TOWARDS A NEW INDIA

TOWARDS A NEW INDIA
Governance Transformed 2014-2019

V. Srinivas

Foreword by

Bibek Debroy

To my parents

Late Shri V.L. Kantha Rao and Smt V. Ranganayakamma

A Note of Caution...

In this book the data has been updated upto October 31, 2018; there has been progress in the various schemes since and latest data is available at https://transformingindia.mygov.in/performance-dashboard/#primary

Contents

Foreword

A transition from the IMF to a 'New India' is also new. The last book V. Srinivas wrote was on India's relations with the IMF for the period 1991 to 2016. Reforms mean different things to different people. Subject to that caveat, reforms are often incremental though sometimes a structural break occurs, as was the case in 1991. The year 1991 represented a major change, with its whiff of liberalisation, globalisation and competition.

More than 25 years have passed since 1991. In 1991, if people had tried to predict what India would be like in 2019, they would have gone hopelessly wrong, though they might have got some broad aggregate trends right. This is precisely what happens when large countries go through rapid growth and socio-economic change and churn. Who drives that change and churn? Individuals, communities, enterprises and government, in its three layers. Reforms are also about reinventing government, decentralising and devolving, stepping back from areas where government presence is unnecessary, but not abdicating from areas where government presence is necessary.

V. Srinivas isn't just a disinterested observer, or an interested citizen, in this process of reinventing government and governance. As a member of the distinguished steel frame, he is an active participant. In addition, his cadre is Rajasthan, historically, one of India's poorer and relatively backward states. This brings to bear a unique perspective.

In that March towards a 'New India', the government's role is one of delivering public goods and services, whatever be the definition of public goods and services. Most of these public goods and services are in social sectors and the stated focus of this book is on social sectors. Often, social sectors are interpreted as health and education. Indeed, some of the chapters in this book are on health and education. But inclusion and social sector intervention are interpreted in a broader way, bringing in

financial inclusion, electricity, housing, skill formation, digital tools and justice delivery too (There is an extremely interesting chapter on improving the efficiency of revenue courts). Typically, public goods and services aren't delivered by the Union government, but by the state governments and local governments.

It has often been argued that India is excessively centralised. Governance structures became centralised under the colonial administration and became even more so during the planning and licensing process (This is typified in the continued use of the expression Centre-state relations, even though the word Centre does not figure in the Constitution). Therefore, the decentralisation and fiscal devolution agenda is important, such as through the 14th Finance Commission's recommendations (increasing the untied share of states in the divisible pool of taxes), restructuring centrally sponsored schemes, altering the mandate of the former Planning Commission and replacing it with NITI Aayog and even the consensus-based approach of introducing a dual GST through the GST Council. That such a chapter exists in a book on social sector inclusion is indicative of the author's comprehensive understanding of the canvas.

But even that is not what makes this book come alive. It comes alive because it steps away from mere dashboards and drawing boards and tells us how these assorted public expenditure schemes were implemented in Rajasthan. Governance is not just for the people, it is also by the people. That participatory process distinguishes governance from mere government.

As one reads the book, he/she therefore imbibes a sense of optimism, not because of government publicising schemes, but because there is a sense of citizen involvement. To invoke the Preamble to the Constitution, 'We the People' ensure the march towards the new India. At the stroke of the midnight hour in India on 14th/15th August 1947, the rest of the world did not sleep. It was awake. Absolute improvements notwithstanding, and there have been several in India since Independence in 1947, in purely relative terms, such as in comparisons with East Asia,

India under-performed and the promised pledge was substantially not delivered.

It has often been said about India that the past and the future are both glorious, it is the present alone that is bleak. The promised future now seems to be blending seamlessly into the present, urged by an enabling government and driven by a young and entrepreneurial India. This is a personalised account of how that has been happening in Rajasthan, a geographically large and historically BIMARU (Bihar, Madhya Pradesh, Rajasthan, and Uttar Pradesh) state.

Towards the end of the book, Srinivas quotes George Bernard Shaw: '*I want to be thoroughly used up when I die, for the harder I work, the more I love. I rejoice life for its own sake. Life is no brief candle for me, it is sort of a splendid torch which I have got hold of, for the moment and I want to make it burn as brightly as possible before handing it on to future generations.*' This is a quote from 'Art and Public Money', which appeared in 1907 in an article in *Sussex Daily News*, a printed version of a talk Shaw delivered. For the author, a sentence not quoted by him is perhaps even more appropriate. 'I am of the opinion that my life belongs to the whole community, and as long as I live it is my privilege to do for it whatever I can.' This volume gives you a sense of that. In the process, you also learn how India is changing.

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Message

Shri V Srinivas has written a comprehensive book on India's social sector policies from 2014-2019 covering several complex policy areas like Swachh Bharat, Cooperative Federalism, NITI Aayog, Affordable Health Care, Education, Rural Development Policies, Digital India, Skill India, Make in India initiatives, and large schemes like Pradhan Mantri Jan Dhan Yojana, Pradhan Mantri Ujjwala Yojana and Pradhan Mantri Awas Yojana which have benefitted millions of Indians with improved living standards. India is on the march to achieving inclusive growth and all round development that will lift millions of people out of poverty. Srinivas's book brings out with clarity the March to a New India depicting several success stories in education, rural development, skill development, digitalization, Startup India and above all Swachh Bharat. Highly readable, the book should be of interest not only to scholars but also to general public.

(Amitabh Kant)

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New Delhi

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January 01, 2019

FOREWORD

India's Welfare State policies have focused on universal access to education, health care, energy etc. This has been further augmented by financial inclusion, housing for low income groups, protection of rural livelihoods and skill development programs. The policy paradigm has undergone sweeping changes following the adoption of digitalization practices, direct benefits transfers and achieving economies of scale in program implementation.

There have been several District level success stories in implementation of the programs which have reduced social insecurities and improved economic well-being. Shri V. Srinivas's book depicts some of these success stories in program implementation in the PMJDY, PMAY-Rural, PMAY-Urban, Swachh Bharat, School Education, Skill Development and Startup India.

The book is exciting reading not only for administrators, district level officers and scholars but also for beneficiaries on how best to utilize the benefits of Government programs. It deserves wide circulation as it will give the necessary positive boost to efforts in Governance improvement.

01/01/2019

[K.V. EAPEN]

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XV

Appreciation

SOCIAL sector policymaking in India is a complex exercise involving a number of Ministries, State Governments and several other stakeholders. It is also clear that India's social sector policies affect the lives of millions of people. The Nation has made huge strides in affordable health care, and a number of innovations have been made in Education and Rural Development. Further, over the past 5 years, there has been a major emphasis on Swachh Bharat so that by 2019, Mahatma Gandhi's 150th birth centenary, India will have successfully implemented the Swachh Bharat campaign. India has also focused on improving the living conditions of its poorest population – the Pradhan Mantri Jan Dhan Yojana aimed at universal financial inclusion; the Pradhan Mantri Ujjwala Yojana aimed at free LPG distribution and the Pradhan Mantri Awas Yojana aimed at housing for all. These schemes, in addition to the policies aimed at health for all, education for all, best represent the strides in the March to a New India.

A lot has been written about India's progress in recent years. Where this book by V. Srinivas makes a difference is in giving a detailed and insightful account of an administrator's experiences in implementing the digitalization practices, improving justice delivery systems and in identifying the challenges for the civil servants in a 21st century India. As he has rightly pointed out 'Commitment to public good against all odds' best represents the values of an ideal civil servant. This book, free of any bias or prejudice, will enable the readers to make an informed and independent judgment themselves. Virtually, everyone interested in development discourse of the Nation, no matter the background or level of expertise, will profit from reading this book.

Prof Vinod Kumar Paul,
Member, NITI Aayog

Preface

WHEN Konark Publishers Pvt Ltd approached me in June 2018 to write a book on India's social sector programmes for the period 2014-2019, I could relate to the 'March to New India' given my humble village background spent in the remote tribal villages of Andhra Pradesh. My father served as a Chief Entomologist of the National Malaria Eradication Programme in the remote villages of Dummugudem and Araku Valley in Andhra Pradesh for the first 12 years of my life. I went to a Panchayat school in Bhadrachalam, sat on the floor and studied in Telugu medium. I accompanied my father on his official visits to a number of villages, often studying under kerosene lamps and occasionally petromax lamps. There was no electricity in many tribal villages. The mighty Godavari flooded often and carried a number of mosquito-borne diseases. I became a chronic malaria patient which kept recurring annually for nearly two decades.

I have very fond memories of my life amidst Koya tribals in the Araku Valley. A lot of wildlife lived in the Araku Valley forest areas, and one would often see bears, deer and other wildlife on the road from Ananthagiri to Araku Valley. I had the opportunity to visit a number of Primary Health Centres and Community Health Centres, and was familiar with the challenges of India's healthcare systems. I also saw the massive mortality that malaria caused. My initial years had laid a strong empathy for a deeper understanding of governance of rural India.

In 1977, my father was posted to the Directorate of Health Services, Hyderabad. I was spotted as a bright badminton talent in the 'Catch Them Young' sports programme of the government of Andhra Pradesh. Soon, I was selected to represent Andhra Pradesh, All India Central Schools and Osmania University. Badminton took me to every part of India well before I had joined the Indian Administrative Service. There is much one can learn from competitive sports—immense discipline,

early to bed and early to rise lifestyle, competing fairly and honestly and taking defeat with a spirit of sportsmanship.

I had grown up in government environment—Panchayat School, Central School, Government University, Government's sports facilities and a Government job. I had not seen life outside government. I saw my father work for malaria eradication all his life, with tremendous zeal and passion. He even opted to serve three years in North Eastern states while we stayed in Hyderabad. I saw my mother who, with steely determination of a lawyer, brought up the children with iron discipline, creating champions from modest means. Pursuit of excellence for the national cause was a constant theme at home. I was often told that 'nothing comes easy in life, hours and hours of honest work are required, to sustain in India's meritocracy'. I became a great believer in the many good policies of the government which enriched my life.

On selection into the Indian Administrative Service in 1989, I was assigned the Rajasthan cadre and joined as an IAS probationer at Nagaur, as a life in the Thar Desert beckoned for the next decade. Rural Rajasthan fascinated me. I ate *bajra ki roti* instead of rice, conducted night halts in remote villages, sleeping in Tehsil offices, Patwari Ghars, and Dak bungalows with intensity and enthusiasm. Land reforms and Justice Delivery Systems were areas where I was really good at, as a young Sub-Divisional Officer and District Collector. Determined implementation of government policy, constant supervision and honest work can benefit millions of India's population, and I have witnessed India's institutions rising and falling with individuals.

On my return from Central deputation in July 2017, I was appointed Chairman Board of Revenue for Rajasthan. A huge responsibility for implementing land laws of Rajasthan was bestowed on me to provide justice to millions of litigants. As Chairman Board of Revenue, I relished the opportunity to work with young IAS officers serving as District Collectors and Sub-Divisional Officers. It was a truly amazing experience. The IAS has amongst its ranks some of the brightest and forward-looking young officers. As I interacted with nearly a hundred IAS officers working

in the field, my own passion for institution-building at the grass root level was greatly enhanced.

The Government of Rajasthan implements the annual revenue campaign in every Gram Panchayat of the state from 1st May to 30th June. As the highest Revenue Appellate Authority mandated to oversee the successful implementation of the revenue campaign in 2018, I travelled 8,000 kilometres in the state, covering 32 of the 33 districts of Rajasthan. In this period, I visited revenue camps in a large number of villages. I interacted with 60,000 farmers, 7,000 advocates and 5,000 officials. I travelled from Barmer to Dholpur, and Sri Ganganagar to Banswada over a period of 60 days. My travels during May-June 2018 inspired me to write about the transformation that I witnessed in rural India over my career span.

What struck me in every village I visited was the proliferation of Digital Technology. India's villages had changed, and villagers were technologically enabled. E-Mitras, Digital Merchants, and Business Correspondents were visible in every village. The proliferation of Jan Dhan accounts and Aadhar had enabled a huge transformation and empowerment. One of the most popular schemes implemented by the government which witnessed high off-take was the Pradhan Mantri Ujjwala Yojana, another being the Pradhan Mantri Awas Yojana – Rural. I was also impressed by the enthusiasm for rural electrification schemes, and the enhanced impact of targeted food subsidy programmes and direct benefits transfers.

I reflected on my years at the All India Institute of Medical Sciences (AIIMS) where I served as Deputy Director Administration, implementing the schemes of Digital India and the Swachh Bharat campaign. The Digital AIIMS had converted AIIMS into India's First Fully Digital Public Hospital and was amongst the most successful of Digital India projects even meriting a mention from the Prime Minister in his 2016 Independence Day Address from the ramparts of the Red Fort. The e-Hospital project was subsequently replicated in all Central Government Hospitals and hundreds of State Public Hospitals.

I thought an apt title for a book on India's social sector programmes for the years 2014-2019 was *Towards a New India: Governance Transformed (2014-2019)*. 'New India 2022' was a theme that is often being cited by the government and the NITI Aayog has been mandated to write a concept paper on the aspects of New India 2022. I took into consideration the vision outlined by then President A.P.J. Abdul Kalam in his book *Vision 2020* while presenting a road map for cutting edge implementation. *Towards a New India,* based on a positive policy environment and strong institutions, is one that merits detailed narration.

As the book reached its conclusion, my tenure as Chairman, Board of Revenue for Rajasthan was also completed and I returned to the Government of India. I look back with tremendous satisfaction the institution building measures which benefited thousands of India's peasants.

5 January 2019   **V. Srinivas**
                                                        Additional Secretary,
                                                        Government of India

1

New India

Long years ago, we made a tryst with destiny; and now the time comes when we shall redeem our pledge, not wholly or in full measure, but very substantially. At the stroke of the midnight hour, when the world sleeps, India will awake to life and freedom....

—**Prime Minister Jawaharlal Nehru,**
on the eve of India's independence

This dawn also heralds the resolve of 125 crore people of India. The world might never have thought about the team of 125 crore citizens working together to take the Nation to new heights, build the Nation and protect it. People's participation is the biggest strength of democracy...

—**Prime Minister Narendra Modi**
on India's 69th Independence Day

AT *The Economic Times* Startup Awards Function held in August 2018, industry captains felt that India is at the cutting edge of an enabling policy environment for 'Building to Scale, Building to Last'. India had acquired the ability to complete projects on scale and at speed. The three big projects that symbolise the rise of New India are the universal issue of 120 crore Aadhaar cards, the opening of 31.6 crore Jan Dhan Bank accounts and the construction of toilets to cover 85 per cent of population under the Swachh Bharat Mission.

In 2004, the government dismantled the Planning Commission which was witnessing mission creep and policy fatigue, and established the NITI Aayog which institutionalised cooperative federalism practices in the backdrop of the 14th Finance Commission recommendations. The

NITI Aayog represents the most active promoter of the reform agenda of the government. It offers policy advice to Central and state governments, and seeks advice of states in the formulation of the Central government's policies.

Further, the government undertook significant structural reforms, marked by deregulation of petrol and diesel prices, further opening up of foreign direct investment (FDI), implemented Direct Benefit Transfer (DBT), enacted the Goods and Services (GST) Act and the Insolvency and Bankruptcy Code, and introduced greater labour market flexibility.

Successive governments in India had emphasised on two important areas of governance—rules-based fiscal policy and improving the efficiency of subsidy distribution through targeted benefits programmes. The DBT with Aadhaar linkage resulted in significant improvements in food distribution at Fair Price Shops and in streamlining labour payments under NREGS. The enforcement of the GST Act curbed tax evasion, put in place improved tax enforcement practices, streamlined documentation and enlarged the tax net.

In 2018, the March to New India was best represented by the 'Ayushman Bharat'[1] medical insurance scheme with an insurance cover of Rs 5 lakh each for 10 crore people. The government has achieved its five-crore target under the 'Ujjwala'[2] LPG scheme implemented by the Ministry of Petroleum and Natural Gas for providing cooking gas and saturation of rural India with eight crore toilets built in four years and one crore houses being electrified under the 'Saubhagya' scheme[3]. The rural housing scheme has led to 43 lakh houses being constructed.

The government has further strengthened the social inclusion policies in giving constitutional status to the National Commission on Backward

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[1]Ayushman Bharat – Pradhan Mantri Jan Arogya Yojana (AB-PMJAY) is a centrally sponsored scheme having central sector component under Ayushman Bharat Mission in the Ministry of Health and Family Welfare.

[2]Pradhan Mantri Ujjwala Yojana is a scheme of the Ministry of Petroleum and Natural Gas for providing LPG connections to women from Below Poverty Line (BPL) households.

Classes. The Prevention of Corruption Act has been amended to streamline the processes under the government's policy of zero tolerance to corruption.

The NITI Aayog says New India@2022 will be a model to the world, by making development a mass movement during the period 2017-2022. The key thrust areas are poverty-free India, dirt and squalor-free India, corruption-free India, terrorism-free India, caste-free India and communalism-free India. The key thrust areas for poverty-free India have been identified as health and nutrition, education and skill development and gender equity. The preliminary concept note of the NITI Aayog for New India focuses on addressing challenges of high infant mortality and high maternal mortality, and improving the skill base of the work force in 200 districts which have one-third of the country's population.

The concept of 'New India' has been defined and redefined by India's Heads of Government to best reflect their respective policies and programmes, and ensure that economic justice is delivered to the Indian people. In October 1952, US Ambassador Chester Bowles in his article 'New India' said:

> 'After centuries of inertia, Asia today is awake and on the move. "From Cairo to Manila, vast populations recently emerged from colonialism are struggling to take shape as modern nations." There is a new and immensely exciting India—a five-year-old democracy working earnestly and with considerable success to solve the country's staggering problems. The outcome of this great Indian effort will profoundly affect the world in which we live. Indeed, the success or failure of the effort being made in India and other Asian countries to create an alternative to communism in Asia may mark one of those historic turning points which determine the flow of events for many generations.'

The first big challenge was addressing the chronic shortages in food production. India had to import half of the foodgrains from the United States to meet its food needs. Under the First Five-Year Plan, Indian farmers were provided with incentives and land reforms were

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[3]Saubhagya – The Pradhan Mantri Sahaj Bijli Har Ghar Yojana is a scheme to ensure electrification of all households in the country in rural as well as urban areas.

implemented to give them clear ownership of the land. New lands were opened for cultivation, agricultural extension workers were deployed, massive irrigation and multi-purpose projects like Bhakra-Nangal, Damodar valley and Hirakud were pursued. India sought to increase steel production, build railways and emphasised on decentralised industrial development with focus on small-scale industries and cooperatives.

In April 1963, Pandit Jawaharlal Nehru in his article 'Changing India' said that Indians had devoted themselves to the major problems that confronted them—economic and social progress and the betterment of people. Given the limited resources, India sought to proceed by the method of planning to utilise them to the best advantage and attain declared objectives.

The Constitution of India stated that India was to be a sovereign, democratic Republic which should secure to all its citizens: justice—social, economic and political, liberty of thought, expression, belief, faith and worship; equality of status and of opportunity. And among them all it was to promote fraternity, assuring the dignity of the individual and the unity of the Nation.

Once the new Republic came into existence on 26 January 1950, India directed all efforts to the twin policies of political democracy and economic justice. Economic policies were directed towards the welfare of the common man with planning for development being the core theme. India undertook far reaching land reforms and community development schemes for transforming the vast rural population. India also focused on education with special attention being paid to scientific and technical education. In the 1940s, life expectancy in India was 32 and by 1960s it was approaching 50. The Five-Year Plans were designed to equip the country with the technical skills and productive facilities of a welfare-oriented modern society.

Pandit Jawaharlal Nehru said, 'India's overriding and most urgent task is to raise the standard of living of her people, and in order to achieve this, to carry out structural and organisation reforms not only as speedily

as possible but also with maximum popular support and participation. In our approach to these problems, our attitude and ideas had inevitably been shaped by our own recent struggle for freedom, as well as by the accumulated experience of centuries and above all by Mahatma Gandhi's teachings.'

In October 1972, Indira Gandhi in her article 'India and the World' said, 'For us, political independence became inseparable from economic freedom, which in turn could be meaningful to the extent that it served the interests not only of the few but of the many, of the Nation as a whole. It was clear from the beginning that we could not rely on private enterprise and play of market forces, that we would have to establish social control over the key sectors of the economy and adopt measures of economic planning appropriate to the stage of development reached.'

It was felt that the overall progress achieved in 25 years of freedom was by no means negligible, and the Indian State had built an impressive record of diversifying industrial capacity and raising industrial output. Indira Gandhi proposed a direct assault on poverty and its major manifestation, unemployment. The Fourth Five-Year Plan was to emphasise on providing employment opportunities on an extensive scale.

Paul H. Kreisberg, former Deputy Chairman of the US State Department's Policy Planning Council, said in his article, 'India after Indira' published in Spring 1985 that simplifying operations of the government, speeding up the decision-making process and eliminating dead wood were the priorities of the Rajiv Gandhi government. The objectives were impeccable but their realisation was enormously difficult. The developmental challenges for the Indian economy remained huge with population growth far higher than the employment opportunities. Urban and rural poverty remained very high despite tens of millions of Indians rising to middle-class ranks. The economy remained highly regulated and India faced mounting debt repayment challenges. India's 1991 IMF programme enabled integration with the global economy as liberalisation policies and industrial deregulation were pursued.

India's economy grew at 6 per cent a year from 1980 to 2002 and at 7.5 per cent from 2002 to 2006, making it one of the best performing economies for a quarter century, the size of the middle class quadrupled and 1 per cent of the country's poor crossed the poverty line every year. By 2012, the Indian economy had grown at 8 per cent for nearly a decade. However, in 2013 growth rates slowed down significantly.

Economist Arvind Panagariya in his article, 'The Promise of Modinomics' says that India has the potential of growing at 10 per cent per annum over the next two decades. The strategy outlined focused on reducing fiscal deficits, completion of the Goods and Services Tax reform, cutting subsidies—particularly LPG subsidies—and raise capital expenditures and recapitalising banks. The social sector schemes envisaged affordable healthcare policies, cash transfers and reforms in higher education. Several policy measures have been implemented resulting in a significant progress in the march to New India.

Today, it has been widely acknowledged that India is the fastest growing major economy in the world.

'India Vision 2020' was a document prepared by the Technology Information, Forecasting and Assessment Council (TIFAC) under the chairmanship of A.P.J. Abdul Kalam and a team of 500 experts. The plan was further detailed in his book, *India 2020: A Vision for the New Millennium*. Kalam said, 'India will be a Nation where there is equitable distribution and adequate access to energy and quality of water; where agriculture, industry and services sector work together in symphony…; a Nation where the best healthcare is available to all; where the governance is responsive, transparent and corruption-free….'

Kalam felt that the people of India had a mission of transforming India into a developed nation. The core areas identified were agriculture and food processing, infrastructure and reliable electric power, education and health care, information and communication technology, critical technologies and strategic industries. He called for decreasing the rate of poverty and illiteracy and making people educated through media.

Former Prime Minister Atal Bihari Vajpayee's vision envisaged development of rural areas through the Pradhan Mantri Gram Sadak Yojana, and a new telecom policy that formed the basis of the JAM (Jandhan–Aadhaar–Mobile) plan for financial inclusion. The Fiscal Responsibility Act was enacted in December 2002 for improved management of the fiscal deficit. In his 2001 Independence Day address, Prime Minister Vajpayee said liberalisation hasn't benefited everyone. This led to a change in India's social sector policies with emphasis on the *aam aadmi*.

Manmohan Singh's government was marked by important social sector legislation MGNREGA and the Right to Information Act. The flagship schemes of National Rural Health Mission, the Sarva Shiksha Abhiyan, the Pradhan Mantri Gram Sadak Yojana and the Integrated Child Development Services were implemented with gusto. Former Prime Minister Manmohan Singh emphasised that the focus of his government was not only economic growth but also the empowerment of the *aam aadmi*. He spoke about how time had come for every Indian to take pride in his or her 'Indian identity' and work for equitable development.

Prime Minister Narendra Modi in his first Independence Day speech from the ramparts of the Red Fort spoke at length about Swachh Bharat and the need to build more toilets in schools. In his subsequent Independence Day addresses, Prime Minister Modi made a strong pro-poor, pro-farmer and anti-corruption pitch. He announced the Startup India and Stand-Up India programmes to appeal to the young and as a mode of job creation. The Prime Minister also rolled out a number of social welfare schemes and spoke out against corruption.

India remains one of the fastest-growing emerging market economies driven by key structural reforms, normal monsoon and reduced external vulnerabilities. Inflation has declined to its lowest levels in a decade. The government has adopted a path of fiscal consolidation and the Reserve Bank of India has maintained an accommodative monetary stance. The current account deficit remains manageable and the international reserves are at their highest levels. External vulnerabilities

remain subdued. The Union Budgets have adopted a fiscal consolidation path having achieved fiscal deficits and revenue deficits largely in line with the norms laid down in the Fiscal Responsibility and Budget Management Act.

The macroeconomic scenario looks bright with continued progress in reforms making for significantly positive medium term prospects. While there remain external uncertainties around commodity prices, especially crude oil, and signs of retreat from the globalisation of goods, services and people as pressures for protectionism are on the rise, it can be safely said that economic risks are on the downside. The enactment of the Goods and Services Tax Act by way of a constitutional amendment and the progress made in its implementation, the successful negotiation of the risks posed by demonetisation of high denomination currency notes, enactment of the Insolvency and Bankruptcy Code and the amendments to the RBI Act for inflation targeting, enactment of the Aadhaar Bill for disbursement of financial subsidies and benefits represent transformational governance changes.

Further, the merger of the Union Budget with the Railway Budget and the removal of the plan and non-plan classification have facilitated a holistic view of all allocations for sectors and ministries. The fiscal consolidation strategy has envisaged significant subsidy reforms. These are visible in the efforts made with oil subsidies and Aadhaar linkage for better targeting of subsidies. Structural reforms have continued with increased focus on poverty alleviation programmes, financial inclusion and further trade liberalisation.

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2

Gandhi Jayanti
Swachh Bharat Diwas

In 2019, India celebrates the 150th birth anniversary of Mahatma Gandhi and seeks to achieve Swachh Bharat by October 2019.

FOR Mahatma Gandhi, public sanitation was a subject very close to his heart throughout his life. He devoted a great deal of time to instilling in Indians an appreciation of the importance of sanitation and tried to rouse the Nation's consciousness on this vital issue. It is important to note that Gandhi's published works devote significant attention to the cause of public sanitation, on parity with his focus on Satyagraha, Ahimsa and Khadi. In November 1925, Gandhi wrote in Young India:

> 'During my wanderings nothing has been so painful to me as to observe our insanitation throughout the length and breadth of the land. I do not believe in the use of force for carrying out reforms, but when I think of the time that must elapse before the ingrained habits of millions of people can be changed, I almost reconcile myself to compulsion in this the most important matter of insanitation. Several diseases can be directly traced to insanitation. Hookworm, for instance, is such a direct result. Not a single human being who observes the elementary principles of sanitation need to suffer from hookworm. The disease is not due to poverty. The only reason is gross ignorance for the principles of sanitation.'

Gandhi's vision of an ideal village was one with perfect sanitation, and village lanes and streets free of all avoidable dust. In his book, *Ashram Observances in Action*, Gandhi writes that sanitary service is an essential and sacred service and yet it is looked down upon in society, with the

result that it is generally neglected and affords considerable scope for improvement. The Ashram emphasised on engaging no outside labour for this work. The ashramites themselves had do sanitary services in turns. The Ashram designed simple, easy-to-use latrines that did not require a scavenger to clean. The Sevagram Ashram rules laid down that it was necessary 'the inmates wash their hands with pure earth and pure water, and wipe them with a clean napkin'.

Public sanitation was accorded significant importance in Gandhi's life in South Africa. In 1898, the Gandhi family was living in Durban and it was a practice that Gandhi or his wife Kasturba would clean the chamber pots themselves. Once, Gandhi asked his wife to clean the pot used by a guest and that too cheerfully. Kasturba replied that he could keep his house and let her go. Gandhi, in his anger, proceeded to open the gate and throw her out when she reminded him that he was going too far and that she did not have any relatives to harbour her in South Africa. Only then did Gandhi come to his senses and closed the gate.

In his book, *Satyagraha in South Africa*, he describes his life on Tolstoy Farm:

> 'The spring was about 500 yards away from our quarters and the water had to be fetched on carrying poles. Here we insisted that we should not have any servants… Everything, therefore, from cooking to scavenging was done with our own hands…The lion-like Thambi Naidoo[1] was in charge of sanitation… In spite of the large number of settlers, one could not find refuse or dirt anywhere on the farm. All rubbish was buried in trenches sunk for the purpose… A small spade is the means of salvation from a great nuisance.'

Everyone in the Ashram had to do sanitary service, which was looked upon as a universal duty. Gandhi's concern about sanitation extended not only to ashrams but also to all aspects of human activity.

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[1]G.K. Thambi Naidoo was an early collaborator of Mahatma Gandhi. From 1906 to 1913 he helped Mahatma Gandhi in the South African Indian communities as they struggled against pre-apartheid racial repression in Durban.

In his book, *My Experiments with Truth* Gandhi wrote that there was widespread panic when plague broke out in Bombay in 1897. There was fear of an outbreak in Rajkot. Gandhi offered his services to the Gujarat state in the sanitation department. He laid special emphasis on inspection of latrines and carrying out improvements. While inspecting the untouchables' quarters, Gandhi found that the floors were smeared with cow dung and the pots and pans were clean and shining. There was no fear of an outbreak in those quarters. Gandhi also records that when he visited the Vaishnava Haveli, he was pained to see the uncleanliness of a place of worship. He knew that the authors of the *Smritis* had laid the greatest emphasis on cleanliness both inward and outward. Gandhi further notes that sanitation was a difficult concept for penetrating in Indian villages. People were not ready to do their own scavenging. Gandhian volunteers concentrated their energies on making villages clean. They swept the roads and the courtyards, cleaned out the wells, filled the pools and persuaded the villagers to raise volunteers from amongst themselves.

Gandhi sensed a relation between poor sanitation and untouchability. People neglected sanitation because it was the untouchables' sphere of responsibility. They treated the untouchables badly because the untouchables were performing a dirty task. Gandhi realised that untouchability should be abolished and at the same time the conditions of public sanitation must be improved. Gandhi felt that once the untouchables, whom he christened Harijans—children of God, were freed from the occupation of scavengers, their rise to a position of equality with caste Hindus would be facilitated.

Following Independence, untouchability was abolished by law and constitutional provisions for reservations in government jobs were made. Once the curse of untouchability was lifted and constitutional provisions for reservations put in place, the progress made by these communities has been significant. Gandhi's vision is enshrined in the Fundamental Rights— Article 17 'Abolition of Untouchability' abolishes untouchability and its practice in any form. The enforcement of any disability arising out of 'Untouchability' shall be an offence punishable in accordance with law.

The government celebrates Gandhi Jayanti—October 2—as Swachh Bharat Diwas. The government also celebrated a sanitation fortnight, *Swachhata Hi Seva* campaign in 2018, to mark the third anniversary of the Swachh Bharat Mission and to provide an impetus to the largest sanitation campaign of India. Swachh Sarvekshan, an annual survey conducted in several cities pan India on the impact of the Swachh Bharat Mission brought forth several success stories in four years of implementation—complete behavioural changes in people to keep their villages clean and use toilets, people selling jewellery to construct household toilets, *vanar senas* (children's teams) blowing whistles and accosting people at 5 a.m. to prevent open defecation and significant improvement in school enrolment through Swachh Bharat Mission. The mission has become a massive people's movement.

Prime Minister Modi has emphasised the need for Swachhagraha for an open defecation-free India on the lines of Satyagraha. He has stated in many fora, including his Independence Day address, that if Satyagraha was necessary for India's Independence, Swachhagraha is necessary for a New India.

The burden of sanitation-related disease in India is very high. On an average 30 million persons in rural areas suffer from sanitation-related diseases. Five of the top 10 killer diseases of children aged 1-4 in rural areas are related to water and sanitation. About 0.6–0.7 million children die of diarrhoea annually. The first Prime Minister of India Jawaharlal Nehru had said, 'The day every one of us gets a toilet to use, I shall know our country has reached the pinnacle of progress.' India's progress towards achieving the Gandhian dream of villages with total sanitation was steady. In 1991, nine per cent of the households attained sanitation coverage, by 2001, 22 per cent of the households attained sanitation coverage and by 2012, 44 per cent of the households had attained sanitation coverage.

The India Country Report on Sanitation and Hygiene indicated that majority of the people resorted to open defecation because of the lack of suitable toilets. Men and children expressed a preference for open defecation and said they used toilets only during emergency when they

could not go out. Women and children ranked toilet as an urgent and important need. The survey said that washroom facilities in schools, work places, market spaces and public areas were dirty and unsafe. Generally, there was neither soap nor water available for washing hands. The problems of women and adolescent girls were exacerbated when they were menstruating. Elderly persons said that they experienced extreme difficulties in using existing toilets because the infrastructure was not designed keeping their needs in mind. Sanitation workers worked in very unhygienic conditions, running the risk of infection, injury and had no access to hand washing facilities at work.

The India Country Report recommended safe, clean and accessible wash facilities in educational and public institutions with adequate facilities for menstruating women and girls. The report further emphasised the need for recognition of the critical role played by informal waste collectors in keeping the environment clean, while focusing on job security and equal pay for workers employed by the government and private contractors. An educated public disposes different kinds of waste safely and there is a need for sensitisation of the general public as well as the government to reduce the stigma and discrimination against sanitation workers.

Under the Central Sanitation Programme, rural latrines were constructed in the Ninth Plan. The Total Sanitation Campaign launched in 1999 focused on accelerated sanitation coverage, generation of demand through awareness and health education, coverage of all schools and anganwadis in rural areas with sanitation facilities and promotion of hygienic behaviour amongst students and teachers and an endeavour to reduce water and sanitation-related diseases. The Total Sanitation Campaign emerged as the key vehicle for accelerated rural sanitation coverage in India and plan allocations were enhanced in the 10th and 11th Plan periods.

In 2003, the government announced the Nirmal Gram Puraskar as an incentive scheme for Panchayati Raj institutions to honour, facilitate and encourage those institutions which attained the target of all houses

having access to sanitary toilets, all schools and anganwadis having access to toilet facilities, the Panchayat being free from the practice of open defecation and maintenance of clean environment. Progress under Total Sanitation Mission was quite gradual. There were success stories in terms of reduction in occurrence of water-borne diseases, increased attendance in anganwadis and improved personal security of women and children. That said, the nation required a transformational change in sanitation to achieve an Open Defecation-Free India by 2019.

The Swachh Bharat Mission transformed the implementation modalities, scaling up implementation significantly. As of July 2018, the rural sanitation coverage has reached 87.5 per cent, 7.7 crore toilets have been constructed, 413 districts have been declared open defecation-free (ODF), 3.97 lakh villages have been declared ODF and 19 States have been declared as ODF. A Swachh Sarvekshan will be conducted across the country to rank the districts and states on their performance on key Swachhta parameters. Every fortnight, the Ministry of Sanitation and Drinking Water publishes a newsletter, *Swachhta Samachar*, which highlights the activities of various ministries and states on sanitation. The journey from Satyagraha to Swachhagraha has been depicted in various publications. The approach involved behavioural changes, resource allocation, community mobilisation and depicting the swachhagrahis as the modern-day satyagrahis. During the Champaran Satyagraha, volunteers went about cleaning the village and teaching the villagers the basics of hygiene.

The Swachh Bharat movement has now become more visible, with individual Ministries incorporating the Swachh Bharat Mission into their programmes and Swachhta Pakhwadas being observed across the country. The Ministry of Health and Family Welfare observed the Swachhta Pakhwada in all health institutions and public health facilities of India with the tagline *Swachhta Se Siddhi*. The Ministry of Environment and Forests integrated Swachhta with the World Environment Day through the 'Beat the Plastic' campaign. Intensive cleaning of 24 beaches and 24 riverfronts was taken up across the country. More than 10,000 school children participated in 'Envithon', a mini-marathon, in New Delhi. The

Ministry of Coal introduced the concept of 'Green Haat' in villages surrounding the coal mines. Installation of sanitary napkin vending machines was taken up in schools and postage stamps on swachhta were released. The Ministry of Labour and Employment took the initiative of 'no polythene' drive and banned plastic on its office premises. The Ministry of Science and Technology conducted workshops on cleanliness and waste management, including a campaign on discouraging plastic usage. The Power Ministry organised various activities like drawing competitions, debates, quizzes, essay writing, speeches and *nukkad nataks* for awareness generation.

The states joined with their own innovative programmes. Bihar launched the Swachh Jeevika campaign on 1 July 2018. The campaign, implemented over 45 days, mobilised toilet construction in 36.4 lakh self-help group members associated with Bihar's Baal Jeevika Programme. The campaign commenced with 'Gaddha Khodo' drive in which pits were dug for 1.2 lakh toilets across Bihar. Kerala launched the first biogas plant under Gobar-dhan (Galvanising Organic Bio-Agro Resources Dhan) scheme. The Thuruthy Waste Treatment Plant in Pappinisseri Gram Panchayat of Kannur District collects biowaste from public places and converts them into bioenergy. The plant treats 1,000 kg of waste per day. The Gobar-dhan scheme will benefit rural people in general and women in particular and would improve both health and village cleanliness.

SWACHHATA HI SEVA CAMPAIGN

On 15 September 2017, President Ram Nath Kovind launched a nationwide sanitation campaign 'Swachhata Hi Seva' at Iswarganj village in Kanpur. The President administered the Swachhata Hi Seva pledge whereby the Nation resolved to create a clean healthy and new India. Addressing the gathering, Kovind said, 'India is fighting a decisive battle for cleanliness and hygiene. Cleanliness is not the responsibility of only sanitation personnel and government departments; it is a multi-stakeholder national movement.'

Gandhi had once famously said, 'Sanitation is more important than political freedom.' This statement underscored the criticality of sanitation

in society. Prime Minister Modi, on 15 August 2014, gave a clarion call to the Nation from the ramparts of Red Fort to fight filth and open defecation, change old habits and achieve a Swachh Bharat by 2019, to mark the 150th birth anniversary of Mahatma Gandhi. He further said that 'women's pride is an important issue in our villages today. The practice of open defecation must be stopped. Toilets must be built and used.'

