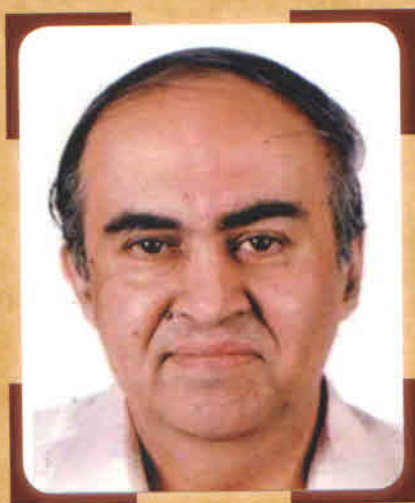


**DR. RAKESH HOOJA
MEMORIAL LECTURE**



**Indian Institute of Public Administration
New Delhi**

D: IIPA: Lecture Rakesh Hooja

**FIRST DR. RAKESH HOOJA
MEMORIAL LECTURE
ON
*CHALLENGES OF ADMINISTRATION IN
THE 21ST CENTURY***

by

AJIT KUMAR SETH

November 19, 2015

**Proceedings Edited by
C. SHEELA REDDY**

**Chair Professor
DR. B.R. AMBEDKAR CHAIR
IN SOCIAL JUSTICE**



**INDIAN INSTITUTE OF PUBLIC
ADMINISTRATION**

NEW DELHI



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FOREWORD

With both great fondness and a deep sense of sadness we remembered Dr. Rakesh Hooja today, through this first memorial lecture organized and delivered in his honour. I knew Rakesh as a young person because of my earlier close connection with his parents, his father Shri B. Hooja also being in the Rajasthan Cadre. Later, Rakesh also joined the Indian Administrative Service in the same State. We were fortunate to have him as the Director in the Indian Institute of Public Administration from August 2010 till his sudden passing away in September, 2012. He combined in himself the qualities of an able administrator and an equally outstanding academic. Rakesh had a passion and an exceptional aptitude for writing. His extensive writings and publications including books, articles, and book reviews are prolific in number and cover a varied range of subjects like public administration, water resources, panchayati raj, development federalism, etc. Written over a long period of years, they focus on the key issue, of Governance, the subject of this lecture. I am glad that his wife Meenakshi, at present member of the administrative tribunal has taken the trouble to catalogue his writings, subjects - wise, which were displayed outside the hall for the benefit of the participants.

The lecture by Shri Ajit Seth, a distinguished administrator, former Cabinet Secretary and also a batch mate of Rakesh, has touched a very broad canvas on the subject of governance and its challenges in our country. He has made touching references to Rakesh Hooja as his personal friend and batchmate.

I have dwelt at length about the quality and merit as well as contemporary relevance of Ajit Seth's address in my presidential remarks.

I am thankful to Shri Ajit Seth for his extensive coverage and am sure that it will generate thought and action for those who seek better governance in our country.

The Indian Institute of Public Administration feels privileged to have organized this lecture in memory of Dr. Rakesh Hooja for his contribution to the science and art of Public Administration and to the institute. I am also thankful to Meenakshi, and the family for helping the institute in organizing this first lecture. A word of appreciation for Dr. C. Sheela Reddy, who was entrusted with the responsibility of organizing this lecture by the Director, Dr. T. Chatterjee. We hope that this lecture series becomes a regular feature at the IIPA.

T. N. Chaturvedi
T.N. Chaturvedi
Chairman, IIPA

New Delhi

ACKNOWLEDGEMENTS

The Indian Institute of Public Administration (IIPA) organized the First Dr. Rakesh Hooja Memorial Lecture on November 19, 2015. The memorial lecture on “Challenges of Administration in the 21st Century” was delivered by Shri Ajit Kumar Seth, former Cabinet Secretary and Chairman, Public Enterprises Selection Board. Shri T. N. Chaturvedi, former Governor of Karnataka and Chairman, IIPA, presided over the event. Indeed, my deep gratitude goes to Shri T. N. Chaturvedi for taking keen interest in organizing the event. I am highly beholden to him for writing a foreword to this memorial lecture.

My sincere and heartfelt thanks are due to Dr. T. Chatterjee, Director, IIPA for his support and guidance. I wish to place on record my sincere gratitude to Mrs. Meenakshi Hooja, who has worked incessantly in cataloguing the writings and publications of Dr. Rakesh Hooja, which gave all of us a glimpse of his administrative and academic achievements. I am grateful to her for constantly being in touch with IIPA and rendering timely advice in facilitating this memorial lecture.

I am deeply indebted to Shri Ajit Kumar Seth, for setting the stage of this publication by delivering the erudite lecture.

Last but not the least, my special thanks are due to the Publication Division of IIPA in general, and Shri Dipankar Guha and Shri Anil Gupta in particular for their contributions in giving a shape to this publication.

I would be failing in my duty if I do not acknowledge the support received from Shri Anil, Computer Operator, Dr. Ambedkar Chair in Social Justice and Research and Coordination (R & C) Unit for their assistance.

C. Sheela Reddy

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WELCOME AND OPENING REMARKS

Dr. C. Sheela Reddy

On behalf of the Indian Institute of Public Administration, I welcome you all on the occasion of the First Dr. Rakesh Hooja Memorial Lecture. We are honoured to have Shri Ajit Kumar Seth, Chairman, Public Enterprises Selection Board and Former Cabinet Secretary, Government of India, amidst us to deliver the lecture on “Challenges of Administration in the 21st Century” which is a topical theme and a genuine concern to all stakeholders in administration and governance.

Dr. Rakesh Hooja was a versatile genius with wide knowledge and varied interests. He had the aptitude for regular work and willingness to take up every responsible task. He had a yearning for lifelong learning. Dr. Hooja emphasised on inter and multi-disciplinary approach to critical analysis of problems. He was always conscious of the need to work diligently and had right balance between professional, personal and social interests. The areas of administration and governance were dear to him and wrote extensively on them. He advocated for a combination of techniques to train officers at different levels in administration to develop required knowledge, skills and attitudes.

