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### Governing Water to Foster Equity and Conservation

### Why You Should Know?

- Water has been a central policy issue for decades. A combination of factors has made water an even more important priority in recent years, something that will not change in the foreseeable future.
- The first reason for this is that water is a source of life and it is necessary for survival. Water is also central to most human activities, from domestic use and livelihoods to industrial growth.
- At the same time, protecting water and ensuring its conservation in the long term has become increasingly important over the past few decades. However, while conservation has become a significant agenda item, it is often seen as an "environ mental" subject, or one that need not be addressed from within the water sector.
- The increasing importance of water in policy terms can be ascribed to various factors. The main problem usually highlighted is increasing water scar city (Mekonnen and Hoekstra 2016).
- Decreasing per capita water availability is a concern. This is caused by a variety of factors, including changing rainfall patterns caused by climate change, drought, its increasing use, and population growth.
- Yet, water scarcity is only one of the problems that should concern policy makers and guide attempts to rethink water regulation. Indeed, while overall water availability will be a growing concern in the future, people are now often affected by difficulties in accessing the available water.
- The barriers to access tend to be economic, but are sometimes social, as confirmed by cases of drinking water being denied to certain communities (Sathish 2015).
- In addition, scarcity is not the only concern; certain parts of the country are just as concerned by floods. The availability of drinking water is, in a way, a di minishing problem, thanks to decades of state investment in handpumps and other ways to

- access water. But this is counter balanced by the rapidly increasing number of water sources whose quality is not acceptable as drinking water.
- Overall, the water scenario has been changing fast over the past few decades. This has stretched the existing legal and institutional framework, which is largely based on premises that are not valid anymore, to the limit.

### **Evolving Water Law and Policy**

- Changes in the global climate, in water availability and distribution, in water use, and an evolving understanding of water, such as the necessity to foreground its conservation, are all factors that ex plain the need for change in the regulatory framework governing water.
- At the same time, the evolution of the legal framework itself calls for changes that are yet to be effected. These include constitutional amendments and strictures of the higher judiciary.
- To start with, the Supreme Court of India has recognised the fundamental right to water for more than two decades (Subhash Kumar v State of Bihar and Ors 1991).
   Yet, none of the water laws specifically acknowledge its existence, thus leaving a gap between aspirations at the broadest level and implementation at the local level.
- The Supreme Court has also repeatedly ruled that water must be understood as a public trust (M C Mehta v Kamal Nath and Ors 1996).
- This implies that there can be no appropriation of water because it is a substance far too important to each and every one of us. In principle, this also bars the privatisation of water, though this principle has not been applied strictly by the courts (Mrs Susetha v State of Tamil Nadu and Ors 2006).
- There has been no statutory recognition of the changed legal status of water and some water laws still assert full state ownership (the Jammu and Kashmir Water Resources (Regulation and Management] Act, 2010, Section 3).
- Another major reform adopted more than two decades ago was the constitutional mandate for decentralisation to local bodies.
- The functions devolved through amendments in state-level laws have included various water-related elements (the Uttar Pradesh Panchayat Raj Act, 1947, Section 15).
- Over the past couple of decades, various reforms have been introduced but they
  do not necessarily all pull in the same direction. In reality, water laws and policy
  changes have been influenced in a large part by a set of principles known as "water
  sector reforms" that emphasise the need to consider water as an economic good
  and to foster its demand man agement and efficiency of use (Dublin Statement on
  Water and Sustainable Development 1992).

- The water sector reforms and the laws that have been introduced in their light give little space to the right to water, the concept of public trust, the central role of the environment in water regulation, and the need to foster a form of participation that is at least in part parallel but separate from the constitutionally sanctioned form of participation."
- There are thus at least two different strands of reforms in water policy and law. It is imperative to ensure that a modern water law reflects the principles set up at the apex level and is in consonance with higher-level norms. This is one of the central tasks that state governments and the central government need to address.