The aim of the Swachh Bharat Mission is to achieve a clean and open defecation-free India by 2 October 2019. The objectives are to generate demand for toilets, leading to their construction and sustained use by all household members, promoting better hygiene behaviour amongst the population and improving cleanliness by initiating solid and liquid waste management projects. The financial allocations under the Swachh Bharat Mission increased from Rs 2,850 crore in 2014-15 to Rs 6,525 crore in 2015-16, to Rs10,500 crore in 2016-17, and to Rs14,000 crore in 2017-18. In the last three years, under the Swachh Bharat Mission, 48,264,304 toilets were constructed. The number of Open Defecation-Free villages reached 238,966. Individual toilet coverage increased from 42 per cent in 2014 to 64 per cent in 2017. Five states have declared themselves open defecation-free. The Ministry of Drinking Water and Sanitation has said that the progress achieved is encouraging to reach the goal of an Open Defecation-Free India by 2 October 2019.

The Swachh Bharat Mission sought to reform the sanitation sector with the primary focus being on behavioural changes as the fundamental tool for achievement of Open Defecation-Free outcomes. Inclusiveness under the Swachh Bharat Mission was achieved by designing public and community toilets keeping in mind the special needs of menstruating women, the elderly, the specially abled and small children. Further the Mission sought to promote gender sensitive information, education and communication/behavioural changes. The Mission issued gender guidelines in 2017 and menstrual management guidelines in 2015.

An innovative monitoring and evaluation system was put in place. The Swachh Sarvekshan was conducted for rural India and revealed that Mandi (Himachal Pradesh) and Sindhudurg (Maharashtra) were the cleanest districts in India. The Swachh Sarvekshan assessed 22 hill

districts and 53 plain areas. National-level monitors were hired to carry out sample-based checks of sanitation coverage and open defecation-free status across the country. A massive survey covering 92,000 households in 4,626 villages across the country is being conducted. An additional 200 villages located on the banks of Ganga are being surveyed. Eminent personalities like Amitabh Bachchan were nominated as Brand Ambassadors for Swachh Bharat Mission while Sachin Tendulkar and Akshay Kumar attended champion collector conclaves for motivational purposes. The Swachh Bharat Mission maintained a significant social media engagement for enhancing awareness levels and a newsletter *Swachhta Samachar Patrika* was published on a regular basis. The Bollywood film *Toilet–Ek Prem Katha,* released in 2017 and based on the Swachh Bharat Mission witnessed considerable box office success.

The Swachh Bharat Mission represents a national movement with diverse stakeholders comprising Central ministries, state governments, local institutions, non-government and semi-government agencies, corporates, NGOs, faith organisations and media. This approach is based on Prime Minister Modi's call that Swachhta has to be everyone's business and not only that of the sanitation departments. A host of special initiatives and projects have come out in quick time. The inter-ministerial projects included Swachhta Pakhwadas, Namami Gange, Swachhta Action Plan, Swachh Swasth Sarvatra campaign, School Sanitation drives, Anganwadi Sanitation drives, Railway Sanitation etc. The inter-sectoral collaborations included Swachh Iconic Places, Corporate Partnership, Inter-Faith Cooperation, Media engagement and Parliament engagement. Swachhta Action Plans were developed by 76 Union ministries and departments and a web-based portal was developed to monitor the progress and highlight implementation status. Women Swachhagrahis were appointed and Swachh Shakti awards were instituted to further enhance women's involvement with the programme. The Swachh Bharat success stories said that accessible and secure toilets made a big difference to the lives of village communities as they did not have to travel distances in the dark to relieve themselves. Further, the health risks of open defecation were greatly reduced by having a toilet in the house.

The Vice President of India said that Swachh Bharat Mission is at a tipping point from where a major thrust is expected to spiral it into a massive Jan Andolan—a people's movement. The *Swachhata Hi Seva* campaign sought to mobilise people to get directly involved with the Swachh Bharat Mission by offering *shramdaan* for swachhta in the fortnight leading up to Gandhi Jayanti.

SWACHH BHARAT: SUCCESS STORIES

The Prime Minister's Award for Excellence in Public Administration 2016 for Swachh Bharat (Gramin) was conferred on Bikaner for the exemplary work done under the programme.

Bikaner District – the First ODF District in Rajasthan

In Bikaner, preparations for the campaign were in the form of branding the campaign as 'Banko Bikano', convincing the public representatives, strengthening institutional build-up and training and capacity building of the district resource group. The triggering strategies included awareness generation on dignity of women, spread of diseases via vectors, lower expenditure on medical needs and highlighting the problems of old and differently abled persons. The construction of toilets was community led creating a sense of ownership by not involving any third party.

A freedom of choice of toilet model depending on household preference along with communication of information on low-cost options was given. There were dedicated visits and *ratri chaupals* (night camps), regular review meetings by district administration with continuous follow-up during early mornings by *Nigrani* committees (surveillance squads), *vanar senas,* human chain and elected representatives of Panchayat. Penalties were imposed on those defecating in the open. Further, the Gram Panchayat sought to incentivise desirable behaviour by introducing rewards under the scheme such as Solid and Liquid Waste Management, Nirmal Gram Puraskar etc.

The District Collector felicitated Sarpanchas of successful Gram Panchayats at public functions attended by all Sarpanchas which were given considerable media attention. The district adopted open defecation-free status mapping of all Gram Panchayats prominently displayed at the Collectorate. During counselling in triggering sessions, the community was not explicitly advised to construct toilets. Instead, the community was sensitised on the need for building toilets. Payments were never an issue and all eligible beneficiaries received timely reimbursement of costs.

Following the campaign in Bikaner district, women pressurised husbands/in-laws to build toilets to avoid the compulsion to wait for early morning hours/late night hours when the sun was down. Further, they also flagged several safety issues of going out in the darkness which implied risks to safety, fear of harassment, molestation, sexual assault and fear of someone using camera phone to film the act. The community also recognised the high correlation between open defecation-related diseases and undernutrition, stunted growth, high child mortality rate, reduced incidence of diarrhoea, intestinal worm infection, typhoid, cholera, hepatitis etc. The community activities also focused on creating awareness about washing hands with soap and menstrual hygiene.

The Swachh Bharat Gramin Campaign in Bikaner district covered 17 lakh rural population in 290 Gram Panchayats and 1,035 villages. On 26 January 2016, Bikaner was recognised as the first open defecation-free district in Rajasthan and second in India. Studies revealed that 97.8 per cent of the population used toilets, which was a huge increase from 29 per cent coverage reported in 2011 census.

Swachhta Sangram for Sanitation in Vizianagaram

Vizianagaram district is one of the most backward districts of India, ranked second last in Andhra Pradesh. It has sanitation coverage of only 21.8 per cent, with 29 of the 34 blocks having less than 30 per cent sanitation coverage. Vizianagaram district built 10,000 individual

household latrines (IHHL) under the Swachh Bharat Mission in a record time of 100 hours, resulting in 71 villages becoming open defecation-free villages. The laudable feat of constructing 10,000 toilets in 100 hours earned Vizianagaram a place in the Limca Book of Records. District Collector Vivek Yadav wrote letters to 2.3 lakh students urging them to be an active part of the Swachh Bharat campaign and the students in turn, persuaded their parents to take part in the construction of individual household latrines.

Swachh Vidyalaya

Swachh Vidyalaya is an initiative of the Ministry of Human Resource Development to ensure separate toilets for boys and girls in all schools across the country. A key feature of the scheme was to ensure that every school in India has a set of functioning and well-maintained water, sanitation and hygiene facilities. The technical components included drinking water, hand wash, toilet and soap facilities on the school premises for children and teachers to use. The best performing district of India under the Swachh Vidyalaya for 2016 was Ananthapuram in Andhra Pradesh. As many as 2,200 modern toilets were constructed in the schools with running water facility. More than 660 dilapidated toilets were demolished and newly reconstructed. More than 1,000 non-functional toilets were repaired and made functional. The construction of toilets was completed in a record time of three months in 2,774 primary schools, 595 upper primary schools and 608 Zilla Parishad and Municipal high schools under the Swachh Vidyalaya scheme. One of the major benefits of the scheme was that the students, in turn, were educating their parents to construct toilets in their houses to promote Swachh Bharat Mission. One of the big impacts of the Swachh Vidyalaya scheme was the reduction in drop-out rates of girl students which came down from 15 per cent to 10 per cent and enrolment increased.

*I discussed the implementation issues with **Peeyush Samariya, IAS**, Chief Executive Officer of Zilla Parishad Sawai Madhopur, who played a key role in implementing the Swachh Bharat campaign in the district.*

VS: What are the implementation challenges of the Swachh Bharat Campaign in Sawai Madhopur District?

PS: *The Swachh Bharat Mission has many success stories in the district. There are significant budgetary allocations made to the Swachh Bharat Mission. While the focus has been on construction of individual household toilets, the Swachh Bharat Mission is not merely an infrastructural campaign. We are trying to address behavioural issues through a community sanitation campaign. Constructing an individual toilet is just 20 per cent of the story. There are huge positive externalities to the programme.*

Time is required to achieve successful behavioural changes. Community leaders are being involved in the District Resource Group and the State Resource Group to accelerate behavioural changes. The District Administration has engaged in frequent interactions with the beneficiaries.

Technology has been used to tag every toilet in the district. Toilets have been constructed in all schools and quality-improvement in toilet construction has enabled greater usage as also awareness generation with student involvement.

Toilet construction has become affordable and the District Administration has made efforts to expedite payments to eligible beneficiaries. The Departments of Women and Child Development and Education have been associated with the Zilla Parishad for behavioural orientation workshops.

Swachh Bharat Foot Soldiers – Selfless Volunteers at Grassroots level

The Swachh Bharat Mission has found immense support at grassroots level with a large number of selfless supporters. A chartered accountant in Jaipur, Rajasthan, planned capacity building workshops for field motivators and created district resource groups from scratch. A lawyer in Anjaw, Arunachal Pradesh, assisted behavioural change towards safe sanitation along with the District Collector on the India-

China border. A social worker in Rewa, Madhya Pradesh, brought together various self-help groups for toilet construction in the district.

A doctor couple from Challapalli town in Krishna district of Andhra Pradesh has been undertaking cleanliness drives in their surroundings every day of the year. The monks of Ramakrishna Mission in Karnataka hold regular cleaning drives along with citizen volunteers to keep roads and localities clean. Three brave women from Maharashtra's rural areas had taken the initiative of building toilets at their homes against all odds, for their personal and their families' self-esteem. The Sant Nirankari Mandal regularly conducts cleanliness drives around roads, streets, parks, heritage sites, water bodies and railway stations. Then there are stories of several women who sold or mortgaged their *mangalsutras* to build toilets; asked to build toilet at their marital home before the marraige and even took loans from self-help groups to build toilets. Koshish, a Durg-based group of individuals, cleans the parks near their community every morning for use of senior citizens.

A number of success stories from states and cities have also been identified. Chhattisgarh is on its way to becoming a zero landfill site State. Ambikapur in Chhattisgarh has no open dumping sites. Kerala has effectively launched decentralised waste management with installation of pipe compost in most cities. Goa has commenced 100 per cent day-to-day collection of waste with most residential societies having composting units and kitchen gardens. Source segregation of waste is being done in Indore, Bhopal, Jabalpur, Gangtok and Navi Mumbai. Maharashtra and Jharkhand have started using colour coding for households that are not practising segregation of waste, or practising open defecation.

Ambikapur – Green Solution to Waste Management

Ambikapur, the district headquarters of Sarguja in Chhattisgarh, ranked one of India's best cities (population 1-3 lakh category) in Swachhta Sarvekshan 2018. It is not only managing waste successfully

but also generating revenue in the process. Since 2015, it is mandatory that each household has to give waste in segregated form—wet and dry waste. The Ambikapur model offers a green solution by adopting a *mohalla* approach driven by women self-help groups. Over 600 women have been enlisted, trained and divided into 20 self-help groups with one garbage clinic being assigned to one self-help group. A total of 225 garbage collection routes are charted and covered by 137 teams. Women workers commence garbage collection at 7 a.m. and end it at 2 p.m. The second half of the day is devoted to further treating and sorting of the waste into 17 wet categories and 20 dry categories. Trash segregation centres have been established which further segregate the trash into 156 categories, including 133 inorganic and 33 organic categories. The Ambikapur success model made people aware of the basics of municipal waste management and understand terms like dry waste, wet waste and segregation at source and has been replicated in 165 towns of Chhattisgarh.

The Swachh Bharat Mission inspired several ministries to implement sanitation schemes. The Ministry of Health and Family Welfare launched Kayakalp (Clean Hospital) Campaign on 15 May 2015 under the Swachh Bharat Abhiyan. The aim was to improve infrastructure upkeep, hygiene and sanitation, infection control practices in Central government institutions and public health facilities in all 36 states and union territories.

The Kayakalp scheme envisaged hospitals undertaking their own assessment, work on improving appearance of the facility, implement the biomedical waste rules and strengthen infection control practices.

The Kayakalp (Clean Hospital) Campaign

AIIMS' response was to launch a 'Clean and Green AIIMS' campaign. I was closely associated with the Kayakalp campaign in AIIMS for nearly three years. The AIIMS received two National Awards under the Kayakalp campaign in 2016 and 2017, and was adjudged the cleanest hospital in India in 2017. It was a phenomenally successful campaign, implemented

in India's largest public hospital with 33.41 lakh out-patients per annum, 2,362 bed-strength and 12,000 employees. The massive increase in footfalls represented a challenge for sanitation.

The key result areas of the 'Clean and Green AIIMS campaign' were identified as sanitation and hygiene, external environment, hospital upkeep, hospital support services, waste management, infection control, hygiene promotion and feedback. The implementation framework envisaged constitution of a core committee under the chairmanship of Director AIIMS, with sub-committees being constituted in each of the key result areas. A phased action plan was drawn up for implementation with monthly review meetings and feedback to the core committee. An internal assessment was made mid-way to analyse the shortfalls and strengthen implementation.

I do remember that in my first few days in AIIMS, Professor in Surgery Dr Anurag Srivastava had met me with a request to stop sanitation staff from using brooms at AIIMS as the quantum of dust generated was significant. I also remember the distinguished Florence Nightingale Awardee Assistant Nursing Supervisor Jacintha Gunyal recommending a major campaign for hand hygiene in the institute. The Kayakalp AIIMS campaign incorporated many of these suggestions.

AIIMS introduced mechanised cleaning operations in outer areas, increased manpower deployment and incorporated a quality-based cost selection in its tender processes. Mechanised cleaning was introduced through a memorandum of understanding between AIIMS and HLL Life Care Ltd. for mechanical cleaning of the outer areas. Signages were put up along with additional dustbins across all AIIMS campuses. Electronic scroll boards for health and hygiene promotion were introduced. The increased mechanisation was carefully decided based on internal consultations. A risk stratification of the AIIMS hospital areas into high risk, moderate risk and low risk areas was undertaken as per the National Guidelines for Clean Hospitals. Sanitation rounds and checklists were prepared and weekly rounds, were conducted by the Hospital Administration department. The residents in Hospital Administration

conducted inspections on a daily basis; the faculty in-charge of sanitation inspected on a twice every week basis and the Medical Superintendent inspected on a weekly basis. Sanitisation and scheduling of checklist-based administrative rounds by residents and faculty of Department of Hospital Administration were introduced.

AIIMS introduced washroom checklists for sanitation staff in all private wards. Washroom checklists were introduced in other areas, in a phased manner. Training programmes were conducted for sanitary supervisors on several aspects of bio-medical waste and infection. bio-medical waste and infection control protocols were established and a group of sanitary experts in the subject was set up. *Swachh Sammelans*— monthly reviews and training workshops—were conducted regularly.

AIIMS introduced a major campaign for hand hygiene. Robust infection control was already in place and an attire code was introduced. A team of infection control nurses organised monthly lectures. Resident doctors were trained in high risk area infection control practices and lectures were conducted as part of their induction programme. Independent training modules were formulated for Group C staff and outsourced staff. Presentations on Kayakalp in Hindi were prepared for a wider audience, and survey forms for feedback from out-patients were introduced.

The 'Clean and Green AIIMS' campaign indicated how a dedicated team of officials can achieve success while working under intense pressure in high-visibility institutions. The institutional success story reinforces the belief that Swachh Bharat can be achieved through introduction of mechanised cleaning practices, higher deployment of sanitation staff, improved IEC practices, high number of signages, training and creation of specialised cadres and enhanced supervision.

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3

Cooperative Federalism: Finance Commissions, NITI Aayog, GST Council

The practice of fiscal federalism in India has been commendable over a long-term perspective in view of the severe challenges posed since Independence. Greater role of states in the pursuit of decentralised development should not undermine the role the Union government has to play in macroeconomic stability…

—**Y.V. Reddy,** Chairman, 14th Finance Commission

My years with Fiscal Federalism

IN 1995, the centrally sponsored scheme (CSS) 'National Watershed Development Project in Rainfed Areas' in Rajasthan was implemented on a 75:25 basis. Despite submission of timely utilisation certificates, the releases from the Union to the state were often delayed. In 2008, I implemented another flagship CSS 'National Rural Health Mission', which was also implemented on 75:25 basis. The scheme was innovatively designed with central resources being transferred to the State Health Society outside the Consolidated Fund of the state. This CSS had strong conceptual design and innovative financing. Yet there existed anxious wait periods for central releases, despite an annual resource allocation. There were also instances of smaller resource allocations or considerable delays in the actual releases.

In 1996, I was co-opted into the Chief Minister's Office in Rajasthan for a conclave of Opposition Chief Ministers seeking greater devolutions of central resources from the divisible pool. The Rajasthan Chief Minister

voiced concern about the need for higher central transfers in a federal set-up to empower the states.

In 1999, as Deputy Secretary Finance (Expenditure and Taxation) in Rajasthan, I was coordinating with several state governments on the tax rates as the Nation transitioned from Sales Tax to the Value Added Tax mechanism. On the expenditure side, I held several Budget Finalisation Committee meetings for Non-Plan and Plan Expenditures. The thrust was always 'let's cut non-plan expenditures to the bone, while allowing the plan expenditures to surge'. This was largely due to the preponderance of centrally sponsored schemes which enabled access to larger resource pool of the Union government.

In 2002-04, most states faced high cost debts and were in urgent need for debt swap schemes. The thrust of the discussions then among state Finance Ministers was to instil a sense of fiscal responsibility in state governments. The Union government introduced a debt swap scheme for states in 2002-03, which was aimed at reducing high cost debts of states.

In formulating the Rajasthan State Plan for the year 2007-08 and the state Budget for 2008-09, I had noticed that there were considerable rigidities in allocation of State Plan resources as there were significant resource commitments for a large number of centrally sponsored schemes. In the 11th Five Year Plan, centrally sponsored schemes were crowding out State Plan resources, often limiting resource allocations to infrastructure sector. This was what increasingly led to the clamour for restructuring of centrally sponsored schemes with greater flexibility.

Fiscal federalism is functional democracy at its best, with the system adopting a bipartisan approach for common good. In most of the initiatives of the Ministry of Finance, the States cooperated with the Union government. But there were several moments during the discussions in the run-up to the adoption of VAT and debt-swap schemes among others when there were sharp exchanges between the states and the Union government on the roadmap adopted.

14th Finance Commission

The Constitutional framework says India is a Union of States. The Constitution recognises that the division of resources and functions between the Union and the states is such that there would be an imbalance between them. The Finance Commission corrects this imbalance periodically. India's inter-governmental fiscal relations have been construed on the principles of adequacy, inter-state equity, autonomy and fiscal discipline.

It has to be recognised that 2015 represented a new era in India's fiscal federalism. The Finance Commission had recommended the highest ever devolutions to the states and the Planning Commission was replaced by the NITI Aayog. Fiscal federalism was taken to the next level with the constitution of the Goods and Services Tax Council.

Post-1991 reforms, India lived in a period of rules—based fiscal control and the Finance Commission was instrumental in promoting observance of the fiscal rules amongst states. That said, a scenario of shrinking fiscal space had emerged with a proliferation of centrally sponsored schemes and inter-governmental transfers outside the Finance Commission purview. In the constitutional context, fiscal federalism mandated that the borrowing programme of state governments had to be approved by the Union; there was a prohibition on external borrowings by a state and constitutional provisions mandated further transfers by states to the Panchayati Raj institutions.

Constitutional Provisions

The Articles of the Indian Constitution relevant to Finance Commission are the following:

1. Article 268. Duties levied by the Union but collected and appropriated by the states
2. Article 269. Taxes levied and collected by the Union but assigned to states
3. Article 270. Taxes levied and distributed between the Union and the states

4. Article 271. Surcharge on certain duties and taxes for purposes of the Union
5. Article 275. Grants from the Union to certain states
6. Article 279. Calculation of 'Net Proceeds'
7. Article 280. Finance Commission
8. Article 281. Recommendations of the Finance Commission

Article 243, Article 243 A to Article 243 O deal with Panchayats while Article 243 P to Article 243 Z and Article 243 ZA to Article 243 ZG deal with Municipalities.

M. Govinda Rao, Member of the 14th Finance Commission says that

'Notwithstanding the weaknesses, it must be noted that the system of inter-governmental fiscal arrangements in India has served well for over 50 years. It has achieved significant equalisation over the years, instituted a workable system of resolving the outstanding issues between the Centre and the states and amongst the states, and adjusted to the changing requirements. It has thus contributed to achieving a degree of cohesiveness in a large and diverse country.'

The Terms of Reference (ToR) of the 14th Finance Commission were (a) proceeds of taxes to be divided between the Union and the states, usually referred to as vertical balances, (b) the allocation of distribution of taxes among states, usually referred to as the horizontal balance, (c) the principles which should govern the grant-in-aid to the states by the Finance Commission, which are over and above the devolution of taxes as per the formula; and (d) measures to augment the consolidated fund of a state to supplement the transfer of resources to Panchayats and Municipalities, based on recommendations of the respective State Finance Commissions, usually referred to as Finance Commission Grants to local bodies.

The salient features of the approach adopted by the 14th Finance Commission was that they adhered to the letter and the spirit of the Constitution (balancing the Union and State's revenue powers with expenditure responsibilities listed in the Seventh Schedule of the Constitution), appreciated the problems raised by stakeholders, and

attempted to address the troubling contemporary issues relevant to the ToR.

Chairman of the 14th Finance Commission, Y.V. Reddy says he was emboldened to look at the possibility of dispensing with the distinction between plan and non-plan revenue expenditure based on a recommendation received from C. Rangarajan in his capacity as Chairman of the High Level Committee on Efficient Management of Government Expenditures, but not acted upon by the government. The 14th Finance Commission made such a distinction redundant and irrelevant.

The 14th Finance Commission assessed state finances as (a) For states with above average tax-gross state domestic product (GSDP) ratio the assumed tax buoyancy was 1.05 implying a moderate increase and (b) for other states a higher buoyancy of 1.5 was assumed. The 14th Finance Commission assumed an increase in aggregate tax-GSDP ratio from 8.26 of GSDP to 9 per cent in the terminal year. On the expenditure side, the 14th Finance Commission included the expenditure incurred on the centrally sponsored schemes in revenue expenditure. The expenditure was projected as 11.12 per cent of GDP against 13.57 per cent projected by the states.

The 14th Finance Commission did not adopt a fiscal performance criterion on the grounds that rules-based fiscal regime under the Fiscal Responsibility Act was already in place and it was not necessary to introduce separate fiscal discipline indicator in the devolution formula.

The 14th Finance Commission adopted the 2011 population as an indicator for formulating the horizontal balances. Further with regard to devolution to local governments and for disaster management activities, not too many changes in policy framework were prescribed from the earlier Finance Commissions. The devolutions to local governments would be in accordance with the recommendations of the State Finance Commissions.

In regard to 'Grant in Aid' devolutions, the 14th Finance Commission argued that 'apart from the merits and demerits of CSS, the increase in their number as well as of Plan grants to states reveals the excess fiscal

space available to the Union government.' The 14th Finance Commission recommended, 'We consider health, education, drinking water and sanitation as public services of national importance, having significant inter-state externalities. However in our view, the grants to these sectors should be carefully designed and implemented and an effective monitoring mechanism put in place with the involvement of the Union government, state governments and domain expertise. Therefore, we have desisted from recommending specific purpose grants and have suggested that a separate institutional arrangement be introduced for this purpose.'

As regards to Goods and Services Tax (GST), the 14th Finance Commission did not indicate any fiscal incentives to the states to adopt such a tax. That said, the 14th Finance Commission recommended that outstanding issues of GST may be resolved by determination of (a) period of GST compensation, (b) legal status of the compensation fund and (c) universal application of the GST regime.

The 14th Finance Commission recommended a three per cent fiscal deficit for the Union and states. As pointed out by Joint Secretary 13th Finance Commission, V. Bhaskar, the argument that the Fiscal Responsibility and Budget Management (FRBM) law will compel states to constrain their revenue deficits is not collaborated by actual behaviour. The states and even the Centre have transgressed the provisions of FRBM by using the escape clauses in the FRBM Act. Worryingly, larger states like Andhra Pradesh and Tamil Nadu have in recent years reported revenue deficits. The escape clause in the FRBM Act states that 'due ground or grounds of national security or national calamity or such other exceptional grounds as the Central government may specify' the set targets for revenue and fiscal deficit can be exceeded.

The fiscal target date for elimination of revenue deficit set under the FRBM Rules 2013 was 31 March 2015. The government revised the FRBM target of 31 March 2015 to 31 March 2018. In May 2016, the FRBM Review Committee headed by N.K. Singh was constituted and it submitted its report in January 2017. The Committee recommended that the first target date by which revenue deficit has to be reduced to two per cent

and fiscal deficit to three per cent of GDP would be revised from 2017 to 2018.

Further the 14th Finance Commission recommended that 'Pricing of Public Utilities' can be improved by establishing independent regulators where they do not exist and empowering them adequately.

The most far-reaching recommendation of the 14th Finance Commission was the increase in tax devolution from 32 per cent to 42 per cent, thereby enhancing the share of unconditional transfers to the states. Y. Venugopal Reddy says that

> 'There has been a compositional shift in transfers of grants from the Union to the states in favour of tax devolution, thus enhancing the share of unconditional transfers to the latter. The balance in fiscal space thus remains broadly the same in quantitative terms, but tilts in favour of states in qualitative terms through compositional shift in favour of devolution and hence fiscal autonomy.'

Impact on State Governments

The 12th and 13th Finance Commissions had recommended an increase in the states' share in the divisible pool of central taxes by 1.5 per cent and 1 per cent, respectively. The 14th Finance Commission hiked the states' share by 10 percentage points from a level of 32 per cent to 42 per cent by an increase in untied devolution grants and a corresponding reduction in the tied grants of central assistance to states. This has resulted in a significant increase in resource devolutions to state governments. Thus, West Bengal will receive Rs 2,85,200 crore during 2015-20 period which is three times the amount it received from 2010-15.

The NITI Aayog examined the social sector expenditure of states pre and post 14th Finance Commission and observed that barring Sikkim, Tripura and Uttarakhand, all other states were better off in terms of financial allocations in Financial Year 2014-15. The total central transfers to states in the Financial Years 2014-15 and 2015-16 increased by 21.19 per cent. The social sector expenditures in the states increased by 1.73 per cent and the expenditure on health and education as percentage of GSDP witnessed marginal positive increases.

In October 2015, the NITI Aayog received the report of the Sub-Group of Chief Ministers on Rationalisation of centrally sponsored schemes which recommended that the focus of CSS henceforth should be on the schemes that comprise the National Development Agenda where the Centre and the states will work together in the spirit of Team India. Accordingly, the CSS was proposed to be divided into Core and Optional Schemes. Amongst the Core Schemes, those for social protection and social inclusion should form the 'Core of the Core' and be the first charge on available funds for the National Development Agenda. The Centre's financial sharing pattern for Core Schemes was changed to 60:40 basis for 'other states' and for Optional Schemes to 50:50. The Sub-Group further said that 25 per cent allocation in a Scheme should be flexi-fund to be sent in accordance with Finance Ministry guidelines, and the releases of funds should be simplified, based on yearly authorisation while an actual release of cash would be on quarterly basis.

The 15th Finance Commission

The composition of the 15th Finance Commission notified by the government on 27 November 2017, comprises of N.K. Singh as Chairman with Shaktikanta Das and Anoop Singh as full-time members and Ashok Lahiri and Ramesh Chand as part-time members with Arvind Mehta as Secretary to the Commission.

Paras 4 and 5 of the Presidential Order dated 27 November 2017 are reproduced as below:

  (4) The Commission shall make recommendations as to the following matters, namely:

    (i) The distribution between the Union and the states of the net proceeds of taxes which are to be, or may be, divided between them under Chapter I, Part XII of the Constitution and the allocation between the states of respective shares of such proceeds;

    (ii) The principles which should govern the grants-in-aid of the revenues of the states out of the Consolidated Fund of India and sums to be paid to the states by way of grants-in-aid of

their revenues under Article 275 of the Constitution for purposes other than those specified in the provisos to clause (1) of that article; and

(iii) The measures needed to augment the Consolidated Fund of a state to supplement resources of the Panchayats and Municipalities in the state on the basis of the recommendations made by the Finance Commission of the state.

(5) The Commission shall review the current status of the finance, deficit, debt levels, cash balances and fiscal discipline efforts of the Union and the states and recommend a fiscal consolidation roadmap for sound fiscal management, taking into account the responsibility of the Central government and state governments to adhere to appropriate levels of general and consolidated government debt and deficit levels, while fostering higher inclusive growth in the country, guided by the principles of equity, efficiency and transparency. The Commission may also examine whether revenue deficit grants be provided at all.

The gazette notification further states that the Commission shall have regard to (iv) the impact on the fiscal situation of the Union government of substantially enhanced tax devolution to states following the recommendations of the 14th Finance Commission, coupled with the continuing imperative of the national development programme including New India 2022 and (v) the impact of the GST, including payment of compensation for possible loss of revenues for five years and abolition of a number of cesses, earmarking thereof for compensation and other structural reforms programme, on the finances of Centre and states.

The Commission has also been asked to consider proposing measurable performance based incentives for states for expansion and deepening tax net under GST; progress made in population growth; achievements in flagship programmes; progress made in increasing capital expenditure, eliminating power sector losses and improving quality of expenditure; progress made in promoting ease of doing business; provision of grants to local bodies for basic services; progress in sanitation; and control in incurring expenditure on populist schemes.

The Commission shall use the population data of 2011 while making its recommendations.

Commenting on the ToR of the 15th Finance Commission, M. Govinda Rao, Member, 14th Finance Commission said:

> To suggest that the 15th Finance Commission should review the impact of the "overly generous" devolution by the 14th Finance Commission and take into account the impending commitments arising from New India 2022 is to nudge the 15th Finance Commission to reduce the devolutions to states to meet the requirements of the central schemes.'

V. Bhaskar says that the ToR of the 15th Finance Commission are significantly different from those of the earlier Finance Commissions. Some of these changes appear to be within the Constitution and some appear to be extraneous, giving the appearance that the Finance Commission is being urged to asymmetrically treat a group of states. The ToR that 'the Commission may also examine whether revenue deficit grants be provided at all' has been seen as an unwarranted invitation to discontinue the provision of revenue deficit grants. The second deviation is the base year for assessment of resources required for the period of the Commission's report. The ToR of the 15th Finance Commission requires it to use the revenues likely to be reached by 2024-25, the terminal year of its recommendations as the basis for the projections for the five-year period starting 2020-21 and 2024-25. The ToR that the 15th Finance Commission consider the conditions that the Union government may impose on the states while giving its consent for borrowing appears to be driven by the necessity to enforce fiscal rules on the states. Some of the state governments have raised concerns on the 2011 population criterion for computations.

In the backdrop of the concerns on the ToR, the Finance Commission has constituted an Advisory Committee to the 15th Finance Commission to advise the Commission on any issue or subject related to the ToR of the Commission, which may be of relevance. The Advisory Committee has been mandated to seek the best national and international practices on matters pertaining to fiscal devolution and to improve the reach of

the recommendations of the 15th Finance Commission. The Finance Minister has clarified that there is no inherent bias in the mandate or the ToR of the 15th Finance Commission, which recognises the efforts and progress made by the states which have done well in population control.

NITI Aayog

The NITI Aayog, established in 2015, is one of Indian democracy's youngest institutions. It has been entrusted with the mandate of re-imagining the development agenda by dismantling old-style central planning. As the Indian economy rapidly integrated with the global economy contradictions arose between central planning and increasing private capital flows. The NITI Aayog was mandated to foster cooperative federalism, evolve a national consensus on developmental goals, redefine the reforms agenda, act as a platform for resolution of cross-sectoral issues between the Centre and the state governments, capacity building and to act as a Knowledge and Innovation Hub. It represented a huge mandate for a nascent organisation.

The NITI Aayog's precursor, the Planning Commission was established in March 1950 by a Government of India resolution with the Prime Minister as Chairperson. The initial mandate was to establish heavy industries through public investment as a means for achieving rapid industrialisation. The functions assigned to the Planning Commission were to assess and allocate plan resources, formulate plans and programmes for area development, determine implementation methodology, identify resource constraints and appraise and adjust implementation.

The Planning Commission from 1950 to 2014 formulated 12 Five Year plans. The First and Second Plans aimed at raising public resources for investments in public sector, the Third Plan focused on increased emphasis on exports and the Fourth Plan, formulated at a difficult period of balance of payments crisis, focused on agricultural development. The Fifth Plan provided enhanced allocations for social sector spending. The Sixth and Seventh Plans were infrastructure plans focusing on raising

plan resources for infrastructure spending. The Eighth Plan, formulated in the midst of economic reforms, achieved 6.7 per cent growth. The Ninth Plan period witnessed a sharp decline in economic growth to 2.4 per cent. The 10th and 11th Plans, implemented in the 2004-2014, period witnessed high economic growth trajectory.

An internal evaluation in the government revealed that the Planning Commission was witnessing policy fatigue, thereby necessitating structural changes in the central planning process. The assessment identified the collapse of public investment in the face of rising subsidies, huge demands on public resources from the Right to Education Act, the National Rural Employment Guarantee Act and a poorly targeted Public Distribution System. Further, rigid labour laws were impeding progress, and there were difficulties in releasing land for public housing and other public projects. A new institutional framework was the need of the hour.

Prime Minister Modi announced the closure of the Planning Commission from the ramparts of Red Fort on 15 August 2014. The Prime Minister said, 'Through the NITI Aayog, India will move away from the one-size-fits-all approach and forge a better match between schemes and needs of states'. There were no tears shed on the abolition of the Planning Commission, as its functioning did not have any relevance for India's twenty-first century market economy. It did very little to plan and implement public sector investments and its role in public–private partnerships was restrictive. The proliferation of centrally sponsored schemes contributed to severe distortions in public spending.

An over-arching theme of the NITI Aayog was the change in focus from central planning to cooperative federalism. The Prime Minister said, 'Let us forge a model of cooperative, competitive federalism; chart a common course to progress and prosperity.' The Governing Council of NITI Aayog met very often, three Sub-Groups of Chief Ministers worked on CSSs, skill development and Swachh Bharat. Based on their recommendations, the new CSS sharing system was notified and a transparent formula-based allocation of resources was reached. The Swachh Bharat cess was levied on all services.

Rationalising the Centrally Sponsored Schemes (CSSs)

In 2014-15, India had 66 CSSs including 17 large centrally sponsored schemes which were called the 'Flagship Schemes'. The rationalisation provided flexibility to the states to implement the scheme. The Sub-Group of Chief Ministers for Rationalisation of CSS was constituted in February 2015. The Sub-Group held extensive consultations with all stakeholders and said the VISION 2022 for Cooperative Federalism must contain the following: (a) providing basic amenities to all citizens in an equitable and just manner for ensuring a life with self-respect and dignity and (b) providing appropriate opportunities to every citizen to realise his/her potential. The Sub-Group felt that since a significant amount of Plan transfers to states are routed through CSS and since most CSS interventions are in social sectors, they need to be designed to be effective and outcome-oriented. They need to be adequately financed and implemented with adequate flexibility.

The rationalisation of CSS brought forth significant changes in their implementation. The CSS was divided into Core and Optional Schemes. The Schemes were redesigned on the basis of the National Development Agenda, simplifying the mechanism for releases to states and introducing flexibility into implementation of schemes. The Core schemes composed of MGNREGA and Schemes for Social Inclusion, Drinking Water and Swachh Bharat Mission, Rural Connectivity including Electrification, Access Roads and Communications; Agriculture including Animal Husbandry, Fisheries and Irrigation; Education including Mid-Day Meals; Health, Nutrition, Women and Children; Housing for All, Urban Transformation and Law and Order and Justice Delivery System as they constituted important elements of the National Development Agenda. The sharing pattern for core schemes was to be 60:40 and 50:50 between the Centre and states for optional schemes. For NE and three Himalayan states, the sharing pattern was to be 90:10 and 80:20, respectively, for Core and Optional Schemes. Flexibility in CSS was introduced with 25 per cent allocation in a scheme to be flexi-fund, to be spent in accordance with the scheme guidelines. The releases were to be made on a quarterly

basis. NITI Aayog was given concurrent jurisdiction in monitoring CSS in the states and Central Ministries along with Third Party evaluation.

The 3-Year Action Plan Agenda

In April 2017, the NITI Aayog Governing Council approved the 3-Year Action Plan agenda aimed at shifting the composition of expenditure by allocating a larger proportion of additional resources to high priority sectors, namely education, health, agriculture, rural development, defence, railways and roads. The proportion of non-developmental revenue expenditure was projected to decline significantly while the share of capital expenditure to promote development was to increase significantly. An agricultural transformation has been envisaged with the objective of doubling farmer's income by 2022. This is to be achieved through a model land leasing law, reform of agriculture-produce marketing committees, a legal framework for contract farming and policies to overcome distortions caused by the MSP scheme.

The 3-Year Action Plan Agenda identifies severe under-employment as a challenge, with the work of one worker being performed by 2-3 workers. The work-force is employed but in low-productivity and low-wage jobs. The Action Plan identifies the need for creation of high-productivity, high-wage jobs as an imperative need. For India to transform rapidly, the 'Make in India' campaign needs to succeed by manufacturing for global exports. The Action Plan envisages regional development through rural and urban development. The key challenges for urbanisation have been identified as affordable housing, infrastructure development, public transport, promotion of Swachh Bharat, reform of urban land markets and waste management. The key challenges for the rural areas have been identified as creating jobs to shift agriculture workers to non-agriculture sectors, skill development, improving education and health sectors, infrastructure, local governance, drinking water and sanitation and financial inclusion. The government's Social Sector policy is best defined by *Sabka Saath, Sabka Vikas* which implies that development should include every citizen with emphasis on Social Inclusion.

