CHAPTER - V

CONTRIBUTION OF IIPA TO INDIAN ADMINISTRATION AND HUMAN RESOURCE DEVELOPMENT

Since the inception of the Indian Institute of Public Administration, New Delhi, efforts have been made from time to time to generate innovative ideas and ideals leading towards reformation and re-organization of its activities. In this context, persistent efforts have also been made by the Institute to achieve academic excellence and upgrade the effectiveness of public administration in the country. Given below are some of the important milestones of the Institute.

A study on “The framing of India’s Constitution”

After a sustained effort of six years (1962-68), a comprehensive and objective research study on ‘The Framing of India’s Constitution” was undertaken. The Institute published the study in five volumes (4,206 pages) under the direction of the Committee headed by Shri. B. Shiva Rao. Pandit Jawahar Lal Nehru, the then Prime Minister considered it to be, “a study of enduring importance” Dr. S. Radhakrishnan, the then, President of India, in his foreword letter dated January 1, 1966 regarded it as ‘a comprehensive and objective study that forms
a rich store-house of source material for the study of Indian Constitution.”

CASE STUDY UNIT

The purpose of the Case Study Programme was to streamline the process of innovative thinking and to generate applied knowledge in the field of public administration. Since its inception, it has remained a one of the praiseworthy and notable contribution of the IIPA.

TWENTY-SECOND ADVANCED PROFESSIONAL PROGRAMME IN PUBLIC ADMINISTRATION

The Twenty Second Advance Professional Programme in Public Administration (APPPA) began on July 1, 1996 and concluded on March 31, 1997. The programme was sponsored by the Department of personnel and Training, Ministry of Personnel, Public Grievances and Pensions, Government of India. Thirty three officers from various All-India and Central Services deputed by the Ministries/Departments of the Government of India, as also from State Governments participated in the programme. APPPA has been designed to promote

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1 Dubbashi:: P.R. - “Recent Trends in Public Administration, Kogan Page Limited, 120, Pentonvme Road, U K.
effective administrative leadership among senior/mule level officers.

The programme seeks:

1. to provide an opportunity to middle and senior level civil servants to reflect upon their experiences;

2. to impart knowledge of recent developments in social science and their application in administration;

3. to acquaint the participants with the developments in administrative and management skills;

4. to enable the participants to make a critical analysis of the environmental and other factors impinging upon the functioning of the administrative system; and

5. to expose the participants to the complexities and issues involved in public policy, analysis and implementation in the Indian context.

The programme consisted of five broad components; (a) teaching courses, (b) field study, (c) study seminars, (d) computer practicals and (e) dissertation and viva-voca. All the activities in the programme were grouped into 23 streams consisting of a number of subjects/topics.
The programme also included experiential presentation by the participants. This aimed at developing their abilities to communicate the sharpen their confidence in public speaking and to equip them with the necessary techniques for oral presentation in the course of their assignments in the future.

As part of the programme, studies were carried out by the participants in groups in selected villages in districts of Jaipur (Rajasthan), North Goa (Goa), Mandla (Madhya Pradesh) and Kinnaur (Himachal Pradesh). The faculty members associated with the village study programme were: Dr. J. Guha Roy (Jaipur), Dr. Sujata Singh (North Goa), Dr. (Mrs.) Shanta Kobli Chandra (Mandla) and Shri M.K. Gaur (Kinnaur). The studies conducted in these villages exposed the participants to dynamics of rural life and provided first-hand knowledge of basic socio-economic conditions of the backward communities. The reports of the village study by the participants were discussed in a two-day seminar. Dr. J. Guha Roy was incharge of village study.

A significant component of the programme was the preparation of a well documented dissertation by each participant on a topic relevant to any current administrative problems chosen by the participants in consultation with the faculty.
As part of the programme a 5-day foreign study tour to Kuala Lumpur (Malaysia) and Singapore was conducted in March 1997. The tour was arranged with a view to enable the participants to appreciate development administration from a comparative perspective and to have an understanding of the administrative processes involved. On return, the participants discussed the experience gained by them in a one-day seminar coordinated by Prof. R.K. Tiwari.

The performance of the participants was evaluated through a system of written examinations, term papers/assignments, write-ups on research methods, experiential presentations, village study reports, foreign study reports, and evaluation of dissertation and viva-voce. Slid Sumit Sinha, Additional Divisional Railway Manager, Eastern Railway, was awarded the Prof. V.K.N. Menon Prize for securing the first position among the participants in the programme. Shri Swadheen S. Kshatriya, Private Secretary to former Union Home Minister and Shri. C. Balakrishnan, General Manager, Super Bazar, New Delhi, were awarded the second and the third prizes, respectively. The participants were also requested to evaluate the programme through a carefully drawn-up proforma. This included evaluation of courses conducted by the members of faculty, in-charge of streams and external experts. The findings of the evaluation are
taken into consideration while reviewing the programme schedule for the next programme.

APPPA was inaugurated by Hon’ble Justice Ranaganth Misra, Chairperson, National Human Rights Commission Shri. S.B. Chavan, Member of Parliament (Rajya Sabha) and Chairman, IIPA, delivered the valedictory. Prof. R.K. Tiwari, was the programme Director and Dr. (Ms) Sujata Singh and Shri Rakesh Gupta were Associate Programme Directors.

**NATIONAL CENTRE OF DISASTER MANAGEMENT**

Set up in March 1995 with the support of the Union Ministry of Agriculture, the National Centre for Disaster Management, besides gearing up the national, state and district level administrations to tackle natural calamities, also coordinates various research training programmes. By utilizing IIPA infrastructure and faculty support, it is also building a database on natural disasters with several case studies, etc.