It is a proud privilege to us at IIPA and me personally to organise the First Dr. Rakesh Hooja Memorial Lecture in honour of his memory. We await to hear from Shri Ajit Seth, a batch mate and friend of Dr. Hooja on the theme of the lecture, “Challenges of Administration in the 21st Century”. Shri Ajit Seth, a 1974 batch Indian Administrative Service officer from the Uttar Pradesh Cadre, has been among the longest serving Cabinet Secretaries of India, a post he held with great distinction from June 2011 to June 2015. An alumnus of St. Stephen’s College, Delhi he obtained M. Phil. in Life Sciences from the Jawaharlal Nehru University and later, M. Soc. Sc. in Development Finance from the University of Birmingham, U.K. In July 2015, the University of Birmingham conferred upon Shri Seth a Doctorate Honoris Causa.

Shri Seth has a rich fund of experience in policy and programme formulation across key sectors in the Central and State Governments,

including diplomatic assignment in the Permanent Mission of India to the United Nations at Geneva, Switzerland. As Cabinet Secretary, he chaired the National Crisis Management Committee. He also chaired the Core Group on Governance Reforms and was the Founder Chairman of the National Centre for Good Governance. In Uttar Pradesh, Shri Seth served as Principal Secretary (Rural Development), Principal Secretary (Vigilance) and Secretary (Home and Confidential), Divisional Commissioner, Kumaon Division, and District Magistrate of Mainpuri and Lucknow Districts.

After a distinguished career spanning over four decades, Shri Ajit Seth superannuated as Cabinet Secretary in June, 2015. In August 2015, he was appointed Chairman, Public Enterprises Selection Board. We are grateful to Shri Ajit Seth for having consented to deliver the lecture. It gives me immense pleasure to welcome him.

Presiding over today's function is Shri T. N. Chaturvedi, Chairman, IIPA who is an IAS officer of the 1950 batch of Rajasthan Cadre. He held a large number of very senior positions of repute in Government of India and headed crucial Ministries such as Home, Education and Justice. He was elected to the Rajya Sabha twice, in 1992 and 1998. He earned respect and recognition for his role as Governor of Karnataka. He is a well read person and has been guiding the destiny of our institution with distinction. I consider it my privilege to welcome him.

I extend a warm welcome to our Director, Dr. T. Chatterjee, Former Secretary, Ministry of Environment & Forests. He has been the driving force behind this memorial lecture.

Finally, I welcome one and all.

ABOUT DR. RAKESH HOOJA

(24th November, 1950 – 7th September, 2012)

Dr. Rakesh Hooja was born in London on 24th November, 1950. He spent his early childhood in London, Delhi, Shimla and Rajasthan. He did his Indian School Certificate (ISC) Examination from St. Xaviers, Jaipur in 1966. Later, he obtained his B. A. Honors and M.A. in Political Science from the University of Rajasthan, Jaipur. Dr. Hooja taught Political Science and Public Administration for a brief period before he joined the Indian Administrative Service in 1974 and was allotted to the Rajasthan Cadre. He became the Director, IIPA on August 6, 2010. He had long innings in IAS for 36 years. Dr. Hooja went on to become the Chief Secretary to the Government of Rajasthan. Earlier, he was Additional Chief Secretary, Development and Training, Development Commissioner and Chairman Board of Revenue for Rajasthan. He was the Director of HCM Rajasthan State Institute of Public Administration, Jaipur. He was the Joint Secretary in the Ministry of Home Affairs in charge of Jammu & Kashmir Affairs under the Government of India (1997 - May 2004). Dr. Hooja's prior assignments under the Government of Rajasthan include District Collector of Jaipur and Sikar, Project Officer Marginal Farmers and Agricultural Labourers Agency, Ajmer, Additional Area Development Commissioner, Chambal, CAD (Command Area Development) Project at Kota. He was Special Secretary Agriculture Special Schemes, Director & Special Secretary Agriculture Marketing, Special Secretary Education, Director Rural Development, and Area Development Commissioner Indira Gandhi Canal Project, Bikaner. Dr. Hooja also served as the Vice Chancellor of Rajasthan Agriculture University, Bikaner. He was Secretary Energy Department, Secretary CAD and Water Utilization Department-cum-Commissioner for Agriculture Development Project (March 1994 to October 1997) and Chairman and Managing Director, Rajasthan State Industrial Development and Investment Corporation Limited, Jaipur.

Dr. Hooja took voluntary retirement from Indian Administrative Service in 2010 on his appointment as the Director, IIPA. He was known for his integrity, uprightness and commitment to his duty. The contributions of Dr. Rakesh Hooja have been testified by

numerous awards and certificates including the President of India Silver Medal for Census 1981, State Govt. Cash Award and merit certificates for books on District Planning (1988) and on Management of Water for Agriculture (2007). He was the recipient of the T. N. Chaturvedi Annual Prize 2009 for the best article published in Indian Journal of Public Administration. Dr. Hooja has the distinction of being declared as one of nine Outstanding Young Persons of India for the year 1981 at the Calcutta National Convention of Indian Jayees. The Second Administrative Reforms Commission of India has acknowledged Hooja's contribution (between 2006 and 2009) in the preparation of a number of its reports. Government of India's IAS Induction Training Syllabus Review Committee (Vaidyanathan Aiyar Committee) has acknowledged Dr. Hooja's contribution in deliberation and preparation of its report (2005-2007). He played a major role in framing the Government of Rajasthan State Training Policy 2008.

Dr. Hooja's credentials testify his multi-faceted personality. A prolific writer, he authored several books, articles and book reviews. His areas of interest were wide and diverse. Among others, they include development studies, public policy, land-water management, decentralized and district planning, rural development, public administration and governance, training and capacity building, state and district administration, Panchayati raj, development administration, reforms in higher education, project formulation, participatory irrigation management and management of desert and semi arid areas, federalism, administrative theory and management, urban development, globalization, disaster management, civil service and administrative reform. His writings had vertical depth and broad horizontal spectrum in integrating issues that ranged from measurement issues of a khasra in a village to participation in irrigation management, to functioning of Panchayats, to civil service training and forms of federal system in a globalizing world. He had in-depth knowledge of grassroots level problems which stood him in good stead in shaping and implementing programmes and policies at different stages.

