

FIFTH DR. RAKESH HOOJA MEMORIAL LECTURE



**INDIAN INSTITUTE OF
PUBLIC ADMINISTRATION**

Indraprastha Estate, Ring Road, New Delhi

iipa.org.in



GANDHIJI'S TALISMAN

“ I will give you a talisman. Whenever you are in doubt or when the self becomes too much with you, apply the following test:

Recall the face of the poorest and the weakest man whom you may have seen and ask yourself if the step you contemplate is going to be of any use to him.

Will he gain anything by it? Will it restore him to a control over his own life and destiny? In other words, will it lead to Swaraj for the hungry and spiritually starving millions?

Then you will find your doubts and your self melting away ”



Mohandas Karamchand Gandhi

Mohandas Karamchand Gandhi

**FIFTH DR. RAKESH HOOJA
MEMORIAL LECTURE**

on

**PUBLIC ADMINISTRATION:
OPPORTUNITIES AND CHALLENGES
IN EMERGING INDIA**

December 18, 2019

by

Smt. Shailaja Chandra
Former Chief Secretary, GoNCT, Delhi

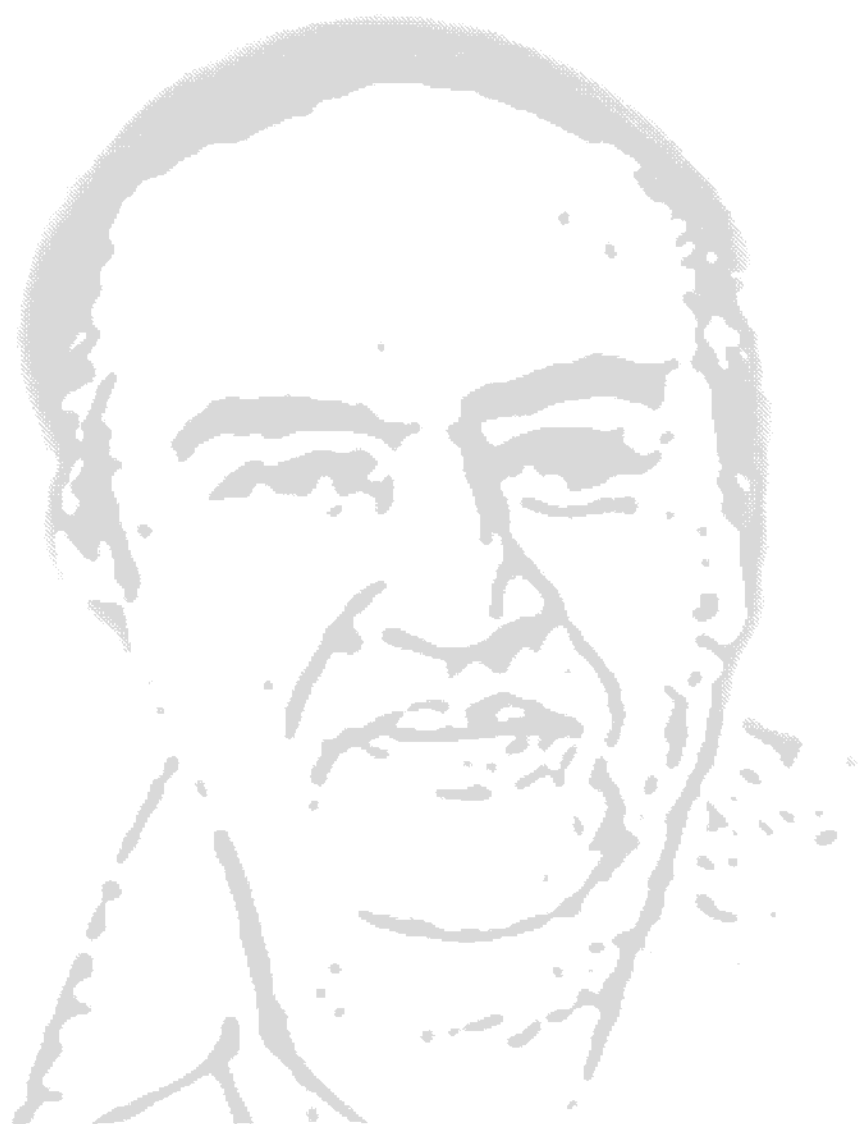
Proceedings Edited by

Prof. C. SHEELA REDDY
Chair Professor

DR. AMBEDKAR CHAIR IN SOCIAL JUSTICE



**Indian Institute of Public Administration
New Delhi**



FOREWORD

I am indeed glad that IIPA is bringing out this valuable booklet on the Fifth Dr. Rakesh Hooja Memorial Lecture held on December 18, 2019. The growing regularity of this Lecture Series is a matter of great satisfaction, as we pay our tribute and honour to Dr. Rakesh Hooja, who as Director IIPA and dedicated civil servant contributed immensely to Public Administration and Governance, both administratively and academically. His writings and publications are a testimony to his commitment, erudition and scholarship.

The Lecture on 'Public Administration: Opportunities and Challenges in Emerging India' delivered by Ms. Shailaja Chandra, Former Chief Secretary, GoNCT, Delhi and a distinguished administrator has touched a very broad canvas on the subject of governance and its challenges in our country.

I am thankful to Ms. Shailaja Chandra for her extensive coverage and am sure that it will generate thought and action for those who seek better governance in our country.

The Indian Institute of Public Administration feels privileged to have organized this lecture in memory of Dr. Rakesh Hooja for his contribution to the science and art of Public Administration and to the institute. I am also thankful to Mrs. Meenakshi Hooja, and the family for helping the institute in organizing this Fifth Lecture. I appreciate the efforts of Dr. C. Sheela Reddy, Chair Professor, Dr. Ambedkar Chair in Social Justice who has been entrusted with the responsibility of organizing this Lecture.



Surendra Nath Tripathi

Director
Indian Institute of Public Administration

ACKNOWLEDGEMENTS

The Fifth Dr. Rakesh Hooja Memorial Lecture on 'Public Administration: Opportunities and Challenges in Emerging India' was organized by Indian Institute of Public Administration (IIPA) on December 18, 2019. The Lecture was delivered by Ms. Shailaja Chandra, Former Chief Secretary, GoNCT, Delhi.

