



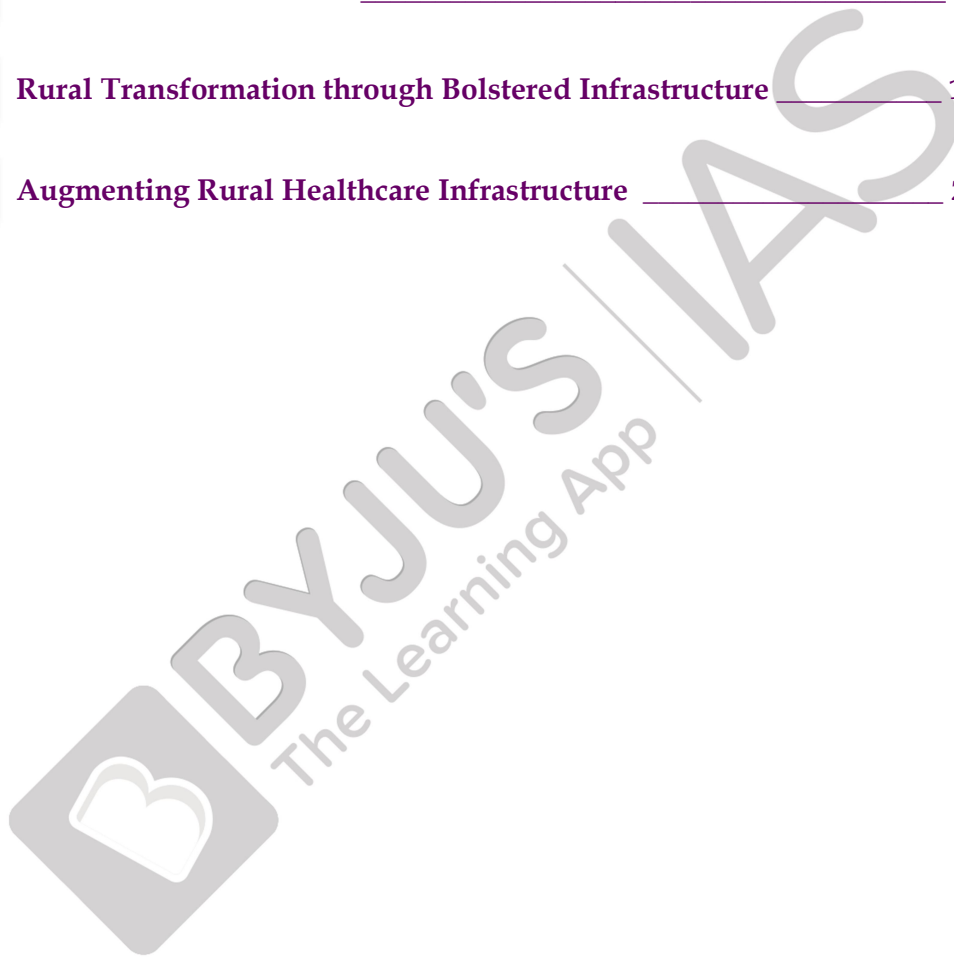
# YOJANA AND KURUKSHETRA

**Webinar Handout**

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Yojana (August 2021) and Kurukshetra (July 2021)

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## 1. Probity in Governance

“Where do the evils like corruption arise from? It comes from the never-ending greed. The fight for corruption-free ethical society will have to be fought against this greed and replace it with ‘what can I give’ spirit.”

- Dr. APJ Abdul Kalam

### What is probity in Governance?

- Probity forms the foundation of the public administration system. This relates to a **set of standards that help guide the behavior, choices, and actions of individuals**.
- It has multidimensions as it is governed by the value system of the society including the **concept of rights, obligations, fairness, virtues**, etc.

### Why is Probity needed?

- **Prevents Corruption:** The **Committee on Prevention of Corruption (1964)** also known as the **Santhanam Committee** suggested that the lack of moral earnestness is perhaps the greatest single factor that hampers the growth of strong traditions of integrity and efficiency. But with probity, the system becomes moral and corruption is curbed.
- **Promotes Trust and Confidence:** Civil Servants’ adherence to key principles of **Integrity, Honesty, Objectivity** promotes trust and confidence among the stakeholders and enhances credibility.
- **Avoids Doubts on the Actions Taken:** Any deficiency in civil servants’ professional or personal conduct places their integrity and quality of work in an unfavorable light and raises doubts about their actions. With probity, this deficiency does not arise.
- **Promotes Honesty and Diligence:** Probity helps public functionaries to exercise due diligence while discharging their duties responsibly, make decisions with the public interest in mind, be honest in carrying out their work and handling government resources.
- **Prevents Conflict of Interest:** With probity, conflict of interest is avoided in all circumstances and at all times. Hence under no circumstances, the official position would be used for private purposes.
- **Maintaining Efficiency:** Probity in governance is essential for an efficient and effective system of governance.



**International Experience on Probity in Governance:**

- **United Nations:** The United Nations General Assembly adopted the **United Nations Convention against Corruption in 2003**. Under this resolution, Article 8 refers to Codes of Conduct for public officials.
- **Nolan Committee:** In the United Kingdom, **The Committee on Standards in Public Life** popularly known as the Nolan Committee outlined the **seven principles** of public life.
- **Code of Good Governance of Spain:** Code of Good Governance of Spain envisages that the Members of the Government and the senior officers of the General State Administration shall carry out their activities in accordance with the Constitution and the rest of the legal system, following the prescribed principles.

United Nations Convention against Corruption	Nolan Committee	Code of Good Governance of Spain
1. Promoting Honesty, Integrity, and responsibility among its public officials. 2. Establish Codes or standards of conduct for the correct, and	1. Selflessness 2. Integrity 3. Objectivity 4. Accountability 5. Openness 6. Honesty 7. Leadership	1. Objectivity 2. Integrity 3. Neutrality 4. Responsibility 5. Credibility 6. Impartiality 7. Confidentiality

<p>honorable performance of public functions.</p> <p>3. Establish measures and systems to facilitate the reporting to appropriate authorities by public officials of acts of corruption.</p> <p>4. Establish measures and systems requiring public officials to make declarations regarding their outside activities, employment, investment, assets, and substantial gifts or benefits from which a conflict of interest may result with respect to functions as public officials.</p> <p>5. Take disciplinary actions or other measures against public officials who violate the codes or standards established in accordance with this article.</p>		<p>8. Dedication to Public Service</p> <p>9. Transparency</p> <p>10. Exemplary Conduct</p> <p>11. Austerity</p> <p>12. Accessibility</p> <p>13. Efficiency</p> <p>14. Honesty</p> <p>15. Promotion of the Cultural and Environmental Environment</p> <p>16. Equality between the sexes</p>
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**Conduct Rules in India**

- **Code of Conduct for Ministers both in the Union and State Government** It envisages:
  - Disclosure of assets and liabilities by the Minister.
  - Severing all connections with the business which he/she was interested in before joining the Government.
  - Not to accept any contributions or gifts for himself/herself or any family member.
- **Code of Conduct for the Civil Servants:**
  - A compendium of instructions containing 'dos and don'ts' for Civil Servants was issued in the 1930s and collectively called 'Conduct Rules'.
  - Conduct rules were revised and enlarged resulting in **CCS Conduct Rules 1964**.
  - The Conduct Rules **prescribe some general behavioral norms like maintaining integrity and absolute devotion to duty** and not indulging in conduct unbecoming of a Government servant.

- It needs to be mentioned that **there is no Code of Ethics prescribed for civil servants** in India although such codes exist in other countries.

**Institutional and legislative framework to strengthen probity in governance:**

The role of institutions and institutional frameworks to ensure probity in governance cannot be understated. Ethics in public is not just limited to the expression of high moral values alone but It also refers to the framework for holding the public functionaries legally accountable for their acts of omission and commission.