The centre is doing networking and is close touch with disaster management related activities of State Level academics in UP., Haryana, Maharaswhtra, Himachal Pradesh and other States.
Activities

A. Training Programmes

During the year 1996-97, the NCDM organized the following training programmes:

1. Training programme on Flood Disaster Management (June 17-21, 1996).

2. Training Programme on Drought Management (July 8-12, 1996).

3. Training Programme on Economic Impact Analysis of Disaster Management (September 2-7, 1996).


6. Training of Trainers Programme on Flood and Landslides, (March 10-14, 1997).

B. Workshops/Seminars/Conferences

2. Round Table Discussion on ‘Current Concerns in the Area of Disaster Administration’ - July 15, 1996


4. Training Workshop on Earthquake Disaster Mitigation-October 9, 1996.


PARTICIPATORY MANAGEMENT OF PROTECTED AREAS (RESEARCH PROJECT)²

Society for Promotion of Wastelands Development and Ford Foundation sanctioned a grant of Rs.1,50,000 for undertaking this research project in the month of February, 1996 and the draft report was submitted in the month of August, 1996. Shri Ashish Kothari undertook this research study.

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² I.I.P.A: The organisation of the Govt. of India. P-35.
Background to Project: India’s widespread network of protected areas (PAs, i.e., national parks and sanctuaries) has been the most ambitious and effective strategy of conserving India’s wildlife and natural habitats. The process of setting up and managing these protected areas, however, has also resulted in severe problems for local communities dependent on their natural resources for livelihood and sustenance. Lack of consultation and meaningful communication with these communities, restrictions on their access to resources, and indifference to their traditions of resource conservation and use, has created considerable hostility, resulting in conflicts of various kinds. Long-term and effective conservation in such a situation is not possible. Over the last few years, national debate on the issue has increasingly focused on the need for a more participatory approach to conservation.

A series of meetings have been organised on this and related subjects in the last few years, including-a national one on “Exploring the Possibilities of Joint Protected Area Management” at the Indian Institute of Public Administration in September 1994, and an Asian regional one on “Community-Based Conservation” held at IIPA in February 1997. In addition, IIPA has in the past conducted research
work, and done networking, on the subject. The current project attempted to build on these initiatives.³

**Project Objectives:** The project’s major objective was to explore the possibilities of participatory or joint management in India’s protected areas, and in particular examine the following:

I. The relationship between local communities and official conservation attempts:

II. Appropriate institutional structures which could conserve and manage a protected area, taking in fully the rights and needs of local communities.

III. The legal and policy implications of joint protected area management (JPAM), including possible changes in the Wild Life (Protection) Act.

IV. The precise sharing of rights, responsibilities, powers, and functions, that-each partner in a participatory or joint management approach could have.

V. The possible benefits that local communities could get within and adjacent to the PAs.

³ Ibid.
VI. The processes by which a joint management strategy could be implemented.

**Project Methodology:** The above objectives were sought to be achieved by a mix of methods, including:

A. Collection and analysis of available secondary literature, especially related to a critical examination of past and existing institutional structures, and to the concept and practice of protected areas.

B. Field visits to some sites. The three protected areas chosen for this were Rajaji National Park (U.P.), Kailadevi Sanctuary of the Ranthambhor Tiger Reserve (Rajasthan), and Dalma Sanctuary (Bihar).

C. Personal dialogue and consultation with a range of people and agencies, including forest and wildlife officials, conservationists, social activists, researchers, lawyers, community representatives, and district administration officials.

D. Informal group meetings- in some sample areas, where the problems and prospects of PA management were discussed with local community groups.
E. Workshops between the various ‘stakeholders in each area.

F. The involvement of a number of outside consultants, both within and outside Delhi, to continuously enrich the Project Team’s own experiences and expertise.

**Project Outputs:** The project outputs include the following:

Document 1: Project Overview

Document 2: Key Issues in Joint Protected Area Management

Document 3: Kaila Devi Sanctuary, Rajasthan: Prospects for Joint Management


Document 5: Rajaji National Park, Uttar Pradesh: Prospects for Joint Management

Document 6: New Directions for India’s Wildlife Legislation

Document 7: Protected Area in India: Proposal for an Expanded System of Categories

Document 8: People’s Involvement in Protected Areas:
Experiences from Abroad and Lessons for India

Document 9: Bibliography on Conservation and People

Several issues of JPAM Update, a bi-monthly newsletter giving news about protected areas and people, which is sent to about 300 individuals and groups. Apart from this, the project also entailed considerable networking with other interested groups and individuals, including surviving of their specific needs related to protected areas and people. The workshops held in Kaliadevi and Dalma, in association with local NGOs, helped to get various stakeholders together to discuss the future of the respective protected areas in relation to the needs of the local people. As follow-up, the respective state governments are considering the resulting recommendation. A seminar taking organized having organized by the Ranthambhar. Tiger Reserve authorities in August 1997, will be considering the results of the Project work in Kailadevi Sanctuary in detail. The Government to India’s Project Elephant is also considering the results of the work in Rajaji National Park and Dalma Sanctuary.4

3. PERSONALITY AND CONDITIONING OF WOMEN ADMINISTRATORS: IIPA sanctioned an amount of Rs.5,000

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to Dr. (Mrs.) Lipi Mukhopadhyay for undertaking this case study in 1993-94 and the report was submitted in the month of May 1996.

**Objective of the Study**

(i) **Objectives of the Study:** Whether Personality and perception of women are influenced by sociological reasons, rearing practices, family, etc., and their likely impact on work behaviour.

(ii) **Methodology:** Survey based research study administered questionnaire and engaged interview with Lady IAS Officers of Delhi, Haryana, Rajasthan and UP.

(iii) **Major Findings:** It does influence the personality and overall attitudes/perception of women in general. In administration gender role and perception of others influence work behaviour of lady IAS Officers.

