



Block

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GOVERNANCE

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BLOCK 5 GOVERNANCE

Block 5 on ‘**Governance**’ consists of three units covering major aspects of governance. This block gives an overview of governance relevance to development.

Unit 1 **Governance: An Overview** introduces basic concepts of governance and its need and scope. The unit also discusses the relationship between governance and development. It also narrates the features of governance and barriers to governance.

Unit 2 **Participatory and Decentralized Governance** gives an account of participation of state and non-state actors in governance. The role of NGOs, MNCs and other civil society institutions in governance and development has also been discussed.

Unit 3 **Good Governance: Attributes and Challenges** deals with the emerging challenges of governance and various attributes of good governance. This unit also presents an exhaustive analysis of Corruption and Right to Information Act.

Unit 4 **E-Governance and Development** gives an account of the use and benefits of e-Governance in the development process. It has also narrated various case studies on rural and urban e-Governance in India.

UNIT 1 GOVERNANCE: AN OVERVIEW

Structure

- 1.1 Introduction
- 1.2 Governance – Meaning, Need and Scope
- 1.3 Governance and Development
- 1.4 Features of Good Governance
- 1.5 Barriers to Good Governance
- 1.6 Let Us Sum Up
- 1.7 Key Words
- 1.8 References and Suggested Readings
- 1.9 Check Your Progress: Possible Answers

1.1 INTRODUCTION

Governance is a buzzword now days and you might be listening and reading this word in daily life. People might be talking about the good governance in the southern Indian states leading to better performance in various areas of development, as compared to some other states. Former UN Secretary General, Kofi Annan said “good governance is perhaps the single most important factor in eradicating poverty and promoting development”. Therefore, knowing about the meaning of governance has become important in studying development. Governance is characterized mainly by transparency, accountability, participation, rule of law, and efficiency. Good governance would promote and ensure development. It is believed that sound economic policies and democratic institutions that are responsive to people’s needs are instrumental for sustained economic growth, poverty eradication, and employment generation. This unit deals in detail with governance and development.

The thrust of the unit is to analyse the concepts- governance and development, where two concepts are closely linked.

After studying this unit, you would able to:

- explain the need, scope, and meaning of governance;
- analyze the features of good governance;
- distinguish the linkage between governance and development; and
- discuss barriers to good governance.

1.2 GOVERNANCE: MEANING, NEED AND SCOPE

The concept of the state occupies a central place in discourses on politics and administration. Government is a critical and inseparable element of the state. The government is constitutionally responsible state for administration through various institutions to ensure a better society and improved lives of citizens. So, the focus is on the state, and the state remains the principal actor in the entire process of administration. In the course of administration, the government creates a relationship between its various institutions and citizens. The nature of this relationship depends the nature of the state, e.g., whether it is a military state, autocratic state, democratic

state, or any other form. Moreover, the relationship among the state, the market and the civil society has undergone a rapid and huge change all over the world. With this background, 'governance' is recognised as an important concept in recent years both by the nation states as well as by the international agencies giving fund for developing activities. In India, it has gained prominence in academic, as well other arenas, after the launch of liberal economic policies in 1991. As far as the meaning of the concept is concerned, it can be said that an exact interpretation of the concept of governance is still elusive. However, there are various interpretations of the concept, and they seem to converge on a broad meaning, i.e., reform in the governing process for better and improved policy outcome. So, the meanings include building and strengthening the capacities of various institutions of the state or public institution; encouraging and facilitating participation of common citizens in the governing process. But, with the beginning of the liberal economic policies, another actor, called the market, has entered into the scenario. Many people believe that the market has emerged as a viable alternative to the state as the latter has failed in ensuring effective development policies, and their proper implementation. So, in this context, the meaning of governance includes the reduction of the role of the State in economic activities as well as the promotion of the role of the market.

Governance has a clear relationship to the redefinition of the role of the state in India. In many advanced countries, the redefinition of the role of the state has a direct bearing on the conceptualization of the term governance. The concept was again strengthened with the beginning of the process of globalization. It got additional emphasis with the beginning of the process of globalisation. Hence, the state-centric approach has changed, and the meaning of governance has also changed with the rise of the market as a player in development. The market involves international and aid-providing agencies, and, with the rise to prominence of the market, these organizations have emerged as powerful players. These agencies interpret governance as the set of guiding principles to improve and strengthen the capacity of the recipient countries towards better and effective implementation of development initiatives. There is a quest for alternative framework for policy making and implementation. Thus with globalisation, a new set of actors, such as the state and its institutions, the market, civic organizations, and citizens have emerged. This has resulted to a new pattern of relationship between these actors, giving a new twist to the meaning of the term, governance. It may be said that governance implies the renewed pattern of relationships between these actors.

The term, "governance", is derived from the Greek term, *kubernao*, which means 'to steer'. So, governance is the process that steers affairs of the State. In ancient times, the Greek philosopher, Plato, also used the term, governance. A close examination of the literature on governance reveals that the term came into the limelight with the publication of the World Bank's report on sub Sahara in 1989. The report said that development initiatives taken up by the World Bank had not been able to produce the desired development benefits due to the weak role of the state, and its ineffective institutions. Summarizing this problem, the World Bank report coined the term 'crisis of governance'. Thus, the focus was cast on improving governance by improving managerial and administrative competencies. Further, in 1992, the World Bank, in its publication, *The World Development Report*, focused on the renewed meaning of governance by re-conceptualization of the role of the State. It advocated an efficient and effective

administrative state that is detached from its earlier omnipresent involvement in economic and administrative matters. From the above discussion, it can be deduced that the different problems relating to administration can be tackled by institutions of the state and by other actors as well. Jon Pierre comments, in his book, *Debating Governance*, that political institution no longer have a monopoly on the orchestration of governance. This statement indicates that the process of governance is no longer state-centric and that other actors have, also, emerged as critical players. Stoker has identified the following features of governance while summarizing various perspectives on governance.

- i) it refers to a complex set of institutions and actors that are drawn not only from government, but from beyond
- ii) governance identifies the power dependence involved in the relationship between institutions that are involved in collective action
- iii) it recognizes the blurring of boundaries and responsibilities for tackling social and economic issues
- iv) it is about autonomous self-governing networks of actors
- v) Governance ensures that the government is able to use new tools and techniques to steer and guide.

Prof. Kuldeep Mathur opines in his book, *From Government to Governance*, that governance is concerned with changes taking place in the organization of the state, and with changes in its relationship with the private sector and civil society actors (Mathur, 2009). The World Bank defines governance as, ‘The exercise of political authority, and the use of institutional resources to manage the society’s problems and affairs.’ The World Bank interprets governance as the institutional capacity of public organizations to provide public and other goods demanded by a country’s citizens in an effective, transparent, impartial, and accountable manner, subject to resource constraints.