Institutional Framework	Legislative Framework
<ol style="list-style-type: none"> <li>1. CVC</li> <li>2. CBI</li> <li>3. CAG</li> <li>4. Lokpal &amp; Lokayukta</li> </ol>	<ol style="list-style-type: none"> <li>1. Benami Transaction Prohibition Act</li> <li>2. Prevention of Corruption Act</li> <li>3. Right to Information Act</li> <li>4. Indian Penal Code</li> <li>5. Code of Criminal Procedure</li> </ol>

**Way forward:**

**Though the existing framework is robust, there are certain black sheep in the system who misuse the powers for their own good. Apart from the existing framework, accountability and transparency can be enhanced by:**

- **Attitudinal Changes:** The values which facilitate the subordination of the self to a larger good and spirit of empathy can be imbibed with attitudinal changes.
- **Timelines for Penalties:** The entire process of awarding the penalties is rather tedious and time-consuming. This should be addressed by laying down the timelines for each stage of the process and more importantly by monitoring that the timelines so prescribed have been adhered to.
- **Minimizing the discretions:** The discretion of bureaucrats should be minimized so they can truly serve society.
- **Use of Information technology:** There should be the use of information technology in all fields of governance. For example, The use of Information Technology by Railways for booking of passenger tickets and by municipal bodies for issuing birth and death certificates and payment of property tax is very well known.
- **Making Citizens' charter more elaborate:** It should be done with clear timelines for delivery of services and related activities as well as identifying the officer responsible for that delivery. Also, a monthly report on compliance to Citizens' charter can be placed on the website of the organization.
- **Adopting Recommendation of Second Administrative Reforms Commission (Second Report on Ethics):** It says that any framework of ethical behavior must include the following elements:
  1. Codifying ethical norms and practices.
  2. Disclosing personal interest to avoid conflict between public interest and personal gain.



3. Devising a mechanism for enforcing the relevant codes.
4. Providing norms for qualification and disqualification of a public functionary from office.

**Conclusion:**

Civil Servants are part of society and also influenced by societal norms. At the same time being part of the governance structure, they are required to be more responsible and seen to be above board all the time. The country has a strong legal and institutional framework for ensuring probity. But it needs to be strengthened and made more effective by nudging people to follow the laws of the land and making punishments for the delinquents very severe.

“We must make the world honest before we can honestly say to our children that honesty is the best policy”

- George Bernard Shaw

Q1. Consider the following statements:

1. There is no code of Ethics prescribed for civil servants in India.
2. Both Santhanam Committee and Nolan Committee were appointed by the government of India to suggest reforms in civil services.

Which of the above statements is/are correct?

- (a) 1 only
- (b) 2 only
- (c) Both 1 and 2
- (d) Neither 1 nor 2

**Answer: (a)**

**Explanation:**

**Statement 1 is correct:** The Indian government prescribed CCS Conduct Rules in 1964. The Conduct Rules prescribe some general behavioral norms like maintaining integrity and absolute devotion to duty and not indulging in conduct unbecoming of a Government servant. However, **there is no Code of Ethics prescribed for civil servants in India** although such codes exist in other countries.

**Statement 2 is incorrect:** The Committee on Standards in Public Life popularly known as the **Nolan Committee** was **appointed by the government of the United Kingdom** which outlined the seven principles of public life whereas the **Committee on Prevention of Corruption (1964)** also known as the **Santhanam Committee** was appointed by the **Indian government** to suggest reforms in civil services.

- Q2. What do you understand by Probity in Governance? Discuss how far the Indian government has been successful in ensuring probity in governance.  
(250 words, 15 marks)





## 2. E-Governance: Public Administration for Social Change

### What is e-governance?

- e-governance is to embrace Information and Communication Technology to meet the demands of their citizens so that **Simple, Moral, Accountable, Responsive, and Transparent** (SMART) Governance can be delivered.
- e-Governance became an inevitable evolution in successful governance in the modern era. It has become essential to build effective and efficient governance.

### Evolution of e-governance in India

Evolution of E-Governance in India	
1970	Establishment of Department of Electronics by the Government of India
1977	Establishment of National Informatics Center (NIC)
1987	Launching of NICNET, the national satellite-based computer network
1990	Process of extending of NICNET via the State capitals to all district headquarters
1999	Ministry of Information Technology was created
2000	12-point minimum agenda for e-governance was prepared
2006	National e-Governance Plan (NeGP) was launched which is comprised of 27 Mission Mode projects and 8 components
2009	National e-Governance Division was created by the Ministry of Electronics & Information Technology as an independent Business Division under the Digital India Corporation
2011	4 Projects - Health, Education, PDS, and Posts were introduced to make the list of 27 Mission Mode Projects (MMPs) to 31
2015	Digital India Programme

### Why e-governance?

- **Effective Interaction:** The e-Governance aims to make the interaction between government and citizens (G2C), government and business enterprises (G2B), and government-to-government relationships (G2G) convenient, transparent, friendly, effective, and cost-effective.
- **Meeting public expectations:** e-governance helps a democratic country like India to stand according to the expectations of the public in the modern era.

- **Better Service Delivery:** e-governance helps in better service delivery to citizens. For example, railway ticket booking on IRCTC avoids the need of standing in queues.
- **Ushering in Transparency and Accountability:** With e-governance, it removes intermediaries and hence reduces the scope of corruption. For example, receiving ration from shops under the Public Distribution Scheme (PDS) scheme having electronic Point of Sale (ePOS) machines.
- **Empowering people through Information:** Application such as **Aarogya Setu App** empowers people through information about COVID patients nearby them.



#### Status of e-governance in India:

- India was placed **100th** in the **E-Governance Development Index** according to the **UN E-government Survey 2020** of the **UN Department of Social and Economic Affairs (UNDESA)**.
- In 2018, India was placed at 96th rank.
- In 2016, India was placed at 107th rank.

#### Gartner e-Governance Maturity Model

As per Gartner e-Governance Maturity Model, there are four phases of e-governance:

- **Phase I:** Information
- **Phase II:** Interaction
- **Phase III:** Transaction
- **Phase IV:** Transformation

Gartner's e-governance Maturity Model was further enhanced by the **UN e-Governance Survey 2008** by adding **Phase V i.e., Connected Government**.

- In Phase-V, the Governments transform themselves into a connecting platform that responds to the needs of its citizens by developing an integrated back-office infrastructure.

**Concerns:**

- **Issues with Interoperability:** The complexities exist due to the interoperability among central, state, district, and local governments.
- **Infrastructural bottleneck:** The country has not developed sufficient infrastructure so that e-governance can be availed by every citizen of the country.
- **Digital divide:** The Rural-Urban in India is still a reality. This deprives many of rural areas to avail of the services of the government.
- **Data Security:** Data security is a challenge as we need a secure, effective, reliable, transparent system that is reconciled with the basic rights and values guaranteed in the Constitution of India.

**Steps taken by the government:**

- In 2019, the Indian government introduced the **National e-Governance Services Delivery Assessment (NeSDA) framework**
  - To assess the effectiveness of the e-Governance initiatives of the different government departments from the central to the local level.
  - To help India in achieving the UN Sustainable Development Goals (SDGs).
  - To encourage the e-participation of citizens and businesses in policymaking.
  - To develop innovative and improved public service delivery by developing ICT infrastructure capacity building.
  - To develop a simple single entry point for all e-services at every level of governance i.e., from central to local self-governance.
- **Infrastructure Development:** The government has invested a huge amount in creating infrastructure for e-governance. These are State Data Centers (SDCs), StateWide Area Networks (S.W.A.N), and middleware gateways i.e., National e-Governance Service Delivery Gateway (NSDG), State e-governance Service Delivery Gateway (SSDG), **Aadhaar-Digital Biometric Identity Infrastructure**, Umang, National Center for Geo-Informatics, **Digital Locker**, **Government e-Marketplace (GeM)**, GI Cloud (MeghRaj), **Common Services Centers**, etc.
- **Digital India Initiative**
  - The Digital India Initiative was launched in the year 2015 to bridge the gap between urban and rural areas by promoting investment in digital infrastructure, fostering digital literacy, and expanding online services provision. It focuses on the following key vision areas:
    - Digital infrastructure as a core utility to every citizen
    - Governance & Services on demand
    - Digital empowerment of citizens

- The Digital India program covers multiple Government Ministries and Departments. The overall coordination of the Programme is done by the Department of Electronics and Information Technology (DietY) with a focus on **nine pillars** of growth areas:
  - Broadband Highways
  - Universal Access to Mobile Connectivity
  - Public Internet Access Programme
  - Reforming Government through Technology
  - e-Kranti Electronic Delivery of Services
  - Information for All
  - Electronics Manufacturing
  - IT for Jobs
  - Early Harvest Programmes
- **e-Governance & Covid-19 Pandemic**

During the COVID pandemic, e-governance became a necessary element of communication, leadership, and coordination between policymakers, administration, and society.