(iv) **Major Recommendations:** Irrespective of gender issues women employees should be placed and promoted on the basis of their credentials and ability in job performance.
4. **ADMINISTRATIVE WELFARE SERVICE: A COMPARATIVE STUDY OF GOVERNMENT AND NGOs IN DELHI:** IIPA sanctioned an amount of Rs.40,000 to Dr. M.K. Narain to undertake this Research Project in the month of December 1994 and the report was submitted in the month of March, 1997.

**Summary of the Report:** The study was designed to look into the problems of implementation of a few welfare services run by government as well as non-governmental organizations related to health, vocational training and dowry with the objective to study organizational structure, financial resources, process of delivery system, reactions of beneficiaries about the services and suggestions for improvement. The methodology of the study consisted of selection of Anti Dowry Cell, vocational training and health (ICDS) units of Delhi Administration and similar organizations run by NGO. In total, 18 officials and 53 beneficiaries and 17 officials and 62 beneficiaries belonging to government and non-governmental organizations were interviewed with the help of an interview schedule.5

**Findings:** The main findings included both types of organization identified needs of the client through survey. The NGQ organizations

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5 Ibid.
were having detailed surveys than government organizations. The beneficiaries of both organizations changed Institutions due to dissatisfaction of services. The Government and NGO differed in delivery of services; the NGO services were more systematically planned than government thus received non-cooperation from beneficiaries. There was lack of feed-back about the services in government organisation. There was also lot of scope to develop NGO organization to share burden of Government.

5. DEVELOPMENT AND ECOLOGICAL ROLE OF NEEM IN INDIA

The IIPA was entrusted with the task of undertaking-a secondary material based quick study on the development and ecological role of neem tree by the Neem Foundation, Mumbai. Prof. K.N. Kabra conducted the Research Project.⁶

Overview

There are about 20 million neem trees in India. Under favourable conditions fresh fruit yield per fully grown tree is about 50 kg per year. If 50 per cent are accessible and tapped, the total annual neem seed production may well reach the level of 5 lakh tones. The present level of collection is about 25 to 30 per cent which shows the

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potential for additional employments and income generation. This is just one use. Since every part of neem tree has a multiplicity of vital and valuable uses, its total potential in fields as diverse as agriculture, forestry, agro-forestry, pesticides, increasing fertilizers nitrogen efficiency, birth control, environmental upgradation, medicine, wasteland development and rural industries is immediate.

Because of poor quality of seeds and their weak bargaining position, the seed collectors income is in the range of Rs.500 to Rs.2500 per “ton of seeds, giving a total value in the neighborhood of Rs.100 crore. As a part-time supplementary earned. With the modest target of reaching 50 per cent of the tree population, this kind of additional income just by seed collection can be given to one lakh persons. Better quality seed would fetch upto Rs.4,000 per ton which would double our estimates of neem potential.

The best way to popularize the use of neem products is through neem growing demonstration centres and bridging the gap between labs and farmers. Government, non-government organisations, can provide training to villagers for preparation of various neem products. This activity could usefully be added to TRYSEM. Care is needed in selecting trainees under TRYSEM. They should be people already connected with the activity or with an assurance that training will be
put to practical use. Government and non-government organizations can also provide assistance for setting up of small scale units in rural areas for oil extraction and simple pesticidal preparations.\footnote{Ibid.}

What is presently a less popular phenomenon is the systematic planting of neem trees. In this respect, systematic and vigorous efforts are needed by way of individual initiative by farmers, landless rural workers, horticulturists, rural artisans, unemployed youth and forest-related interests. Planned planting and propagation of neem trees mainly as a subsidiary viable economic activity has to be encouraged. The public intervention for this purpose has to be mainly by way of publicity, extension, availability of saplings, R&D, co-ordination, etc.

The organised sector has to play a more focused role in setting up R&D facilities for neem and neem-based products. The reported decision by the Ministry of Environment and Forests, Government of India, to set up a Neem Board may go a long way if it does not become a centralised monolith concentrating all powers, resource and responsibilities at the Centre. What is required is its role as a central catalytic co-ordinating and monitoring organisation. It should help local agencies to plan and implement programmes for propagating

\footnote{Ibid.}
neem and neem-based activities. It could provide assistance to the lower planning and administrative agencies without stifling local initiatives. An eminently viable activity like one based on the neem tree, with all its backward and forward linkages, requires recognition, help and removal of hurdles rather than creation of vested interests by the institution of subsidies.

What needs to be stressed is that it is both possible and desirable to integrate the neem from plantation to utilization with a number of ongoing rural development programmes, like, IRDP, Employment Assurance Scheme, DPAP, DDP, wasteland development, JRY, etc. If banks could lend against the security of neem tree and stocks of neem products at different stages of production, the capacity of the resource limited entrepreneurs to make use of neem for self-employment would go up. Organizing neem or Vriksha co-operatives or Vriksha Sena can also help the poor in pooling their resources. TRYSEM can provide critical, employment related inputs. Neem Research units in AFRI, Forest and Agriculture research centres, pesticides and fertiliser units as well as universities, scientific laboratories at many levels and in co-ordination with those connected with neem may be profitably set up. Demonstration units for neem-based products in these centres could be an effective tool of extension. Social Advertising on electronic and print media (both
official and non-official) especially in Indian languages, can take the message of neem to every hamlet, village and home.

Neem based industries are eminently suitable for meeting both the local needs, using local resources and linking up in a symbiotic manner with a number of other rural activities and industries. India has a vast fund of traditional technological knowledge about neem products, it is time the traditional processes and equipment for producing neem products are tried on actual, commercial scale and ‘learning by doing’ is used for further improvements and economic use. Economically sound and viable resource like neem needs say positive incorporation on merits in our plans and policies. Neem has too strong a case for itself to need any artificial props. The need is just to adopt it, propagate it and will carve out a niche for itself.