Apart from the academic and professional life, Dr. Rakesh Hooja, as a person, was affable, amiable and accessible to his friends and colleagues. He was also known for his warmth and compassion. Dr. Rakesh Hooja may not be physically with us. But, his legacy inspires and sustains us.

DIRECTOR'S REMARKS

Dr. T. Chatterjee

Director, Indian Institute of Public Administration

This is a very solemn occasion and I welcome all of you. It is three years since Rakesh Hooja passed away. But, it is still timely in the sense that we are remembering an administrator who epitomized the academic need in administration. He found time to write, publish and yet maintained equanimity in his professional functions. I did not know Dr. Rakesh Hooja personally at all, though we were contemporaries. Dr. Hooja, as the Director of IIPA and me in the Ministry of Environment and Forests, and yet we could not meet. After I joined IIPA as the Director, what I heard of him was enough for me to understand that with his passing, this institute has really lost a great doyen who bridged academia and administration. I feel also that it is very good for us to have decided on Ajit Seth to speak. Shri Ajit Seth is Dr. Hooja's friend and batch-mate and coincidentally, Mrs. Meenakshi is my batch-mate. So, it is like a team working together and Shri T. N. Chaturvedi, was also the Chairman, IIPA when Dr. Hooja was here. Shri T. N. Chaturvedi knew the value of an administrator and an academic like Dr. Hooja.

I wish this memorial lecture to be more frequent or an annual feature as events like this have lot of new messages for new administrators.

REMINISCENCES OF DR. RAKESH HOOJA

Mrs. Meenakshi Hooja, IAS

Our family is indeed very grateful to the Indian Institute of Public Administration (IIPA) for organizing this lecture. We fortunately have a long history of association with IIPA, as Chaturvedi Ji would know, dating back to the early 1960s, when my brother P.C. Mathur won the essay writing award, which was presented to him by none other than the then Prime Minister Jawaharlal Nehru.

Rakesh being a student of public administration and political science became a life member of IIPA, began contributing to the Indian Journal of Public Administration and also started attending several functions, including Annual General Body Meeting (AGM). It was perhaps against this backdrop that he thought of applying for the Director's assignment and was very fortunate enough to have been selected for the same. When we got the news about his selection on 26th June, 2010, we were in the Raj Bhawan at Jaipur. He was overjoyed and looked forward to serve at the IIPA. I told him that the news was the second best birthday gift he had given to me. In fact, he was absolutely stumped as to why I was saying it as the second best. Then I told him that I thought that the best earlier gift was a homegrown gun salute which Rajat, our elder son gave me on one of my earlier birthdays, and Rakesh, could not but agree with me and reacted with his endearing dimpled smile.

It is very difficult for me to say or talk about Rakesh, but I shall endeavour to say a few words for those who may not know much of him, and from a more personal point of view. He was born in London in 1950 to Usha and Bhupendra Hooja. At that time, his mother was learning sculpture at the Regent Polytechnic and his father was in the BBC. They had a good time there, but they returned to India and were in Delhi where they stayed at Exchange Stores and used to go to Rakesh's *Nana-Nani's* home at Mori Gate. And when Rakesh would travel there, I remember, even as late as after our marriage, he used to tell us that 'When I came back from London, I had to travel in a *tonga*, and I would say, *tonga mein baith aur phans*'. So, he had

these subtle memories of Delhi, and especially there is a story about him that when he had to sleep on the terrace upstairs, he would say to his parents, ‘the moon is looking at me, the moon is looking at me, how can I sleep?’ These memories gave him energy to remain positive. After his father was selected to the Indian Administrative Service (IAS) in the special recruitment, the family shifted to Rajasthan and spent early days in Jaipur, Jodhpur, followed by a stint of posting at Shimla as Deputy Commissioner and then they moved to Chittor, Ajmer and to Jaipur. Rakesh joined St. Xavier’s School from where he finished his ISC (Indian School Certificate) in the year 1966 and it was while studying there that he was encouraged by Father Harland to write and pursue writing very seriously. He took Father’s advice in right earnest and he became the Editor of the X-Ray’s magazine, which was the prestigious school magazine. He also started taking part in school activities, including debates, drama, plays, and a role in *Dial M for Murder*; social service and writing for magazines. His formative years in school seemed to have laid a very strong and effective foundation, building both character and skills of Rakesh.

Rakesh later joined the University of Rajasthan, Rajasthan College for B.A. (Hons.) after having been at Ajmer in Government College. I am prompted to share an incident with you. Surprisingly, Rakesh, a diligent student taking part in numerous, co-curricular and extracurricular activities, winning debates, prizes, pursuing his writings, was declared failed in his B.A. (Hons.). On hearing this, a large number of students and very staunch supporters of Rakesh swamped the campus and did not budge till the University mended its ways. Late at night, it was found that he was shown erroneously absent in one of the papers and, therefore, declared failed. It was only when Rakesh was declared passed, that students left the campus, heaving a sigh of relief. Rakesh later did his M.A. in political science, was University topper and subsequently joined the Indian Administration Service. Many of us who were then students at the University always were overawed by his personality and achievements.

Whenever he came back to Jaipur from the Academy at Mussoorie, he would tell us about his activities, including the writings for some of the magazines, of which I have a copy in which distinguished speaker Shri Ajit Seth has also drawn some cartoons. He would

most often talk about the Bhojawas trip, where there was a building collapse and they were air-lifted. Air Marshal P. C. Lal ordered to air – lift them. He felt very proud of the fact that he knew Air Marshal P. C. Lal from his family days. It was my good fortune that we got married in the year 1976. We had a civil marriage and he said he could not go round and round in circles and I also agreed. His penchant for austerity was shown when he wrote a letter to my brother saying that there should be only functional lights and no coloured lights at the venue of marriage.

Rajat, our elder son, was born in 1977 at Jaipur, on the same day as his father, i.e. 24th November, and Rakshat our younger son on 1st August, 1979 in Kota. Our married and family life was rich and fulfilling. In 2009, Himangini (or Hirni, as we call her) further enriched it as Rajat's wife. Rakesh was always there for us guiding, putting up with tantrums, encouraging me to write poetry. I had full freedom – *'har tarah jeeney ka mujhko haq tha'*.

