & literacy.

The government has already scrapped the department of

public enterprises and the Janaspandana wing of the department of personnel & administrative reforms.

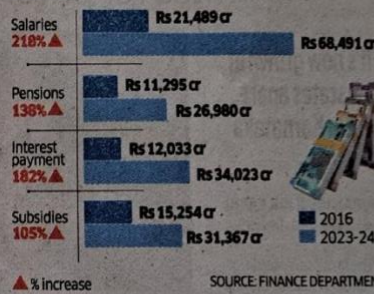
The government has merged the gazetteer department with the archives department and the directorate of pensions, small savings and asset liability monitoring has been put under the treasuries department.

The need to do away with posts and administrative wings is imminent as Karnataka's committed expenditure - salaries, pensions, subsidies and so on - have risen exorbitantly.

In the 2023-24 fiscal, committed expenditure is estimated at Rs 2.06 lakh crore, which is 91.3% of the revenue receipts. It was 79% in 2016-17.

Implementation of the 7th Pay Commission for government employees would result in a financial burden of Rs 12,000

Rising costs



crore to Rs 18,000 crore in the first year itself, according to the medium term fiscal plan (MTFP).

"A larger proportion of the state budget allocated towards committed expenditure will result in lesser fiscal space

towards developmental and welfare expenditure," the MTFP has warned.

Kannada & Culture Minister VSunil Kumar told *DH* that merging the translations directorate - it is currently under the Department of Parliamentary

Affairs & Legislation - with his department would lead to some savings. "Its staff will be used for some other work," he said.

The KSTDC was under the department of public enterprises, which stands abolished.

Merging multiple bodies in the Bengaluru metropolitan region - Anekal Planning Authority, Bengaluru-Mysuru Infrastructure Corridor Area Planning Authority, STRR Planning Authority among others - is under consideration, according to Bommai's office.

The Karnataka Administrative Reforms Commission-2, under former chief secretary T M Vijay Bhaskar, has been making a case for cost-cutting.

It has asked the government to form cut waste task forces in all departments to reduce costs. "I don't think this has been acted upon," Bhaskar told *DH*.



Branch Members in Media

Spending the Silver Years



Thayyil Sethumadhavan, IAAS (Rtd.)
Formerly Principal Accountant General, Madhya Pradesh

Source: *The Hindu* dt. February 26, 2023

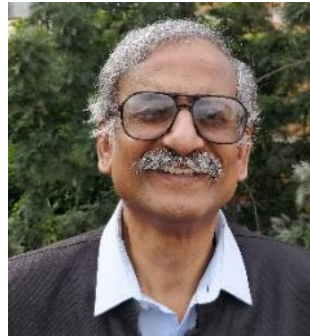


A question before many people at the end of their professional lives is the type of their retirement homes. During the bygone days, it was never an issue. Either you return to your village where you had your roots, with a small tract of agricultural land and the ancestral house welcoming you back happily. But the evolving pattern of nuclear families and changing social mores have made the decision complicated.

Read more at:

