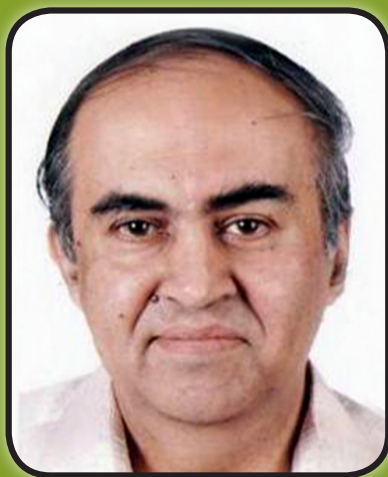


# DR. RAKESH HOOJA MEMORIAL LECTURE



Indian Institute of Public Administration  
New Delhi

**SECOND DR. RAKESH HOOJA MEMORIAL  
LECTURE**

**ON**

**BRIDGING THE GAP BETWEEN  
ACADEMIA AND ADMINISTRATION**

**by**

**Dr. N. C. SAXENA, IAS (Retd.)**

**December 07, 2016**

*Organised by*

**Prof. C. Sheela Reddy**

**Chair Professor**

**Dr. B.R. Ambedkar Chair in Social Justice**



**INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
NEW DELHI**





## भारतीय लोक प्रशासन संस्थान

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## FOREWORD

I am glad that Indian Institute of Public Administration organized the Second Dr. Rakesh Hooja Memorial Lecture on 7th December 2016. Dr. Hooja, as a civil servant of Rajasthan cadre, while working in the State Government and Government of India, and as Director IIPA, contributed successfully to Public Administration, as a practitioner as well as an academic. His vast number of writings on diverse subjects such as Governance, Panchayati Raj Development, Water Resources, District Administration, bring out his understanding of the subject from the grassroots to the national and international level. Therefore, it is befitting that the subject of this year's lecture is '*Bridging the Gap Between Academia and Administration*'.

Dr. N. C. Saxena who has delivered the lecture is himself a distinguished administrator with a sharp analytical and academic bent of mind. In his lecture, he has covered a wide range of issues, highlighting the fact that many of the schemes have a flawed design and therefore complications arise when they are implemented. He has also voiced concern at the lack of demand for knowledge in administration and the mismatch between academic knowledge and practical requirements. He has appositely focused on the need for

better linkages between administrative policies and academic research.

Prof. Arvind K. Sharma, in his presidential remarks referred to the academic writings on administration and governance related matters and the writings emanating from the prolific pens of the practicing administrator. He made a specific mention to the writings of Max Weber in this context.

I was not able to personally attend this year's lecture, as I was not well. I have known the family for long and knew Dr. Hooja's qualities of mind and heart. However, after having gone through the proceedings, I feel that it was a befitting tribute to Dr. Rakesh Hooja and to the cause of Administration and Governance.

I am thankful to Dr. N. C. Saxena and Prof. Arvind K. Sharma for their valuable contribution and appreciate the efforts of Dr. C. Sheela Reddy and her team who organized the lecture under the guidance of Director, Dr. T. Chatterjee.

The organization of these lectures has been greatly supported by Mrs. Meenakshi Hooja and family and we hope that this will continue in future and be a regular feature. Dr. C. Sheela Reddy, the coordinator of the programme deserved appreciation for her efforts.

*T. N. Chaturvedi*

T. N. Chaturvedi  
Chairman, IIPA

## ACKNOWLEDGEMENTS

The Indian Institute of Public Administration (IIPA) organized the Second Dr. Rakesh Hooja Memorial Lecture on December 07, 2017. The Memorial Lecture on '*Bridging the Gap Between Academia and Administration*' was delivered by Dr. N. C. Saxena, IAS (Retd.), Former Secretary of Planning Commission. Prof. Arvind. K. Sharma, Former Vice- Chancellor, Mizoram University presided over the event.

My deep and warm gratitude goes to Shri T. N. Chaturvedi, Former Governor of Karnataka and Chairman, IIPA, 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, for constantly being in touch with IIPA, rendering timely advice and facilitating the smooth conduct of this Memorial Lecture.

I am deeply indebted to Dr. N. C. Saxena, Former Secretary of Planning Commission for setting the stage of this publication by delivering an insightful and erudite lecture.

Last but not the least, my special thanks are due to the Publication Division, IIPA for their contribution in giving a shape to this publication. I would be failing in my duty if I do not acknowledge the support received from Ms. Vandana Shukla, Research Officer, and Shri Anil, Computer Operator, Dr. Ambedkar Chair in Social Justice for their assistance.

**C. Sheela Reddy**



# CONTENTS

<b>Foreword</b>	03
<i>Shri T. N. Chaturvedi</i>	
<b>Acknowledgements</b>	05
<b>Welcome and Opening Remarks</b>	07
<i>Prof. C. Sheela Reddy</i>	
<b>About Dr. Rakesh Hooja</b>	10
<b>Director's Remarks</b>	13
<i>Dr. T. Chatterjee</i>	
<b>Remarks</b>	15
<i>Mrs. Meenakshi Hooja</i>	
<b>Dr. Rakesh Hooja Memorial Lecture: "Bridging the Gap Between Academia and Administration"</b>	19
<i>Dr. N. C. Saxena</i>	
<b>Presidential Remarks</b>	44
<i>Prof. Arvind K. Sharma</i>	
<b>Closing Remarks</b>	46
<i>Dr. C. Sheela Reddy</i>	





# WELCOME AND OPENING REMARKS

**Dr. C. Sheela Reddy**

On behalf of Indian Institute of Public Administration, I welcome you all on the occasion of the Second '*Dr. Rakesh Hooja Memorial Lecture*'. We are honoured to have Dr. N. C. Saxena, IAS (Retd.), Former Secretary of Planning Commission, Government of India, amidst us to deliver the lecture on '*Bridging the Gap Between Academia and Administration*'. The First Memorial Lecture on '*Challenges of Administration in the 21<sup>st</sup> Century*' was delivered by Shri Ajit Kumar Seth, Former Cabinet Secretary, Government of India.

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 emphasized 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 organize the Second Dr. Rakesh Hooja Memorial Lecture in honour of his memory. We await to hear from Dr. N. C. Saxena, a family friend of Dr. Hooja. Dr. Naresh Chandra Saxena was the topper of his batch in the Indian Administrative Service, which he joined in 1964. He retired as Secretary, Planning Commission, Government. of India

(GoI). He also worked as Secretary, Ministry of Rural Development, and Secretary Minorities Commission (GoI). He was Member of the National Advisory Council from 2004 to 2008 and 2010 to 2014. During 1993-96, he was Director, Lal Bahadur Shastri National Academy of Administration, Mussoorie, which trains senior civil servants. On behalf of the Supreme Court of India, Dr. Saxena monitors hunger based programmes in India. He has chaired several government committees, such as on 'Women's Land Rights', 'Identification of poor families', 'Implementation of Forest Rights Act', 'Joint Review Mission on Elementary Education' and 'Bauxite Mining in Orissa' and authored several books and articles.