I am extremely grateful to Shri T. N. Chaturvedi, Former Governor of Karnataka and Chairman, IIPA, for taking a keen interest in organizing the event. I express my sincere gratitude to Shri S. N. Tripathi, Director, IIPA for his support and guidance.

I wish to place on record my sincere gratitude to Mrs. Meenakshi Hooja, for constantly being in touch with IIPA, rendering timely advice and facilitating the smooth conduct of this Memorial Lecture. I am deeply indebted to Ms. Shailaja Chandra for setting the stage of this publication by delivering an insightful and erudite Lecture.

I am thankful to the Publication Division, IIPA for the timely assistance in giving a shape to this publication. I duly acknowledge the support received from Shri Anil, Computer Operator, Dr. Ambedkar Chair in Social Justice in this endeavour.

C. Sheela Reddy

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WELCOME REMARKS

PROF. C. SHEELA REDDY

This is a solemn occasion as we remember and celebrate the life and achievements of Dr. Rakesh Hooja, an administrator who had a profound academic orientation. On behalf of Director, IIPA, Shri S.N. Tripathi, it gives me immense pleasure to accord a warm welcome to all on the occasion of the Fifth Dr. Rakesh Hooja Memorial Lecture. The Lecture, is being organized in the honour and memory of Dr. Rakesh Hooja who served as Director, IIPA from August 6, 2010 to September 7, 2012. Ms. Shailaja Chandra, Former Chief Secretary, Government of National Capital Territory of Delhi, has kindly consented to deliver the Fifth Dr. Rakesh Hooja Memorial Lecture on the topic 'Public Administration : Opportunities and Challenges in Emerging India'. I accord a warm welcome to her.

We also have on the dais Shri S.N. Tripathi, Director, IIPA and Former Secretary, Ministry of Parliamentary Affairs, Mrs. Meenakshi Hooja, a 1975 batch IAS of Rajasthan cadre and wife of late Dr. Rakesh Hooja. As is the tradition, we commence the programme by lighting the lamp to the portrait of Dr. Rakesh Hooja and paying floral tributes. I request our Director to offer a traditional welcome to the distinguished guests on the dais by presenting the *Angavastra* of IIPA.

I take this opportunity to extend a warm welcome to the participants of 45th Advanced Professional Programme in Public Administration (APPPA). Under the aegis of the Department of Personnel & Training, Ministry of Personnel, Public grievance and Pensions, Government of India, APPPA is a ten months' programme, designed for senior officers of the All India Services, Central and Defence services. I also welcome the participants of the training programme on public administration from the Central Tibetan Administration and international participants.

A very warm welcome to the faculty, senior administrative staff of IIPA and, most importantly, the family/friends of Dr. Rakesh Hooja,

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Shri Prasanna Kumar and Prof. Arvind Kumar. Your presence on this occasion is encouraging and motivating.

We have been conducting Dr. Rakesh Hooja Memorial Lectures since 2015. Even in the past, the Lectures were delivered by eminent people on the topics like 'Issues Relating to 73rd Constitutional Amendment' in 2018 by Smt. Sudha Pillai, 'Governance for Water Security in the 21st Century: Framing of Institutional Choices, by Prof. Dinesh K. Marothia. Dr. N.C. Saxena spoke on 'Bridging the Gap Between Academia and Administration'. Shri Ajit Seth delivered the First Lecture on 'Challenges of Administration in the 21st Century'.

We are honoured to have amidst us Ms. Shailaja Chandra, a distinguished civil servant. She has been a career civil servant in the Indian Administrative Service, having held assignments in the Central Government, in the Ministries of Defence, Power and Health. Ms. Chandra was posted in the States of Manipur and Goa, and the Union Territories of Delhi and Andaman and Nicobar Islands. Ms. Chandra has spent over 15 years dealing with hospitals, medical education and public health as Joint Secretary, Additional Secretary and Secretary in the Health Ministry. She later distinguished herself as Delhi's only woman Chief Secretary. Since retirement, Ms. Chandra has held assignments in the Government, the NGO sector and has been functioning as an independent Director of the Boards of a range of companies. Some of her current assignments include - Chairman of a committee set up by the National Green Tribunal on the rejuvenation of the Yamuna and abatement of pollution in the river, President of Transnational Health Science and Technology Institute, an autonomous institute of the Department of Biotechnology, Member of the independent Commission on Health, Chairman of the Governing Board of *Chetna* engaged in furthering projects for health, nutrition, education and communication of women and children, and also independent Director on the Boards of two companies engaged in cement manufacture and Ayurvedic products and therapy.

She has to her credit many distinctions and awards. She is the recipient of International Clean Cities Award on behalf of Government

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of Delhi for converting the largest fleet of public transport vehicles to Compressed Natural Gas (CNG). Under her stewardship as Chief Secretary, Delhi, the Government's programme *Bhagidari*, a citizen-Government partnership, received the United Nations Prize for Transparency, Accountability and Responsiveness in Public Service and also best e-Health Award for successfully creating an interactive platform to view the special distribution of health facilities in all districts in India, using Census data superimposed on GIS maps. Besides, a Special Award for Advocacy on Population Issues was given to Ms. Shailaja Chandra by United Nations Population Fund (UNFPA), largely for creating public awareness about inter-linkages between social development, gender and population issues. She is also the recipient of Excellence and Achievement Award in Public Administration by the Miranda House Alumni Association.

Ms. Chandra is an invited speaker by several international and national level organizations to speak mainly on experiences of participatory governance, population issues, gender and women's progress. She also contributes regularly on these aspects in leading national dailies like *Hindustan Times*, *Indian Express*, *Deccan Herald*, *The Hindu* and *The Times of India*, and is also consulted by the media on these issues. She has many interesting writings and chapters in books. *Probity in Public Life* is a dissertation published by the Institute of Advanced Studies, Nantes, France as pursuant to a Fellowship awarded at the Institute. One of her exciting books is *It Crossed my Mind*.

We really look forward to this Fifth Dr. Rakesh Hooja Memorial Lecture by Ms. Shailaja Chandra.