Digital connectivity has been identified as an important driver of economic growth. The Digital India campaign is an important component of the government's efforts to increase digital connectivity. The digital penetration to India's villages has been a significant achievement of the government. Jan Dhan–Aadhaar–Mobile (JAM) applications have brought about a digital transformation to rural India. This coupled with Business Correspondents/e-Mitras/Digital Merchants have transformed rural India significantly. Currently, progress of India's villages is monitored by the number of micro-ATM transactions, which have overshadowed the perennial issues of *bijli-paani-sadak*, which have largely been fulfilled with the massive proliferation of infrastructure investments. Good governance is an important element of the march to New India. Zero tolerance to corruption, improvements in the regulatory environment, and use of ICT for improving justice delivery systems are some important features of the government's good governance strategy.

The major schemes implemented by the NITI Aayog are the Aspirational Districts Programme and the Atal Innovation Mission. The Aspirational Districts Programme seeks to monitor real-time progress of aspirational districts with greater collaboration, convergence and competition focusing on a series of implementation measures. To promote skill development initiatives, the involvement of states in the Pradhan Mantri Kaushal Vikas Yojana was ensured. The Atal Innovation Mission was launched to encourage an innovative mindset among the youth.

It can be said that the NITI Aayog has initiated a huge amount of work for a nascent institution. In the coming years, the Nation can look forward to the institution imparting a new dynamism to India's developmental process.

The Goods and Services Tax Council

The Goods and Services Tax (GST) was introduced on 1 July 2017 following the passage of the 101st Constitution Amendment Act 2016. The GST represents a very significant step in the field of indirect tax reforms in India, amalgamating a large number of central and state taxes

into a single tax, with the objective of mitigating cascading or double taxation in a major way and pave the way for a common national market. Under the Constitution, the Centre has power to levy tax on manufacture of goods while the states have the power to levy tax on sale of goods. In the case of inter-state sales, the Centre has power to levy a tax (the Central Sales Tax) but the tax is collected and retained entirely by the states. The Centre alone is empowered to levy service tax. The Centre also levies and collects taxes on import and export of goods as additional duties of customs (commonly known as CVD and SAD) in addition to basic customs duty. The GST is based on the principle of destination-based consumption taxation as against the principle of origin-based taxation.

The GST brought the entire indirect taxation under one market. It also ensured uniformity of taxation across India and convenience of compliance. The GST is implemented via the Goods and Services Tax Network (GSTN) which enables tracking of all monetary transactions of the tax payer. Further, the digitalisation of the entire GST system has ensured transparency in the system.

The Constitution Act of 2016 envisages establishment of Goods and Services Tax Council (GSTC) comprising the Union Finance Minister, the Minister of State (Revenue) and the State Finance Ministers to recommend on the GST rate, exemption thresholds, taxes to be subsumed and other features. This mechanism seeks to ensure some degree of harmonisation on different aspects of GST between the Centre and the states as well as across states. One half of the total number of members of the GSTC would form the quorum in meetings of GSTC. The decisions in GSTC would be taken by a majority of not less than three-fourths of weighted votes cast. The Centre and a minimum of 20 states would be required for majority because the Centre would have one-third weightage of the total votes cast and all the states together would have two-third weightage of the total votes cast.

The GST Council has taken a number of important decisions in the past two years when it met 28 times, the last meeting on 26 July 2018. It finalised a five-tier tax structure, namely zero per cent, 5 per cent, 12

per cent, 18 per cent and 28 per cent. The tax rates for different goods and services have been finalised and notified. A cess over the peak rate of 28 per cent on certain luxury and demerit goods has been imposed to compensate states for any revenue loss on account of implementation of GST. The GSTC also recommended enactment of five laws: the Central GST law, the Union Territories GST law, the Integrated GST law (to be levied on inter-state supply of Goods and Services), the State GST law and the GST compensation law. The CGST, SGST/UTGST and IGST would be levied at rates mutually agreed upon by the Centre and the states under the aegis of the GSTC. The GST would replace seven central taxes namely, Central Excise Duty, Additional Duties of Excise, Special Additional Duty of Customs, Service Tax and Cess and Surcharges; and nine state taxes namely State VAT, Central Sales Tax, Purchase Tax, Luxury Tax, Entry Tax, Entertainment Tax, State cesses and surcharges in relation to goods and services.

The nation celebrated the first anniversary of GST on 1 July 2018. Reflecting on the experience, Finance Minister Arun Jaitley said, 'The GST Council is India's first experience at cooperative federalism. The GST rules were passed unanimously and in all the 27 meetings, every decision has been taken by consensus and unanimity. All the rates are fixed through consensus on the recommendation of the Rates Committee. Whenever there are contrarian views in the Council, a representative Group of Ministers of the States is constituted to work out via media and we try to evolve consensus one way or the other.'

The GST collections in the first year added up to Rs 8.2 lakh crore in the financial year 2017-18 ending March 2018 with monthly collections standing at Rs 89,885 crore. There has been a steady improvement in compliance although there was a deficit of approximately 24 per cent in reference to the estimates for 2018-19. The states received 14 per cent increase over the tax base of 2015-16 with the compensation cess. It is expected that most states would cross the 14 per cent growth target once the IGST is released. The GST has expanded the tax base of less developed consuming states, and the indirect tax base. Further, there is

a seamless flow of goods and services across India with new tax being introduced without major disruptions.

The government has added the e-way bill to meet the estimate of accruing Rs10,000 crore in monthly GST collections by a crack-down on tax evaders. From 15 April 2018, e-Way Bill system for intra-state movement of goods would be implemented in Andhra Pradesh, Gujarat, Kerala, Telangana and Uttar Pradesh. The advent of technology under GST will make the taxation process a lot more seamless and transparent. With the roll-out of the e-Way Bill, it is expected that a nation-wide e-Way Bill system would be introduced in the coming months.

The GST collections in the month of June 2018 stood at Rs 95,610 crore as compared to Rs 94,016 crore in May 2018. The growth rate of GST is quite encouraging and it can be expected that once fully implemented, the GST will benefit in creation of a unified common national market for India, prevent cascading of taxes, harmonise laws, procedures and rates of tax, reduce the interface between the tax payer and tax administration and benefit a large segment of consumers with low tax rates.

I spoke to M. Govinda Rao, Professor Emeritus, National Institute of Public Finance and Policy; Member of the 14th Finance Commission and a leading expert on India's Fiscal Federalism on the impact of the 14th Finance Commission Award. The interview is as follows:

VS: What is the impact of the 14th Finance Commission Award on the state governments?

Govinda Rao: There is yet no definitive answer on the issue of the impact of 14th Finance Commission (FC) recommendations. Although the Commission's recommendation helped to increase the untied portion of the transfers, the increased matching requirements under the restructured centrally sponsored schemes (CSSs) have eroded the untied portion to some extent. The empirical studies so far are not grounded on actual data but Budget estimate and revised estimates. Nevertheless, they show that overall there has been an increase in social sector spending after the 14th FC recommendations. I am anchoring a systematic study based on

the actual numbers from 2014-15 to 2017-18 (Revised Estimates) for individual states and that shows for the states as a whole increase in allocation to social and economic services but the conclusion differs for individual states.

VS: What is the impact of the revision in norms and rationalising efforts in the centrally sponsored schemes following the 14th Finance Commission Award?

Govinda Rao: As mentioned above, there has been substantial erosion of untied portion of the transfers given by the 14th FC on account of revised norms under the CSS. There are much more serious problems with the CSS.

VS: The FRBM Act prescribed 3 per cent fiscal deficit for the Union and states, yet large states like Tamil Nadu, Andhra Pradesh and Rajasthan are reporting fiscal deficits. How do you see the impact of FRBM Act on states?

Govinda Rao: The FRBM recommendation of 3 per cent of GSDP adds up to about 2.5 per cent of GDP for the country. GSDP is in factor cost and not market prices. When the 12th Finance Commission made the recommendation, it had a liberal incentive and the passage of the Act itself resulted in reduction in central debt by 50 per cent and subsequent reduction in revenue deficits resulted in reduction in debt further. The most important problem, however, was the lack of comprehensiveness as the power sector was left out. With Ujwal DISCOM Assurance Yojana (UDAY), the state governments have to own up 75 per cent of the outstanding debt of electric utilities and that adds to a lot of interest payments. The case of Rajasthan on UDAY impact has been studied and published NIPFP. There is also a peculiar phenomenon. The Budget estimates and revised estimates report higher than 3 per cent fiscal deficits, but when the actual numbers are reported, they are contained at 3 per cent in most of the states. Please also do not forget that if they exceed, it is because the Centre allows it as they have to seek the permission of the Centre to borrow. In some cases, as the 14th FC has allowed additional borrowing space of 0.25 per cent for the states with

low interest payments to revenue ratio and debt-GSDP ratio, it could exceed. Also, when the FRBM was put in place most states borrowed less than what they were permitted, but in recent times, they are borrowing the full three per cent.

VS: How do you see the functioning of the GST Council as an instrument of Fiscal Federalism?

Govinda Rao: GST Council is an innovative institution, particularly in the absence of the general institution for intergovernmental bargaining and conflict resolution. However, GST itself must be seen as a mechanism for tax harmonisation at the cost of sub-national fiscal autonomy. However, unless the technology platform is put in place quickly, the revenue productivity may not rise as much as expected and the states will be concerned about the allocation of IGST revenue according to destination. This must be the area of priority and perhaps, raising the threshold to Rs 50 lakh may help to restore order to the platform. This will eliminate 75 per cent of the tax filers but the reduction in tax would be just 4 per cent. Focusing on these dealers would help to improve compliance. But as an institution, the GST Council is extremely important in enabling the states to cooperate to evolve the tax reform.

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4

Health Care For All*

On 1 February 2018, India launched the world's largest government-funded health care programme, the Ayushman Bharat National Health Protection Scheme, to benefit 10 crore vulnerable and under-privileged families with health coverage of Rs 5 lakh per family and establish 1.5 lakh health and wellness centres.

ARTICLE 47 of Indian Constitution, the Directive Principles of State Policy says that it shall be the duty of the state to raise the level of nutrition and the standard of living and to improve public health. Health sector policy making in India is extremely challenging and complex. The backdrop for policy formulation is low public spending and high out-of-pocket expenditures. Despite India providing free care in public hospitals for maternity, newborn and infant care, the burden of out-of-pocket expenditures remains quite high.

In 1943, the Joseph Bhor Committee report envisaged one bed for every 550 people and one doctor for every 4,600 people in every district. In 1946, the government resolved to make plans for establishing a Primary Health Centre for every 40,000 people, a Community Health Centre of 30 beds for every five Primary Health Centres and a 200-bed District Hospital in every district. On the eve of Independence, India inherited a substantial disease burden, with infant and maternal mortality, low life expectancy, inadequate number of doctors, nurses and midwives, poor health infrastructure and low budgetary allocations. During the first three decades since Independence, India's health policy focus entailed

controlling infectious diseases, family planning, creation of teaching hospitals like AIIMS to produce high quality human resource and promote infrastructure.

In 1978, India adopted the Alma-Ata Declaration for providing comprehensive primary health care to all its people. In 1983, India's first National Health Policy (NHP) was formulated with emphasis on primary health care and an integrated, vertical approach for disease control programme. The allocations for health sector became tighter during the difficult years of the 1990s. The National Health Policy (NHP) 2002 broadly reiterated the earlier policy's recommendations while advocating that the public investment be increased to 2 per cent of GDP. The NHP 2002 was followed by the launch of the National Rural Health Mission (NRHM) in 2005 designed on the principles of decentralisation and community engagement with focus on revitalizing primary care.

The National Health Mission

India's flagship health sector programme, the National Health Mission (NHM) sought to revitalise rural and urban health sectors by providing flexible finances to state governments. The National Health Mission comprises of four components namely the National Rural Health Mission, the National Urban Health Mission, Tertiary Care Programmes and Human Resources for Health and Medical Education. The National Health Mission represents India's endeavour to expand the focus of health services beyond Reproductive and Child Health, so as to address the double burden of Communicable and Non-Communicable diseases as also improve the infrastructure facilities at district and sub-district Levels.

The National Health Mission (NHM) brought together at National level the two Departments of Health and Family Welfare. The integration resulted in significant synergy in programme implementation and enhancement in Health Sector allocations for revitalizing India's rural health systems. A similar integration was witnessed at state levels too. A post of Mission Director NRHM manned by a senior IAS officer was created to administer the State Health Society. The NHM brought in

considerable innovations into the implementation of Health Sector Programmes in India. These included flexible financing, monitoring of institutions against IPHS standards, Capacity Building by induction of management specialists and simplified HR management practices. The establishment of the National Health Systems Resource Centre (NHSRC) helped design and formulate various initiatives. State Health Systems Resource Centres have also been established in some states.

Reproductive and Child Health services were the primary focus of NHM. The successful implementation of JSY and ASHA programmes had a significant impact on behavioural changes and brought pregnant women in large numbers to public health institutions. The NRHM flexi-pool resources were utilised to create adequate infrastructure at public health institutions to cope with the heavy rush of maternity cases. Ambulance services were introduced for transportation of maternity cases to public health institutions and for emergency care.

The NHM created a peoples' movement for health care. Accredited Social Health Care (ASHA) workers were deployed as transformational change agents in every village. The ASHA workers acted as mobilisers for institutional deliveries, focused on integrated management of neo-natal and childhood illness and advised on home based neo-natal care. The NHM has also empowered people through Village Health and Sanitation Committees to formulate village health plans and exercise supervisory oversight of ASHA workers. At the PHC and CHC level, Rogi Kalyan Samitis have been activated to establish systems of oversight over the public health facilities for creating a patient-friendly institution. Besides rural areas, the urban slums are now receiving attention with the launch of the National Urban Health Mission.

Government's New Schemes

The Ministry of Health and Family Welfare has added several new schemes since 2014 to enable implementation of the Health For All Vision for the Nation. Mission Indradhanush, sought to achieve full immunisation coverage of 90 per cent children by 2020. The mission has made good

progress in improving immunisation coverage by 6.7 per cent since 2014. A basket of new vaccines has been added to the Universal Immunisation Programme to increase the number of vaccines from 6 to 12. The prominent among them are the Inactivated Polio Vaccine, the Rota Virus Vaccine, the Adult Japanese Encephalitis Vaccine and the Rubella Vaccine as Measles Rubella Vaccine.

India Newborn Action Plan with focus on reduction of neonatal mortality rate has successfully established Special Newborn Care Units at district level and Newborn Stabilisation Units at sub-district/CHC level. The Mother's Absolute Affection Programme was launched in 2016 with focus on promotion of breastfeeding practices. The Rashtriya Bal Suraksha Karyakram and the Rashtriya Kishore Swasthya Karyakram represent the major screening programmes of the government for early screening and interventions in children and adolescent girls.

The government has added the Pradhan Mantri Surakshit Matritva Abhiyan for assured antenatal care. There is continued focus on the NHM activities of Mission Family Welfare, Janani Shishu Suraksha Karyakram and Janani Suraksha Karyakram (JSY) each of which aim at reducing maternal and infant mortality by promotion of institutional deliveries.

The new schemes in health sector are Swachh Swasth Sarvatra, the Pradhan Mantri National Dialysis Programme and Kayakalp. The Kayakalp initiative was launched in 2016 to inculcate the practice of hygiene, sanitation, effective waste management and infection control in public health facilities. The competition for awards introduced under Kayakalp has been well received by all the states and significant improvements in sanitation standards are being witnessed.

The National Health Policy (NHP) 2017

The primary aim of the NHP is to strengthen and prioritise the role of the government in shaping health systems, make additional investments in health, healthcare services, prevention of diseases and promotion of good health. The NHP seeks to raise the health sector spending to 2.5 per cent of GDP, create patient-centric institutions, empower the patients

and lay down standards for quality of treatment. It also seeks to strengthen health infrastructure to two beds/1000 population and provide free drugs, free diagnostics and essential health care in all public hospitals. The NHP's key goals are to improve the life expectancy at birth from 67.5 years to 70 years by 2025 and reduce the infant mortality to 28 by 2018. The other goals are elimination of leprosy, kala azar and filariasis by 2017-18. From a baseline of 560 in 1990, the nation has achieved an MMR of 167 in 2011. From a baseline of 126 in 1990, the nation has achieved an U5MR of 39 in 2014. The challenges remain in the six large states of Bihar, Uttar Pradesh, Rajasthan, Madhya Pradesh, Jharkhand and Chhattisgarh which account for 42 per cent of the national population and 56 per cent of annual population increase.

The government has initiated policy interventions for implementing the NHP. Union Budget 2017 for health shows appreciable increases over the years. India has a vast organisation for public health care delivery and primary care services. The NHP lists infrastructure and human resource development in Primary and Secondary Care Hospitals as a key priority area. The government has sought to upgrade 1.5 lakh health sub-centres to health wellness centres and introduce a nationwide scheme for pregnant women under which Rs 6,000 for each case will be transferred.

The NHP seeks to reform medical education. The government has initiated major steps in this direction. The AIIMS is a national and global brand, built on more than six decades of evolution and performance. It is the benchmark for other centres of excellence in health care and academics, and a fountainhead of best practices in education, research and clinical standards. The unique status of AIIMSs has been reinforced by significant infusion of financial resources for major expansion. The focus on medical education should enable India to address the iniquitous utilisation of modern health services. The government has placed a lot of emphasis on creation of several AIIMS-like institutions across India.

The NHP places a lot of emphasis on human resource as a vital component of India's health care. As many as 5,000 postgraduate seats

per annum have been created to ensure adequate availability of specialist doctors to strengthen secondary and tertiary levels of health care. The increased availability of PG seats along with a centralised entrance exam represent major steps in reforming medical education in the country. The expansion of postgraduate medical education is a priority as the shortage of PG medical seats in the country affects not only the availability of specialist doctors but also the ease of getting faculty for medical colleges. The introduction of a uniform entrance examination at undergraduate and postgraduate level has brought transparency to medical education. The Medical Council of India Amendment Act, 2016 introduced a common merit-based entrance examination at the national level. Government has notified the increase in postgraduate seats in 435 medical colleges with the objective of increasing the number of specialist doctors in India.

The NHP has placed a lot of emphasis on Digital initiatives. The online registration system has been introduced in 71 hospitals of India as part of the Digital India initiative. Digitisation of public hospitals had enabled a reduction of patient wait times and freed clinician times. A patient-centric feedback system called *Mera Aspataal* has been introduced. The data sets of *Mera Aspataal* have flagged the important areas for patient dissatisfaction.

Ayushman Bharat

One of the biggest health sector challenges is high out-of-pocket expenses for health and medical costs. It has been estimated that 62.5 per cent of India's population has to pay for its own health care. The Government of India is committed to ensuring that its population has universal access to good quality health care services without anyone having to face financial hardship under the Ayushman Bharat—National Health Protection Mission (AB-NHPM) to reduce the health care costs of poor and vulnerable groups. The AB-NHPM is a concerted effort to accelerate India's progress towards achievement of Universal Health Coverage.

The AB-NHPM provides an annual benefit cover of Rs 5 lakh per family to cover 10 crore poor, deprived rural families. The eligible

beneficiary has to be listed in the SECC database or the existing RSBY database. The AB-NHPM will be implemented on a 60:40 basis between the Centre and the states. A National Health Agency has been mandated to implement the Mission with State Health Agencies being established in every state. The scheme guidelines outline the pattern of fund transfers and release of premium for all states and Union territories.

The National Health Agency is mandated to provide the overall vision and stewardship for design, roll-out, implementation and management of AB-NHPM in alliance with state governments. The NHA will lead the development of strategic linkages with civil society, financial and insurance agencies, academia, think-tanks, national and international organisations and other stakeholders.

The NITI Aayog view on Affordable Health Care

Prof Vinod Kumar Paul joined as Member NITI Aayog in mid-2017. We had worked together during my tenure in AIIMS wherein he had served as Head of Department Paediatrics. Prof Paul brought significant focus to Affordable Health Care programmes in NITI Aayog and contributed significantly to the formulation to two important programmes in this regard—Ayushman Bharat and Poshan Abhiyaan—the National Mission on Nutrition.

I met Prof Paul to understand the thrust areas of Ayushman Bharat for writing this chapter. My discussions with him are as follows:

VS: What are the major thrust areas of the Affordable Health Care Policies of the government?

Prof Paul: The major thrust areas of the government are primary health care and universal health coverage. The Rashtriya Swasthya Bima Yojana (RSBY) had a cover of Rs 30,000. A proposal on National Health Protection Scheme (NHPS) as a successor to RSBY with a cover of Rs 1 lakh was under discussion when I came on the same. The NITI Aayog enabled crafting of an improved version of NHPS with a more aspirational health coverage of Rs 5 lakh per family per annum for hospitalisations for secondary and tertiary care. In doing so, the NITI Aayog considered

variable models of Affordable Health care available in India and in other major countries. We examined the issue of whether people pay contribution or not for hospitalisation needs. After extensive consultation, a view was reached that the hospitalisation needs would be fully sponsored by the government in case of all people notified in the SECC list based on deprivation criteria. The scheme would run in alliance with the state governments on a 60:40 basis of financing and 90:10 for Hill States. This scheme helps in meeting the National Health Policy's announcement of 'universal health coverage' policy. A dove-tailing with state schemes has also been permitted given the plethora of schemes being implemented successfully in various states. I am delighted that all states and Union territories except three states (Delhi, Telangana and Odisha) have come forward to work with the Union government in implementing the scheme which has now been aptly titled 'Ayushman Bharat-Pradhan Mantri Jan Arogya Yojana' (AB-PMJAY).

The second component of Ayushman Bharat is to deliver comprehensive primary health care through a network of 1.5 lakh health and wellness centres nationwide by 2022.

The other big strategy the government has launched is POSHAN Abhiyaan or the National Nutrition Mission. It envisages using smartphones for monitoring child growth and programme processes, and for counselling. I felt it was critical to consider the first 1,000 days of a child as the focus of the Mission. This encompasses nine months of pregnancy plus two years of life. There is also a need for enhanced focus on achieving universal vaccination coverage. The National Nutrition Mission seeks an extension of the government's existing Home-based Neonatal Care (HBNC) to a new concept Home-based Care for Young Child (HBYC)—together ensuring periodic family contacts by ASHA workers up to 15 months of age for health, nutrition and child development evaluation and counselling. We tried to create a people's movement for national nutrition issues. I am happy to note that 25 crore people were touched in the various nutrition activities in the national nutrition month in September 2018.

VS: What are the institutional implementation structures for the PMJAY?

Prof Paul: *The government has established a National Health Agency and there are State Health Agencies who would be implementing the PMJAY. The states could be working two models of PMJAY—the trust model and the insurance model. However, the preferred choice hitherto has been the trust model with most states. It will take about 2-3 years for the PMJAY implementation processes to be fully established.*

VS: How was convergence achieved across the many departments in the government?

Prof Paul: *The NITI Aayog coordinated a number of meetings with various stakeholder departments, on both the POSHAN Abhiyaan and Ayushman Bharat. At the national level, convergence was achieved between the MOHFW, the Ministry of Women and Child Development and the Ministries of Rural Development, Human Resource Development and Information and Broadcasting, among others.*

A Success Story – Daughters are Precious Campaign

In 2008, I was appointed as the Secretary Family Welfare and Mission Director NRHM, Rajasthan. One of the first conferences I had attended was the National Conference on Saving the Girl Child. The Prime Minister exhorted the nation to protect the girl child with rigorous implementation of the provisions of the Pre-Conception and Pre-Natal Diagnostic Techniques Act (PCPNDT) Act, 1994. I sought the services of police officer Hardayal Singh on deputation to the National Rural Health Mission, Rajasthan for an effective crackdown on the illegal sonography machines conducting sex determination tests prohibited under the PCPNDT Act. The number of cases for criminal prosecution increased significantly due to the diligent efforts of deployment of a policeman in the State Health Society.

The 'Daughters are Precious' campaign was launched in Rajasthan in 2016 by the State Health Mission to address the low girl child sex ratio through a comprehensive mobilisation campaign. About 14 lakh people were sensitised through interactive sessions, street plays,

marathons, car rallies, music concerts, fashion shows and social media campaigns. Awareness campaigns were conducted in schools, colleges, polytechnics and nursing institutions. Further, the citizens could file complaints against sex determination on toll-free numbers 104 and 108. A decoy scheme was launched with informers providing information relating to sex determination tests carried out with heavy rewards for informers and pregnant women. The decoy scheme generated a lot of response. Further, active trackers were installed in all sonography machines to curb sex determination tests. A police station called 'PCPNDT Bureau of Investigation' was established in the state. SMS messages were sent to pregnant women visiting sonography centres for creating awareness about the 'Daughters are Precious' campaign.

These initiatives contributed to improvements in the sex ratio at birth in Rajasthan. The state health department has reported that sex ratio at birth for the year 2017-18 had increased to 950.

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5

Education and Rural Development

IT has been many years since India formulated the National Policy on Education 1986. The National Policy on Education initiated a range of programmes for achieving the goal of universalisation of elementary education. The efforts included Operation Blackboard, Shiksha Karmi Project, Lok Jumbish Project, District Primary Education Programme and Sarva Shiksha Abhiyan—the flagship centrally sponsored scheme implemented in partnership with state governments. The Sarva Shiksha Abhiyan was further strengthened by the launch of the Right to Free and Compulsory Education Act, 2009. The National Policy on Education also focused on the restructuring and reorganisation of teachers' education. The Mid-Day Meal Scheme was launched as a centrally sponsored scheme in 1995. The scheme was further amended to cooked Mid-Day Meal Scheme in 2001. The nutrition norm of 450 calories and 12 grams of protein has been prescribed.

The Right to Education enacted in 2009 has been enunciated in Article 21A of the Constitution. Article 21A says that the State shall provide free and compulsory education to all children of the age of six to 14 years in such manner as the State may by law determine. A rights-based framework places a legal obligation on the Central and state governments to implement this fundamental right. Where a child above six years of age has not been admitted in any school, then he or she shall be admitted in a class appropriate to his or her age. The Act of 2009 provides for specified deployment of teachers by ensuring the specified student-teacher ratio for each school. The Act prohibits teachers from being deployed for non-educational work other than census, elections and disaster relief. There exist provisions for appropriately trained teachers, prohibition on any form of physical and mental punishment and development of

curriculum in accordance with the Constitution. The objective is all round development of the child, building on the child's knowledge, potentiality and talent and making the child free from fear, trauma and anxiety through a system of child-friendly and child-centered learning.

The Government of India backed the Right to Education with a flagship programme aimed at all-round development of school children called Samagra Shiksha. The Single Scheme for School Education treats school education as a continuum from Pre-School to Class 12, with the broader goal of improving school effectiveness measured in terms of equal opportunities for schooling and equitable learning outcomes. Samagra Shiksha subsumes the three schemes of Sarva Shiksha Abhiyan, Rashtriya Madhyamik Shiksha Abhiyan and Teacher Education. A single State Implementing Society has been designated for the integrated scheme. The main emphasis of Samagra Shiksha Scheme is on improving quality of school education by focusing on Teachers and Technology.

The government initiated the process of formulating a New Education Policy 2016 based on accessibility, equity, affordability, quality and accountability. Anil Swaroop*, IAS, former Secretary School Education says that School Education needs implementation strategies. Another New Education Policy is not required for now. Anil Swaroop felt that the 'No Detention Policy' that was part of the Right to Education did not suit Indian conditions. The Right to Education in many ways was a rushed legislation which brought outcomes down. State-specific solutions were a felt need and different prescriptions were required in different states. The Mid-Day Meal Scheme was a good scheme to bring students to school. Amongst the institutional initiatives, the Kendriya Vidyalaya Sangathan (KVS) is a brilliant concept of creating facilities for government employees. The KVS schools are fairly strong, the objective is to make them self-sustaining and revise fee structures. Similarly the Navodaya Vidyalaya Scheme (NVS) is another institution that has done extremely well, but the expenditures remain significant and almost entirely borne by the government.' Anil Swaroop also felt that the CBSE should be

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*Telephonic Interview with Anil Swaroop, IAS dated 11/9/2018

restructured as an examination body rather than controlling schools. On NCERT, he felt that the NCERT has an important role to play in determining the school curriculum of the country. An overall picture of the state of school education in India reveals that infrastructure has improved, teacher attendance and teacher quality have improved and the learning outcomes were on desirable lines.

The Department of Higher Education is responsible for the overall development of the basic infrastructure of higher education sector in terms of policy and planning. One of the big steps taken by the government is to expand the institutional base of Higher Education by creating additional capacity in existing institutions, establishing new institutions, and incentivizing state governments and non-governmental organisations/civil society. The government has also sought to remove regional imbalances in access to Higher Education by setting up of institutions in unserved areas. There have been efforts to promote autonomy, innovations and academic reforms in institutions of higher learning.

The new institutes established in the past four years include the Indian Institute of Information Technology in Bihar and the Indian Institute of Management at Jammu. The government has also announced five new Indian Institutes of Technology at Jammu, Chhattisgarh, Goa, Andhra Pradesh and Kerala in the 2014-15 budget, the establishment of an IIT in Karnataka and the conversion of Indian School of Mines Dhanbad into an IIT in the 2015-16 budget. The academic sessions of IIT Tirupati and IIT Palakkad have commenced. The government established two research parks at IIT Kharagpur and IIT Bombay with focus on improving research and business climate in the country.

In 2015, the government launched the Global Initiative of Academic Networks (GIAN) to garner the best international experience, and international faculty would be invited to conduct one-week to two-week courses at Indian institutions. Another important measure for promoting quality in education is the National Institutional Ranking Framework (NIRF). The NIRF evaluated more than 3,500 institutions on five broad

parameters namely teaching/ learning resources, research, graduation outcomes, outreach/ inclusive nature and public perception separately for engineering, management, pharmaceutical, architecture, humanities, law and for universities as a whole. The University Grants Commission has placed a lot of emphasis on providing Wi-Fi connectivity to universities, and launch of online system for various schemes of the UGC.

In Medical Education and in Higher Education, the government introduced seminal legislation to improve regulatory practices. The National Medical Commission (NMC) of India Bill 2017 was formulated to repeal the Medical Council of India and the Higher Education Commission of India (HECI) Bill 2018 which seeks to repeal the University Grants Commission. The 92nd report of the Parliamentary Standing Committee for Health and Family Welfare examined the MCI's functioning, and identified problems such as the failure to produce doctors; shortage of teachers in medical colleges; poor regulation of undergraduate and postgraduate medical education; opacity and alleged corruption in the functioning of the regulator; its lack of accountability and failure to discharge mandated responsibilities and the prevalence of capitation fees in private medical colleges in violation of law. The Parliamentary Committee said that the MCI had become an exclusive club of medical doctors and across the world a perspective had emerged that self-regulation does not work. The NMC Bill introduced a 25-member National Medical Commission, four autonomous boards to work under the supervision of the NMC: an undergraduate and a postgraduate medical examination board, a medical assessment and rating board and an ethics and medical registration board. The HECI Bill seeks to establish a 12-member commission to replace the 10-member UGC, of whom nine members are representatives of the Central government. The HECI bill seeks to restore institutional autonomy, specify norms and processes for fixing fees and bring about a shift in accreditation systems. Clearly the NMC Bill and the HECI Bill seek to overhaul archaic higher education regulation in India and represent significant forward looking steps for India's higher education.

Success Stories in Education

Unnaya Banka—Reinventing Education through Technology

District Banka, in Bihar, with large parts affected by Left Wing Extremism faced the challenge of lack of quality education, low learning outcomes, shortages of trained teachers, lack of motivation and commitment, poor attendance of students, high rate of teacher absenteeism and lack of monitoring and evaluation. Unnayan Banka is a multi-platform model in which students are getting modern day animated, contextualised and comprehensive videos on various technological platforms like LCD/LED TVs, projectors, laptops and mobile phones.

The Unnayan Banka initiative has reinvented education through visual, audio and audio-visual aids, using mobiles, laptops, tablets and projectors. The initiative recognises the potential of mobile platforms to create an 'anytime-anywhere' model that has been referred to as 'Mera Mobile-Mera Vidyalaya' which is an integral part of the Unnayan Banka initiative. The initiative is an alternative to the traditional chalk-and-board method at the school level, by providing contextualised multimedia content. A complete learning cycle with online assessments, digital report card generation, round-the-clock doubt solving and real time discussion groups by students from the remotest parts of the district with expert teams scattered across India and abroad comprising of IIT graduates, corporate professions and educators has been provided. Unnayan Banka is also providing preparatory courses for competitive examinations to students. Unnayan Smart Class provides interactive video lectures and audio learning. A School on Wheels, which is an LCD-mounted van, visits Left Wing Extremism affected remote areas and provides specially designed crash courses for board examinations.

Unnayan Banka initiative has had a significant impact in increasing attendance from 17 per cent to 53 per cent and average marks have increased from 26 per cent to 77 per cent. Forty schools of the District

Banka are using LCD TVs for multimedia learning and the 'Mera Mobile-Mera Vidyalaya' is being used by more than 10,000 learners, educators and parents across India.

Padhe Dantewada – Likhe Dantewada

Dantewada, the headquarters of Dakshin Bastar District in Chhattisgarh, witnessed a highly successful campaign under Sarva Shiksha Abhiyan for enrolment of school children. This aspirational district, affected by Left Wing Extremism, carried the legacy of inadequate education and health facilities at field levels. Baseline surveys conducted in 2016 as part of the Padhe Dantewada – Likhe Dantewada initiative, brought out the fact that only 18 per cent of students between classes 3 and 8 were able to identify letters in Hindi and were able to read fluently, and in basic mathematical abilities only 11 per cent of students were found comfortable with simple mathematical division. Students were unable to cope up with the studies in higher classes and low net enrolment ratio in classes 9 to 12 was witnessed. Malnutrition, low haemoglobin, sickle-cell anaemia and malaria pervaded the district with high parasite index necessitating health tracking of children extremely important.

Following the baseline study findings on the actual learning levels of students, the Padhe Dantewada – Likhe Dantewada initiative focused on three-day capacity building workshops for teachers to address the issues of children with low learning levels with focus on Mathematics and Hindi. The workshops were conducted in local dialects of Gondi and Halbi. Use of technology was a crucial part of this programme. A mobile app was developed on which 38,000 teachers and students enrolled. Teachers were provided guidance on how to update data of students in the android application, and on how to sequence, correct and maintain the data of students. Block-wise WhatsApp groups were created to engage and exchange information regarding seminars, meetings and new products. The mobile app helped in identification of the geographical areas where the performance was continuously low.

The Padhe Dantewada – Likhe Dantewada initiative produced significant results. From the initiation of the project in 2016, some 38,299 students from class 3 to 8 were the primary beneficiaries of this intervention with teachers and government functionaries being the secondary beneficiaries. The students have reached to a level where they can now speak correctly and write with almost 70 per cent accuracy. Further the initiative also enabled maintenance of health profile of students in government schools. The initiative ensured the health statistics of every student was available on the portal which can be browsed for every student along with photographs and academic details. Results of Class 10 and 12 were really encouraging when compared to periods before the implementation of the initiative. In the academic year 2015–16, the pass percentage of the district was only 63 per cent, but after implementation of the programme, it has reached 84 per cent in the year 2016–17.

Rural Development

The government's initiatives in rural development have been aimed at diversifying livelihoods, improving infrastructure, reducing poverty and improving well-being. The targets are highly ambitious—one crore houses to be constructed under the Pradhan Mantri Awaas Yojana Gramin (PMAY-G) by March 2019, ensure effective implementation of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and doubling the pace of construction of Pradhan Mantri Gram Sadak Yojana (PMGSY). The other important schemes implemented during the past four years include the Deen Dayal Antyodaya Yojana – National Rural Livelihoods Mission (DAY-NRLM), Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY), Skill Development through Rural Self Employment Training Institutes (RSETI), National Social Assistance Programme (NSAP), National Rurban Mission (NRuM), Sansad Adarsh Gram Yojana (SAGY) and Mission Antyodaya. The Department of Rural Development has focused on increasing the use of information and communication technology in rural development programmes, improving the accountability framework

for rural development programmes and a common review mission and national-level monitoring institutions.

Pradhan Mantri Awas Yojana – Grameen

The overarching objective of PMAY-G is Housing for All by 2022. The target is to complete one crore PMAY-G new pucca houses in rural areas by March 2019 and 2.95 crore pucca houses by 2022. Over 79 lakh beneficiaries were sanctioned PMAY-G houses and 66 lakh have received 1st installment. In all, 44. 5 lakh houses have been constructed in 2017-18 with the highest number being constructed in Uttar Pradesh, Madhya Pradesh and West Bengal. The payment of assistance is directly into the beneficiary's account and the adoption of direct benefit transfer has resulted in reduction in time and costs of house construction, transparency leading to stoppage of leakages, ease in tracking fund flow to beneficiaries and better quality of construction of houses. Further, the Ministry of Rural Development has ensured that each stage of construction of houses is geo-tagged and space technology with IT platforms being used to monitor complete cycle of house construction activities. Pucca houses constructed under PMAY-G with facilities like toilet, LPG connection, electricity connection and drinking water have changed the rural landscape significantly. On 1 August 2018, the Ministry of Rural Development stated that 1.07 crore rural houses have been constructed under the PMAY-G with the objective of Housing for All by 2022 and the average time for house construction under PMAY-G has come down to 114 days from 314 days in the erstwhile Indira Awaas Yojana.

The PMGSY seeks to improve roads and improve lives by providing all-weather road connectivity in rural areas to eligible populations of 500+ in plain areas and 250+ in hilly areas. The target date for PMGSY-I has been advanced from 2022 to 2019. The achievement figures indicate road construction of 5.5 lakh kilometres of road length to 1.54 lakh habitations since 2014–15 with average road length constructed per day increasing to 134 kms/day. National Quality Monitors and State Quality Monitors have been introduced to ensure that good quality roads are

constructed. A Rural Road Maintenance Policy has been framed with maintenance of roads constructed under PMGSY being given thrust.

The MGNREGS

The MGNREGA seeks to strengthen livelihood security with full transparency by providing 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The programme focus has been changed to creation of durable assets with primary focus on National Resource Management and Water Conservation works along with the augmentation of the livelihood of vulnerable sections. The government has shown a continued commitment for effective implementation of the MGNREGS with increasing budget allocations from Rs 33,000 crore in 2014-15 to Rs 55,167 crore in 2017-18. The total expenditure in 2017-18 is Rs 64,288 crore which is the highest since the inception of the MGNREGS. The focus of works has been on agriculture and allied activities and natural resource management. The development of barefoot technicians has been a focus area to ensure MGNREGS workers move up the skilling ladder. Direct Benefit Transfer has been introduced in MGNREGS and 10.85 crore Aadhaar numbers have been seeded into the MGNREGS programme data base, and 6.63 crore Aadhaar-based payments have been enabled. The National Electronic Fund Management System has enabled streamlining the fund flow systems across all the states and union territories.