Dr. Saxena did his Doctorate in Forestry from the Oxford University in 1992. He was awarded honorary Ph.D from the University of East Anglia (UK) in 2006. He is a member on the Editorial Board, Development Policy Review, London, International Forestry Review, Oxford, and the Royal Swedish Academy of Agriculture and Forestry, Stockholm. He was a Director on the ADB Institute, Tokyo from 2002-2004. Currently he advises United Nations on development issues. We are grateful to Dr. N. C. Saxena for having consented to deliver the lecture. It gives me immense pleasure to welcome him.

Presiding over today's functions is Prof. Arvind K. Sharma, Former Vice-Chancellor, Mizoram Central University. Professor Arvind K. Sharma is M.A. Economics and Public Administration from University of Rajasthan and Ph.D from Department of Political Science, University of Brimingham, UK. He has been in teaching profession for a period of 40 years in number of reputed universities and institutions; he was also professor at Indian Institute of public administration from July 1991 to June 2001. He was the first vice

chancellor of Mizoram University, a central university, from July 2001 to January 2006. His areas of interest include Public Administration, Administrative Theory, Bureaucracy, and Human Resource Development. He has been honored with many distinctions and awards, holder of British council scholarship during 1971 and Indo-Polish cultural exchange program scholarship during 1982, as University Grants Commission Visiting Fellow. He facilitated academic exchanges in different universities across the country and authored number of acclaimed books and research papers on various facets of Public Administration. He was awarded Paul. H. Appleby award for the year 2012 by IIPA which acknowledges his contribution to IIPA and the field of Public Administration.

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**

(24<sup>th</sup> November, 1950 – 7<sup>th</sup> 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*

Dignitaries on the Dias, Dr. Saxena, Prof. Arvind Sharma, Mrs. Meenakshi Hooja, Ladies and Gentlemen, I welcome you all to this Second Rakesh Hooja Memorial Lecture sponsored by Mrs. Meenakshi Hooja. This lecture gives IIPA an opportunity to recall the contribution of a rare administrator, Rakesh Hooja, who ably and very successfully bridged the gap between academia and administration. He epitomized this synthesis in a way that it brought rigorous academic research into empirical and experiential writings. Generally, most administrative writings are experiential in case study type of narratives. Dr. Hooja's work in the field of Water Management, Panchayati Raj and Rural Development is an illustration of an administrator bringing theory and practice together rather than relating only experiences.

In Dr. Hooja, we find a case of experience being supported by theory rather than the other way around which is very important especially for young officers who want to get into certain specializations. So, the theme for today's Memorial Lecture, '*Bridging the Gap Between Academia and Administration*' is a fitting tribute to Dr. Hooja.

We are privileged to have Dr. N. C. Saxena, a doyen of academic-administrative writing who has provided practical solution oriented writing about vexing administrative and developmental problems of our country. Dr. N.C. Saxena, a specialist in Forests and Wasteland Management, Tribal Development and Rural Development Sectors, with his meaningful writings reminds us all



of not only a journalistic way of getting across very difficult problems but also addressing them with simple solutions. Recently, I saw a box item of Dr. Saxena in the *Economic Times* analyzing the problems of implementing the Land Acquisition Act of 2013. He appropriately held the view that the Act was both anti-farmer and anti- industry, but pro-civil society and pro-bureaucracy. The delay in completion of land acquisition formalities across geographies and the prevailing complex state structures exasperate both developers and farmers. Dr. Saxena's proposed amendments are a win-win situation for all. The problems seem to be simple but nobody is acknowledging them even in Parliament. The issues raised by Dr. N. C. Saxena are never touched upon in Parliament and a plethora of committees and third party audits remain the basis of Land Acquisition for development today. He has brought out that until red-tape and layers of consultation are amended, this Act is not going to take off. I value Dr. Saxena coming today to deliver the Memorial Lecture. His thoughts reinforce the need to acquaint ourselves with solution-oriented writing which is normally not expected from administrators.

Prof. Arvind Sharma, who was in IIPA earlier is an expert in the area of public administration mostly on the academic side, has wide experience in India and abroad. IIPA is honored to have him here to preside over this event.

I thank Mrs. Meenakshi again for sponsoring this program and hope that we are in a position to continue this event, year after year because it is so thematic and relevant for officers of today and tomorrow.

## REMARKS

**Mrs. Meenakshi Hooja**

Respected Dr N.C. Saxena, Prof. Arvind Sharma, Mrs. Saxena, Dr. T Chatterjee, Director IIPA, Dr. Sheela Reddy, faculty and staff of IIPA, distinguished audience, ladies and gentlemen, Our family feels honoured that IIPA is organizing the Second Memorial Lecture for Rakesh. The first one was held on 19<sup>th</sup> November, 2015. I express my deep gratitude to Shri T.N. Chaturvedi, Chairman IIPA, who has been extremely supportive was present last year and shared his experiences and words of wisdom. He could not make it to today's event as he is unwell and we really miss his presence. Dr.T. Chatterjee, Director IIPA has also lent his full encouragement in organizing these lectures and we are indebted to him.

It is also a matter of great pride that Dr N.C. Saxena, one of the most eminent and distinguished civil servants of the country, has agreed to deliver the lecture today. He was Deputy Director in the Lal Bahadur Shastri National Academy of Administration when both Rakesh and I were probationers in 1974 and 1975 respectively. Professor Arvind Sharma has especially been kind to preside over the lecture.

Our family's association with IIPA dates back to the 60s' when my brother Prof. P.C. Mathur, a student of Public Administration secured a prize for the best essay in the competition organized by IIPA. The prize was awarded to him by the then Prime Minister, Pandit Jawaharlal Nehru. Rakesh, also being a student of Political Science and Public Administration, and a prolific writer having a penchant for publications, started contributing to Indian Journal of Public Administration (IJPA) and became a life member of IIPA.

Rakesh spent his early years in London as his mother Smt. Usha Rani was studying sculpture in Regent polytechnic and father Shri Bhupendra Hooja was working for BBC. His stay in London made him fond of western food, cakes and chocolates. Later, his parents shifted to Delhi and Rakesh studied in Modern School. Subsequently, the family moved to Rajasthan as his father got selected to the IAS in the Special Recruitment Exam. Rakesh spent some years in Chittorgarh, Jodhpur, Shimla, Ajmer before settling down in Jaipur, where he joined St Xavier's school. It was during his schooling that he got encouragement from all his teachers and specially Father Harland motivated him to pursue his writing and he even became editor of the prestigious school magazine X-Ray. He continued with his writings, both academic and general, when he was a student of Rajasthan college and in Post Graduate Department of Political Science in the University of Rajasthan.