6. RESCUE, RELIEF AND REHABILITATION IN MAHARASHTRA EARTHQUAKE

This Research Project was sanctioned by the IIPA in 1994 and project report was submitted in the month of March 1997. Dr. M.K. Narain coordinated the Research Project. Total sanctioned amount for this project was Rs. 40,000. The earthquake in Maharashtra occurred on November 30, 1993 and the most affected districts were Latur and

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8 Report of Survey of Public Administration in India.
Osmanabad. The study was conducted in the same districts in Maharashtra in which 67 villages were damaged, 8000 people died due to collapse of housing structure and property worth of lakhs were damaged. The objectives of the study were: (a) to study organizational structure for rescue-relief and rehabilitation, financial aids, problem of coordination, role of NGO and reaction of victims.

The methodology for the study included discussion with the officials, non-officials and victims with the help of a interview schedule, at centre, state, block, tehsil and village level of two selected villages each in Latur and Osmanabad districts. Apart from this, NGO were also contacted for their reactions. In total 451 respondents were interviewed included officials, non-officials, public leaders, NGO and households.

The study found time gap between occurrence of disaster and help received by victims. Lack of coordination among various agencies, dissatisfaction about distribution of relief material, hindrance in relief efforts due to VIP movements, theft, community shelter, allotment of shelter, role of media, lack of transparency in dissemination of information to the needy.⁹

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⁹ Ibid.
7. **RURAL SANITATION: THE MEDINIPUR MODEL-A CASU STUDY**

Dr. Jaytilak Guha Roy conducted the case study which was sponsored by Ministry of Rural Areas and Employment, Government of India. The sanctioned grant for the project was Rs.15,000. The Research Project was submitted in the month of August 1996 and the report was submitted in the month of March 1997.

**Objective:** To review the laudable role played by Panchayats and NGOs in Rural Sanitation.

**Major Findings**

I. This was an intensive sanitation project based on an alternative, integrated approach.

II. It was not confined to construction and maintenance of latrines but also-sought to develop a fully integrated support system to sustain practices related to hygiene, home and environmental sanitation.

III. It was a fully self-sustaining project relying on mobilization and intermediation in communities through Panchayats and NGOs rather than on subsidy.
IV. It was based on holistic development of sanitation as a total package.

V. It made full cost recovery possible by making technology options affordable and acceptable.

VI. This case study demonstrates how the Project could achieve its physical targets with self-sustainability without having a target oriented approach in the traditional manner.

8. **Rural Banking and Service Area Approach**

The study was conducted by Dr. A. Sarada and was funded by IIPA.

**Objective of the Study:** The Service Area Approach to rural to rural lending lays emphasis on micro level planning at the branch levels and incorporates all the refinements found necessary by years of experience in the credit planning process. The main objective of the study is to make a performance appraisal of Service Area Approach in terms of improvements in the identification of beneficiaries for assistance and identification of projects/schemes etc., improvements in loan disbursements, loan recovery etc; improvements in coordination among line agencies, and monitoring of projects/schemes and finally appraisal of the staff capabilities and skills for effective operationalisation of this Approach.
Methodology: The study was conducted in Thrumalaya Palem Block of Khamman District of Andhra Pradesh. All bank branches operating in the Block were selected for the study besides the bank officials, the government officials at the Block level, lead bank officials, NABARD officials and ORDA officials at the District level and a few beneficiaries from each bank branch numbering 90 were interviewed for the study. A combination of interview, observations, verification of records was used for filling in the pre-structured schedules.

Major Findings and Suggestions

The method of linking bank credit plans to development plans under this approach has resulted in correct identifications of schemes and activities, and capable beneficiaries of those schemes. Beneficiaries are now more aware that unless they repay their previous loans they cannot approach the bank or any other agency for further loans. Recovery position is improving. Coordination between bankers and other like agencies is lacking especially in providing linkages and loan recovery. There should be a joint training of bankers as well as the officials of the coordinating agencies on an intensive scale for
improving the skills of identifying the rural capabilities and problems and issues of coordination.¹⁰

9. DEPOSIT MOBILIZATION BY RURAL CREDIT INSTITUTIONS: THE CASE OF PRIMARY AGRICULTURAL CREDIT SOCIETIES: This Research Project was sanctioned by the IIPA in the month of April 1989 and Project report was submitted in the month of September 1996. Shri Pranab Banerji was faculty Incharge of this Project. Total sanctioned amount for this project was Ps. 20,000. The study develops a theoretical framework to explain rural deposit mobilization and puts, it to empirical testing. Besides giving a descriptive amount of deposit mobilisation by Primary Agricultural Credit Societies (PACS) in India and a brief survey of the literature on rural deposit mobilisation in developing countries, the study attempts to construct a theoretical model of peasant-household deposit behaviour, followed by an econometric analysis of the factors that have affected the growth of deposits of the PACS in the country. The results show that the effectiveness of financial liberalization policies in rural deposit mobilisation may be limited as rural deposits are not responsive to interest rates; instead, these are highly responsive to the physical expansion of financial

institutions. It also shows, that in the context of peasant-household decision-making, a very high deposit rate may, in fact, lower farm investment by peasant households.