The DAY-NRLM seeks to alleviate rural poverty and foster diversified livelihoods through sustainable community institutions of the poor. A total of 4.8 crore women have been mobilised into more than 41.2 lakh SHGs, and Rs 4,800 crore have been provided as capitalisation support. The SHGs have been able to access Rs 69,539 crore of bank credit by March 2018. Improvements have also been seen in the quality of the loan portfolio with NPAs declining to 2.34 per cent in March 2018. The interest subvention provided by the government reduces the cost of borrowing to 7 per cent per annum.

The Ministry of Rural Development has conducted special monitoring of Gram Swaraj Abhiyan (Village Self Governance Campaign) in April—May 2018 for seven different programmes implemented by different ministries of the Government of India namely the Pradhan Mantri Ujjwala Yojana, the Pradhan Mantri Sahaj Bijli Har Ghar Yojana (Saubhagya), the Pradhan Mantri Jan Dhan Yojana, the Ujala Scheme, the Pradhan Mantri Jeevan Jyoti Bima Yojana, the Pradhan Mantri Suraksha Bima Yojana and Mission Indradhanush. National-level monitors were deployed to cover 10 Gram Panchayats in Selected Districts across all states of the Union and interact with District Collectors and other district level officials implementing the programme. In all, 21,058 villages were part of the Gram Swaraj Abhiyan.

In the last five years, the government has adopted a scheme-based approach coupled with greater decentralisation under the 14th Finance Commission. A scheme-driven approach has brought intense focus on targets and progress based on numbers are monitored in each of the schemes. The seeding of Aadhaar with MGNREGS, and PDS along with the direct benefits transfers have enabled a targeted delivery of government benefits. The enhanced allocations for the Pradhan Mantri Awas Yojana fulfilled a much felt need. There is much to celebrate in India's achievements in Rural Development and Panchayati Raj sectors. The MGNREG Act of 2005 remains the most important legislation for enhancement of livelihood security of the households in rural areas of the country by providing at least 100 days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. The ambitious vision and implementation on the Housing for All 2022 and the rapid implementation of the PMGSY has transformed India's rural landscape.

Success Stories in Rural Development

Success Stories in Pradhan Mantri Awas Yojana—Rural (PMAY–R) in Sikkim, Himachal Pradesh, Chhattisgarh and Madhya Pradesh

In West Sikkim district, Sikkim, Parsu Ram Kami, a resident of village Suldung Kamling, dreamt to own and live in a pucca durable house. He was a beneficiary under the PMAY-R and constructed his house at a place with very steep gradient, about an hour's walk from the closest road. The pucca house had notable effect on the family's daily lives. Another 28 beneficiary families also constructed their pucca houses in the vicinity of Parsu Ram Kami. In a village affected by high velocity winds, damaging their earlier kutcha houses which were blown away a number of times, pucca houses improved the living conditions and also their social standing.

In Kangra district, Himachal Pradesh, Asha Devi, a widow, lived with her children in a kutcha house in village Chaloh. After a severe storm damaged her kutcha house, she was forced to live in a tent, worked as a daily wage labourer with considerable difficulty in earning two square meals a day. Asha Devi was sanctioned a pucca house under the PMAY-R in March 2017. After four months, the construction was completed giving Asha Devi a new identity and a social standing. Asha Devi also watched her neighbour, Chanchal Singh, a 73-year-old with no one to take care of him and living on a meager old age pension, benefit from the PMAY-R thereby transforming his mud house to a pucca house.

In Kawardha (Kabirdham district), Chhattisgarh, in village Amaniya, Samora Bai and Budhwaro Bai benefited from the PMAY-R. The women were from the Baiga Tribe, a particularly vulnerable tribal group. They worked as wage employees under the MGNREGS and constructing a pucca house was a distant dream. The government sanctioned Rs13,000 per unit and 95 days of MGNREGS labour. Together the two women built two pucca houses, each comprising of one room, with a kitchen and verandah, and both houses shared a

common wall and roof. Further they constructed toilets under the Swachh Bharat Mission and, under the Baiga Vikas Pradhikaran Yojana, were given 25 chicks each to increase and provide sustainable source of livelihood. Mosquito nets were given to them by the Health department. Further they were given Rs 50,000 smart cards for their free treatment in private or public hospitals. They were also given ration cards to access food and meet their nutrition needs. Their lives underwent a complete transformation. Samora Bai and Budhwaro Bai benefited from a range of government schemes.

In Raipur district, Chhattisgarh, the New India Nagar colony has been developed. The New India Nagar colony is an all PMAY-R beneficiary residential colony with 40 houses, a garden, a gazebo and dustbins. The vision of a sustainable and state-of-the-art housing colony was achieved by convergence of various schemes. Toilets were constructed under the Swachh Bharat Mission, LPG connections were distributed under the Ujjwala Yojana, LED light bulbs were distributed under the Ujala scheme, man-days for house construction were sanctioned under MGNREGS, bank accounts opened under the Jan Dhan Yojana and pensions/insurance were sanctioned under the Bima schemes. The district administration had worked on a vision called 'Sankalp se Siddhi'.

In Neemuch district, Madhya Pradesh, Samolbai Charan, an old widow, lived in a kutcha house in village Bassi in the backwaters of the Gandhi Sagar dam. She belonged to the Other Backward Caste category and cherished a dream to see her family in a concrete house. She was selected as a beneficiary under the PMAY-R and her dream of converting her kutcha house into a pucca house converted into a reality. She received 90-day employment under the MGNREGS to construct the house. Further, she received benefits under the Ujjwala yojana for the LPG gas connection and better lighting facilities were provided in her house with LED light bulbs. Her old age pension is deposited in a bank account opened under the Jan Dhan Financial Inclusion Scheme. Bassi village, under PMAY-R, built strong foundations for inclusive growth, with 16 families benefitting under the PMAY-R in 2016 and 117 families being approved for PMAY-R in 2017, thereby transforming the entire village into pucca houses.

I spoke to Abhimanyu Kumar, IAS, District Collector of Karauli, an aspirational district in Rajasthan on the Gram Swaraj Abhiyan. The District Collector was awarded for his meritorious performance in heading the Gram Swaraj Abhiyan.

VS: What has been the impact of the Gram Swaraj Abhiyan in Karauli District?

AK: *The Gram Swaraj Abhiyan in Karauli district was held in two phases: Phase 1 was held in April–May 2018 and phase 2 was held in July-August 2018. There were several major schemes that were taken up as part of the Gram Swaraj Abhiyan—electricity connections in every house, Ujala scheme implementation for distribution of LED light bulbs, Mission Indradhanush for 100 per cent immunisation and Ujjwala yojana for free LPG gas distribution. The Gram Swaraj Abhiyan was conducted in 220 villages in Karauli district. The Government of India nominated a nodal officer of Joint Secretary rank who visited Karauli district to review the implementation with particular focus on impact of the campaign in SC/ST dominated villages. The Gram Swaraj campaign was extremely useful and resulted in a massive shift to LPG use in the district.*

I also spoke to Bhagwati Prasad, IAS, District Collector Banswada, another aspirational district in Rajasthan, on the impact of PMAY-R. The District Collector was awarded for his outstanding performance in scaling up PMAY-R in Banswada district which also had the distinction of highest achievement in the state.

VS: What has been the impact of the PMAY-R scheme in Banswada district? What are the key areas for the success story?

BP: *Banswada district is an entirely Tribal district, with 1,531 villages in which 65,800 houses were constructed under PMAY-R. It was a significant achievement. In Banswada district most of the Tribal population lived in kutcha houses and had never dreamt of living in a pucca house. Land was not available in the villages, bricks were not available and masonry work was required. The district administration had to transport bricks from Bhilwada district and Cement from Dungarpur district which resulted in significant increases in cost per unit which the heavily debt-*

ridden farmers often found difficult to bear. The Gram Panchayat Sarpanchas were motivated to set up brick-kilns in Banswada district to enable brick manufacturing. The PMAY-R scheme implementation got considerable momentum after the government increased the incentive from Rs 70 thousand to Rs 1.30 lakh. To this were added the base line incentive of Swachh Bharat and 90 labour days of MGNREGS, which makes the incentive Rs 1.90 lakh. The District Administration also provided one mason for every 10 houses. Each beneficiary was contacted by district officials and encouraged to build pucca houses. The district celebrated PMAY-R fortnight where district-level officers moved house-to-house to cover every beneficiary. There was a lot of emphasis on quality of work, beneficiary satisfaction and timely completion.

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6

Jan Dhan Yojana, Ujjwala Yojana and PMAY-Urban

Three pro-poor initiatives of the government which have benefited millions of Indians and helped them rise above poverty line are discussed in this chapter. The Pradhan Mantri Jan Dhan Yojana (PMJDY)—the National Mission on Financial Inclusion—has banked 32.61 crore beneficiaries with Rs 82,490 crore balance in beneficiary accounts. The Pradhan Mantri Ujjwala Yojana has released 5.50 crore LPG connections in 715 districts. The Pradhan Mantri Awas Yojana – Urban seeks to construct 2 crore houses by 2022 with 95 per cent beneficiaries from the economically weaker sections. Collectively these schemes have benefited 40 crore of India's population which is by far the biggest outreach for social sector programs.

The Pradhan Mantri Jan Dhan Yojana

TO ensure widespread availability of banking finance, bank nationalisation policies were pursued by the government. The State Bank of India was nationalised in 1955, 14 commercial banks were nationalised in 1969 and six more banks in 1980. The Reserve Bank of India and NABARD vigorously pursued financial inclusion to provide access to banking services to the poorer sections of the society.

I do recall my early years in service (1991), the field studies that I had conducted in a number of villages, working on a paper on Tribal Land Alienation in Tehsil Jhadol of Udaipur district and studying the rack-renting practices and high mortgage rates that Bhils were paying to Sahukars in rural villages. Interest rates were in the range of Rs 2–3/

100/month which amounted to 24 per cent to 36 per cent per annum. The Regional Rural Banks enhanced the coverage of rural population with access to bank financing and cheap credit. But universal financial inclusion even in early 2000s was a distant reality. Even by 2011, the number of rural households with access to banking services was 54.5 per cent.

Financial inclusion as a policy priority was recommended by a number of committees appointed by the government—the Committee on Financial Inclusion constituted by Ministry of Finance chaired by C. Rangarajan and the Committee on Financial Sector Reforms constituted by the Planning Commission chaired by Raghuram Rajan. The committees felt that financial inclusion should be measured not only in terms of number of bank accounts held by weaker sections but also by the amounts borrowed by them. There was a significant decline in the outstanding direct credit to bank accounts with a credit limit of less than Rs 25,000 in the years 1990 to 2005. The committees also noted that financial inclusion was limited by the higher transaction costs of dealing with a large number of smaller accounts. Social scientists felt that there was a case that the poor are bankable based on the experience with microfinance institutions and self-help groups.

The Pradhan Mantri Jan Dhan Yojana is the National Mission on Financial Inclusion with the objective of comprehensive financial inclusion of all households in the country. The scheme envisages universal access to banking facilities—one basic banking account for every household, financial literacy, access to credit, insurance and pension facility. In addition, the beneficiaries get RuPay Debit Card having inbuilt accident insurance cover of Rs 1 lakh. The plan also envisages channeling all government benefits from Centre/state/local body to the beneficiaries' accounts and pushing the Direct Benefits Scheme of the Union government. The scheme was envisaged to help the beneficiaries overcome the vicious cycle of poverty and debt. As of October 2018, the PMJDY was successful in opening 19.46 crore bank accounts in rural/ semi-urban centre bank branches, 13.48 crore bank accounts in urban metro-centre bank branches, and issued 24.71 crore RuPay debit cards.

It is noteworthy that of the 32.94 crore total beneficiaries, 17.39 crore are rural-urban female beneficiaries. The total moneys deposited in the PMJDY accounts is Rs 86,163 crore. The Public Sector Banks accounted for 26.56 crore accounts and Regional Rural Banks accounted for 5.37 crore bank accounts. Uttar Pradesh (3.9 crore), Madhya Pradesh (2 crore), Bihar (2.5 crore) and West Bengal (2.3 crore) opened the largest number of bank accounts.

The Pradhan Mantri Jan Dhan Yojana is amongst the biggest success stories of financial inclusion in the world in terms of providing access to a savings bank account without frills to all. Launching the scheme on 28 August 2014, the Prime Minister described the occasion as a festival to celebrate the liberation of the poor from a poisonous cycle (*vish-chakra se gareebon ki azaadi ka parv*). The Prime Minister referred to the Pradhan Mantri Jan Dhan Yojana in his 2015 Independence Day address as follows:

> 'I had announced the Pradhan Mantri Jan Dhan Yojana on the last 15th of August. Even after 60 years of independence; even when the banks were nationalised for the poor, 40 per cent people of the country were without a bank account till the last 15th of August; the doors of the banks were not open for the poor. We resolved that we would erase this blot and would provide a solid base to the financial inclusion that is talked about the world over by integrating the poorest of the poor to the mainstream economic activities; and this is only the beginning. We had decided that unlike the previous work culture of talking in terms of uncertain time frames, we will complete the work by the 26th of January as the country celebrates the next Republic Day.
>
> My countrymen, today, I can proudly say that we achieved that target within the time frame. (As many as) 17 crore people opened their bank accounts under the Pradhan Mantri Jan Dhan Yojana. With a view to extend opportunities to the poor, we had said that these bank accounts could be opened with zero balance. We had even said that we could bear the operational costs of the bank. After all, what for do the banks exist? They should be for the poor and that's why we had decided to open accounts with zero balance. We have seen the rich of the country; however, this time around we have also seen our poor and seen their wealth. From the ramparts of the Red Fort, let me salute and bow to

the large heartedness of these poor; because even if there was a provision of opening the account with zero balance, these poor people have deposited 20,000 crore rupees in their bank accounts. It is possible only due to richness of our poor citizens. And hence, today my conviction bears proof that it is all because of the spirit of these poor that this 'Team India' will march ahead.

Brothers and Sisters, if the branch is opened or a building of the bank is constructed in a certain part of our country, it becomes the hot topic of discussion, people rejoice, it is hailed as a mark of great development and remarkable progress. This is so because in the past 60 years, we have measured the development of the country only on the basis of these parameters. This has been the yardstick that if any branch of a bank is opened somewhere, it elicits lot of accolades and praises, the government receives much adulation, but my dear fellow citizens, it is not a challenging task to open a branch of a bank. This task can easily be accomplished through the government exchequer, but to bring 17 crore countrymen to the doorstep of the bank is an arduous task, it takes a lot of hard work, you have to give your heart and soul to accomplish this task, you are required to be ever vigilant. And here I would extend my heartfelt congratulations to various banks and their employees who have been a very significant part of 'Team India'.

The State Bank of India as part of its initiatives for financial inclusion and financial literacy has said that that financial inclusion services should offer at a minimum, access to a range of financial services including savings, long- and short-term credit, insurance, pensions, mortgages, and money transfers at a reasonable cost. Banks have been advised to improve access to high quality services for the most disadvantaged groups and individuals in rural communities, to enable them to manage problems of debt and protect them from loan sharks. The Business Correspondent model has been identified as the most viable business model for financial inclusion for rural and urban areas, with the customers having the freedom to use banking facilities. Disbursements under the MGNREGS and other rural development schemes are being done through the PMJDY accounts. Further, to make financial inclusion commercially viable, the Central government has extended implementation of three social security

schemes namely the Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY), Pradhan Mantri Suraksha Bima Yojana (PMBSY), Aam Aadmi Bima Yojana (AABY) and the Atal Pension Yojana to be operated through the banking industry.

Looking forward there is an urgent need for enhancing financial literacy amongst the rural and unbanked people under the Pradhan Mantri Jan Dhan Yojana titled Jan Dhan Shiksha. The Jan Dhan Shiksha explains the banking service delivery channels like internet banking, mobile banking, national electronic fund transfer (NEFT), real time gross settlement (RTGS) and mobile wallets in simple terms.

MUDRA is a refinance institution. MUDRA loans under the Pradhan Mantri Mudra Yojana (PMMY) can be availed from banks and NBFC's. The Mudra Yojana seeks to provide formal access of financial facilities to non-corporate small business sector (NCSBS). The scheme aims to promote and ensure bank finance to the unfunded segments of the economy such as small manufacturing units, shopkeepers, fruits/vegetable vendors, truck and taxi operators, food service units, repair shops, small industries, artisans, food processors, street vendors etc. The Mudra Bank provides India's 6 crore small entrepreneurs working in micro-enterprises sector with several financing options.

Success Stories in Pradhan Mantri Jan Dhan Yojana (PMJDY)

Uttar Pradesh, Rajasthan, West Bengal, Assam and Tripura
In Azamgarh district, Uttar Pradesh, Prahlad Prasad, a resident of village Raidopur, struggled to make two ends meet for his family, comprising his mother, wife and four children. The PMJDY programme transformed his life forever. The Union Bank of India knocked at his door with news about the PMJDY and the Pradhan Mantri Mudra Yojana. He was sanctioned a micro loan of Rs 5,000 to start a Paan shop in the village with the loan. Today Prahlad Prasad earns Rs 1,500 per month. He vouches for the Pradhan Mantri Mudra Yojana which

helped the poorest of the poor like him and thanks to the PMJDY, a big institution like the Union Bank of India approached him.

In District Jaunpur, Uttar Pradesh, Sunita Yadav, a resident of village Jagatpur, with five children did not have a regular source of family income. She had no bank account and neither had any incentive to save. The Union Bank of India approached her with a PMJDY bank account during a financial inclusion camp in her village. She also received a RuPay ATM card which facilitates electronics payments. Sunita Yadav began to deposit Rs 100-200 per week with considerable savings zeal. Soon her savings touched Rs 10,000 and the bank sanctioned her an overdraft of Rs 5,000. She availed the overdraft and opened a small general store in the village. She now earns a monthly income of Rs 2,000 which she utilises for taking better care of her family.

In District Jaunpur, Uttar Pradesh, Md Azim, a resident of village Gajna, was a poor unemployed youth looking for full time employment and regular source of income. He applied for a vacancy of Bank Mitra under the PMJDY with the Union Bank of India. He was selected for the job by the service provider FINO Pay Tech, a service provider of Union Bank of India with strengths in financial inclusion and network operations. Md Azim worked with considerable commitment and emerged as a high performing Bank Mitra with considerable expertise on use of his hand-held Point of Sale (POS) device. Md Azim started providing services to 2,500 account holders, the majority of whom are women account holders who never expected banking at their doorstep. Md Azim presently earns Rs 15,000 to Rs 18,000 per month which enables him to provide quality education to his children and renovate his ancestral home. The PMJDY has transformed the life of Md Azim with gainful employment.

In District Moradabad, Uttar Pradesh, Raj Kumar Diwakar was a thelawala who struggled to make two ends meet. The Syndicate Bank approached him under the PMJDY and persuaded him to open a bank account in 2014. His daughter convinced him to apply for Pradhan

Mantri Suraksha Bima Yojana (PMSBY) with a benefit cover of Rs 200,000. When Raj Kumar Diwakar suddenly died, his wife was immediately handed over a cheque of Rs 200,000 and all concomitant benefits under the Pradhan Mantri Suraksha Bima Yojana. The whole process was smooth and hassle-free with the money being transferred by Direct Benefits Transfer into her PMJDY bank account. His wife Urmila set up a small grocery and merchandise shop, his children could continue with their education and the PMJDY had provided social security to their lives.

In District Jaipur, Rajasthan, Jagdish, a scooter repair mechanic, lived in village Motu ka Bas. Enthused by PMJDY, Jagdish and his wife opened PMJDY bank accounts at the Rajasthan Marudhara Gramin Bank Rajawas. They also applied for the Pradhan Mantri Jeevan Jyoti Bima Yojana for life insurance of Rs 4 lakh. The subscription premiums were Rs 12 and Rs 330 which they could afford. The monthly premium was a mere Rs 0.93. When Jagdish died in an accident, his wife, the nominee under the scheme, received Rs 4 lakh which enabled her to take care of her three children and mother-in-law.

In District North 24 Parganas, West Bengal, Salma Khatun, a resident of village Amdanga, had a dream of pursuing higher studies, becoming self-reliant and supporting her family. She was awarded the Kanyashree Scholarship, an incentive of the Government of West Bengal for appearing in her Madhyamik examination and the moneys were deposited into the PMJDY account. With the money, she plans to buy her text books and study materials with the aspiration to be a doctor.

In District Nagaon, Assam, Pooja Karmasaki, a resident of village Jhakalabhanda, became a Bank Mitra. The village had 500 tribal households and 600 tea garden workers. She went door-to-door creating awareness about the PMJDY scheme, the importance of savings and motivated the villagers to open bank accounts. Within six months, Pooja Karmasaki was successful in opening 1,800 bank

accounts in the village achieving 100 per cent financial inclusion and coverage of banking services. She continued to work hard and facilitated pension services and recovery activities. She became an inspiration for many Bank Mitras around her village, spreading the culture of savings amongst the tribal population and ensuring that their weekly wages are deposited in their bank accounts by the Tea Garden Management. The additional savings were used by many for piggery and livestock rearing activities earning significant additional incomes.

In West Tripura District, Tripura, Birendra Urang earned his livelihood as a daily wage worker at the Ramthakur Brick industry in Mohanpur village. As a special initiative, the West Tripura District Administration opened PMJDY bank accounts for migrant workers under the PMJDY. The District Administration also opened accidental insurance of Rs 200,000 with a premium of Rs 12 per year under the Pradhan Mantri Suraksha Bima Yojana securing the future of Birendra Urang.

I spoke to Khushaal Yadav, IAS, who, as a young Sub-Divisional Officer in Barmer District, implemented the PMJDY financial inclusion scheme and shared his experiences of working in the remote desert district of India.

VS: Please share the success story of financial inclusion in Barmer District?

KY: *Barmer District, one of the largest districts of India, with low population density, heavy sand dune cover, posed immense challenges for 100 per cent financial inclusion. The District had inadequate number of Bank Branches and Banking Correspondents had very large service areas. The District was largely serviced by Regional Rural Banks, which had one or two officials per branch to handle the transactions. The Banking Correspondents often received withdrawal requests from a lot of people for small amounts, and in cases of savings had to carry moneys over large distances to the Bank branches. For example, Rs 500 per person*

withdrawal for 500 persons in a service area entailed significant amount of additional man-hours in Barmer district as compared to many other districts of India. There were internet connectivity issues, resulting in some account holders not being able to authenticate their biometrics. Despite these challenges, the PMJDY was fully utilised for Direct Benefits Transfers of PDS and LPG subsidies and Scholarships and Bhamashah Medical insurance benefits. Several account holders converted their no-frills accounts to regular accounts to enlarge the number of services available to them. The Pradhan Mantri Awas Yojana beneficiaries needed such conversions as moneys needed to be transferred in regular instalments. The PMJDY resulted in significant financial inclusion to the larger benefit of the District population.

Pradhan Mantri Ujjwala Yojana

The government's energy policy is based on four pillars—energy access, energy efficiency, energy sustainability and energy security. India's LPG distribution and marketing systems required major overhaul. Poorly directed LPG subsidies, large scale diversion from domestic to commercial purposes, difficulties in BPL families getting connections pervaded the system. The energy access policy based on flagship schemes in LPG and Distribution sectors namely Pradhan Mantri Ujjwala Yojana (PMUY), PAHAL, Givitup Campaign, One-time Financial Assistance to BPL Category for new LPG Connections from RGGLV brought about significant changes in the system.

The Pradhan Mantri Ujjwala Yojana seeks to provide clean cooking fuel to every poor household by replacing solid fuel chulhas with an LPG-powered stove. The LPG connection is released in the name of an adult woman of BPL family subject to the condition that no LPG connection exists in the name of any family member of the household. The scheme covers cash assistance up to Rs 1,600 for providing new LPG connection and this cash assistance is provided by the government. The customer bears the cost of hot plate and purchase of first refill. The customer has the option to take hot plate on purchase of first refill or both on loan basis from zero interest rate and the same is recovered

through subsidy received by the beneficiary. No recovery of loan is effected for first six refills. States have been encouraged to become 'kerosene free' by bringing all households under LPG.

PAHAL scheme is an initiative aimed at rationalising subsidies based on an approach to cut subsidy leakages and has entered into the record books as the world's largest Direct Benefits Scheme. PAHAL has helped in identifying ghost accounts, multiple accounts and inactive accounts, and helped in curbing diversion of subsidised LPG for commercial purposes. Further, the government has taken steps to rationalise LPG subsidy by excluding consumers with taxable income above Rs 10 lakh. As part of the subsidy management, the Prime Minister launched the 'Givitup' campaign in which the well-off LPG consumers voluntarily surrendered their subsidy. In response to this call, the government has reported that 1.04 crore consumers gave up their LPG subsidy voluntarily. The government has stated that the Givitup campaign has heralded a new chapter in social volunteerism. The government has introduced a scheme for one-time financial assistance to the BPL category for new LPG connections. Under this scheme, oil companies utilise their corporate social responsibility funds to finance the cost of security deposit and regulator for release of new LPG connection.

Addressing the India Energy Forum in Delhi on 15 October 2018, Union Minister for Petroleum and Natural Gas Dharmendra Pradhan said:

> 'Through the Pradhan Mantri Ujjwala Yojana (PMUY), our government is aiming to provide universal access to clean cooking fuel to the poorest of the poor in the country. Innovative delivery models, technology and policy of direct subsidy, have ensured we surpassed the target of 50 million households in three years, well ahead of the scheduled time. We have also increased the target to reach 80 million households. Putting things in perspective, households having access to clean cooking fuel increased from 55 per cent in four years to 87 per cent today. PMUY not only enabled access to clean fuels but also empowered poor women by addressing their issues of "time poverty" and encouraged them to invest in human capital.'

External assessment of the Pradhan Mantri Ujjwala Yojana has found that the PMUY represents the largest ever social programme undertaken by the oil marketing companies and has deepened the LPG markets in India. Studies have said that the real social objective of the PMUY can be achieved if the households that get the LPG connection use it on a sustained basis for their cooking needs, by overcoming barriers of affordability, reliability, accountability and viability. There are issues with regard to timely repayments in monthly instalments, the costs of cooking stove and the first LPG cylinder as the sustainability of the PMUY depends on the repayments of EMIs by the BPL consumers. The average consumption by a PMUY consumer at 7.3 cylinders/year is less than the consumption of 12 cylinders/year by other Indian consumers indicating issues of affordability and reliability of service. There is a disproportionate rise in the number of LPG consumers as compared to the increase in LPG dealers indicating the significant increase in burden on existing LPG distributors. Studies have indicated that the number of LPG distributors in Bihar and Chhattisgarh increased by 5 per cent and 18 per cent while the number of LPG connections increased by 84 per cent and 91 per cent, respectively. With the PMUY coverage expected to increase by another 3 crore connections in 2018-19 itself, there is an urgent need to scale up the number of LPG distributors by the oil marketing companies. Further, the issues of safety, monitoring supply, and service quality are of paramount importance. As the enquiry officer to examine the reasons for Beawar gas cylinder blasts which resulted in the death of 21 people, I recognised the importance of increasing consumer awareness about safety related issues in LPG use, as also the need for enhanced accountability of LPG distributors in checking diversion of gas cylinders from domestic use to commercial use.

The concept of universal energy access in India is a comprehensive vision on which there has been significant progress through the PMUY. The successful implementation of the PMUY is likely to have significant health benefits in terms of reduction of pulmonary disorders, cataract incidence, lung cancer and other respiratory disorders. A kerosene-free

India with sustained use of modern fuels represents a significant step forward in the March towards a New India.

I spoke to Mugdha Sinha, IAS, Secretary, Food and Public Distribution, Government of Rajasthan on the successful implementation of the Pradhan Mantri Ujjwala Yojana.

VS: Please share your thoughts on the successful implementation of the Pradhan Mantri Ujjwala Yojana in Rajasthan?

MS: The Pradhan Mantri Ujjwala Yojana is a very good programme to reach out to the masses against deforestation. It has evoked a massive response. Initially the LPG subsidy was available for two cylinders which has been extended to six cylinders in nine districts of Rajasthan. Further small cylinders of 5 kg which cost Rs 300/cylinder are available instead of the regular 14.2 kg cylinder which costs Rs 930/cylinder resulting in higher acceptance of the scheme. The refill rate in Rajasthan is currently 2.5 cylinders/ annum which can go up significantly in the coming years as consumer usage increases. There is also an issue of differential pricing in remote areas: gas cylinders in Jaipur are cheaper than gas cylinders in Banswada which has been flagged by the customers. The Oil Companies have made a lot of efforts to popularise the scheme, a lot of IEC has been done, safety practices promoted and physical inspections of customers are being regularly undertaken. The higher safety rate in Pradhan Mantri Ujjwala Yojana beneficiaries has been noticeable. Further, the Oil Companies have made significant efforts to extend the dealerships. The successful implementation of the Pradhan Mantri Ujjwala Yojana necessitates one LPG dealership in every Gram Panchayat and also resolution of issues related to portability from one dealership to another.

Pradhan Mantri Awas Yojana–Housing For All (Urban)

The Pradhan Mantri Awas Yojana–Urban was launched in 2015 in pursuance of India's Mission of Housing for All by 2022. The scheme is implemented along with four other Missions of the Ministry of Urban Development and Housing—the Smart Cities Mission to promote cities by providing core infrastructure, the Atal Mission for Rejuvenation and

Urban Transformation for providing households with access to drinking water and sewerage connection, Swachh Bharat Mission (Urban) which aims to eliminate open defecation, the Scheme of Shelter for Urban Homeless under the Deen Dayal Upadhyay Antyodaya Yojana–National Urban Livelihood Mission and the National Urban Health Mission.

The Pradhan Mantri Awas Yojana–Housing for All (Urban) provides central assistance to Urban Local Bodies (ULBs) and other implementing agencies through states for in-situ rehabilitation of existing slum dwellers, credit-linked subsidy, affordable housing in partnership and subsidy for beneficiary led individual house construction/enhancement. The scheme is implemented in all towns and cities notified under the 2011 census, and there is flexibility offered to states for choosing the best suited vertical from amongst the options available.

India's housing scenario showed a shortfall of 18.78 million urban housing units, of which there is a shortfall of 10.55 million units in economically weaker sections and 7.41 million units in the lower income groups. The shortfall in housing is witnessed in the states of Uttar Pradesh, Maharashtra, West Bengal, Andhra Pradesh, Tamil Nadu, Rajasthan, Karnataka and Gujarat. An amount of Rs 1.5 lakh is provided as Central government subsidy to individual beneficiaries for construction of new or enhancement of existing houses. As of October 2018, 60.36 lakh houses have been sanctioned under the PMAY–Housing For All (Urban) of which 31.79 lakh houses have been grounded and 9.66 lakh houses have been completed. Of the 60.36 lakh houses sanctioned, 9.21 lakh houses have been sanctioned in Andhra Pradesh, 7.03 lakh in Uttar Pradesh, 6.03 lakh in Maharashtra and 6.02 lakh in Madhya Pradesh. The average cost of a 300 square foot house in large cities has been projected at Rs 10 lakh, if projects are undertaken on PPP basis it works out to Rs 7 lakh and if work is undertaken on in-situ construction basis it works out to Rs 4 lakh. The cost varies across states and the costs are cheaper in the North Indian states.

It has become imperative to identify financing options through institutional sources for financing housing construction under the PMAY

–HFA (Urban). The government has launched a credit-linked subsidy scheme (CLSS) for economically weaker sections (EWS) and lower income groups (LIGs), as well as for middle income groups (MIGs). The CLSS provides for an interest subsidy of 6.5 per cent for EWS and 4 per cent in case of MIGs (MIG1) with income less than Rs 12 lakh and 3 per cent for MIGs (MIG2) with income between Rs 12-18 lakh. The maximum amount of loan for subsidy calculation is Rs 6 lakh for LIGs, Rs 9 lakh for MIG1 and Rs 12 lakh for MIG2. The CLSS also seeks to promote ownership amongst the female population and the weaker sections of society. Loans are available through commercial banks, cooperative banks, housing finance companies, self-help groups and micro-finance institutions. It is projected that the CLSS would stimulate demand for housing in EWS/ LIG/ MIG category and about 5 crore houses would be sanctioned in the next five years. The banking institutions financing these large housing needs are regulated by the Reserve Bank of India and the Housing Finance Companies are regulated by the National Housing Bank.

Affordable Housing for Poor is one of the core components of the Smart Cities Mission. Most Smart Cities Plans have a component for in-situ slum rehabilitation or redevelopment. Ahmedabad, Bhubaneshwar, Dharamsala and several other towns have a component of housing in their area-based plans. The Smart Cities Plans have considered in-situ redevelopment and rehabilitation in cases where inclusive planning does not permit in-situ redevelopment. A number of innovations have been introduced into the design of vertical housing to provide adequate light and ventilation as also for improved livelihoods in vertical buildings.

Success Stories in Pradhan Mantri Awas Yojana–Urban (PMUY-U)

Puducherry, Andhra Pradesh, Gujarat and Madhya Pradesh
Feroze Anwar Hussain, a resident of Subbaiah Nagar, Mangalam, Puducherry, had purchased a small piece of land at Jaya Ganesh Nagar, Perungalathur village, in Mangalam from his savings. He was identified as a beneficiary under Phase I of the PMUY-U. The estimated cost of

constructing a pucca house in Puducherry is Rs 4.2 lakh of which a housing grant of Rs 2 lakh is provided and the remaining Rs 2.2 lakh is contributed by the beneficiary. The PMAY-U brought about key policy changes to make the hitherto non-bankable housing beneficiaries into credit-worthy group by discontinuing collection of security deposits. The state government provided the much needed trust to banking institutions, which in turn helped them to trust the housing beneficiaries who were considered non-bankable. Feroze Anwar Hussain realised his dream of owning a pucca house under PMAY-U.

In KSN Reddy Nagar of Greater Visakhapatnam, Andhra Pradesh, 96 families residing in huts for 20 years were identified as PMAY-U beneficiaries by the District Collector of Visakhapatnam, and sanctioned pucca houses at a unit cost of Rs 3.5 lakh per unit. The Government of India provided Rs 1.5 lakh subsidy and the Government of Andhra Pradesh provided Rs 1 lakh subsidy. The remaining Rs 1 lakh was generated through bank loan and beneficiary contribution. After the houses were sanctioned, the beneficiaries dismantled their huts and constructed new pucca houses to lead an enhanced quality of life.

In Abuji Na Chapra, Ahmedabad, 55 families lived in a tightly packed slum with one room, no toilet or water facilities. The Ahmedabad Municipal Corporation planned redevelopment on public-private partnership basis with builders, providing free apartment blocks to slum dwellers. In exchange, contractors were given left over land, to build apartments for sale in the open market. In this case, 30 slum dwellers agreed to the redevelopment for the new cooperative building while 20 did not. Gradually the Ahmedabad Municipal Corporation could convince the required 75 per cent of the slum dwellers for the redevelopment work. The new cooperative housing society called Shantadeep was inaugurated in November 2014, with all amenities like running water, natural light and solid roof representing a big step for community development.

In Indore, Madhya Pradesh, the Indore Municipal Corporation proposed to construct 53,724 dwelling units of various categories across 21 locations. The successes of these slum redevelopment projects was measured by proper identification of beneficiaries, timely construction and quality of housing. The Indore Municipal Corporation also took care of issues like temporary relocation in providing transit accommodation. The Municipal Corporation authorities held meetings with the community in small groups of 50-60 people in each slum being considered for the scheme to disseminate information on PMAY-U through appropriate means understandable to all sections of the slum dwellers. Consent of maximum number of slum dwellers was obtained and allotment of dwelling units was done by a lottery system. The beneficiaries opened bank accounts in Canara Bank where they deposited Rs 2,000 per month as their beneficiary share for the proposed housing unit. The Indore Municipal Corporation's mobilisation strategy was successful and enabled many with an opportunity to own pucca houses.

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7

Digital India

The Digital India campaign has had a significant impact on India's governance and society. The aim is to digitalise India where every information is available on a digital platform.

Digital India

DIGITAL India is a campaign launched by the government to transform India into a digitally empowered society and knowledge economy. It is an important initiative to ensure that the government's services are made available to citizens electronically by improved online infrastructure and by internet connectivity or by making the country digitally empowered in the field of technology. I was closely associated with the launch of the e-Hospital application for AIIMS in the run-up to the Digital India campaign on 1 July 2015. The services that were part of the Digital India campaign under the National e-Governance Plan, on 1 July 2015 included MyGov.in—a platform to share inputs and ideas on matters of policy and governance, UMANG application (Unified Mobile Application for New-age Governance), e-Sign framework, e-Hospital application and digital attendance. The Prime Minister also launched the Digital Locker Facility and the e-Sampark vernacular e-mail service on that day.

On 1 July 2015, the Prime Minister based his speech on the words of Nobel Laureate Rabindranath Tagore. He said:

'I dream of a Digital India where High Speed Digital Highways unite the nation, where 1.2 billion connected Indians drive innovation, where knowledge is strength and empowers the people, where access to information knows no barriers, where government is open and governance is transparent, where technology ensures the Citizen-

Government interface is incorruptible, where government services are easily and efficiently available to citizens on mobile devices, where government proactively engages with the people through social media, where quality education reaches the most inaccessible corners driven by Digital Learning, where Quality Health Care percolates right up to the remotest regions powered by e-Healthcare, where farmers are empowered with real time information to be connected with global markets, where mobile-enabled emergency services ensure personal security, where cyber security becomes an integral part of national security, where mobile and e-banking ensures financial inclusion, where e-commerce drives entrepreneurship, where the world looks to India for the next big idea, where the Netizen is an Empowered Citizen.'

Subsequently, while addressing the Digital India dinner in San Jose, California during his US visit, the Prime Minister said that India seeks to digitally unite 1.23 billion citizens, and broadband usage has gone up by 63 per cent in 2015. Further, India has launched an aggressive expansion of the National Fibre Optic Network that would take broadband services to 6,00,000 villages. The Prime Minister also said that common service centres were being established in villages and towns and information technology would be used for building smart cities. The Prime Minister called upon the Indians and Americans to share the knowledge economy.

It is quite clear that the twenty-first century will be marked by a digital revolution just as the nineteenth century was marked by an industrial revolution. A technological revolution would enhance national and global productivity through widespread adoption of computerised models significantly enhancing productivity growth. I have noticed in the latter part of my tenure in AIIMS and the Board of Revenue how significantly the digital revolution can impact lives.