ABOUT DR. RAKESH HOOJA

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

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

Dr. Hooja took voluntary retirement from Indian Administrative Service in 2010 on his appointment as the Director, IIPA. He was

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

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

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good stead in shaping and implementing programmes and policies at different stages.

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

OPENING REMARKS

SHRI S. N. TRIPATHI

Director, Indian Institute of Public Administration

Respected Chief Guest and chief speaker for the day, Madam Chandra, Madam Hooja, Prof. Reddy and dear friends, it gives me immense pleasure in welcoming you once again on a solemn occasion when we are having a Lecture in the memory of Dr. Rakesh Hooja. You just had a brief about him. I am one of those who believe that –

Jis qaum ko mitne ka ehsas nahin hota
Uss qaum ka duniya mein itihās nahin hota

(The community which does not care about its existence will eventually decline and become extinct).

I am happy to share that today IIPA remembers its former Director Dr. Rakesh Hooja with great pride and honour. We feel grateful to the Hooja family for agreeing to be with us even after his departure and continue to support us in this endeavour.

Dr. Hooja was a versatile genius with wide knowledge and varied interests. He evinced keen interest in the areas of administration and governance and wrote extensively on them. His writings reflect multi-disciplinary approach in analysing critical problems.

I have no words to add at this stage because we are in for a very good Lecture under the dynamic stewardship of Ms. Chandra. So, I do not want to stand between you and her today. Thank you very much and once again a warm welcome to each one of you.

REMINISCENCES

MRS. MEENAKSHI HOOJA

Chief Guest and speaker for today's Lecture, respected Smt. Shailaja Chandra, Director IIPA, S. N. Tripathi, Prof. Sheela Reddy, faculty and staff of IIPA, distinguished guests and participants, friends and family, ladies and gentlemen, on behalf of our family and my behalf, I would like to extend a very warm welcome to everyone present here who has made an effort and taken out time to attend this Fifth Dr. Rakesh Hooja Memorial Lecture today.

I am indeed grateful to IIPA for organizing this Lecture on an annual basis and would like to acknowledge the special guidance and encouragement given by the Chairman, IIPA, Shri T.N. Chaturvedi, who is not here because of health issues, as also former Director, IIPA, Dr. T. Chatterjee. Shri S. N. Tripathi, Director IIPA has been very enthusiastic and supportive in this programme. Prof. Sheela has been organizing this Lecture from the beginning and also provides round the year help, including bringing out this publication for which I am thankful.

Smt. Shailaja Chandra, the speaker today, is an extremely distinguished civil servant, an authority in her own right and known for her high calibre and integrity. With her in-depth knowledge, wide vision and first hand experience, I am sure her Lecture on 'Public Administration: Opportunities and Challenges in Emerging India' would enlighten and make us all wiser. I am very thankful to her that she immediately agreed to the request to deliver the Lecture.

Many of those present here knew Rakesh well but many more may not know of him. Prof. C. Sheela Reddy has already brought out many aspects of his professional life but I will add a few more details from a personal aspect. To begin with, I would like to say that he considered his selection and posting as Director, IIPA as one of his best and finest. We first came to know of it while sitting in Raj Bhawan where I was posted as Secretary to Governor, on 26th June, 2010, and

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his immediate reaction was that he could not have given me a better birthday gift. So thrilling was the moment. The reason behind this feeling of celebration was a little more serious that though Rakesh joined the Indian Administrative Service and had a satisfying and a good career, he was at heart a scholar and an academic and felt he could combine the two in this prestigious institution. The fact that it was set up on the recommendation of Sir Paul H. Appleby and inaugurated by Pandit Jawaharlal Nehru in 1954 added to the honour.

As brought about by Sheela, Rakesh was born in London in 1950. His mother, Smt. Usha Rani, was learning sculpture at the Regent Polytechnic and father, Shri B. Hooja, was a broadcaster at British Broadcasting Corporation. After some time, they came back to India. She distinguished herself in sculpture, making the well-known Police Memorial in Jaipur as early as in 1963. Shri Hooja joined the Indian Administrative Service in special recruitment, making Rajasthan his home, after a brief stint, in Delhi. Rakesh, therefore, who perhaps always nursed a little regret in some small corner of his heart that he missed British citizenship, became an Indian citizen. After postings in Jodhpur, Chittor and Shimla, the family settled in Jaipur and Rakesh studied in St. Xaviers, Rajasthan College, for Political Science (Hons.) and Department of Political Science, University of Rajasthan, for his Masters, all in Jaipur.

It was while pursuing the studies that he got interested in writing and became the Editor of X-Rays, the school magazine. His creative and literary side showed up in articles published in Junior Statesman, Enact, Illustrated Weekly of India, the major journals at that time. However, soon he shifted to academic writings and even got his first article on 'District as a Planning Unit' published in the Indian Journal of Public Administration (IJPA) in 1973. Of course, later, after joining the service, his articles became more administrative and academic. It is difficult to imagine how anyone can be so passionate and have a *Junoon* for writing, publishing, editing. All his rooms were full of books and papers which no one was allowed to touch. When, in 2015, I tried to catalogue the writings, the number was more than

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450, including books etc.! The staff in the Central Administrative Tribunal at Jaipur wondered what was happening and only when they saw his name on every book and article did they overcome their disbelief. He wrote on varied subjects, including District Administration, Water Resources, Command Area in Chambal, Kota, and Indira Gandhi Canal Project, Federalism, Panchayati Raj, Rural Development, Training of Civil Servants. I am indeed very happy and grateful that Director Shri Tripathi has agreed to put on the website a catalogue of his writings, details of this Lecture and the IJPA articles.

Because of his postings, Rakesh was able to travel widely, not only in Rajasthan and other parts of the country but also in other countries, including the U.S., U.K. Argentina, Brazil, Austria, Sri Lanka, Nepal, Ethiopia etc. He preferred to travel officially for meetings, seminars, conferences and made rare exceptions for travel when it had to be personal or out of his pocket. His favourite country remained the U.K., where he was born and missed no chance to visit it because he felt it was his home after India. We were lucky to see a cricket match at Edgbaston, Birmingham back in 1987 between England and Pakistan, which ended in a dramatic tie.