B. CONSULTANCY ASSIGNMENTS

1. COST OF BUSINESS TRANSACTED AT PARLIAMENT-CONSULTANCY ASSIGNMENT: The Ministry of Parliamentary Affairs, Government of India gave a consultancy assignment to workout the cost of Business Transacted at Parliament. The assignment led to designing of a methodology to workout cost of a Business Transacted at Parliament. Considering the laid out procedure for drafting of a bill-official as well as non-official-and for enactment of legislation, and also the existing system of account heads and record keeping, three alternative approaches were designed to workout the cost of business transacted. Cost per hour of business transacted in each House was adopted as the basis for estimation of cost for business transacted. Alternatively cost per hour of each House as well as of each Committee was used as the basis. Total number of business hours ‘Budgeted’ for each House and for various Committees were recommended as the parameter for estimation of cost per hour. Cost centre concept approach was recommended as
another approach to ascertain the cost; and centres or divisions, each contributing, directly or indirectly, to the performance of a business were to be identified from the two Houses-of the Parliament.

2. **RECASTING INDICES FOR DEVELOPING COUNTRIES:** Dr. Aasha Kapur Mehta conducted the present Consultancy Assignment which was sponsored by Karnataka Women’s Information and Resource Centre together with National Commission for Women and UNOP Human Development Report Office, New York. The sanctioned grant for this consultancy assignment was Rs. 10,000. The grant was made available in the month of February 1996 and the final document was submitted in the month of October 1996.

**Objectives of the Study**

To look at the HDR of the UNDP critically as also its assumptions, measuring devices and ranking and construct alternative indices and evolve guidelines for future HDRs.

Plan and Steer an International Technical Workshop on ‘Building a Framework for Measuring Gender Equity’. Analysed the Gender Empowerment Measure developed by the UNDP. Constructed
alternate indices of gender empowerment for 16 states of India including representation at the Panchayat level and exercising the right to vote.

**Major Findings and Recommendations**

The UNDPs Human Development Report uses various indicators to rank countries on the basis of their performance in the sphere of human development. These indicators include the human development index (HDI), the gender development index, (GDI) and the gender empowerment measure (GEM). The Director, UNDP Human Development Report Office, New York and KW1RC co-sponsored an International Technical Workshop on the Human Development Report at Bangalore in May, 1996. The objective was to put together a group of 18 professionals and experts from different parts of the world to look at the Human Development Report of the UNDP critically, as also its assumptions, measuring devices and ranking, construct alternative indices and evolve guidelines for future HDRs. The task for this assignment was to:

I. plan and steer the workshop
II. analyse the Gender Empowerment Measure in terms of the inadequacies of the index and use a third world perspective to construct an alternate GEM for India.

UNDP’s GEM seeks to determine the degree to which men and women participate actively in professional, political and economic activity and take part in decision-making.\(^{11}\) Specifically, the HDR measures GEM on the basis of indices pertaining to the following three variables:

(I) Power over economic resources, measured by per capita income,

(II) Access to professional activities and participation in economic decision-making based on share of jobs in the professional, technical, managerial and administrative,

(III) Political opportunities and decision-making reflected by share of parliamentary seats.

The 1995 HDR, estimates GEM for 116 countries and notes that only nine countries have GEM values above 0.60 while 24 countries have values below 0.25. While such an index may reasonably reflect the level of relative disparities in empowerment in the west, it is inadequate in the context of the Third World in that it captures a very

\(^{11}\) Ibid.
small segment of the population. Three alternate indices of gender empowerment were constructed for 16 states of India, based on the following indicators:

1. Representation in the Lok Sabha
2. Representation in the state legislature
3. Representation in the gram panchayat
4. Representation in the Panchayat Samiti
5. Representation in the zilla parishad
6. Literacy rate
7. Exercising the right to vote
8. Life expectancy
9. Per capita income

The analysis clearly shows that:

(i) Affirmative action in terms of the constitutional amendments has had a tremendous impact on reducing the inequalities in political representation at the levels of the Gram Panchayat, Panchayat Samiti and Zilla Parishad.

(ii) Male-female inequality is almost non-existent when measured in terms of the electorate exercising the right to vote. In other words, where one segment of society does not “take away” from another, differentials are low.
(iii) Gender differentials are very high in terms of the income index.

(iv) The scores and ranks attained by the different states for each of the variables reveal gender-based disparities that can be drawn from meaningfully used by policy makers and analysts.

(v) Lack of accurate data especially gender-desegregated data is another area that needs attention.

The scores and ranks attained by different states for each of these variables could be meaningfully used by policy makers and analysts.

Outcomes

(i) The results were presented and discussed at an international technical workshop on “Building a Framework for Measuring Gender Equity” held at Bangalore in May, 1996. The paper entitled “Recasting Indices for Developing Countries: A Gender Empowerment Measure” was published in the Economic and Political Weekly, October 26, 1996.
(ii) A co-authored report covering the papers prepared for the workshop is being published.

3. RURAL WOMEN’S DEVELOPMENT AND EMPOWERMENT PROJECTS

The consultancy on Rural Women’s Development and Empowerment Project was sponsored by the (World Bank Resident Commission, in the month of July-1996 and report was submitted in the month of September 1996. This consultancy assignment was undertaken by Dr. Aasha Kapur Mehta.

Terms of Reference

I. to participate in the World Bank—MYRADA information dissemination workshop at Hasur on “Planning and Implementation of the Rural Women’s Development and Empowerment Project”, July 2-6, 1996.

II. to attend the workshop on Monitoring at ISEC, Bangalore on July 5, 1996.

III. to prepare the Terms of Reference for market surveys, techno-economic surveys and design consultancies to be used by the states implementing the project.
4. TRAINING NEEDS ASSESSMENT FOR MUNICIPAL AND URBAN DEVELOPMENT AUTHORITIES

The Ministry of Urban Affairs and Employment, Government of India sanctioned a grant of Rs.80,000 for undertaking this Research project in the month of July, 1995 and the report was submitted in the month of July, 1996. This research project was undertaken by Prof. Girish K. Misra.