As an officer of Rajasthan Cadre, Rakesh tried to carry out his assignments with a great sense of duty, including those at Government of Rajasthan and Government of India when he was Joint Secretary, in charge of Jammu and Kashmir for seven long years and in the midst of that, he completed his Ph. D. He used to keep his papers in a very organized manner and meticulously updated his bio-data, which helped us to catalogue his writings. I have also tried to bring them here and display them out after cataloguing. He travelled in different parts of the country and was very fond of visiting libraries, museums, second-hand book shops and thought that the best present to give or receive was books. As a family, when we are trying to carry forward the legacy, Rakshat has already planned to set up a library and resource centre and Hirni has submitted her Ph.D. thesis.

Once again, my family and I express our deep gratitude to the IIPA, specially Chairman, Shri T. N. Chaturvedi, Director, Dr. T. Chatterjee, Dr. C. Sheela Reddy, and all members of faculty and staff for organizing this lecture. I am fortunate that we knew Chaturvedi Ji before and he has been the real spirit of guidance for us. I express my sincere thanks to Shri Ajit Seth, an outstanding civil servant himself for agreeing to deliver this lecture. I am also grateful to other distinguished members who have spared their valuable time to be

present. We are glad to have other family members from Delhi on this occasion.

I want to once again thank the faculty and the staff of IIPA and at a personal level Shri Bhuwan, Shri Jagdish and Shri Satbir who cared for Rakesh in a very personal way. We look forward for continued association with IIPA.

DR. RAKESH HOOJA
MEMORIAL LECTURE
“CHALLENGES OF ADMINISTRATION
IN THE 21ST CENTURY”

Shri Ajit Kumar Seth
Chairman, Public Enterprises Selection Board and
Former Cabinet Secretary, GoI

It is my privilege to be invited to deliver the First Dr. Rakesh Hooja Memorial Lecture. The Indian Institute of Public Administration (IIPA) has for long established a unique place for itself in the sphere of public administration, and I value this invitation. I feel it an honour to address this august audience because Dr. Rakesh Hooja epitomized the characteristics of an ideal civil servant in the classical mould. He evinced a keen interest in bringing about improvements in government and administration, especially in the areas of planning, rural development, education and training. It is only fitting that Shri Rakesh Hooja was earlier conferred posthumously with the Paul H. Appleby Award by the IIPA.

It is a pleasure to be associated with an occasion which recalls the achievements of an outstanding administrator known also for his integrity, uprightness and sense of fair play. But, above all, it is a pleasure to speak on this occasion because Rakesh was a personal friend. My first meeting with him was on 15th July, 1974 in the Lal Bahadur Shastri Academy of Administration, Mussourie. That was the day probationers of the 1974 batch joined the Academy. The two of us had been assigned adjacent rooms, and we invariably had interactions after the day's activities. Rakesh was a trifle reserved, cool, level headed and unhurried. He was given to being moderate in his expression. He also possessed a good sense of humour and we vibed well. Over the next four decades, I saw him on and off, and every time we met the rapport was instantaneous. Whether this was because he and I shared the same birthday (though a year apart) I cannot say!

In a moment of weakness, I succumbed to Dr.Chatterjee's request

that I speak on “Challenges of Administration in the 21st Century”. The more I thought about it later, the more it occurred to me that I might have taken on too big a task! A century is a long period and Administration is also a vast arena. So let me, at the outset, circumscribe the field. In order to make the treatment of the subject more manageable, and since almost all of the distinguished audience present here are experienced practitioners or scholars of Administration and Governance, I propose to share a few thoughts only on some of the major challenges that the Government and administrators in India are likely to be confronted with in the coming decades.

The world is witnessing sweeping changes, many driven by technology and India is also not immune to these changes. India is actually in the midst of historic change that could dramatically lead to improvement in the living standards and lives of over a billion people, while lifting hundreds of millions from poverty. The impact of this transformation in India is bound to be felt across the world. But change does not come easily. These transitions and changes are surely going to spawn their own challenges, whether they be political, economic, technological, social or even demographic. Notwithstanding these headwinds and risks, even the world believes that India is poised to shape the responses to these challenges. But, it will fall upon our administration to function and deliver with the burden of these expectations.

The question that immediately comes to mind is – are our governance structures appropriate for the requirements of the social set up which is emerging? This subject has to be viewed in the context of the significant changes which are underway in the social structures in the country – leading to a new kind of society.

The most important of these are those that relate to the citizens’ desire that the country’s development be fast and equitable, keeping the poor at the centre of focus. Within this overall objective, there is, thus, the challenge of ensuring food security and, to this end, strengthening the agricultural food chain and actually bringing about a second green revolution (or, as Dr. M.S. Swaminathan puts it, ensuring an ‘ever green revolution’). There is the challenge to address rural indebtedness and accelerate rural development. Then there are

issues relating to universal health coverage, specially rural health, providing quality education, affordable housing, clean drinking water and sanitation, making available urban amenities, especially in rural areas, to contain the migration from the rural to the metropolitan and urban areas. Besides, improving civic amenities in census towns and cities, development of Smart Cities, construction of roads and highways, development of ports, ensuring energy security, strengthening of power discoms, increasing coal and mine production, and cleaning the rivers are additional challenges. Revitalising the public sector units, skilling a large workforce (one million youth are expected to join the workforce every month over the next twenty years), improving the ease of doing business, making India an advanced manufacturing hub, strengthening the financial and banking sectors, ensuring financial inclusion, and reducing subsidies are equally important. What about easing social tensions, curbing ethnic conflicts, securing our border, skies, coastlines and the seas? There is the issue of cyber security and, above all, we should strengthen ourselves to meet the threats of terrorists.

There are also the more ‘diffuse’ issues, the need to strengthen cooperative federalism, for instance, the desire to nurture India’s ‘soft power’ or even to further India’s global aspirations. We need also to become a nation that cherishes its history. In this connection, we need to wake up to the fact that so far we have been a society with a poor tradition of archives. We need to transform ourselves into a society that values the upkeep of its records. To progress scientifically, we also need to have a system that is driven by data. We could also certainly do better with the creation of highly professionalised think-tanks in the country for independent inputs on several aspects of public policy making, for development of strategies in many critical areas, such as security, foreign policy, etc. The administration needs to collaborate more with academia and industry. The list could go on.