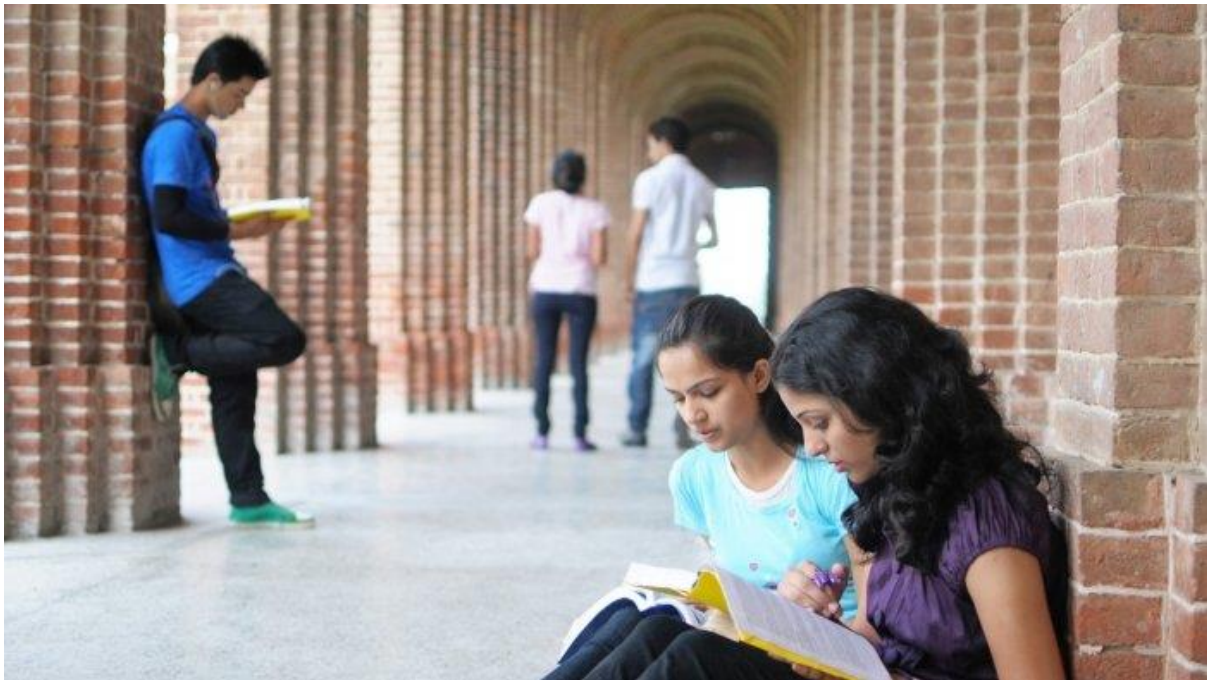
<https://www.thehindu.com/opinion/open-page/spending-the-silver-years/article66532737.ece>

Prejudice, Discrimination still Strong in Higher Education Institutions



D. Jeevan Kumar

Source: *Deccan Herald* dt. February 23, 2023



One way of overcoming socio-cultural prejudice in private educational institutions is to mandate policies of Compensatory/Protective Discrimination (CPD).

Read more at:

<https://www.deccanherald.com/opinion/panorama/prejudice-discrimination-still-strong-in-higher-education-institutions-1193939.html>



Book Discussion

A Book Reading and Discussion event on the book, ***Discovering New India*** edited by **Dr. A. Ravindra** and **Dr. Priyanca Mathur**, was organized at **Al Ameen College**, Bengaluru on 28th January 2023 by **Ekam Sat Trust**. Seen in the pic are (from right to left) **Dr. B. Anuradha**, Principal, **Dr. Annapoorna**, Exec. Director, PAF, Bengaluru, **Dr. A. Ravindra**, IAS (Retd.), former Chief Secretary, Government of Karnataka, **Mr. Azeezulla Baig**, IAS (Retd.), Secretary, Ekam Sat Trust, and **Dr. D. Jeevan Kumar**, Hon. Professor, KSRDPR University, Gadag.






Special Lecture


Mr. V. Balasubramanian, IAS (Retd.) delivered a Special Lecture at St. Joseph's University, Bengaluru on "*The Problem of Development Administration in India*" on 7th February 2023. In the pic below, Mr. V. Balu is seen flanked by Dr. Maxim Dias, SJ (extreme left) and Kieren Christopher (extreme right).

ST. JOSEPH'S UNIVERSITY
www.sjc.ac.in
36, Langford Road, Langford Gardens
Shanti Nagar, Bengaluru, Karnataka 560027



THE PROBLEM OF DEVELOPMENT ADMINISTRATION IN INDIA

ORGANISED BY
THE DEPARTMENT OF POLITICAL SCIENCE
ST. JOSEPH'S UNIVERSITY
BENGALURU



MR. V. BALASUBRAMANIAN
IAS - RETD (BATCH OF 1965)
FORMER DISTRICT MAGISTRATE.
CONSULTANT TO THE COMMONWEALTH
SECRETARIAT, LONDON, UNDP.

In House Seminar 07 FEBRUARY, 2023 09:00AM - 11:00AM

Contact Fr. Maxim Dias SJ +91 96637 18737

St. Joseph's University
POST GRADUATE BLOCK
ROOM 303





Food for Thought

You give but little when you
give of your possessions.
It is when you give of yourself
that you truly *give*.

— KHALIL GIBRAN


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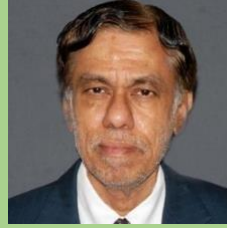
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Dr. Priyanca Mathur

Feedback/Contributions/Ideas/Book Reviews /Report Summaries may kindly be mailed to:
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