In the Worldwide Governance Indicators project, the World Bank further defines governance as: “The traditions and institutions by which authority in a country is exercised. This considers the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies and the respect of citizens and the state of the institutions that govern economic and social interactions among them.”

The United Nations Development Programme’s regional project on local governance for Latin America has been able to define the concept of governance in a comprehensive way. It includes three key ingredients, namely, legality, legitimacy, and participation. It says, “Governance has been defined as the rules of the political system to solve conflicts between actors and adopt decision (legality). It has also been used to describe the proper functioning of institutions and their acceptance by the public (legitimacy). And it has been used to invoke the efficacy of government and achievement of consensus by democratic means (participation)”. The last feature that is participation is crucial to the process of governance and it facilitates a healthy relationship between the government and the governed. It also enhances a sense of belongingness among the citizens towards their respective states.

Based on these discussions, it can be said that governance means the process of decision making, and the process by which the decisions, are implemented, or even not implemented. Over the last couple of years, the concept of governance has

undergone change. It has included a few elements like accountability, transparency, and effectiveness into its broad contours. So, it has led to the emergence of a new aspect of governance, which is termed, good governance. Here, again, the World Bank cites four essential components of good governance, which are

- i) Public sector management requires civil service reform and involvement of private sector. The civil service reform as suggested by the Administrative Reforms Commission in India is an example of this. Again, the public-private partnership in infrastructure development, popularly known as the PPP model, is also an example of private sector initiative.
- ii) A legal framework for development to ensure the working of market.
- iii) The establishment of accountability through various institutions such as an Ombudsman, and the parliamentary public accounts committee.
- iv) Ensuring transparency and access to information. The existence of free media or the fourth estate, and the enactment of the Right to Information in India are examples of initiatives towards having transparency and access to information. The innovative *Jan Sunwai* (public hearing) and public display of budget allocation for development schemes and expenditure are other good examples in this regard.

The definition provided by the United Nations Development Programme on governance is also worth mentioning. It says that governance is, "...the exercise of economic, political and administrative authority to manage a country's affairs at all levels and the means by which states promote social cohesion and integration, and ensure the well-being of their population. It embraces all methods used to distribute power and manage public resources, and the organizations that shape government and the execution of policy. It encompasses the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and resolve their differences."

In a critical analysis on the process of governance, the issue of corruption emerges as the major impediment in ensuring development benefits reach the needy and the other target groups. So, the World Bank's formulation of governance is critically linked to reduction of corruption and ensuring rule-bound behavior by all institutions associated with governance. Some people use the term, fair governance, also, which implies a mechanism which allows various institutions to respect the rights and interests of the beneficiaries.

Measures of Governance

The big question that has emerged is how the amount or extent of governance quantify or measure in any country. The World Bank has identified six dimensions in which to measure governance. These are

- i) Voice and accountability: they measure political, civil and human rights.
- ii) Instability and violence: they measure the likelihood of violent threats to, or changes in government, this includes terrorism.
- iii) Effectiveness of government: This measures the competence of the bureaucracy, and the quality of public service delivery.
- iv) Regulatory burden: this measures the policies which are market unfriendly.

- v) Rule of law: this measures the quality of contract enforcement, the police, the court, as well as the likelihood of crime and violence.
- vi) Control of corruption: this helps in measuring the exercise of public power for private gain, including both petty and large scale corruption.

To measure the concept of governance and its quality, the International Fund for Agricultural Development has devised the following set of principles

- i) Inclusiveness and Equity: the principle that no one can be excluded from the process of development on the basis of gender, race and religion.
- ii) Participation: the opportunity for people who are affected by a particular decision to influence the process of decision making directly, or, indirectly.
- iii) Transparency: the degree to which the rules, standards and procedures for decision making are open, clear, verifiable, and predictable.
- iv) Efficiency: a measure of how economically resources are used to produce the intended results.
- v) Effectiveness: a measure of the extent to which an intervention achieves its objectives.
- vi) Subsidiarity: the principles that decision making should take place at the level that is most appropriate for a particular issue.
- vii) Adherence to the rule of the law: the principle that every member of a society, even a ruler, must follow the law.
- viii) Accountability: the responsibility for decisions made, and for their implementation, and for the results that the intervention has produced.
- ix) Sustainability: the likelihood that the positive effects of an intervention will persist for an extended period after the intervention ends.

Countries are categorized and ranked on the parameters of good governance based on these dimensions. There have been many attempts by various countries and international organizations to attain good governance in its totality. Although the results vary, the attempts to achieve good governance have resulted in tremendous improvements in the process of governance.

So far, you have read about the meaning and importance of governance, and, measure of governance. Now, you should be able to answer the questions, given below, in order to check your progress 1.

Check Your Progress 1

Note: a) Answer the following questions in about 50 words.

- b) Check your answer with possible answers given at the end of the unit.

- 1) Governance is a buzzword in contemporary times. What does the term mean?

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- 2) Explain the significance of governance.

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1.3 GOVERNANCE AND DEVELOPMENT: INTER-RELATIONSHIP

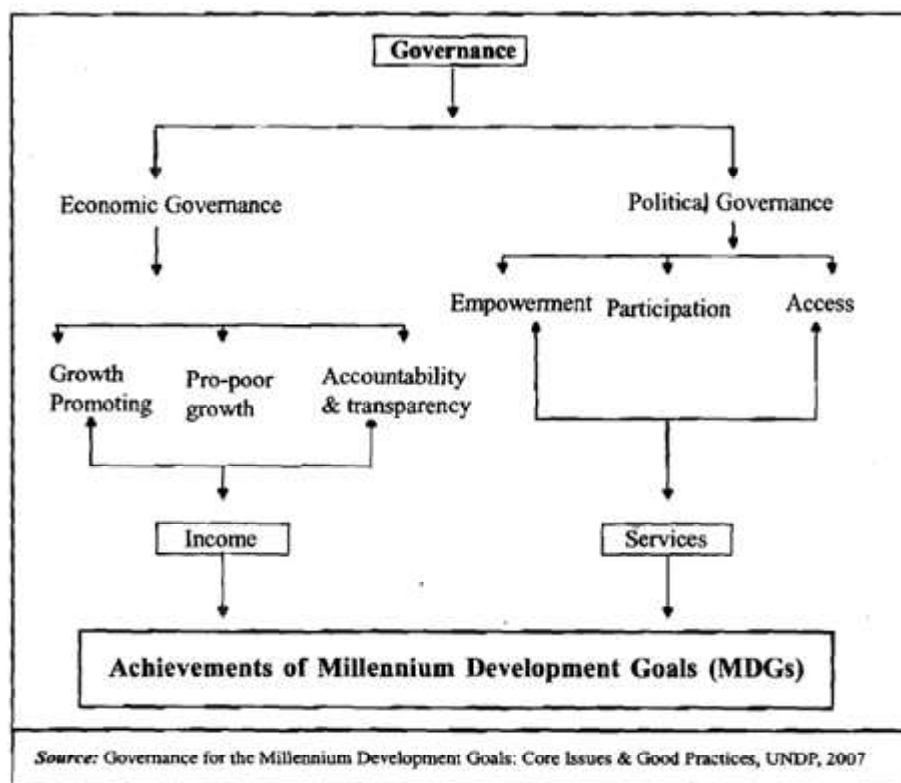
The term development is closely related to the process of governance. Every state in the world initiates a series of development activities in order to bring about a positive change in the economy, society and the lives of its citizens. In the entire process of development, the state has played a dominant role. However, it has been observed that the benefits from development initiatives have not had the desired effects, and that the initiatives have failed to bring about a positive change in the lives of the intended people. So, basic questions regarding the role of the state and its efficiency have been raised. The search for alternative mechanisms to ensure that development benefits reach the people has been on the agenda of policy makers. The recent arrangement of public-private partnerships has emerged as the viable alternative in providing service delivery in certain sectors of the economy. Thus, the basic approach to development has undergone changes in recent times.