Apart from these, there are some big ticket items and I would like to list only three:

- We require reforms in the judicial system which, despite its shortcomings, remains the country’s bastion of the rule of law. There are over three crore cases pending in various

courts in India and unless there is a radical change in the conduct and pace of disposal of litigation, the country cannot regard itself as being equipped to meet the challenges of this century. Linked to this is the need to ensure that our land holdings for the most part are not tied up in disputes in court. This would unlock a lot of potential from that land in terms of productivity.

- Urgent reforms are required in the electoral system – particularly in the way elections are funded. Such reforms will have far-reaching effects on strengthening our democratic process, polity, government and administration.
- Again, we have to look hard at how policing in the country can be strengthened and modernized. Change needs to be brought about in the very ‘culture’ of policing so that it is in tune with today’s requirements and at par with the best that is prevalent in the developed countries of the world.

All of these have a bearing on governance. If economic reforms and development have to gather mass and speed, it is imperative that the country addresses some fundamental issues of governance. Whichever way you look at it, the subject is of contemporary relevance given the fast changing developments taking place, not just in India but across Asia and the world.

Each of these issues calls for deeper examination. In this talk, by way of illustration only, let me say a few words on just one issue, namely, urban governance. Needless to say, a very well thought-out and coordinated approach to manage our growing urban areas is called for. The challenge of urban governance today is to empower city administrations, modernize service delivery structures and to build capacities among personnel, and to tap private sector expertise. In the years to come, the country will see increased migration into cities and unless some effective steps are taken to improve amenities in the rural areas, we are in for big troubles. One related aspect that the administration itself has to address is the absence of an efficient cadre of officials well-versed in municipal management. It is being recognized that there is a need to train civil servants and other professionals in urban management early in their career. A proposal is also on the anvil to compulsorily post IAS officers and the State Civil Service officers in the senior scale for one year in a Municipal

Corporation. There is thus also a need for an institute for training and research exclusively in urban management. A related big task is to get the local citizens to take 'ownership' of different goals to meet the challenges of urbanisation.

In this backdrop, it is desirable to reflect on whether there is any mismatch between the way some of our institutions are designed and the conditions in which they will be required to perform. Some structural changes, and certainly changes in governance styles and methods, would be called for if we are quickly to harness and manage this change effectively and with equity. Unless some urgent and focused thought is given to how we should go about addressing governance changes, we will get only sub-optimal results. And it falls upon the administration, subject experts and scholars to join hands and throw up ideas that can be implemented.

It would be useful for a moment to ask – and to remind ourselves at this juncture – “What is governance?” It can be talked about in several contexts, such as international, national or local governance, and there are several definitions. According to one simply put, “Governance refers to the process of decision-making and the process by which decisions are implemented (or not implemented)”. Governance reform again is a wide term and can span, as we noted, electoral, judicial, economic, financial, corporate, or regulatory governance, as well as media reforms, strengthening of grievance redress mechanisms and the like. One can also think of parliamentary and executive governance. According to a description accepted in the UNESCAP (United Nations Economic and Social Commission for Asia and the Pacific) lexicon, “Governance requires accountability, transparency, responsiveness, wider participation in making public choices, some measure of predictability in public and private institutions and markets, and is built on the rule of law and control of corruption”. It depends on institutions that are “effective, efficient, economical and equitable in the provision of basic services.” From the point of view of the citizens and the government, one of the key requirements is ensuring a process of quick and effective decision-making, swifter implementation with simplified transactions and effective delivery. There is also the requirement of establishing strong institutions and traditions.

A significant portion of the burden on preparing ourselves for what the century will throw up has to rest on administration and on thinkers. There is a need to introspect and find ways to improve our systems. One problem and one challenge which we face in India is that our bureaucratic systems are traditionally focused more on process compliance than on performance or on building competencies for the management of human resources. We need to ask whether in our desire to make officials accountable, we are not simply perpetuating a culture, in which complying with the rules replaces responsible judgement and individual discretion. This is relevant also because Government functioning and policy decisions are becoming increasingly complex with the passage of time. Hence, we need to guard against allowing procedures which could stifle any new possible approaches to deal with complexity in the backdrop of our unending reliance on precedence. Governance, let us keep in mind, is conditioned by our administrative culture, as much as it is affected by technique. We need to address our administrative culture. Do, we have the effective governance culture or methods required in a technology empowered world?

I would like to recall here the observations of Paul H. Appleby, in whose name the Indian Institute of Public Administration has instituted an Award, and which, as Mrs. Hooja reminded us that Mr. Hooja was given the Award. Appleby was a distinguished American academic and civil servant who had been invited by the Government of India in the mid-1950s to appraise and advise on the state of our public administration. He submitted two reports. I have read the report called 'Re-examination of India's Administrative System', which was laid before Parliament in August, 1956 in which he suggested measures for reforms in the administrative system.

Appleby had trenchantly observed and I quote, "By reliance on excessive procedure of cross-reference, there has been built an extraordinary evasion of individual responsibility and a system whereby everybody is responsible for everything before anything is done". Unfortunately, it cannot be said that sixty years later this ill has been corrected. Indeed, there is actually a disturbing corollary. As Appleby had observed, "not only is there excessive sharing of responsibility for action *before* the fact, there is too little review in appropriate terms focusing on accomplishment *after* the fact. Sometimes we

fail to keep in mind that all review functions are high-level functions and must be performed in high level terms". Again, "we need to avoid becoming prisoners of a procedure dedicated to smallness, cheapness and slowness, not serving well the great design of the nation".