  - **E-governance Infrastructure:** The online database of Covid-19 cases, lockdown guidelines, travel restrictions, locating the vacant beds in the hospitals, oxygen cylinders, financial assistance, and relief distribution, etc., were carried out only through e-governance infrastructure.
  - **Access to Ration: With Jan Dhan Aadhaar-Mobile (JAM),** it became easy for distribution of the cash payments, rations of food supplies through the public distribution system, and the distribution of the relief package under the **Pradhan Mantri Garib Kalyan (PMGK)** scheme which supported the people in the pandemic.
  - **Easy Vaccination:** The **Co-WIN App** became the main e-governance tool that supported the citizens to get the vaccination.
  - **E-courts:** It made the justice delivery system in India easy and accessible. It's a useful mobile app for members of the Judiciary, Advocates, Litigants, Police, Government agencies, and other stakeholders.

### Way Ahead

- **Inclusivity:** The government should bridge the rural-urban divide and achieve the promise of **leaving nobody behind**.
- **Data Protection:** The government should pass the '**The Personal Data Protection Bill**' for effective data protection so that data security levels are enhanced to avoid data leakage, misuse, etc.
- **E-literacy:** e-literacy is needed for inclusiveness and improving accessibility for higher uptake.
- **Attain SDG Goals:** The mandatory sector-specific service focus is required to attain Sustainable Development Goals (SDG).
- **Adopting New Technologies:** The country should embrace **New Age Technologies (NAT)** for improved service delivery and focusing on integrated service delivery.

- **Better Interoperability of e-governance:** In the post-Covid scenario, the interoperability of e-governance is the need of the hour.

Q1. With reference to e-governance, consider the following statements:

1. India improved its ranking in e-Governance Development Index 2020 compared to the year 2016.
2. In 2015, the Indian government launched the Digital India initiative to bridge the gap between urban and rural areas by promoting investment in digital infrastructure and fostering digital literacy.

Which of the above statements is/are correct?

- (a) 1 only
- (b) 2 only
- (c) Both 1 and 2
- (d) Neither 1 nor 2

**Answer: (c)**

**Explanation:**

**Statement 1 is correct:** India was placed **100th** in the **E-Governance Development Index 2020** according to the UN E-government Survey 2020 of the UN Department of Social and Economic Affairs (UNDESA). **In 2016**, India was placed at **107th rank**. Therefore, **India improved its ranking** in e-Governance Development Index 2020 compared to the year 2016.

**Statement 2 is correct:** **Digital India initiative was launched in the year 2015** to bridge the gap between urban and rural areas by promoting investment in digital infrastructure, fostering digital literacy, and expanding online services provision. It focuses on the key areas of digital infrastructure as a core utility to every citizen, Governance & Services on Demand, and Digital empowerment of citizens.

Q2. Critically analyze the role of e-governance in public administration to bring social transformation and economic inclusiveness.

**(250 words, 15 marks)**

### 3. Reform in Civil Services

#### What is Civil Service?

Civil Services refers to the career civil servants who are the **permanent executive branch of the Republic of India**. The Civil Services are the backbone of the Indian administrative machinery. Civil Servants implement the policy decided by the ministers.

#### History of Civil Services:

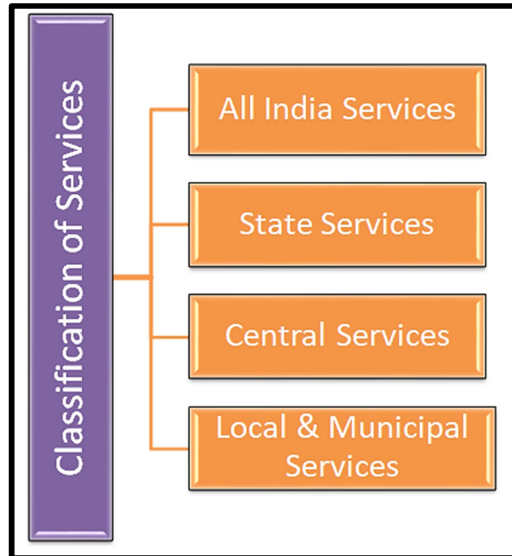
- **Ancient India:** According to Kautilya's Arthashastra, the higher bureaucracy consisted of mantrins and **amatyas (the bureaucracy)**. The mantrins were the highest advisors to the king and **amatyas were the civil servants**.
- **Medieval India:** During the Mughal era, the **bureaucracy was based on the Mansabdari** system. The mansabdari system during medieval India was a pool of civil servants that were available for civil or military deployment.
- **Modern India:**
  - **British India: Macaulay's report 1835** recommended that only the best and brightest would do for the Indian Civil Service to serve the interest of the British Empire.
  - **Post Independence:**
    - After Independence, the Indian Civil Services system retained the elements of British structure like a unified administrative system such as an open entry system based on academic achievements, permanency of tenure, etc.
    - The Indian Civil Services was named as Indian Administrative Services after the partition in 1947.
    - The modern Indian Administrative Services was created under **Article 312(2)** in part XIV of the Indian Constitution and **All India Services Act, 1951**.

#### Classification of Civil Services:

Part XIV of the constitution provides for different types or classes of services for India. In accordance with the constitution, the division is done into the following categories:

- All India Services: Indian Administrative Service, Indian Forest Service, Indian Police Service.
- State Services
- **Central Services:** Group A, Group B, Group C, and Group D
- Local and Municipal Services





### Why Civil Services' Reforms are needed?

- **Improving Capacity:** The reforms are needed to improve capacity to effectively and efficiently execute the policies and to enhance the capacity to carry out core government functions.
- **Pace with Changing Times:** Civil Services' reforms are required to keep pace with the changing time to meet the aspirations of people.
- **Reorientation:** There is a need to Reorient the civil services into a dynamic, efficient, and accountable apparatus for public service delivery built on an ethos of integrity, impartiality, and neutrality.
- **Outmoded Rules:** The rules and procedures are outmoded that restrict the civil servants to perform effectively.
- **Lack of Transparency:** There is a lack of adequate transparency and accountability procedures. In fact, there is no safety for whistleblowers.
- **Inconsistencies in promotion:** There are systemic inconsistencies in promotion and empanelment.
- **Dominance of Elite Services:** Presently, there is the dominance of few elite services in promotions, work allocations, and assignments.
- **Higher Demand of Specialist officers:** With globalization and economic reforms, there is a need for domain experts at the policy level. Also, there is a growing feeling that the services like Indian Economic Service or the Indian Revenue Service do not get adequate representation.

### Steps taken by Government to Reform Civil Services:

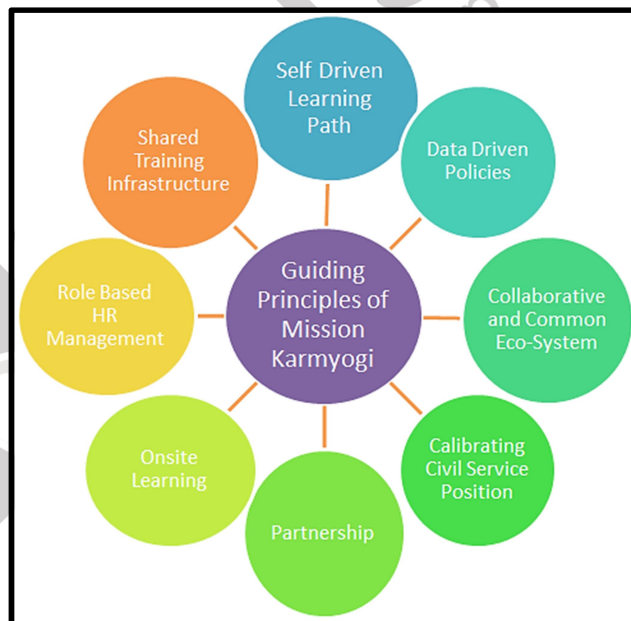
#### Mission Karmayogi

- **Mission Karmayogi or National Programme for Civil Services Capacity Building (NPCSCB)** was approved by the government in 2020 to **upgrade the post-recruitment training mechanism** of the officers and employees of the government at all levels.