Objectives of the Study: To assess the training needs of municipal and urban development agencies.

Major Findings

1) The study aimed at identifying training needs for municipal and urban development in view of the present requirements, like Constitution Amendment Act, Sustainable Development, Privatization, etc.

2) The case study of GBMC (Greater Bombay Municipal Corporation) has shown the specific training requirements of various officials-senior and middle level in administration, personnel and accounts departments of the Corporation.
3) The continuing programme of training and information to support training courses has been suggested.

Recommendations

1) The need for in-house training centres or units in municipal corporations has been established, GBMC has one such unit.

2) The participation of NGO’s voluntary agencies and private sector in municipal development works has been brought out.

3) Available training facilities should be utilized.

4) Education in training in municipal development should be imparted in universities and institutions of public administration.

5) Motivation for training and application of knowledge gained should be provided by municipal corporations in the country.

6) Based on the case study of GBMC, the training needs assessment (TNA) in the country for municipal and urban development should be undertaken by UFA to provide more realistic basis.
5. ECODEVELOPMENT

The IIPA was requested by the Ministry of Environment and Forests, Government of India, to coordinate the preparation of the project proposal on eco-development for possible funding by the World Bank and the Global Environment Facility (GEP). The cost of preparation was met by the United Nations Development Programme (UNDP). Shri Shekhar Singh conducted this consultancy assignment.

As the co-ordinating agency, the tasks undertaken by the IIPA included the following:¹²


2. Assisting the MOEF in identifying the sites that were to be taken-un under the eco-development project.

3. Identification of individual national consultants and other national and regional NGOs, and institutions who could assist in the project formulation.

4. Developing the terms of reference and supervising the work of these national consultants and participating NGOs and Institution.

5. Developing indicative plans for each of the sites selected.

6. Developing a comprehensive country proposal, based on the indicative plans developed for each of the selected sites, and including indicative budgets, details or monitoring and evaluation systems, proposed institution and structure, and a plan for research.

7. To discuss the proposed country plan with various experts and stakeholders both within and outside the government, at the national, state, district and village levels.

8. To finalize the country proposal and assist the Government of India in negotiating with the World Bank and the GEF for financial support.

The output of the assignment are briefly described below:

1. The concept of eco-development was developed in a participatory manner and got approved from the Ministry of Environment and Forests. Briefly, eco-development is:

- An approach at conserving ecologically sensitive areas, especially national parks and sanctuaries;
• Conserving them in a way in which the local communities dependent on these areas for their basic needs are provided appropriate alternative sources of biomass and incomes.

• Planning and implementing such activities in a participatory manner which is site specific and micro level.

• Setting up institutions to sustain eco-development activities and to involve the local communities in the management of national parks and sanctuaries.

2. **Eight sites were chosen for inclusion in the eco-development project. These were:**

• Ranthambhore National Park in Rajasthan,
• Bose Tiger Reserve in West Bengal
• Gir National Park in Gujarat
• Periyar Tiger Reserve in Gujarat
• Pench National Park in Madhya Pradesh
• Nagarhole National Park in Karnataka
• Palamau Tiger Reserve in Bihar
• Similipal Tiger Reserve in Orissa
Involvement of the IIPA in Administrative Reform Commission (ARC)\textsuperscript{13}

The initial work of the Administrative Reforms Commission (ARC) was undertaken on March, 23, 1961. The Director of the Institute was made a member of ARC study team, which made some special studies such as:

1) Machinery of Government
2) State Level Administration
3) Delegation of Financial Powers and
4) Relationship between Citizen and Administrators, at the instance of the ARC.

On the recommendations of the Commission, the Government of India sanctioned an overall grant of Rs. 92,000 to the IIPA to meet the cost of these studies. Consequently, based on the recommendations of ARC, various fields of activities opened out for lending of specific services by the Institute. After carrying out a series of detailed enquiries and restructuring of the ministries, departments, administrative agencies, etc., on the broad principles as recommended by the Commission, there was a felt need for utilizing

\textsuperscript{13} Indian Institute of Public Administration, the Organization of the Government of India, Monthly News Latter.
the services of an agency like the IIPA. After is recognition as a wing of ARC, the Institute conducted 29 research studies and organized useful seminars, workshops and conferences under the framework set forth by the Commission.

CENTRE FOR URBAN STUDIES

In the year 1966, a national centre known as Centre for Municipal Administration was established at the IIPA under the sponsorship and full financial support of the Union Ministry of Urban Development and Poverty Alleviation. Later on, it was named as Centre for Urban Studies (CUS). The Centre undertakes research training and consultancy on various problems and aspects relating to municipal administration and urban management. So far, the Centre has conducted 295 short duration training courses for senior executives of urban administration and published in-depth studies on various issues of urban governance. It has also provided a platform through national seminars and workshops for wider debates on urban problems of topical interest.

In the beginning, there was an Advisory Committee for directing and conducting the academic activities of the Centre. The Chairman of the Committee was the Union Minister for Urban Development and Poverty Alleviation. In 1999, it was converted into a Steering
Committee under the chairmanship of Director, IIPA, so as to provide overall guidance for research and training activities of the Centre. The Steering Committee also reviews aspects relating to urban policy formulation at central and state levels and suggests measures for building management capabilities at the local level.

The Re-organization of the IIPA

A Report of the Evaluation Committee (November, 1966) under the chairmanship of Shri. B.G Barve\textsuperscript{14} reviewed the working of the Institute and evaluated the progress of research work and made certain structural improvements/adjustments after stabilizing the functional activities such as research, consultancy and training. The Committee recommended a leading and coordinating role/of) the IIPA in improving the quality of teaching materials by way of case studies and action research in the area of public administration to meet the future challenges of the country. To this effect, the Executive Council of IIPA in its meeting held on April 12, 1969 set up a Working Group for streamlining the internal administration of the Institute.