I was a trainee and Rakesh was Sub Divisional Officer in Ajmer when we, almost suddenly, decided to get married. As per family tradition, it was a civil marriage under the Special Marriage Act, sanctioned and blessed by my family of Mathur's and Hooja's and Collector, Jaipur. We rigorously followed all the Guest Control Orders that were strictly in force at that time.

Rakesh was essentially a simple person at heart, reserved but caring towards his friends and family, at ease with his colleagues and juniors, and respectful towards elders and seniors. These are the qualities we cherish.

He has left behind for Rajat our elder son and Himangini our daughter-in-law and our younger son Rakshat and all the family a rich legacy to uphold. IIPA also has very much been in our family, first, when my elder brother, Prof. P.C. Mathur won a prize for his essay in the early 1960s and received it from the then Prime Minister,

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Jawaharlal Nehru . Rakesh and I became life members and then, of course, he joined here as Director.

Once again, therefore, I thank IIPA and the distinguished audience for giving me this opportunity to say a few words and to be a part of this programme. Thank you.

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PUBLIC ADMINISTRATION: OPPORTUNITIES AND CHALLENGES IN EMERGING INDIA

MS. SHAILAJA CHANDRA

Former Chief Secretary, GoNCT, Delhi

It is an honour and a privilege to be invited to deliver IIPA's prestigious Dr. Rakesh Hooja Memorial Lecture. I thank IIPA and Meenakshi Hooja for thinking of me and extending a valuable opportunity to share my experience and concerns with a representative group of public servants. I did not know Dr. Rakesh Hooja but the number of assignments he held and the papers he published gives a clear insight into the enormous width of his experience and commitment to public service.

My talk today is against the backdrop of emerging India that officers and civil servants should be aware of even if their functions have no direct interface with these challenges. Many developments are known to you but in this address I hope to give the human perspective which cuts across the limitations of services, cadres and career progression to envision the sort of India that we are living in and the trajectory that awaits us. I particularly address those who have many fruitful and productive years ahead of them. My critique is to enable you as public administrators to find a role for yourself within the big picture I present.

In the next 30 years, unforeseen changes are going to take place. But before that, we can justifiably take pride in some major achievements which show the strength of public administration. India has achieved self-sufficiency in agriculture. It is the world's largest producer of milk, the second-largest producer of rice and having an abundance of wheat, sugar, fruit and vegetables. Life expectancy has increased from 49 years in 1970-75 to more than 68 years. There is a steady decline in the infant mortality rate and the under-five mortality rate has fallen by two thirds since 1990.

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The percentage of institutional births in India has doubled from 38% to 79% just in the decade up to 2015-16, according to the National Family Health Survey (NFHS-4). While nearly 95% of mothers with 12 or more years of schooling delivered in a health facility in 2015-16 only 62 % of mothers with no schooling delivered in a health facility. Within the states, the differences are huge with nearly 100 % women in Kerala and Tamil Nadu delivering in a health facility as against only two thirds as many delivering in a health facility in Uttar Pradesh and Bihar. Despite these differences, the maternal mortality rate has registered a 26.9 per cent reduction since 2013.

India has also reduced the number of “out of school” children by over 90 per cent and achieved “universal primary education” in this decade. We are said to be the only country in South and West Asia to have an equal ratio of girls to boys in both primary and secondary education. These are no small achievements.

India outperforms all other countries when it comes to the administration of elections and the decadal census. Both these examples show that Indian public servants can perform splendidly when the tasks are known, the goals are clear and there is uniformity in levels of supervision. It bears telling. So far, India has witnessed 16 major smooth changes of power in the Lok Sabha. 810 million voters spread across vastly different geographical, linguistic regions have been given the opportunity to vote and our track record of conducting free and fair elections has been admired the world over. The reasons can be attributed to the farsightedness of T. N. Seshan, the most remembered of the Chief Election Commissioners. He secured total control over the bureaucracy, cutting them from all links with political elements within or outside governments. During the pendency of the election process, he saw that the entire state machinery performed under the superintendence, direction and control of the Election Commission. The Commission even decides the suitability of the men and women functioning as returning officers, state CEOs and it is remarkable to see how the same civil servants, the same teachers and the same Tehsildars often called apathetic and corrupt have fulfilled their duties to perfection.

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The same holds true of the Indian Census. The last census covered 640 districts, nearly 8000 towns and more than 6, 00,000 villages. A total of 2.7 million officials visited each household classifying every family according to gender, religion, education and occupation. The cost of the exercise was approximately Rs. 2,200 crore (US\$320 million) which comes to less than half a dollar a person well below the estimated world average of \$4.60 per person!

Notwithstanding these and countless achievements of which we are proud and which have been in no small measure the result of the dedication and perseverance of public administration practitioners, it is necessary to reflect on the emerging scenarios which will impact human development in the coming decades. These will form the backdrop on which policy must rest.

HOW MUCH WILL POPULATION MATTER?

Understanding Population growth and the demographic transition that the country is now going through is critical for planning anything – be it policies or programmes. Who is the target group one works for and where does this target group fit into the overall context? Whether it be at the National, sub-national, district, Block or village level or the city level, town or ward levels in urban India, it is important to have an understanding of the factors that influence progress.

Today, India's working-age population (people between 15 and 64 years of age) has grown larger than the dependant population comprising children aged 14 or below and the elderly over 65 years of age. This bulge in the working-age population is going to last for the next 37 years until 2055. Two points distinguish India from other countries.

- First, India's demographic cycle is about 10-30 years behind that of the other countries which means the next few decades present a huge opportunity. Virtually no other country has this advantage.

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- Second, India will remain close to its peak for a much longer period than any other country.

India itself is at three different levels of development and a one size fits all approach would be a mistake. Within the country, there is a huge divide between peninsular India (West Bengal, Kerala, Karnataka, Tamil Nadu and Andhra Pradesh) and the hinterland states (Madhya Pradesh, Rajasthan, Uttar Pradesh, and Bihar). This is largely due to owing to vastly different fertility rates. The way we are poised at the moment, we will be reaching the ideal replacement level of fertility very soon but that is the beginning of another story. There are several windows of opportunity but some have begun to close even before others open.