- **Objective:** Mission Karmayogi is aiming to prepare the Indian Civil Servants for the future by making them more creative, constructive, imaginative, innovative, proactive, professional, progressive, energetic, enabling, transparent, and technology-enabled.
- **iGOT-Karmayogi platform:** Integrated Government Online Training - iGOT Karmayogi Platform will be set up for the training program.
  - **World Class Market Place for Content:** The platform will evolve into a vibrant and world-class marketplace for content where carefully curated digital e-learning material will be made available.
  - **Integration of Service Matters:** The service matters including confirmation after probation period, work assignment, deployment and notification of vacancies, etc. would also be integrated with the proposed competency framework through the iGOT- Karmayogi platform.
  - **Key Performance Indicators:** An appropriate evaluation and monitoring framework will also be put in place for the performance evaluation of all users of the platform so as to generate a dashboard view of Key Performance Indicators.
- **Financial Outlay:** An amount of **Rs.510 crore** will be allocated over a period of 5 years from 2020-21 to 2024-25 for the mission.

### Guiding Principles of the Mission



- **Roles-based Human Resource (HR) Management:** This principle supports the transition from 'Rules based' to 'Roles based' HR Management that means aligning work allocation of civil servants by matching their competencies to the requirements of the post.

- **Calibrating Civil Service positions:** The principle is helpful in calibrating all Civil Service positions to a Framework of **Roles, Activities, and Competencies (FRACs) approach** and helps in creating and delivering the learning content having relevance to the identified FRACs in every Government entity.
- **On-site learning:** It **emphasizes 'on-site learning'** to complement the 'off-site' learning.
- **Shared training infrastructure:** The principle aims to create an ecosystem of shared training infrastructure including that of learning materials, personnel, and institutions.
- **Self-driven learning path:** It aims to make available to all civil servants an opportunity to continuously build and strengthen their **Behavioral, Functional, and Domain Competencies** in their self-driven and mandated learning paths.
- **Collaborative and common ecosystem:** This principle is to enable all the Central Ministries and their Organizations to invest their resources towards co-creation and sharing the collaborative ecosystem of learning through an annual financial subscription for every employee.
- **Partnership:** It will encourage and partner with the best-in-class learning content creators including public training institutions, universities, and individual experts.
- **Data-driven policies:** This principle helps in undertaking data analytics in respect of data provided by iGOT - Karmayogi and identifies areas for policy reforms.

#### **Institutional framework for the mission**

- **Prime Minister's Public Human Resources (HR) Council:**
  - The council will be the apex body for providing strategic direction to the task of Civil Services Reform and capacity building.
  - It comprises Union Ministers, Chief Ministers, eminent public HR practitioners, global thought leaders, and Public Service functionaries under the Chairmanship of the Prime Minister.
- **Capacity Building Commission:** The Capacity Building Commission shall ensure a uniform approach in managing the capacity building ecosystem. Its functions include:
  - **Providing assistance:** To assist the Prime Minister's Public Human Resources Council in approving the Annual Capacity Building Plans.
  - **Supervision of training institutions:** For supervising all Central Training Institutions dealing with civil services capacity building.
  - **Creation of learning resources:** To create shared learning resources, including internal and external faculty and resource centers.
  - **Coordination of Plans:** For coordinating and supervising the implementation of the Capacity Building Plans with the stakeholder Departments.
  - **Standardization:** To make recommendations on standardization of training and capacity building, pedagogy, and methodology.
  - **Setting norms:** To set norms for mid-career training programs across all civil services.

- **Advisory role:** For suggesting policy interventions required in the areas of HR Management and Capacity Building to the Government.
- **Special Purpose Vehicle (SPV) (Karmayogi Bharat):**
  - **Wholly Government Owned:** The Special Purpose Vehicle (SPV) for NPCSCB is a wholly government-owned not-for-profit company to be set up under Section 8 of the Companies Act, 2013.
  - **Managing the iGOT- Karmayogi platform:** SPV will own and manage the iGOT-Karmayogi platform and create and operationalize the content, marketplace, and manage key business services of the iGOT-Karmayogi platform, relating to content validation, independent proctored assessments, and telemetry data availability.
  - **Owns IP Rights:** It will also own all Intellectual Property (IP) Rights on behalf of the Indian Government.
- **Coordination Unit:** A coordination unit comprising select secretaries and cadre controlling authorities, headed by the Cabinet Secretary will also be set up.

#### Other Reforms

- **India Skill Development Service (2015):** The government launched this service to strengthen the skill development ecosystem in the country.
- **India Enterprise Development Service (2016):** This service will help in achieving growth in the MSME sector through a specialized and dedicated cadre of technical officers.
- **Indian Railways Management Service:** The government has merged all civil services under Indian Railways into a single Railway Management Service.
- **NITI Aayog dedicated a chapter in Strategy for New India @75** which stresses the need to put in place a reformed system of recruitment, training, and performance evaluation of the civil services.

#### Way Ahead:

- **Reformed Bureaucracy:** The future of the country cannot be progressive without a reformed bureaucracy. Therefore, a transformational change in Civil Service capacity is needed by organically linking the transformation of work culture, strengthening public institutions, and adopting modern technology to build civil service capacity with the overall aim of ensuring effective delivery to citizens.
- **Rationalization of Civil Services:** The Rationalisation and harmonization of service may be the need of the hour. The existing 60 plus separate civil services at the center and state level need to be reduced through rationalization and harmonization of services.
- **Duty as per Expertise:** The existing civil servants can be allocated duties in tandem with their academic expertise and practical experience gained at the workplace.
- **Forgo Colonial Behaviour:** Civil Services reforms should realign the outdated structure and culture of the services and forgo its colonial hangover aiming to raise the quality and sensitivity of the services to the citizens that are essential for sustainable economic and social development.

- Q1. The Mission Karmayogi recently seen in the news is related to
- (a) Labor Reforms
  - (b) Corporate Governance
  - (c) Rural Artisans
  - (d) Civil Services Reforms

**Answer: (d)**

**Explanation:** Mission Karmayogi or National Programme for Civil Services Capacity Building (NPCSCB) was approved by the government in 2020 to upgrade the post-recruitment training mechanism of the officers and employees of the government at all levels. **The objective of Mission Karmayogi** is to **prepare the Indian Civil Servants for the future** by making them more creative, constructive, imaginative, innovative, proactive, professional, progressive, energetic, enabling, transparent, and technology-enabled.

- Q2. Civil Services are the backbone of Indian Democracy. In this light, discuss the need for reforms in Civil Services.

**(250 words, 15 marks)**



#### 4. Rural Transformation through Bolstered Infrastructure

**Context:**

- Infrastructure is one of the five **inherent pillars of Atma Nirbhar Bharat** and an important factor for rural transformation.
- In this context, the article endeavours to **assess some initiatives** implemented by the government to strengthen the rural infrastructure in India.