Nandan Nilekeni, former Chairman of the Unique Identification Authority of India, says:

'India's approach to the internet is simple: empower users with the technical and legal tools required to take back control of their data. In practice, this has meant investing in digital infrastructure that is open

and interoperable, thus enabling billions of low-cost, high trust transactions.

Aadhaar marked the first time the Indian government stepped up to create digital infrastructure as a public good. The government has built a collection of nationwide digital platforms, known as "India Stack" that allow government agencies and businesses to safely serve a billion plus Indians in real time at a low cost. To increase access to financial services, the government launched the know your customer programme which enabled banks and telecommunications companies to assess potential clients and comply with regulations, resulting in millions of Indians having access to financial products such as credit, insurance and mutual funds. Another part of the India stack is the Unified Payments Interface which allows financial transfers between the various banks and financial service providers.

Building a digital infrastructure is a relatively low cost endeavour: it cost only US$1 per resident to give almost everyone in India an Aadhaar card, and it has paid for itself many times over thanks to savings through the Direct Benefit Transfer. Creating digital infrastructure as a public good has added benefit of making it subject to public oversight. India's example shows that there is a better way: ensuring that citizens get access to a fair and open internet and empowering them with their data.'

Ram Sewak Sharma, former CEO of the Unique Identification Authority of India, says that Aadhaar is at the core of Digital India, providing every Indian with an online identity and enabling usage of biometric technology for service delivery. The two key features of Aadhaar are biometric enrolment and online authentication service. The largest application of Aadhaar today is in financial inclusion—with Aadhaar-enabled bank accounts, Aadhaar payment bridge and Aadhaar-enabled payment system. Aadhaar ensures benefits of various government schemes are credited directly to the beneficiary accounts, thereby eliminating grassroot corruption. This is reflected in the use of Aadhaar for payments under MGNREGS, fertilizer subsidy, LPG subsidy, PDS schemes etc.

The Digital India programme built on an Aadhaar-based platform is built around a digital infrastructure as a utility to every citizen, governance and services on demand, and digital empowerment of the citizen. The Digital India campaign has brought significant systemic transformations in the states. State Data Centres (SDCs) have been established with fully operational government cloud. ICT-based technology services and e-Governance plans have been operationalised to provide citizen-centric e-services through common services centres (CSCs) where assistance is available for filling out forms, printing and scanning. Payments can be made online from internet cafes using credit cards, debit cards or net banking. Significant computerisation initiatives are visible across several departments of the state governments.

Digital India has benefited millions of Indians by bringing about transparency in governance. There has been a significant growth in e-Governance transactions per day. By June 2018, 117,319 Gram Panchayats have been connected with optical fibre network and the objective is to cover all 250,000 Gram Panchayats. The e-Sign—Electronic Signature Service—facility is being used by 50 million Indians and has witnessed a 1640 per cent growth. The DigiLocker facility is being used by 11.7 million users and 15.2 million documents have been uploaded. The CSCs, which are the digital service kiosks, have increased from 83,000 to 6.3 million. The rapid growth of CSCs indicates the digital penetration into rural India, particularly the Tier II and Tier III towns. India's IT companies have generated significantly higher revenues, revenues have increased from US$129.42 billion in 2015-16 to US$168.96 billion in 2017-18. There has been an increase in mobile phone manufacturing with 120 mobile manufacturing units being set up producing 225 million units. Digital India impact is being felt in increased Digital Startups, Digital Health, Digital Agriculture, Digital Literacy, Digital Education, Digital Skilling, Digital Services, Digital Payments, Digital Security, Digital Open Data and Digital Democracy. A bright Digital Future awaits India, as the nation draws up a roadmap for a trillion-dollar digital economy.

As a highly successful flagship programme of the government, Digital

India seeks to transform India into a digitally empowered society and knowledge economy.

I will present the Digital AIIMS experience to better understand the benefits of the Digital Revolution at the field level.

Digital AIIMS

The Digital AIIMS project is remarkable for simplification of a complicated hospital governance model of AIIMS. It was feasible because of the synergy generated between AIIMS, Ministry of Health and Family Welfare, Department of Electronics and Information Technology, the National Informatics Centre and the Tata Consultancy Services (TCS). The Digital AIIMS has benefited 55 lakh patients in the period July 2015 to April 2017. The Digital AIIMS has the largest footprint of Digital India projects, has received a number of leadership excellence awards and has been cited by the Department of Administrative Reforms amongst India's most innovative projects for the period 2015-17. The Ministry of Health and Family Welfare has taken up the Digital AIIMS project for pan-India replication, in all Central government hospitals. Several state governments have come forward to take up the project for replication in their state medical colleges and district hospitals. The project's success needs to be gauged in the background that it has been implemented in India's largest functional hospital where administrative innovations can easily be crowded out by the challenges of day-to-day governance.

Background

Rajkumari Amrit Kaur, the first Health Minister of India, had founded AIIMS as the apex Medical Sciences University of India where the brightest doctors would pursue the trinity of goals of patient care, medical education and medical research. As the AIIMS brand got established and its fame spread far and wide, it attracted patients from all over India—35 lakh OPD patients in 2014-15. With an average of 10,000 OPD patients/day, 35 lakh OPD patients per annum, 62 Departments, 3,100 doctors and 6,000 nurses, AIIMS represents India's behemoth in tertiary care hospitals. While the Institute comprising of highly driven

professionals works with clockwork precision, the overwhelming patient loads have proved impossibly challenging for a manual system and required significant systemic changes in terms of improved digital practices and process re-engineering, as millions of India's population seeks medical care at the nation's apex Medical Sciences University. Although AIIMS accorded highest priority to every patient and patients were the gods of the Institute, the patient journeys were time consuming, exhausting affairs.

In December 2014, my first week in AIIMS, I accompanied the Medical Superintendent AIIMS Dr D.K. Sharma, on a visit of the Rajkumari Amrit Kaur (RAK) OPD. I saw huge crowds at the entrance of the RAK OPD at 9 a.m. There were huge crowds at each of the eight registration counters. The stairs were full of crowds and it was with great difficulty that we reached the fourth floor where the ENT OPD was situated in a portacabin space. Outside the 12 consultation rooms there were a hundred patients/attendants. There was a second round registration of patients. OPD spaces on each of the floors of the RAK OPD had multiple registration counters, blood collection counters and several minor operation theatres. There was hustle and bustle at every inch of the RAK OPD.

Barely a day earlier, Rishi Dev Kapur, IAS (1966), had visited the ENT OPD and waited almost four hours to reach the clinician's consultation chamber. His daughter Pooja, currently the Ambassador of India to Bulgaria, shared with me her father's harrowing experience:

> 'He left home at 7.30 a.m. on empty stomach, waited for three hours in lines for registration at AIIMS. He hoped to see a clinician at 10 a.m., but when he reached the ENT OPD he was told to return at 2 p.m. for the afternoon consultation/tests. He stood in lines all day. There was no clarity on the appointment time, consultation room, consulting clinician. He was pickpocketed while standing in lines at ENT OPD located in the portacabin and his credit card stolen. The security personnel had difficulty in maintaining order in the lines and constant jostling was witnessed.'

Ambassador Pooja Kapur's feedback brought forth the immense challenges for simplification of AIIMS OPD procedures. She was not the

only one who faced the challenges of a poorly functional OPD system. The situation was chaotic and desperately in need of simplification.

I also found that my office was full of requests for patient appointments and registration. A single request for appointment necessitated 10-15 phone calls for coordination. Systemic inefficiency had engulfed my valuable and productive work time. Almost all my office staff was busy accompanying patients to the registration counters. Nobody was available in the morning hours in my office. I noticed that not only was my office receiving a huge number of requests, the office of OSD to President, the Director's office, the Senior Financial Advisor's office and every other office was receiving patient appointment requests which overwhelmed all other work. At the same time, clinician's timings were being crowded out by overwhelming patient loads.

Following my visit to RAK OPD, I sent a note to the Medical Superintendent seeking his consideration on (a) whether it was possible to close down all secondary registration counters on each of the RAK OPD floors; (b) whether it was possible to close down the multiplicity of blood collection counters on each of the floors and operate merely through the Central Blood Collection Centre; (c) whether each of the patients could be accompanied by only one attendant; and (d) whether a faster system of registration by simplification of the processes was possible. I also requested a meeting with the Heads of Departments concerned in whose OPDs process simplification was an urgent felt need.

The Medical Superintendent, Dr D.K. Sharma, a man with decade-long experience and high reputation, convened the meeting with the Heads of Departments, a few days later. Consensus could not be reached on the roadmap forward. I received a three-page note from the Hospital Administration on the discussions, which said, that while there was overwhelming support that process simplification was necessary, the modalities of process simplification would need to be worked out. A second meeting was convened a few days later in which I participated and reiterated my view that process simplifications were necessary. Besides the individual requests being received in many of the

administrative offices needed to be streamlined into a systemic approach lest it derails the entire functional efficiency of administrative offices. Once again consensus eluded us. There was no consensus for closing down the tedious process of second round registration at the Department level. No consensus could be reached on closing down multiple blood collection points. The only area where consensus was reached was in creating an additional waiting space for patients on the third floor of RAK OPD. This was built on priority by Engineering Division. The creation of additional waiting areas was an important component of the AIIMS OPD Transformation Project that will be discussed in the subsequent paragraphs.

The AIIMS had an e-Hospital project under implementation for many years. The Computer Facility made an introductory presentation to me on the e-Hospital project in December 2014. Raghu Kumar, the Senior Programmer in the Computer Facility, and Sudhir Kumar, Technical Director NIC, presented the concept and implementation progress of the e-Hospital project. The e-Hospital project was all but dead and nothing was moving forward. Barely 2-3 modules of the total 10 modules were implemented in five years. There was no institutional coordination between NIC and AIIMS to take the initiative forward. I was informed that software is designed by the Tripura team of NIC and implemented in AIIMS. There was neither any institutional memory of the stages of implementation or the roadmap forward. It was essential to create institutional coordination structures and mechanisms to enable a patient-friendly environment.

Dr Deepak Agarwal, a neurosurgeon and the Chief of the Computer Facility, met me that evening after the introductory briefing meeting with the staff of computer facility. He mentioned that he had not met the Deputy Director (Administration) for seven months, before I had joined. The coordination breakdown was total. The post of Deputy Director (Administration) which was to function as the interface between the Ministries of Government of India and AIIMS had virtually collapsed in this project. The AIIMS was dealing directly with the NIC with neither the Ministry of Health and Family Welfare or the Department of

Information Technology being in the loop. Interaction at the Programmer level was not yielding any results. Clearly higher level interventions at the level of Health Secretary and DeiTY Secretary were necessary.

I discussed the need for process simplification with Director AIIMS, Prof M.C. Misra. He gave me the background of the work already done on Digital AIIMS. As soon as he took up the post of Director AIIMS on 11 October 2013, the leadership of the computer facility was revamped and Dr Deepak Agarwal was given charge of the Computer Facility. Further, the concept of Nursing Informatics Specialists (NIS) was brought to AIIMS from the experience at JPNATC digitisation where Prof Misra, Dr Deepak Agarwal and Metilda Robin had worked closely. This was the first time that the NIS concept was introduced and subsequently it was introduced at the Main Hospital. Prof Misra expressed disappointment with the slow progress of the e-Hospital project and said he would welcome any administrative initiative in this regard. It was a promise he kept, conceiving the whole digitisation process and devoting enormous man-hours to successful implementation. Often he stood against severe resistance from patients, senior faculty, nurses and resident doctors who were reluctant for introducing changes. The Director AIIMS displayed leadership from the front.

Health Secretary Bhanu Pratap Sharma, IAS (1981), was a strong votary of the digitisation of hospitals and the e-Hospital project. When I discussed the e-Hospital project with him, I was promised all support for timely implementation. A lot of bureaucratic leadership credit goes to Bhanu Pratap Sharma for his constant interactions, encouragement and coordination in successful implementation of Digital AIIMS project in the period February 2015 to July 2016.

AIIMS – UIDAI Collaboration

Vijay Madan, IAS, the Director General Unique Identification Authority, visited AIIMS in January 2015 to meet a patient who was admitted in the Cardio-Neuro (CN) Sciences Centre. As we walked through milling crowds to the CN Centre from the Teaching Block, I mentioned to the Director General UIDAI that AIIMS was coping with huge patient loads

and process simplification was urgently necessary. He felt that linkages between Aadhaar numbers and the unique health identification number issued by AIIMS could be considered.

I wrote to Vijay Madan requesting a meeting with him to explore the contours of collaboration between AIIMS and UIDAI in the patient registration process. He called me a few days later to the UIDAI headquarters. In the sprawling UIDAI committee room, I and Dr Deepak Agarwal presented seven slides, largely depicting the patient loads at AIIMS. Vijay Madan was extremely positive in assuring institutional collaboration between UIDAI and AIIMS. The UIDAI deputed two senior software professionals for linking Aadhaar numbers with the Unique Health Identification Numbers. A senior IAS officer, Shreeranjan, the Deputy Director General in the UIDAI, was asked to oversee the coordination.

A second meeting was convened at the level of Vijay Madan a fortnight later. Tripta Sharma, Programmer in the Computer Facility, AIIMS, and Sudhir Kumar, Technical Director NIC deployed at AIIMS, accompanied me to UIDAI. The possible modalities of Aadhaar seeding on patient registration were discussed and received broad approval by the senior officers of UIDAI.

AIIMS – DeiTY Collaboration – The Origins of Online Registration (ORS.gov.in)

Ram Sewak Sharma, IAS, Secretary DeiTY, visited AIIMS in February 2015. I sought his time during this visit to brief him about the slow progress of the AIIMS e-Hospital project. A man of immense energy and commitment, Ram Sewak Sharma convened a meeting with the senior officers of DeiTY, NIC, UIDAI and AIIMS next morning at 8 a.m. Tapan Ray, IAS, Additional Secretary, DeiTY; Ajay Kumar, IAS, Joint Secretary DeiTY and DG NIC; Rajesh Gera, Deputy Director General of NIC; and Shreeranjan, IAS, attended the meeting along with Director AIIMS, myself, Dr Deepak Agarwal, Tripta Sharma and Metilda Robin. It was in this meeting that the first steps for designing the online registration system were conceptualised.

The meeting with Ram Sewak Sharma was followed by a functional level meeting in the Computer Facility of AIIMS with the NIC-Tripura team. That was my first video-conference with Chayan Kanti Dar, the Senior Technical Director of NIC, Neelkamal Dey Purkayastha, Technical Director NIC, Rajesh Gera, Sunil Bhushan, Senior Technical Director NIC in the Ministry of Health and Family Welfare, Shreeranjan, and Dr Deepak Agarwal where we discussed the operational modalities. There were sharp exchanges on the functional roles between NIC and UIDAI. Thankfully we could resolve the issues and reach a consensus.

It was agreed that the patient seeking an appointment at AIIMS could log into the AIIMS OPD Appointment System (ORS.gov.in) and submit a request for an appointment online using his Aadhaar number. The verification of the demographic details of the patient would be based on a one-time password being transmitted to the mobile phone number of the patient registered in the Aadhaar database. The Unique Health Identification Number gave an individual digital identity to every patient visiting AIIMS. The patient could use the UHID for his entire lifetime and every consultation visit was documented by the system. Chayan Kanti Dar and Neelkamal Dey Purkayastha agreed to design the software by end of April 2015. AIIMS was asked to coordinate with the PayGov for ensuring that an online payment system is inbuilt into the software. This was a task followed up by the computer facility.

AIIMS sought meetings at the level of Health Secretary and Health Minister to outline the roadmap for the Online Registration System. Discussions focused on the quantum of online appointments that would be issued/ day and how many walk-ins would be accepted. It was decided that AIIMS would introduce a cap of 15 per cent online registrations for OPD appointments. Another issue that was considered was whether the OPD charges for Online Registration should be higher than the walk-in appointments.

Health Minister J.P. Nadda said

'Patient-friendly hospitals are a felt need and AIIMS should provide leadership to hospital process simplification. The software is quite

simplistic, forward looking and could be adopted widely. The AIIMS attracts a large number of poor, illiterate patients and the objective should be to have an inclusive digital platform where all stakeholders could benefit. Although, AIIMS had proposed introduction of a higher charge for online appointments as compared to walk-ins, the OPD consultation charges should not be touched at this stage.'

Following these deliberations, the AIIMS was given the responsibility of ensuring timely completion so that the project could be considered for launch during the Digital India week.

In pursuance of our discussions in Nirman Bhavan, Secretary DieTY Ram Sewak Sharma chaired three more follow-up meetings in Electronics Niketan in the run-up to the launch of Online Registration System. The features of the web-page were discussed in minute details. We worked really hard to adhere to the rigid timelines. It was agreed that AIIMS would conduct a trial run of the software in the OPD counters from end of May 2015 to ensure that operational logistics are streamlined.

The e-Hospital online registration software was operationalised in 10 OPD counters of RAK OPD in May 2015. Two weeks later Rajesh Gera and Sunil Bhushan visited my office to present the findings. The initial results were encouraging. AIIMS was receiving the proposed 15 per cent online registration patients. We visited the RAK OPD almost on a daily basis to ensure operationalisation of the registration counters. There were no operational glitches in the software. We operationalised 10 counters in June 2015. Health Secretary B.P. Sharma visited the RAK OPD at 8:30 a.m. in June 2015 and was quite satisfied that the online registration system could be taken up as part of Digital India week launches.

AIIMS had generated sufficient institutional positivity and momentum for the successful launch of the online registration system. Nearly a dozen meetings were held at the Secretary level in Electronics Niketan and Nirman Bhavan, there were meetings at the level of Health Minister and DeiTY Minister. The PMO was fully briefed on the online registration. There was all round support for the project. On 4 July 2015, the Prime

Minister launched the ors.gov.in portal for online registration under the e-Hospital project.

A week after the launch, AIIMS was mandated to conduct an on-boarding workshop for all the Central government hospitals on the online registration system. Health Secretary B.P. Sharma chaired the onboarding workshop, along with Director AIIMS Prof M.C. Misra and the DeiTY officials. Each one of us who had worked on the project were warmly congratulated for its successful launch.

AIIMS – TCS Collaboration

AIIMS–TCS collaboration commenced in April 2015. Health Minister J.P. Nadda convened a meeting in his Parliament House office which was attended by the MOS (IC) Power Piyush Goyal, TCS CEO N. Chandrasekaran, TCS Senior Vice President Girish Krishnamurthy. Director AIIMS Prof M.C. Misra, myself and Joint Secretary Medical Education Ali Raza Rizvi also joined the deliberations.

The MOS (IC) Power Piyush Goyal discussed the hospital processes at AIIMS. He said he had spoken to TCS CEO N. Chandrasekaran when he was on foreign travel waking him up at a midnight hour seeking his assistance for a CSR project in AIIMS and he had kindly offered to help. Prof Misra had spoken to MOS (IC) Power a few months earlier in this regard.

Prof Misra said that

'NIC is not delivering as per the mandate given to it, and digitisation was limited to OPD Registration. There is reluctance to expedite the complete implementation of the processes.'

TCS CEO N. Chandrasekaran said:

'Mr Piyush Goyal ji spoke to me a few days ago about streamlining the AIIMS OPD and a possible CSR Project with TCS. We are ready to take up the challenge of promoting a patient-friendly hospital. Our core strength lies as a software company. We have studied the AIIMS for a few days and are in the midst of formulating our strategy.'

It was decided that the modalities of AIIMS-TCS CSR project would be worked out in the coming days. All attempts should be made to develop collaboration for simplifying the patient journey. It was decided that AIIMS would collaborate with TCS in the coming months under a CSR project the details of which would be worked out. The TCS brought an ambitious scale of operations to AIIMS. TCS brought in management graduates and software professionals—four of them stood out, namely H.S. Shenoy, Srihari, Shashikant Dixit and Colonel Sanjay Kapoor. Assisting them were a large number of young professionals who stood out by their dedication. The focus was on changes in management practices. The TCS teams met me almost on a daily basis to firm up the systemic changes that they sought to incorporate.

By end of May 2015, we could identify a roadmap for collaboration under a CSR project that comprised the following—AIIMS OPD Transformation including deployment of manpower and equipment, Implementation of ERP solutions in AIIMS and development of Electronic Medical Records. The phase I of the AIIMS–TCS MoU was presented to Health Minister and MoS (IC) Power.

The TCS film on the state of affairs in AIIMS OPD reflected the realistic side of AIIMS. I saw the film and said 'the film presents a very negative side of AIIMS, and needs moderation. It can't look this bad.' That was how difficult reality was, even on film. The film showed people who were lost, looking for help to reach the destination, the absence of signages making the patient's journey complicated, crowding at every counter—crowding at blood collection centres, crowding at registration counters, crowding on the elevator lobbies, crowding on the stairs—a state of chaos all over the OPD areas. The TCS model was very innovative and interesting.

Both the Health Minister and the MoS (IC) Power were willing to support the proposal presented by Girish Krishnamoorthy. The proposal envisaged the creation of a patient registration centre, waiting hall, creation of additional patient waiting spaces, patient care coordinators. AIIMS was to provide the Security personnel and Data Entry Operators for the enlarged registration counters. It was a manpower intensive model

as with all Health Systems projects. The TCS model was to be explained to all the stakeholders in the AIIMS value chain through a series of orientation meetings. These meetings were organised in the early morning hours at 7:30 a.m. so that all stake-holders would attend to OPD from 9 a.m. The Director and I attended almost all the meetings. In-house discussions were encouraged so that process changes could be best identified for introduction. Girish Krishnamoorthy showed tremendous enthusiasm for the collaboration and worked in mission mode. He stationed himself in Delhi and brought a committed work ethic marked by 7:30 a.m. meetings and 100-hour work weeks. The AIIMS–TCS MoU was duly approved by the Governing Body of AIIMS. Girish Krishnamoorthy and I signed the MoU in the presence of Prof Misra in May 2015. This was a major step forward for AIIMS bringing in a major corporate giant with highly professional work ethic into our system driven by immense empathy for the well-being of the poorest of the poor patients.

The TCS brought in simple changes into the management practices of AIIMS. The approach was to facilitate faster registration, to dissipate crowds by creating larger patient waiting areas, introduction of thousand signages, introduction of screening at the entry point, introduction of patient care coordinators at the registration/consultation areas and the rather unique exit OPD counters for all follow-up patients. To simplify the registration system, the patient registration centre was constructed. When the site for the patient registration centre was demarcated, the Chief of the RP Centre for Ophthalmic Sciences felt that the front portion of the RP Centre was going to be crowded out and opposed construction. He was convinced subsequently that the structure would be a temporary structure that would be dismantled once the new OPD block is established.

The patient registration centre increased the number of registration counter from 10 to 50. Signages were introduced across AIIMS indicating the locations of various departments, laboratories and blood collection centres. Since the waiting spaces were quite limited, additional patient waiting spaces were established by construction of an air-conditioned waiting halls. AIIMS had an existing waiting hall where squatters were present and these were forcibly evacuated. The patient waiting hall for

pediatric patients contained a lot of Walt Disney posters to make the experience a memorable one. An innovative feature that was introduced by the computer facility of AIIMS was the EXIT OPD counter where patients could seek their next appointments, and dates for the various tests that were necessary. TCS streamlined the process by extending the exit counters.

The Department of Hospital Administration was a key player in the AIIMS OPD Transformation Project. Dr Angel Rajan Singh, a young Assistant Professor, along with Senior Resident Dr Sheetal Singh, was drafted to coordinate with the TCS for AIIMS OPD Transformation Project. The pilot phase was to cover the Departments of Paediatrics and Department of Medicine. The AIIMS–TCS collaboration for the OPD Transformation project was completed by December 2015. The first day we tried to implement the new system, patients were advised to be accompanied by one attendant and patients were advised to move from registration centre to waiting halls—there was complete chaos. Some of us were physically manhandled. Security personnel were in short supply to enforce the envisaged systems. The crowds outnumbered us by 3 to 1. Standing amidst the screaming crowds, I decided to relax the conditions on patient movement till additional security personnel were inducted into the system. Clinicians in the consultation rooms found themselves waiting for patients to reach the consultation rooms as they were still in the waiting halls or in the screening counter. The evening meeting to review the day's events witnessed huge resistance to change. Prof Misra laid great emphasis on gradualism to bring about change if we were to take the initiative forward.

The First Digital Revolution In Health Care

On 25 December 2015 Health Minister J.P. Nadda and MoS (IC) Power Piyush Goyal inaugurated the state-of-the-art patient registration centre and the waiting halls, thereby launching the AIIMS Transformation Project on India's Good Governance Day. Dr A.K. Deorari and Dr Rita Sood spoke about the significant quality improvement that they witnessed in the

Departments of Paediatrics and Medicine. Several patients also presented favourable feedbacks.

MoS (IC) Power Piyush Goyal said:

'On Good Governance Day – minimum governance and ease of business is for the benefit of the common man of India; it is for the poorest of the poor. Be it the doctor, the security personnel, the nursing personnel – each one has a role. The transformation that has commenced in AIIMS is part of a long journey, and we rededicate ourselves to system improvements. Soon, prescriptions would be done through an iPad, and medical records would be fully digitised.'

Health Minister J.P. Nadda said:

'The scale of involvement of the stakeholders in the transformation process was immense. It is a huge success story. I wanted to understand the benefits to the end person in the entire process. N. Chandrasekaran and Girish Krishnamoorthy were always there to explain the details to me. I made four visits to AIIMS to convince myself of the benefits of the change. Acceptability by AIIMS of the changes proposed by TCS was an immense challenge and involving everybody was a huge task. I would personally congratulate Prof M.C. Misra, Mr Srinivas, Mr Agarwal, Mr Krishnamoorthy and Mr Shenoy for this success story. We would be replicating this success story in a number of hospitals.'

As part of the Transformation Project, OPD patients and attendants were ushered into the new patient registration centre with 50 registration counters, each one having a computer terminal equipped with e-Hospital software. New cadres of officials were operationalised in AIIMS. There were nursing informatics specialists, patient care coordinators and data entry operators. Kiosks had been set up at many places and the dashboards depicted the patient's journey. They did not have to waste time anymore in long, early morning queues waiting to see the clinicians. The patient care coordinators guided them to the pediatrics OPD within no time. The nursing informatics specialists gave them a plastic UHID card for future references. Their patient journey had a stop at a waiting hall which had Walt Disney pictures.

Nursing informatics specialists were deployed to oversee the work of data entry operators. The registration time was a mere 40 seconds for all new appointments with UHID numbers generated from the online registration system. Fast track queues had been created where the patients who had already registered themselves under the online registration system could get their OPD cards and move quickly to the patient waiting areas. The entire approach was one of empathy and efficiency. Successful operationalisation of the patient registration centre meant that the waiting time had come down by nearly six hours per patient. The 3 a.m. serpentine queues were no longer there. They had disappeared and were replaced by a more orderly queue system that commenced at 8 a.m. and reached the OPD consultation rooms by 9 a.m.

Patients were passed through a screening system which was introduced in the consultation areas. The clinicians would commence work at 9 a.m. Patients would reach the clinician's rooms in an orderly manner. The most innovative feature of the AIIMS transformation model was the introduction of exit OPD counters. Their next appointments at AIIMS along with all tests were scheduled in an orderly manner at the exit OPD counters. Patients who were recommended for advanced laboratory tests, radio diagnosis, virology and pathology tests as well as follow-up appointments could be scheduled from the exit OPD counters. Patients, thus, had a systematised experience from the point of entry to the point of exit.

AIIMS – India's First Fully Digital Public Hospital

Health Secretary B.P. Sharma laid down the roadmap for implementation of the AIIMS e-Hospital project soon after the launch of the AIIMS OPD Transformation project. He wanted all the modules to be completed in a period of one year, i.e. by December 2016. From January to July 2016, DeiTY Secretary Aruna Sharma met AIIMS teams a number of times. AIIMS coordinated with DeiTY on a weekly basis. DeiTY Additional Secretary Ajay Kumar would visit AIIMS regularly for stakeholder meetings. The modules that were considered for early implementation were the RIS–PACS (Radiology Information System and Picture Archiving

and Communications Systems), the laundry module, the dietary module, the blood bank, establishment of kiosks with net banking facilities and billing modules. The inter-linking of laboratories along with in-patient data was also taken up.

The NIC-Tripura team was available on video conferencing for each of these meetings. The stakeholders attending the meetings involved dieticians, hospital administrators, radiology faculty, blood bank faculty, financial advisors and software programmers. By June 2016, each of the modules envisaged for computerisation under the e-Hospital project was completed.

The billing module was pursued with a lot of vigour. Former Health Secretary P.K. Hota, admitted to AIIMS, found it extremely tedious to get discharged on a Sunday when only cash counter is operational. He recommended that priority should not only be given to OPD registration but also to discharge of in-patients. We took Hota's advice and ensured that the billing module was successfully completed as part of the e-Hospital project. The entire task that Health Secretary B.P. Sharma had laid out for AIIMS was completed nearly six months ahead of schedule. It was possible due to the unstinting support received from DeiTY Secretary Aruna Sharma and DeiTY Additional Secretary Ajay Kumar in addition to senior NIC officials Rajesh Gera, Arun Rampal and Sudhir Kumar.

Expansion of the AIIMS OPD Transformation Project

The AIIMS–TCS collaboration was progressing at a rapid rate. After the 25 December 2015 launch of the AIIMS Transformation Project, efforts were initiated to cover all the five floors of the RAK OPD and all Departments. The efforts were led by the Department of Hospital Administration. Dr D.K. Sharma and Dr Angel Rajan Singh would convene meetings for every floor. The process changes that were envisaged in December 2014 became a reality.

In a period of six months following the launch of the AIIMS OPD Transformation Project, the project had spread to each of the five floors

of the RAK OPD AIIMS. The ENT department witnessed remarkable change. The department had shifted to the newly renovated OPD Space and had done away with the secondary registration. The linking of all laboratories and blood banks also meant that multiple blood collection points could be eliminated.

After nearly two years of relentless efforts we had created a sustainable, replicable and functional model which represented a remarkable success story in India's apex tertiary care Institution.

The PM's Independence Day Address – 15 August 2016

The Prime Minister in his Independence Day address on 15 August 2016 commended the Digital AIIMS project and recommended it for pan-India replication. Many state governments and central government hospitals sought to replicate the Digital AIIMS project. The Ministry of Health and Family Welfare set up an Oversight Committee under the chairmanship of Health Minister and a Health Care Transformation Cell in AIIMS under the chairmanship of Director AIIMS to oversee the Prime Minister's vision of pan-India replication. AIIMS has pioneered India's journey for patient-friendly hospitals. It received a number of awards and high recognition for the Digital AIIMS Project. The Ministry of Electronics and Information Technology felicitated AIIMS for the successful implementation of the Digital AIIMS which had the highest footfall of Digital India projects. The Department of Administrative Reforms listed Digital AIIMS as amongst the best innovations for the period 2015-17 and included it in the select list of projects in their publication, 'New Beginnings' released on National Civil Services Day on 21 April 2017.

The Digital India campaign has brought in a transformation in the government, transformed lives of citizens, transformed the economy and connected India virtually. It has been one of the most ambitious and successful campaigns undertaken by the government which has changed the lives of millions of Indians.

Union Information Technology Minister Ravi Shankar Prasad said while addressing the G20 Digital Economy Ministerial Meeting held in Salta, Argentina on August 2018 that:

'India's digital story is a story of hope and growth; of opportunities and profits. But above all it is a story of digital inclusion and empowerment. Digital India is a mass movement today touching the lives of a billion people.'

He further said that India's digital infrastructure included 1.21 billion mobile phones, of which 450 million are smart phones, nearly 500 million internet subscribers and an ever increasing broadband availability being supported by optical fibre connectivity in 2,50,000 village clusters. Indian IT companies have promoted digital technologies for digital payments, digital identity based authentication and operate in 200 cities of 80 countries.

On 18 October 2018, the Prime Minister said:

'The Digital India movement has brought data to villages of India. Tele-density, internet coverage and mobile internet subscriptions have increased in the recent past. There has been a rapid growth of common service centres in India. India has the highest mobile data consumption in the world and is also the country where the data is available at the lowest price. India has established a digital infrastructure and its interfaces including Aadhaar, UPI, e-NAM, and GeM. India would be able to take advantage of the fourth industrial revolution and make an immense contribution too.'

Success Stories in Promoting Digital Payments (PDP)

Assam, Daman & Diu, Jharkhand and Manipur

Nagaon District, Assam, transformed from a non-descript area to a locality with heightened awareness for cashless transactions. An agrarian district with 78 per cent population dependent on agriculture, most transactions were in cash in the district. The District Administration, post-demonetisation, attempted to promote digital transactions involving common people, government departments, banks, NGOs and Panchayati Raj Institutions. Digital payments facilities were made available at 1,000 ration shops and 56 fertilizer stores. In January 2017, a Digidhan mela was organised at Nehrubali

where 25 public sector and private sector banks participated informing the benefits of digital transactions. Over 1,000 POS machines were made available with registered merchants. Gradually there was an improvement in the use of digital transactions increasing from 27 per cent to 90 per cent, 33 per cent increase in ATM transactions. Farmers were encouraged to use POS machines at fertiliser shops. The district administration organised meetings with petrol pump owners, fair price shops and revenue earning departments to set up POS machines in the district.

Daman district, of the Union Territory of Daman and Diu had many residents who did not have bank accounts and digital modes of payments were not popular. In November-December 2016, the District Administration undertook a door-to-door campaign for promoting digital payment methods. Rekha Bagul worked in Banswada Garments Daman and did not have a bank account, her salary was paid in cash. She opened her bank account in HDFC Bank with her Aadhaar number and a reference from the company. Soon 85,000 garment workers in Daman opened their bank accounts and digital transactions touched a monthly high of 175,000 by the industrial workers, covering 3,000 industries. Even small hawkers in Daman use digital payments like BHIM and Paytm. Clearly Daman had switched from a cash-dependent society to a digital society.

In Bokaro District, Jharkhand, the district authorities made efforts to make every Panchayat in the district digitally enabled and ensure that cellular connectivity is available in every village of the Panchayat. A 'Cashless Walk' was undertaken to promote awareness and appeal to the community at both ends of the transaction—seller and buyer through various means including LED van displays, IEC activities, hoardings and posters. Soon there was a 300 per cent increase in POS machines usage in the district.

In Bishnupur District, Manipur, the District Administration even designed its own logo and pledged for promotion of digital payments through innovative methods like launch of Digital Bishnupur—an

online YouTube channel where tutorials in local languages were posted. The Manipur State Power Distribution Corporation Limited, Bishnupur started online electric bill payment system which resulted in an increase in revenue collected for electricity bills through digital payments mode. Further digital payments were promoted for all government schemes using the public financial management systems by increasing the number of POS machines in the district.

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8

Skill India and Make in India

Skill India is a campaign to train over 40 crore people of India in different skills by 2022 and Make in India is a movement covering 25 sectors to encourage companies to manufacture their products in India and increase their investment. This chapter examines their relevance to the Indian economy and developmental process.

Skill India – Kaushal Bharat, Kushal Bharat

INDIA'S sustained growth rates and emergence as the world's fastest growing major economy necessitated significant expansion in the skilled industrial workforce of the nation. Skill Development programmes were drawn up by individual ministries and departments under the aegis of the Planning Commission. The Ministry of Skill Development and Entrepreneurship was created in November 2014 with the objective of catalysing India's Skills landscape. The National Skills Mission to consolidate the skill initiatives of the Government was set up and a skill gap study undertaken. In July 2015 the Pradhan Mantri Kaushal Vikas Yojana (PMKVY) was launched to boost skill development in India. The next step was to launch the India International Skill Centres (IISCs) supporting the global mobility for jobs and the Pradhan Mantri Kaushal Kendras (PMKK). The India International Skill Centres have been operationalised in 16 states. The Pradhan Mantri Kaushal Vikas Yojana was allotted a budget of Rs 12,000 crore for 2016-2020 of which Rs 3,000 crore was transferred to States for training 20 lakh people between 2016-18. By May 2018, five lakh trainees of the PMKVY were placed in regular employment.

To meet the enhanced skill demand of the nation, the government re-energised the existing ITI system with the addition of 3,356 new ITIs and 14.9 lakh seats during the last four years. India currently has 14,254 ITIs with a capacity of 30.57 lakh seats, the aim being to establish one ITI in every block. The Pradhan Mantri Kaushal Kendras with model equipment for training, smart labs, placement cells and counselling cells have been established as part of Skill India Mission. The Indian Institute of Skills and the National Skill Trainers' Institutes have been developed. Several industry partners like JK Cement, SAIL, Jindal Pipes, NALCO and NTPC were incorporated into building programmes. The NSDC created 39 sector skill councils with 350 corporate leaders on their governing councils. Course standardisation, model curriculum in regional languages and online content have been developed for 250 short-term training courses. Attempts have been made to bring about convergence across all initiatives of skill development of various ministries and States. The NSDC also developed collaborations with several universities and schools.

Skill India has become the backbone for all the National Missions—Make in India, Digital India, Swachh Bharat, Smart City Mission and Mudra Yojana. Collaborations were also developed between Skill India Mission and the schemes of line ministries like the Saubhagya Scheme, Urja Ganga, Project Swarna and NHAI. The Skill India Portal enables online data management and system tracking for registration and enrolment, training, assessment, certification, placement and disbursements. The Skill Development Portal captures the lifecycle of 50 lakh candidates and provides an online platform to States to bring state-implemented schemes online to enable better monitoring, faster processes and standardisation of the skill ecosystem. Further, the Kaushal Mart provides a market place for content and an app for library provides online content for trainees.

The Skill Journey is an exciting initiative that seeks to transform India's livelihood landscape.

The National Skill Development Corporation (NSDC) was set up to enhance, support and coordinate the private sector initiatives for skill

development through appropriate public-private partnership models; strive for significant operational and financial involvement from the private sector and play the role of the market-maker by bringing funds, particularly in sectors where market mechanisms were ineffective or missing. The NSDC constituted Sector Skill Councils which played a vital role in bridging the gap between the industry demands and skilling requirements. The Sector Skill Councils identify skill development needs, develop sector skill development plans, standardise affiliation, accreditation, examination and certification process, and promote academies of excellence. The quality of training has improved.