The United Nations General Assembly 2005 World Summit outcome envisaged that “...good governance is essential for sustainable development; that sound economic policies, solid democratic institutions responsive to the needs of the people and improved infrastructure are the basis for sustained economic growth, poverty eradication and employment creation; and that freedom, peace and security, domestic stability, respects for human rights, including the right to development, the rule of law, gender equality and market oriented policies and an over all commitment to just and democratic societies are also essential and mutually reinforcing “.

The Asian Development Bank, while emphasizing the role of governance in development mentioned that poor governance holds back and distorts the process of development, and has a disproportionate impact on the poorer and weaker sections of society. Therefore, assisting developing countries in improving governance is a strategic priority of the ADB in eliminating poverty in Asia and the Pacific. The four key areas of interrelationship between governance and development identified by the ADB:

- a) Accountability
- b) Participation
- c) Predictability
- d) Transparency

The UNDP governance and development linkage is given below in the flow chart.



The central point in development and governance is that both concepts aim at offering benefits to the citizens. However, neither concepts have any meaning if they do not deliver benefits to citizens. Moreover, neither of the concepts are detached from each other, rather they complement each other. Development initiatives bear fruit in the presence of good governance. Again, good governance ensures participation of people in decision making related to development programmes. The participation of people in development initiatives truly reflects the empowerment of people.

Generally speaking, development implies the process of improving the standard of living and wellbeing of citizens by raising per capita income. Per capita income is definitely an important parameter of development, but, the question is, how much benefit has it provided to common citizens in terms of availing the basic elements of life, such as health and education is an aspect to be taken into consideration. In recent years, development has transformed from mere economic terms to value loaded terms, or, human development. So, based on their performance on the human development front, all countries are ranked through the human development index. Nobel prize winner Amartya Sen has contributed significantly towards changing the meaning of development and making it a broad and inclusive concept. He argued that one way of seeing development is in terms of expansion of the real freedoms that the citizens enjoy to pursue the objectives, they have reason to value, and in this sense the expansion of human capability can be, broadly, seen as the central feature of the process of development (Dreze and Sen, 1996).

The quality of governance relates to the practice of domestic politics and to public action. Public action is the action *by* the public or the people rather than just *for* the public by the government. Looking at the functioning of the various

democratic countries, it can be said that the role of the public is not confined to influencing or challenging the decisions of the government. Rather it is to play a constructive and definitive role in the socio-economic development of society, and to reduce social inequalities. Amartya Sen argues that public action has the potential of making a government really accountable and transparent. (Dreze and Sen, 1996). As discussed earlier, accountability and transparency are the two key components of good governance. Thus, governance can be ensured and strengthened by public action, or more involvement of people in the process of governance. The role of the government is to build institutions to help facilitate the involvement of people in the entire process of governance. Initiatives by the Government of India, such as the 73rd and 74th amendments which provided constitutional status to grassroot institutions, like the *panchayat* and *nagarpalika* have been landmark achievements that ensure the involvement of people in the process of governance. Moreover, another significant step taken by the Government of India to constitutionally ensure 50 per cent seats in *panchayats* for women, is a positive step to involve women in the process of governance. As the people are direct beneficiaries in the process of governance, they have a definitive say in the decision making process. Having a say in the decision making process at the grassroot level, people can, themselves, decide what kind of development they want rather than having a development plan imposed on them by the state. The much publicized National Rural Employment Guarantee Act (NREGA) reflects the requirements of citizens and is an excellent example of the importance of critical linkage between governance and development. It validates the view that development and good governance are mutually complimentary. Good governance facilitates development, and in turn development ensures the furtherance of good governance. The success of NREGA in bringing a development turnaround in rural areas in different parts of India is also crucially linked to the practice of transparency in both development and governance practices. The display of budget allocations, and how that amount has been utilized are regularly and transparently publicized in the public places, and on the agendas of *panchayat* meetings popularly known as 'social audit'. As citizens get a concrete idea about the progress of development initiatives at their local level, it brings in transparency, and there is a sense of increased accountability among government officials. The social audit has become an integral part of the development process at the grassroots. The awareness among the people has brought a positive impact on the implementation of the development initiatives. This can also be interpreted as public action, as identified by Amartya Sen. This process has again gained strength with the enactment of the Right to Information Act, which has empowered the citizens to ask for information from officials. The participation of people has also brought about a qualitative and significant change in the development process, and its impact on the larger section of the society.

1.4 FEATURES OF GOOD GOVERNANCE

After reading about governance, now it is appropriate to introduce you to the term, good governance, a key development concept, today. The people of a country expect that their government should deliver effective administration, which promotes their quality of life. In ancient times, the legendary administrator of the Mauryan Empire, Kautilya emphasized that it is the duty of a government to act in a manner that realizes the material, mental, moral, and cultural, wellbeing of the people.

The World Bank in its reports of 1989 and 1992, the Organization for Economic Cooperation and Development (OECD) Commission on Global Governance (1995), United Nations Development Programme (UNDP) 1997 have all dealt with the authorities of good governance extensively. The OECD (1992) delineated the key features of good governance in the following words: "...it is the promotion of democracy and open pluralistic societies; the strengthening of transparent accountable, efficient and effective national and local government; the promotion of respect for human rights; the reinforcement of rule of law, including fair and accessible legal and judicial system, the promotion of independent media and the dissemination of information; anti corruption initiatives and efforts to reduce excessive military expenditures."