During his school and college days Rakesh was also known for his active participation in debates, discussions, drama and evinced keen interest in sports and games. He enjoyed chatting with friends, visiting canteens, libraries, book shops including second hand ones. Many of us who were students in the University at that time were quite overawed by his style, persona and achievements.

It would be surprising for all of you to believe that Rakesh was a reluctant entrant into the Indian Administrative Service and was more interested in academics. But after joining the service he worked with full sincerity, diligence and commitment. He read all possible books about the service during the pre and post Independence period and continued with his passion for writing on different subjects including Public Administration, Governance, Panchayati Raj and Water Resources.

His various postings included Collector Sikar and Jaipur, Commissioner CAD, Bikaner, a long spell in Government of India as Joint Secretary J&K, MHA, New Delhi, Director, HCMRIPA (OTS) in Jaipur and lastly as Chairman Board of Revenue. During his service he was known to be reserved, but fair and considerate and enjoyed the company of his colleagues and staff. He was forthright before the political leadership and did not hesitate to take a stand on certain issues. Rakesh is widely travelled in India and abroad including Brazil, Argentina, US, UK, Spain, Sri Lanka, which gave him an opportunity to understand the system from a khasra in the field, to the thinking in the global world. He was extremely happy to join as Director IIPA. His innate urge to be an academic was partly met through this assignment.

Rakesh and I got married in a Civil marriage under the Special Marriage Act in December, 1976 in a simple ceremony. We had a very compatible and fulfilling life together. Rajat our elder son was born in 1977 and Rakshat in 1979. Rakesh was always there for his parents and all family. He particularly encouraged me to write including poetry about which I was hesitant to go into the public domain. He has left behind for the family a very rich legacy which we are endeavoring to continue to the best of our abilities. One step in this regard has been to catalogue more than 500 of his writings and publications, which we were able to display last year.

Once again my family and I express our deep gratitude to IIPA, especially Shri T.N. Chaturvedi, Chairman, Dr. T. Chatterjee, Director, Prof. C. Sheela Reddy and all staff who have worked dedicatedly to organize this lecture. I am thankful to Dr. N.C Saxena and Prof Arvind Sharma. I thank the distinguished members of the audience including our family members, friends and colleagues,

faculty, staff and trainees at IIPA who have come to attend this lecture. At a personal level, I thank Shri Bhuvan and Shri Jagdish, Mr. Ali who looked after Rakesh very caringly. We really look forward to continuing association with IIPA and now await words of wisdom from Dr. N.C. Saxena and Prof. Arvind. K. Sharma on a topic that is appropriate and befitting the occasion.

Thank you!

**DR. RAKESH HOOJA  
MEMORIAL LECTURE  
“BRIDGING THE GAP BETWEEN  
ACADEMIA AND ADMINISTRATION”**

**Dr. N. C. Saxena, IAS (Retd.)**

*Former Secretary of Planning Commission, GoI*

It is indeed a great privilege for having been asked to deliver the Second Rakesh Hooja Memorial Lecture. I knew Rakesh very well, first as a trainee at the IAS Academy in 1976 when I joined as faculty and he was in the second phase of his training. I kept meeting him throughout his career. He spent a lot of time at the ATI Jaipur where he used to invite me for giving lectures, and then again in Delhi, particularly at IIPA from 2010 to 2012, as Director. Both of us had a fascination for academics and were deeply involved in writing papers on development issues. Every time I met him, I used to feel envious of him, as he had written more papers than I could do. He had taken a lead over me in several ways; firstly he started writing even before he joined the IAS, whereas my first paper was published in 1984, almost 20 years after I joined the IAS. He was writing on an average 15 papers and two books every year, an achievement which I could never match.

If one googles his name, one can find a large number of his papers that have been cited. I suggested to Mrs. Meenakshi the other day to digitize all his papers and put them on a dedicated website, so that these are freely available to the policy makers and researchers, and many more could benefit by accessing his papers. I do not know what Rakesh's precise motivation was to write papers and books; whether he wanted to see his name in print, or whether

the desire to write emanated from his heart. At least in my case it was both, I just felt that I must write, but also wanted to see this knowledge being of some use in policy making.

### **Sharing A Personal Example**

In fact when I went to Oxford to do PhD in forestry in 1989, my friends were surprised, because my subject at the graduation level was not botany or forestry, it was Mathematics! They were also worried about its impact on my career. They said “after 25 years of service in the IAS, if you take long leave like this for 3 to 4 years, you can be sure that your career would be ruined and you would never become Chief Secretary or Secretary in Government of India”. I was questioned as to why I was doing PhD in forestry. My friends said “you don’t even know how one tree is different from the other; you cannot make out whether it is a peepal tree or a banyan tree.” They also advised me, “look you would never get posted in this sector, no one in government is going to ask for your views on forest issues, and if you have to do PhD, do it in Development, Panchayat Raj or Poverty, as these are the subjects closer to the IAS, where your expertise could be used in policy making”.

However, I responded to them by singing a song,

*“Kuchh aur zamana kehta hai, Kuchh aur hai zid mere dil ki...  
Main baat zamaane ki maanun, Ya baat sunun apne dil ki...”*

So I took the risk of marginalization and decided to follow my inner desire and completed PhD in a subject which in the eyes of others was not relevant to a typical career in the IAS.

However, one may call it a coincidence or good luck, my expertise did not go waste. I was involved in the drafting of the new Forest Policy of 1988, as Joint Secretary in the Ministry of

Environment and Forest. The new policy is radically different from the past policy. According to this, forests are not to be commercially exploited for industries, but they are to conserve soil and the environment, and meet the subsistence requirements of the local people. Derivation of direct economic benefit from forests has been subordinated to the objective of ensuring environmental stability and maintenance of ecological balance.

Then, when I was Secretary, Rural Development in the 1990s, the Panchayat Extension to Schedule Areas Act (PESA) was enacted, which gave rights of ownership over Minor Forest Products (MFPs) to tribals in the Schedule V Areas. Finally, as a Member of the National Advisory Council (NAC), we drafted the Forest Rights Act in 2006. The Act corrected the historical injustice by restoring rights of tribals who were cultivating/occupying forest land and using forest produce since ages but had no tenurial security, as their rights of occupation and usage were not recorded during the settlement process. I also chaired two government committees; one on mining in forest areas of Odisha, and the other on evaluation of Forest Rights Act after five years of its implementation. Of course, in between, I wrote several books and articles on forest related issues.