**Recent Initiatives for infrastructure development:**

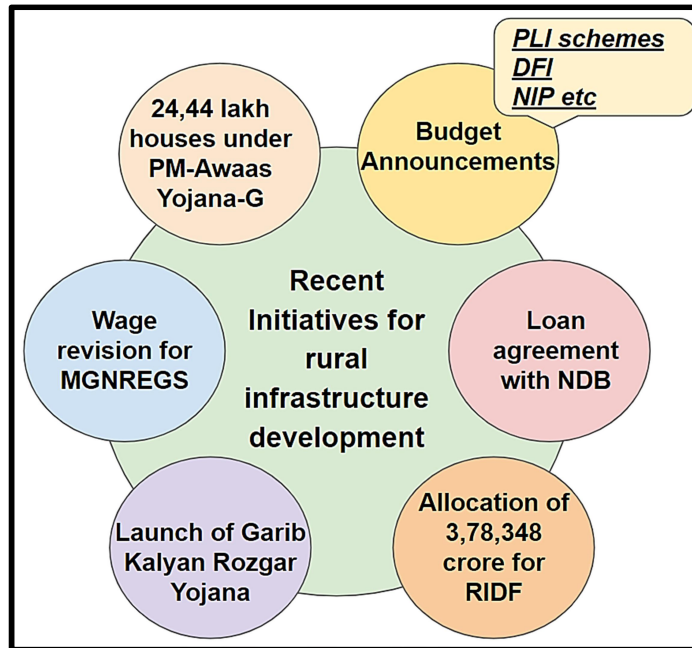
The development of rural infrastructure has been taken up as a **multi-pronged strategy** by several Ministries and Departments of the Government of India (GoI).

Some of the initiatives include:

- **Budget 2021-22:**
  - The Budget 2021-22 underscored the importance of infrastructure, by making a large number of **announcements** for this sector including **Production Linked Incentive Schemes, Mega Textile Parks, strengthening the National Infrastructure Pipeline and proposing the creation of a Development Financial Institution.**
- **Agreements:**
  - In **December 2020**, a critical loan agreement was signed between **the New Development Bank (NDB) and the Government of India, to create durable rural infrastructure assets** through natural resource management works.
- **Rural Infrastructure Development Fund (RIDF):**
  - In 1995-96, the Government of India had set up the Rural Infrastructure Development Fund (**RIDF**) within the National Bank for Agriculture and Rural Development (**NABARD**). Various activities are eligible under RIDF including those related to the agriculture sector and rural connectivity.
  - The cumulative allocation of RIDF this year (2020-21) was Rs. **3,78,348 crore.**
- **Garib Kalyan Rojgar Abhiyan:**
  - The Garib Kalyan Rojgar Abhiyan was specifically launched **in June 2020** to deal with the issues arising out of the **pandemic.**
  - The Abhiyaan was launched for a period of **125 days** to provide immediate employment and to create livelihood opportunities **for reverse migrants, and strengthen rural infrastructure.**
  - Under this Abhiyaan, more than **50 crore man-days** of employment were generated.
- **Mahatma Gandhi National Rural Employment Guarantee Scheme:**
  - The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) serves the two-fold objectives of providing **livelihood security and the creation of durable rural assets.**
  - The MGNREGS **wage rate was revised upwards** over the wage rate of 2019-20 as per the price movements in respective States/Union Territories (UTs).



- **Pradhan Mantri Awaas Yojana-Gramin:**
  - Pradhan Mantri Awaas Yojana-Gramin seeks to provide **pucca houses with basic amenities** to all rural houseless households and those living in kutcha and dilapidated houses in rural areas.
  - In 2020-21, **24.44 lakh houses have been completed** under this programme.



### Sector-wise developments

#### Road transportation:

- **Faster construction:**
  - Around **2 percent** of the network is accounted for by **National Highways**, which are the arteries of the transport system, running across States/UTs.
  - Despite the pandemic and the lock-downs, a **milestone of constructing 37 kilometres of highways per day** was achieved in **2020-21**.
- **Network Survey Vehicle:**
  - The National Highway Authority of India has decided to deploy Network Survey Vehicles aimed at **ensuring the quality** of the National Highways.
- **Basic Care Ambulances:**
  - As per statistics released by the Ministry of Road Transport and Highways (MoRTH), **36 percent of all road accidents** in the country during 2019 took place on the **National Highways**.
  - The break-up by rural or urban areas indicates that as much as **60.34 percent of all road accidents took place in rural areas**.
  - To ensure timely assistance to the victims of such accidents during the Golden Hour, in April 2021 MoRTH flagged off **90 Basic Care Ambulances** with life-saving support systems in various States/UTs.

- **App-based two-wheeler taxis:** The operationalisation of app-based two-wheeler taxis in rural areas as suggested by MoRTH may assist farming and other rural communities with smoother movement.
- **Draft rules for Road-Trains:** The release of **draft safety requirements** of Road-Trains is a step towards environment-friendly decongestion while striving towards an efficient movement of goods.

#### Railways:

- **Continuation of services:** Throughout the pandemic, including the lockdowns, the railways continued to ensure that essential commodities, including foodgrains, fruits and vegetables reach their destinations.
- **Shramik Special trains:** A total of 4,621 Shramik Special trains operated between 1<sup>st</sup> May and 31<sup>st</sup> August 2020 carrying **63.19 lakh reverse migrants**.
- **Krishi Rail:** The extension of Krishi Rail for transporting **perishable fruits and vegetables** by connecting production and consumption centres and an **incentive for the farmers to use Kisan Rail**, indicates Gol's commitment to ensure remunerative prices to the farmers and producers of rural areas.
  - 50% subsidy on transportation of notified fruits and vegetables is being granted directly to Kisan Rail from October 2020.

#### Inland water transport:

- Inland water transport has the least freight cost of just Rs. 1.06/Tonne-Kilometre, as compared to Highways (Rs. 2.50/Tonne-Kilometre) and Railways (Rs. 1.36/Tonne-Kilometre).
- Recent **protocols signed with neighbouring countries** like Bangladesh, on inland water have proposed the **inclusion of new routes**. This would help in developing the hinterlands.

#### Marketing and Storage:

- **National Agriculture Market:**
  - National Agriculture Market or e-NAM, has created a virtual platform that **integrates wholesale mandis** across the country.
  - As many as **1.69 crore farmers are registered** on the platform, along with 1,820 Farmers Producers Organisations.
- **Agri-Market Infrastructure Fund:**
  - Earlier, in 2018-19, an Agri-Market Infrastructure Fund with a corpus of Rs. 2,000 crore had been announced which would be instrumental in **upgrading agriculture marketing infrastructure**.
  - Besides, the development and upgradation of the physical infrastructure of **rural haats** through MGNREGS ensures the development of **Gramin Agricultural Markets**.
- **Godowns and warehouses:**
  - Construction or renovation of godowns and warehouses in rural areas is vital for enhancing storage capacity for agricultural produce.
  - Despite the adverse impact of the pandemic, the **funds released** to implementing agencies under the Agricultural Marketing Infrastructure



(AMI) and the **number of godowns/warehouses assisted** under AMI during 2020-21 are comparable with those of the previous years.

- **Cold storage:** The Mission for **Integrated Development of Horticulture** and **Pradhan Mantri Kisan Sampada Yojana** are particularly important for ensuring cold storage facilities.

#### **Water supply:**

- Water supply is a vital component of the infrastructure. The **Jal Jeevan Mission** aims to **assure potable water** through household tap connections for rural households.
- As of 15<sup>th</sup> March 2021, **79 percent of rural habitations** had 40 litres per capita per day (Ipcd) of potable drinking water.

#### **Electricity:**

- In October 2017, **Pradhan Mantri Sahaj Bijli Har Ghar Yojana - Saubhagya** was launched for the electrification of poor households, including rural households.
- Around **281 crore households** have been electrified till now.