Over the past few years, the concept of good governance has become the subject of intense interest. Precisely speaking, the distinctive features of good governance are: participation, accountability, consensus oriented, transparency, responsiveness, effectiveness, efficiency, equitable-ness, inclusiveness, and following the rule of law. The concept of good governance also includes feature such as the minimization of corruption, and, being responsive to current and future needs, and taking into account, the aspirations of society in large.

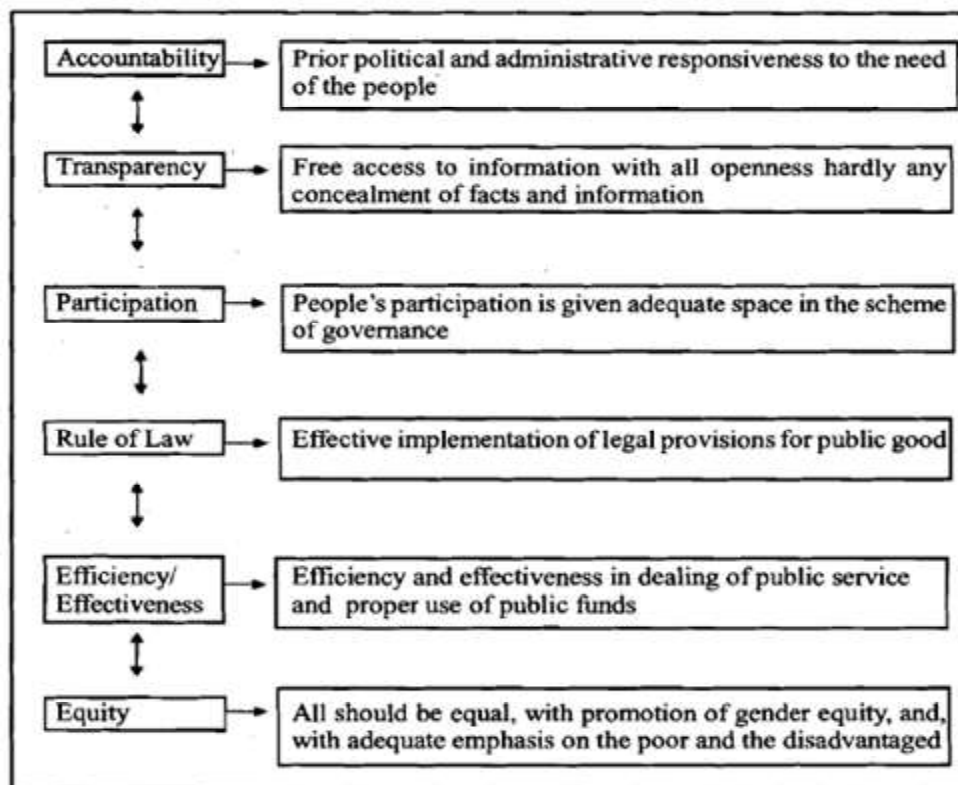
Focusing on the concept of good governance, the United Nations Development Programme emphasised on a high quality of processes by which decisions affecting public affairs are reached and implemented. It further, highlights, good governance need to ensures that all, including the poor and other disadvantaged groups, are included and have the means: (a) to influence the direction of development, (b) to make contributions to development and have these recognized, and (c) to share the benefits of development to improve their lives and livelihoods.

The concern for good governance has been well voiced in Asian Development Bank Report (1999) titled Governance in Asia: From Crisis to Opportunity which could be discussed through the following questions:

- Do people fully participate in governance?
- Are people fully informed?
- Do people make decisions, or, can they, at least, hold the decision makers accountable?
- Are the women equal partners with men in governance?
- Are the needs of the poor and disadvantaged met?
- Are people's human rights guaranteed?
- Are the needs of the future generation taken into account in current policies?
- Do people own their structures of governance?

The key features of good governance are explained in the chart given below.

Features of Good Governance



1.5 BARRIERS TO GOOD GOVERNANCE

Now, let us understand the barriers to good governance. Going through the discussion on good governance, it can be said that development is a value-loaded concept and has a strong relationship to good governance. However, the process of good governance encounters various barriers. The barriers are multifold and intense in nature. Most importantly, all the barriers are inter related to each other. The barriers to good governance are discussed briefly.

- i) **Lack of awareness:** this is one of the biggest barriers that come in the way of good governance. Due to inadequate literacy, lack of information from the government side, and the failure of civil society institutions there is a lack of awareness among people about the process of governance, and development initiatives. The sense of apathy among people also compounds the problem.
- ii) **Absence of transparency and accountability:** governance gets derailed due to lack of transparency. Moreover, lack of accountability leads to authoritarianism and creates a huge gap between the government and the governed.
- iii) **Corruption and failure to check corruption:** corruption is generally identified as private gains from using public means through unethical practices. This phenomenon takes away development benefits from people.
- iv) **Weak civil society:** civil society bridges the gap between government and governed, and checks the growth of unethical practices. But, when there is an absence of civil society institutions, or when they are weakened, the gap between people and the government gets widened. Good governance is badly affected by weak civil society institutions.

- v) **Lack of strong institutions of governance:** governance functions with the support of various institutions such as the legislature, executive, and the judiciary, with a clear separation of power. If these institutions succumb to illegal and unethical pressures, and they fail to perform their designated functions, then the institutions get weakened. This results in the failure of the process of governance, and hampers development initiatives.

The process of governance is being strengthened by modern information technology. Video conferencing, for example, is a way to organize direct discussions between officials and citizens. The availability of information on internet sites, the conversion of documents into electronic format, the storage of all data related to citizens, makes the process of transparency and accountability simple. The devolution of power by giving constitutional status to grassroots organizations has brought an upsurge of democratic values and participation among citizens. The participation of citizens in the development process enhances governance, and, ultimately, democratic ideals.

In these last sections, you have read about the features of good governance, and barriers to good governance. Now, attempt the answers to the questions given in the Check Your Progress 2.

Check Your Progress 1

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

- 1) Discuss the key features of good governance.
- 2) What is the relationship between governance and development? How do they strengthen each other?

1.6 LET US SUM UP

Good governance is a qualitative term which gets strengthened with people's participation, with transparent and accountable mechanism. The rule of law also plays a definitive role towards ensuring good governance. This process is, now, being strengthened by the application of science and technology, which has revolutionized governance, and plays an important role in bringing people closer to the process of governance. Governance plays an important role in development.

1.7 KEY WORDS

- State** : This is the basic actor in today's world, representing a definite population, having a definite territory, a government, and sovereignty (the ultimate authority in handling its affairs).
- Market** : An institution which represents the interests of private players in the economy. Over the years, some people claim that it has emerged as the alternative to the state.
- Civil Society** : This represents the organizations that have emerged as voluntary initiatives of citizens, and without the support of the State. It articulates the voices of citizens, and helps to facilitate a smooth relationship between the State and the citizens.