While still on the subject of forestry, let me also say that lack of technical knowledge has coloured the vision of civil society too, who look upon forest-people interface as a purely management issue, and advocate that the control over forests should be transferred from government to the forest dwellers. They are ignorant about the role that technology plays in people's livelihoods. If you go to a forest area, you find that the trees which were a few decades ago recurrent produce for gathering to forest dwellers are being replaced by trees that only provide timber. In central India, we used to have



a lot of sal trees which have been replaced by teak; whereas sal provided sal leaves and sal seeds every year to support peoples' livelihoods, teak has no such annual beneficial output. However, civil society does not agitate about constantly falling MFP production from forests. Therefore, rather than be concerned with ownership issues alone in forestry, one must advocate for a radical change in silvicultural practices to boost the production of gatherable biomass, and not merely of timber. We need crown-based forestry, and not trunk-based which benefits markets only.

### **Is There Hunger for Knowledge in Administration?**

The main issue that I wish to address in today's session is: are our research organizations generating the kind of knowledge that is needed for policy making, and more importantly, is there hunger amongst policy makers to use such knowledge in improving their programmes? I would argue that the problem is on both sides. Research is often not directed at analyzing critical policy issues, and demand too is weak. Let us look at the latter issue of demand first, especially from the IAS officers.

Two-thirds of the IAS career is spent in policy formulation, where domain knowledge is a vital prerequisite. However, in the present environment prevailing in the States there is no incentive for a young civil servant to acquire knowledge or improve his skills. IAS officers are shuffled in the states quite frequently from one to the other department, so much so that they hardly get an opportunity to develop an understanding of technical aspects of a problem or acquire professional expertise. There is an exponential growth in both, their ignorance and arrogance. It is said that in the house of an IAS officer one would find only three books - the railway timetable, because he is always being shunted from one post to the

other<sup>1</sup>, a current affairs magazine because that is his level of interest, and of course, the civil list - that describes the service hierarchy! An important factor which contributes to the surrender of senior officers before political masters is the total lack of any market value and lack of alternative employment potential<sup>2</sup> based on their merit. They have no future beyond government, because their talents are so few. Most IAS officers thus end up as dead wood within a few years of joining the service and their genius lies only in manipulation and jockeying for positions within government. Stagnation in their intellectual calibre leads them to believe that the state structure has been created to pander to their ego.

When the world is moving fast to a new culture, the IAS officer is sliding back to the 18th century mentality. Knowledge is one of the most important resource of the 21st century. Marx talked about three resources: land, capital and labour, I think if he had been alive today, Marx would have added knowledge as the most important resource, much more important than land, labour and capital.

A high degree of professionalism ought to be the dominant characteristic of modern bureaucracy. The fatal failing of the Indian bureaucracy has always been its low level of professional competence. The lack of professionalism is reflected, as Mr. Appu<sup>3</sup> wrote, “in the growing reluctance of senior civil servants to give frank and fearless advice, the inept handling of the major problems

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<sup>1</sup>Several websites and magazines have come up in the last two decades that describe officers’ transfers and postings, and these are very religiously read by most all India service officers.

<sup>2</sup>Of late, some senior officers are being hired by the private sector, not so much for their professionalism, but for their ability to influence government in favour of the hiring company.

<sup>3</sup>A highly respected civil servant of Bihar Cadre

that bedevil the nation, inability to innovate and come up with imaginative solutions to the difficult questions that confront us, failure to keep abreast of modern developments and acquire new skills, slipshod approach to the preparation and implementation of projects, lack of cost-consciousness, dilatoriness, extreme reluctance to take decisions, and above all the unpardonable neglect of routine administration.”

### **Development Programmes Need Frequent Assessment**

Indifference on the part of IAS officers to domain knowledge is exhibited in several ways. There is reluctance, especially in the states, to get programmes evaluated by a reputed professional organisation. Lack of appropriate monitoring and evaluation leads to continuation of the same old programmes without any improvement in their design. As is well known, the number of Centrally Sponsored Schemes (CSSs) and state government programmes has proliferated enormously. Currently, there may be as many as 150 CSSs alone. This massive increase has however not been matched by improved monitoring, and effective control over diversion of CSS funds for salaries and other non-plan expenditure. The result is that programmes are executed in uncontrolled and open-ended manner without quantitative and qualitative evaluation of outcomes.

CSS compare unfavourably with EAPs (Externally Aided Projects) as far as the practice of frequent reviews and evaluations are concerned. Third party reviews should be periodically undertaken, such as in Sarva Shiksha Abhiyan and National Health Mission, which have the desired effect of putting mild pressure on the states for improving implementation. Third party assessment of

programmes combined with other civil service reforms will certainly improve bureaucratic accountability which is so far confined to only spending money with little concern for outcomes.

Emphasis is laid only on the initial or current expenses. When money has been allocated for a particular activity in a particular area, it is assumed that the work in question has been done, and that it was sufficient. This ignores the fact that either of the above assumptions could be wrong. The primary monitoring activities at present are confined to fiscal accountability alone. While it is necessary, it should not be allowed to overshadow the need for technical and resource monitoring and planning work accordingly. At present, there is great pressure on the field staff as a whole to account for funds utilized, but not in terms of longer-term results, because those are not monitored. Thus, financial planning is divorced from physical planning.

One way to make outcomes more of a motivating factor in service delivery is to generate and disseminate information regarding progress in services. The beneficiaries should know what they are entitled to and have a place to lodge complaints when they are not received. Public officials should know whether the public is satisfied or not. Providers and policy makers should know (and be constantly learning) about what works. This requires outcomes to be more regularly measured and their determinants analyzed.

### **Check Inflated and Incredible Reporting**

Equally, state governments do not discourage reporting of inflated figures from the districts, which again renders monitoring ineffective. As data are often not verified or collected through independent sources, no action is taken against officers indulging in

bogus reporting. For instance, in Uttar Pradesh (UP) the numbers of fully immunised children that are being reported by the state government are almost 100 per cent, but independent assessments put the figure of fully immunised children in UP at less than 60 per cent. Such cases of flagrant over-reporting should not go unpunished; otherwise honest reporting would be discouraged.

Most states have a computerised Integrated Child Development Services (ICDS) monitoring system, but the available information is not used for taking corrective and remedial action or for analysis. For instance, each Angan Wadi Centre (ICDS clinic) reports on the number of malnourished children category wise, but these figures are neither verified independently by the states nor being used for assessing the effectiveness of the programme.

The practice is so widespread in all the states, presumably with the connivance of senior officers, that the overall percentage of severely malnourished children, in case of 0-3 years according to the data reaching Government of India (GoI) from the states is only two per cent, as against 9.4 per cent reported by UNICEF in a recent survey. The field officials are thus able to escape from any sense of accountability for reducing malnutrition. Figures from some states show their children to be as healthy as in Denmark and Sweden!

One district Collector, when confronted with this kind of bogus figures, told me that reporting correct data is 'a high-risk and low-reward activity'! Dr Manmohan Singh as Prime Minister called government's performance in combating malnutrition a 'national shame', but he was not able to persuade the states to accept that the problem exists! Forget about the solutions.