Actually, procedure by itself is not evil. It has been said, "The history of American freedom is the history of procedure". It is interesting to cite in this context what is known as 'Bailey's paradox of procedures'. It is that those same procedures that are the friends of deliberation, order and equity are also, at times, the enemy of progress and dispatch. In addition, some procedures are simply inept in spite of the goodwill in their creation. In other words, technique can triumph over purpose. Bailey argues, and I quote, "A public servant who cannot recognize the paradoxes of procedures will be trapped by them. For, in the case of procedures, he who deviates frequently is subversive, he who never deviates at all is lost, and he who tinkers with procedures without an understanding of substantive consequences is foolish." So, is anything being done? The encouraging answer is, yes. Some actions over the past fifteen years have been encouraging, but these are certainly not adequate.

Many ideas have been thrown up from time to time to improve the system of governance. One example is the merger and downsizing of ministries and departments. This has been attempted by the current government at the Centre. Other measures include some simplification in procedures and forms, improved methods of monitoring, enlisting people's participation, including through crowd sourcing and the use of digital media (though it is limited), delegation, and the like. There have also been attempts at privatization or agencification of some aspects of governance. Earlier, the Second Administrative Reforms Commission had come up with a host of recommendations, many of which have been or are in the process of being implemented.

There has also been perceptible transition from patronage-based governance to rights-based one, and now, lately, to addressing the supply side factors. Along the way, efforts have also been made to make the bureaucracy more accountable and government systems more transparent. But there cannot be a solution for all time. A relatively recent innovation in administration in the Central Government

has been the Performance Monitoring and Evaluation System, colloquially known as the Results Framework Document (RFD) system. Some States have also adopted it. Unfortunately, it cannot be said that the RFD system has taken root or has become ingrained in our work culture and it still needs to be stabilized. Another example of innovative governance is the Project Monitoring Group (PMG) set up to accelerate the clearance of 'stalled' infrastructure projects. Viewed from a traditional bureaucratic lens, the methodology that the Group has adopted is unconventional and rigid stratification is sought to be avoided. This initiative has proved effective and is now being emulated in several States, strengthened by the excellent PRAGATI (Pro-Active Governance and Timely Implementation) initiative.

There have been innovations in terms of institutional structures too. The most striking of these has been the replacement of the erstwhile Planning Commission with the NITI Ayog. But we also need change in mindset. Here, the importance of training cannot be over-emphasised. There is obviously need for more institutionalized effort to provide exposure, and capacity-building among middle and senior level officials. But the task is humungous. To give you a perspective, there are 3.6 million Central Government employees, of whom some are in Group A and 206 thousand in Group B. We are able to meet the training needs of only 19,000 Group B and C employees every year. This means that the vast majority of our Government servants complete their tenure without undergoing any formal training.

Till towards the end of the 20th century, the centralized State had been shaped by the idea that information is in short supply. It assumed that the State is privy to many things that ordinary citizens have no idea of. But information today has become abundant. This has changed the equation and the relationship between citizens and those in authority. Clearly, new technology not only strengthens governments, it also empowers organizations and individuals who the government or administrator may endeavour to control. This presents new challenges to governance in this century.

To meet these challenges, we will need to devise revised norms for transparency, accountability and legitimacy of the institutions,

and also modify, as necessary, the rules, practices and values upon which our society and administration will function. In fact, even the rules for classification of government documents under the Official Secrets Act need to be revisited from time to time.

A lot of interest is being expressed these days in what is being termed 'the tertiary society' or 'the knowledge economy' or 'the information technology revolution'. In this context, we, administrators, tend to focus on the role and methods of governments and how these need to adapt. Comparisons are often repeatedly drawn between the e-business models which have now emerged, especially in the private sector, and what could be done to improve the delivery of government services. Are we a data-using society? Not yet, though a good development is that not just economists, even others in Government are beginning to rely more on use of data for framing policies. This augurs well. We need to further develop capabilities for data use, data sharing, data storage and data privacy.

In the new knowledge economy, we are likely to see creativity being the source of value addition. Take the case of large number of small start ups mushrooming in India. This will be very different to compare a situation dominated by mass production and mass consumption. There would also be decentralizing of learning and even initiative. The shift from mass-based to knowledge-based economy and society could lead to diffusion of decision-making.

New technologies are coming up and we now have the Internet of things or even the concept of Smart Homes. They have the potential to bring about large scale discontinuous change to societies. In this century we are likely to witness more and more of transformative or even disruptive technologies. These are issues which require grappling with. If we have to prepare ourselves to fast become a knowledge economy, action will be required on many fronts. The long-term practical problems for governance are global and require appropriate institutional inventiveness.

Coming back to our administration and administrative cadres or structures, if we are to propel ourselves in the years ahead, we will need administrators - at the relatively junior or middle level, who are in the project management mode and who can bring about efficiencies in implementation of projects and programmes. But among the

relatively senior administrators, we need those who have a vision as well - Administrators who can be thought leaders. Will we be able to meet this need? We will need more training, mentoring and improved method of selection, so as to attract and retain talent. We will also need to provide for civil servants an atmosphere where they can deliver boldly and without fear of unfair prosecution. I have full faith that ultimately our values, pride and professionalism will prevail. Members of the civil services will want to make sure that they do all in their power to keep public confidence in our values and standards.

The sub-continent has seen some of the most sophisticated early human civilizations which had, for instance, built the world's first urban sanitation system. At the time of Emperor Akbar, India was regarded as arguably the world's richest nation and accounted for almost a quarter of the global economy. So, there is no reason why we cannot do it. So, I wish to end on a note of optimism. India can manage this transition well, for this is not the first time that we are encountering disruptive changes. We are learning as we go. Our administrations and academics are among the best. We need to keep an eye not only on the things that we should avoid in the way forward while trying to deal with these new dimensions but also make time-bound efforts to accomplish the positive changes we need to bring about. All we require is that we put ourselves to the job.

I am afraid; I seem to have raised more questions than I have provided answers for. But I do hope these remarks will serve to provoke further discussion among interested groups and some work on these issues in the future. I hope that the IIPA will continue to study and foster thought-provoking debate on governance-related issues which are so vital to the continued growth and development of our country. We need not just give more thinking but new ways of thinking so that we can break out of established moulds.

While reflecting on the theme for this talk, I wondered how Rakesh Hooja would have articulated his thoughts on this subject. There is a robust collection of articles written by him on various issues impinging on governance from which his response and ideas concerning administrative challenges can be distilled. The IIPA has done well to commemorate his memory and I hope the tradition of this lecture series takes root and endures.