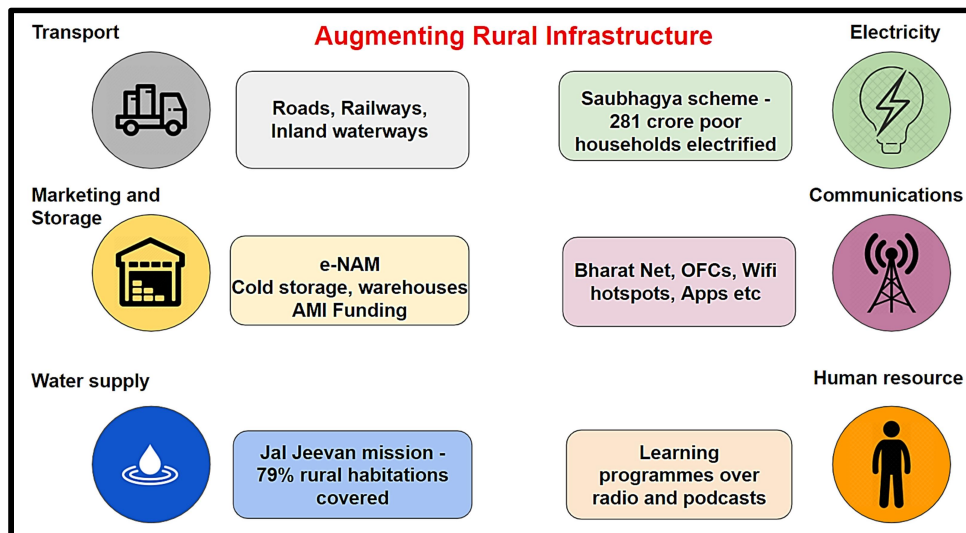
#### **Communications:**

The role of telecom in **bridging physical distances** has become further accentuated in times of the COVID-19 pandemic. The following measures have been taken for ensuring good telecommunication:

- **Bharat Net:** The Bharat Net project is being implemented to provide **broadband connectivity to 2.5 lakh Gram Panchayats**.
- **Optical Fibre cables:** In August 2020, it was announced that over the next 1,000 days, all 6 lakh villages in the country would be connected with optical fibre cable. This also includes the islands of Lakshadweep which would be connected with the help of the **submarine optical fibre cable**.
- **Wi-Fi hotspots:** As of 8<sup>th</sup> March 2021, Wi-Fi hotspots had been installed in **1,03,400 Gram Panchayats (GPs)**.
- **Apps:** Various apps, including **Arogya Setu** and **Kisan Rath**, were launched early on during the first lockdown period to mitigate the adverse impact on the rural economy.
- **Indian Posts:** Indian Posts tied up with the Indian Council of Medical Research (ICMR) and included in their supplies the **delivery of COVID-19 testing kits** to laboratories across the country.

#### **Developing Human infrastructure:**

- UNICEF's '**United Nations Children Emergency Fund' report'** released in March 2021 estimates that **only 8.5 percent of students in India have access to the internet**, which accentuates the predicament created by the pandemic and the consequent closure of schools.
- To overcome issues faced by students who do not have digital means, **learning programmes** were also conducted during the academic year 2020-21 in the form of community **radio** and CBSE **podcasts**, toll-free numbers, SMS-based requests for audio content etc.



**Challenges:**

The main challenges in transforming the rural infrastructure lie in **attracting investment, maintaining quality** and **ensuring convergence** of programmes and schemes of multiple stakeholder ministries/departments of the Government of India.

**Conclusion:**

- Developing infrastructure has a two-fold impact in terms of **boosting demand** for goods and services in rural areas and also facilitating the **marketing** of rural produce. This will go a long way in achieving the vision of Atma Nirbhar Bharat.

Q1. Consider the following statements:

- Rural Infrastructure Development Fund was launched in the Budget 2020-21 to support infrastructure development in the agriculture sector and rural connectivity.
- Road-Train is a more efficient and environmentally-friendly mode of transportation for goods transport as compared to conventional vehicles.

Which of the above statements is/are correct?

- 1 only
- 2 only
- Both 1 and 2
- Neither 1 nor 2

**Answer: (b)**

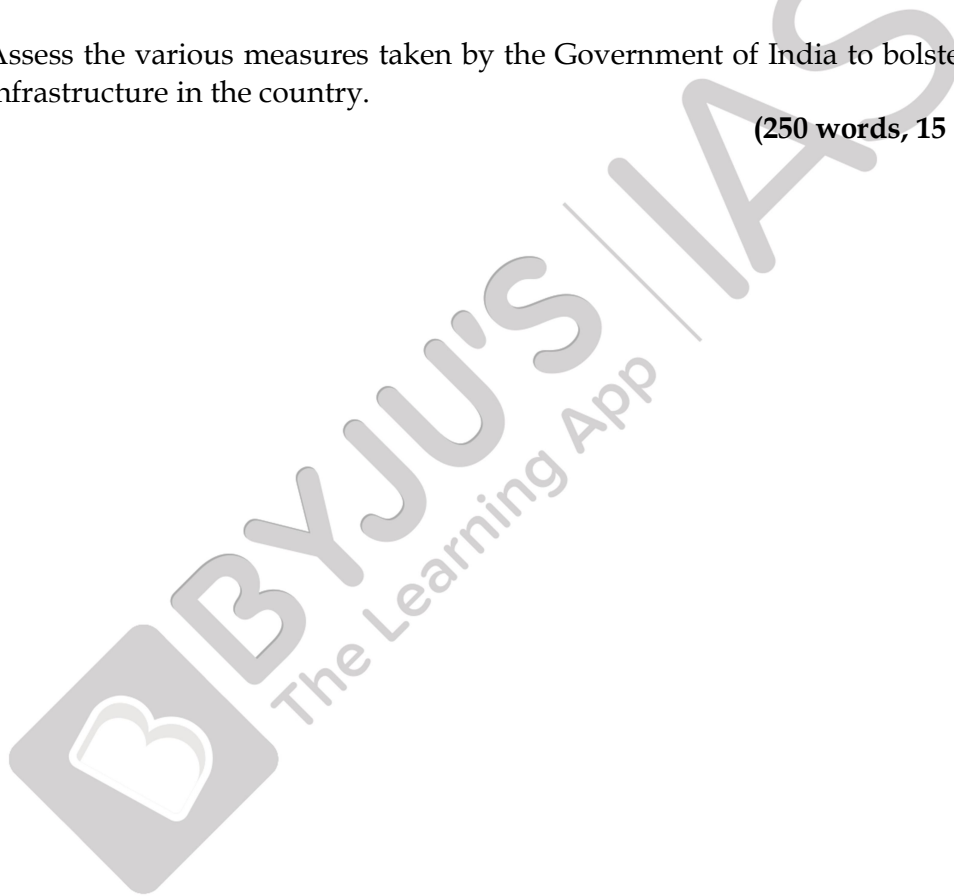
**Explanation:**

**Statement 1 is incorrect:** In 1995-96, the Government of India had set up the Rural Infrastructure Development Fund (RIDF) within the National Bank for Agriculture and Rural Development (NABARD) for developing the agriculture sector and rural connectivity.

**Statement 2 is correct:** The transportation through Road-Trains is a step towards environment-friendly decongestion while striving towards an efficient movement of goods. Road trains consist of a conventional prime mover - truck - pulling two or more trailers. One road train in India can replace at least three trucks and is expected to prove beneficial for movement of freight.

- Q2. Assess the various measures taken by the Government of India to bolster rural infrastructure in the country.

(250 words, 15 marks)



## 5. Augmenting Rural Healthcare Infrastructure

### Context

- India has made significant advances in creating access to quality, free and universal healthcare for individuals. However, with more than 70 percent of its population residing in rural areas, rural health care remains one of the challenges being faced by the country.

### Rural healthcare system in India: Status and issues

- Healthcare system:**
  - Level of care:** Depending on the **level of care** required, healthcare in India, is broadly classified into three types: **primary care** (provided at primary health centres), **secondary care** (provided at district hospitals), and **tertiary care** institutions (provided at specialised hospitals like AIIMS).
  - Primary care infrastructure:** Broadly, based on the **population served and the type of services** provided, primary health infrastructure in rural areas consists of a three-tier system.
    - This includes Sub-Centres (SCs), Primary Health Centres (PHCs), and Community Health Centres (CHCs).

Centre	Population norms	
	Plain area	Hilly/ Tribal/ Difficult area
Sub Centre	5000	3000
Primary Health Centre	30000	20000
Community Health Centre	120000	80000

- Healthcare market:** The healthcare market is expected to increase about three-fold to **Rs. 8.6 lakh crore by 2022.**
- Health care utilisation:**
  - The overall health care **utilisation is low** since only half of (52 percent) of Indian mothers receive three or more antenatal checkups and only 43.5 percent of children in India receive all vaccinations.
  - On one side the peripheral health centres are under-utilised whereas on the other, **tertiary and secondary (District) level facilities are often overloaded** with the work that could have been done at the lower centres, resulting in compromise of quality.