**TABLE 1: % OF SEVERELY MALNOURISHED CHILDREN IN 2013-14  
ACCORDING TO**

	State Government	UNICEF
Andhra Pradesh	0.8	4.7
Gujarat	0.8	10.1
Jharkhand	0.5	16.0
Orissa	1.4	11.0
Uttar Pradesh	0.8	12.9
West Bengal	0.7	8.9
India	2.1	9.4

The situation can easily be corrected by greater transparency of the district records that should be put on a website, and by frequent field inspections by an independent team of experts, nutritionists, and grassroots workers. The Ministry of Women and Child Development (WCD) at the centre should also pull up the states for not recognising and reporting almost 90 percent of the severely malnourished children.

Similarly, there are no indicators for assessing the quality of programme outcomes. For instance, one would like to know how many newly constructed toilets are being used, and what impact has it had on peoples' health and hygiene. According to the Sector Reforms report by UNICEF on Orissa, less than half of those who availed subsidy for construction are actually using the toilets, either fully or partially. The district administration is not held responsible for poor utilisation, because information is collected on construction, but not on usage.

*Pratham*, a voluntary organisation, has evolved a simple test in education at a low cost which judges the extent of learning in primary

schools. Their findings show that the actual learning levels of students are abysmally low. However, the states do not accept *Pratham* findings.

Furthermore, government itself does not make it easy to influence policy. New ideas require constant repetition, like the chanting of a 'mantra' to make an impact. Unfortunately, by the time a bureaucrat who can make a difference is convinced, he or she is often transferred. The replacement may not be willing to pick up the thread from where it was left and another round of convincing must begin. The bureaucrats alone do the actual processing of the research report and the researcher is not involved. Therefore knowledge of what was accepted or not accepted and why, is really not available.

Government should not be sensitive to criticism, because if we are serious about sustainable development, not just doles, the enabling environment must permit civil society and researchers to look at policy distortions as well as institutional shortcomings so that appropriate lessons can be drawn and corrective action taken. The national and state governments are too pre-occupied with short term gains and the impetus to improve policies and build accountability from within government are quite weak. It would therefore require constant lobbying, advocacy and pressure from academia. This alone will shift the focus from maximising the quantity of development funding to maximising of development outcomes and effectiveness of public service delivery. Researchers therefore need to reflect on how to use ground knowledge obtained from research to influence macro socio-economic policies.

It is not enough that the central government departments and the state governments use professional and academic organisations

to undertake impact studies from time to time. Their findings must be publicised and discussed with key stakeholders so that improvements in design and delivery can be effected at the earliest. Governments should also put on their websites the findings of the impact studies, and distribute these in workshops they organise. Dissemination of results is critical for use.

### **Demand for Knowledge is Weak, What About Supply?**

India has a vast ocean of trained researchers, social scientists and economists, within and outside the government, of whom any country can be proud of. Although research capabilities of the Universities are not well developed, there are many competent professionals engaged in policy research outside the Universities. Institutions for social science and policy research can be broadly divided into three categories (these exclude the scientific or engineering institutions):

1. Research Councils (also called Directorates, Bureaus, etc.) located within central or state government, and purely funded by government.
2. Government funded but legally autonomous research institutions, such as those controlled by the Indian Council for Social Science Research. Lately, the better ones, such as NIPFP<sup>4</sup> (National Institute for Public Finance and Policy) are able to attract donor funds too.

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<sup>4</sup>NIPFP was set up in 1976 as an autonomous society, at the joint initiative of the Ministry of Finance, Planning Commission, and several State governments. It receives an annual grant from the Ministry of Finance, Government of India, and various State governments, but it maintains an independent non-government character in its pursuit of research and policy.



3. Private Consultancy firms, which conduct research on contract from government or external donors, mostly in evaluation and impact studies.

As regards the first category, it is generally felt that many researchers who join government directorates, such as NIRD (National Institute of Rural Development) to seek a long term career give up academic interests after a few years and get reduced to just managing training programmes. Government system tames them well to become conformists soon, and their publications, if any, are hardly cited by others.

At the other extreme, well reputed researchers write not so much to influence government policy, but their target group is other researchers or their own peer group. They write for academic journals that are not easily available. Many subjects which may have a lot of potential for policy advocacy are not being taken up for research. These could be correcting design flaws in flagship programmes, bridging the gap between reported and evaluated data, suggesting innovative use of digital technology in reducing leakages, comparing India with other developing countries, such as Bangladesh, Vietnam, or Thailand, and why some programmes do well whereas others don't, etc. Some subjects where policy research could help in influencing and improving government programmes are discussed below.

### **Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP)**

MGNREGP does not work well in many poorer states, such as Bihar, Odisha, Assam, and UP, and hence its impact on poverty reduction is marginal. For instance, the total expenditure on NREGP

in Bihar in 2015-16 was Rs 1,025 crores, in Tamil Nadu it was more than four times at Rs 4,633 crores, whereas the number of rural poor in Bihar is more than six times the number in Tamil Nadu. This leads to a bizarre situation where government spent in 2015-16 Rs 9,045 under NREGP on each rural poor in Kerala - the least poor state in India - against a paltry Rs 320 in Bihar! Researchers should work on inter-state allocation and utilization of funds and come up with a firm recommendation that GoI needs to earmark NREGP funds for states, on the basis of poverty, just as Pradhan Mantri Gram Sadak Yojana allocations are in proportion to state-wise shortage of rural roads. 'Free-for-all' approach punishes poorer states as they are not able to compete with better governed states in attracting funds from GoI.

Moreover despite the fact that NREGA mandates that 80% of works must be related to local water conservation and drought proofing, the sustainability and productivity of assets created is never monitored with the result that the programme is reduced to creating short-term unproductive employment with no focus on asset creation or soil and water conservation. NREGA is characterised by irregular flow of funds and high percentage of incomplete works. As works are left incomplete, bunds are washed away during the monsoon, which gradually accumulates as silt in the river bed downhill, which in turn affects the nearby check dams with negative impact on agricultural productivity. NREGA's impact on agriculture needs to be studied; it may even be negative, as alleged by the Ministry of Agriculture.

## **Public Distribution System (PDS)**

All is not well with the Public Distribution System in India. Weaknesses in the distribution system include ration cards being mortgaged to ration shop owners, large errors of exclusion of Below Poverty Line families, prevalence of ghost cards, with weaknesses in the delivery mechanism leading to large scale leakages and diversion of subsidised grains to markets and unintended beneficiaries. These problems arise because grain is given to the shopkeeper at the subsidised rate which leads to leakages. Government should abolish the dual pricing system in PDS and sell stocks to the fair price shop dealer at the market price, say Rs 24 for wheat. The consumer would go to him with only two rupees in cash as before and her/his UID card to buy a kg of wheat but the rest 22 Rs would get transferred to the shopkeeper through the card. This will vastly reduce leakages and subsidy as well as improve the dealer's attitude towards the buyer. As of now, the dealer avoids the consumer as his main interest is in selling the grain in the open market. Once he is given grain at the market price he would be forced to welcome the card holder and persuade her/him to come to his shop at the earliest so that the transfer of subsidy could take place.

