EFFICIENCY AND THE PUBLIC GOOD

ISTM JOURNAL OF TRAINING RESEARCH AND GOVERNANCE

About the Institute

The Institute of Secretariat Training and Management (ISTM), established in 1948, strives to function as a capable capacity building institution to fulfil demand driven human development needs of government and support institutions across the country for improved workflow delivery through sustainable, innovative and contemporary means, with the motto of "Efficiency and Public Good"

ISTM implements the Cadre Training Plan of Central Secretariat Service (CSS) and Central Secretariat Stenographers Service (CSSS) and other Organized Services functioning the Central Secretariat. The Institute is entrusted with the task of providing orientation training to the officers joining the Central Government under the Central Staffing Scheme as Deputy Secretary and Director. The Institute also imparts training to the officers of the Central & State Government, Public Sector Undertakings, Autonomous Bodies, and also the Union Territory Administration.

ISTM conducts research and undertakes consultancy work for capacity building in the field of governance by collaborating the client institutions in the areas of Training Need Analysis, Design of Training, Cadre Review / Re-structuring, Audit of Proactive Disclosure under RTI Act, 2005, etc.

ISTM also conducts Management Development Programmes in the areas of Financials Management, Management Principles, Good Governance, Knowledge Management, Behavioural Techniques, Cabinet Note Preparation, Big Data Analysis & Gender Sensitization, in order to orient the officers in Government towards effective service delivery.

ISTM is the nodal institute for capacity building of Government officers for implementation of Right to Information Act, 2005 and ISTM is also the lead institute in the areas of Training of Trainers. ISTM conduct induction training for Group 'A' officers if Indian Cost Account Service (ICoAS), Director General of Civil Aviation (DGCA) and office of the Registrar General of India (ORGI) and Induction training components for the probationers of various group 'A' services like IAS, IFS, IRS, IES, ITS, ICLS, IDES, IFOS, IIS, etc.

ISTM is an "Attached Office" under the Department of Personnel & Training, Government of India. The Head of the Institute is "Director", who is an officer of the Level of Joint Secretary of the Government of India.

About The Journal

In line with the agenda of National Training Policy (2012) which identifies the role of training as:

i) Networking with other institutions to share learning resources, experience and expertise.

ii) Conduct field studies and research as part of the process of becoming repositories of knowledge in the areas of their sectoral or functional specialization (as applicable).

ISTM, New Delhi brings out a bi-annual journal titled 'ISTM Journal of Training, Research and Governance'.

The major focus of the journal is in the field of public administration, training and development. The journal will help the training discipline to learn the best practices, new techniques and methodologies that will benefit the trainers into building efficient civil servants for the service of civil society.

The bi-annual journal is a state-of-the-art literature and academic material patented by ISTM for circulation and training purposes to government officials, institutions, research and development agencies and general public reading. The journal shall encompass writings, research works, socio-political analyses of various events, statutes, policies, directives and general knowledge in the field of Public Policy, Governance and Human Capital Development.

The contents of this journal, being first of its kind published by ISTM consists of select writings by eminent theorists, government professionals, academicians and scholars on the above-mentioned areas of training and practice.

Foreword

Human resource development is pivotal for efficient functioning and effective service delivery of any organization including the Government Departments. Training is one of the most important and effective method to develop this resource as this leads to robust performance, excellence at work, enrichment of knowledge and better capacity building in government. The National Training Policy, 2012 formulated by the Government of India entrusts Training Institutes across the country with the responsibility of meeting the present and future capacity building requirements for the Government servants. A number of Central Training Institutes and Administrative Training Institutes have been fulfilling this mandate in many different ways in addition to conducting regular training programmes at the induction and mid-career levels.

ISTM, a Central Training Institute established in 1948 to cater to the training requirements of the Central Secretariat, strives to fulfil its training responsibilities in consonance of its motto "Efficiency and the Public Good". ISTM also keeps itself alive to the new developments in the area of training by taking new initiatives from time to time.

In the process of designing, delivering, assessing the outcomes and collating the feedback of the training programmes, the training institutes perform many activities which are often not documented sufficiently. Research on training methodologies, new techniques, experiences, etc. therefore often does not translate into knowledge base of training institutes. A gap has often been felt for a Journal to chronicle these experiences and to share them for wider debate and replication of best practices. In the sphere of public policy formulation, implementation and analysis as well, a need is often felt for publishing the research and analysis for wider dissemination.

In this background, the Institute is continuing with this publication of 'ISTM JOURNAL OF TRAINING RESEARCH AND GOVERNANCE'. This Journal is a bi-annual text that shall cover various angles and discourses in the field of Governance, Policy, Training, Research and Management. The contributions to this Journal are expected to span writings, articles, and compilations from senior government officers, scholars, industry experts and academia.

In the second issue we have put together five articles ranging from the field of RTI, Effective Training, Gandhian Philosophy, Change Management and MGNREGA. I am hopeful that this initiative of ISTM will continue to be conducive and contributive to the corpus of knowledge in the field of training and governance and shall be a valuable source of information and insight to all its readers. Your feedback and suggestions are welcome for betterment of our effort.

(Rashmi Chowdhary)
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Table of Contents

Transparency Mechanisms in RTI Act: Bringing Publicness[1] in Indian Governance

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Abstract

The Right to Information (RTI) Act is perhaps the most important legislations of post independent era in India. The implementation of the RTI Act has suddenly brought the citizens in the centre of all decision making processes in public governance. The decision makers are now conscious of the fact that their decisions are subject to public scrutiny. The preamble to the Act inter alia envisages for an informed citizenry and transparency of information which are vital to its functioning and also to contain corruption and to hold Governments and their instrumentalities accountable to the governed. It provides for ensuring transparency in the functioning of public institutions. The paper has also mapped four transparency mechanisms to the provisions of RTI Act. This paper presents the systemic changes in respect of the decision making processes and dissemination of information consequent upon implementation of RTI Act in public institutions in India.

Introduction

The RTI Act in India is an outcome of sustained social movements by the Non Governmental Organisation (NGO) and Civil Society Organisations. The MKSS based in Rajasthan has played a pivotal role in this movement. In their article Jenkins & Goetz[2] noted that "The MKSS's interest in the right to information arose from its work in the late 1980s and early 1990s on livelihood issues, such as the failure of the state government to enforce minimum-wage regulations on drought-relief works, to ensure availability of subsidised food and other essential commodities through the Public Distribution System (PDS), or to prevent the illegal occupation of government land by powerful local interests."

The significance of the law's passage was recognized by commentators who hailed the law as a "great and revolutionary law"[3] with the potential of "fundamentally altering the balance of power between the government and citizens"[4] in India.

Nandan Nilekeni in his speech[5] at the convention of the Central Information Commission (CIC) noted that "As a developing nation, the RTI Act was a decisive step for India. In most developing countries, citizen interaction with government is a Rubik's cube of confusing procedure and requirements, and the asymmetry of power citizens face in interacting with governments encourage corruption and reduce the effectiveness of public services. The passing of the Right to Information Act in India was a big step away

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1   Used by Lindsay Strirton and Martin Lodge in their paper on Public Services

2   Rob Jenkins, and Annie Marie Goetz, "Accints and accountability: Theoretical implications of the right to information movement in India," *Third World Quarterly*, 20, no. 3 (1999): 603-622

3   Lord Meghnad Desai speaking at the Fourth Annual Convention on the RTI, New Delhi, October 2009, quoted in Roberts 2010: 3

4   V. Narayanasamy, Minister of State (Planning and Parliamentary Affairs), "Responsibility of Political Leadership in Promoting RTI", Fifth Convention on the Right to Information Act, New Delhi, September 13, 2010; http://cic.gov.in/convention-2010/Speeches/Narayanasamy.pdf

5   Nandan Nilekani, Chairman, UIDAI, Government of India, "The RTI and the Unique identification project: Possibilities", Fifth Convention on the Right to Information Act, New Delhi, September 13, 2010; http://cic.gov.in/convention-2010/Speeches/Nilekani.pdf

from this culture. The Act mandated that all citizens shall have the right to information, thus making it both a legal and justiciable right. It is a law that acknowledged that information can be a potent empowering force and critical to improving governance, and the public must have access to it."

Max Weber's claim[6] that "every bureaucracy seeks to increase the superiority of the professionally informed by keeping their knowledge and intentions secret" is at stake since the implementation of the RTI Act in India. There have been incidences in past where consequent upon RTI, the public institutions have realised the need for changing the manner in which they function.

Dr APJ Abdul Kalam, the then President of India noted[7] that "The largest democratic nation, India has survived all vicissitudes, turbulences of all kinds over the last half century and more. Our democratic system has been gaining from strength to strength though I am not even for a moment closing my eyes to or beguiling myself into believing that there have been no weaknesses in the system. Our strength has always lain in overcoming those weaknesses and setting ourselves firmly on the road to higher and higher levels of democratic efficiency and progress. In that context, the bringing into being of the Right to Information has been an important milestone. The Act that came into being last year assures every citizen the right to know what the citizen should, and throws open the system of governance to total transparency and therefore inescapable accountability. Adequate safeguards have been built in, in the Act to ensure that that right is exercisable consistent with the dictates of national security which by no means can ever be compromised. After all, every right has to have checks built in to prevent its unbridled sway which is sure to lead to the certain failure of the very system."

Lord Meghnad Desai observed[8] that "in the best of circumstances, the citizen should not have to ask for information. It should be always available and open to access. We can now safely assume that Internet access is not beyond the reach of most citizens. The provider of information should anticipate the needs of the demander for information. If much information were to be routinely accessible, then only the more esoteric items would require a formal submission."

Jo Ann Ewalt observed[9] that "If Max Weber and Woodrw Wilson were to suddenly appear on the landscape of modern public administration, normative theories in hand, it is likely that they would be unable to recognize the field. The comprehensive, functionally uniform, hierarchical organizations governed by strong leaders who are democratically responsible and staffed by competent civil servants who deliver services to citizens – to the extent they ever existed- are long gone."

The RTI Act has tremendous potential of bringing such systemic improvements in the functioning of the public institutions that are often celebrated by many of the NGO/CSOs.

Transparency Mechanisms in RTI Act

Transparency is generally defined as the principle of enabling the public to gain information about the operations and structures of a given entity[10]. Transparency is often considered synonymous with openness and disclosure, although one can find some subtle differences among these terms.[11]

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[6] Max Weber, *From Max Werber: essays in Sociology, ed. H.H Gerth and C. Wright Mills*, (Oxford: Oxford University Press, 1946), 233

[7] Dr APJ Abdul , Kalam. Central Information Commission's National Convention on RTI, "http://cic.gov.in/Conference/inaugural_address_of_president.htm." Accessed October 23, 2013. http://cic.gov.in

[8] Lord Meghnad , Desai. Central Information Commission's Fourth Convention on RTI, "http://cic.gov.in/convention-2009/ReportConvention2009.pdf." Accessed October 23, 2013. http://cic.gov.in

[9] Jo Ann G Ewalt, "Theories of Governance and New Public Management: Links to Understanding Welfare Policy Implementation," *American Society for Public Administration* (2001): 1

[10] David Heald, "Varieties of transparency," *Transparency: The Key to Better Governance?* ed. Christopher Hood and David Heald (Oxford: Oxford University Press, 2006), pp. 23–45 at p. 26; Bernard I. Finel and Kristin M. Lord, "The surprising logic of transparency," *International Studies Quarterly*, 43 (1999), 315–39 at p. 316

[11] "Openness might therefore be thought of as a characteristic of the organization, where transparency also requires external receptors capable of processing information made available" (Heald, "Varieties of transparency," p. 26)

In public discourse, transparency is widely considered a "good" on the face of it, similar to privacy and free speech. Transparency is viewed as a self-evident good in Western society to the point that "we might almost say that 'more transparent-than-thou' has become the secular equivalent of 'holier-than-thou' in modern debates over matters of organization and governance."[12] Transparency International, an organization that promotes transparency in many nations, both developing and industrialized, was founded in 1993 and has won much acclaim.