- **Quality of services:**
  - There is a need for having quality healthcare services at state-run hospitals.
  - There is a **scope for improvement** required in terms of workforce shortages, infrastructure and quality of care.
- **Health emergencies:**
  - There is a need for **better coordination** between the line departments to tackle public health emergencies such as COVID-19.
- **Healthcare professionals:**
  - **Health workers:** The Economic Survey 2020-21 observed that the aggregate density of health workers is **23 per 10,000 population**, which is significantly lower than that recommended by the World Health Organisation (WHO) (44.5 health workers per 10,000 population) to achieve the Sustainable Development Goals (SDG) targets by 2030.
  - **Doctors:** As of 2019, there is **1 doctor per 1,511** people and **1 nurse per 670** people, which is lower than the WHO standard of 1 doctor per 1,000 people and 1 nurse per 300 people.
  - Only **60 percent** of the total required medical **specialists** have been approved for appointment in primary health centres.
- **Infrastructure:**
  - **75 percent** of the healthcare infrastructure in India is concentrated in **urban** areas where only 27 percent of the total population is living.
  - The emergence of a new pandemic, in the initial stages, did highlight a **special infrastructural gap** considering the slow pace of testing services and surveillance systems.
  - India has **1 bed per 1,000 people**, which is significantly lower than the global average of 2.9 beds per 1000 people. (The National Health Policy (NHP), 2017 plans to increase this to 2 beds per 1,000 people).
- **Health expenditure:**
  - The Economic Survey 2020-21 observed that India ranks **179<sup>th</sup> among 189 countries in prioritising healthcare** in the government budget.
  - India's public health expenditure is currently **1.1 percent of GDP** in 2020-21. (The **NHP, 2017** aims to increase public health expenditure to **2.5 percent** of the GDP by 2025).
  - Total **out-of-pocket expenditure** in India on healthcare is **60 percent** of the total expenditure on public health. (However, increasing the spending from 1 percent of the GDP to around 2.5-3 percent of GDP will help in reducing the out-of-pocket expenses from 60 percent to 30 percent).
- **Vaccination:**
  - When it comes to the COVID-19 vaccination drive, **vaccine hesitancy remains** one of the biggest challenges to overcome in rural areas.
  - **Technology challenge** is another factor that may have stunted the pace of the vaccination process in these areas.

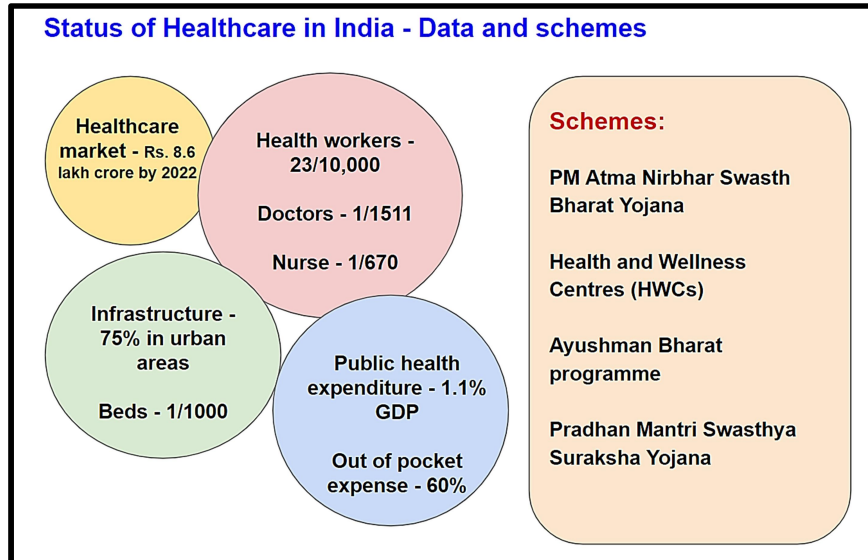
**Primary health care: Importance**

- The report of the **15<sup>th</sup> Finance Commission** on Ayushman Bharat and the **High-Level Group on Health Sector** (2019) have both noted that focusing on **prevention and early management** of health problems can **reduce the need for specialist care** provided at the tertiary level and recommended that the focus should be towards providing primary healthcare.

**Measures to Bolster Health Care in India**

- **PM Atma Nirbhar Swasth Bharat Yojana:**  
Recently, the PM Atma Nirbhar Swasth Bharat Yojana was launched with an outlay of Rs. 64,180 crore over 6 years.
  - The scheme will be focused at:
    - Developing primary, secondary, and tertiary healthcare systems
    - Strengthening existing national institutions
    - Creating new institutions for the detection and cure of new diseases
- **Health and Wellness Centres (HWCs):**  
The government seeks to transform around 1.5 lakh sub healthcare centres, primary health centres and urban primary health centres into Health and Wellness Centres (HWCs) by 2022.
- **Ayushman Bharat programme:**
  - PMJAY (Pradhan Mantri Jan Arogya Yojana) was launched in September 2018-19 to provide an **insurance cover** of Rs 5 lakh per family per year to 10.7 crore poor families.
  - It provides insurance coverage for **secondary and tertiary healthcare**.
  - It has been **allocated Rs 6,400 crore in 2021-22** - double the actual spend two years ago (Rs 3,200 crore in 2019-20).
- **Pradhan Mantri Swasthya Suraksha Yojana**
  - Pradhan Mantri Swasthya Suraksha Yojana (PMSSY) was introduced in 2003 with the aim of:
    - **Correcting regional imbalances** for affordable and reliable tertiary healthcare services,
    - **Augmenting facilities for quality medical education** in the country including establishing AIIMS like institutions.
  - Over time, it has been expanded to cover 71 state government hospitals and **20 new AIIMS**.





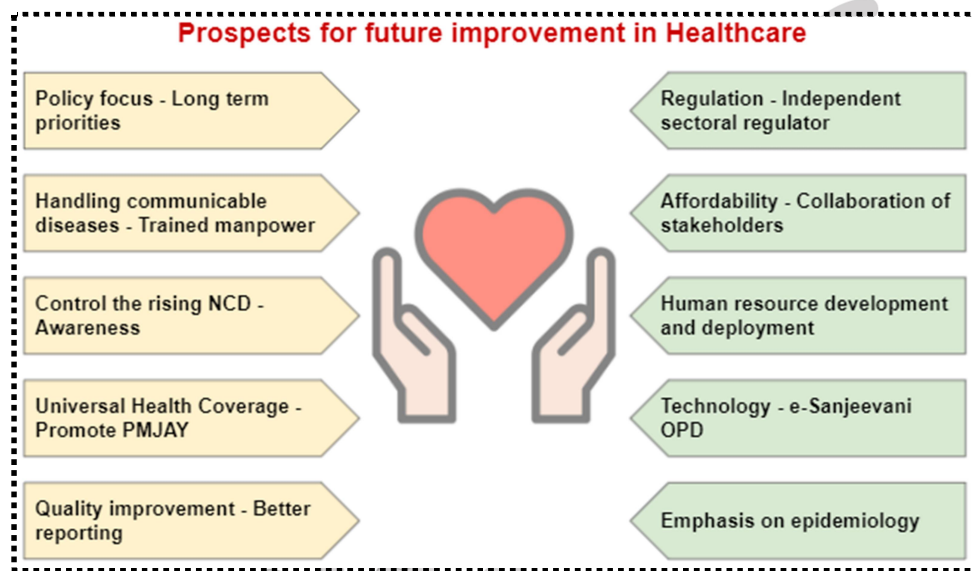
**Future prospects:**

- **Policy focus:** Despite the setback from the pandemic, India's healthcare policy must continue to focus on **long-term healthcare priorities**. Both supply-side and demand constraints in the healthcare sector need to be addressed.
- **Communicable diseases:** Effective handling of **communicable disease** by building adequately trained health emergency response teams and setting up dedicated control rooms at the district level.
- **Non-communicable diseases:** Controlling rising **non-communicable diseases** (NCD) prevalent in India, partially through awareness campaigns on a healthy lifestyle.
- Strengthening the primary healthcare facilities with adequate **human resources** and equipment.
- **Universal health coverage:** Providing **universal health coverage** and extensive promotion and utilisation of Ayushman Bharat's PMJAY and health and wellness centres.
- **Quality improvement:** A standardised system for **quality reporting** on healthcare for hospitals, physicians and insurance companies is a must to benchmark such services.
- **Regulation:** To root out 'quacks' from the system and tackle information asymmetry in the healthcare sector, **regulation and supervision** of the healthcare sector need to be brought in with more vigour. This can include bringing in an independent sectoral regulator.
- **Affordability:** Provision of healthcare for rural areas in India hinges on the **affordability** of treatment. For propelling the indigenous production of medical devices, drugs and diagnostics, various stakeholders must come together and translate their knowledge into affordable medical products.
- **Human resource:** India needs to generate more human resources in the healthcare sector. The major areas where the enhanced deployment of human resources is required are surveillance activities at the grass root level, supervisory



management of containment operations, laboratory testing, collection, collation and dissemination of data, clinical management and risk communication.