- Governance** : This represents the complex relationship between the state, market, and the civil society. It reflects the nature of functioning of the authority and government. Recently, it has transformed into a value-loaded concept called good governance ,and it features rule of law, participation of people, transparency, and accountability, among others.
- Rule of Law** : This implies the proper and rational codification of laws and application of laws to one and all, uniformly.
- Development** : Means the betterment of the lives of people which is measured by a rise in per capita income. However, the term has undergone a transformation, and the new view is termed human development, which means the benefits in terms of health, education, drinking water facility, food availability, among others, through the development process.

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www.unescap.org/pdd/publications/mdg-access2basic-service/ mdg-access-tobasic.services.pdf <http://adb.org/governance/>

1.9 CHECK YOUR PROGRESS - POSSIBLE ANSWERS

Check Your Progress 1

- 1) Governance is a buzzword in contemporary times. What do you mean by it?

Answer: Governance has entered into the academic discourse in a big way. In this changing world, the nature of state activities has undergone rapid changes. So, the nature of service delivery mechanism has changed from state-centric activities to an arrangement between state and other actors, such as the market and civil society. Governance refers to a set of complex relationships between the state, market, and civil society organizations with the aim of rapid development.

- 2) Explain the significance of governance.

Answer: The term, governance, implies the relationship between the state, market and civil society. Over the years, the term has attained a comprehensive meaning that includes features like efficiency, transparency, accountability, and rule of law. The definition provided by the United Nations Development Programme is the widely accepted, comprehensive explanation on governance. (Also see section-1.2)

Check Your Progress 2

- 1) Discuss the key features of good governance.

Answer: According to Kautilya, governance refers to the role of public organizations to realise the material, mental, moral, and cultural well being of the people. Recent changes in the concept have added the term, good, to encompass a broader meaning. The key features of good governance are accountability, transparency, participation, rule of law, efficiency, effectiveness, and equity. These features help government to deliver services for public welfare. It has been dealt with at length in section 1.4. Read this section and analyze each points.

- 2) What is the relationship between governance and development, and how do they help strengthen each other?

Answer: Governance and development are interconnected. Both concepts aim at improvements in the lives of the citizens. Governance aims to attain its objectives through greater participation of citizens in the governance process with transparency and accountability, supported by the rule of law. Development becomes effective and meaningful with good governance in place. (For further details, go through the section-1.3)

UNIT 2 PARTICIPATORY AND DECENTRALIZED GOVERNANCE

Structure

- 2.1 Introduction
- 2.2 Governance: Its Meaning and Importance
- 2.3 Participation and Governance
- 2.4 Globalization and Participatory Governance
- 2.5 The Role of NGOs in Participatory Governance
- 2.6 Centralized Governance
- 2.7 Decentralization and Decentralized Governance
- 2.8 Issues in Decentralized Governance
- 2.9 Let Us Sum up
- 2.10 Key Words
- 2.11 References and Suggested Readings
- 2.12 Check Your Progress: Possible Answers

2.1 INTRODUCTION

In the first unit, *Governance: An Overview*, you read about governance in general, and about good governance in particular, which plays a pivotal role in development. The idea of participatory governance has gained enormous popularity in recent times. The right to participate in development process creates a sense of ownership of masses, therefore, it has high intrinsic values. It is well said, that, the right to development is not simply as a right to enjoy the fruits of development, but is a right to participate in the process of realizing development. However, for the effective implementation of various development programmes, and effective people's participation, the process of decentralized governance emphasized. The deconcentration, as well as decentralization of power and authority, from the centre to the periphery has made development programmes more people centered. In this unit, you will come to know, through detailed discussion, participatory governance, as well as the pros and cons of decentralized governance.

After reading this unit you will be able to:

- explain the concept of participation, participatory governance and its role in the development process;
- discuss the role of two major agencies towards participatory governance besides the state i.e., the corporate sector and non government agencies;
- analyze the methods of participatory rural appraisal (PRA), rapid rural appraisal (RRA) to evaluate the extent of development and planning for further intervention;
- distinguish between centralized and decentralized governance; and
- analyze the issues in decentralized governance.

2.2 GOVERNANCE: ITS MEANING AND IMPORTANCE

The state is a complex system of multiple legal orders and interdependent relationships. In recent years, the structure of this complex system has seen a major shift. The focus has shifted from government to governance. Governance refers to what a government does. Kaufmann, Kraay and Zoido-Lobaton (1999) define governance as, “The traditions and institutions by which authority in a country is exercised. This includes the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them”. From development and welfare concerns, there is a rapid switchover to concerns for, what is termed, good governance. It is critical, at this stage, to understand the meaning of good governance. The World Bank emphasized three significant dimensions of governance

- 1) Political regime character
- 2) The organizational process by which authority and control are exercised
- 3) The institutional capacity to plan and implement policies, and carry out functions. (World Bank, 1991)

Governance, in other words, is a dynamic concept, and encompasses fast changing political, social, and economic milieu, along with international environment and conditions of operational governance. Therefore, the experts suggest periodical rethinking on, and even, remodelling of the concept and institutions of governance. The analysts world over have weighed the advantages and disadvantages of various forms of governance. The basic point of analysis is the comparative efficiency of two types of governance. The first is centralized governance, using the central governments’ field offices, and, the other is decentralized governance based on the transfer of power to the state and local levels of government. The proponents of each form of governance insist on the superiority of the form they prefer. The issues that are analyzed in this discourse are

- optimal use of resources
- high productivity levels
- achieving synergies and cooperation
- conflict over human and budgetary resources
- responsiveness to the societal needs and aspirations.

The effectiveness of the two types of governance is contextual, and has a symbiotic relationship with the polity, economy, and society. Both have their advantages and disadvantages.

2.3 PARTICIPATORY GOVERNANCE AND ITS FEATURES

The definition of governance according to the United Nations Development Programmes (UNDP) is: “... the exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises mechanisms, processes and institutions, through which citizens and groups articulate their interests,

exercise their legal rights, meet their legal obligations and mediate their differences”. Participation is taken as the pillar of good governance. Public participation is regarded as a vital part of the democratic process. Public participation seeks the involvement of those who are targeted as beneficiaries. Those are affected by decision needs to participate in the decision making process. This implies that public contribution will influence the decision. The participatory processes viewed as the facilitator and inclusiveness, the desire to participation of the whole community or society. Public participation is a part of people-centred or human-centric principles which have emerged over the last thirty years. In this respect, public participation challenges logic of centralized hierarchy and paradigm shift. It advances the alternative idea, that collective decision making is better than one, further argues that public participation can sustain productive and durable change. Article 25 of the international covenant on civil and political rights envisaged that, “every citizen shall have the rights and the opportunity to take part in the conduct of public affairs, directly or through freely chosen representatives...”