The idea that government decision making should be transparent is nothing new. A range of factors-some of them contradictory- has pushed it to the centre of contemporary governance debates. For instance, the concern with transparency is a reaction against both the arbitrary decision making found in state-dominated economies and the often secretive processes by which liberal economic policies are introduced.[13]

The link between transparency and the cognate concept of accountability is, on an abstract plane, unassailable. In operational terms, however, the connection is far from obvious. Transparency does not automatically result in accountability. Moreover, neither term on its own is self explanatory. Transparency is often conceived of in terms of making procedures clear and removing discretionary control, but without a corresponding elaboration of the preconditions necessary for making clarity produce the desired results. Accountability itself can mean any number of things: that officials must explain i.e. 'account for' their actions (which makes accountability almost synonymous with transparency); that officials must `take responsibility' for their actions (but whether this is to be judged on procedural grounds or in terms of impacts is unclear); that elected officials will be made accountable by voters through elections; and so on. It is the range of meanings to which the two concepts lend themselves, individually and together, that perhaps explain their ubiquity. That, as well as their utility as a euphemism for `means of combating corruption'. Government policy makers, and aid agencies sensitive to their feelings, are reluctant openly to admit the existence of corruption. They increasingly refer to the `transparency and accountability dimensions' of policy initiatives.[14]

Having presented the concept of transparency and accountability, I intend to argue that any approach to transparency and accountability in the post RTI era must recognize the increased diversity of arrangements for public participation in decision making processes. Thereafter, I wish to present the instances where the public institutions have made arrangements in the decision making processes what may be termed as bringing 'publicness' in their functioning. Let us first analyse the transparency mechanisms as is available in the Right to Information (RTI) Act. RTI Act was enacted in order to ensure smoother, greater and more effective access to information and provide an effective framework for effectuating the right of information recognized under article 19 of the Constitution. The preamble[15] to the Act declares the object sought to be achieved by the RTI Act thus:

> "An Act to provide for setting out the practical regime of right to information for citizens to secure access to information under the control of public authorities, in order to promote transparency and accountability in the working of every public authority, the constitution of a Central Information Commission and State Information Commissions and for matters connected therewith or incidental thereto.
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> Whereas the Constitution of India has established democratic Republic;
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> And whereas democracy requires an informed citizenry and transparency of information which are vital to its functioning and also to contain corruption and to hold Governments and their instrumentalities accountable to the governed;

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12 Christopher Hood, "Transparency in historical perspective," Transparency: The Key to Better Governance?, pp. 3–23 at p. 9

13 Rob Jenkins, Democratic Politics and Economic Reform in India, Cambridge: Cambridge University Press, 1999

14 Rob Jenkins, and Annie Marie Goetz, "Acconts and accountability: Theoretical implications of the right to information movement in India," *Third World Quarterly*, 20, no. 3 (1999): 603-622, q.v

15 Extracts from Right to Information Act, 2005

And whereas revelation of information in actual practice is likely to conflict with other public interests including efficient operations of the Governments, optimum use of limited fiscal resources and the preservation of confidentiality of sensitive information;

And whereas it is necessary to harmonise these conflicting interests while preserving the paramountcy of the democratic ideal."

The Supreme Court of India in the **Central Board of Secondary Education & Anr.Vs.Aditya Bandopadhyay & Ors.** observed[16] the following:

"The effect of the provisions and scheme of the RTI Act is to divide 'information' into the three categories. They are:

(i) Information which promotes transparency and accountability in the working of every public authority, disclosure of which may also help in containing or discouraging corruption (enumerated in clauses (b) and (c) of section 4(1) of RTI Act).

(ii) Other information held by public authority (that is all information other than those falling under clauses (b) and (c) of section 4(1) of RTI Act).

(iii) Information which is not held by or under the control of any public authority and which cannot be accessed by a public authority under any law for the time being in force."

The information falling under the first category, enumerated in sections 4(1) (b), (c), 4 (2), (3) and (4) of RTI Act are extracted below:

"4. (1) Every public authority shall—

b) publish within one hundred and twenty days from the enactment of this Act,—

(i) the particulars of its organisation, functions and duties;

(ii) the powers and duties of its officers and employees;

(iii) the procedure followed in the decision making process, including channels of supervision and accountability;

(iv) the norms set by it for the discharge of its functions;

(v) the rules, regulations, instructions, manuals and records, held by it or under its control or used by its employees for discharging its functions;

(vi) a statement of the categories of documents that are held by it or under its control;

(vii) the particulars of any arrangement that exists for consultation with, or representation by, the members of the public in relation to the formulation of its policy or implementation thereof;

(viii) a statement of the boards, councils, committees and other bodies consisting of two or more persons constituted as its part or for the purpose of its advice, and as to whether meetings of those boards, councils, committees and other bodies are open to the public, or the minutes of such meetings are accessible for public;

(ix) a directory of its officers and employees;

(x) the monthly remuneration received by each of its officers and employees, including the system of compensation as provided in its regulations;

(xi) the budget allocated to each of its agency, indicating the particulars of all plans, proposed expenditures and reports on disbursements made;

(xii) the manner of execution of subsidy programmes, including the amounts allocated and the details of beneficiaries of such programmes;

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[16] Central Board of Secondary Education & Anr vs Aditya Bandopadhyay & Ors., CIVIL APPEAL NO.6454 OF 2011 [Arising out of SLP [C] No.7526/2009], Supreme Court of India at New Delhi

(xiii) particulars of recipients of concessions, permits or authorisations granted by it;

(xiv) details in respect of the information, available to or held by it, reduced in an electronic form;

(xv) the particulars of facilities available to citizens for obtaining information, including the working hours of a library or reading room, if maintained for public use;

(xvi) the names, designations and other particulars of the Public Information Officers;

(xvii) such other information as may be prescribed; and thereafter update these publications every year;

c) publish all relevant facts while formulating important policies or announcing the decisions which affect public;

Sub-sections (2), (3) and (4) of section 4 relating to dissemination of information enumerated in sections 4(1)(b) & (c) are extracted below:

"(2) It shall be a constant endeavour of every public authority to take steps in accordance with the requirements of clause (b) of sub-section (1) **to provide as much information suo motu to the public at regular intervals through various means of communications, including internet, so that the public have minimum resort to the use of this Act to obtain information**.

(3) For the **purposes of sub-section (1)**, every **information shall be disseminated widely and in such form and manner which is easily accessible to the public**.

(4) All materials shall be disseminated taking into consideration the cost effectiveness, local language and the most effective method of communication in that local area and the information should be easily accessible, to the extent possible in electronic format with the Central Public Information Officer or State Public Information Officer, as

the case may be, available free or at such cost of the medium or the print cost price as may be prescribed.

Explanation.--For the purposes of sub-sections (3) and (4), "disseminated" means making known or communicated the information to the public through notice boards, newspapers, public announcements, media broadcasts, the internet or any other means, including inspection of offices of any public authority."

Further section 4 (1) (a) of the Act mandates the public authorities to maintain, catalogue and index their records. The relevant provision is extracted below:

"(a) maintain all its records duly catalogued and indexed in a manner and the form which facilitates the right to information under this Act and ensure that all records that are appropriate to be computerised are, within a reasonable time and subject to availability of resources, computerised and connected through a network all over the country on different systems so that access to such records is facilitated"

In addition, a public authority, u/s 4(1)(d) of the Act, is required to *"provide reasons for its administrative or quasi-judicial decisions to the affected persons".*

Prof M M Ansari, Former Information Commissioner in his presentation at lecture series at Paris observed[17] that "The information regime has, in effect, created conducive conditions for everyone to have a better understanding of how the government works or how a particular decision was reached. Such a chance given to people empowers them to make appropriate choice of leadership and the policies that affect them. This has begun to happen with salutary effects on delivery of socioeconomic services, particularly for the poor. As a result of increased Government's accountability in delivery of services, rural to urban migration

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[17] Prof M M , Ansari. UNESCO Lecture, "portal.unesco.org." Accessed October 26, 2013. portal.unesco.org/.../ A perspective on India Recent Experiences.pdf.

has, of late, decelerated, as widely reported in the media. This is also corroborated by the findings of a national level survey conducted by the Transparency International and the Centre for Media Studies. The survey has revealed that in the opinions of 40 per cent of respondent (all below the poverty line), corruption and mal-practices in implementation of poverty alleviation programmes have declined due to RTI induced accountability of the Government and its functionaries at various levels."

Four Basic Transparency Mechanisms in RTI Act: Expansion of Hirschman's Dichotomy

Hirschman in his seminal work, Exit, Voice and Loyalty, dichotomized the transparency mechanisms as exit and voice. This concept was expanded by Lindsay Stirton and Martin Lodge as Voice, Representation, Choice and Information. 'Voice' promotes the exercise of individual contributions while 'choice' includes all types of possibilities through which users can exercise exit. 'Information' facilitates the quality of user knowledge, enhancing in particular the exercise of voice and choice. 'Representation' in contrast, aims to provide and institutionalised interest in the wider policy decision making. In this section I intend to map the abovementioned tool box vis a vis various provisions of RTI Act.

Transparency Mechanisms Tools mapped into RTI Act

Transparency Mechanism Tools	Provisions of RTI Act
1. Voice	Every public authority shall publish all relevant facts while formulating important policies or announcing the decisions which affect public [section 4 (1) (c)]
	Every public authority shall provide reasons for its administrative or quasi-judicial decisions to affected person [section 4 (1) (d)]
	When public authorities publish all relevant facts while formulating important policies and when they are obliged to provide reasons to the affected persons, stakeholders have their 'voice' regarding the policies and decisions of the public institutions.
2. Choice	"right to information" means the right to information accessible under this Act which is held by or under the control of any public authority and includes the right to— (i) inspection of work, documents, records; (ii) taking notes, extracts or certified copies of documents or records; (iii) taking certified samples of material; (iv) obtaining information in the form of diskettes, floppies, tapes, video cassettes or in any other electronic mode or through printouts where such information is stored in a computer or in any other device; [section 2 (j)]

3. Representation	Every public authority shall publish all relevant particulars of any arrangement that exists for consultation with, or representation by, the members of the public in relation to the formulation of its policy or implementation thereof [section 4 (1) (b) (vii)]
4. Information	All materials shall be disseminated taking into consideration the cost effectiveness, local language and the most effective method of communication in that local area and the information should be easily accessible, to the extent possible in electronic format with the Central Public Information Officer or State Public Information Officer, as the case may be, available free or at such cost of the medium or the print cost price as may be prescribed. [section 4 (4)]

"These mechanisms differ in the extent to which they are exercised on an individual basis or are provided collectively. In their basic form, these four mechanisms can be harnessed to a range of different substantive goals and could be utilized with different intentions and effects." [18]

Bringing Publicness in decision making Processes consequent upon RTI

This section presents some of the cases wherein the RTI has resulted into systemic changes in decision making process in various public institutions.