The establishment of the Ministry of Skill Development and Entrepreneurship enabled significant coordination of a highly fragmented multi-ministry approach to skill development, as also coordination with States. Several States have also established their own training institutions and vocational education programmes. The National Skill Development Agency has been mandated to coordinate and harmonise the approach to skill development amongst the various Central ministries, departments, State governments, the NSDC and the private sector. Private sector involvement through the Sector Skill Councils has largely focused on developing sector-specific standards and certification frameworks. To improve the skill standards and the market relevance, the government has approved the merger of the two regulatory institutions, the National Council for Vocational Training (NCVT) and the National Skill Development Agency (NSDA) and the merged institution has been called the National Council for Vocational Education and Training (NCVET). The NCVET, whose main objective will be to improve the standards of skilling in India, will regulate functioning of entities engaged in vocational education and training, both long-term and short-term—awarding bodies, assessment bodies and skill information providers, and approve qualifications developed by Sector Skill Councils. The NCVET will have regulatory oversight over 14,000 accredited industrial training institutes and 13,000 other centres in the country.

A plethora of flagship industries have come forward to seek NSDC-funded affiliation for Skill Development Programmes. Larsen & Toubro

in the construction sector, Vardhaman Group in textiles sector, Godrej Industries in electronic goods sector, Maruti Suzuki India Ltd in the automotive sector, ITC in retail sector, Grand Hyatt in the hospitality sector, Infosys in Information Technology sector, ICICI Bank in the financial services sector, and Pawan Hans Helicopters Ltd (PHHL) in the aviation sector are some of the big industry groups that have taken up skill development programmes. Several industry units have opened skill training centres in the campus premises providing in-house training opportunities for new recruits.

Success Stories in Skill Development

Deen Dayal Upadhyaya Grameen Kaushal Yojana

The Deen Dayal Upadhyaya Grameen Kaushal Yojana (DDU-GKY) focuses on rural youth between the ages 15 and 35 years from poor families. As part of the Skill India campaign, it plays an instrumental role in supporting the social and economic programmes of the government like Make in India, Digital India, Smart Cities and Stand-Up India campaigns.

Implementation in Karimnagar and Mahbubnagar Districts, Telangana

In Karimnagar district awareness generation was created at Panchayat level through various media platforms. District officials visited various junior colleges where the young unemployed were briefed about the programme and resource persons interacted with the youth. Community organisations, self-help groups and village organisations were involved at every level of the process, in motivation, awareness generation, identification of skill gaps, identification of target skills and registration of students. The officials also carried out home visits for mobilisation and counselling of dropped-out youth. The courses offered were duly accredited by the National Council for Vocational Training, Sector Skill Council or the Ministry of Rural Development. The course duration was 90 days and 75 per cent assured placements.

In all, 2,209 candidates were trained under the programme and 2,072 candidates were placed in jobs for three months or more.

Bharati was a widow with three daughters namely Krishnaveni, Shubhashri and Shreya. Standing as a pillar of motivation for her family, she obtained basic training in tailoring and earned Rs 2,500 per month. The money was insufficient for the daily needs of the family. Bharati met Vandana who had completed her training under the DDUGKY programme on English Work Readiness and Computers course at the Karimnagar training centre and was employed at the customer service centre of Reliance Digital, Hyderabad. Based on the guidance given by Vandana, both Krishnaveni and Shubhashri passed the screening test at the Employment Generation and Marketing Mission (EGMM) in Karimnagar and qualified for the English Readiness and Computers Course. The two girls learnt soft skills, behavioural skills, professional etiquette, leadership and management skills and basic computers amongst other skills during the 90-day training period. After completing their training, both girls were placed at the Heritage Retail Stores, Hyderabad and each earned Rs 9,500 per month. From a meagre Rs 2,500 per month, the girls have increased their family's annual income to Rs 2,58,000 per annum. The two sisters have now encouraged their third sister Shreya to complete her degree, thereby completing the quadrilateral of income earners in the family.

Samreen Begum, a young girl from Marikal village, Mahbubnagar District, could not continue her education after intermediate and pursued employment opportunities. Her father was a motorcycle mechanic and her two younger brothers were still in school. Her mother was a daily wage worker and there were never adequate earnings to make both ends meet. Samreen Begum attended a Mahila Samakhya meeting in which a Job Resource Person explained the training programmes offered. Samreen Begum underwent the English Work Readiness & Computers Course. She spent 75 days learning basic communicative English, soft skills, retail skills, and participated

in group activities like newspaper reading, group discussions, role plays and presentations. On completion of training she got employment at a well-known American Fast Food Restaurant in Hyderabad with a monthly income of Rs 12,000.

Implementation in Dhemaji, Jorhat and Tinsukhia Districts of Assam

In Dhemaji district, Barnali Boragohain was not able to continue her education beyond class 12 and, at age 25, she was a young widow with a five-year-old son and barely able to sustain her family. She attended an awareness generation and mobilisation camp at Khubalia Gaon Panchayat organised by the Assam State Rural Livelihood Mission. Following her verification for eligibility, she trained for Trade BPO (Voice) under the PIA Inductus Private Ltd. in January 2017. She learnt soft skills, computer techniques and spoken English which gave her the confidence to attend interviews in different companies and she got an employment with JKF Technology Kolkata at a salary of Rs 7,500 per month. Barnali Boragohain got adequate financial security under the DDUGKY scheme.

In Jorhat district, Madhumita Borah, a resident of village Baligaon, came from a family having inadequate income from small agricultural holdings. Given the financial constraints, she had to discontinue her studies and pursue employment opportunities as a daily wage labourer. Madhumita Borah attended the mobilisation camp of Apollo Medskills, at Baligaon Gram Panchayat in North West Jorhat and Titabar Development Block. She joined a three-month training course of general duty assistant at the training centre in Khetri, Guwahati. On completion of her training, she applied for a job in a company providing home care services at Hyderabad. She got a job with a monthly income of Rs 10,000 per month. She continued to pursue higher wage jobs and soon joined as a caregiver with monthly salary of Rs 18,000 at Zoctr home healthcare services in Mumbai in July 2017. She also noticed that the job melas in Jorhat attracted companies like Big Bazaar, Eureka Forbes, Reliance Nippon Life Insurance and

several other companies raising the aspirations and income levels of several of her fellow trainees.

In Tinsukhia district, Jushi Baruah could barely manage two meals a day, and was desperate to get a job to feed a five-member family. She attended a mobilisation camp in village Sadiya in Tinsukhia block and underwent 90 days of job training as an Industrial Sewing Machine Operator. Baruah was immediately placed in a garment retailer company Cotton Blossom at Tirupur, in Tamil Nadu. The company provided her additional training and she soon rose in the ranks to a supervisory position in the production department. Today, Jushi Baruah leads a production team, checking and allocating work to newly joined employees. Not only was she able to finance the education of her younger siblings but she was also able to help several native youth of Sadiya village.

Success Stories in Apparel Sector

As Joint Secretary to Government of India in the Ministry of Textiles, I noticed the intense competition among apparel industry captains for nomination on the Apparel Sector Skill Council and the Spinning industry for nomination on the Textiles Skill Council. The Industry saw an exciting new opportunity in Skill Development Programmes and the quest for new jobs.

I came across a number of success stories emanating from the Apparel Training and Design Centre which is one of the giant skill institutions in apparel sector. The ATDC was an institution that I was closely associated with for four years during the operationalisation of the Integrated Skill Development Scheme. I had seen it grow from a loss-making entity to a skill giant in the Apparel Sector with several international collaborations. The Pilot Scheme implemented in the 2010-12 period was subsequently scaled up in the 2012-2017 Plan Period and continues to rise.

Cricket to Cloth: Dayal Singh Negi

Dayal Singh Negi has a success story to narrate that most would love to experience—but only a few would achieve. 'You have to do something concrete that will give you deep technical knowledge,' his elder brother told him soon after Negi, 28, completed his graduation from Delhi University. The choice of sector also came from his brother. 'He told me to go for the apparel sector as it was a booming area,' recalls Dayal. 'I am happy I heeded his advice and joined the Apparel Manufacturing Technology (AMT) programme at ATDC,' he says. Rightly so, because not too many 28-year-olds would have such a wonderful success story to tell. His annual package today is nearly Rs 18 lakh.

Sewing Dreams: Roopavathi

Roopavathi M.S. was born into a family of farmers and discontinued her studies in class 8 due to financial constraints. Somehow she was always interested in the apparel sector, but did not know where to start. She joined ATDC Tumkur for the SMART Operator (Basic) course, with support from the National Backward Classes Finance & Development Corporation (NBCFDC). There, her basic sewing skills were sharpened thanks to state-of-the-art machines and a trained faculty.

'ATDC taught me that success is to be measured not so much by the position that one has reached in life but by the obstacles we overcome in trying to succeed,' says Roopavathi, now 28. After her course, she joined Shahi Exports, where she is currently a supervisor at a salary of Rs 6,500 per month.

Another Skilling Institution that I interacted with was the IL&FS Skills Corporation which was headed by an erstwhile colleague R.C.M. Reddy, which grew from being a pilot programme offered for textiles sector to one of India's largest vocational training programme companies with a goal to train 4 million people by 2022. The IL&FS Skills corporation has since 2011 trained 1.6 million youth, in 23 sectors, and established

300+ Institutes of Skills, covering 84 trades with a presence in 271 districts, 24 States and 23 Sector Skill Councils and linkages with 1000+ placement agencies.

I had an opportunity to visit two IL&FS Skills Training Centres in Bengaluru and was very impressed by the state-of-the-art infrastructure, the on-the-job training modules, multimedia modules and the assessment and certification programmes which seemed very futuristic. I also noticed that the placement records were quite high with 75 per cent placements. Some of the popular courses were dairy farming, sewing machine operator, auto service technician, branch banking executive, debt recovery agent, mutual fund agent, hair stylist, beauty therapist, fitter fabrication, assistant electrician, repair technician, boutique management, fashion designing, pharmacy assistant, stewards, bar tenders, fitters in electrical assembly, digital marketing, web development, security guards, fitness trainers, call centre customer care executives, etc.

The skills sector has clearly grown into a plethora of opportunities and corporate presence. Industry participation has changed the perspective of ITI training to one where placement opportunities exist in 75 per cent cases for trainees. Skill India in the coming decade will play a critical part in taking the Nation forward.

Make in India

In a bid to make India a manufacturing hub, the Prime Minister launched the Make in India campaign on 25 September 2014.

The Commerce and Industries Minister said:

'The Government wants to boost the share of manufacturing in the US$1.9 trillion economy to 25 per cent from about 15 per cent. We are fully committed to creating a business-friendly environment to boost the manufacturing sector which will push India to a higher growth trajectory. We want to make India a global manufacturing destination. We are fully committed to delicencing, deregulation and radical changes as we go along with an open mind. We want to change to chart a new course, new path wherein business entities are extended the proverbial

red carpet welcome. Today's event is being held after taking serious measures on ease of doing business.'

The Prime Minister said the government will facilitate business through effective governance, emphasising the need to First Develop India—highways complementing i-ways, Link West complementing Look East, Skill India, Digital India, infrastructure not as constraining deficit but as a growth opportunity.

He said,

'I do not only talk about good governance. I talk about effective governance and easy governance. The most essential factor is trust. Let's start with trust and the government will intervene only if it sees any deficiencies.'

The Make in India campaign, has been innovative and far-reaching, changing the dynamics of the government's interaction with the Industry as equal partners in India's economic development. This campaign seeks to facilitate investment, foster innovation, enhance skill development, protect intellectual property and build best in manufacturing infrastructure in India. The campaign recognises the ease of doing business as the single-most important factor to promote entrepreneurship and aims to delicence and deregulate industry. The focus is on new infrastructure development for high speed communications and integrated logistic arrangements. The Make in India campaign has identified 25 sectors in manufacturing, infrastructure and service activities where details are being shared on an interactive web portal. The campaign has had a significant impact on investors generating high optimism and positivity in the array of measures that focused on ease of doing business.

Doing business in India was often difficult because of the difficulties in getting numerous approvals, complexity of regulation, poor infrastructure and difficulties in accessing finance. The abolition of the Foreign Investment Promotion Board in May 2017 represents an important step in enhancing the ease of doing business. Individual departments have been authorised to clear Foreign Direct Investment Proposals in consultation with the Department of Industrial Policy and

Promotion. Specific timelines have been fixed for approving foreign direct investment applications by individual departments. The government carried out significant Foreign Direct Investment Policy reforms to open new sectors for growth. An innovative market entry programme Make in India Mittelstand (MIIM) has been formulated to assist German companies into entering Indian markets. The Consolidated Foreign Direct Investment Policy 2017 provides for online filing of applications for government approval. Most sectors have been placed on automatic route. The defence industry is placed on automatic route up to 49 per cent and government route beyond 49 per cent wherever it is likely to result in access to modern technology. Telecom services and Single-Brand Product Retail Trading have been placed on automatic route up to 49 per cent and government route beyond 49 per cent. Multi-Brand Retail Trading has been placed on government route with an FDI cap of 51 per cent as also Private Sector Banking with FDI cap of 74 per cent and government route beyond 49 per cent up to 74 per cent.

The government has strengthened CEO forums and Joint Commission Meetings for business-to-business interactions and government-to-government interactions at bilateral fora. Further, the international investment outreach activities have included networking sessions, road shows, exhibitions and one-to-one meetings. The Indian Missions in focus countries have acted as key facilitators in the form of participative and owned events, bilateral meetings as part of the Make in India initiative.

The key sectors of the Make in India campaign are automobiles, automobile components, aviation, biotechnology, chemicals, construction, defence manufacturing, electrical machinery, electronic systems, food processing, leather, information technology, media and entertainment, mining, oil and gas, pharmaceuticals, ports and shipping, railways, renewable energy, roads and highways, space, textiles and garments, thermal plants, tourism and hospitality, space and wellness.

Industry captains have welcomed the 'Make in India' campaign. Mukesh Ambani, the Chairman and Managing Director of Reliance India Limited said:

'The "Make in India" campaign has inspired the world. Make in India is about the present and the future—global competitiveness is the key to succeed. The Make in India movement has to be open to capital and expertise from around the globe. It is important to connect village clusters with international markets and not only domestic markets by building the physical infrastructure and virtual infrastructure so that all our goods and services are connected to all markets.'

India ranks 77 in the World Bank's Doing Business Report 2019 and 57th in the Global Innovation Index, on the World Intellectual Property Organization Report. Foreign Direct Investment has shown an extremely positive trend since the launch of the Make in India Initiative with a growth of 55 per cent on FDI inflow and 63 per cent on FDI equity inflows. India ranked 142 in the World Bank's Doing Business Report in 2014 and progressively scaled to 130 in 2015-16, 100 in 2017 and 77 in 2018—showing a 65-rank improvement over four years.

The Doing Business Report undertakes an objective assessment over starting a business, getting electricity, getting credit, paying taxes, enforcing contracts, construction permits, registering property, protecting minority investors, trading across borders and resolving insolvency. India has shown consistent improvements in each of the six indicators over the previous year. The systemic reform has been achieved by adopting an online single-window system which has significantly reduced the time taken to process all approvals by half. There has been rationalisation of power tariffs and reducing the time taken to get a power connection and the cost to get a power connection significantly. The Doing Business Report also recognised the improvements in paying taxes, electronic system for payment of Employees' Provident Fund and Employees' State Insurance, simplification in the provisions related to income tax and reduction in corporate income tax rates. There have been simplifications in the processes for starting a business like elimination of minimum capital requirement and introduction of a single form for several services. The government has indicated that this radical reform has happened because of a comprehensive reform action plan, identification of nodal departments, dissemination of reforms through an effective

communication plan and regular feedback. A lot of emphasis has been placed on monitoring, pan-India coverage of reforms and an effective dialogue with the Doing Business Team. Quite clearly the transformative measures taken up by the government were the legislative and regulatory changes represented by the GST Act, the government process reengineering, eliminating personal interface by technology driven governance and resolving insolvency related issues.

There has been a significant increase in foreign direct investment (FDI) flows since the launch of Make in India. FDI inflows crossed US$50 billion in 2015 and increased to US$60 billion in 2016. Auto and auto components witnessed 77 per cent increase in FDI inflows, with electrical machinery and textiles showing significant increases. India has also tried to address the transportation and infrastructure bottlenecks under the Make in India programme with higher investments in railways, roads and highways, air transport, ports and inland waterways and telecom infrastructure. There are a number of new industrial corridors being constructed across India—the Delhi–Mumbai industrial corridor, the Amritsar–Kolkata industrial corridor, the Bengaluru–Mumbai economic corridor, the Chennai–Bengaluru industrial corridor and the Vizag–Chennai industrial corridor.

The challenges of making Indian companies competitive in international fora remains formidable in several sectors. In the textiles sector, India has a significant raw material advantage as the world's second largest producer, consumer and exporter of cotton and low-cost manpower along with favourable government policies. The government has approved a special textiles package for Rs 6,000 crore with the aim of creating one crore jobs and achieve US$30 billion-worth apparel exports. The features of the special package included technology upgradation through the Amended Technology Upgradation Fund Scheme, infrastructure development through the Scheme for Integrated Textiles Parks, Integrated Processing Development Scheme, Mega Textiles Clusters and a Scheme for Promoting Textiles in the North Eastern Region.

The criticality of apparel exports to the textiles value chain can be understood from the fact that a billion-dollar increase in apparel exports

added 10 lakh jobs to the economy. There exist issues of export incentives, tariffs—both through duties and non-tariff barriers, compliance and enforcement of labour laws, skill development, capacity building, quest for new markets, knitwear technology mission, environmental issues in dyeing factories and establishment of apparel parks. India's apparel exports benefited hugely from the support they received under the Foreign Trade Policy. There was a two per cent scrip for apparel exports to the United States and the European Union markets. Given that many of the competing countries had GSP+ benefits, Indian apparels benefited to a considerable extent from the Foreign Trade Policy. There were also tax refunds in the form of duty drawback.

Bilateral Trade Agreements have the potential to provide a significant increase in exports. For a long time there was a lot of excitement about the India–EU Free Trade Agreement which had an export potential of US$5 billion for Indian apparels if firmed up. Despite protracted negotiations, the India–EU Free Trade Agreement is work-in-progress. There are alternate mechanisms for bilateral dialogue. The Joint Working Group between India and European Union on Textiles and Apparels provided an institutional mechanism for interactions with the EU. The engagement helped build collaboration on non-tariff issues like REACH legislation and provide clarity on GSP plus benefits to competing countries. The India–Japan Comprehensive Economic Partnership Agreement had considerable benefits for the textiles sector. The steep tariff reductions in import duties enthused the Indian exporters in Japanese markets. The annual participation of apparel exporters in the Japan International Textiles Fair in Tokyo went up significantly thereafter. Not only did Indian apparels enjoy substantial State support in the Foreign Trade Policy, apparel imports to India were also highly protected.

India does have an export potential of US$30 billion, in apparel exports on full implementation of the Make in India campaign. The organisation of large domestic trade fairs and consolidation of India's overseas markets in the US, EU and Japan represent important steps. Further there is a need to identify and penetrate new markets like Africa and West Asia. India did not conduct any apparel shows in Israel for

many years. Collaboration with Tel Aviv in pursuance of the warm exchanges between the two Prime Ministers for textiles trade shows represents a huge opportunity for India's apparel exporters. The penetration into African markets through an appropriate entry point with benefits of various African trade agreements represents an important focus point. Mauritius with its large Indian population has membership to a number of African trade agreements and represents an ideal choice for routing Indian apparel exports into African markets. The India-Mauritius MoU for Textiles and Apparels offers a window of opportunity for trade with Africa. Textiles trade shows in Iran had to be established as there was a lot of dependency on Iranian oil and a significant effort was required to reduce the mounting trade deficit. But the Iranian markets have largely been subdued and it was difficult to do high volumes of textiles trade.

Tirupur is the home of the knitwear industry. The Knitwear Technology Mission was a long cherished pursuit of the Tirupur Exporters Association. The Knitwear Technology Mission was sanctioned as part of the ISDS scheme for promotion of high-end knitwear technology in Tirupur. The Mission is expected to provide the roadmap for a technology breakthrough in adoption of high-end machinery into the knitwear sector. The initiative was quite successful and replicable. The Brandix Apparel City commenced operations in Visakhapatnam with foreign direct investment from Sri Lanka. The consolidation of the apparel industry into clusters will enable economies of scale over a period of time.

India's apparel exports remain an area of key strength for employment and export earnings. For export promotion, employment generation, technology upgradation, creating industrial clusters of scale, trade agreements for preferential access and significant business-to-business and government-to-government collaboration is necessary.

The government has announced a scheme for strengthening of industrial statistics in 2014. The collection of monthly production statistics from organised manufacturing units for IIP represents a critical element for economic policy making. This is an important initiative and needs all support.

I spoke to some of the Textiles Industry Captains, including Harish Ahuja, Chairman of Shahi Exports, J. Thulasidharan, Chairman of Indian Cotton Federation, Vijay Mathur, Additional Secretary, General Apparel Export Promotion Council and D.K. Nair, former Secretary General, Confederation of Indian Textiles Industry on the implementation of the Apparel Package of 2016 and the impact of the Make in India programme and Skill India on the Textiles Sector. This is what they said:

Harish Ahuja, Shahi Exports: The main objective of the apparel package was to ensure a level playing field to India's apparel industry with Bangladesh and Vietnam by return of state levies. However, despite the apparel package Indian apparels did not get competitive. GST Act was enacted after six months of the apparel sector package and it took time to settle down to the provisions of the new provisions. There is tremendous potential for 20 per cent year-on-year growth in textiles sector, especially with China vacating space from its apparel export industries. The one crore employment generation that was envisaged will happen only when apparel exports rise.

Vijay Mathur, Additional Secretary General, AEPC: The apparel package envisaged US$30 billion-worth of additional apparel exports and one crore jobs. Of the Rs 6,000 crore package, Return of State Levies amounted to Rs 5,500 crore. While the initial notification for return of state levies rate was prescribed at 3.7 per cent, after GST it was reduced to 1.7 per cent. Further, the apparel industry faced high costs of GST compliance. Many workers were being paid on cash basis and following GST every employee had to be paid gratuity and employees' provident fund. As such, the apparel sector package needs more time for full implementation and results to be seen.

D.K. Nair, Former Secretary General CITI: Skill India has worked well in the Textiles sector. A lot of training has happened. Several existing workers have been retrained and their production efficiency has been enhanced. China is cutting apparels production and making investments in Bangladesh and Vietnam, even in Lao PDR and Myanmar which are

witnessing an increase in apparel exports. Indian apparel exports need technology upgradation and skill upgradation to keep pace.

J. Thulasidharan, Chairman ICF: The apparels sector package was a comprehensive package that envisaged a level playing field by return of state levies in addition to duty drawback to the garment industry. The enforcement of the provisions of GST had compliance costs and affected production in the major textiles clusters of Surat, Ichalkaranji, Malegaon and Bhiwandi where industry units did not pay taxes in the past and were brought into the tax net. Textiles companies did not have account books, payments were in cash and no credit cards were envisaged. Under GST the industry had to file tax returns and maintain employees' records in a transparent manner. Under Make in India, the Rapier Loom was developed in India by the Centre for Technical Research, Bengaluru for the first time. Some value chain also happened in weaving and processing sectors. Nano printing is under research. The Centres of Excellence in SITRA and Medical Textiles have been strengthened to develop products for import substitution.

Investment Proposals under Make in India

A number of industry majors have expressed their investment interests under the Make in India campaign.

Airbus, a French company, whose product line comprises highly successful families of aircraft has made an announcement to join the 'Make in India' bandwagon. To this extent, Airbus has announced that it will set up system integration and final assembly lines in India if the company's proposals to produce C295W military transporter aircraft with Tata and military helicopters with Mahindra materialise. Airbus has also inaugurated a BizLab in Bengaluru and is establishing a state-of-the-art pilot training centre in the National Capital Region.

Daimler Benz AG, a German manufacturer of automobiles, has announced investment plans in India with a 100 per cent wholly owned subsidiary Dailmer India Commercial Vehicles Pvt Ltd (DICV). The company will manufacture the Bharat Benz and Mercedes Benz buses as

also a new range of Bharat Benz high power engine trucks as also Bharat Benz heavy duty tractors. The new plant will initially have a capacity to manufacture 1,500 buses which can be increased to 4,000 units.

Siemens AG, a German multinational conglomerate, has invested US$2,090 million in India in 22 factories across India in the last 10 years and has committed to invest US$1,090 million to add 4,000 new jobs to the existing workforce of 16,000. Siemens investments are planned in new startup units to develop business in areas such as artificial intelligence and decentralised electrification.

GAP Inc, an American multinational for clothing and accessories, opened their flagship store in Delhi in May 2015 and currently have three stores in India. GAP plans to come up with 40 new stores in India.

Sony, a leading Japanese manufacturer of electronic products, plans to make Xperia phones and Bravia series of televisions in India. The company also plans to manufacture a smartphone which would be targeted solely for Indian customers.

Volvo, a Swedish transportation company, had established the Volvo buses manufacturing facility in Bengaluru 10 years ago, and has proposed additional investment of US$144 million and expansion of its Hoskote plant which will generate employment for 2,125 more people.

IKEA, a Swedish based furniture, household goods and textiles company, has expressed investment plans to open 25 stores across India in the long term. The IKEA Hyderabad retail store has been recently launched. The company is looking at durable sourcing of products for its global operations from India by 2020.

Walmart, an American multinational retail corporation, has expressed investment plans to open 20 best price modern wholesale stores in eight States in India. Walmart plans to expand to 500 stores in the next 10-15 years.

There are several significant investment proposals from Indian companies. Reliance Industries has pledged an investment of US$42 billion to create 500,000 jobs under the Reliance Jio brand. Adani Group

has pledged US$6 billion in a joint venture with Rajasthan Renewable Energy Corporation to set up India's largest solar power plant with a capacity of 10 GW. Apollo Hospitals has pledged an investment of US$305 million in four hospitals to come up in Mumbai, Bengaluru, Guwahati and Visakhapatnam. Further, in 2016, Apollo Hospitals has announced plans for setting up a medical college and a gastro-science and liver institute in Kolkata.

The Make in India campaign represents India's big push for enhancing the share of manufacturing in GDP to 25 per cent and generation of 100 million jobs. There has been considerable momentum to the campaign, with the government according it high priority in domestic and international fora. This has been coupled by important policy changes like the FIPB abolition, increases in FDI caps, stronger statistical data bases and renewed international trade policy cooperation.

Success Stories in Start-Up India

Gujarat and Karnataka

The Government of Gujarat notified the Scheme for Assistance of Startups/Innovation under the Industrial Policy 2015 for promoting innovation and creating an ecosystem for startups in the state. The policy envisaged sector-specific interventions, supporting innovation, entrepreneurship and incubation in the State. Gujarat established the International Centre for Entrepreneurship and Technology (ICreate) in PPP mode with a world-class incubation centre under the aegis of the Gujarat Foundation for Entrepreneurial Excellence. In addition to Government Schemes, funding assistance to start-ups is being given by leading institutions like the Gujarat Angel Investors Network and the Ahmedabad Angel Investors Network etc. The State has also organised a number of Vibrant Gujarat Start-Up Summits to provide networking platform to startup stakeholders.

I will quote the success story of Hunny Bhagchandani, a student of industrial engineering with the Pandit Deendayal Petroleum University, who incubated a simple, smart gizmo to help the visually

impaired to move around safely. The handheld device called 'Torch It' helps in mobility and navigation through technology making lives smarter, safer and easier. 'Torch It' detects all kinds of obstacles, vertical and horizontal well before the person gets dangerously close to them and even gives the user an idea of how close they are.

The Government of Karnataka has successfully established a conducive ecosystem for entrepreneurship and startups in the State. Karnataka has more than 4,000 startups set up in Bengaluru and ranks 15th in the Global Startup Ecosystem Ranking. It is only the second Asian city other than Singapore to figure in the Global list and is the world's second fastest growing startup ecosystem. Karnataka has a startup policy and a dedicated Startup Cell for interactions to enable the startups with registration, application for incentives, booster kit etc. The state also has tie-ups with several industrial bodies like NASSCOM, IAMAI, 91 Springboard etc. The State has a partnership with academia through NAIN (New Age Incubation Network) – for providing financial assistance, mentor connect to startups. For commercialisation, technology business incubators have been set up. The State has an earmarked fund of Rs 200 crore to invest in startups and so far 40 ideas have been funded across sectors.

One of the startups, incubated at the Government of Karnataka–IAMAI (Internet and Mobile Association of India)-supported Mobile 10X Accelerator, is 'Chikitsak'. For a moderate sum of Rs 50, Chikitsak uses a portable bluetooth-enabled kit to screen for vitals, blood pressure, ECG, oxygen saturation, temperature, weight, BMI, heart rate, pulmonary function and vision. For an additional Rs 50, there is a connect to a doctor for consultation. The data is placed on cloud and can be retrieved anytime in future.

Many States like Telangana, Kerala and Bihar have developed startup policies to support the vision of creativity and empower startups to grow through innovation and design.

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9

Social Inclusion Measures

Social Inclusion refers to access to favourable opportunities in society to enhance one's life chances. Such opportunities comprise of education, employment, social services and social protection. The absence of these opportunities is social exclusion, which results in marginalisation, poverty and material deprivation. This chapter deals with the programmes and policies of government towards improving the lives of the vulnerable like the girl child, women, weaker sections and elderly.

THE Constitution of India through its Preamble seeks to secure to all its citizens justice, social, economic and political; liberty of thought, expression, belief, faith and worship; and equality of status and of opportunity. The Indian Constitution has outlined through the Fundamental Rights and the Directive Principles of State Policy, the policies for Social Inclusion. Part III of the Indian Constitution provides for six Fundamental Rights for Social Inclusion. These include Right to Equality, Right to Freedom, Right against Exploitation, Right to Freedom of Religion, Cultural and Educational Rights and Right to Constitutional Remedies. These Rights are also available to persons with disabilities.

Women and Children's Development

Article 15(3) empowers the State to make special provisions for women and children in educational institutions and employment opportunities. This provision has been widely invoked by the government for providing exclusive reservation of certain categories of posts for women and for reservation for women in local bodies and educational institutions.

The Ministry of Women and Child Development was established in 2006 with the responsibility to advance the rights and concerns of women and children and to promote their survival, protection, development and participation in a holistic manner. It was also expected to bring about inter-ministerial and inter-state convergence with regard to women and child programmes. The National Policy for Empowerment of Women lays down detailed prescriptions to address discrimination against women, strengthen existing institutions, provide better access to health care, equal opportunities for women's participation in decision-making and mainstreaming gender concerns in developmental processes. The policies and programmes of government have been formulated on the lines of the broader vision laid down by the National Policy for Empowerment of Women.

The Ministry of Women and Child Development is the custodian of several Acts relating to women and children. Prominent among these are the Dowry Prohibition Act, 1961, the Prohibition of Child Marriage Act, 2006, the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 and the Juvenile Justice (Care and Protection of Children) Amendment Act, 2011.

The National Commission of Women and the National Commission for Protection of Child Rights have been established under the aegis of Ministry of Women and Child Development to safeguard the rights of women and protect children's rights, respectively. The National Commission on Women took up the 'Violence Free Home – A Women's Right' campaign for awareness generation in Delhi. The Protection of Children from Sexual Offences Act, 2012 came into force on 14 November 2012, as a comprehensive piece of legislation that provides protection to all children under the age of 18 years from offences of sexual assault and sexual harassment.

Amongst the flagship schemes implemented by the Ministry of Women and Child Development are the Umbrella ICDS, Women Empowerment Schemes like *Beti Bachao Beti Padhao* and a series of grant-in-aid schemes in the field of women and child development. The

umbrella ICDS comprises of six sub-components namely the Anganwadi services scheme, the Pradhan Mantri Matru Vandana Yojana, the National Creche Scheme, the Poshan Abhiyan, the Scheme for Adolescent Girls and Child Protection Scheme. The ICDS is aimed at improving the nutritional and child health status of children below the age of six years and pregnant and lactating mothers as also to reduce the mortality, morbidity and malnutrition. The *Beti Bachao Beti Padhao* scheme is to celebrate the girl child and enable her education. The main objectives of the scheme are to prevent gender-biased sex selective elimination, to ensure survival and protection of the girl child and to ensure education and participation of the girl child. The scheme seeks to improve sex ratio at birth in selected gender critical districts by two points a year.

On International Women's Day on 8 March 2018, the Prime Minister launched the National Nutrition Mission and pan-India expansion of *Beti Bachao Beti Padhao* at Jhunjhunu in Rajasthan. The Prime Minister said that there was no question of discrimination based on gender and stressed on the importance of girls getting access to quality education just like boys. Emphasising that a daughter is not a burden, the Prime Minister said that girls are bringing pride and glory to the Nation excelling in several fields.

Women's Self Help Groups represent the core of India's approach to Women's empowerment and poverty alleviation. Women's Self Help Groups have undertaken the responsibilities of savings, financing and loans. The District Women's Development Agencies have been entrusted with the responsibility of coordinating with Women's Self Help Groups at village level. A typical Women's Self Help Group comprises of 10-20 women and is engaged in conducting several small businesses at village level, microfinancing activities from their savings and developing strong sense of identities with the activities being undertaken.

As young officers at the LBSNAA, Mussoorie, we were taught the SEWA model for empowerment of women. The Gujarat model of Self Employed Women's Association (SEWA) had organised women into cooperatives operated like a trade union, providing various services such

as banking, child-care, legal aid and vocational education. SEWA adopted an integrated approach providing credit through the SEWA bank, training in several areas like health care, child care, literacy etc. SEWA cooperatives for women focused on agriculture, livestock and handicrafts with many of them entering dairy industry. The SEWA experience also proved that illiterate women could establish a profitable cooperative bank with a contribution of Rs 10 each, focusing on savings and microfinance activities.

At the launch of the Digital India Mission, the Prime Minister felicitated two women entrepreneurs running digitally enabled one-stop shops for service delivery at the village level under the Common Service Centre's programme. The government has also used the National Data Literacy Mission for providing digital literacy training to equip women in enhancing their participation in the digital economy. Capacity building programmes are the key for consciousness raising and empowerment of women. The Sahayoginis working under the Department of Women and Child Development have acted as facilitators for organising meetings, workshops and conferences at village level for capacity building initiatives at the village level.

In June 2017, India ratified the ILO Convention on Child Labour and took a significant step for child labour-free India. India ratified the ILO Convention No: 138 (minimum age for employment) and Convention No: 182 (worst forms of child labour) to symbolise its commitment and initiatives for eradication of child labour and attainment of Sustainable Development Goal 8.7 related to curbing of child labour.

In September 2017 the Government launched the Platform for Effective Enforcement for Child Labour (PENCIL) Portal and released the Standard Operating Procedures for enforcement agencies on child labour. Addressing the National Conference on Child Labour, the Union Home Minister said the Nation must unite to eradicate child labour in a time-bound manner. The government had launched 'Operation Smile', a special drive to rescue 70,000-75,000 children. The PENCIL portal aims at using technology for social upliftment and power. The PENCIL portal's

components include child tracking system, complaint corner, State Government, National Child Labour Project and Convergence. The District Nodal Officers will receive the complaints and within 48 hours will check the complaints in coordination with the police.

In November 2017, at the Global Conference on Sustained Eradication of Child Labour at Buenos Aires, the Minister for Women and Child Development said that India stands fully committed to the goal of eliminating child labour. The most comprehensive step taken in this direction is the amendment to the Child Labour Act, 1986 prohibiting employment of children below the age of 14 years in any occupation whatsoever. It also prohibits the employment of children in the age group of 14-18 years in any hazardous occupation. The Child helpline (Childline-1098) is the world's biggest facility for rescue of children in distressed situation.

Decriminalising Homosexuality, Adultery

It is important to mention India's big step towards sexual freedom, and evolution on Gay Rights in this chapter. In a historic judgment on 6 September 2018, the Supreme Court decriminalised Section 377 of the Indian Penal Code and said that consensual adult gay sex is not a crime. Delivering the landmark judgment, Chief Justice Dipak Misra said, 'I am who I am, so take me as I am'. All the five Judges signed the unanimous verdict granting legal approval to homosexuality.

Section 377 said, 'whoever voluntarily has carnal intercourse against the order of nature with any man, woman or animal, shall be punished with imprisonment for life, or with imprisonment of either description for a term which may extend to 10 years and shall also be liable to fine.' In 2009, the Delhi High Court had declared Section 377 as unconstitutional but in 2013 the Supreme Court reversed the verdict. In 2014, the Supreme Court directed the government to declare transgenders as a third gender and include them in the OBC quota. The Supreme Court granted India's transgenders equal rights under the law including those of marriage, adoption, divorce, succession and inheritance. Further, the

Supreme Court has held that the protection of the sexual orientation lies at the core of the fundamental rights and that the rights of the LGBT population are real and founded on constitutional doctrine.

The Hindu said it was a major step for equality and freedom and carried this reaction from one of the activist. 'Today is a historic day. I remember in 2013, we were crying out of sadness in this very room. Today, we are crying out of happiness. This fight is not over yet. Now we have to work towards ending the stigma against the LGBT community amongst the citizens of the country. Marriage equality is also a cause we need to fight for'. Another activist said 'I can't express how happy I am today. For years, I have seen the struggles of our community. Forced marriages, gay people being thrown out of their houses, suicides, blackmailing, bullying—all these are very prevalent in this community just because people were not accepting who we are. Now we will finally be viewed as equal. We finally have fundamental rights today.'

In September 2018, the Supreme Court decriminalised adultery and held that Section 497 of the Indian Penal Code is 'backward looking and retrograde.' Chief Justice Dipak Misra said, 'We are not making a law or legislating but only stating that a particular act, adultery, does not fit into the concept of crime.' Women's organisations welcomed the decriminalisation of Section 497 and said, 'The Supreme Court has rightly held that the section was backward looking and retrograde and that adultery is not a criminal offence but a civil wrong and should not be criminalised.' The Supreme Court held that sexual autonomy of a woman isn't pledged to her husband after a marriage and that a law based on such a patriarchal approach can't be sustained.

Social Justice Policies

Article 15(4) of the Indian Constitution seeks to promote the educational advancement of socially and educationally backward classes of citizens, i.e. the OBCs, the Scheduled Castes and Scheduled Tribes in matters of admission of students belonging to these categories in unaided educational institutions. Article 17 abolishes untouchability and its

practice in any form. The enforcement of any disability arising out of untouchability shall be an offence in accordance with the law.