On 24\textsuperscript{th} March, 1971, a sub-committee of the Standing Committee under the chairmanship of Shri P.L Tandon was appointed to examine the financial status and activities of the Institute. The Committee

\textsuperscript{14} Report of the evaluation committee, op. cit. P. 45.
submitted its report in July 1971. The report is divided into two main categories:

a) budgeting re-organisation and
b) re-organisation of the structure and academic activities.

At this point of time, it was considered necessary to examine the next stage of the IIPA’s development and to initiate self-renewal. Eight units of the Institute, viz., Administrative Theory and Behaviour: Case Studies: Citizen Administration; Financial Management; Industrial Administration; Municipal Administration; Organization and Methods; and Consultancy, functioning since 1961 were abolished with effect from 1972 and organization of academic work at the Institute was rationalized. It was decided to have a careful examination of IIPA’s tasks and perspectives.

Based on the recommendations of a Working Group on streamlining the internal administration of the Institute sort-of guideline for action was formed on the basis of the recommendations of a Committee of Action set up on February 8-9, 1975 under the chairmanship of Dr. B. Venkatappiah. As a result of the recommendations, re-organization of the Institute took place with the help of a perspective plan. Accordingly, the tasks of the IIPA were divided into five groups, viz.,

(i) Economic Administration (ii) Financial and Budgetary
Administration (iii) Qualitative Area, (iv) Behaviour Sciences - Political Science, Sociology and Psychology and (v) Personnel Management and Industrial Relations, and three Task Groups, *viz.*, (i) Research, (ii) Training and (iii) Consultancy.

After this re-organization pattern, the Institute proved to be successful in its ventures and contributed to the dissemination of knowledge by imparting fresh training activities, initiating research programmes in the field of development administration, financial management, public sector enterprises, social welfare and criminal justice administration.

**Visit of Smt Indira Gandhi**

The Institute was honoured to have its President Smt. Indira Gandhi, the then Prime Minister of India, to preside over the Seventeenth Annual General Body Meeting held on October 22, 1971. Still addressing members of the Institute, she pleaded for a new approach in solving problems. Her speech ranged issues like awakening the political consciousness of people and their expectations from political parties, the training of civil servants, the respective role of generalists and specialists – to administrative reforms.
Centre for Rural Development Administration (CRDA)

In 1976, the Government of India, Ministry of Finance sanctioned a grant for the establishment of a Centre for Rural Development Administration, (CERA) at the Institute. The aim of the Centre was to develop expertise and knowledge in one of the major developmental concerns of the country. CRDA has how become a core part of the Institute in providing long-term planning and direction in conducting research, consultancy and training programmes. For the last three decades of its operation, the Centre has been successfully conducting its tasks and functional responsibilities in the field of Decentralized Administration, Panchayati Raj, Poverty Alleviation programmes, Integrated Rural Development Programme ,(IRDP), Training for Rural Youths for Self Employment (TRYSEM), National Rural Employment Programme (NREP), Development of Women and Children Development in Rural Areas (DWCRA), Indira Awas Yojana (IAY), Agricultural Administration and Management of Rural Poor - Bonded Labourers Rehabilitation Programme, Rural Industrialization, District Rural Development Agency (DRDA), Rural Leadership and Evaluation of the Programmes of Minority and Backward Classes. Since its inception, the Centre for Rural Development Administration has remained actively involved in the conduct of village study programme of the APPPA. The Centre has conducted and published several
research 'studies and contributed its expertise at different national and international seminars /conferences.


Based on the Report of Academic Committee headed by Dr. Y.K. Alagh, Member of Planning Commission set up by the Union Government in November 1988, necessary measures were taken to upgrade IIPA’s training programmes and other supporting academic activities being sponsored by the Department of Personnel and Training.

**UNDP Project-Strengthening and Upgrading IIPA**

This project commenced in April 1992 with the aim of assisting institutional building to strengthen administrative capabilities, commensurate with the present and future needs of public management. It envisaged problem-specific policy studies, consultancy and executive development programmes for the Institute for greater efficiency in setting and pursuing development goals. The operational responsibility for planning and organizing the various elements of the project was coordinated by the Department of Personnel and Training in close collaboration with the Institute. In

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view of the national significance of the project, the Department of Economic Affairs maintained a close liaison with the DoP&T and IIPA with regard to the proposed activities and output of the project.

In January, 1993, two international experts namely Dr. D. Cecil R.Rajana and Dr. Raymond Gastil joined the Institute for conducting two research studies on (i) Development of New Alternative Social Indicator System for understanding the current situation and (ii) Strengthening Democracy at all levels including analysis of the meaning and significance of decentralization. Another significant component of the UNDP project was the award of short-term fellowships to faculty members who were assigned to reputed institutions abroad. In July, 1998, Shri J.S. Baijal in his report\textsuperscript{16} examined the capability of I.I.P.A to:

i) promote, organize and conduct the study of public administration and

ii) enable IIPA to play its role in bringing about the needed changes in administrative structure and functional activities, i.e., research, training and consultancy.

The report also deals with the capacity enhancement of IIPA faculty through different measures both inside and outside the organization along with improving the infrastructural facilities and reorienting the performance of tasks effectively and efficiently in the changing circumstances.

**Use of Hindi**

The Raj Bhasha Implementation Committee of the Institute under the chairmanship of the Director continues to promote the use of Hindi in the working of the Institute, it organizes an Annual Hindi Essay writing, Competition and scholars/practitioners are invited for using Hindi as a means of administration. The medium of discussion after the lecture is over is also in Hindi. On this occasion, the staff association of the IIPA arranges for social and cultural activities, in which all members of the staff and their family members participate.