A DISCUSSION ON INDIA'S WINDOW OF OPPORTUNITY

Let us reflect a little more on this. With more than 60 per cent of its population in the working-age group (defined as ages 15-59) India is one of the youngest countries in the world, a cause for the envy of the world and of much hope nationally. But there are underlying worries too. Peninsular Indian states were amongst the first to bring down their Total Fertility Rate (TFR) to replacement levels and below in the late nineties. Among them, Kerala and Tamil Nadu achieved the TFR of 2.1 some 25-30 years ago. The decline in fertility there was a boon but new problems of ageing and a need for eldercare have begun to surface.

Overall, the good news is that we have a vibrant young population as compared to all other countries including China. The bad news is that the bulk of this population is coming from states with little investment in education and where women empowerment is low.

- The first set of states are in the southern and western parts of India and includes Kerala, Tamil Nadu, Delhi, Andhra Pradesh, Telangana, Gujarat, Punjab and West Bengal, where the window of the demographic dividend opportunity will close first.
- Then there are states where this window will remain open for another 5-10 years and these include Karnataka, Odisha,

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Himachal Pradesh, Maharashtra, Jammu and Kashmir, Assam, Uttarakhand and Haryana.

- The third set of states includes the high-fertility states in the hinterland of India—Chhattisgarh, Jharkhand, Madhya Pradesh, Rajasthan, Uttar Pradesh and Bihar. The window of demographic dividend opportunity is yet to open in these states. These states will have a demographic dividend opportunity even in the 2050s and 2060s. They constitute more than 50% of India. It is the envy of ageing countries -particularly Europe and Japan. But everything depends on the quality of that population and its capacity to be healthy, educated and skilled.

CHALLENGES OF EARLY MARRIAGE AND THE UNMET DEMAND FOR CONTRACEPTION

Most people blame the “population explosion” as the root cause of all ills. What I have just explained shows that even if by a magic wand couples were stopped today to have any more than 2 children per couple, the past momentum will not stop. And the advantage of a young population will be lost if the quality of that population is below par. People living in rural areas constitute about 67 % of the country’s population. In many districts of the erstwhile “Bimaru” states now called the Empowered Action Group States, which include Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Jharkhand and Chattisgarh and Assam, girls are still being married before 18. Sarpanches and Government officials like Block Development Officers sign off that a 16-year-old is 18 so as not to become unpopular. Parents want to marry off their daughter as early as possible to avoid problems of having to pay more dowry or face involvement of the girl in any event that can tarnish her chances of ever getting married. Once married families have a social need to show that the marriage has been consummated through the birth of a child, regardless of the adolescent mother’s educational or nutritional status.

A recent UNICEF report of 2019 reveals that in states like Bihar, West Bengal and Rajasthan nearly 40 per cent of girls are married before the legal age. While in Tamil Nadu and Kerala child

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marriage prevalence was below 20 per cent, there were pockets of disparity concentrated in tribal communities and amongst particular castes.

Child marriage threatens the well-being of girls who also are unable to understand or cope with the responsibilities of care and nutrition and the need for spacing between children. Family planning has been accorded very low priority after the debacle of the forced sterilisation programmes from 1975-77 and an over-emphasis on female sterilisation remains a typically Indian phenomenon. Even today the bureaucracy and doctors that are responsible for family planning assume that firstly the rural poor use the public health facilities to access reproductive, maternal and child health care and secondly since the Accredited Social Health Activist (ASHAs) regularly visit village homes, contraceptives like condoms and pills are being used only because they are being “supplied at the doorstep”. Neither is true and the ground realities must be confronted for solutions to be found.

Young girls have no way of reaching doctors and health centres to access contraceptives (like injectables and IUCDs) which alone can provide long term security from unwanted pregnancies. Pills and condoms are not used by most young couples in rural areas. The contraceptive use in India shows overwhelming dependence on female sterilization.

Other South Asian and South-East Asian countries like Sri Lanka, Bangladesh, Indonesia and even Iran in the Middle East have shown a marked preference among women to use intrauterine devices (IUDs), injectables along with condoms and pills- while India still pursues female sterilization as an end in itself. This has to change if women are to be saved from repeated unwanted childbirths and to be able to space between two children and to have control over their lives. Only by incentivising later childbirths and spacing between two children can we accelerate population stabilisation. Indeed this is an opportunity and work done here can make a difference to women and generations of Indian kids yet to be born. This is the need of the hour.

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India has many advantages both of technology as well as mobile phone penetration through which the target sections of the population can be reached. We have a population and a plethora of census data on every district, every Taluka or Block and every village which can be used to identify families with children in 14 to 16 age groups. If we target this age group right now, push up the age of marriage, introduce counselling from a health point of view then we will start seeing results on the ground. We can use SMS messages to track women and alert them about when the next family planning camp is being held. A Best Official Helpline (BPO) and not a Helpline run as a toll-free service, where women and men can call up with questions and concerns about contraception would be a great help for couples to get advice in the privacy of their homes. This was done by the *Jansankhya Sthirata Kosh* under the Ministry of Health with great success by providing Toll-free facilities. The calls from the poorer districts of UP and Bihar showed how huge the unmet need for contraception was. Technology needs to be used imaginatively to track adolescents and counsel them before the cycle of childbirths starts.

QUALITY OF INDIA'S POPULATION

India's impressive economic growth has pulled over 270 million people out of poverty in just 10 years. Yet, income inequality between and within different economic strata continues to be enormous.

Malnutrition has been identified as one of the principal causes limiting India's global economic potential. In recognition of this, the Government has launched the *POSHAN Abhiyaan* (National Nutrition Mission), the National Health Mission and the *Swachh Bharat Abhiyaan* (water, sanitation and hygiene) which taken together address what is needed. However, malnutrition is a complex problem and people who run programmes often do not understand that it may or may not be related to the quantity of food eaten but to many variables including the deficiencies, excesses or imbalances in food intake and nutrients. Malnutrition includes both undernutrition and excess weight leading to obesity. Food and feeding behaviours in children are directly shaped by parents' eating preferences, community

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practices and educational status. Many families cannot afford or access sufficient nutritious foods like fresh fruits and vegetables, legumes, nuts, meat and milk.