The Directive Principles of State Policy are enshrined in Part IV of the Indian Constitution. Article 38 says that the State shall strive to promote the welfare of the people by securing and protecting effectively as it may a social order in which justice, social, economic and political shall inform all the institutions of the national life. Article 39 provides for abolition of child labour and for equal pay for equal work for both men and women. Article 41 provides for Right to Work, to education, to public assistance in case of unemployment, old age, sickness and disablement and in other cases of undeserved want. Article 42 provides for just and humane conditions of work and for maternity relief. The 11th Schedule to Article 243-G says that Social Welfare including welfare of the handicapped and mentally retarded, and the 12th Schedule to Article 243-W says that Safeguarding the Interests of Weaker Sections of Society including the handicapped and the mentally retarded.

The Government of India's Social Inclusion programmes are implemented by the Ministries of Social Justice & Empowerment, Tribal Affairs, Women & Child Development and Minority Affairs.

The Ministry of Social Justice & Empowerment implements 42 schemes for the welfare of Scheduled Castes. The Ministry seeks educational empowerment, economic empowerment and social empowerment under its various schemes. The Ministry is the custodian of two Acts, specifically aimed at curbing (i) untouchability and (ii) atrocities against Scheduled Castes and Scheduled Tribes. These are the Protection of Civil Rights Act, 1955 and the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989. The National Commission for Scheduled Castes was set up under Article 338 of the Constitution in 1990, to investigate and monitor all matters relating to the safeguards provided for Scheduled Castes under the Constitution and all Laws in force and to inquire into specific complaints with respect to deprivation of rights and safeguards of the Scheduled Castes.

On 6 August 2018, Parliament approved the Scheduled Castes and

Scheduled Tribes (Prevention of Atrocities) Amendment Bill 2018. Section 18A has been inserted to nullify the conduct of a preliminary enquiry before registration of an FIR, or to seek approval of any authority prior to arrest of an accused and restore the provisions of Section 18 of the Act. The government felt that the provisions of the Prevention of Atrocities Act were diluted by the Supreme Court judgement dated 20 March 2018. The Supreme Court directed that a preliminary enquiry shall be conducted within seven days by the Deputy Superintendent of Police to find out whether the allegations make out a case under the Prevention of Atrocities Act and that arrest in appropriate cases may be made only after approval by the Superintendent of Police. The government felt that it may be difficult to get the preliminary enquiry conducted in seven days as sufficient number of Deputy Superintendents of Police are not in place and the resulting delay would result in delay in registration of First Information Report inter alia impeding the strict enforcement of the provisions of the Prevention of Atrocities Act. This would adversely affect the very objective of the Act to prevent commission of atrocities against members of SC and ST communities and be severely detrimental especially in heinous offences like sexual exploitation of SC/ST women including rape, gang rape, acid attack and murder etc. The government took note of the very sensitive nature of the matter which had caused a lot of unrest and a sense of disharmony in the country. Hence to reaffirm the reliance and trust of members of SC/STs on the provisions of the Prevention of Atrocities Act, the Amendment bill was piloted through Parliament. Section 18A of the Prevention of Atrocities Act states that a preliminary enquiry shall not be required for registration of a First Information Report against any person, the investigating officer shall not require approval for arrest of any person against whom an accusation of having committed an offence under the Prevention of Atrocities Act has been made and no procedure other than provided under the Prevention of Atrocities Act or the Code of Criminal Procedure shall apply.

The educational empowerment of Scheduled Castes is through Post Matric Scholarships for Scheduled Caste Students that provide for financial assistance to Scheduled Caste students studying at post-

matriculation and post-secondary stage to enable them to complete their education. The financial assistance includes maintenance allowance, fee reimbursement, book-bank facility and other allowances. The Babu Jagjivan Ram Chhatrawas Yojana provides hostel facilities for Scheduled Caste boys and girls in middle schools, higher secondary schools, colleges and universities. For post-graduate SC students, the government is providing fellowships for MPhil and PhD programmes through the University Grants Commission. The Central government is also implementing National Overseas Scholarship programme for SC students for Masters and PhD programmes in specified fields of study.

The economic empowerment of Scheduled Castes is through the special central assistance to the Scheduled Castes Sub-Plan (SCSP). Assistance is provided by the State Scheduled Castes Development Corporations, which implement economic development schemes with the equity transferred by the central government. The State Scheduled Castes Development Corporations provide credit and inputs by way of margin money loans and subsidy. India established the National Scheduled Castes Finance and Development Corporation to provide concessional loans to Scheduled Castes families and skill-cum-entrepreneurial training to the youth of the target group living below double the poverty line. The National Safai Karmacharis Finance and Development Corporation has been established for economic empowerment of scavengers and manual scavengers.

I spoke to Dr Samit Sharma, IAS who served as Commissioner, Social Justice and Empowerment, Government of Rajasthan on his contribution to the sector. Dr Samit Sharma had acquired considerable national recognition for promoting generic drugs in government hospitals and was the force behind the establishment of Rajasthan Medical Corporation.

VS: You had a highly successful stint as Commissioner, Social Justice and Empowerment. Please explain the process of digitalisation of scholarships for SC/ST students and the methods to upgrade infrastructure in SC/ST hostels.

Dr SS: *The government digitalised the entire process of scholarships*

and pensions. A post-matric scholarship scheme (www.scholarship. rajasthan. gov.in) was created for improved access to citizens, ensuring transparency and public accountability, effective monitoring, efficient processing of sanctions and disbursements, hassle-free and timely electronic payments and a robust MIS as a tool for better decision support system. Digital empowerment was achieved with 24x7 access, language interface and electronic payments. All payments were done electronically into the student's bank account and the intimation of sanction was sent through SMS to all the beneficiaries. Various workshops, video conferences, and training programmes were organised to empower the stakeholders to make use of the online system. Help desk facility was established at District Offices to empower stakeholders to make use of this system and sort out grievances of students and institutions. Students were able to track status of their applications through App Status Rajasthan mobile app by entering the application ID, scheme name and department name. Monitoring reports were made available for different levels of users. The digitalisation process further promoted green e-governance, with the electronic form filling being included in the system as well as easy to search documents and the entire process upto sanction being paperless.

A web-based solution was developed for effective and timely disbursement of social security pensions. The software enabled maintenance of pensioner information, verification of pensioners, sanctioning and disbursement of online pensions. The software was used by District Treasuries, Sub-Treasuries, and in the offices of Sanctioning Authorities who were largely Sub-Divisional Officers and Tehsildars. The commitment of the State to provide social assistance to citizens necessitated efficiency and transparency in disbursement of social security pensions. Creating a social security pensions portal (www.rajssp.raj.nic.in) enabled efficient processing of pension sanctions and disbursements. Electronic payments enabled hassle-free and timely pension payments. Further, the robust MIS provided a tool for better decision support system. The portal currently deals with 60 lakh pensioner payments on a monthly

basis, providing electronic payments replacing the money orders saving paper and Rs 300 crore which was paid as commission.

The Department for Empowerment of Persons with Disabilities deals with the legislations governing different aspects of disability and welfare and empowerment of persons with disabilities. These are the Rehabilitation Council of India Act, 1992, The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1955 and the National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999.

There are three statutory bodies under the Department. The Rehabilitation Council of India is responsible for regulating training policies and programmes for various categories of professionals in the area of rehabilitation and special education. The Chief Commissioner for Persons with Disabilities is the statutory functionary under the Act of 1955 to coordinate work of State Commissioners for persons with disabilities. The National Trust is a statutory body, which enables and empowers persons with disabilities to live independently as fully as possible and to extend support to registered organisations providing need-based services. India has set up six National Institutes/Apex Level Institutes to deal with the multi-dimensional problems of disabled population in each major area of disability. The National Handicapped Finance and Development Corporation is the apex level financial institution for extending credit facilities to persons with disabilities for their economic development.

The Accessible India campaign (Sugamya Bharat Abhiyan) is a nationwide flagship campaign to ensure a barrier-free and conducive environment for Divyangjans all over the country, launched by the Prime Minister on 31 December 2015, for creating universal accessibility for persons with Disabilities. The Persons with Disabilities Act, 1995 provides for non-discrimination of the roads and built up environment. States are required to provide for ramps in public buildings, provision of toilets for wheelchair users, Braille symbols and auditory signals in elevators or lifts and ramps in hospitals, primary health centres and other rehabilitation centres. For achieving universal accessibility for differently

abled persons, the campaign comprises of three verticals namely the built up environment, transportation eco-system and information & communication ecosystem. The campaign seeks to create 'Accessible Police Stations', 'Accessible Hospitals' and 'Accessible Tourism' across the country. The Department of Empowerment of Persons with Disabilities has initiated a project under Digital India programme to make all 9,000 government websites accessible to the differently abled.

The Ministry of Tribal Affairs was established with the objective of providing focused approach on integrated socio-economic development of the Scheduled Tribes, in a coordinated and planned manner. The scheduled areas are notified under Article 244(1) of the Constitution. Article 244(2) relates to those areas in the States of Assam, Meghalaya, Tripura and Mizoram which are declared Tribal Areas and provides for District Councils/ Regional Councils for such areas.

The Ministry administers grants to States comprising of special central assistance to tribal sub-plan schemes, grants under Article 275(1) of the Constitution of India, grants for the Eklavya Model Residential Schools; education grants for vocational training centres in tribal areas, establishment of ashram schools in Tribal Sub-Plan areas, and livelihood support grants for minimum support price for minor forest produce. The Ministry also provides equity support to the Tribal Cooperative and Marketing Federation of India and the State Tribal Cooperative and Marketing Federations. The National Scheduled Tribes Finance and Development Corporation provides financial assistance to empower tribals for undertaking self-employment ventures. The National Commission for Scheduled Tribes was established under Article 338-A of the Constitution as an independent body to safeguard the rights of Tribals.

I spoke to Bhawani Singh Detha, IAS, on the steps he had taken for tribal welfare during his four-year tenure as Divisional Commissioner and Commissioner of the Department of Tribal Area Development, Udaipur. As Tribal Area Development Commissioner, his task was to implement the major government schemes of MGNREGS, Swachh Bharat

Mission, Pradhan Mantri Jan Dhan Yojana, Pradhan Mantri Ujjwala Yojana, Pradhan Mantri Awas Yojana, Palanhar Scheme, and Social Security Pension Scheme in the tribal districts of Udaipur, Banswara, Dungarpur, Pratapgarh, and parts of Chittorgarh.

VS: Please share the success stories of your four years as Tribal Area Development Commissioner, particularly in implementing the welfare programmes of the State?

BSD: Between November 2017 and March 2018, I visited 61 Panchayat Samitis of Udaipur division to have a reality check and optimise benefits in different individual benefit schemes of the Union and State Governments. In the first phase, eligible beneficiaries were identified through door-to-door survey, followed by a second phase where two-day camps were organised in every Gram Panchayat headquarters for inclusion of beneficiaries. In the third phase, camps were organised for follow-up activities. Around 7.75 lakh beneficiaries were identified and given government benefits during this period of the campaign. The village-to-village verification campaign enabled greater monitoring on whether the intended benefits were reaching the targeted beneficiaries.

In many villages, I found that the tribal population was happy to go back to kerosene and wood instead of using gas cylinders. They were persuaded through major outreach campaigns to use cooking gas. In the promotion of digital payments, there were problems with the availability of point of sale (POS) machines. Today, we see an increased use of digital payments and IT services. The other big success story was building 30,000 houses under the Pradhan Mantri Gramin Awas Yojana.

Educational awareness has improved the wellbeing of the tribal people. The distribution of two-wheelers (Scooty) to 3,800 ST girl students has improved school attendance significantly. Further, the scheme for providing economic assistance to tribal girls for higher education has had a significant impact and over 25,000 girl students have availed of this benefit to attend college education, during my tenure. A similar number of girl students have benefited from economic assistance for higher secondary education.

One of the biggest impact areas was spreading awareness about sports among the tribals. The Tribal Area Development programmes encouraged tribal students for sports activities and prepared them for various national and international competitions, with 13 sports hostels being operationalised. In 2017, six sports hostels were upgraded to sports academies, sports facilities were developed as per national standards and special coaching were provided for particular sports. Some 875 students benefited under the sports academies in the tribal areas.

India's National Policy for Older Persons seeks to encourage individuals to make provisions for their own as well as their spouse's old age; to encourage families to take care of their older family members and to promote research and training facilities to train geriatric care givers and organisers of services for the elderly. The government has constituted the National Council for Older Persons to advise and aid the government on developing policies for older persons.

In August 2018 in a major milestone, the Parliament unanimously passed the bill to grant constitutional status to the National Commission for Backward Classes. The Social Justice and Empowerment Minister said, 'The Amendment was the need of the hour to help OBCs fight atrocities and get speedy justice.' The 123rd Constitutional Amendment provides for Constitution of a Commission under Article 338-B for socially and educationally backward classes keeping in mind the overall welfare of socially and educationally backward classes.

As part of the government's policy to empower minorities with dignity and without appeasement, the Haj Subsidy was withdrawn in January 2018. The Supreme Court had asked the government to abolish Haj Subsidy by 2022. The Ministry of Minority Affairs has said that the cut in funds for the Haj Subsidy will be used for educational empowerment and welfare of girls from minority communities. The government's Haj policy aims at rationalising the distribution of Haj quota between Haj Committee of India and private tour operations in the ratio of 70:30 with the aim of breaking the cartel of contractors with a transparent bidding process. The government implements a number of schemes for welfare of minorities. These are Nai Manzil—a scheme for formal school

education and skilling of school dropouts, USTTAD—a scheme for upgrading skills and training in Traditional Arts/Crafts for development of minorities and Hunar Haat—a scheme for promotion of traditional crafts/ arts, employment generation and strengthen market linkages. In addition, the Gharib Nawaz Skill Development Training for Minorities is a scheme to provide short-term job-oriented skill development courses to youth belonging to six centrally notified minority communities, namely, Muslims, Christians, Sikhs, Buddhists, Parsis and Jains. The government has also been pushing for computerisation of records of State Wakf Boards and for Establishment of Wakf Development Corporation for development of wakf properties in the country.

India's Social Inclusion programmes are comprehensive and their implementation supervised by a number of independent Ministries with adequate resource allocations. Not only have statutory legal provisions been enacted, autonomous National Commissions have been established to protect the rights envisaged by the Indian Constitution to the vulnerable sections. There are economic empowerment programmes envisaged under the policies of the government implemented through the apex Finance and Development Corporations. The comprehensive implementation of National Policies will enable India to greatly empower her vulnerable population.

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10

Yoga, Culture and Sports

India is symbolised by the plurality of its cultures and culture plays a critical role in ultimately shaping the development agenda of a nation. It represents a set of shared attitudes, values, goals and practices. Culture and arts manifest themselves subtly in almost all economic, social and other activities.

PRIME Minister Narendra Modi has said that India has to emerge as a vishwa guru, not only to give direction to the world but also to protect our own heritage. The idea is to highlight how India straddles ancient history and modernity. "India is the world's youngest country and its most ancient," he had said. India's ancient and modern cultures revitalise India's international image.

Yoga

That India's soft power stretches beyond the conventional diplomacy channels is best manifested in the Yoga diplomacy practised since 2015. Yoga has been in the forefront of India's efforts at projecting its soft power status. At the UN General Assembly, the Prime Minister described Yoga as India's gift to the world and successfully lobbied the forum to declare 21 June as World Yoga Day. In all, 177 member countries supported the proposal.

Sadhguru Jaggi Vasudev said:

> 'This could be a kind of foundation stone to make scientific approach to the inner well-being of the human being, a worldwide thing… it's a tremendous step for the world.'

Sri Sri Ravi Shankar said:

'It is very difficult for any philosophy, religion or culture to survive without State patronage. Yoga has existed so far almost like an orphan. Now official recognition by the United Nations would further spread the benefit of Yoga to the entire world.'

There was massive response on all the three Yoga days celebrated since 2015. Similarly, Ayurveda has been promoted. An independent Ministry of Ayush has been created in the government to promote India's practices of traditional medicine. The first Yoga day celebration was held at Rajpath in New Delhi. The Prime Minister and other dignitaries performed yoga asanas and created two Guinness World Records—for the world's largest yoga class of 35,985 people and for maximum number of participating countries (84). Since then every year, International Yoga Day has been celebrated in India with considerable fanfare and gusto across the Nation.

The first International Yoga Day was celebrated in 84 countries. In San Francisco, 5,000 participants gathered at Marina Green Park to practice Yoga. In 2016, as part of the 2nd International Yoga Day celebrations, the Permanent Mission of India to United Nations organised the celebrations at the United Nations on 20 and 21 June 2016. A special event "Conversation with Yoga Masters—Yoga for the achievement of the Sustainable Development Goals" was the centre piece with Sadhguru being the main speaker at the event. The 3rd International Yoga Day was also celebrated widely across the world from New York to Wuxi. In New York, thousands of participants gathered to practice Yoga at Times Square; in China, the largest gathering of 10,000 participants was witnessed in the city of Wuxi; yoga day celebrations were witnessed in Athens, Amsterdam, Madrid, Paris, Islamabad, Kathmandu, Tel Aviv, Dublin, Kiev, Seoul and Tokyo. Yoga was celebrated in Disneyland too. The Indian Air Force paratroopers performed Vayu Namaskar and Vayu Padmasan in mid-air and the ITBP celebrated Yoga Day in the Himalayan snows.

Participating in the celebrations of the 4th International Yoga Day at Dehradun, the Prime Minister said:

'It is a proud moment for everyone that today, all over the world; people are welcoming the brightness and warmth of the sun with Yoga. From Dehradun to Dublin, from Shanghai to Chicago, and from Jakarta to Johannesburg, yoga is now spread everywhere. We should not hesitate to honour our own legacy and heritage if we want the rest of the world to respect us. Yoga is beautiful because it is ancient and yet modern, it is constant and evolving; it has the best of our past and present and provides a ray of hope for our future. Yoga has a solution to most of the problems faced by people, as individuals as well as society. Yoga can lead to a calm, creative and contented life, removing tensions and needless anxiety. Instead of dividing, Yoga unites. Instead of further animosity, Yoga assimilates. Instead of increasing suffering, Yoga heals.'

India is one of the world's oldest, most profound, most diverse civilisations with an enduring worldwide impact. The connections with East Asia and South East Asia are significant as also the connect with rest of the world. India's yogic teachings and dharmic traditions have found resonance across the world. Many great gurus like Paramhansa Yogananda, Ramana Maharshi, Sri Aurobindo, Maharishi Mahesh Yogi, Sathya Sai Baba, Sri Sri Ravi Shankar, Mata Amritanandamayi, Sadhguru Jaggi Vasudev have gained recognition in several countries. The government's promotion of International Yoga Day represents a new effort to strengthen cultural connections. Yoga Training is being introduced into schools, including Yogasanas, Yoga philosophy and meditation. The rise of a Yogic India is being witnessed.

In an article in *The Economic Times*, Bhaswati Mukherjee, former Indian Ambassador to UNESCO, says that 'Vasudhaiva Kutumbakam' remains the first precursor of global citizenship as it is understood today— the concept that all individuals are collectively responsible for each other and their shared future. Ultimately this 'international binding' through international Yoga Day represents India's new global narrative. It could be as important to its quest for great power status as her candidature for permanent membership of the UN Security Council.

I spoke on the subject to Ms Reela Hota, a Yoga practitioner, who

participated in two of the International Yoga Day events conducted by the government.

VS: How has International Yoga Day influenced you?

RH: I have been practising different forms of yoga since childhood whether it be hatha yoga, bhakti yoga, or raja yoga. After growing up, I also depicted these ancient philosophies through my dance. For this reason, for the first international day I was invited to do a performance on yogic philosophy. For the second International Yoga Day, I was invited to Mozambique to do a similar programme. I will say that the International Yoga Day certainly has been a pleasant incentive. Bhakti and Gyan yoga gives me a sense of meaning of my place in the larger scheme of things. I hope that in the later phase of my life, I will find a connection to the spirit rather than just the body for a strong and peaceful passing.

VS: How has International Yoga Day influenced the world?

RH: In my opinion, it has added a certain dimension to the world of yoga. There were a wide number of yoga practitioners all over the world and this I will attribute to yoga masters and am not sure of the statistics but I can certainly see that yoga is more well known amongst the general public now as good for physical fitness.

VS: What has yoga done for you?

RH: I started yoga when I was nine years old as a healing system. Bhajan and kirtans—a part of bhakti and NADA yoga, had helped. Later as a teenager, I practised hatha yoga to be physically fit. When I became a professional dancer, I added breathing techniques to increase my stamina. Now I focus a lot on practices that keep me youthful. Yoga has a vast number of techniques and I have chosen a set of practices that was the pressing need at that point.

VS: How have yoga masters influenced you?

RH: My first yoga guru was the Acharya of Satyananda Yoga Vidyalaya, Bhubaneshwar, then Swami Swaroopananda Saraswati ji taught me hatha yoga, raja yoga and bhakti yoga. But the defining moment was when I met Swami Satyananda Saraswati ji, founder of Bihar School of Yoga,

who by that time had retreated to Rikhiya Ashram, Deoghar, for higher practices. From him, I learnt about Karma yoga and sewa (selfless service). Ashram living also taught me right attitude, the powers of discrimination, and understanding of dharma.

VS: What is yoga's place in the world in future?

RH: Some research historians believe that yoga was once a world culture. In ancient Egyptian temples dating 10,000 years ago, the words smai tavi is mentioned. These words mean integration of the higher and lower nature within the body. Very similar to the definition of yoga which means to unite. In western Kabbalah and alchemy, you will find talks of a secret fire which has to be released for purification of the body. Now, this is very similar to the concept of kundalini in yoga and tantra. China had its own system of purification. Yoga for whatever reason was best preserved in India. Whatever the history, as the modern scientific man is researching and establishing how exactly these practices benefit us, it's getting more popular.

VS: Is the government doing enough to propagate yoga?

RH: Yes definitely. Policies and finances are in the right places.

India's Cultural Agenda

India's cultural agenda is facilitated by a network of organisations—attached, subordinate and autonomous institutions under government control. Through its own activities and those of its institutions, the government aims at the protection, development and promotion of three different aspects of our cultural treasures: Tangible Heritage, Intangible Heritage and Knowledge Resource Heritage. In addition, the government is maintaining Gandhian Heritage, commemorating important historical events, as well as celebrating the centenaries of great personalities. The Archaeological Survey of India (ASI) is engaged in the protection of monuments of national importance, as also the accomplishment of excavation and exploration programmes. The government is also promoting a 'Museum Movement' in the country. Most of India's finest museums, the National Museum, the Indian Museum, the Salar Jung

Museum and the National Gallery of Modern Art, are directly under the purview of the government.

India is one of the world's largest repositories of music, dance, theatre, folk traditions, songs, performing arts, rites and rituals, paintings and writings that are known, collectively, as 'Intangible Cultural Heritage' (ICH). Protection of India's culture is supported by the three national academies—Sahitya Akademi, Sangeet Natak Akademi and Lalit Kala Akademi, as well as the National School of Drama and the Indira Gandhi National Centre for Arts, which represent a confluence of the finest creative minds in the literary, performance and visual arts. Excellence achieved in these fields is recognised through the prestigious awards bestowed by the three Akademies. The government endeavours to promote library development in a big way, and extends grants-in-aid through the Raja Rammohan Roy Library Foundation, Kolkata, to achieve this objective. The National Mission on Libraries and the National Mission on Manuscripts are major efforts in conservation and promotion of ancient and contemporary literary traditions of India. The maintenance of all archival records of the country is the responsibility of the National Archives of India. The government is also involved in protection and promotion of Buddhist and Tibetan Culture and is doing this through several institutions located at Sarnath, Varanasi, Leh and Dahung (Arunachal Pradesh) as also the Nava Nalanda Mahavihara at Nalanda.

Ek Bharat Shreshtha Bharat

From 2015-2018, the government has conducted nine editions of the Rashtriya Sanskriti Mahotsav under the aegis of the Ek Bharat Shreshtha Bharat. The first edition was held at the Indira Gandhi National Centre for Arts in New Delhi in November 2015 and the most recent one was held at Tehri in May 2018. The eight-day festival in 2015 saw a cultural extravaganza with daily cultural performances with more than 1,500 artists participating, 32 forms of paintings, visual arts, 400 master craftsmen, cuisine by traditional master chefs. Dance forms of many States were presented, and several senior artists participated in the events. The Zonal Cultural Centres offer visitors a range of artifacts and handicrafts.

A food festival was organised with a range of traditional dishes from the various parts of India. Thereafter, the Ministry of Culture organised eight more Rashtriya Sanskriti Mahotsavs (RSM)—two in Delhi, two in Karnataka, one each in Varanasi, Gujarat, Madhya Pradesh and the RSM North East in all North East State Capitals. The North East Rashtriya Sanskriti Mahotsav witnessed 5,000 artists from North East and 2,000 artists from across the country showcasing their talents in each of the State capitals from 23 March to 31 March 2017. The thrust of the Festival was to strengthen national integration through a single thread of culture, showcasing the spectacular diversity of Indian culture from Kashmir to Kanyakumari and from Gujarat to Arunachal Pradesh. The Tehri Rashtriya Sanskriti Mahotsav 2018 also brought together people from different regions and gave artists a chance to showcase their talent, artwork and delicacies on one platform.

Spreading of Indian Culture

India's cultural heritage is a source of inspiration to people everywhere. India's centuries-old cultural exchanges with South East Asia continue to inspire people-to-people relationships. There is a visible impact of the Indian heritage on the scriptures and the way of life of the people of the Mekong region. There is deep conviction about the Buddhist traits of humility, gentleness, justice and charity. There are many similarities in languages of the region and Sanskrit. The Panchatantra and Jataka tales are narrated with great enthusiasm and are part of folklore. The Ramayana culture is visible all across South East Asia. For dissemination of Indian Culture abroad, the Ministry of Culture has entered into Cultural Exchange Agreements with 127 countries. The Indian Council for Cultural Relations administers 36 Indian Cultural Centres abroad.

The Ministry of Culture has conducted Festivals of India abroad in 31 countries from 2016-18. Since 2014, Festivals of India were conducted in major countries like China, Japan and Indonesia. The events and cities for the Festivals of India abroad are carefully chosen in consultation with the Indian Missions to ensure highest visibility and participation. A typical Festival of India abroad comprises of a dance festival, a literary

festival, a food festival, a yoga festival and a Buddhist festival in Buddhist countries.

The Buddhist Festival, The Buddha Mahotsava, celebrated under the aegis of the Festivals of India, has been very popular in Lao PDR, Cambodia and Vietnam. The Buddha Mahotsava includes a series of expositions of Dhamma to spread the message of Buddhism, organisation of a sand mandala, butter sculpture, Lama chanting, sacred dance of Cham, and the lively masked and costumed dance associated with the Mahayana sect of Buddhism. In each of these events, the Buddhist monks from the host country participate with great enthusiasm and vigour.

The common culture binding India with South East Asian countries apart from Buddhism is the great epic of Ramayana. Angkor Wat has the great Ramayana panel depicting the battle between the Vanaras and the Asuras. The Kalakshetra Foundation, an autonomous institution of national importance under the Ministry of Culture has a repertoire of Ramayana choreographed by Rukmani Devi Arundel. The repertoire is so comprehensive that no changes were made even 40 years later. For decades the Post Graduate students of Kalakshetra Foundation learnt and had perfected the presentations on the Ramayana. The Ministry of Culture has presented the Ramayana series of Kalakshetra Foundation to packed audiences at Festivals of India in South East Asian Countries.

In September 2014, India hosted the SAARC Culture Ministers and led the SAARC countries in formulating a SAARC agenda for culture that would address cultural festivals, activities in archives, libraries, museums and performing arts. SAARC remains an important component of India's cultural diplomacy representing multilateralism and people-to-people contacts. India hosted the SAARC dance festival in collaboration with the SAARC Cultural Centre, Colombo. Another important international forum for spreading Indian culture is the ASEM which is a group of 45 member countries of Asia and Europe. The Asia-Europe Foundation (ASEF) is a non-profit organisation established under the ASEM umbrella to promote cultural, intellectual and people-to-people exchanges between Asia and Europe. People-to-people exchanges are

being promoted amongst the BRICS countries with the BRICS Culture Ministers meetings laying down the roadmap for collaboration. Cultural exchanges amongst the Member Nations of the Shanghai Cooperation Organisation is also being actively promoted in the fields of tourism, education, science, archeology, music, drama and yoga.

The Roadmap Ahead

India's soft power status varies with the regions. In South East Asia, Buddhism links India to the people of the region; in the Indian Ocean countries, Project Mausam (the monsoon) linked the people to common traits; in Central Asia, Kanishka, Taimur the Lame and Babar linked the people. There are several new links that have emerged—cricket ties with Australia and South Africa represented by the Cricket Connects Exhibitions. The theoretical framework for the formulation of India's soft power status is best represented in the government's new ideas— Digital India, Business Promotion, Yoga Diplomacy.

The UNESCO in its Annual Conference on Cultural Diplomacy has focused on Building Peace through Cultural Diplomacy. The influence of Mahatma Gandhi, Nelson Mandela and Martin Luther King Jr around the world, and the popularity of their ideas of harmonious co-existence amongst various layers of society is considerable. The language of the arts has been highlighted as an important means for promoting inter-cultural understanding and respect for cultural diversity.

I met Shikha Jain, Founder Director of DRONAH (Development and Research Organisation for Nature, Art and Heritage), with vast experience in heritage of India that ranges from steering conservation and museum projects for Government of India to preparing conservation plans funded by international organisations such as Getty Foundation, World Monuments Fund and advising Archaeological Survey of India (ASI) on World Heritage, to talk about the roadmap forward for preserving India's world heritage sites.

VS: What are the important policy measures initiated for preserving cultural heritage?

SJ: The government wanted four policies for Culture to be drafted—one for the ASI, one for archives, one for intangible culture and one for museums. The museums are doing well and over the past five years, they have received substantial funding. Most museums, including the National Museum, New Delhi, are doing a lot of outreach and exhibitions. The ASI came out with a policy for the centrally protected monuments in 2015, which is an important initiative. For decades, the ASI was following the British period conservation policy of John Marshall. Under the new policy, the ASI has allowed restoration work in protected monuments to a certain extent, recognising Indian craftsmanship.

The restoration of the Humayun's Tomb, Sunder Nursery and Batashewala Complex in New Delhi, which represent the densest ensemble of Islamic buildings in India, by the Aga Khan Trust for Culture has been an ongoing work which require huge investments. The 'Adopt a Monument' scheme is more suitable for attracting smaller investments from the private sector for conservation. Under 'HRIDAY', a scheme implemented by the Ministry of Urban Development, several cities have been selected for conservation and restoration, namely Ajmer, Amritsar, Varanasi, Dwaraka (Gujarat), Mathura, Gaya, Warangal, Amaravati, Badami, and Kanchipuram. In 2016, the UNESCO notified a number of Indian monuments as world heritage sites, namely the Victorian and Art Deco Ensembles of Mumbai, Le Corbusier's Capitol Complex (Chandigarh), Nalanda Mahavihara at Nalanda and Ahmedabad among others.

Khelo India

On 20 September 2017, the government revamped the Khelo India programme with an allocation of Rs 1,756 crore for the period 2017-18 to 2019-20. The programme aims at mainstreaming sport as a tool for individual development, community development, economic development and national development. The revamped Khelo India would result in development of sports infrastructure, community sports, talent identification, coaching for excellence, competition structure and

sports economy. Khelo India focuses on long-term development pathway for athletes and provides for a pan-India Sports Scholarship Scheme for 1,000 talented young athletes. Each athlete selected under the scheme would receive an annual scholarship of Rs 5 lakh for eight consecutive years. Khelo India also seeks to promote 20 universities across the country as hubs of sporting excellence, which would enable talented sports persons to pursue the dual pathway of education and competitive sports.

Khelo India is expected to cover 200 million children in the age group of 10-18 under a massive national physical fitness drive, which will not only measure the physical fitness of all children in the age group but also support their fitness-related activities. The emphasis is to promote 'Sports for All' as well as 'Sports for Excellence'. The first Khelo India School Games were held from 31 January to 8 February 2018 at New Delhi covering 16 disciplines of Archery, Athletics, Badminton, Basketball, Boxing, Football, Gymnastics, Hockey, Judo, Kabaddi, Kho-Kho, Shooting, Swimming, Volleyball, Weightlifting and Wrestling. The Khelo India School Games highlighted India's young and bright sporting talent. The Khelo India Anthem sung by several sportspersons and celebrities has been played across several millions of digital platforms, and can be heard on YouTube, Facebook, Twitter and Instagram. The government also prominently displayed the Khelo India programme in the 2018 Republic Day Parade with the logo 'Khelo India, Jo Khelega Woh Khilega'. Khelo India pledge crossed the one million-mark and invoked the sporting spirit in millions of Indians.

One can hope that the Khelo India scheme will enable India to achieve its due recognition in sporting achievements. India has achieved one gold medal at the Olympics since 1980 with Abhinav Bindra achieving a medal in shooting. Boria Mazumdar, a leading sports scholar says 'India does not have a sports culture, unless there is synergised sports culture you will never win a string of medals. A fundamental overhaul is needed and urgently so.' Experts have further held that scarce public investible resources have eluded sports. This is further compounded by misallocation, lack of transparency, poor asset management and absence of a framework for measuring impact of public spending. Besides, sporting

associations are full of scandals, the Indian Olympic Association was suspended from the International Olympic Committee in 2012. There is a view that administering fiscal incentives would help, such as tax exemptions for earnings from sports or reduction in import duties on expensive sports equipment. To sum up, it is felt that India needs to invest in the long-term, not expecting miracles at the touch of a button.

This spirit of long-term investment in sports is reflected in the revamped Khelo India programme. On 31 January 2018, the Prime Minister said

> Sports is an important means of personality development and Khelo India is not a programme, it's a mission. Khelo India is not about winning medals. It is an effort to give strength to a mass movement for playing more. We want to focus on every aspect that would make sports more popular across the Nation. When we say that India has to grow on the world stage, it does not only mean having a strong army and a powerful economy. It includes people of India distinguishing themselves as scientists, artists and sportspersons. I am sure India will scale these heights. I trust our youth. India does not lack sporting talent. We are a youthful Nation and we can do even better in sports.

It takes enormous amount of passion, commitment, discipline, dedication, determination and competitive spirit to become a champion. India produced several individual sporting icons in recent years—Sachin Tendulkar, Leander Paes, Sania Mirza, Saina Nehwal, P.V. Sindhu, Abhinav Bindra, and Sushil Kumar to name a few. They have scaled the heights of sporting excellence by the dint of sheer hard work and immense commitment to fair play and competitiveness.

Sachin Tendulkar, India's cricketing legend, said this on National Sports Day:

> 'I've heard stories about Major Dhyan Chand practising Hockey under a moonlit sky as there were no floodlights in those days. He did what it took to fulfil his dream. That's what I call commitment.'

Sushil Kumar, twice Olympic Bronze Medallist, said that 'I was like any other schoolboy with a dream to play for my country. Yet I could

never imagine a journey so long and so fulfilling. To play for your country is the best thing that can happen.'

One of the big industry houses to step into sports has been the Reliance Foundation Youth Sports Initiative which is a large multi-city school and college sports competition. Tournament practice is necessary to create champions and the Reliance Foundation Youth Sports Initiative is in consonance with the Khelo India programme. The first activity that the Reliance Foundation Youth Sports Initiative has taken up is a football competition in eight cities in four categories of students. The government has established the National Sports University at Khuman Lampak Sports Complex, Manipur.

The year 2018 has been one of significant sporting achievement for India in the Asian Games at Jakarta, Indonesia, and the Commonwealth Games at Gold Coast, Queensland, Australia. Indian athletes bagged 66 medals in the Commonwealth Games and 69 medals in the Asian Games. This was India's highest medal haul in the Asian Games. The Prime Minister complimented the medal winners of the 18th Asian Games, and said that their sporting feats have raised India's stature and pride. Many young talents risen from small towns, rural areas and from poor background have won medals for the nation. Some of the athletes had to go through immense hardships to be medal winners for India.

I spoke to J.C. Mohanty, IAS, Additional Chief Secretary, Sports and Youth Affairs, Government of Rajasthan, regarding the policies for promotion of excellence in sports in the state.

VS: What are the initiatives taken by the government for promoting sports in India and what has been the impact?

JCM: The government has tried to focus on developing sporting infrastructure from Panchayat level to State headquarters. At Panchayat level, sports facilities for six sports, namely kho-kho, volleyball, basketball, football, kabaddi and a 100-metre track are to be developed. At the Tehsil level, the sports focussed are boxing, archery, wrestling and handball. At the District level, there are provisions for a 400-metre track, swimming pool, and a tennis court. At the Divisional headquarters, there are

provisions to build a synthetic hockey track. At State headquarters, world class facilities, including a squash court and a badminton academy, will be developed. Seventeen sports stadiums have been identified for development. The development of sports infrastructure, coaches and incentives has promoted a lot of individual talent, resulting in medals at national and international sports events. Rajasthan's sportsmen Sundar Singh Gurjar and Devendra Jhajharia have won gold medals at the World Para Athletics Championships.

There have been a lot of efforts to spot and nurture talent and develop national and international champions, focusing on six sports where the state has considerable strength. A Girls' Academy for Hockey was established at Ajmer, and a Shooting Academy at Jagatpura, Jaipur from where shooting champion Apurvi Chandela emerged. Further, the government is focusing on enhancing the skill sets of coaches to international quality, for hockey, basketball and football. There has been a lot of focus in identifying tribal talent with several tribal residential schools also upgraded as sports academies. The quality of physical training instructors (PTIs) at school level has also been an area of focus. Skill improvement measures have been introduced for PTIs. Tracking of elite players to carefully promote their careers resulted in one of the young talents from Rajasthan being picked up for the National Basketball League.

Government jobs and prize money are now being offered to medal winners of prestigious tournaments like Olympics, Asian Games and Commonwealth Games. Many sportspersons have been recruited as constables. The focus on prize money and jobs has been a feature in Haryana's development as amongst the foremost sports state of India.

The state also needs injury centres, and Sports Medicine and drug testing facilities. Certificate courses in Sports Medicine have been introduced in the Medical Colleges. Counselling sessions have been introduced to advice sportsmen against the use of performance enhancement drugs.

The Statue of Unity

On 31 October 2018, the Prime Minister dedicated the world's tallest

statue, 'The Statue of Unity' to the Nation. The 182-metre statue of Sardar Vallabhbhai Patel was dedicated to the Nation on his birth anniversary. It represents the vision of a strong and inclusive India. People-to-people contact through yoga, culture and sports represents the strong sense of a unified India, a rising India firmly established in the comity of Nations as a symbol of democracy and merit.