### **Need for Reform**

- Water law is a patchwork of many state laws adopted over decades and some central legislation.
- This complexity is made worse by the fact that there are many sectors to water law and neither the lawmakers nor the institutions implementing them necessarily see the different sectors as part of a whole.
- This is nowhere better reflected than in the separate treatment of surface and ground water, governed by different legal principles and addressed by different institutions that act independently, and (surface) irrigation departments denying having anything to do with groundwater, though it is now the main source of irrigation in the country.
- The inappropriateness of existing arrangements calls for new legal and institutional arrangements.
- One of the first things is to ensure that the overall frame work within which all actors operate is linear. This involves, for instance, ensuring that the same principles apply to the conservation, access, and control of surface and groundwater, something that is not the case today. This also involves operationalising constitutional reforms in letter and spirit.
- The decentralisation mandate thus re quires not only giving out small parcels of control to local bodies but rethinking the role and place of all state actors, from the panchayat/ward level to the state and central government levels.
- The Model Groundwater (Sustainable Management) Act, 2016 appropriately pro poses that in keeping with the recognition of water, especially groundwater, as a local resource, it is local institutions that should have the primary rights and duties to do with it.

### **New Laws and Institutions**

• The central government has undertaken repeated lawmaking initiatives to ad dress what seems like an unending log jam.

- Two among them are notable. First, in a context where groundwater is the main source of water for most water users and where existing legal arrangements are outdated, the Ministry of Water Resources, River Development and Ganga Rejuvenation (MOWRRDGR) has come up with the Model Ground water (Sustainable Management) Act, 2016, which updates a version drafted by the Planning Commission in 2011 (see Planning Commission of India 2011a).
- Second, in a context where there is no set of principles applicable to water in general; the MOWRRDGR has come up with the Draft National Water Framework Bill, 2016 that builds on a version prepared by the Planning Commission and a version prepared earlier by the ministry (Planning Commission of India 2011b; Ministry of Water Resources 2013).
- This needs to be seen alongside the proposals from another MOWRRDGR committee for rethinking the institutional architecture of the water sector at the union level (Committee on Restructuring the cwc and CGWB 2016)..
- The proposed groundwater legislation builds on the realisation that it is not enough to seek to regulate access to groundwater at the level of individual landowners, as has been done until now.
- A much broader framework is needed that goes beyond a limited focus on use to encompass conservation, and beyond individual regulation to aquifer-wide regulation and conservation.
- The Model Groundwater (Sustainable Management) Act, 2016 brings together this broader understanding of groundwater regulation based on the understanding that groundwater is the most local source of water.
- So the proposed framework calls on local bodies to take the lead in developing groundwater security plans, which are meant to bring together the demands of various users with the need for long-term conservation at an aquifer level and maintain its quality.
- The proposed legislation seeks to perform the difficult task of providing an overall context for regulation of water without infringing on the legislative mandate of states.
- It provides a set of general principles largely derived from existing Supreme Court judgments and legislation, for instance, in the environmental field.
- A key contribution is that it provides a single set of principles for all water, whether surface or groundwater.
- Beyond this, it seeks to address some of the challenges that arise at the national level and require interstate coordination, such as interstate river basin regulation and conflicts, and data sharing.
- It also seeks to promote a new outlook on water by emphasising the need for its security plans.

- The two new bills are linked to the proposed institutional reform at the union level so that they can more effectively address some of the key and mounting challenges in the water sector in an integrated manner.
- The proposed changes are momentous in a sector that has generally been averse to change and their implementation will take time and determination.
- In the case of groundwater, the conceptual framework informing the bill and the institutional reforms is very similar.
- They are both premised on the need for participation in the regulation, conservation, and use of groundwater, and the unitary nature of water. The measures they propose are different because their point of entry is different.
- The institutional reforms envisaged are at the national level and thus concern the limited functions that a national-level institution can play in the groundwater sector. They rightly provide for a single institution, the National Water Commission (NWC), to ad dress both surface and groundwater.
- The proposed functions related to ground water include, for instance, leading the national aquifer mapping and the ground water management programme.
- This ties in very well with the institutional framework proposed by the Model Groundwater (Sustainable Management) Act, 2016, which, in recognition of the local nature of groundwater, puts forth an institutional framework centred on local bodies of governance.
- Since the necessary technical expertise is usually not available at the local level, the
  nwc will be able to fill in such gaps. At the same time, it is appropriate that the Model
  Groundwater (Sustainable Management) Act, 2016 does not directly refer to the nwc
  since it only plays a subsidiary role and the lead role must be taken by state-level
  institutions.
- In the case of the framework legislation, there is a direct link between the NWC and the proposed regulatory frame work because they both operate at the national level.
- They are again both premised on the idea of the unitary nature of water and thus complement each other in terms of taking the water sector forward with their broader und erstanding of water and its regulation.
- At the same time, the lack of effective integration needs to be addressed to en sure that the nwc is effectively set up to serve the purposes and aims of the framework legislation.
- The NWC needs to be the institution that will implement the provisions of the framework legislation. It needs to be the institution that contributes at the national level to the realisation of the principles of water regulation found in the framework legislation.