In conclusion, once again I would like to express my gratitude to the Chairman and the Director of IIPA for affording me this opportunity to be with you here today, and I thank you all for giving me a patient hearing.

CHAIRMAN'S REMARKS

Shri T. N. Chaturvedi

Chairman, Indian Institute of Public Administration

This is a solemn occasion, as we remember and celebrate the life and achievements of an administrator who had a very profound academic orientation. Dr. Hooja started his career by teaching in the university before he joined government service. I am glad that the First Dr. Rakesh Hooja Memorial Lecture has been delivered by Ajit Seth, the former Cabinet Secretary, who had a long spell of service, both in the State Government and Government of India. Apart from looking at the problems of administration relating to India, he also looked at, what is being done elsewhere and discussed about good governance. He combined insights from various angles.

I met Ajit Seth about 35 years back as a young District Magistrate at Mainpuri, where we had landed along with the Prime Minister, Mrs. Indira Gandhi, where some former Chief Ministers of Madhya Pradesh and some very senior officers were present. He served, in the earlier stages of his career, in one of the districts bordering Madhya Pradesh and Uttar Pradesh, which is usually referred to as a rogue district. All kinds of law and order problems were there, including the Chambal dacoits, apart from the casteism which at that time was much more intense than it is today. But it is also a district which participated and suffered during the 1857 War of Independence. Since then, I must say he has acquired both very wide experience and maturity. Of course, in the process, he has lost quite a bit of his hair, but then some price one has to pay as one goes through life. His experience is well reflected in the wide coverage of the issues relating to administration and what we today call governance, not only government in a limited sense. Governance is impacted and affected by many factors thereby confronting multi dimensional challenges. Of course, civilisation itself is a question of challenges and responses as mentioned by Arnold Toynbee in his book '*A Study of History*'. Shri Seth has covered such wide horizons of administrative issues that it is neither necessary nor possible for me to add more to it, though I did jot down some of the more important points that he

made. It is in the fitness of things, that a person of his experience and his caliber has given us an opportunity to know Rakesh Hooja since his making as a civil servant. Dr. Hooja was interested in the problems and different dimensions of good governance as reflected in his writings. One thing which is very important and which Ajit Seth and also Meenakshi mentioned is that Rakesh Hooja was interested not only in the particular aspects of administration, more dazzling aspects of administration, but much more in, what is called humdrum, pedestrian such as the problems of rural development, both from the micro and macro angle, the area development programme etc. The kind of aspirations that society today has, and the changes, both within the country and outside, are making people more vocal and articulate. Shri Seth mentioned at one point during his address that the information which is available now to the citizen makes the relationship between the governance and the citizenry of real paramount importance.

I had known Rakesh Hooja and Meenakshi Hooja as school-going persons. My stint in Rajasthan, unfortunately, which somehow or the other was quite intensive at one particular stage, was not very long but my connection with Rajasthan has been quite extensive, deep and abiding. Meenakshi belongs to a very distinguished family of civil servants as well as academicians. One of her brothers Prof. P. C. Mathur was an academician throughout and another is now the Additional Director General or Director General of one of the branches in the Police Administration. As Ajit also mentioned, policing itself now has to be revisited, reconsidered as to what has to be done. Dr. Hooja's father was a senior colleague of mine, a very distinguished, frank and old Stephanian of the early 1930s and very fond of literary pursuits, particularly the Urdu *shairo-shair*. It was always a treat to meet him. His elder brother, G.V.K. Hooja, was also a very distinguished senior civil servant and this was a heritage that the Hooja family enjoyed. The grandmother of Rakesh Hooja was really a social activist 50 years back or even earlier because I met her about 60 years earlier. And that live wire, that lady who hailed from Rajasthan - not the Rajasthan of today but of yesteryears which was ridden with superstitions and many other limitations - would go from place to place and motivate the wives of officers, academicians from the university, the ladies and girls, to work at different places. Jaipur

was a much more homely and a smaller place than what it is today. She belonged to an *Arya Samaj's* family and the children had been initially trained in *Gurukul Kangri*. She worked for a very backward society at that point of time and made a real dent in that respect, which I think her two sons shared. G.V.K. Hooja, the elder one ultimately became the Vice-Chancellor of Gurukul Kangri. The way she intermingled with the poorer sections in Jaipur and in the old city is quite remarkable. She was goading and motivating the young ladies to go with her and even later on work independently. Dr. Hooja's writings on various subjects of administration reflect many of these issues.

Another subject which interested Hooja and to which Ajit contributed a lot while he was the Cabinet Secretary, is the question of training, meaning building of competence, the core concern of IIPA. I am glad that Meenakshi Hooja was good enough to collect as many works as she could from different places. She rang me up from Jodhpur and I said, this is the great service Meenakshi Hooja can do to public administration itself to which she herself belongs, and in remembrance of her husband whose memory we are cherishing and celebrating today, for which Ajit has taken a lot of pains.

There are a number of things which Shri Ajit Seth himself has said. He has diagnosed the problems in administration. He also mentioned about the background, technological changes, and the aspirations of the people, which have also been raised by the democratic process and frequent elections. Citizens know the value of their vote and the value of themselves as a citizen. So, the question of the governor and the governed has disappeared in that particular process. He has also tried to outline for us areas of reforms because governance means all that concerns the society, citizens with the nation as a whole and with the world outside. He has outlined the need for electoral and the judicial reforms. He also spoke of the changes in the style of working, the procedures, rules and regulations, which require a change. They are well meant and intended but as the context changes, the situation changes. He particularly has mentioned the process of urbanization and the way the process has raised the aspirations of people by what they see around, and on Television. These aspirations are accentuated gathering momentum in different matters, be it social, economic, or psychological. He also spoke of