**National Centre for Disaster Management (NCDM)**

The NCDM Division, which was part of the Department of Agriculture and Cooperation, Government of India, established the NCDM on March, 15, 1995 at the Institute. This Centre functions as a nodal centre in the country for human resource development in the area of

17 Ibid.
disaster management, disaster mitigation and for tackling disasters. Since June 2002, the NCDM has been functioning under the Ministry of Home Affairs, Government of India.

This Centre, besides gearing up the national, state and district level administration for tackling calamities, also coordinates research, case studies and training programmes. It is building up a data base on natural disasters with specific case studies. The Centre is in the process of networking with various academic institutions and Non-Governmental Organizations (NGOs) involved in disaster management activities. It is also disaster management cells located at state level institutes in Uttar Pradesh, Haryana, Himachal Pradesh, Assam, Tamil Nadu, Orissa, Maharashtra, and Rajasthan, in their training and research programmes.

The Centre has organized 98 training programmes and five workshops and brought out 11 publications during the period, 1995 - 2003. A total of 2,036 officers have participated in these programmes. Apart from this, it was involved in documenting the recent earthquake in Gujarat. After the devastating earthquake in the State, the National Committee on Disaster Management was constituted under the chairmanship of Prime Minister of Indian and Shri Sharad Pawar MP as Vice-Chairman, with a mandate which
includes suggestions for suitable legislation and institutional measures to deal with such calamities in future.

**Honouring Distinguished Persons**

At the Annual General Body Meeting held on 23rd October, 1998, the following distinguished members were honoured by Shri Krishan Kant, Vice-President of India and President of the Institute for their valuable contribution to the development of IIPA and to the cause of public administration:

1) Dr. B. Venkatappiah, ICS (Retd.), former Chairman, IIPA’s Standing Committee Posthumous)

2) Shri LP.Singh, ICS (Retd.), former Vice-President of IIPA and former Editor.UPA (Posthumous);

3) Dr. J.N.Khosla, former Director, IIPA C Posthumous); and

4) Prof. M.V.Mathur, former Vice- President, IIPA.

Shri T.N. Chaturvedi, MP and Vice-President of the IIPA was elected as Indian Representative on the Executive Board of UNESCO at the General Conference held in Paris in October, 2001. Shri. Chaturvedi was also appointed as Vice-President and Chairman, Executive Council, Nehru Memorial Museum and Library Society, which is
headed by the Prime Minister Atal Behari Vajpayee? He is also on the Executive Council of the National Book Trust and is presently Governor of Karnataka.

**Visit of the Prime Minister of India**

On the Alumni Day of IIPA celebrated on 29\textsuperscript{th} March, 1999, Prime Minister Atal Behari Vajpayee in his valedictory address to the participants of 24\textsuperscript{th} APPPA, stressed that the IIPA needed to benchmark “itself amongst the best institutions in the world”. He said, “We need an administrative system that is responsive, transparent, efficient and caring. Its efficiency should be clearly demonstrated in its results at the least cost to the exchequer. The subject of administrative reforms, and the supportive legal reforms, will be a priority for my government in the coming months. In this endeavour, we seek the assistance to Institute like the IIPA”.

**Visit of His Holiness, The Dalai Lama**

In March, 2002, the IIPA was blessed by the visit and benediction of His Holiness. The Dalai Lama who spoke on ‘Ethics and Governance on the Foundation Day Lecture and Convocation Address of the 27\textsuperscript{th} APPPA. His Holiness observed that knowledge alone was not enough, it must be combined with the voice of the heart. Stressing the need
for a long-term vision for implementation, he considered it necessary for politicians and administrators to serve the people through greater sensitivity, honesty and truthfulness for the all round development of society. He felt that it was the responsibility of administrative officials to make the governing machinery effective by eschewing self gratification and lethargy. He also appealed to politicians to effectively discharge their development role.

**Review of the Constitution of India**\(^\text{18}\)

A major exercise has been undertaken by the Government of India in the form of a “Review of the Working of Indian Constitution”. In this context, the IIPA took the initiative by organising a national seminar entitled, “Constitution Review-A Major Concern” on April, 29-30, 2002, which was conducted jointly with the Indian Council of Social Science Research (ICSSR). The Seminar was inaugurated by Shri Ram Jethmalani, the then Union Minister of Law and Company Affairs. Shri Arun Jaitley, Union Minister of Information and Broadcasting gave the valedictory address.

\(^{18}\) Ibid.
Directors Meeting with the President and Vice-President of India

Dr. P.L. Sanjeev Reddy, called on Dr. A.P.J. Abdul Kalam, President of India on July 22, 2002 and Shri Bhairon Singh Shekhawat, Vice-President of India on August 22, 2002, at Rashtrapati Bhawan. Dr. Reddy appraised them of the wide ranging academic activities of the Institute. The President and Vice-President expressed their appreciation for the activities of the Institute. The Vice-President observed; “IIPA is poised to play a key role in upgrading skills and changing mindsets of the administrators to make public administration more citizen-friendly.”

EVALUATION, REVIEW AND ACTION COMMITTEES!

The Institute has achieved considerable success towards the attainment of its objectives. In the past the objectives and functioning of the Institute were examined by Evaluation, Review and Action Committees. These committees called for structural and functional changes in the working of the IIPA with the help of a perspective plan, by pursuing action, research, consultancy works, case studies and conducting professional and objective-oriented training courses. In fact, these courses serve the dual purpose of providing an opportunity for dissemination of information and
knowledge, as well as throwing up various issues of public administration. The in-built system of evaluation of the APPPA and Management Development Programmes stimulates necessary modifications in accordance with the changing needs and requirements in the functioning of government.