1. The National Rural Employment Guarantee Act (NREGA)

"For the first time, RTI has been institutionalized in country's largest rural employment guarantee scheme- MGNREGS which provides rural households with 100 days guaranteed employment in public works at minimum age and which mandates compliance with the provisions of RTI Act and the proactive disclosure of all scheme related data and information. Specifically, the information that must be disclosed includes demand for work received, workers registered, details of issued job cards, details of funds received and spent, wage payments, and work sanctioned."[19] The law also mandates regular social audits of work and expenditures under the scheme, including disclosure of government records and documents.[20] The RTI Act has been critical in the success of these audits, and although leakages in the scheme persist, it is widely acknowledged that the 'insistence on transparency and access to records … has helped prevent pilferage.[21]

The RTI Act has proved to be a useful tool for citizens and civil society groups to legally demand information on the functioning of state-- sponsored rural development and welfare programs. For example, in 2006, Sabar Ekta Manch, an NGO in Gujarat, filed an RTI application seeking information on the minimum wage being paid to MGNREGS workers. The information revealed that these workers were being paid a paltry wage compared to what state mandates. Based on this, the Sabar Ekta Manch filed an

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[18]   Lindsay Stirton and Martin Lodge, "Contingency Model of Effects of Transparency Mechanisms for Services of Different 'Cost-Profiles', Journal of Law and Society, Vol. 28, No. 4 (Dec., 2001), pp. 478

[19]   Ministry of Rural Development2008: 56–57

[20]   A social audit is "the process of reviewing official records and determining whether state reported expenditures reflect the actual monies spent on the ground" (see Aiyar and Samji 2009: 9).

[21]   Roy and Udupa 2010. www.himalmag.com/The-- mass-- job-- guarantee_nw4749.html.

RTI request in the Gujarat High Court, seeking to fix irregularities in the wage payment system[22]. The institutionalization of the law as well as the social audits within the MGNREGA has brought a greater focus to issues of transparency and accountability in the delivery of social-sector programs.[23]

2. The Rulemaking Process

The full bench decisions of the Central Information Commission (Vide CIC/WB/C/2010/000120 Venkatesh Nayak vs Department of Personnel & Training), wherein inter alia it observed the following:

> In this context appellant cited the Finance Ministry's publication in August 2009 of a "Draft Direct Taxes Code Bill (Draft Code)", discussing the need for replacing the Income Tax Act, which placed the draft Bill together with a discussion paper in the public domain, followed by publication of a revised discussion paper on the subject dated June 15, 2010. On a question by the Bench as to whether publication of the draft Bill still under consideration will not amount to breach of privilege of Parliament and is therefore, exempt u/s 8 (1) (c) Shri Shekhar Singh assisting complainant submitted that Parliament has no claim over a draft Bill prepared by Government until it has been approved for submission to Parliament by Cabinet.

The Right to Information Act (RTIA) fundamentally altered the nature of government wide transparency by creating a presumption of releasability of agency held information. It therefore represented a legislative acknowledgment of the benefits of transparency: enhancing legitimacy and creating a more educated electorate that, in the rulemaking context, manifests itself in the form of more constructive public participation. Largely because of the difficulties of interacting with agencies through the RTIA request process, it is often the more experienced civil society organizations, that attempt to gain access to agency records in order to understand agency rulemaking better and participate more meaningfully in the process. RTIA provides a fee exemption—often relied upon by the persons below poverty line—for requests made in the public interest. The groups that repeatedly rely on this provision nevertheless must meet the burden of establishing that they qualify for the exemption with respect to each individual request. This creates conflicts that are repetitive and wasteful, both for the government as well as for outside organizations. Both the agencies and the public could be better served if the administration were to establish a procedure by which established public interest groups could get the desired information proactively.

Given the importance of the timely release of information to allowing meaningful participation in agency rulemaking, the process by which agencies decide what information to release could be streamlined. Agencies should publish, on their websites, any information that they, or a court, have already determined does not fall within a RTIA exemption. To enhance timely access, such information should be made available without forcing the public to go through what would be, in instances where information has already been released or determined to be releasable, a superfluous administrative procedure. Nevertheless, when an agency in good faith believes that RTIA exempts the agency from disclosing the requested information, it can and should deny and, if necessary, litigate the matter. If the agency loses, however, the information should be made available not just to the information seeker, but to the public (via website) without others needing to file a request for it. Since then the proposed rule/law are placed in public domain seeking views on it. The Department of Personnel & Training (DoPT) placed the Whistleblower's Act, Draft Code and the recent proposed amendment in RTI Act regarding exempting political parties from the definition of public authority.[24]

3. Designing Information Systems

Recognizing the right to information (RTI) of "citizens" of India, the IT Act, 2000 and RTI Act, 2005

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[22] Sulaimani 2006. www.indianexpress.com/news/paid--just--rs--4--per--day--under--rural--job--scheme--widow--moves--gujarat--hc/6515/

[23] World Bank, World Bank, Washington, "www.worldbank.org." Accessed October 27, 2013

[24] Pankaj K P Shreyaskar, *RTI Act in India: Futures and Implications,* (New Delhi: McGraw Hill Education (India) Private Limited, 2013), 126-129

(RTIA) have been enacted. The following provisions of the IT Act, 2000 reflect India's concern to bring transparency in the functioning of governmental affairs through e-governance:

(a) Legal recognition of electronic records (Section 4),

(b) Legal recognition of digital signature (Section 5),

(c) Use of electronic records and digital signature in governmental dealings (Section 6),

(d) Retention of electronic record for certain period (Section 7),

(e) Establishment of electronic gazette (Section 8),

However, these provisions provide only a non absolute right to claim a sound e-governance base (Section 9).

India is the largest democracy in the world. 'Good Governance' and 'ICT Driven Governance' has been given lot of emphasis by the Indian Government. The Internet revolution has proved to be an important catalyst for e-governance initiatives. In order to provide seamless integration of information and services, Government of India launched National Portal of India as a Mission Mode Project under the National e-Governance Plan (NeGP) and is envisaged as an ideal solution to address e-Governance issues by providing a 'single window access' to electronic delivery of Information and Services to the citizens and other stake holders is a significant step towards the goal of good governance. By providing a unified interface and acting as a logical front-end to the e-government initiatives, the edict of the Portal is to facilitate the foundation of a healthy relationship between the Government and the citizens through the collaborative efforts of various stake holders. As part of the National e-Governance Plan of Government of India, which aims at integrating information network at the district, states and national level to a common platform, which would help faster and transparent dissemination of information to the citizens, synthesis of e-enablement and Right to Information (as per Right to Information Act 2005, Government of India) has been an area of significant focus.

In purview of the regime and the obligation, a team with members from Central Information Commission (CIC, New Delhi, India) and National Informatics Centre (NIC, New Delhi, India) grouped, analyzed the challenges to realize the potential and concurred to a robust IDDI framework comprised of four different phases i.e. Identify, Design, Develop, Implement to achieve the goal.[25]

4. Guidelines of the appropriate government regarding implementation of suo motu disclosures in public institutions

The quality and quantity of proactive disclosure has not been up to the desired level in the past few years. It was felt that the weak implementation of the Section 4 of the RTI Act is partly due to the fact that certain provisions of this Section have not been fully detailed and, in case of certain other provisions there is need for laying down detailed guidelines. Further there is need to set up a compliance mechanism to ensure that requirements under section 4 of the RTI Act are met.

Accordingly, the Central Governments have issued guidelines for suo moto disclosures under section 4 of the RTI Act vide No.1/6/2011-IR dated 15th April, 2013. The above mentioned guidelines are on the following items:

i.   Suo moto disclosure of more items under section 4.

ii. Guidelines for digital publication of proactive disclosure under section 4.

iii. Detailing of section 4 (1) (b) (iii), 4 (1) (b) (iv), 4 (1) (b) (xi) and 4 (1) (b) (xiv)

iv. Compliance mechanism for suo moto disclosure under the RTI Act, 2005.

The important features of the guidelines referred in above are listed below:

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[25] Ibid

i. More items are to be disclosed under section 4;

ii. Digital Publication of pro active disclosure section 4;

iii. Guidelines for certain clauses of section 4 (1) (b) (iii), 4 (1) (b) (iv), 4 (1) (b) (xi) and 4 (1) (b) (xiv);

iv. The ATR of the guidelines are to be sent along with the URL to the DOPT and the CIC;

v. Audit of proactive disclosure by third party every year;

vi. Examination of audit reports for each Ministries/Public Authorities by CIC;

vii. Provides for sample audit of proactive disclosures of the Ministries/Public Authorities by CIC;

viii. Compliance level, their audit and reporting to the CIC- an RFD target;

ix. Nomination of a Nodal Officer for ensuring compliance with the guidelines; and

x. Inclusion of a chapter on RTI and compliance of proactive disclosure in the Annual Reports of the Ministry/Departments

The CIC, as a statutory body, has been bestowed with the responsibilities of auditing, monitoring and issuing advisories regarding adequacy of proactive disclosures and taking necessary steps ensuring compliance to the Ministries/Public Authorities. The CIC has to examine the RFD targets of the Ministries/ Public Authorities with respect to the compliance with proactive disclosure guidelines, its audit of the third party and its communication to the CIC. The CIC has to include a separate section on the compliance aspects of the guidelines in its Annual Report, henceforth.

Conclusion

At its best, the right to information can deliver important social benefits. It can provide an important underpinning of democracy, fuelling peoples' ability to participate effectively and to hold governments to account. Examples of the right to information being used to expose corruption are legion and powerful; ranging from grassroots cases linked to basic livelihoods to major corruption scandals which have brought down governments. The right to information has also been used less dramatically, but no less importantly to ensure an efficient flow of information between government and business.

These utilitarian benefits of the right to information have been recognized since at least 1776, when the idea first found legislative recognition in Sweden. Of far more recent vintage, however, is recognition of the right to information as a fundamental human right, an aspect of the right to freedom of expression which under international law, guarantees not only the right to impart, but also to seek and receive information and ideas.

Fifteen years ago, almost no one claimed that access to information held by public bodies was a fundamental human right. It has often been noted that the adoption of a progressive right to information law is only the first, and in some ways the easiest, step in realizing the right to information in practice. Fulsome implementation requires an active civil society and at least some other key democratic features, such as respect for the rule of law. While a good law is not sufficient to deliver the right to information, it is at the same time a necessary precondition. It is the platform upon which these other required features build.