While chronic malnutrition (stunting) in children under five years of age reduced by one-third between 1992 and 2016, it remains alarmingly high, with 38% of children of the country stunted. Anaemia in India is another severe public health problem affecting women, adolescent girls and young children. Iron deficiency is the principal underlying factor in more than 60% of all anaemia cases. More than half of all women of reproductive age and children under five years have been found anaemic. This affects the quality of the population and has long term effects on mental development too.

The challenges are many. Education is a prerequisite for girls because there is a direct correlation with the mother's performance as a caregiver for the family. But will school enrolment be enough? Can children who are undernourished or malnourished ever stay rooted in the school system? If not then how can adolescent girls with just a few years of schooling be trusted to nurture underweight children compromised at birth and unable to grow to their full potential? These are the questions that beg answers. Neither by glorifying India's young population nor by blaming the population explosion for all our ills will we address what matters most.

HEALTH TRANSITION TO LIFE-STYLE DISEASES

Looming ahead is another unseen but extremely serious challenge. There has been a quiet but enormous spurt in the prevalence of Non-Communicable Diseases (NCDs) which have become the major causes of death. The earlier worries about Malaria, HIV/AIDS, leprosy, waterborne diseases have reduced to around 33% of the disease burden. But that space has been occupied by the growth of cardiovascular diseases, diabetes, chronic respiratory conditions, mental health and neurological disorders, cancers and chronic kidney diseases. These have grown exponentially cutting across all income groups. The largest disease burden from 1990 to 2016 has been reported to be on account of diabetes, at 80%, and ischaemic

heart disease, at 34%. According to a report titled *India: Health of the Nation's States* published in 2017 and jointly produced by the Indian Council of Medical Research and others cutting across 15 years showed a 9 -fold increase in heart disease, 4-fold for chronic obstructive pulmonary disease, 6-fold for stroke and 4-fold for diabetes across India. This was far from uniform between states which makes solutions difficult. These diseases require long term treatment, often very expensive and accompanied quite often by hospitalisation. It points to the need for a wider understanding of how much excessive salt, sugar, sedentary lifestyles and lack of exercise abetted by unhealthy eating have pushed up chances of becoming diabetic or hypertensive. *Chetna*, an Apex level NGO that I am associated with has found poorer children in peri-urban areas filling their stomachs with papad, Kurkure and chips which have zero nutritional value but which tend to make the child feel full. This is exacerbated by pollution and the use of tobacco whether smoking or chewing used by both men and women among the poor.

Such unhealthy populations are increasingly becoming a burden on the public health system driving people to seek expensive treatment in the private sector. While the Government's *Ayushman Bharat* gives economic security against catastrophic illnesses among poor families it does not address the huge out-of-pocket expenditures incurred on out of hospital treatment. There is an enormous need to focus on preventive health and instill the need for healthy lifestyles in people- both urban and rural.

URBAN MIGRATION

Urban migration is presenting another mammoth challenge. The rural-urban distribution of India's population is 68 % to 31 %. With landholdings shrinking and agriculture no longer the preferred choice, the obvious fall out is a desire to migrate to urban areas in the expectation that it would be easier to eke out a livelihood be it in any unskilled job. A disaggregated picture of the urban transition that has taken place and is going on every single day in big cities is essential for practitioners of public administration. Net migrant flows at the all-India level have averaged close to nine million annually.

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The largest recipient has been the Delhi region. This presents three mega-challenges for policy-makers: employment of migrants; growing unplanned urbanisation; and the need to ensure better education and vocational training for the migrants if they are not to become unruly members of urban city life.

Let us look at Delhi, a city I have the greatest familiarity with. A huge percentage of the total population of the city lives in urban slums or unauthorised colonies. Estimates from the census and election data show that the population living in *Jhuggi Jhompri* Clusters, Unauthorised Colonies and Resettlement Colonies and urban villages accounted for more than half the population of Delhi. With a population of 19 million, Delhi has one of the highest population densities in the world. No organised sewerage facilities exist in nearly 1800 unauthorised colonies which alone have a population of nearly 7 million. Even in the 25% colonies where sewage network has been set up, households have been unwilling to take individual sewer connections. The fallout of sewage in stormwater drains affects everyone – not just those who pollute. Although many such colonies have been regularised and given water and access to electricity, the living conditions are appalling. Many households run hazardous and highly polluting industries in their households and this not only increases fire hazards but pollutes the drains and ultimately the river with high levels of toxicity. The problem is on our doorsteps as the pleas of the residents of upscale colonies like Defence Colony, Greater Kailash, and Nizammudin West have shown.

Juxtaposed against this scenario stand hundreds of organised colonies where the car ownership has increased from single-car ownership to three, four and five. Carbon emissions have already increased manifold and Asian Development Bank has reported that they will increase by four times in the whole of India by 2035. In the absence of adequate public transport and public policies that discourage reckless registration of more cars and two-wheelers, air pollution cannot be reduced. This will be a challenge though the answer to pollution is in our own hands- use public transport and

make car ownership prohibitively expensive as Singapore and many other countries have done.

MUNICIPALITIES UNEQUAL TO HUMUNGOUS CHALLENGE OF WASTE DISPOSAL

The uncontrolled growth of the urban population is one of the main reasons for the mismanagement of solid Municipal waste and garbage. If the Urban Local Bodies (ULBs) continue to rely on the landfill sites, it is estimated that 40000 hectares of land would be needed. The existing landfills in Delhi alone have been sarcastically described as the Capital's hill stations. The Gazipur landfill is the size of 40 football fields and more than 65 metres (213 feet) high, and growing by nearly 10 metres each year. It is almost as tall as the Qutub Minar. The Supreme Court is reported to have commented that red warning lights would soon be needed at the dump to alert passing jets! Deadly methane gas is being spewed into the atmosphere and the leachate is polluting the groundwater. Methane gas emission is a huge hazard because Delhi's semi-arid climate has peak temperatures going up to 46 - even 48 degrees Celsius and uncontrollable fires have taken place. 85% of municipal solid waste generated every day is collected and transported to the same landfills every day. Segregation of waste, recycling of paper, using the solid waste to make roads and running waste to energy plants, composting and encouraging the use of recycled products are all being pursued but the problem is far from finding a solution. The National Green Tribunal has issued several orders to the states and in particular Delhi. The urgency of the situation and the need to segregate waste at source starting with our homes have not even struck most people. This is something you and I can introduce and involve the immediate family and neighbours (Mumbai Cooperatives).