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11

India's Fight Against Corruption

In a recent visit to Jharkhand, the Prime Minister said 'corruption and black money have destroyed Indian democracy. The fight against corruption and black money will continue.' The Prime Minister gave away a few smart phones to sakhi mandals (self-help groups) in Jharkhand and said he was surprised by the answers he got from the villagers about the usages of smart phones. Smart Governance has given the roadmap for India's fight against corruption.

Zero Tolerance to Corruption Approach

INDIA'S 'zero tolerance to corruption' approach, as well as 'minimum government and maximum governance' approach resulted in simplification of the governance model in recent years. Some of the steps included abolition of the system of attestation/authentication by government servants for submission of certificates, abolition of personal interviews for recruitments to lower level posts and weeding out inefficient public servants and those of doubtful integrity above the age of 50 years, prematurely. A special investigation team was constituted to fight black money. The government conducted online auctions of coal blocks. The government also sought international cooperation in G-20 meetings on ending tax havens in Europe and other countries. In bilateral meetings with Swiss authorities India has said combating the menace of black money and tax evasion was a 'shared priority' for both the countries.

Corruption impacts service delivery, when speed money is asked for registration of documents, sanctioning bank loans, amendments in land records, driving licences, and other routine services. Every form of corruption has an economic impact, and fighting corruption is an

imperative need. My approach to fighting corruption in my three decades in government has been enhanced supervision, increasing transparency, greater stake holder engagement and severe penalties with time-bound completion of disciplinary proceedings. I always felt that prevention of corruption should be based on credible deterrence and strong audit and accounting mechanisms. Further, robust oversight and monitoring always send a strong message to potential wrongdoers. In this backdrop, in my tenure as Mission Director National Rural Health Mission, I introduced significant changes in bringing transparency to accounting procedures in NRHM by putting in place technology options for transfer of moneys to beneficiaries' accounts under the Janani Suraksha Yojana. Streamlining of procurement procedures is always useful. At AIIMS, I drafted the Procurement Manual to enable health sector procurements. As Chairman Board of Revenue, I pushed for transparency in land records computerisation, enhanced supervision of District Collector Offices. I also focused on expediting timely completion of disciplinary proceedings so that the guilty are punished within a reasonable time-frame.

India's Institutional and Legislative Frameworks to Fight Corruption

India's fight against corruption is led by a robust and time-tested institutional and legislative framework including the Prevention of Corruption Act, 1988, an independent Central Vigilance Commission, Comptroller and Auditor General, the Judges (Inquiry) Act, 1968, the Lokpal and Lokayuktas Act, 2013, the Whistle Blowers Protection Act, 2011, the Prevention of Money Laundering Act, 2002, the Benami Transactions (Prohibition) Act, 1988, which cover a number of areas of criminalisation and bribery. All civil servants are mandatorily required to declare their assets on an annual basis. The Elected Representatives are required to declare their assets in every election cycle.

The Focus on Preventive Vigilance

The Central Vigilance Commission (CVC) traces its origin to the recommendations of the Committee on Prevention of Corruption, headed

by K. Santhanam, Member of Parliament. The Santhanam committee identified four major causes of corruption, namely administrative delays, government taking upon themselves more than what they could manage by way of regulatory functions, scope for personal discretion in the exercise of powers by different public servants and cumbersome procedures. Based on the recommendations of the Santhanam committee, the Central Vigilance Commission was established in 1964 by a Government of India resolution as an apex body for prevention of corruption in Central Government Institutions. In 1997, following the directions given by the Supreme Court of India in the Jain Hawala Case, statutory status was conferred on the Vigilance Commission. The Central Vigilance Commission Act 2003, provides for constitution of a Central Vigilance Commission to inquire or to cause inquiries to be conducted into offences alleged to have been committed under the Prevention of Corruption Act, 1988 by public servants and corporations.

Vigilance Awareness Week 2018

India celebrated the 2018 Vigilance Awareness Week from 29 October to 3 November 2018 on the theme 'Eradicate Corruption–Build a New India' under the aegis of the Central Vigilance Commission. A National Awareness was sought to be created that eradicating corruption was the foremost condition for creating a New India. The Vigilance Awareness Week further highlighted that corruption increases business costs, negatively affects financial investments and impacts the poor the most as they pay a high percentage of their income as bribes. Vigilance Awareness was spread through several outreach activities undertaken by Banks, Public Sector Undertakings and other organisations through screening of short films, conducting essay and debate competitions among students and online reporting of corruption complaints. The Central Vigilance Commission has instituted several awards to recognise organisations for making a contribution to corruption-free governance. These include awards for vigilance innovation, vigilance awareness initiatives, excellence in investigation, timely completion of disciplinary proceedings and best institutional practices including IT initiatives for fighting corruption.

Former Chief Vigilance Commissioner N. Vittal says that the Vigilance Awareness Week has set into motion a virtuous cycle so that one good development follows another. Celebrating one week of the year as Vigilance Awareness Week helps in focusing attention on promoting integrity and combating corruption across the entire spectrum of government organisations which directly come under the jurisdiction of the CVC but also have a multiplier effect by way of bringing the whole issue in the public domain.

The CVC has endeavoured to ensure transparency, objectivity and accountability in public administration. Several preventive vigilance measures have been introduced by the CVC. Measures like Government E-Market (GEM) have helped improve accountability and integrity in public procurement by encouraging e-tendering and e-procurement. The Commission has sought to promote ethics through education of students and youth, observance of vigilance awareness weeks, process simplification to reduce discretion and interface with public servants, focus on training and skill development and awarding exemplary punishment in all cases of proven misconduct to create deterrence. The CVC has sought to create a people's movement against corruption through an e-pledge to be voluntarily taken by the citizens and organisations. An integrity index for organisations has been developed for enabling transparency, efficiency and citizen-centric governance.

Strengthening Audit and Accounting processes

The Comptroller and Auditor General of India is an important institution in India's Fight Against Corruption. Since 2014, the CAG adapted to the government's reforms in financial governance in the organisation's accounting and auditing practices. Some of the big changes introduced in financial governance are amalgamation of the Railways and General budgets, the merger of plan and non-plan expenditures, opening up of a number of sectors for foreign direct investment and the introduction of Goods and Services Tax. The urban local bodies and Panchayati Raj Institutions that constitute the third tier of government receive close to Rs 14 lakh crore annually, but suffer from poor governance systems, weak

financial management and poor accountability. Looking at the enormity of the flow of funds to urban and rural local bodies, their numbers and the geographic spread, the CAG has identified their audit as a critical area that must be clearly understood from the perspective of materiality and risk and addressed accordingly. The CAG has recognised the changing paradigms in revenue administration, including the challenges posed by shadow economy and black money, transfer pricing, accommodation bills etc. and the need to manage large volumes of digital information that will emerge from increasing automation of tax filing, assessment and recovery procedures.

Transparency in Governance

I distinctly remember my visit to village Dev Dungri in Tehsil Bhim in 1990 as an IAS probationer where Aruna Roy and the Mazdoor Kisan Shakti Sangathan commenced the Right to Information Campaign. In my few days stay at Dev Dungri, I realised the importance of transparency in governance. The village Panchayat put up, on display boards, the expenditures incurred on various developmental works. Years later the government enacted the Right to Information Act, 2005 establishing the Central Information Commission and State Information Commissions.

The Right to Information (RTI) Act, 2005 is a rights-based law that has deepened India's democracy and created a durable stake for citizens in the administration of the Nation. The Prime Minister has said that the implementation of the RTI Act should not be limited to a citizen's right to know but also cover the right to question. The process of accessing information should be transparent, timely and trouble-free. After a decade of implementation, the power and usefulness of RTI is being felt across the Nation. The RTI Act has led to improvements in governance. By sharing information, the citizens have become part of the decision-making process, which leads to creation of trust between citizens and the government.

The Lokpal and Lokayuktas Act, 2013

The Lokpal and Lokayuktas Act, 2013 amended some provisions of the CVC Act, 2003 wherein the Central Vigilance Commission was empowered to conduct preliminary enquiry into the complaints referred by Lokpal in respect of officers and officials of Group B, C and D, besides Group A officers for which a Directorate of Inquiry will be set up in the Commission. The preliminary inquiry reports in such matters referred by the Lokpal in respect of Group A and B officers are required to be sent to the Lokpal by the Commission. The Commission has also been mandated to cause further investigation into such Lokpal references in respect of Group C and D officials and decide on further course of action against them.

Amending the Prevention of Corruption Act, 1988

The Prevention of Corruption Act is an Act to consolidate and amend the law relating to prevention of corruption. The law provides for punishment for taking gratification other than legal remuneration in respect of official acts. The investigative powers have been given to the CBI and State Police authorities. The government has said that accountability standards for public servants have to be kept at realistic levels so that officers do not hesitate in taking honest decisions. The government has proposed an Amendment Bill to the Prevention of Corruption Act to replace the definition of criminal misconduct that requires that the intention to acquire assets disproportionate to one's income also needs to be proved in addition to the possession of such assets, thereby raising the threshold to establish the offence of having disproportionate assets. The Bill was taken up for discussion and passed by the Rajya Sabha on 19 July 2018 and by the Lok Sabha on 24 July 2018. The Act received the President's assent on 26 July 2018.

Strengthening Safeguards for Whistle Blowers

In order to give statutory protection to whistle blowers in the country, the Public Interest Disclosures and Protection to Persons making the Disclosures Bill, 2011 was introduced in the Lok Sabha in August, 2010.

The Bill was passed by the Lok Sabha, on 27 December 2011, as the Whistle Blowers Protection Bill, 2011 and was approved by the Rajya Sabha on 21 February 2014. The Bill received the assent of the President on 9 May 2014. Further amendments were made to the Act in 2015. This was done with a view to incorporating necessary provisions aimed at strengthening safeguards against disclosures which may prejudicially affect the sovereignty and integrity of the country, security of the State, etc. The amendments addressed concerns relating to national security and strengthened the safeguards against disclosures which may prejudicially affect the sovereignty and integrity of the country.

Crackdown on Benami Transactions

Though the Benami Transactions (Prohibition) Act, 1988 has been on the statute book for 28 years, the same could not be made operational because of certain inherent defects. With a view to providing effective regime for prohibition of benami transactions, the said Act was amended through the Benami Transactions (Prohibition) Amendment Act, 2016. The amended law empowers the Income Tax authorities to provisionally attach benami properties which can eventually be confiscated. Besides, if a person is found guilty of offence of benami transaction by the competent court, he shall be punishable with rigorous imprisonment for a term not less than one year but which may extend to seven years and shall also be liable to fine which may extend to 25 per cent of the fair market value of the property. The Benami Transactions (Prohibition) Amendment Act, 2016 came into effect from1 November 2016. A large number of benami transactions have been identified since the coming into effect of the amended law.

To conclude, it may be said that India continues the Fight against Corruption and Black Money. These efforts led by the focus on smart governance are yielding positive results.

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12

Improving Justice Delivery Systems

Developing infrastructure, undertaking judicial reforms, ICT enablement of courts and specific steps for reduction of arrears have been identified as priority issues for Improved Justice Delivery Systems. This chapter focuses on improving justice delivery systems with particular reference to Revenue Courts of Rajasthan.

SUCCESSIVE governments have spoken about improving justice delivery systems. This is one area in need of dire and drastic improvement. It takes over 15 years for second appeals to be decided in the Board of Revenue. Most of the criminal litigation emerges from delays in adjudication of cases in Revenue Courts where the litigant is forced to take law into his own hands. The interminable delays have become unfair to the litigant.

The government convened the Joint Conference of Chief Ministers and Chief Justices of High Courts on 5 April 2015 to discuss the pressing issues relating to the administration of Justice in the country. India had 2.64 crore cases pending in Subordinate Courts and 42 lakh cases in High Courts. The agenda for the conference included development of infrastructure, undertaking judicial reforms, ICT enablement of courts and specific steps required for reduction of arrears and ensuring speedy trials. The justice delivery system has an important role in improving the ease of doing business. An e-Courts Mission Mode Project was implemented with an investment of Rs 600 crore which placed case data of thousands of courts online. The National Judicial Data Grid covering a majority of High Courts was available to the judiciary for improving case and court management and judicial performance. Amongst the other

steps taken by the government were strengthening Judicial Academies, Lok Adalats and training of judges.

In 2017, the government launched a series of legal aid and empowerment initiatives for expediting judicial reforms. The three legal aid and empowerment initiatives launched were 'Pro bono legal services', Tele law service and Nyaya Mitra Scheme. The government also stated that the Nation's justice system would be digitally transformed as digital inclusion holds the key to the country's march to Digital India. The 'Pro bono legal services' initiative is a web-based platform through which interested lawyers can register themselves for volunteer pro bono services for the underprivileged litigants who are unable to afford it. Tele Law was aimed at facilitating delivery of legal advice through an expert panel of lawyers stationed at State Legal Services Authorities (SLSA). The Nyaya Mitra scheme envisaged employment of a retired Judicial or Executive Officer with legal experience designated as Nyaya Mitra and deployed at the Common Service Centres with responsibilities to identify delayed cases through the National Judicial Grid and enable speedy dispute resolution.

The government has operationalised the e-Courts portal (http://www.ecourts.gov.in) through websites of individual districts and also through the National Judicial Data Grid. The portal provides online services to litigants such as details of case registration, cause list, case status, daily orders and final judgments.

Transforming the Board of Revenue

I was appointed as the 47th Chairman Board of Revenue for Rajasthan, Ajmer in July 2017. The Board of Revenue for Rajasthan was one of the State level institutions established at Ajmer at the time of formation of Rajasthan, the others being the Rajasthan Public Service Commission, the Board for Secondary Education and the Directorate of Ayurved. The Institution had a 70-year legacy as a Temple of Justice. It was amongst the oldest Boards of Revenue in India along with Uttar Pradesh, Bihar, Madhya Pradesh, Tamil Nadu and West Bengal, established in 1949. It

had the largest in terms of number of members and handled the highest number of revenue cases.

'Land Rights and Security of Tenure' is a subject critical to determination of tenancy rights, common lands, and allotment of land to landless peasants. The Rajasthan Land Revenue Act, 1956 and the Rajasthan Tenancy Act, 1955 represent powerful instruments in the hands of the State to ensure Land Rights and Security of Tenure. It is the state's job to protect Land Rights and ensure security of tenure. The Board of Revenue is the Chief Controlling Revenue Authority under all enactments in force. Being the Chief Controlling Revenue Authority, it acts as a limb of the State government exercising powers vested in it under the various enactments. It is the highest Revenue Court of Appeal, Revision and Reference in Rajasthan having wide powers of general superintendence and control over all subordinate courts. In 1974, the State government delegated its revisional powers in cases of a non-judicial nature, and not connected with settlement. The Land Records work has also been entrusted to the Board which is administrative in nature and a very important responsibility.

My first impression as I met the Members of the Board of Revenue on 10 July 2017 was an institution clogged by huge caseloads and not used to close supervision, with Chairmen functioning from the Board's camp office in Jaipur instead of Ajmer where the Board had its headquarters. It was also technologically an obsolete institution with digitalisation practices virtually non-existent. Manual supervision of the case status of thousands of files was an impossibility. Every day there were 5000 litigants and 1000 lawyers who would attend the 14 benches functional in the Board of Revenue. Very few arguments were heard, and disposal norms were about 450 cases per month. The Institution was in need of radical reforms and transformational governance. By the end of my 18-month tenure, the average case disposal/month had doubled. The core premises of good governance were Chairman conducting Bench every day, with focus on timely arguments and timely judgments, and digitalisation of the Board of Revenue.

As one of the longest serving Chairman of the Board of Revenue, I had the opportunity to digitalise the Revenue Courts of Rajasthan, Improve Systemic Efficiency through Enhanced Inspections, Improve the Predictability and Consistency of Court Sittings and Improve the Relationship between the Bench and the Bar across the State by interacting with thousands of advocates and convincing them to adopt technology. Institution building in the Board of Revenue in my tenure was based on four pillars—deeper examination of the issues of jurisprudence, expediting decision-making, deepening the technology impact, enhanced capacity building initiatives and stronger administrative/judicial processes.

A multiplicity of tenancy practices prevailed across the States of Rajputana which were integrated into Rajasthan. As land-to-the-tiller policy was implemented following the enactment of the Rajasthan Tenancy Act 1955, there was a proliferation of litigation in Tenancy and Ceiling cases. In 2018, Rajasthan's Revenue Courts had 5.74 lakh court cases for adjudication. There were certain core principles that governed tenancy practices—protection of common lands, protecting the rights of girl child, deterring the might-is-right practices in agrarian districts, protecting temple lands and partition of holdings to be subject to oversight of the Tehsildar.

The first task on my agenda was to address the larger policy questions in the Larger Benches and Full Benches. It was important to ensure that Members in the Board of Revenue adhered to the fundamental policies of the State in their judgments. There were important legal interpretations for Revenue Courts of Rajasthan that I laid down as Chairman Board of Revenue. The first guideline for subordinate courts was rigid adoption of the codal provisions of the Civil Procedure Code, ensuring that all contested cases were heard in regular court hearings than in camp courts. There was a lot of emphasis on protection of rights of the girl child, protection of common lands, protecting possession of legally recorded tenants, protection of temple lands and partition of holdings in the presence of the Tehsildar.

Expediting Case Disposal

There were two ways of expediting disposal in the Board of Revenue: (a) Members achieving higher disposal following streamlining of internal governance processes and (b) Advocates cooperating with the Bench in expediting disposal. I looked at the Supreme Court of India website and observed that the cases were maintained by the Registry of the Supreme Court in two classes: completed cases which were sent to the Benches and incomplete cases which were handled by the Registry. These were updated on a monthly basis providing a clear indication of the work of the Registry which was responsible for ensuring that the preliminary procedures for admission and documentation, service of summons were completed.

We adopted a similar system in the Board of Revenue for Rajasthan. There were regular consultations with the Rajasthan Revenue Bar resulting in considerably higher productivity, a complete absence of strikes by the Bar and positive energy. The number of completed cases which the Registry sends to the Bench for arguments was enhanced from eight cases per day to 30 cases/day. The total number of completed cases in the Registry reached 22,000 cases with campaign for service of summons. I noticed that the Rajasthan Revenue Bar has a number of young lawyers. Most of the young lawyers had post-graduate degrees and high positive energy. There was fierce competition amongst the young lawyers who handled disproportionately small share of case work. The Board of Revenue was witnessing a rapid increase in admission cases, and the litigation explosion provided multiple opportunities for career advancement of young lawyers. I tried to accord priority to young advocates' cases and adequate time for hearings. 'Young Lawyer Capacity Building Conferences' represented an interesting option to empower young lawyers for future.

Impact of Technology on Revenue Courts – A Force Multiplier

Smt. Snehlata Srivastava, IAS, served as Secretary to the Government of India, Department of Justice, and guided me on the immense benefits of

the Digitalisation of Court Work. She briefed me about the successful implementation of the e-Courts software in the Supreme Court of India, High Courts of States and in the District Courts. The National Agenda for Governance accords high priority to ICT in Justice Delivery Systems. As I initiated efforts to digitalise the Board of Revenue and subordinate Revenue Courts, I was often confronted with numerous officials, pointing out the difficulties in the use of technology in litigation. There were fears expressed that there would be two classes of litigants—the 'information rich litigants' and the 'information poor litigants'. The Registrar opposed digitalisation, Members opposed digitalisation, Lawyers did not seem enthusiastic about digitalisation, and there was little political support for technological advancement in the Board of Revenue. The biggest challenge was acceptability. I presented the Members, the Registrar and the Advocates with the successful implementation of Digital AIIMS and the immense benefits accrued from the digitalisation of India's apex public hospital. Individual discussions were held to ensure greater acceptability. I staked my personal credibility to push ahead with steely determination on a seemingly impossible climb. Then it happened. A diverse group of stakeholders converged for the First Digital Revolution in Revenue Courts of Rajasthan.

The decision to provide universal access to judgments and decrees of Revenue Courts from Trial Court to the Board of Revenue in November 2017 represented a significant step forward in use of technology in Revenue Courts. The dissemination of the Revenue Court Management System (RCMS) on 'e-mitra plus' meant that judgments could be downloaded in over 10,000 Gram Panchayats of Rajasthan. Not only were judgments of every Revenue Court available on a technology platform, the case status for all the 570,000 cases listed in Revenue Courts was available. SMS facility for advocates in new admission cases, E-signatures of judgments, RCMS mobile app, Online monitoring of performance of Revenue courts have all commenced.

The RCMS platform provided a bird's eye view of the performance of every Revenue Court of Rajasthan in terms of number of sittings, cases heard and judgments and decrees pronounced. In the Board of

Revenue, Members were informed of the status of judgments and decrees status on a daily basis.

Rajasthan's RCMS adoption and dissemination happened because thousands of advocates and revenue officers responded to the Board of Revenue's call for adopting digitalisation practices. The Rajasthan experience indicates that digitalisation processes after giving careful consideration to each of the elements contributes significantly towards simplifying a litigant's journey in Revenue Courts.

Capacity Building of Subordinate Courts

A young Sub-Divisional Officer once told me how much she was in need of capacity building. She had been promoted from a Tehsildar and was not comfortable conducting court and writing issue-based judgments. Her familiarity was summary judgments which she was trained as a Tehsildar. The capacity building needs at SDO level represented a significant step forward for Improved Justice Delivery Systems in Revenue Courts. The Board of Revenue conducted 33 capacity building workshops at District Level and five workshops were conducted at the Board of Revenue Ajmer. I personally invited a number of Senior Advocates to present the salient provisions of the Rajasthan Tenancy Act 1955, the provisions of the Rajasthan Land Revenue Act 1956, and Civil Procedure Code1908. I had chaired five workshops for SDOs from IAS cadre, SDO courts with highest litigation over 2500 cases/court, ADMs and Additional Divisional Commissioners, RAAs and SO-cum-RAAs and found the discussions were very constructive. In these workshops 332 Sub Divisional Officers, 40 Assistant Collectors, 37 Additional District Collectors, 24 Revenue Appellate Authorities and Settlement Officer-cum-Revenue Appellate Authorities and seven Additional Divisional Commissioners participated.

The workshops with SDOs and Assistant Collectors listed four agenda points for discussion—(a) organisation of court work, (b) important judgments on salient provisions of Rajasthan Tenancy Act and Rajasthan Land Revenue Act, (c) interactions between the Bench and the Bar and (d) Digitalisation. The workshops with the Additional District Collectors

deliberated on the provisions of Rajasthan Land Revenue Act with regard to land allotment rules and the provisions of appeal, revision and review. The importance of the Bar and Bench relationship and the need for courtesy and cordiality in building a strong and sustainable relationship was also discussed.

I noticed significant improvements in the quality of judgment writing in pursuance of the capacity building initiatives and would recommend that this activity be continued as it has resulted in lesser number of appeals being filed.

The Board of Revenue is amongst Rajasthan's great institutions and it was my privilege to contribute to institution building activities in the Board. In my tenure as Chairman, the Board of Revenue has adjudicated a decadal high of 13,500 cases, bringing down the overall pendency to 63,250 cases. The Board of Revenue for Rajasthan became a fully digitalised Institution providing universal access to its court work. Capacity building measures were adopted across Revenue Administration. Several issues of complex jurisprudence were addressed. The Torch of Justice in Revenue Courts had burnt brightly.

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13

A March to New Age India – 21st Century Challenges Before the Civil Services

This is the keynote address delivered at the State Level Function of Government of Rajasthan to mark the occasion of Civil Services Day on 21 April 2018 at the HCMRIPA, Jaipur

Introduction

IT is indeed a great privilege for me to deliver this talk at the Indian Institute of Public Administration today.

As an Institution, the Civil Services, particularly the All India Services, have always commanded considerable respect from the people of India. Such respect emanates from a perception that decision-making would be neutral and unbiased and would enable the Nation to achieve the objectives outlined in the Preamble of the Constitution.

In a broader sense, the challenges that civil servants face in the twenty-first century are no different from those of the twentieth century— Commitment to the larger public good against all odds. Further, the New Age competency remains anchored in integrity, building credibility and trust in the institution of civil service. Even in a New Age India, these values are foundational and non-negotiable. You can hire skills, but leadership and faith in fairness and impartiality cannot be outsourced.

Indian Governance: The High Moral Tone

Those who won freedom for India and created its constitutional system were men of rare talents and dedication. India's constitutional values

are deeply rooted in high moral tones with a universal dimension.

In the Constituent Assembly, Acharya J.B. Kripalani said

'I want this house to remember that what we have enunciated are not merely legal, constitutional and formal principles, but moral principles and moral principles have got to be lived in life. They have to be lived, whether it is in commercial life, political life or the life of an administrator. They have to be lived throughout. These things we have to remember if our Constitution is to succeed.'

These moral principles in the Indian Constitution have been reflected in the code of ethics for civil servants which include financial probity, integrity in work, intellectual honesty in tendering advice and morality in personal life. The code of conduct envisages All India Service officers to be model citizens well above the social norms of the times. Over the years, the Nation's personnel policies have established functional and comprehensive systems for assessing reputations for honesty and probity in public life.

The Policy Framework

It is important to understand the convergence between global policy making and the National policies. The G20—the world's premier forum for international economic cooperation, has set itself an ambitious goal to lift the world's GDP by an additional 2.1 per cent, which will add US$2 trillion to the global economy and create millions of jobs. Trade and investment are important engines for growth, innovation, job creation and development.

Job creation remains a major challenge. Global supply chains are an important source of job creation. Digitalisation is the opportunity for creating new and better jobs. The need to educate and train people with the necessary skills and assist them to adapt to change through vocational education and training along with quality apprenticeship are considered a felt need.

There is a global consensus on women's empowerment. There is global consensus to bring down the gender gap in labour force

participation by 25 per cent by 2025. The #eSkills4Girls initiative is an important initiative to promote opportunities and equal participation for women and girls in the digital economy in low income and developing countries.

Safeguarding against health crises and strengthening health systems has received a lot of attention along with combating antimicrobial resistance. Despite the United States' withdrawal, the Paris Agreement on Climate Change has remained irreversible. 'Investing in Climate, Investing in Growth' was the line adopted at the Hamburg G20 Summit. The efforts are to make globalisation fairer and more sustainable.

The contemporary National Policy Framework can be broadly divided into five specific areas namely Fiscal Federalism, Affordable Health Care, Transforming Rural India, Social Inclusion and Improving Quality of Public Service Delivery.

Improving the Quality of Public Service Delivery

The first decade of twenty-first century governance was focused on improving delivery of public services. Most states formulated legal Frameworks for Public Service Delivery. The State Acts envisaged providing public services within a time-limit. The Acts also contained penalty provisions recoverable from the salary of the designated officer if the public services were not delivered within the stipulated time period.

In 2011, State-specific Public Service Delivery Acts were enacted by Rajasthan, Punjab, Himachal Pradesh, Uttarakhand, Jharkhand, Kerala, Madhya Pradesh, Uttar Pradesh, Jammu & Kashmir, Delhi and Bihar.

A major step in bringing transparency to Public Services Delivery was the Right to Information Act 2005. The RTI Act has emerged as a vehicle for greater transparency about the manner of functioning of public agencies. Aadhaar has the potential of transforming targeted service delivery, improving operational efficiency and reducing leakages. Aadhaar has already been introduced as a key enabler for many types of service delivery including passport services, direct benefit transfers etc.

The Civil Services in 2018

The twenty-first century has witnessed a significant expansion of the Civil Services processes and responsibilities. The recruitment has become highly competitive, training norms more stringent, performance appraisal timely and constant evaluations have been introduced on the capacity of the civil servant to meet current challenges. There is greater emphasis on performance management practices. Effective management of public resources has necessitated open, transparent and accountable systems of delivery. The regulatory oversight by the Central Vigilance Commission, the Comptroller & Auditor General, the Central Bureau of Investigation has increased. Clearly accountability levels today are far higher than they ever were in the past.

A New India 2022 envisages civil servants as agents of change, striving for radical reforms and transformational governance. Relentless pursuit of excellence can only be achieved with enormous amount of dedication and seriousness of purpose. There are simply no shortcuts to success. Institutions rise and fall with individuals.

FUTURE POLICY CHALLENGES

India's rise in the comity of Nations – need for an International Perspective

Globalisation and India's membership of the G20 economic forum has brought in the need for extensive international engagement by senior civil servants. The need for a wider global perspective is important for success at National level and State level. Today virtually every Ministry in the Government of India has an international face and collaborations with many countries.

The civil servants who were recognised at National level as Institution Builders were men who served in the Government of India as Deputy Secretaries and then rose to Joint Secretaries and subsequently served with distinction as Secretaries. They were deeply committed to pro-poor policies. Their understanding of India's institutions was honed by their long experience in several ministries in the Government of India and

further boosted by foreign postings. They had the courage, conviction and integrity to take decisions in critical challenging times. They had the capacity to engage with the political leadership in coherent policy discussions. Individually they contributed immensely to building strong institutions, which are the bulwark for better governance.

Indian Democracy needs Strong Institutions

The contribution of the All India Services to National integration has been well documented. The Lal Bahadur Shastri National Academy of Administration (LBSNAA) Mussoorie has significant anecdotal evidence on the courage and commitment displayed by District Collectors and District Superintendents of Police in facing many adverse situations.

Two institutions of Governance of Rajasthan with significant historical legacy are the District Collector and the Board of Revenue. The institutional legacy and sustenance is largely based on the vigour and enthusiasm that individual civil servants have shown while serving in these institutions. It is critical for the sustenance of Indian Democracy that we contribute to strengthening institutions with significant historical legacy to benefit the lives of millions of citizens. Institutions are built by sound value systems and employee empowerment is achieved by synergising the organisational objectives with individual aspirations creating a win-win situation for all stakeholders.

Quality Decision-making – the Need for Robust Data

Decision-making in the twenty-first century has become far more complex and has to be based on robust data sets. Quite clearly the statement that 'In God we trust, everybody brings data to the table' is appropriate. There is a need for great emphasis on robust data collection, collation and analysis for considered decision-making. The websites of Departments provide for large volumes of historical data, speeches, annual reports and technical papers. At the national level, the Ministry of External Affairs, NITI Aayog and the Reserve Bank of India provide huge volumes of data, speeches and important decisions on their websites. In Departments where datasets need strengthening, the provisions of the Collection of

Statistics Act 2008 can be utilised to appoint statistics officers for collection and collation of statistics.

Generalists in an Era of Specialists

There is considerable space for a generalist administrator in the era of specialists. Having served in two highly technical institutions—the International Monetary Fund and the All India Institute of Medical Sciences—I will outline the characteristics of these specialised Institutions. The men and women in these institutions were high achievers at a young age, worked on important problems, worked longer hours than their contemporaries and presented their achievements to the world.

The All India Services start young, enter service based on years of high intensity study and do represent the highest meritocracy. The civil servants are trained at the greatest training institution of India—the LBSNAA Mussoorie. There is a peer group to look up to. Where civil servants differ from the specialists is the number of conferences and conclaves that they attend to present their achievements to the world.

Greater regulatory oversight

In twenty-first century's liberalised era, regulatory oversight of key industry has become a critical area of governance. India is a young Nation and regulatory administration is a rapidly expanding subject. The most visible regulatory authority of India is the Reserve Bank of India established in 1935. The Telecom Regulatory Authority of India, the Competition Commission of India, the Central Electricity Regulatory Commission, the Pension Fund Regulatory and Development Authority, the Insurance Regulatory and Development Authority are amongst recently established regulatory authorities. A deeper understanding of industry and a roadmap for ensuring a level playing field are necessary for success of a civil servant working in a regulatory authority.

Conclusion

I joined the IAS in 1989 and developed an intense interest in Public Administration. I greatly looked up to Y.V. Reddy since my student years.

Late Mitha Lal Mehta was my mentor in my first decade in Rajasthan. My life was greatly influenced by B.N. Yugandhar, S. Narayan, Duvvuri Subbarao and Rahul Khullar—I learnt a lot from each one of them. I introduced digitalisation practices into two major institutions, namely the AIIMS and the Board of Revenue—Digital AIIMS and Digital Rajasva Mandal—which were called the First Digital Revolution in Health Care and the First Digital Revolution in Revenue Court Administration. I have served at the international, national and state levels—my view is that the impact of better governance on the common man is best seen in work at the village level, in the districts. A life in the civil service tests resilience—marked by transfers, pressure groups, constantly changing policy prescriptions, new learnings every day. It is important to remain positive, to see the brighter side of governance and remain rule bound.

The people of India look up to the IAS to deliver justice. There is so much that needs to be done to ensure timely justice and efficient administration. The citizen is the centrality of a civil servant's odyssey, and commitment to the larger public good against all odds is the defining goal.

Over the past three decades in service—among men and women, who have contributed tirelessly to better governance. I am reminded of George Bernard Shaw's vision:

> 'I want to be thoroughly used up when I die, for the harder I work, the more I love. I rejoice life for its own sake. Life is no brief candle for me, it is sort of a splendid torch which I have got hold of, for the moment and I want to make it burn as brightly as possible before handing it on to future generations.'

That's what a civil servant can be—an inspiration to one and all.

Conclusion

The Technology Revolution that has transformed India's social sector programmes from 2014-2019 has enabled millions of Indians to reap the benefits of transparency in governance

A technology revolution has swept India's social sector programmes in the recent years. The Ministry of Electronics and Information Technology has said that India has witnessed 8919.94 crore e-Transactions since inception of Digital India in July 2015 till December 2018. Further, the government has operationalised 3.12 lakh Common Services Centres (CSCs) for bringing e-Services to the doorsteps of people, thereby providing 10 lakh skill-based jobs. In addition, the Unified Mobile Application for New Age Government (UMANG) provides access to 339 government services through mobile phones. India's digital consumer base is the second largest in the world and the benefits of technology have been accepted by rural societies.

Lakhs of Indians have benefited from the expansion of internet access networks which helped reduce the digital divide. Technological progress is visible in many of India's welfare state programmes with most of them utilising the digital identity provided through Aadhaar—the Pradhan Mantri Jan Dhan Yojana, Direct Benefit Transfer, Digital Payments using BHIM/UPI, Goods and Service Tax Network, Digital India Land Records Modernisation Program (DILRMP), Digitalisation of Ration Cards and FPS shops, and LPG subsidies being directly transferred to beneficiary bank accounts and labour payments to MGNREGS beneficiaries.

The government has identified 30 digital themes to pave the way for Digital India 2025. The Digital India's reach will be enhanced by establishing twenty-first century IT infrastructure and software

capabilities with broad-based, affordable, high speed internet connectivity through a combination of the fibre to the home (FTTH) and wireless technology. Digital value is envisaged through technology-enabled interventions in health care, education, energy, next-generation financial services, e-governance, doubling farmers' income, 'Make in India, Make for India and Make for the World', jobs and skills of the future. A comprehensive plan for 'India's Trillion Dollar Digital Opportunity' has been formulated to create an inclusive digital model and reap the benefits of technology.

The transformation in education sector is marked by smart classrooms, digital libraries and library automation systems, tablet-based smart classes for assessment, smart sport infrastructure, management information systems, ATAL Tinkering Labs for innovation and quality assessments for students and teachers. The Smart School Management system covers the entire gamut of activities from student admission, attendance management, examination management and human resource management to timetable and course management. Several Smart Cities are witnessing the emergence of incubation centres like B-Nest Incubation Center that address the need for a platform for startups to ensure several business ideas achieve success. These incubation centres foster an environment of entrepreneurship in the Smart Cities which leads to greater innovation and employment, quality waste management, traffic management and other citizen service solutions.

The NITI Aayog released the strategy for New India@75 in December 2018. The strategy paper seeks to bring together innovation, technology, enterprise and efficient management, at the core of policy formulation and implementation, to ensure that development becomes a *Jan Andolan* (People's Movement). The document was formulated after consultations with 800 experts from the government and 550 external experts. In the section on Inclusion, the strategy paper recommends priority areas such as successfully implementing the Ayushman Bharat programme, rolling out the Pradhan Mantri Jan Arogya Abhiyan, creating a focal point for

public health at the central level with state counterparts, upgrading the quality of school education systems and skills, conceptualising an electronic national educational registry and giving a huge push to affordable housing in urban areas to improve living conditions. The section on governance recommends implementation of administrative reforms in the changing context of emerging technologies and growing complexity of the economy, setting up an independent Arbitration Council of India, expanding the scope of the Swachh Bharat Mission and addressing the backlog of pending court cases.

The NITI Aayog continues to face the challenge of reforming the centrally sponsored schemes. The big reforms in this sector have been shifting greater responsibility to states in terms of financing and removing the distinction between Plan and non-Plan schemes. The qualitative changes in the centrally sponsored schemes remain a part of the New India@75 strategies. While the NITI Aayog has been a significant player in cooperative federalism, other institutions have also emerged.

The GST Council, a constitutional body created under Article 279A of the Constitution as a joint forum of the Union and the states, after 34 meetings has emerged as India's foremost federal institution, where decision-making has been consensus driven and covers a diverse range of subjects. The GST Council is a permanent institution entrusted with the responsibility to make recommendations on tax rates, cesses and surcharges to subsumed under the GST, as also exemptions under GST. The financial year 2018-19 closed with record GST collections of Rs 1.06 trillion in March 2019, marking the fourth time GST collections have crossed the Rs 1 trillion mark in 2018-19, taking the total GST collections in the financial year to Rs 11.77 trillion. The monthly average GST collections have risen to Rs 98,114 crore which is 9.2 percent higher than 2017-18.

In March 2019, President Ram Nath Kovind appointed former Supreme Court judge Justice Pinaki Chandra Ghose as India's first Lokpal (anti-corruption ombudsman). The chairperson along with four judicial members and four non-judicial members—all former High Court judges

and civil servants—took oath of office on 27 March 2019. The appointment of the Lokpal demonstrates to the world that India is not behind any nation in making its public administration clean and fair. The Lokpal will have its own investigation wing and prosecution wing. The Lokpal shall inquire into the allegations of corruption made against any top public servant who is or has been Prime Minister; a Minister in the Union Government; a Member of Parliament; any government officials or equivalent under Groups A, B, C and D; chairpersons, members, officers or directors of any board, corporation, authority, company, society, trust, or autonomous body either established by an Act of Parliament or wholly or partly financed or controlled by the Centre. It shall not require approval or sanction under Section 197 of the Code of Criminal Procedure 1973 or Section 19 of the Prevention of Corruption Act, 1988 in cases where prosecution is proposed. The Lokpal also has powers to attach property of the corrupt public servants acquired through corrupt means.

The strength and resilience of India's three critical institutions—the Lokpal, the GST Council and the NITI Aayog, coupled with the government's numerous policy initiatives—should enable the nation realise the strategic objectives laid down in New India@75.

Index

Index