- **Technology:** The impressive growth of telemedicine in India during the pandemic is evident as the 'e-Sanjeevani OPD' has recorded almost a **million consultations** since its launch in April 2020. More internet access will increase the usage of telemedicine and reduce geographic disparities in healthcare utilisation.
- **Epidemiology:** The current global pandemic of COVID-19 necessitates a **public health strategy with more emphasis on epidemiology**, especially with regards to understanding the causes as well as identifying appropriate population-based behavioural and educational programmes.



**Conclusion:**

India’s rural healthcare system has been improving with well-meaning policy reforms. However, there is still substantial scope for improving health outcomes.

- Q1. With reference to healthcare in India, consider the following statements:
1. More than half of all the children in India do not receive all the specified vaccinations.
  2. Nearly 75 percent of the healthcare infrastructure in India is concentrated in urban areas.

Which of the above statements is/are **not** correct?

- (a) 1 only
- (b) 2 only
- (c) Both 1 and 2
- (d) Neither 1 nor 2

**Answer: (d)**

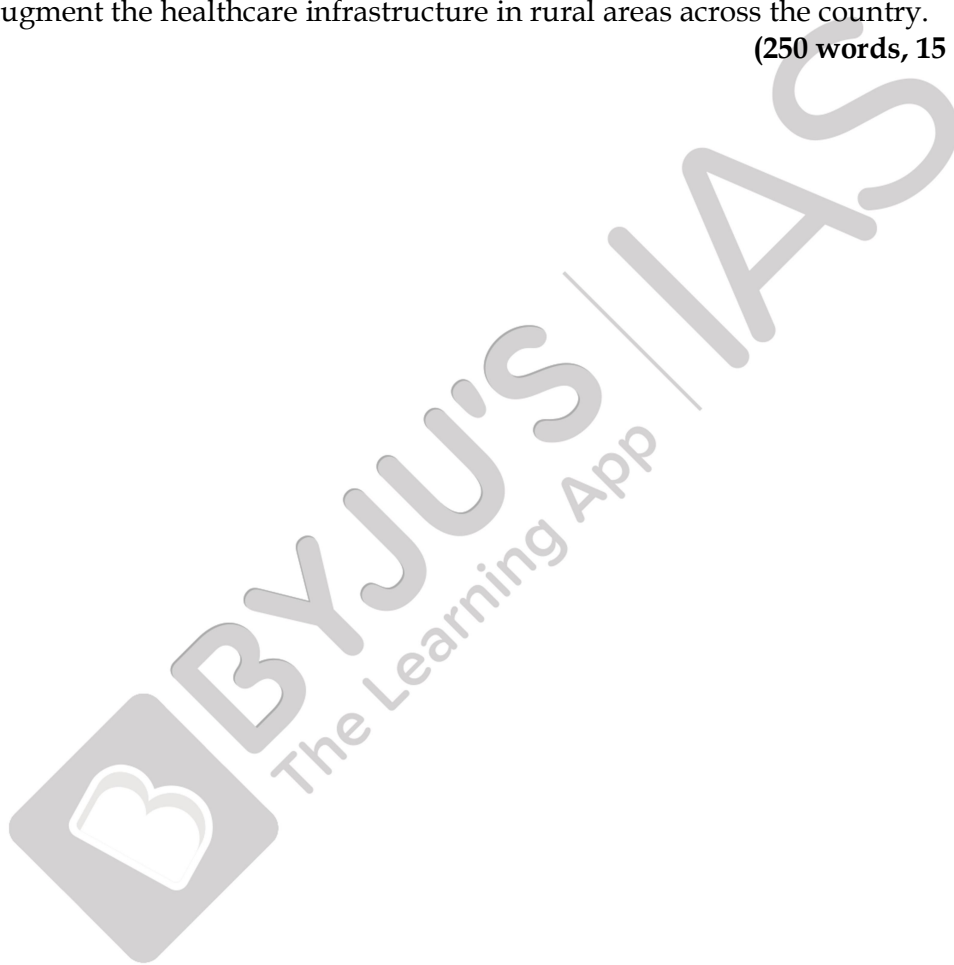
**Explanation:**

**Statement 1 is correct:** Only 43.5% of all the children in India receive all the specified vaccinations.

**Statement 2 is correct:** About 75 percent of the healthcare infrastructure in India is concentrated in urban areas, creating an imbalance in access to quality healthcare.

Q2. Examine the status of healthcare in India. Also, suggest suitable measures to augment the healthcare infrastructure in rural areas across the country.

(250 words, 15 marks)



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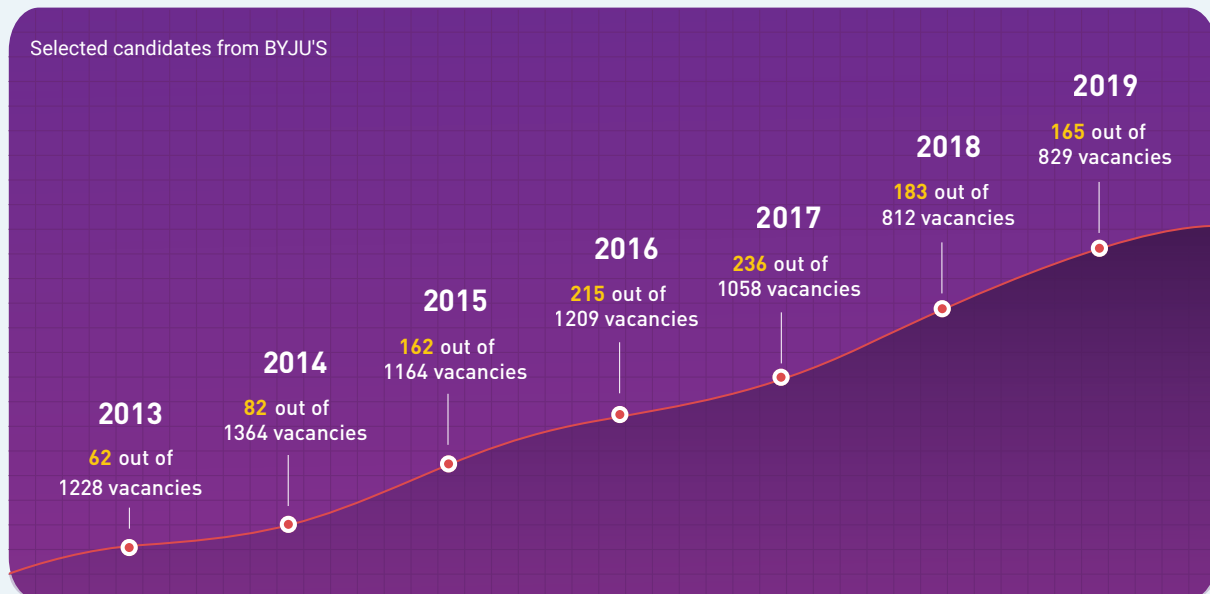
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