UNEMPLOYMENT AND UNDEREMPLOYMENT

India presents some inexplicable contradictions. A Forbes report sees India as a land of promise as a growing economy with a booming, world-class information technology sector, and the largest

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English speaking population in the world. On the other hand, India struggles with lower than expected job creation and extremely limited use of technology beyond the big cities. In the next decade, economic forecasters predict that India's economy will climb to the third-largest in the world, behind only the U.S. and China. But, despite rapid economic growth which has of late slowed down, unemployment is rising. The country's low skill intensity, and low educational attainment present major challenges for India's future. It is estimated that there will be 104 million fresh entrants in the labour market by 2022; India would need to create millions of more jobs than at present. While the Governments, at the centre and states are implementing numerous programs, concerns about unemployment and underemployment continue.

In 2017, 60 per cent of the engineering graduates remained unemployed. Earlier another study reported that nearly half of 60,000 general university graduates were found unskilled to undertake any occupation. Technology has already closed many avenues of employment while artificial intelligence is forecast to render more jobs dispensable. These are major issues which have emerged even as thousands of poor quality institutions have mushroomed enticing students to pay and acquire a degree or certification. These developments must be confronted.

PUBLIC PARTICIPATION AT THE CITIZEN'S END

Bhagidari in Hindi means partnership. This is an example how people's power catapulted over 3 levels of political representation and was responsible for the creation of more than 1800 Resident Welfare Associations(RWAs) in New Delhi in 3 years from the year 2000. The movement has grown in strength and the Resident Welfare Associations are here to stay. *Bhagidari* made the Apex RWAs aware of the systems and processes through which Government organisations spanning across more than 30 Departments could be accessed. It made them conversant with how the provision of services could be demanded. Collaboration with the citizenry is fundamental to address the existing and future issues affecting the quality of life of people.

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Educating and involving the public is therefore of paramount importance. For this, they have to be first equipped with facts and data, information about processes, reporting levels and where the responsibility for action finally lies. The *Bhagidari* process began with the organisation of large group meetings with a wide range of stake-holders namely RWAs, market associations, school standards committees, environmental groups. Such meetings were first organised at the district and sub-district levels as citizen's day-to-day problems are generally localized. At the Apex level, meetings were organised by rotation, district wise every 2 months for 3 days at a time, in a large hall where 36 tables were occupied by 12 persons at each table; 6 government representatives and 6 resident's representatives on each roundtable. During the 3 day conclave, representatives on each table were allowed to exchange lists of deficiencies and to listen to the response of the government officials about the methodology of resolving civic problems. By the third day, the macro picture emerged and senior officers of the government joined the meeting and responded to the main issues. This exposed the Residents Welfare Committee representatives to the working of the government departments and also gave them information about the intra-colony status of services, the intra-district funding available, future priorities, programmes on the anvil and the basis on which decisions had been taken.

From early initiatives which were localised, the movement spread to include more important subjects like electricity and water distribution, garbage collection, colony parks and security of citizens. It jolted the ordinary citizen out from a state of helplessness to which he had become accustomed and created a public awakening about public services that needed to be demanded and obtained through collective action and effective interface with Government agencies.

Having no statutory status, the RWAs, however, hold elections, collect small contributions from the members of the Colony RWA and the Block RWAs and come under United Residents Joint Action (URJA) which takes up cross-cutting issues like stray dogs, electricity pricing, the Delhi medical council and the interface with professionals

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in residential colonies, parks and the rights of children vs the elderly. Resident Welfare Associations have gained prominence and credibility because of their numbers and ability to leverage attention.

The *Bhagidari* initiative received the United Nations public service award for improving transparency, accountability and responsiveness in the public service categories in 2005. Its main success has been the sustained way in which the RWAs continue to manage their affairs in Delhi.

THE RIGHT TO INFORMATION ACT 2001 IN DELHI

Side by side, the Delhi Right to Information Act was introduced in 2001, long before the Central RTI Act which came 5 years later. It gave people the right to ask questions about governance, systems, processes and decisions. The introduction of the Right to Information law coupled with the *Bhagidari* movement brought to the fore the reluctance within the bureaucracy to open its files and system of working to public scrutiny. Since the Act allowed citizens to inspect public records, documents and works and even take samples of road quality and examine contract documents, NGOs, in particular, became quick to use the legislation in creative ways. Data on the public distribution system showed that there was a large scale diversion of essential commodities. The Right to Information Act empowered the public to expose wrongdoing and kept public servants under check and accountable. It gave people the direct authority to question what Government organisations were expected to achieve and why there was an apparent shortfall in the outcomes.

CONCLUSION: WHAT MUST YOU DO AS PUBLIC SERVANTS?

Being honest to yourself and doing your work with conviction guided by your understanding of 'what is right' may be an adage but it serves well when officers are confronted with pulls and pressures. On a similar note, Mahatma Gandhi had said the acid test is to test how your decision benefits the poor. Fast forwarded to the year 2019 you could even ask "How will my decision affect the environment?"

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The second requirement may not be written but it is an expectation from those who want to contribute beyond the routine. Disposing of files that come to one's table, writing letters and reminders, attending meetings and issuing minutes are all nothing but processes. They are not dispensable, but computers have made life much easier. Of greater importance is the need to show curiosity and ask questions. Do not under-rate local wisdom, try to find out how the same challenges were tackled in other countries. In the age of instant communication, you are much better armed than predecessors. Remember that NGOs, activists and the media are not enemies. They can give you valuable feedback, but it will only come if you learn to mingle with them in a friendly manner.

Modern technology allows for quick data gathering and more effective monitoring. You will have to be savvy with these tools. Surprisingly, even today officers depend on personal staff to read their mails and put up what they consider important to you. The world is changing fast and India even faster. The political culture will test your capability and your resilience. Public service cannot be stress-free and routine. If you refuse to leave your comfort zone you would lose the opportunity of a lifetime to make a difference. Be true to your conscience and learn to speak up for people who do not have a voice. Integrity it is said is choosing courage over comfort. Choosing what is right over what is fun, fast or easy!