rule of law, though he mentioned it only cursorily. But I think rule of law is the root of the problem. What is the rule of law? Does it only exist in our legal treatises – the Indian Penal Code, the Criminal Procedure Code? I have witnessed the stage when the separation of the judicial and the executive had not yet taken place. But then things, by and large, remain the same. The rule of law says equality before the law. That equality before the law, unfortunately, is also circumscribed by the political context, the political environment, the political leadership, and the political will of that leadership. The political context is also extremely important when the question of reforms comes. There are many areas that Shri Ajit Seth tried to look at. Shri Ajit Seth's own service record illustrates, how loyalty to the task and the Constitution can be maintained in a changing political scenario. He has, twice or thrice, at the end of his address used the phrase 'core values', which all of us have to, in our own limited manner, must try to adhere to. When either in the policy or during the process of implementation something amiss is found and a corrective attempted to be put into operation, then there is a wall of resistance, may be at the administrative level, from junior to the top, but much more, as all of us understand, at the political level. It is here that moral courage is required, the courage to speak to power, whatever the consequences may be. He has made a very important point of the areas where our potential is locked up. What he has himself indicated is not something we can achieve in one go. But, there has to be a stability and consistency of policy, after the policy formulation has received the various inputs of all stakeholders, including the public. He has very rightly said that the question of performance and outcomes is what the people want. He has mentioned that administration has to not only collaborate but sometimes cajole industry today. He has hit upon all the core problems and suggested quite a few remedial measures which have to be elaborated, as he said, by all of us and the academicians and by this institution. He has talked of certain other areas which other institutions can take up. The question is of the fragmentation of knowledge, but there has to be ultimately convergence. He has also talked of food security, social security and so on and so forth. Governance cannot be stable unless social security, and social welfare aspects are addressed, in which also comes the question of women, gender budgeting apart from poverty alleviation. These are the issues, the challenges. There are many books

which have come out, e.g., *The Rise and Fall of Nations* by Ruchir Sharma edited from political viewpoint and also from economic viewpoint in recent years. All of them say that society, governance, and the system in itself have the flexibility and resilience to respond to those challenges, contributing to the growth of civilisation from time to time.

Ladies and gentlemen, I do not want to take more of your time. Rakesh Hooja joined the Institute when I was the Chairman and he reactivated a number of things here. He suggested to me and I agreed it would be worthwhile if the two lectures by Paul Appleby which were delivered here and earlier published by Asia Publishing House on behalf of the IIPA, were made available again for scholars and others. Those lectures summed Appleby's entire experience as an academic, his work with the U.S. Government during the Second World War, his experience when he visited various countries at different points of time for different purposes, for institution building, promoting administration and submitting the reports. Ajit Seth quoted also from Appleby's second report about the public enterprises, re-examination of the entire system, audit and so on and so forth where he criticized the procedures. There was a long debate in Parliament on that, particularly much more on the second report than it was on the first one because it also dealt with public enterprises which were supposed to reach the commanding heights at that time. He did it rightly because our resources were limited and scarce and the tasks were huge that naturally something of that kind could not happen. This is another challenge which the administration is grappling with because even the word 'social marketing' that was used at one time, has also gone into the background. Now, it is only marketing and complete competition. So, the welfare aspect of it, the social aspect of it, somehow or the other, gets neglected, though all of us do realize that unless resources are garnered, it is not possible to sustain welfare.

So, ladies and gentlemen, we have listened to the voice of experience and an address which really is a mirror of the background of our administration, the ailments, the maladies from which it suffers, and the possible relief measures that can be advanced and that can be helpful in moving ahead.

With these words, I thank Ajit Seth and wish him all the best in his present assignment because that is also an area where, as he himself said, he will be working without fear and without favour. Competence has to be recognized and has to be rewarded because this is extremely material so far as the economic well-being of the country is concerned.

I also thank Meenakshi Hooja and her children for providing the resources to the IIPA to organize this particular lecture. As I said, I am particularly very much happy that the First Rakesh Hooja Memorial Lecture has been delivered by Ajit Seth, a batch-mate and a friend of Dr. Hooja, with whom he had lot of interactions and later on gathered so much of experience and contributed to the good governance of this country on which all of us can build in future. I pay my tribute at this hour to the memory of Rakesh Hooja. Thank you all, ladies and gentlemen.

CLOSING REMARKS

Dr. C. Sheela Reddy

Dr. Rakesh Hooja is an exemplary combination of academic and administrative skills and acumen. As a civil servant, he focused his attention on various key aspects of administration and governance and reflected the same in his writings. His scholarship, achievements and legacy will inspire students, academicians and civil servants of present and coming generations.

I am extremely grateful to Shri Ajit Kumar Seth, former Cabinet Secretary and Chairman, Public Enterprises Selection Board for a comprehensive and incisive analysis on the theme of the lecture. He shared his rich experience and expertise in administration in his exposition on multi dimensional challenges confronting the administration in the 21st century. His educative, informative and analytical lecture covered many issues ranging from ensuring basic food security to reform in administration. He emphasized on the imperative need to usher in a change in governance styles, while voicing concern at the mismatch between the design and performance of institutions. He pointed out that the focus was more on process compliance than on building competencies. Notwithstanding his busy schedule, Shri Ajit Kumar Seth could make it convenient to deliver the First Dr. Rakesh Hooja Memorial Lecture. We are deeply indebted to him for his presence and invaluable insights.

I am profusely thankful to Shri T. N. Chaturvedi, distinguished Chairman, IIPA for his erudite presidential remarks. His constant support and guidance enthuses all of us at IIPA to work with renewed vigor and spirit.

I express my sincere thanks to Dr. T. Chatterjee, Director, IIPA for his inspiration and encouragement in all our endeavors. His keen interest, timely suggestions and advice facilitated the smooth conduct of this memorial lecture.

I also express my gratitude to Mrs. Meenakshi Hooja, who worked very hard and planned this event. The event would not have been possible but for her persistent, enduring and untiring efforts.

I joined the Indian Institute of Public Administration as Associate Professor in the year 2011 when Dr. Hooja was the Director of the institute. I always looked up to him for inspiration and guidance. It is a matter of gratification for me to be associated with this memorial lecture.

I thank all the invitees, members of faculty and staff of IIPA who have taken time off their busy schedule to grace the occasion. Thanks are due to the entire administration, IIPA for facilitating the programme. Last but not the least, I thank Anil, the Research Assistant with the Ambedkar Chair and Research & Coordination (R&C) Unit for their commitment to the event.