- This is necessary to ensure that the nwc effectively works in coordination with other ministries and departments that have a stake in water. Additionally, establishing the nwc in the framework legislation will ensure that its mandate is clearly linked to the mandate that the union has over water without interfering with the main man date that states have over it.
- The NWC should thus be conceived in terms of the principle of subsidiarity, which recognises the primacy of local regulation of water without losing sight of the fact that water must be regulated, conserved, and used at all levels at the same time.
- Such safeguards need to be written down in the legislative frame work to ensure that states and the union have a harmonious relationship over water in the coming decades, which will undoubtedly witness increasing conflicts over sharing and allocation of water from the local to the national levels.

### **Beyond the Proposed Draft Laws**

- The union government has taken note worthy initiatives to ensure that the water sector, in its legal, policy, and institutional dimensions, is better able to address the multiple challenges that have arisen and will arise in the future.
- The first task is to ensure that some of these initiatives take a concrete form soon because this is not the first time proposals for reform have been mooted.
- The increasing se verity and multiplicity of water crises affecting the country should ensure that action will indeed be taken and the proposed initiatives implemented.
- Change is, however, not necessarily welcome. It is particularly so in the water sector where vested interests get established over a period of time.
- While this may explain insufficient action over the past couple of decades, we have now reached a point where difficult decisions must be taken before the crisis worsens.
   Not doing so will lead, for instance, to a rapidly increasing number of water related conflicts.
- These will not just be interstate conflicts such as the Cauvery dispute (Janakarajan 2016), but a multitude of conflicts at the local level over access to available water and, in many cases, over allocation between different sectors (Cullet et al 2015).
- The steps taken at the union level are extremely important in forcing all actors to acknowledge the need for change. At the union level, there is some competence in the water sector and significant influence over what happens on the ground, especially through the funds it provides to states.
- It is the states that have the primary constitutional mandate over water and given the
  multiplicity of climatic conditions, socio-economic conditions, and differing patterns of
  water use in the country, it is imperative not to upset the existing constitutional
  arrangement.

- In the context of the current initiatives, this implies that two things are necessary. As
  far as the groundwater model legislation is concerned, states must not only adopt
  legislation based on its principles but also make sure to adapt it to their local
  circumstances, something that has not been effectively done earlier.
- As far as the framework legislation is concerned, the union initiative is a worthwhile attempt to highlight that water must be given additional visibility at all levels.
- The most important step is for each state to adopt a framework legislation because no state has any such legislation in place.
- The need for this has been felt and some states, such as Meghalaya and Rajasthan, have proposed draft legislations.
- The union initiatives should act as a wake-up call to all the states to display a new drive and dynamism.





## Reimagining the Relationship With the Non-Human World

### Why You Should Know?

- Policies and practices aimed at conservation in India increasingly grapple with a new reality—that of nature operating outside human borders (Rangarajan et al 2014).
- On the one hand, habitats promised to non-humans in India (and the majority world) keep shrinking, their borders being redrawn to accommodate interests of unequal growth.
- On the other, a tech nobureaucratic hubris seeks to contain non-humans within administrative boundaries. What problematises this approach further is that nonhumans produce their fluid geographies—migratory corridors, evolutionary ley lines, and criss crossing dominions—that continually question and challenge humanimposed borders.
- In Wild and Wilful, with a collection of 11 articles, dedicated to 15 iconic Indian species, Neha Sinha sets out to engage with some of these questions. Each chapter not only brings home the unfamiliar from the distant wild but also seeks to familiarise the reader with the wild that exists in their every day lives.
- This explains why, apart from India's iconic "wild" species, such as the Indian tiger, Asian elephant, Indian leopard, and the Ganges river dolphin, Sinha also includes species that penetrate urban everyday existence.
- namely rhesus macaque, rosy starling, and tiger butterfly. By placino the great Indian bustard, an endemic and endangered bird of which barely a hundred remain in the world, along side the migrant amur falcon, whose numbers, thankfully, have begun to thrive in response to conservation action, Sinha balances lament and anguish with hope and triumph.
- Taking a cue from the animated super hero television series—Captain Planet Sinha organises the book into four sections—Earth, Sky, Water, and Heart. This organisation subtly intersects with terrestrial, avian, and aquatic species, but wilfully perhaps, the

great Indian bustard and the white-bellied heron find a home on earth and not in the sky.