In some countries, public participation is the central principle of making public policy. Public participation is viewed as a tool that is intended to the informed planning, organizing, and funding of activities. Public participation may use measure attainable objectives, evaluate impact, and identify lessons for future practices. Public participation in administrative rulemaking refers to the process by which proposed rules are subject to public comment for a specified period of time.

Features of Participatory Governance

Some features of participatory governance are

Participatory Budgeting: Participatory budgeting is a process of democratic deliberation and decision making, in which ordinary residents of a village or city decide how to allocate part of a panchayat or municipal or public budget. Participatory budgeting is usually characterized by several basic design features, such as: identification of spending priorities by community members, election of budget delegates to represent different communities, facilitation and technical assistance by public employees, local and higher level assemblies to deliberate and vote on spending priorities, and the implementation of local direct-impact community projects. Participatory budgeting may be used by the local self governments around the world, and has been widely publicized. In India, the panchayat in some states utilizes its common property resources and generates funds which are added to the total budget of the panchayats. Besides this, people also collect money to manage their common resources such as water works, and street lights. For example, in Punjab many village panchayats generate fund by utilizing the village *samlat* (common) land and use the fund for developmental purposes such as construction of water works, provision of street light, toilet facilities in schools, etc. Similarly, in Karnataka, many village panchayats collect fund from the households to manage village water works, street lights, etc.

Public Trust: In recent years, loss of public trust in authorities and politicians has become a widespread concern in many democratic societies. Public participation is regarded as one of the potential solutions to the crisis in public trust and governance. The idea is that the public should be involved in the policy process, and to have state officials seek public views and participation, rather than treating the public as simply passive recipients of policy decisions.

The underlying assumption by political theorists, social commentators, and even politicians is that public participation increases public trust in authorities, improving citizen political efficacy, enhancing democratic ideals, and even improving the quality of policy decisions. However, the assumed benefits of public participation are yet to be confirmed.

Transparency and Accountability: Transparency and accountability are critical for the efficient functioning of a modern economy, and to achieving faster growth and development. These are two important pillar of democratic governance. Transparency ensures that information is made available that can be used to measure the authority's performance and to guard against the misuse of power. Transparency enables democracies to achieve accountability.

Participatory Development: In economic development theory, the school of participatory development draws the attention of all today. The desire to increase public participation in humanitarian aid and development has led to the establishment of a numerous context-specific, formal methodologies, matrices, pedagogies, and *ad hoc* approaches. These include conscientization and praxis-project programme appraisal (PPA), rapid rural appraisal (RRA) and participatory rural appraisal (PRA); 'open space' approaches; goal-oriented project planning also called 'Zielorientierte Projektplanung' (ZOPP). The World Development Report (1994) on infrastructure reported that in a study of 121 completed rural water supply projects, financed by various agencies, projects with a high degree of local participation in project selection and design were more likely to enjoy good maintenance, subsequently, than those with more centralized decision-making.

Environment and Sustainable Development: In recent years, public participation has come to be seen as a vital part of addressing environmental problems and bringing about environment and sustainable development, In this context, relying solely on a method where technocrats, or, bureaucrats monopolize decision making is no longer seen as effective, and it is argued that public participation allows governments to adopt policies and enact laws that are relevant to communities and take into account their real needs. Sustainable development is more effective with participation in governance.

2.4 GLOBALIZATION AND PARTICIPATORY GOVERNANCE

With globalization, the scenario of governance has changed completely. There are many players in the system of administration which is termed governance. The government and market are now players on equal plane. New actors have entered the system. Two of these actors are: the multinational companies (MNCs) and the non government organizations (NGOs). The state is no longer a coercive power while negotiating with MNCs. The state is now, one among others, although a significant one. The government and MNCs both remain engaged with each other and prepare a ground on which they have to work together. This will also help the host country to keep a check on an MNC. That gives a bigger role to be played by the government of a host country. Globalization has changed the scenario. Both actors have to work together on equal plane according to a prepared code of conduct and rules of the game, which regulate the behaviour of both actors. MNCs play an important role in working with various actors, such as NGOs and the market.

MNCs, in their role as investor, innovator, experts, manufacturers, lobbyists, and employers, are critical players in developing the architecture of global governance. They are increasingly prominent in negotiating formal intergovernmental regimes, such as the Kyoto Protocol, and the scientific advisory panels of these regimes. MNCs, working as the actors in the decision making process that determine the quality of products, decide about the standards and codes of conduct that govern not just products, but environmental practices and labour conditions too. MNCs negotiate with a government about the entry into their country to establish their units, but, at the same time, they negotiate with NGOs about the quality of environment which is going to be affected by their industrial enterprise. They want to know the market conditions of a country whether there is any restriction imposed on the market from the government or even through NGOs. MNCs need to know what environmental problems their unit is going to create. If it emits higher than acceptable level of carbon dioxide which is the source of global warming then they have to talk to the government and NGOs about the sustainable technology which can reduce the emission of carbon. The government, MNCs, and NGOs all have to agree to regulations that are to be followed by all so that acceptable labour standards and environmental standards are in place. For instance, if an MNC uses child labour in their factory, an unacceptable practice, then NGOs and government watchdog bodies have the right to bring the matter to the attention to courts and other bodies. The government, MNCs and NGOs all of them need to agree to have a regulatory authority where they can be subject to code of conduct approved by them to regulate their activities in relation to labour employment. MNCs and NGOs often make common ground for discussions and settle disputed matters amongst themselves, according to the ground rules that have been adhered to, previously. Peter Newell (2001) remarked “There has been a notable shift in the relationship between business and NGO around regulatory issues. From a position of clearly defined antagonism, there is increasing emphasis on partnerships and institutionalized forms of collaboration”.

Governance is a mechanism for these non state actors to participate in the decision making process. Though, NGOs are not as powerful as MNCs in terms of finance, yet as a network, NGOs, are a significant force to reckon with. NGOs are able to pressurize MNCs and business, in general, for coming to agreement over issues related to environment and climate. Today, a large number of NGOs around the world have received recognition by international funding agencies. For example, participation by NGOs has brought the issue of carbon emission to an international forum which resulted in the Kyoto agreement in which business has to be selective about technology which creates less carbon emission. They have to follow international standards to ensure the quality of their products. This quality is measured in terms of the impact on the environment. Thus NGOs are getting importance in global governance. Moreover, because of the active role of civil society and business, the political regime is a critical factor in governance, as the state is no longer the only important actor. To regulate diverse interest groups, the state cannot use administration. In the place of state and bureaucracy, which, earlier, took decisions on behalf of the state, a regulatory authority has been established. The regulatory authority has to mediate with both non state actors and state actors. David Levy and Peter Newell remarked that business is not just a subject of a regulatory system imposed by the state rather business is an intrinsic part of the fabric of governance. Governance is multilayered and all the stakeholders do participate in the decision making process, i.e., the states, the market, and NGOs.