Effective Implementation of Training: A Case study

Dr. Ashok Sanganal,

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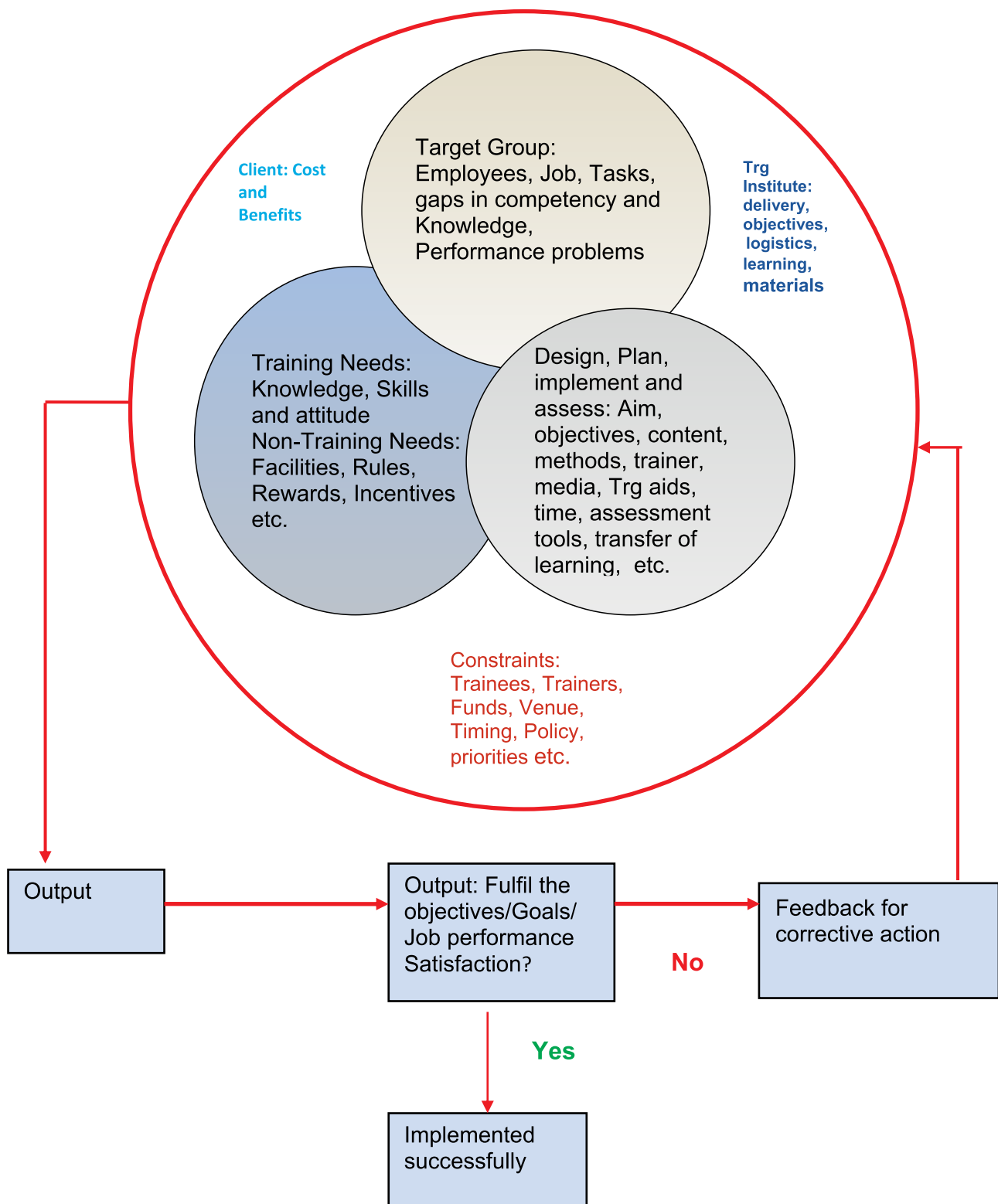
Abstract

Capacity building encompasses training and all other forms of learning, understanding and competence (skills) of individuals. It contributes directly and indirectly to institutional strengthening. This paper makes an attempt to analyse and display primary parameters and processes that if streamlined in the training would enhance the quality of outcome resulting in the overall improvement in the job performance of employees. Pre and post training needs and research analysis and evaluation studies of training programmes conducted by the author indicated that the training institutes and personnel working there must strive continuously to verify whether the competency needs are identified, training designs are customised to the target employees, adult learning methods and strategies in-built, realistic pre and post training needs assessment carried out and to make out whether the aims and objectives are achieved. The information and facts explained in the paper are based on more than 25 years of training and research experience in central and state government organisations. Intention of the author is to portray the basics that would distinguish effective training from that of usual training.

1.0   Introduction

Designing a training activity requires knowing the changes in capacity needed, in order to identify the target participants and ensure that the context is fully taken into account, so that the changes in capacity can lead to the desired impacts. Training process must invariably begin with identification of training needs of employees. Only then should we go for next stage of planning & designing. The next stage of implementation or delivery of training must follow all processes and parameters inbuilt into the design. Results of training impact are then measured based on an assessment carried out during and after the training which must evidently reveal whether performance objectives set are reached. The systematic approach to training and capacity enhancement based on author's experience is illustrated in the chart-1.

Chart-1: Systematic Approach to Training and Capacity Enhancement Framework

Client: Cost and Benefits

Target Group: Employees, Job, Tasks, gaps in competency and Knowledge, Performance problems

Trg Institute: delivery, objectives, logistics, learning, materials

Training Needs: Knowledge, Skills and attitude
Non-Training Needs: Facilities, Rules, Rewards, Incentives etc.

Design, Plan, implement and assess: Aim, objectives, content, methods, trainer, media, Trg aids, time, assessment tools, transfer of learning, etc.

Constraints: Trainees, Trainers, Funds, Venue, Timing, Policy, priorities etc.

Output

Output: Fulfil the objectives/Goals/ Job performance Satisfaction?

No

Feedback for corrective action

Yes

Implemented successfully

Source: Author prepared it based on his own experience from 1990

It is implied therefore from the chart-1 that merely commencing and imparting training without prior analysis and identification of competency gaps of various levels of employees in terms of their job and tasks, gaps in knowledge, skills and attitude had on many occasions lead to little and no quantifiable results. Such hasty efforts and programmes initiated without focus on addressing job-specific performance problems would result in wastage of time and resources. As an upshot, such training inputs may induce frustration

amongst adult trainee employees. Adult learners with previous experience and vast knowledge generally tend to validate practical application and usefulness of the training to their own job situations.

1.1 Importance of Training Needs Assessment Study

A fundamental principle of the competency framework is that each job should be performed by a person who has the required competencies for that job.[1] In line with the State and National Training Policy, the author carried out a study on training needs analysis of the employees of 18 departments in the state government to analyse the job, tasks, existing and expected competency levels, causes for poor performance and identification of training and non-training interventions. The study could analyse and identify the performance problems of various levels employees department-wise which in turn facilitated us to prepare comprehensive need based training plan and designs. Ensuring objective and performance based training is crucial to help the employees perform their tasks to the expected and satisfactory levels. To realise this, we involved the senior and experienced officials of departments to prepare department-wise and employee-wise training needs and plan. Wherever necessary, in addition to training inputs, these officers also suggested non-training interventions. Based on the results of training needs assessment study of 18 departments, a comprehensive proposal for establishing State Centre for Disaster Management at ATI Mysuru campus under the guidance of Director General was prepared by the author and subsequently the state government has approved the proposal with financial assistance for next five years. Now, the State Centre for Disaster Management set up at ATI Mysuru has commenced its activities from the current year as per the training and capacity enhancement plan proposed in the training needs assessment study. A total of 11 personnel in different disciplines including 4 faculties have been taken on outsourcing basis to work in the State Centre for Disaster Management.

The annual training plan of the Centre included 114 specific targets based training programmes planned at the state, district and taluka levels. In addition to training activities, the Centre has completed preparation of State Disaster Management Plan: 2019 both in Kannada and English. The District DM plan online application for facilitating regular up-dation by the district administrations is developed. The other important works being carried out by the Centre in 2019 are 6 action research studies in the flood affected areas of the state, 3 case studies, 3 handbooks, 5 workbooks, 2 training films, 20 modules and development of relief management software to be used during relief operations. We have planned a community based DM awareness programme through SATCOM to cover about 7000 elected representatives of PRIs and ULBs including teachers. The centre is publishing quarterly e-news letter titled "Vikopa Spandane". The activities and progress of the State Centre for Disaster Management are regularly reviewed by the State Executive Committee chaired by the Chief Secretary of the State and the Department of Disaster Management.

The strategy adopted to constantly improve the performance of the faculty and quality of training has been to facilitate and guide the faculty to take up action research, case studies, best practices, preparation of handbooks, manuals, training films, e-lectures, E-learning materials etc.

1.2 How is training needs analysis study conducted?

Tools such as Focused Group Discussions (FGD), Cause and Effect Analysis, SWOT analysis, Capacity Enhancement and Training Analysis (CETNA) formats were used to analyse and identify the training and non training needs. Since, there are large numbers of employees at various levels in the departments; adequate representative samples from each department are taken.[2] Following methodology and tools were adopted to carry out the study.

- Interviews and Discussions with various levels of employees
- Two Day workshops at all four Regions of Karnataka

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[1] Gordon, J. and Chadwick, K. Impact assessment of capacity building and training: assessment framework and two case studies. ACIAR Impact Assessment Series Report No. 44, February 2007.

[2] Dr. Ashok Sanganal, "Training Needs Analysis for Disaster Risk Mitigation and Management in Karnataka", Administrative Training Institute, Mysuru, October 2014

- Studying of the Job Description or Chart

- Competency Mapping(Levels of Knowledge, Skills and Attitudinal Aspects)

- Cause and Effect Analysis

- Strengths, Weaknesses, Opportunities and Threats(SWOT) Analysis

- Environmental-Motivational-Behavioural(EMB) Analysis

- CETNA(Capacity Enhancement and Training Needs Analysis) tools for competency analysis

For the sake understanding, a few tools used for one of the 18 departments are illustrated below;

1.2.1 Cause and Effect Analysis

A majority of the employees interviewed were generally confused between meanings of symptom, problem, cause and effect. Groups of employees of the same department after being facilitated to dig deep into these factors could able to assimilate, analyse and identify the performance problems. The employee groups from selected departments are asked to analyse their job chart, types of tasks and new assignments. Focussed discussion on which tasks are performed or not performed, causes for non-performance or under-performance, effects on the organisation and people are carried out. After due clarification of the meaning of each of them, they could distinguish and identify the symptoms, causes and effects based on which they could list out performance problems directly related to their job. Groups classified the problems caused by behavioural factors attributed to lack of knowledge, skills and attitude. Simultaneously, performance problems that are attributed to environmental and motivational factors such as lack of facilities, rules, promotion, incentives, rewards etc., were also listed. Employees could derive the needs of training and non-training required at district and sub-district /taluka levels department wise.

18 departments considered important for Disaster Management are selected for the training needs analysis study. The Hazard, Risk, Vulnerability and Capacity profile of Karnataka State covering all the four regions has been presented and the relevant data on each district was presented to the officers and other functionaries of all the 18 departments. During the group works, each group prepared detailed formats containing the details of competency chart, job description, performance problems, Competency(Knowledge, Skills and Attitudinal requirements) including non training interventions for each level of employee in the organization/department.

Illustration given below gives an example of how a few tools are used in the energy department and employees of Karnataka Power Transmission Corporation to elicit reactions.

Cause-Effect Analysis Diagram
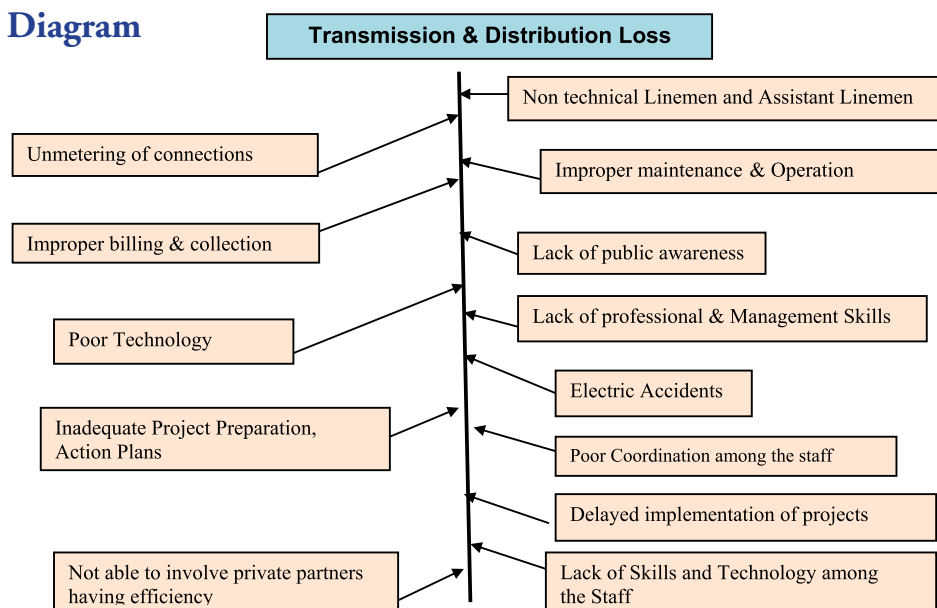
Source: Author prepared it based on Training Needs Analysis study

1.2.2 SWOT Analysis in KPTCL

Strengths	Weakness
• Experienced and Seasoned people in the organization	• Resistance to Change
• Engineers are technically well qualified	• Interference in day to day activities
• Good network of ESCOMS and	• Inappropriate HRD Policy
• Transmission zones	• Poor recognition and appreciation of officers and engineers
• Experience in major projects	• Insufficient functional level staff
• Good Public relationship	• Frequent Electrical Accidents
• Rich experience in solving field problems	• Lack of work based training
• Decreasing Transmission Losses	• Lack of coordination Irregular inspection & supervision of transformer, and electric lines
	• Insufficient supply of safety measure equipment
Opportunities	**Threats**
• Reforms for Good Corporate Governance in KPTCL	• Unexpected rise in electricity charges/tariff
• Autonomy and Decision Making	• Subsidization of electricity to farming community
	• T & D Losses

Source : Author prepared it based on Training Needs Analysis study

1.2.3 Performance Problems in KPTCL Employees

Based on the analysis as explained above at paragraphs 1.2.1 and 1.2.2, following performance problems of employees were identified.