This would not only ensure that the right person gets their rations, but would also free entitlement holders to buy their rations from any Fair Price Shops and not be tied to a single vendor. In other words, it would ensure 'entitlement portability' that will allow PDS entitlements to be accessed anywhere in the country and greatly help the poor migrant workers, who are unable to access their entitlements now. This would revolutionise the PDS by providing genuine choices to entitlement holders. It would also cut down significantly on corruption. We need studies and pilot experiments to show how dual pricing can be done away with.

## Urban Housing

Ninty-nine per cent of the urban housing shortage is from the Economically Weaker Sections (EWS) and the Low Income Group (LIG) households. Though there is negligible housing shortage for the HIG (High Income Group) category, most new houses are meant for them, leading to a situation that the rich own more than one house that remain unoccupied, thus leading to wastage of a scarce resource. At today's prices, even a modest tenement of 300 square feet would cost close to ten to thirty lakh rupees, well beyond the reach of poor residents. These are then allocated to ineligible households, or worse they stand vacant, and gradually fall into disuse, as monuments of official waste, because in the classic mode of bureaucratic failures, those for whom they are intended cannot afford them, and those who can afford them, do not live there.

Independent research should be done to find out to what extent the urban poorest, such as rag pickers, rickshaw pullers, and street beggars are benefitting from the present housing programmes. Public rental was the social solution to housing during inter-war and post-war periods in Europe and elsewhere, and very large housing estates were built in several countries. It is now increasingly targeted towards low-income earners and those with social problems. India too should shift the focus to promoting rental housing.

The focus on provision of rental/social housing stock for the urban poor and migrant population should be a critical element in making the cities more inclusive. It must include individual rental units, shared rental units as well as dormitory and night shelter options. The poorest such as beggars, rag-pickers and unskilled migrants cannot afford even houses on a rental scheme. For them the scheme of night shelters should be revived as a Centrally

Sponsored Scheme. Such shelters should be built close to place of employment, as the poorest cannot afford even travelling by public transport. Studies should be done to establish the viability of such options for the urban poor.

### **Integrated Child Development Services (ICDS) Design Needs a Change**

The ICDS has not yet succeeded in making a significant dent in reducing child malnutrition, as the programme has placed priority on food supplementation rather than on nutrition and health education interventions, and targets children mostly after the age of three when malnutrition has already set in. Very little of the ICDS resources, in terms of funds and staff time, are spent on the under-three child, and this low priority must be reversed. Even as regards food that is distributed in many states, research would show that the scheme is full of leakages and hardly benefits the hungry children.

An evaluation of ICDS in UP in 2011 by the National Human Rights Commission showed that despite Supreme Court orders to provide hot cooked meals, all centres supplied only packaged ready-to-eat food, containing only 100 calories, as against a norm of 500 calories, and 63 per cent of food and funds were misappropriated. The food being unpalatable, most of it ends up as cattle feed. People have started calling it *Pashu Ahaar* rather than *Paushtik Ahaar*. In addition to Ministerial level corruption, even the Angan Wadi Workers (AWWs) are deeply involved in malpractices and share 2000 rupees per centre every month with their supervisors routinely. However, such studies are very few, or not adequately disseminated.

Government of India should discourage the distribution of manufactured 'ready-to-eat' food, as it leads to grand corruption at

the Ministerial level, but unfortunately GoI has encouraged such tendering by laying down the minimum nutritional norms for 'take-home rations' (a permissible alternative to cooked meals for young children), including micronutrient fortification. This in fact provides a dangerous foothold for food manufacturers and contractors, who are constantly trying to invade child nutrition programmes for profit making purposes. Studies should be done to compare supplementary nutrition in ICDS with the success of hot freshly cooked mid-day meals programme that runs fairly well even in states not known for efficiency. The supply of packaged food in ICDS even in efficient states is not popular with the children, besides being irregular and discouraging local participation.

To sum up, we need more studies on the weak linkages between expenditure and outcomes. At present, officials at all levels spend a great deal of time in collecting and submitting information that is not used for taking corrective and remedial action or for analysis. It is forwarded to a higher level, or used in answers to Parliament/Assembly Questions, but not much more. Although some Ministries do concurrent evaluation and engage professional organisations to prepare impact studies, such reports are hardly read by policymakers, and corrective follow-ups are rare. Ultimately, the process of hiring a professional for an impact study degenerates into another patronage activity, where favourites are chosen, and the quality of the report is a secondary consideration.

### **Improve Flow of Funds**

Many state governments, especially the poor ones, are neither able to draw their entitled funds from GoI, nor are able to release these to the districts/villages in time, with the result that GoI is often constrained to divert the unclaimed funds to better performing

states. The reasons for poor expenditure by Bihar, Orissa, UP, and Assam should be studied. It may be due to the widespread shortage of staff at all levels that adversely affects implementation and supervision of programmes. An evaluation of ICDS in Bihar in 2007 by UNICEF showed that only less than 10% of AWWs received honorarium regularly, most receive it only twice in a year rather than every month. Another study by UNICEF showed that only 18% of officials in Jharkhand working at the grassroots level are paid their salaries in time.

Empirical studies are necessary to suggest what changes are needed in financial procedures at the state level so that utilization of funds improves, timely payments are made to the staff, and utilization reports are sent to GoI in time without delay. GoI's own studies show that even electronic transfer takes months in Mid Day Meals programme. As a result, ground staffs such as cooks and helpers are not paid for months, FCI withholds supply of grain, and mid-day meals are served only for 60-70% working days in some states. Similar delays take place in supply of text books in Sarva Sikhsha Abhiyan (SSA), filling up of vacancies, especially in the remote and tribal areas, capital works, funds for maintenance, etc.

The need to reform financial procedures is more urgent now because of the changes in the pattern of fund flow from GoI since March 2014, as central funds are no longer passed on to state societies and agencies as before.

### **Focus on Gender Issues**

Of all the disadvantaged groups, women seemed to have lost heavily in the last thirty years. Despite India's remarkable economic growth over the past two decades the progress in achieving gender

equality and women's empowerment has been unsatisfactory so far. The ratio of females to males in 2011 for the age group 0-6 is 914 to 1000 which is the lowest since 1947. Labour force participation rate at the all-India level in 2011-12 was only 33 percent for females and 83 percent for males. For the females, it has been consistently going down since 1983, because of mechanisation in agriculture and disappearance of MFPS from forests. Transplanting and harvesting of paddy, once an exclusive preserve of women, is now being done by machines. There is a negative correlation between education and employment for women (except for highly qualified women), that is, uneducated women work and the educated ones stay at home. The decline in the WPR (Work Participation Rate) for rural women in the age group 15-59 is large in magnitude, a drop from 328 to 248 per 1000 over the past two decades.