Once you are prepared to get out of your comfort zone and show initiative and resourcefulness the opportunities to confront challenges in a meaningful way will automatically come! I wish you well.

CLOSING REMARKS

PROF. C. SHEELA REDDY

Ms. Shailaja Chandra shared her rich experience and expertise on the theme of the Lecture. Her informative and analytical Lecture covered many issues systematically and sequentially. Madam, we are grateful to you for delivering a very insightful and comprehensive Lecture and deeply indebted to you for your presence here this evening. As you said, small things make a difference and can trigger a positive change.

I express my sincere thanks to Shri S.N. Tripathi, Director, IIPA for his inspiration and encouragement in all our endeavours. His timely suggestions and advice facilitated the smooth conduct of this Lecture. I also express my gratitude to Mrs. Meenakshi Hooja who has worked very hard and planned this event. This event would not have been possible but for her persistent and enduring efforts.

My heartfelt thanks to all the trainees of the different training programmes present here - the Central Tibetan Administration, International Training Programme, and most specifically, the 45th APPPA group for their presence.

I thank wholeheartedly the entire administration of IIPA, especially the Registrar, Shri Amitabh Ranjan for making necessary arrangements for smooth conduct of the Lecture.

Last but not the least, I thank Shri Rakesh Joshi, staff of Research and Coordination Unit, and staff on Ambedkar Chair, Mr. Anil, for their support.

Finally and personally, it is a matter of gratification for me to be associated with this event because I joined the Institute in 2011 when Dr. Rakesh Hooja was Director of this Institute, and I always looked up to him for his advice and suggestions.

Finally, I thank you all for your presence and patient hearing. I think we all are enriched with a very insightful Lecture and we need to self-introspect on many of the issues raised by Ms. Shailaja Chandra.

Thank you.

INVITATION CARD



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

Cordially invites you to the
5th Dr. Rakesh Hooja Memorial Lecture

by
Ms. Shailaja Chandra
Former Chief Secretary, GoNCT, Delhi

on
Public Administration: Opportunities and Challenges in Emerging India

Padma Vibhushan Shri T. N. Chaturvedi
Chairman, IIPA and Former Governor of Karnataka
will preside

Date and Time: December 18, 2019 at 04:00 p.m.
Venue: Sardar Patel Conference Hall, IIPA, Ring Road, New Delhi-110002

R. S. V. P.
Shri Mithun Barua: 011-23468305

Programme
Overleaf

FIFTH DR. RAKESH HOOJA MEMORIAL LECTURE

Programme

04.00 P.M. – 04.05 P.M.	:	Welcome Prof. C. Sheela Reddy
04.05 P.M. – 04.10 P.M.	:	Opening Remarks Shri S. N. Tripathi, Director, IIPA
04.10 P.M. – 04.20 P.M.	:	Remarks Smt. Meenakshi Hooja
04.20 P.M. – 05.00 P.M.	:	5th Dr. Rakesh Hooja Memorial Lecture Ms. Shailaja Chandra Former Chief Secretary, GoNCT, Delhi
05.00 P.M. - 05.15 P.M.	:	Presidential Remarks Shri T. N. Chaturvedi Chairman, IIPA and Former Governor of Karnataka
05.15 P.M. - 05.25 P.M.	:	Discussion (Q & A)
05.25P.M - 5.30 P. M	:	Vote of Thanks Prof. C. Sheela Reddy
05:30 P.M.	:	High Tea

PREVIOUS LECTURES

Theme of the Memorial Lecture	Lecture Delivered by	Date
First Memorial Lecture on 'Challenges of Administration in the 21 st Century'	Shri Ajit Kumar Seth Chairman, Public Enterprises Selection Board and Former Cabinet Secretary, Government of India	November 19, 2015
Second Memorial Lecture on 'Bridging the Gap between Academia and Administration'	Dr. N. C. Saxena, IAS (Retd.) Former Secretary of Planning Commission	December 07, 2016
Third Memorial Lecture on 'Governance for Water Security in 21 st Century: Framing of Institutional Choices'	Prof. Dinesh K. Marothia Member, State Planning Commission, Chhattisgarh and President, National Institute of Ecology	November 22, 2017
Fourth Memorial Lecture on 'Issues Relating to Implementation of 73rd Constitutional Amendment'	Smt. Sudha Pillai Former Secretary to the Government of India	November 20, 2018

SOME PHOTOGRAPHIC GLIMPSES



Lighting the lamp by Mrs. Meenakshi Hooja, Shri S. N. Tripathi, Smt. Shailaja Chandra and C. Sheela Reddy.

FIFTH DR. RAKESH HOOJA MEMORIAL LECTURE



Shri Prasanna Kumar, Director General, HIPA and Prof. Arvind K. Sharma.



Tibetan Participants.



APPPA Participants.



Family Members, IIPA Faculty, Staff and Invitees.

FIFTH DR. RAKESH HOOJA MEMORIAL LECTURE



Smt. Shailaja Chandra delivering the Memorial Lecture.



Shri S. N. Tripathi, Director IIPA presenting a Memento to Mrs. Shailaja Chandra.

PHOTOGRAPHS OF PREVIOUS LECTURES



1st Dr. Rakesh Hooja Memorial Lecture delivered by Shri Ajit Kumar Seth, IAS, Chairman, Public Enterprises Selection Board (PESB).



2nd Dr. Rakesh Hooja Lecture Delivered by Shri N. C. Saxena, IAS (Retd.) Former Secretary of Planning Commission.

FIFTH DR. RAKESH HOOJA MEMORIAL LECTURE



3rd Dr. Rakesh Hooja Memorial Lecture delivered by Prof. Dinesh K. Marothia, Member, State Planning Commission, Chhattisgarh and President, National Institute of Ecology.



4th Dr. Rakesh Hooja Memorial Lecture delivered by Smt. Sudha Pillai, Former Secretary to the Government of India.

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5th Dr. Rakesh Hooja Memorial Lecture delivered by Ms. Shailaja Chandra, Former Chief Secretary, GoNCT, Delhi.





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