- Preventing T & D losses is difficult
- Breakdown of electrical equipment
- Project formulation & feasibility reports not up to satisfactory level
- Non-metered connections leading to revenue loss
- Occurrence of electrical accidents increasing
- DPR not prepared well
- Delayed implementation of projects leading to poor outcome
- Improper O & M of equipment
- Unable to formulate PPP projects in energy sector
- Not able to use PM softwares
- Pricing & Cost recovery inadequate

Source : Author prepared it based on Training Needs Analysis study

1.3 Why training to be systematic?

Training entails systematic development of behaviour of employees to perform the job assigned as per the required standards and satisfactory levels as described by the organisation from time to time. Every organization should develop its employees according to the need of that time so that they could

compete with their competitors (Carlos A. Primo Braga, 1995)[3]. Particularly in government, moulding the employees to effectively deliver services to people had been the goal. Imparting training to the employees both newly recruited and in-house for effective implementation of Government reforms, policies, plans, legislations, schemes, projects, and procedure including day-to-day administration, must be given top priority. The Karnataka state Government has formulated a state training policy with effect from 13-9-2012, The policy mandates every government employee to undergo training. Faculty in the Institute develop training modules well in advance to ensure that the each specific group of participants is given need based inputs. Every care is taken to see that training in every class carries with it an amount of attitudinal component covering social and ethical values relevant in the specific context.

1.4   Approach to Training

The first and foremost task of any deserving trainer beforehand is to know who are the target participants that are coming to the training and to know their prevailing performance gaps or problems in the assigned job and tasks in their respective departments. Faculty must prepare well before conducting the training programme. Trainer must prove his mettle in ensuring conducive ambiance and environment for trainees to be able to learn and practice. If someone is not delivering the training in an impressive style and he is not capturing the attention of the audience it is means he is wasting the time (Mark A. Griffin et al., 2000)[4]. Identifying and fulfilling the training needs and expectations of the trainees must become the primary role of trainer. The trainer uses his mental resilience and is expected to display forbearance and maturity in setting the tone through tailor made exercises by instilling their minds on the importance of the training. Expectations of trainees should form the benchmark for the trainer. There will be surfeit of expectations listed on a flip chart, for the trainer to recalibrate and reset the programme as far as practical. The trainer must have to clarify at this stage to the participants that the training addresses the issues related to behavioural dimensions comprising knowledge, skills, and attitude. And the issues that are related to environmental and motivational factors such as lack of facilities, funds, support staff, promotions, incentives etc., would go beyond the scope of training since such issues are being addressed by the government or head of the department.

1.5   Importance of Preparation

Any dedicated trainer would voluntarily start preparing the detailed training modules and designs based on this modest exercise of training needs assessment of the intended audience or target group. The detailed training modules as prepared by the trainer must chalk out minute details about each topic, its content, objectives, duration, methodology and delivery process, trainer, training aids, exercises, case studies, visuals, group activities, individual assignments, supporting materials, media and at the end an objective assessment. At least a month in advance, the concerned training institute and trainer must necessarily upload on their official website, all the detailed training modules for the sake of benefitting target group from intended departments and organisations. By doing this they will be facilitated to easily view and assess the relevance, quality, quantity, duration and accuracy of training programmes and give any feedback to the concerned institute or the concerned trainer for further fine tuning to suit the needs.

The training institute, the departments and the trainers including guest resource persons play an important role in meaningful outcome of training. Qualified & experienced in-house faculty members aided by multitude of expert guest faculty drawn from across the country besides functional networking with well established professional institutions, departments and private agencies, who have excelled in domain areas of inputs provide a sound base for meaningful training.

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[3]   Carlos A. Primo Braga.1995. "The Impact of the Internationalization of Services on Developing Countries". Article based on a World Bank report, Global Economic Prospects and the Developing Countries Washington. Retrieved from http://www.worldbank.org/fandd/english/0396/article s/070396.htm

[4]   Mark A. Griffin. Andrew Neal.2000. "Perceptions of Safety at Work: A Framework for Linking Safety Climate to Safety Performance, Knowledge, and Motivation". Journal of Occupational Health Psychology Vol. 5(3), pp:347-358

The ATI with state of the art facilities viz., training halls, board & lodging, natural serenity, yoga, indoor stadium, library, hospital, bank etc., provides the ideal environment for learning. No doubt, every State Government officer including the newly inducted IAS batches, who undergo training at ATI go out with a everlasting memory.

1.6   What matters in the quality?

It is the duty of the Institute to ensure that every session in the training programme is conducted by the seasoned, skilled trainer/faculty only after meticulous preparation. It must be remembered that the quality of training in every session depends on quality of the trainer, delivery method, media, case study used, visuals, exercises, activity introduced and a thorough preparation of minute-wise session plan by the trainer. The conventional & routine easy way of reading through power point would not help much in training and often it may lead to sloth, monotony and boredom. The art of training is to make the trainee employee to learn optimally through application of his mind and thoughts through the process of experiencing, doing, observing, thinking, trial & error through series of activities facilitated by the trainer. The trainee centred approach facilitated by the trainer would go well with adult learners. To do this, the trainer has to have all necessary tools and materials well prepared.

The trainer must constantly update himself by involving wholeheartedly in writing and preparing handbooks on domain areas of interest, engage in action research activities, prepare case studies, and have constant communication and interaction with field level functionaries on practical problems, involve himself in development of plans and policies of Government or organisations. For instance, we have been doing these activities to make ourselves relevant and updated.

It is suggested that the training imparted to employees should stand the test and meaningfully achieve its intended outcome.

1.7   How methods helped in learning?

Explained below are a few methods which are appropriately used in some of our training programmes that helped in learning through problem solving, experience sharing, articulating solutions.

1.7.1 Lecture Method Combined with Group Exercise

Assessment of 25 training sessions using combined methods of lecture and group exercise vis-a-vis only lecture method have revealed that about 88% of intended objectives were achieved as compared to around 55% when lecture method alone was adopted. The content of the session included both theory and practical problems. For example a 4 hours session on financial and economic viability of infrastructure projects under PPP was conducted in which the theory portion was delivered through lecture method using PPT with illustrations at every 20-30 minutes for the first two hours. Lecture part of the session must be designed in such a way that at every 20-30 minutes interval, a suitable project example with appropriate data was illustrated and solved on the white board involving every participant to follow the steps done by the trainer. The next skill development part was done through group exercise. Trainer should give instructions on how to carry out the group exercise. The trainer had prepared the exercise scenario with all necessary information and data required for doing the group exercise well in advance. Each group presented their exercise and trainer feedback was given at the end for corrections if any.

1.7.2 Project Assignment as one of the methods

After completion of 5 days training at ATI Mysuru, participants of respective departments are asked to prepare and submit individual project or action plan within 3-4 weeks. A letter along with guidelines for preparing such a project is given to the participants and a copy addressed to their supervisor or Head of the Department. For example, participant such as Principal or Head Master of college/school is assigned the task of preparing School Safety Management Action Plan for their college or school. Similarly, Health

Officers to prepare Hospital Disaster Management Plan. Depending on the title of the training, specific project assignments that are practically needed and implemented in their departments are decided towards the end of training programme. An average 50 to 60 per cent of the participants fulfil their assignments based on the trainer's peer pressure and supervisor's instructions. Yet, we find that the 40-50% of the trainees may end up in not completing the assignment due to lack of time, busy schedule in their office or absence of peer pressure from their supervisors. Yet, this method if adopted carefully will ensure transfer of learning to their actual job performance.

1.7.3 Role Play Methods

Role play sessions were conducted for predefined scenarios. It is intended to develop skills of the officers to play their roles to the given situation and problems. The sessions adopting role play methods are prepared well in advance with all necessary information. Briefing of scenarios/ situations and handout is done by the trainer. Many scenarios ranging from disaster crisis situations, conducting enquiry, disposal of applications under RTI, incident response scenarios have been developed by us and used in respective training programmes. Oral and written Feedback from participants indicated that all participants(100%) could able to assimilate and modify their attitude towards better communication, ethics, fairness, impartiality, rules and laws and more importantly their honesty and efficiency towards their job and public service. Although, trainer found artificiality in 25-30 percent individuals in role playing, they could also fall in line with other participants due to open exposure.

1.7.4 Case Study Methods

The documentation of case studies by the trainer takes time and effort. Normally case studies are documented and prepared in advance from field, department, offices etc. Case studies if used appropriately in training would help sharpening the skills of participants to explore different options to find solutions to simulated problem situations. Case studies on service matters, housing, urban flood, PPP, disaster situations etc., are used in the respective training programmes. Participants in small groups of 5-6 apply their previous experience and knowledge to the given problem situation or a case and come to consensus solutions through discussion mode. Such group discussions ultimately led to new learning experiences. At the same time participants working together as one cohesive team emerged. At the end of case study discussion, each group is asked to make presentation of the options explored and the trainers gave immediate feedback on what actually happened in reality in the field. Participants could assimilate and compare their solutions with actual solutions or decisions taken in the field. All participant groups(100%) agreed such methods sharpened their problem solving skills.

1.7.5 Simulation Exercises

Experience shows that officials generally respond to situations and emergencies in a way that they are trained. These exercises are designed and conducted to test the ability of participants for effective response. Scenarios of flood, earthquake, epidemic etc., are simulated and prepared well in advance and handed to over to groups of participants in the training hall to plan and respond within the time allotted. Group members are instructed to discuss and identify the plan, resources required and the roles to be played by each of them individually and in group. The trainers will carefully observe and monitor the group discussions and the way they plan and play their roles to manage the event in the given operational period. All participants expressed that such exercises helped them to gain experience and overcome their mistakes. Participants felt that they got an opportunity to work in group and correct their assumptions for effective response without being in real situations or emergencies. This approach they said had enhanced their skills to work in actual situation and emergencies with more confidence.

1.8 How training designs affect quality?

Training designs for the identified performance problems for each specific target group of trainees or employees will help trainer to deliver meaningful training as per the process and methodology. In order to

maintain uniformity in training, a design must outline the details such as title of the training, performance problem, training need, aim, objectives, target Group, entry behaviour, content and sequence of content, training methods. Essential requirements for sessions such as media namely PPT, whiteboard, flipchart, projector, video-graph, models, handouts etc., need to be prepared for each session. In order to ensure better learning, performance aids/training aids such as check list, do's and don'ts, worksheet, workbook, instruction manual etc., needed for the sessions must be in place and handed over to participants at appropriate time during the session. Internal assessment and feedback for further improvement forms all the more important component of any training design. Training programmes stringently conducted following these design parameters have proved to be very systematic and more likely to achieve desired objectives. We have prepared 22 designs on different themes of disaster management at State Centre for Disaster Management, ATI Mysuru that confirmed the positive impact post training.