Despite women's vital contribution to agriculture and allied sectors in India, they lack control and ownership over productive assets (land, livestock, fisheries, technologies, credit, finance, markets etc.). They also face biases due to socio-cultural practices, and experience gender differentials in agricultural wages and decisions concerning crop management and marketing. Even though the legal framework has been amended in favour of women as recently as 2005 with the deletion of the gender discriminatory clause on agricultural land in the Hindu Succession Act, women face impediments in operationalizing the statutory codes and getting their names included in the records.

Therefore, an important task for the Academia should be to do inter-sectoral research concerning the policies and programmes of all the concerned Departments, such as Women & Child, Revenue, Agriculture, and Rural Development to study women's share both



in land ownership and decent employment. Such findings should be submitted to a high level committee, but the committee would be effective only when the Academia collects data honestly on multiple indicators dealing with women's subordination, and suggests achievable targets for each department.

### **Study the Skill-Mix in Bureaucracy**

Little is known how the number and skill-mix of bureaucracy in India is different from other countries. The total number of government staff in India is woefully inadequate when compared to other middle income countries. It is surprising that including all categories, India has only 13 regular government servants per 1000 of population as against 33 in Vietnam and 45 in Sri Lanka. The shortage of staff, especially in poorer states (see Table 2) results in weak capacity and inadequate utilization of plan funds provided by GoI through CSS.

While on a visit to Vietnam in May 2015, I learnt that a teacher for elementary schools gets about 100 \$ per month (Rs 6,600 per month), whereas in India the starting salary for a regular teacher is more than 30,000 Rs, thanks to the VII Pay Commission. Pay increases in India are not intended to serve as a reward for increased productivity, but are given instead to gain support from the unions and to eliminate the threat of labour unrest. Moreover government servants manage election booths, and no political party can afford their collective anger.

It is instructive to look at inter-state availability of regular government employees. Table 2 compares the number of state government employees (including state PSUs and local bodies) in Bihar with Tamil Nadu.

**TABLE 2: NUMBER OF STATE GOVERNMENT EMPLOYEES**

	<b>Tamil Nadu</b>	<b>Bihar</b>
Population 2011 (crores)	7.2	10.4
Total number of state Govt. servants (lakhs)	10.41	2.53
No of government servants per 1000 population	14.4	2.4

Thus as compared to the global average of more than 30, Bihar has only 2.4 employees per thousand population. No wonder all schemes are in disarray there!

As regards the skills, there are too many government servants in the support positions, such as clerks, orderlies, and drivers, who are now not needed in this era of advanced technology, and too few people in the line positions, such as teachers, nurses, and policemen, who are meant to deliver public services. Key public services – education, healthcare, police and judiciary are starved of regular employees, whereas many wings are overstaffed with Group C & D support staff that has become mostly irrelevant in view of computerization and changing techniques of information management. Efforts should therefore be made to identify surplus support staff, set up an effective re-deployment plan and devise a liberal system for exit. There should be incentives for clerks and class IV staff to become teachers and constables.

Governments in India would benefit from the example of Singapore because Singapore was also a British colony with similar pattern of administration as in India. When they got independence, 67% of their staff was group C and group D which has now come down to 20%, whereas in India it has remained at 90%. They have

increased supervisory staff at group A and group B level, so that programmes are better monitored and supervised, which is lacking in our system. This is again a subject on which we need to do research.

**TABLE 3: CIVIL SERVICE STRENGTH BY DIVISIONAL STATUS  
1970-2008 (AS % OF THE TOTAL)**

	Singapore		India (Central Government)
Division	1970	2008	
A	5.3	52.1	3
B	27.3	28.2	8
C	29.7	14.1	63
D	37.7	5.6	26
<b>Total</b>	<b>54,195</b>	<b>67,814</b>	<b>25 lakhs</b>

### How to Make Research Useful for Policy?

Needless to emphasize that good communication is vital. A social scientist is prone to use the language of his discipline which is 'jargon' and sometimes, unintelligible, to those outside the fraternity of his own discipline. This probably is one reason why an official finds a good piece of research work 'academic' and not useful. This communication gap could be filled in by the social scientists in government departments, who should interpret the findings in simple language.

Many researchers, even while working on practical issues that have policy implications, are not interested in working further on influencing policy, or entering into a dialogue with policy makers, whom they find arrogant and least interested in research. They

feel they have done their part and it is now for those interested in policy change to use their findings.

A policy change needs not only research but its dissemination and advocacy through media and civil society. There are a few organisations that combine in themselves all the three roles; research, dissemination and advocacy. The Centre for Science and Environment is one such organization that has critically influenced the environmental policy. It runs a Journal, publishes state of the art research based monographs and carries on a crusade against policies that lead to environmental degradation. Its influence in reducing air pollution in Delhi, for example, is clearly discernible. Such organisations are rare though.

Finally, research institutions should collect best international practices that are relevant to India. For instance, how did Vietnam reduce its poverty in the last ten years? Why did Indonesia succeed in decentralization of powers and transfer of staff and functions to provinces? How did Thailand reduce child malnutrition drastically? How did Singapore eliminate corruption in public services? How is Bangladesh doing so well on sanitation and health?

Such knowledge management will facilitate exchange of ideas, experiences, policies and practices among the policy makers. These studies would not only show how programmes have been better implemented elsewhere within the framework of prevailing political economy, but will also help in identifying procedural bottlenecks that need to be overcome for better results.

There are six key lessons for researchers. They need to be:

- Committed to policy.
- Address policy agendas directly.

- Move beyond the project level, to address high level policy.
- Research should be comparative, drawing on lessons from more than one country.
- Good communication is vital.
- Reports need to be short.

The government bureaucracy in India is often part of the problem, either because it is indifferent to change or because its staffing policies militate against long-term engagement in difficult policy arenas. The basic attitude of the administration is not helpful. Sometimes a few individuals in government are open minded and responsive to research, but the bureaucratic system as a whole is not. The policy process is dominated by the philosophy: experts on tap, not on top. However, change is possible when the government provides an enabling environment which encourages self-criticism.