### **Human-Animal Conflict**

- In the opening section titled "Earth," Sinha draws attention to the issue of humananimal conflict by discussing five key species—the Indian leopard (Panthera pardus fusca), the rhesus macaque (Macaca mulatta), the spectacled cobra (Naja naja), the king cobra (Ophiohagus hannah), the Asian elephant (Elephas maximus), and the Indian tiger (Panthera tigris tigris).
- Each of these species inspires love, affection, fear, and loathing. Some, such as the rhesus macaque and the Asian elephant, enjoy the status of Hindu gods (Hanuman and Ganesh, respectively) while the spectacled cobra and the king cobra are part of Hindu ritual worship. And yet, as Sinha shows, reverence does not necessarily lead to conservation.
- This paradox where an enigmatic species transforms from "protected" to "pestilential" is most vividly described in the opening section on the Indian Leopard, which has increasingly become an archetype of human-animal conflict in India.
- Such conflict registers on closed-circuit television footage that frequently captures leopards hunting pet dogs from urban premises with meticulous stealth.
- The other involves their brutal lynching, where angry mobs take group selfies over a bloodied carcass. Sinha Foregrounds her own experience of engaging with a "relocation" of a leopard found inside the Yamuna Biodiversity, Park in Delhi.
- The retelling of her experience provides insights into how politicians and administrators prioritise paranoia over wildlife science in their response to human-wildlife conflict.
- As Sinha shows, disregard for science is not limited to elected representatives, as India's premier wildlife sciences institute ends up falling prey to the same paranoia when a leopard is spotted in side its idyllic campus. Sinha passionately argues that relocation-a panacea in the case of human-animal conflict serves to amplify the problem.
- As the confused and frightened animal continually attempts to return home, it ends up cutting across more human boundaries.
- Sinha's vivid description of a captured leopard, bashing its head against the steel bars
  of its cage—an act of self harm—becomes symbolic not only of rage and rebellion but
  also of the struggle of non-humans to break free from human confines.
- A similar fate shadows the rhesus macaque and the Asian elephant, both venerated and vilified. Sinha concludes that every time animals behave differently or appear in a place, which they were excluded from, they become pestilential.

- This argument closely resonates with Krithika Srinivasan's (2019) recent theorisation. of "unintentional natures" — animals living "outside the realm of human control."
- Though Srinivasan mostly refers to her research on street dogs in urban India to problematise how "notions of the valued and pestilent" is constructed in conservation debates, Sinha's stories showcase how such theorisation can even apply to iconic species, such as the leopard or the elephant, as they begin showing up in towns and villages.
- Interestingly, the reverse penetration of stray dogs and cows inside "wildlife" habitats shows how "unintentional natures continually upend conservation zoning.
- Furthermore, if leopards venture out. wildlife sanctuaries into urban areas to hunt for street dogs and tigers do the same for stray cattle, then "unintention al natures" not only emerge out of the dissolution of borders that separate humans and non-humans but also the artificial separation of non-humans through categories such as "wild" or domestic."
- Conservation science and practice, therefore, has to contend with such ontological messiness while making sense of nature operating outside protected areas.