1.9   Lessons Learnt

1. Well planned activity based training facilitated by trainer helps in learning

2. Case study based training exude the practical problems

3. Simulated scenarios help to learn in class

4. Project based training can assess the quality

5. Screening of short films and video graphs followed by reactions help learning

6. Well prepared individual and group exercises help in team and leadership development

7. Localised management games can change the attitudes and mindset

8. Participants appreciate the problem solving exercises

9. Question-answer session at the end of each session helps to clarify the doubts

10. FAQs will expose the trainees to solutions for the existing procedure based inputs such as rules and legislations

11. Field visits to related areas and report presentations by groups facilitate them to do similar work back home with confidence.

12. Discussions and brain storming would bring out multitude of ideas on key issues

13. Structured modules interwoven with relevant materials help to understand better

2.0   Conclusion

The training institute and administrators there must strive persistently on a continuous basis supporting the faculty and staff in doing action research, case study development, training material production, exercise preparation, scenario analysis, simulated exercises, handbook preparation, workbook preparation, up-gradation of training modules and designs, assessment of training needs etc. These materials produced shall be hosted in the institute's website for making accessible to employees of different departments to be able to scan and choose appropriate programme to attend. This apart, the institute shall maintain utmost discipline and norms that ensure cleanliness, sanitation, food, accommodation, class room serenity with equal importance being given to health care and yoga with acceptable standards. In the training institute, right from Group D(Lowest level) employee to top level, every one irrespective of designation, shall demonstrate the same decorum, discipline, response and work culture that is worthy of epitomising back home by the trainee employees.

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- Faculty 1990-1992 NITK Surathkal, Karnataka
- Sr. Appraisal Officer, HUDCO New Delhi 1992-1997
- Sr. Faculty ATI Mysuru and Head in-charge of CDM, ATI Mysuru   from 1997 –till date

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Gandhian philosophy and modern business

Shri Milind Kumar Jha, Research Fellow, IIFT

The contemporary world is the most advanced ever in the history of human beings, and society is at crossroads to choose the right model for conducting business. Simultaneously, the world has also reached a point of crisis on the social and environmental front, and businesses being social actors cannot remain far from this context. Today, the eminent question in this discourse is whether to focus on growth through profitability only, or to have inclusive growth for all, by adopting the triad of profit, planet, and people. Western management model has also recognized this struggle through stakeholder theory in business strategy literature, where the earlier focus was only on shareholder theory.

India is not isolated from these effects in an era of high economic growth, and the argument is to have an alternative measurement of economic success that is currently measured by GDP growth, e.g., people's well-being, happiness index, quality of life, etc. This is where the role of CSR (Corporate Social Responsibility) derived from the Gandhian philosophy of conducting business becomes important. West has treated CSR or sustainability as a resolution for many of such problems. This concept, however, is not new to India, and CSR is a well-established phenomenon due to its historical traditions and culture from Vedic times. During 1914-1960, CSR in India was fundamentally influenced by Gandhiji's theory of trusteeship, the aim of which was to consolidate and amplify social development. India being a unique country in various aspects, primarily culture, doesn't fall in the mold of highly developed countries, hence adopting the western model in India is likely to fail.

India today faces different challenges across all dimensions of sustainability viz. ecological (pollution, potable water, agriculture production, forests, urbanization, waste management, etc.), social (social inequalities and distinction, education, income disparities, diseases, social unrest, lack of social security, rural-urban divide, inter-religious strife, poverty, unemployment, gender issues, etc.) and financial (low access to financial services, investment on R&D and innovation, efficiency of production systems, etc.).

The concept of sustainable development aligns with the issues of intra and inter-generational justice, where the focus is on balance between the distribution and living conditions of current and future generations. A number of these issues have been elaborated in the Gandhian philosophy. The United Nations adopted the resolution of Sustainable Development on September 25, 2015, and defined the SDGs (Sustainable Development Goals), which targets to resolve many of these issues at the local, regional, country and global levels. In this context different SDG Goals ("No Poverty", "Zero Hunger", "Good Health and Well-being", "Quality Education", "Gender Equality", "Clean Water and Sanitation", "Affordable and Clean Energy", "Decent Work and Economic Growth", "Industry, Innovation and Infrastructure", "Reduced Inequality", "Sustainable Cities and Communities", "Responsible Consumption and Production", "Climate Action", "Life Below Water", "Life on Land", "Peace and Justice Strong Institutions", "Partnerships to achieve the Goal") have been adopted by countries to improve if we want to have a sustainable development in today's civilization.

Gandhiji was able to foresee these issues and provided a way to tackle them through his various writings in the first half of the 20th century. Gandhian philosophy germinated in an era of issues faced by British India like economic stagnation, massive poverty, urban industrialization, large scale rural unemployment, gross income inequality, rural poverty, heavy reliance on imported technology, inter-sectoral imbalance, etc. Unfortunately, many of these remain relevant issues. Though it has been a century when his thoughts emerged, and the business and social environment has changed tremendously along these years, we can

still refer back to his thoughts on economy, social and environmental issues and adopt some approaches to provide a solution to these issues.

Gandhiji's writings touch on the three pillars of sustainability primarily from a moral lens. His philosophy and ideas on economics and society were not independent, rather intertwined and inter-dependent. Gandhiji has criticized the western civilization with a view that the western way of life is not sustainable. Economic equality, industrial democracy, organized labor, and welfare for all were the core of Gandhian economic philosophy. His idea of an economic society was with equal distribution and consumption of wealth devoid of any competition, exploitation, and violence - a society with no economic classes having complete economic independence.

Gandhiji's focus was on rural economy development with a goal for villages to be self-sustaining so as to avoid multiple issues like mass unemployment, migration, clustered urbanization, etc. He strongly believed that the development of villages rather than the migration of people from villages was the right way of employment generation. He was in favor of "production by masses" rather than the craze for mass production because of its attached evils. Concentrated industrialization with heavy urbanization would lead to concentration of people in specific places leading to various problems of living like waste management, pollution, resource crunch, higher density, unsatisfactory lifestyles, increased criminalization, etc. most of which are the real problems of modern cities today. As we delve deeper, we find that his thoughts were not against industries rather against the menace of industries like an immense waste, destruction of natural resources, exploitation of labor, human greed, increased consumerism, employment in-equilibrium, death of village industries and skills, etc. His objection to the use of machine and mass production arose because of related abuses like labor displacement, exploitation, and possibilities of producers growing to monopolies. Belief on swadeshi i.e. innovation for personal needs rather than import dependence for unwanted needs, makes the thought relevant for today's India too.

The concept of "bread-labor" where everyone should physically work to earn his livelihood may seem extreme from today's perspective, but this idea was also oriented towards self-sufficiency; however, this meant that Gandhian economy didn't have any place for pure intellectual or mental labor or services which is a significant part of today's economy both globally and locally. He wished for everyone to live a life of simplicity rather than aspiring for modern amenities and material of luxuries that may create more stress and may reduce the happiness index of society. His advocation of the standard wage for labors is aligned with today's concept of equal pay for equal work. Gandhiji wanted technology to remain in the control of human beings rather than man becoming subservient to technology as is the case today. He was in favor of a technology that could harmonize with the existing culture and nature and has the potential to increase the quality of life. Gandhiji's focus on the rejuvenation of a decentralized rural industry can still employ many hands and reduce the poverty of millions.

Economic growth is the primary driver of today's economic world. From Gandhiji's perspective, growth is a function of a multitude of variables – economic, political, mental and moral. Gandhiji desired to achieve a dynamic equilibrium between economic and moral progress(philosophical), rural and urban sectors(structural), man and his environment(ecological), small-scale and large-scale technologies(technological), and a balance in income distribution(distributional) while striving for economic growth. Gandhiji's emphasis on non-violence and persuasion with the concept of authorized strikes can be taken as the primary way of dealing with conflicts that has a direct application in industrial relations and conflict management. The concept of passive resistance or satyagraha remained at the core of such negotiations where arbitration was preferred to strike.

The issue of corporate governance was also well within the realm of Gandhian thought, where the theory of trusteeship is hypothesized. Gandhiji's philosophy of trusteeship was somewhere between socialism and capitalism, where the possessor of wealth was supposed to consider himself a trustee and use the wealth for the good of others with a realization that the whole wealth belongs to society rather than himself.

This theory was more a policy for distributive justice and didn't recognize the inherent, unrestricted, irresponsible and absolute right of private property. It is a good economic thought but too idealistic because of implementation issues. However, if it can become a reality for an egalitarian society, it has the possibility of removing many menaces of today's economic world. The normative approach of this theory provides an ethical solution to an economic problem and hence aligns more with the CSR concepts or stakeholder theory.

Such a stance on the economy seems too simplistic and probably idealistic, too, but is aimed to create an economy having a well-knitted, harmonious, and classless society. Gandhiji's principles of the society were based on peace and non-violence, universal brother hood, and harmony flowing from the family to the country to the world. Many of these principles are the core of current discourses on sustainability strategy. SDGs also talk about these aspects through various goals and Gandhiji's motto of "think global and act local" totally aligns with the SDG targets.

On the environmental front, Gandhiji was an early champion of environmental protection and believed that human beings should remain close to nature and should utilize available resources effectively. His story of using the pencil until it lasts provides an anecdote to establish this concept. The concept of Swadeshi is also based on the use of resources from immediate surroundings and exclude that from more remote. Gandhian ideology and methods had a deeper aspect concerning the harmony between man and nature. He successfully demonstrated through various thoughts and experiments that the community could live in harmony with nature using manual labor, tree plantation, agriculture, simple life, and crafts. The gradual degradation of water, air, and land due to rapid population growth and unhealthy development strategies are a matter of huge concern for most of the countries today, and his thoughts are relevant for current issues of sustainability and issues aligned with SDGs.

Gandhiji raised multiple issues like the destruction of forests, developed countries exploitation of natural resources, effluent, and waste of industrial life poisoning the atmosphere, putting hazards to the health of all living beings. Gandhiji's thought on man able to live without food for a week, without water for some hours but not able to sustain life without pure air for a few minutes, shows the importance of these resources he wanted to emphasize too. His technique of non-violent protests has been used in multiple environmental issues like 'Chipako Andolan', 'Narmada Bachao Andolan'.

Apart from Gandhiji's thoughts on sustainability dimensions, modern day management can derive a multitude of learnings from his life, primarily focused on leadership and management qualities. Gandhiji was a charismatic leader, a great communicator, an effective influencer, a swift decision maker, and a change agent who was ready to accept his weaknesses and mistakes readily. Even though he was educated, and his thoughts were an amalgamation of readings from Tolstoy, Karl Marx, Adam Smith, Thoreau, Ruskin, and various religious texts from Hinduism, Christianity, Islam, and Buddhism, he always provided his message to the masses as per the local culture and contexts leading to a broader acceptance. He was a risk-taker and amazed everyone through out of the box thinking and surprise moves. Gandhiji's working style reflects that to motivate people one needs to understand the ideology, traditions, culture of workers, and formulate policies accordingly.

Modern economies may have difficulties in adopting all aspects of Gandhian philosophy because of the current business context and sheer human nature. An extremely closed economy at the village level, no role for private parties in big businesses, belief in natural segregation based on inhabitation, a minimal role for purely intellectual services like legal and medical professions and rejecting effective transportation mechanisms are some of the Gandhian thoughts that may not be palatable for modern business. His thoughts on consumerism and materialism have spiritual shades and are too harsh given today's business context. Also, as per trusteeship theory, the property owner should be persuaded to adopt the role of trustee through a change of heart rather than through legal means, making it unrealistic to implement. His resistance to English education may also be outdated in today's context of globalization, where knowledge of English has become another wheel in India's growth engine.