Till this time you must have understand the concept of governance and its importance, in general and particularly participatory governance. Now, you should be able to answer the questions given below, in order to check your progress.

Check Your Progress 1

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

1) Transparency and accountability are vital to good governance - Explain.

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2) What is meant by participatory budgeting?

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3) How does globalization play a key role in changing the concept of governance?

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2.5 THE ROLE OF NGOS IN PARTICIPATORY GOVERNANCE

At the international level, NGOs are active, at meetings of intergovernmental coordination committees where issues related to trade, environment, and climate change are discussed. Their participation has helped bring radical changes in the negotiation mechanism with the non state players. Today, participation by NGOs is the key to good governance. Besides, their international presence and presence at both, the national and local levels, their participation is accepted by the government in various consultation meetings. Business, trade unions and NGOs, today, participate in decision making and this is a key to empowerment. It is the NGOs which can articulate the demands of people at the grass roots level. Many industrial establishments have initiated community outreach and developmental projects with the help of NGOs at their local levels. This is intended to create congenial environment for businesses. Business organisations provide funding to the NGOs in order to deliver

specific services to people. In recent years, governments of many countries are also taking the help of the NGOs for the implementation of various developmental projects at the grassroots level. At the same time, the local administration requires their help in implementing projects meant for the targeted social groups.

It is realized that the top-down approach is not going to succeed. The indirect and formal political decision making processes have not only failed to allocate adequate resources to the poor, but have excluded them from these processes. A bottom-up approach creates countervailing action by the people to influence the decision making processes. The role and contribution of people's participation is acknowledged by the UN which calls for "increased popular participation in decision making as a fundamental goal of and policy instrument for development."

Once the bottom-up approach is accepted, it requires NGOs to participate in a big way. These social action groups are able to articulate the needs of people as they work at the grass roots level. They have knowledge and expertise which makes meaningful participation possible and influence decisions that affect the livelihood of a target community. That is why it is recognized that programmes such as the participatory rural appraisal (PRA) is a means of empowerment of the rural poor.

The significant features of PRA are as following:

Empowerment: Knowledge is power. A local community that participates in the social process has acquired knowledge. The technical and social concepts related to their experience help them to have some expertise in limited areas. With knowledge, they have the capacity to contribute. The monopoly of professionals who have dominated the decision making process can be broken by the awareness of local communities that have knowledge.

Respect: The representatives of the local administration can learn to respect NGOs. The PRA process transforms administrators into learners and listeners. They learn to respect the intellectual and analytical capabilities of local people. The administrators should not have a patronizing attitude to local people. They may try to understand the folklore of local people to appreciate the local culture.

Localization: The administrators learn and understand the local mode of representations. This helps them to use local materials for creative use.

Enjoyment: The PRA process provides real enjoyment as working with local people is really fun.

Inclusiveness: once the stakeholders (government/ NGOs) are sensitive to the needs of the local people, it encourages the poor and *dalits* to participate in the process. This brings the participation of marginal and vulnerable groups into the PRA process.

The PRA process generates a lot of data and ideas which can be used in participatory planning. Participatory planning emphasizes the involvement of the whole community in the strategic and management process. It becomes a community level planning processes. PRA is supported by participatory learning and action, which emphasizes the links between the participatory process and action. This helps in building democratic leadership, consisting of various castes and ethnic groups. This process helps in the integration of lower castes and tribal people into PRA.

One of the leading exponents of PRA, laid down following principles of PRA

- a) handing over the stick: facilitating investigation, analysis, presentation and learning by local people themselves by which let local people teach you
- b) self critical awareness: the administrator critically examines his, or her, behaviour
- c) personal responsibility: taking responsibility to ensure that what is needed is really done, rather than depending on rules and manuals
- d) sharing: which involves a wide range of techniques now available, which includes everything from chatting across the fence, to making photocopies, and sending e-mail

Participatory Rural Appraisal uses several of the do-it-yourself methods given below

- local people are experts, and teachers and administrators are novices
- mapping and modeling
- time lines and trend and change analysis
- seasonal calendars
- daily analysis
- institutional diagramming
- matrix scoring and ranking
- shared presentations and analysis
- participatory planning, budgeting, implementation and monitoring

2.6 CENTRALIZED GOVERNANCE

A state centric approach is favoured for conceptualizing a coherent centre, a global referential, a sense of direction, of scalar hierarchy, of equal treatment, of inalienable rights guaranteed by state acting in the general interest. In this framework, the primary decision making authority is vested in the central government. In other words, the goods and services are produced and delivered by the central government's field offices, or affiliated organizations. How such systems put in place is of high significance for an understanding of centralized governance. This can be understood better by the example of post independence India.

India adopted the approach of a division of functions and finances between the centre and the states in a framework of federal polity. The Constitution makers favoured a strong centre, because of the conditions prevailing then, such as a lack of industrial development, the need for balanced regional development, a large population living in poverty, scarcity of resources, and most importantly the fissiparous tendencies in many parts of the country which threatened its unity and integrity. The leadership at that time decided to opt for a democratic system of governance with a socialist pattern of society. The public sector was envisaged to be the engine of growth and economic development in the 'mixed economy' by gaining commanding heights in the economy. The principles mentioned earlier, i.e., optimal utilization of resources, high productivity levels, etc., formed the basis of the division of functions. Thus, three lists were obtained - Union, State, and Concurrent. These

lists enumerated subjects which determined the primary decision making authority. However, an overview of the three lists makes it amply clear that many subjects have been included in the union list which, generally, in a federal polity, is state government’s responsibility. Consequently, the resource generation capacity of the central government increased manifold, and states, in general, became dependent on the centre, for their investment and other spending requirements. This helped the centre to have greater control over states.

Besides political and economic control, administrative control was exercised through the continuance of Indian Administrative Service officers, who were the successors to the erstwhile Indian Civil Service of the Imperial rule. One party dominance for a sufficient period of time led to consolidation of the centralization tendencies. The biggest instrument in exercising, or perpetuating, the Centre’s control over the states was centralized planning.

Outside India, among the modern states, France can be classified as having a greater degree of centralized governance among the world’s democratic countries. The quest for overarching regulation and the re-conceptualization of a coherent centre describes well the reactions of leading French political and administrative actors to many of the challenges faced by contemporary France. French local authorities operate within the context of the centralized state tradition.