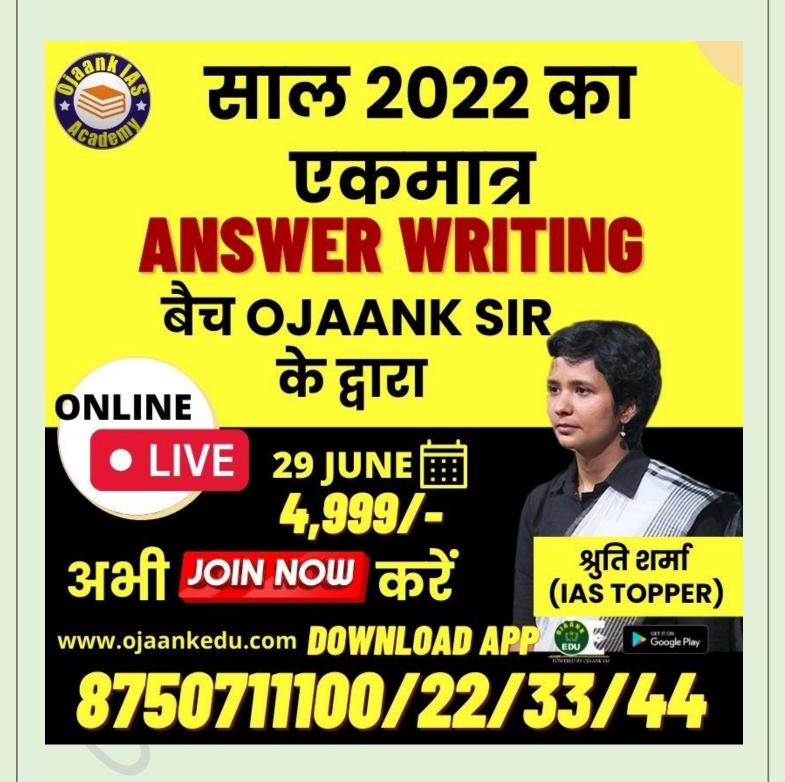
### **Conviviality**

- In "Sky" and "Water," Sinha celebrates stories of conviviality. The story of the conservation of the amur falcon (falco amurensis) in Pangti village in Nagaland has now become part of the conservation folklore.
- Sinha draws on her own experience of being part of a campaign that metamorphosed mass hunting of the winged visitors into a community conservation success fostered through eco-tourism.
- To her credit, she does not shy away from reflecting on the political struggle of Nagaland—a state in the north-east region of India that has witnessed decades of economic neglect, ethnic conflict, and military oppression.
- She elegantly illustrates that community based conservation is not only about conviviality between humans and non humans but also between different social groups where trust emerges as an operative word.
- In the story of Sitaram Das, popularly known as Babaji, in the Kotmi Sonar village in Chhattisgarh, Sinha sketches an intimate portrait of how selfless love shapes human-animal relationship.
- The septuagenarian temple priest lost one of his arms to a female mugger crocodile (Crocodylus palustris) who was protecting her eggs and perceived him to be an intruder. Surviving such a near death experience instilled an undying love in Babaji for conserving mugger crocodiles.
- His lifelong mission to serve the very species that maimed him for life is an extraordinary tale of compassion.

• This story stands out in the col lection as it chronicles a spiritual and empathetic relationship between the human and non-human world existing outside the neoliberal calculus of "win -win" conservation.

### **Radical Empathy**

- Sinha vividly describes how human ignorance and antipathy, towards the non-human shapes conflict between the two.
- As a result, farmers in West Bengal who pelt elephants with fire bombs to keep them from entering a village acquire sharper focus. So do people who try to film themselves kissing cobras for TikTok videos.
- In comparison, the political economy of limit less growth that drives non-human extinction tends to get blurred.
- It is not that Sinha stays away from such de bates. In her narration, the great Indian bustard (Ardeotis nigriceps) and the white-bellied heron (Ardea insignis) become impediments to "green growth" and "progress" as their habitats become coterminous with renewable power projects.
- However, while Sinha's emotive prose generates radical empathy for the non-human world and critical enquiry into human prejudice, it does not necessarily examine the current paradigm of economic growth embedded in the everyday consumption that has locked the non-human and the human world into inevitable conflict.
- One encounters this in Sinha's enchanting description of the flight of a common grass yellow butterfly from her car while stuck in traffic in Delhi.
- Sinha shifts the reader's attention to the butterfly as a lively celebration of urban nature after a fleeting personal reflection on the grim reality of Delhi's polluted air, substantively fuelled by the exhaust fumes of privately owned automobiles.
- Imbued with scientific knowledge and insight and written with a deep sense of compassion, Wild and Wilful is a powerful exhortation for reimagining our relationship with the non-human world.
- In his recent article, "Against Nature Writing," writer and philosopher, Charles Foster (2021) expressed his anguish that language keeps falling short of describing the nonhuman world in its own terms. In his words, "Language wants to clutch, corral, and fence; to constrain, tame, and neaten the tangled wild" (Foster 2021).
- In Wild and Wilful, Sinha has used language as an intimate intermediary between the human and non-human world.
- Her writing emerges as a counterpoint to Foster's argument, generating empathy and wonder for each of the species she writes about, while at the same time, deftly dismantling the arrogance that scaffolds anthropocentrism by showcasing that intelligence, memory, imagination, kind-, ness, and love are not qualities exclusive to humans but are distributed and dispersed across all species.



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