Much of Gandhian thoughts are normative, and even strong sustainability theories don't take this hard stand. However, many of his ideas are pragmatic and relevant, with some modifications as per the context. His thought on the economy to be not free from morals has universal application since it is based on strong human values and dignity. Gandhiji's ultimate vision of Ram-Rajya, where everyone enjoys a life full of happiness and devoid of any ailment-physical or otherwise, everyone having and equal opportunity and rights may seem idealistic but is a place where society wants to reach. In India specifically, if we can adopt some philosophies from his thoughts, we may build a path for achieving a balance of economic, philosophic, and spiritual growth. As many countries want to focus on the happiness index of society rather than blind growth, Gandhian thoughts of doing business sustainably can still be a guiding light for the management world.

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Change Management in Government Organizations

Dr. Rakesh Kumar Mishra and Shri Vibhas

Abstract: Change is a transition process that signifies activity. Actions need to be reacted upon. Most of the times it is the reaction that determines and shapes the course of the future. Likewise, the effect of change is determined by the reaction it receives, also referred to as Change Management. Change Management has occupied significant relevance across Corporate, Political, National and International realms. Managing Change and its ever increasing agents is the newly identified challenge that organisations, societies, corporate face at large. Until, the approach is shifted from avoiding change to embracing it, so as to better manage it, Change management will remain a distant reality. Public Sector Undertakings will also have to reinvent their strategies, chisel their adapting agility, within their structured paradigms of policies and procedures, to manage change better.

"The only constant in life is change" – Heraclitus

Change, the only constant in life, is sure to happen. We all face changes every day in virtually every aspect of life. Change is occurring in every arena of our lives, be it the international issues such as global polity, trade, terrorism, climate, economy or the national/ local issues of ethnic tolerance, social revolution, technological advancement, travel and communication breakthrough etc. Changes in the corporate world are no exception. Needless to mention, that government organizations are no different from private corporate, when it come to experiencing change, though the pace and effect of change may vary. The key differentiator in how the change affects its recipients, is as to how a person/ group/ organization/ corporate/ nation specific embraces, adapts and manages the change. It is this Change Management that goes to the root of determining the impact that 'Çhange' will have on its recipients.

In order to understand as to what impact will *Change* have on its recipients, it is primordial to understand the very anatomy of Change. So, What is Change?, definition wise, change is to become different in form and substance. In practical terms change is any such pattern that signifies transformation and activity. As opposed to inertia and status quo, change signifies progress, activity and transition. Thus change, is not something that needs to be (or can be) avoided, but something that should be managed along with adapting to the underlying transition it brings. Having understood "Change" in the perspective of a transition process, the need and importance of its Management cannot be undermined. Further, in a globalised world where the cross border boundaries are shrinking and butterfly effect of events is wide reaching, agents of change have increased manifold.

In the corporate parlance too change and its management is of key importance and concern. Be it the private sector or the Public Sector Undertakings, each is undergoing the impacts of change agents, despite the difference in prime goals and objectives that these organisations align to achieve. As is broadly understood, on one hand the private Agencies/firms/companies are concerned with economic activities with underlying assumption of achieving performance and efficiency goals. On the other hand government departments/agencies/bodies are concerned with enforcement of Government rules/policies and giving directions to economy in general. This leads to another concept in this division of role and power between Govt. controlled organisations and private controlled organisations, the concept is their relative difference in reacting to change and managing the change process. Private sector organizations often deliver optimal

solutions when market works at perfection or near perfection, whereas Government sector organizations works under the condition of externalities or to protect the citizens from market forces by providing externalities. Hence, the very approach for change management is diametrically opposite in case of a Govt. controlled organisation as compared to a Private sector organisation. This very change of approach towards change leads to the condition where the Govt. controlled organisations are often not fully prepared to handle the changes.

In this regard, the commission appointed to investigate 9/11 incident commented that failures to anticipate and respond to the terrorist attacks on date were "symptoms of the government's broader inability to adapt how it manages problems to the new challenges of the twenty-first century."

It cannot be denied that failure of organisations to respond to changes has catastrophic effects not only to the organisation itself but also to all stakeholders connected with it. In case of Govt. controlled organisations it has much larger impact as stakeholders associated in form of direct and indirect employees, customers, business organisations etc. are usually high. Threat to the public money involved, sector in which the concerned Govt. controlled organisation operate can literally dent the finances of any country. Hence, it becomes all the more relevant that the Govt. organisations should be geared for anticipating and responding to the changes in utmost professional manner.

So what is the way forward for any Govt. controlled organisation to embark upon change management process in professional manner.

In our opinion, it starts with:

'People First'

Though, for any Change Management, the macro level organisational strategies are critical and they act as a navigational marker for anticipating and responding to the change but it is the people who will ultimately make or break the change. People are the centre stage and they are the key owner as well as driver of the change. With changing times, the methods by which organisations were able to drive change management have also witnessed sea change. Gone are the days, when the organisation used to organise training programmes on change management exposing select few and it was able to drive incremental change. Nowadays, the pace at which the world is changing, organisations would be able to match with it only when the change is embedded into the organisation.

Before we delve upon recommending strategies for people involvement in change process, it is pertinent to understand the common prevailing behaviour of employees working in Govt. controlled organisation. Typically and at least in Indian context, in any Govt. controlled organisation, the people are recruited at induction level with minimal to negligible lateral hiring. The career growth is normally linear with seniority having consideration. Whereas many of the blue chip and successful Govt. controlled organisations have been able to drive promotion policies with pronounced emphasis on merit, but still they have a long way to go where meritocracy supersedes any other consideration. Further, lack of proper cascading of organisational goals right up to the bottom coupled with hierarchical structure and red tape creates an environment where people find themselves working in silos and absolutely cut-off, rather insulated from what is going around in the world.

Information if the key: Giving more information to the people through town hall meetings, in-house journals and portals, industry and academia meets, CXO talks can go a long way in instilling the required energy for preparing people for change.

Empowering the managers: The managers' act as key in channelizing the energy of his team members. The managers should be empowered to try to experiment new initiatives in the business. It is often seen that in any Govt. controlled organisation, failures are not appreciated though there can be significant learnings from it. In such situations, managers are compelled to follow the established methods thereby limiting themselves for any change. On the contrary, for inculcating the change culture, the managers should have

sufficient risk appetite. This can happen only when the organisation highlights and analyses failures as vigorously as it celebrates success. The managers should walk the talk and they should be equipped enough to answer the questions of inquisitive minds of team members. They should possess required competencies to convert these inquisitive questions to ideas and to strategic plans. The career growth policies of the organisation should be tuned to enable these managers to acquire cross-functional knowledge, industry exposure and insights into best practices.

Work place environment: How often this has happened that you go to any Govt. controlled organisation and you see workplace with managers sitting in separate room in a different floor and using state-of-the art machine whereas actual workhorse using outdated and jaded tools. Imagine the motivational level of a millennial who just happen to join this work place bubbling with energy and used to in working with state-of-the art tools at his / her college, suddenly finds himself in such work place environment. The resources are to be channelized at those areas where it counts most.

Focus on inputs: Most of the Govt. controlled organisations focus on structured methods of identification of training need identification for the employees with almost little or no linkage with business and business challenges. Though the process is efficient for driving the regular business process and achieving functional success, however, they are not all tuned to address the disruptions happening in the field. Classroom training programmes are passé and organisations need to focus more on on-the-job training programmes, e and bite learning. The individual development plans of the employees should focus on acquiring varied and newest skills for the employees. The assessment of acquired learning through scientifically validated tools will also enable in achieving the desired goals by conduct of these interventions.

2nd most important issue for any Govt. controlled organisation is:

'Structural Change'

The Govt. controlled organisations are often saddled with bureaucratic structure replete with red tape with narrowly defined jobs, clearly spelt lines of authority and top to bottom flow of information. Further, there are independent subsystems with changes in one system affecting the other system.

Such structure compels the employees to follow the set practices, do not question the status-quo and implement top management mandate without actually knowing why it is being implemented. There is lack of ownership among the employees and in such situation often the employees feel that the change management is a function of either a department or that of supervising manager. People are also engaged in non-core and non-value adding jobs creating overall load on the system. Following a compensation structure that has linkage with seniority and salary grade with minimal differentiation creates huge financial stress on the organisation.

Restructuring efforts should focus on reducing the extra flab in the organisation with outsourcing of non-value adding jobs to experts in the field. People are to be engaged in core business areas where they can dedicate sufficient amount of time and energy and working upon efficiency or implementing new ideas.

Overall, the structure should allow swift decision-making process and it should be flexible enough to adapt to new designs. In today's time local offices simply cannot wait for a corporate structure to come for imbibing a change rather it should be other way round.

3rd most important issue for any Govt. controlled organisation to embark upon change is:

'Strategic Orientation'

In any Govt. controlled organisation, though profit is not the agenda, still the sheer amount of scale at which it operates necessitates having a strategy, which is data and fact driven. The Big Data and Predictive Analytics are being extensively used not only by the successful only but their power has been amply demonstrated in various political elections also. No matter whatever the decision is, but at the cornerstone the decisions are to be backed with data.

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Research Paper on
Status of MGNREGS in Goa

Abstract

The implementation of MGNREGS which was introduced in February, 2006 is an attempt of Government of India, to create sustainable assets at the village level by providing 100 days employment opportunities with minimum wage rate for every rural household who are willing to do unskilled manual work.

In Goa state the MGNREGS was introduced in the 3rd phase i.e from 1st April, 2008. This scheme has been implemented through the District Rural Development Agency (DRDA) in Goa. In financial year 2017-18 the number of mandays generated under MGNREGS were 50,569 wherein the women participation was more impressive as compared to participation of male job card holders. The Goa state has made an expenditure of Rs. 148.72 lakhs for financial year 2017-18 under MGNREGS.

This research paper focuses on impact of implementation of MGNREGS in Goa thereby encouraging livelihood opportunities for rural households through convergence of works with line departments.

Keywords:

MGNREGS, job card holders, livelihood, employment, convergence

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Status of MGNREGS in Goa

Introduction

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) – An Overview

In India, our rural masses lack the basic infrastructure facilities to sustain their life. Rural India constitutes about 72 % of the total population. Their small holdings provide them with minimal yield to support their existence. The opportunities to have better standard of living in rural areas of our country are minimal. In this regard, the Govt. of India has introduced NATIONAL RURAL EMPLOYMENT GUARANTEE Act in Sep 2005 in the Parliament, and launched National Rural Employment Guarantee Scheme in February 2006, in the selected 200 districts of the country. It was further extended to 113 districts on 1st April 2007 and it is now operational in all districts from April 1, 2008 onwards.

MGNREGS in Goa

In Goa, The Mahatma Gandhi National Rural Employment Guarantee Scheme was introduced in the third phase i.e. from 1st April 2008. The scheme is implemented in both the districts of the state. There are 189 Village Panchayats in Goa.

In Goa state the MGNREGS was introduced in the 3rd phase i.e from 1st April, 2008. This scheme has been implemented through the District Rural Development Agency (DRDA) in Goa. In financial year 2017-18 the number of man-days generated under MGNREGS where 50,569 wherein the women participation was more impressive as compared to participation of male job card holders. The Goa state has made an expenditure of Rs. 148.72 lakhs for financial year 2017-18 under MGNREGS.

Progress of MGNREGS

Year	Total Expenditure	Number of Mandays	Women Participation
2008-09	342.16	141561	87079
2009-10	634.60	298891	192930
2010-11	767.53	367087	281633
2011-12	251.93	112617	84442
2012-13	259.17	99403	75614
2013-14	415.54	161208	121407
2014-15	359.77	133626	86521
2015-16	240.84	80861	61814
2016-17	399.01	132393	101877
2017-18	148.72	50569	38638
2018-19 (upto 31st July,2018)	38.39	8534	6484
Total	3857.65	1586750	1138439

The above mentioned figures in the given table shows expenditure incurred, mandays generated and participation of women over the years since 2008-09 under MGNREGs in Goa. It can be seen from the above data that initially the scheme has shown some remarkable progress however; from 2015 onwards the work execution under MGNREGS has reduced further.