To end my lecture, friends, let me tell you a story as to how I convinced a very bright IAS officer to rise above merely looking at petty routine matters in her job, and acquire domain knowledge of every subject with which she would be associated during the course of her career. Every time I met her I used to ask her if she had done some good reading and published her findings in a good journal. However, she did not take much interest. She used to say, “sir you are not able to motivate me, say something which really convinces me to start reading and writing”. So, I said, “look, now Kaliyug has started, and in Kaliyug, Lakshmi (the goddess of wealth) and Saraswati (the goddess of learning) have become friends<sup>5</sup>”. She

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<sup>5</sup>Hindus have grown up being told that the two goddesses always fight and avoid staying in the same place. This is based on the conventional received wisdom that rich businessmen tend to be uneducated and the learned people tend to be poor.

exclaimed with joy and said that she must take good advantage of their friendship! Today she is in Geneva earning 20000 dollars a month.

I would again like to thank IIPA, and Meenakshi for giving me this opportunity of remembering Dr. Rakesh. Everyone in the IAS who came in contact with Rakesh had a lot of affection and respect for his integrity, humility, and sense of humour. I wish a very long life to such Memorial Lectures.

# PRESIDENTIAL REMARKS

**Prof. Arvind K. Sharma**

*Former Vice Chancellor, Mizoram Central University*

I am happy to be associated with this event. Dr. Hooja and I were the students of University of Rajasthan where teachers were able to inspire and lead by example. Administration and governance-related matters have always aroused the curiosity of the academicians. Likewise, the writings emanating from the prolific pens of the practicing administrators have immensely contributed to cultivating an understanding of a diverse range of intricate issues, pertaining both to the administrative machine per se as well as those who would be affected by the decisions and modus-operandi of the state.

Of particular interest to the academicians has been the very elegant account by Max Weber of how the administrative apparatuses of the nation-states in Europe began to become bureaucratized during the second half of the nineteenth century. This is because the burgeoning organizations of the period could scarcely have been entrusted to the charge of the officials of the retainer-variety that existed during the eight hundred years (700-1500 AD) of feudalism and the subsequent two hundred years of the absolute monarchies (1600-1700 AD) in Europe.

Max Weber, who propounded the concept of bureaucracy, calls it ideal-type. An ideal-type - as a commentator puts it - simplifies, exaggerates empirical evidence in an effort to construct a conceptual category. Real organizations can be more or less bureaucratic depending upon the degree of proximity to the ideal-type formulation.

The point to stress is that Weber's normative orientation arose in a context: how to extricate the administrative apparatuses of the

period from the clutches of patrimonial system (and its American counterpart: the spoils system). So, as Max Weber would typically assert – a hierarchically organized, rule-based public agency, operating under a set of elected officials, had the necessary wherewithal to protect the public interest, on the one hand, and ensure the accountability of the bureau's functionaries, on the other.

However, the presumptive gains attributed to bureaucracy begin to dissolve once the situation is viewed from the self-interest maximization lenses, as neoliberals and their intellectual parents (the public choice theorists) do.

Neoliberals invoke the term governance to refer to an entrepreneurial pattern of rule. This (the neoliberal) usage is in essence about a minimalist state. In their idiom, the state is inherently inefficient when compared with markets; and bureaucracy a bankrupt tool of implementation. For the same reason, some characterize the neoliberal-inspired governance paradigm as a search for tools of implementation beyond bureaucracy. Presence of multiple players in political steering, the dominance of the non-state actors in that process, and the substitution of hierarchical by a horizontally-ordered coordination is what defines governance in its neoliberal incarnation.

The point to underline is that during the course of one hundred years - beginning with the decade of 1880s when the bureaucratic modus-operandi was sought as a conscious choice, to the decade of 1980s when the neoliberal induced dominance of the non-state players was beginning to become a perfectly acceptable mode of political steering – the bureaucracy's monopoly in the policy implementation process had all but diluted.

I thank Mrs Meenakshi Hooja and IIPA for giving me this opportunity.



# 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 Dr. N. C. Saxena, IAS (Retd.), Former Secretary of Planning Commission, for a comprehensive and incisive analysis on the theme of the lecture. He shared his rich experience and expertise on the theme of the lecture, citing instances and policies. In his insightful exposition Dr. Saxena highlighted the imperative need for effective link between academia and administration for better design of policies and programmes. We are deeply indebted to Dr. N. C. Saxena for his presence and invaluable insights.

I am thankful to Prof. Arvind K. Sharma for his erudite presidential remarks and valuable message, emphasizing on performance led by example.

I am profusely thankful to Shri T. N. Chaturvedi, distinguished Chairman, IIPA for his constant support and guidance which enthuses all of us at IIPA to work with renewed vigor and spirit. We are grateful to him for writing a foreword to the lecture.

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 warm and deep 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 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, 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 smooth conduct of the programme. Last but not the least, I thank Ms. Vandana Shukla, Research Officer and Shri Anil, Computer Operator, Dr. Ambedkar Chair in Social Justice for their commitment to the entire event.

## INVITATION CARD

**The Director**  
**Indian Institute of Public Administration**  
**New Delhi**

Cordially invites you to attend the  
**2<sup>nd</sup> Dr. Rakesh Hooja Memorial Lecture**

by

**Dr. N. C. Saxena, IAS (Retd.)**

Former Secretary of Planning Commission

on

***“Bridging the Gap between Academia and  
Administration”***

**Prof. Arvind K. Sharma**

Former Vice-Chancellor,

Mizoram Central University will preside

**Date and Time:**

Wednesday, 07<sup>th</sup> December, 2016 at 11:00 a.m.

**Venue:** Conference Hall, IIPA

Ring Road, New Delhi-110002

**R. S. V. P.**

Dr. C. Sheela Reddy: [sheelachavva@gmail.com](mailto:sheelachavva@gmail.com)

Shri Mithun Barua: 011-23468305

# PROGRAMME

- 11.00 AM – 11.05 AM : ***Welcome and Opening Remarks***  
Dr. T. Chatterjee, Director, IIPA
- 11.05 AM – 11.10 AM : ***About Dr. Rakesh Hooja***  
Mrs. Meenakshi Hooja
- 11.10 AM – 11.40 AM : ***2<sup>nd</sup> Dr. Rakesh Hooja Memorial Lecture***  
Shri N. C. Saxena, IAS (Retd.)  
Former Secretary of Planning Commission
- 11.40 AM – 11.55 AM : ***Presidential Remarks***  
Prof. Arvind K. Sharma  
Former Vice-Chancellor, Mizoram Central  
University
- 11.55 AM – 12.00 PM : ***Closing Remarks and Vote of Thanks***  
Dr. C. Sheela Reddy  
Chair Professor, Dr. B. R. Ambedkar Chair in  
Social Justice

## SOME GLIMPSES



**Lighting of the Lamp: Smt Meenakshi Hooja and  
Prof. Arvind K. Sharma**



**Distinguished Guests Attending the Lecture**



**Distinguished Guests Attending the Lecture**



**Dr. N.C. Saxena delivering the Memorial Lecture**



**Smt. Meenakshi Hooja Along with Friends, Family in the office chamber Dr. T. Chatterjee, Director IIPA,**