Functioning of MGNREGS in Goa

The Project Director of District Rural Development Agency -North and South Goa act as the District Programme Coordinator. The contract staff such as Programme Officer, Assistant Engineer, Accountant, Gram Rozgar Sahayak and Messenger/Peon are recruited for smooth functioning of the Scheme at DRDA, Block and Village Panchayat level. Assistant Engineers at DRDA level are given technical sanction powers upto Rs.2.00 lakhs.

Objectives of the Study

The main objective of the study is to assess the impact of MGNREGS on the villagers and also to assess the nature of assets created and its utility purposes.

The objective also covers the following issues:

- Level of awareness
- Registration and issuance of Job card
- Identification of works
- Work process
- Impact of creation of assets
- Wage payment
- Women participation and empowerment
- Social Audit and Transparency & accountability

Research Methodology

Five cases each from two blocks of both the districts of Goa are selected for the research study. A total of 20 cases have been documented for the purpose of this study by Purposive Sampling Method.

In order to initiate the research works the programme officer and other officials working under MGNREGS were informed about the research study and discussion was held to identify the blocks and villages where the success stories were picked up for the documentation of MGNREGS. Canacona & Dharbandora Blocks from south Goa District and Pernem & Bicholim Blocks from North Goa District were identified through Purposive Sampling Method for Documentation on MGNREGS.

Innovations

There are no major innovations in implementation of MGNREGS in Goa. The procedure was carried out as per the guidelines of the Scheme. However a film was documented on MGNREGS in which works undertaken in each blocks & opinions of officials and beneficiaries on implementation of MGNREGS were highlighted in the film.

The voice of the people on functioning of the Scheme:

Majority of the Job card holders were females with age group of 35-60 years and most of them are from ST& OBC category.

The Job card holders were aware of the Scheme and the provision of the Scheme of 100 days employment, payment of wages within 15 days. Eligibility criteria for employment and 10% of minimum wage will be

paid if work is beyond 5 Kms from residence. The information about the scheme was provided by GRS, Sarpanch & Panch members.

For the issue of job cards most of the respondents filled the registration forms under MGNREGS, while some of them had given the application on plain paper. All the job card holders demanded work through the work application form and they were issued acknowledgement receipt for the same.

On provision of employment to the job card holders, the wages were directly credited to their bank account within 15 days.

None of the job card holders from Bicholim & Canacona Blocks were aware of provision of unemployment allowance under MGNREGS. While majority job card holders of Pernem & Dharbandora Blocks were aware of the unemployment allowance that has to be paid by the village Panchayat, if employment was not provided after giving application of work.

The beneficiaries from 4 Blocks i.e. Pernem, Bicholim, Dharbandora & Canacona reported that first aid box & drinking water facility were provided at the work site at the time of execution of work. Other facilities like Creche and shade were not provided by the village Panchayat as it was not required at the work site.

It has been observed that provision of insurance Scheme under MGNREGS was not informed to the job card holders and also there were no cases to avail the benefits of the insurance Scheme within respective villages.

Land development, water conservation & water harvesting and rural connectivity were the major works undertaken by the village panchayats.

All the job card holders reported that no works/activities were undertaken in the village panchayat through convergence under MGNREGS because they were unaware about convergence and also there were no proposals in the shelf of works. However villages showed their interest in convergence MGNREGS scheme with the schemes of other departments, especially agriculture departments, water resources, fisheries and other schemes of Rural Development.

From Pernem, Bicholim and Dharbandora Blocks all reported that Vigilance and Monitoring Committee was formed in the village panchayats. But hardly among them were the members of the committee. It has been also observed that members of Dharbandora & Bicholim Blocks inspected the work site within 15 days to check the quality of work.

It was identified that most of the beneficiaries participated in Social Audit taken under MGNREGS. Most of the time the issues raised was related to the delay in payments, delay in issuing job cards and no acknowledgement receipt on work application.

The respondents were not aware about the allotment of funds to the village Panchayat under MGNREGS.

The people showed their involvement to a great extent in implementing the Scheme through participation in Gram Sabhas and to some extent through Social audit.

In case of Dharbandora & Bicholim Blocks, the Women's Participation in MGNREGS was found to be less than 70%. Where as in Pernem Block it is less than 50% and in Canacona Block it has variated between 40% to 60%. The opportunity of women's employment under MGNREGS has brought change to a great extent in decision making of their children's education and day to day activities.

Problems and Suggestions:

The problems faced while working under MGNREGS are mainly non provision of adequate worksite facilities like Creche & shade for the workers. Also there was delay in supply of material at the work site by the village Panchayat. Most of them responded that notice regarding work allotment is not known in advance to the workers.

All suggested that the wage rate should be increased to Rs 300/- as the market rate for labourer in Goa is around Rs. 400/- to 500/- per day, also the number of works under MGNRERGS should be approved through DRDA on time and funds should be sanctioned so that more employment is generated in the village.

Views & Responses of Villagers though Focus Group Discussions (FGD)

After the discussions held with the villagers regarding provisions under MGNREGS, respondents revealed that they were aware of the wage rate which is Rs. 254/- per day and work site facilities such as drinking water and first aid box were provided by the village Panchayat. Also they were aware of one feature of the Scheme i.e. provision of 100 days of employment for financial year.

It is observed that, mostly male members are participating in the Gram Sabha. Gram Sabha plays a vital role in preparation of shelf of works and resolutions are passed for the same on priority basis.

The villagers informed that they them self register for the issue of Job Cards.

The demand for work is orally made by the Job Card holder in the Panchayat but no forms were filled for application for work.

The respondent were aware about the work undertaken through MGNREGS i.e. Kaccha Road, Construction of gutter and field channel, renovations of nallah, lake & gutters, Land Development, Construction of protection wall, Construction of wall, Irrigation cannels & bandh for agricultural fields, Nallah banking and pitching.

Social Audit is conducted in village panchayat which is attended by the villagers & beneficiaries of MGNREGS. The Panchayat Secretary, Sarpanch, Panch Members, Gram Rozgar Sahayaks and the official from Block Development were present in hearing of Social Audit. The issues such as payment of wages, facilities, problems/issues of job card holders, issues pertaining to works, increase in wage rate, budget & expenditure, etc. are discussed.

It was observed that women's participation was high under this scheme. The reason informed was that most of the women are idle at home and instead of being idle they preferred to work as it is provided in the village itself, it also adds to the source of income of their family which makes them independent in their life.

Regarding the convergence of other development programmes with MGNREGS, the villagers were not at all aware of concept of convergence. After informing and explaining the concept, they felt the convergence with other departmental schemes will benefit them to identify more works in their village and to create new more assets and strengthen the infrastructure of their village. The convergence should take place with departments like Agriculture, Irrigation, Water Resources, Rural Development, Forest, etc.

Suggestions of villagers

❖ Increase in minimum wage rate to Rs. 350 to 500/- per day.

❖ Continuous employment through sanctioning of works on time.

❖ Land development works related to agriculture should be increased.

❖ Convergence with other departments particularly with department of Agriculture should be on priority basis.

❖ Labour oriented works such as desilting of water bodies, gutter and roadside bush cutting should be reincluded in the Scheme.

Views of the Implementing Agencies in Goa

The Block Development Officer, Programme Officer, Assistant Engineer, Account & at village level Sarpanch, Panch members, Gram Rozghar Sahayak & Village Panchayat Secretary were identified for the study who were trained under MGNREGS at GIRDA, Ela, Old Goa.

At Gram Panchayat / block level the awareness generation about the Scheme was through Gram Sabha, Village meetings, Pamphlets, Newspapers, Media, hoarding and Banners. The officials also reported that the Scheme was translated in local language for the benefit of the people & to make more awareness among the local residents of the villages.

After all verification, the job cards were issued within 15 days or maximum 1 to 3 months of duration.

There was no Unemployment Allowance paid to any of the beneficiaries in the blocks selected during the research study.

Conclusion & Suggestions

In Goa, the MGNREGS came into effect from 1st April 2008 onwards with its objective of enhancing livelihood security in rural areas. Researcher has tried to conclude stating that there is need for creating awareness among the beneficiaries as well as villagers at the panchayat level. Majority of the workers are not aware of important provisions & rights under MGNREGS.

The state government should take an initiative to prepare annual labour budget on time before the beginning of financial year with the due approval from central government.

Goa state is a late entrant in the planning & implementation phase and also observed a slow progress in the process of execution of work since 2015; besides this the MGNREGS has created the valuable assets at the village level. Integration of MGNREGS with other developmental schemes of both center and state will give boost to its further development and sustainable asset creation.

The state government has to make efforts for convergence among schemes for maximum utilization of resources, overcome the lack of resources and avoiding the duplication and helping the last mile delivery. Convergence helps in co-ordination and also to overcome the wastage of resources. In this way it will facilitate to achieve equitable and sustainable development.

Integrating MGNREGS works with GPDP activities at panchayat level will enable to achieve Sustainable Developmental Goals in each village Panchayat.

Suggestions

1. The DRDAs-Department of State Government are unable to prepare annual labour budget within the time limit given by MoRD, GoI which eventually delays further approval. Hence, it is suggested that, annual labour budget should be prepared by the DRDAs and it should be submitted to the MoRD, GoI on time which should be realistic in nature.

2. The funds are allotted under MGNREGS to village panchayats by the DRDA's in order to initiate the works, but it has been observed that, the certain village panchayats are not participating in implementation of the scheme through utilizing the amount disbursed which shows blockage of funds. Due to this the Central Government is reluctant to release the further amount of funds which hampers the implementation of the scheme in other gram panchayats.

The State Government should motivate the utilization of funds at the panchayat level or else certain strategies need to be taken to refund the amount of un-utilized funds so that it doesn't affect the flow of funds to other panchayats.

3. The state should take an initiative to increase the minimum wage rate from Rs. 254/- to Rs. 350/- to 500/- per head per day which will further motivate the participation of the people in MGNREGS.

4. The implementing agencies at the state level should sanction the works as per the procedure mentioned in the guidelines of the scheme so that the scheme functions based on the demand drive received from the beneficiaries.

5. The State Government should actively participate in convergence of MGNREGS with the schemes of other departments including channelizing GPDP activities which will benefit the people through creation of more assets at the panchayat level.

6. The various committees formed at panchayat level needs to be activated through regular meetings such as in case of the Vigilance & Monitoring Committee (VMC) under MGNREGS the care should be taken by the gram panchayats to identify at least 5 beneficiaries of the sanctioned works out of 10 beneficiaries as members of Vigilance & Monitoring Committee so that while doing work the members could monitor the whole process. Secondly, the state could also make provision of payment of honorarium to the VMCs to motivate & encourage their participation.

7. It is suggested to have assessment of the works under MGNREGS through the social audit from NGOs, Institutions other than implementing agency to have more transparency & accountability in the process.

8. The State Government should ensure that the State Employment Guarantee Council (SEGC) members are actively participating in better implementation of MGNREGS.

9. The resolutions regarding identification of works are passed in every Gram Sabha throughout the year which hampers the preparation of realistic labour budget.

During special gram sabha i.e. on 15th August of every year, the annual shelf of works/projects for the next financial year should be identified & resolutions for the same should be taken up. This will help to prepare labour budget on time. The implementing agency should not entertain the works file of the running financial year; the same could be approved in the next labour budget.

10. More than 60% of wage seekers are female beneficiaries under the scheme. Hence, those works should be sanctioned where in female workers are capable of doing it.

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