The advocates of centralized governance argue that the lower level governments are too close to the people to be effective instrument of desirable changes. They would be reluctant in imposing taxes and implementing schemes in the larger interest of the population. They might instead indulge in favouritism. Another assumption is that higher level governments are more enlightened and have higher capacity of policy making and efficient service delivery. Many proponents claim that if the responsibility of service delivery is delegated to local government, the quality of service will be degraded, as the Central government is likely to invest more in improving the skills and technical knowledge of its personnel as they may stay longer in the same position.

Till this point, you have read about the meaning, scope, and importance of participatory governance and centralized governance. Now, you should be able to answer the questions given below, in order to check your progress 2.

Check Your Progress 2

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

1) Explain the meaning of centralized governance with specific examples.

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2) Discuss the three lists of the Indian Constitution which provide the decision making authority between centre and state.

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2.7 DECENTRALIZATION AND DECENTRALIZED GOVERNANCE

Discourse on good governance has led governments, the world over, to move towards decentralization, and subsequently, towards democratic decentralization, giving more authority to local government systems. Before discussing decentralized governance, it is important to distinguish between the types of decentralization. Decentralization refers to a process through which more autonomy is bestowed upon lower level of institutions, and, more specifically, through the transfer of power to democratically elected bodies. There are different ways to grant autonomy.

- i) **Devolution:** It refers to the transfer of power to the lower levels of government, from the national level to the state level, or from the state level to local government levels. This reduces the control of the higher level of government, but the lower level of government has to operate within the framework of the general policies.
- ii) **Deconcentration:** Through deconcentration, the power is transferred to a sub unit, which ensures that the control of the government concerned remains intact, while functional autonomy enables the sub unit to perform efficiently. Deconcentration is normally given to a sub unit at the regional, or field level.
- iii) **Delegation:** In delegating power, limited responsibilities are transferred to a lower level office to reduce the burden of decision making. It is normally used in units where the work load has increased, and it is efficient for the lower unit to carry out certain responsibilities without looking upwards for sanctions. Delegation does not reduce the accountability of the authority which has delegated power.

Democratic Decentralization

It is almost impossible to conceive of a highly decentralized system of governance without some measure of democracy to sustain it. It is widely accepted that in a democracy, the political values and preferences of the government reflect the will of the people. The government translates this will of the people into laws and policies, and then, implements it through its bureaucracy. The emphasis on discarding the top down approach has led to a search for effective alternatives. Democratic decentralization has emerged as the most appropriate and most recommended solution. Stigler (1957) identified two principles of jurisdictional design

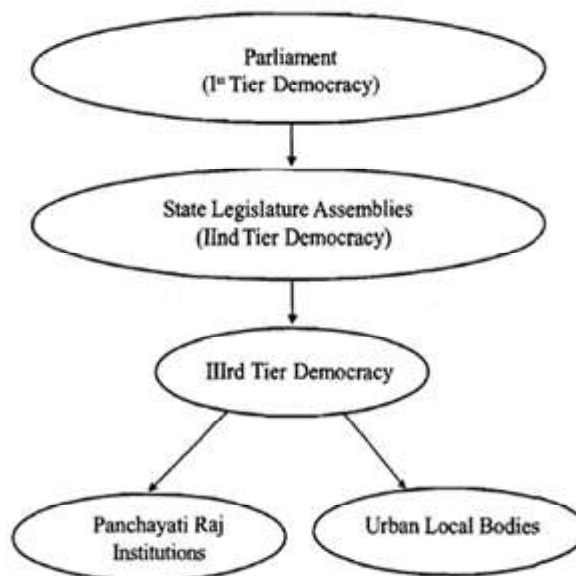
- the closer a representative government is to the people, the better it works
- people should have the right to vote for the kind and amount of public services they want

These principles suggest that decision making should occur at the lowest level of government, consistent with the goal of allocative efficiency.

The international agencies give due importance to the projects that correspond to the needs of the people and formulated and implemented by the people. It is important to mention here that the efforts of decentralization are not donor driven. The main assumption behind is that development would reflect the will of the majority of the people through the elected representatives. Decentralization was also seen as part of a wave of democratization that was sweeping many countries towards the end of the 1980s.

India had a decentralized process even before its independence. By the 73rd and 74th constitutional amendments, democratic decentralization travels a full circle. Now, the local self governments in India are considered as the third tier in a three tier democracy. The democratic decentralization processes in India is given in the flow chart below.

Democratic Decentralization in India



Decentralized Governance

Increasing needs and aspirations, and the rising expectation of citizens put pressure on the capacity of the centralized governance institutions to formulate and implement sound policies, and to deliver public services. The move towards decentralization is aimed towards enhancing this capacity which is at the core of good governance. The assumption is that it would increase the effectiveness of the government through improved quality of policy formulation, as it would be synchronized with reality on the ground; streamline the bureaucracy, as it would increase the interface with the citizens, and, make it more accountable; and to vide improved service delivery by a responsive bureaucracy. One of the serious problems with centralized governance is that it results in inefficient service delivery, and suffers from low accountability. International organizations like the United Nations and the World Bank use the term, governance, with reference to political, administrative, economic matters, and civil society.

Decentralization has emerged as the key element in the present thought on improving governance. Governments, the world over, are vying with each other in experimenting with decentralization (Manor, 1999). It recognizes the inability of traditional political and bureaucratic institutions to govern society through a top down approach. It has means taking recognition of spatial distribution of power and its multiple centres. These multiple centres can be at various levels, rising from the local community itself (Mathur, 2008). Mathur (2008) argues that, “In India, decentralization began to mean dispersion of power, not only to rural and urban local self governments, but, also, to self-help groups, local communities and NGOs”.

Most importantly, decentralized governance serves to fragment and disperse political power. Despite the call for a reduced role of the state, the fact remains

that the government is the most powerful institution in any society, and retains a monopoly on the use of coercive power. This makes it imperative to establish and maintain a system of checks and balances with regard to the exercise of power. Decentralized governance is a significant measure to implement and exercise such check and balances. It implies that there is need to establish multiple levels, jurisdiction and units of government, each of which has some measure of independence and autonomy from the other. This helps to ensure that power and authority are not concentrated, and promotes the creation of competing elites, which serve to check the independence and power of each other. According to some scholars, decentralization serves to create additional civic space as well. By generating more centres of power, there are inevitably more venues in which civil society organizations can develop and find sustenance, which contribute significantly to the creation of nongovernmental centres of authority and power within a society. These centres of power can serve to hold government accountable.

Additionally, decentralization enhances accountability. In the principal-agent framework, the authority is brought closer to the population, which provides the citizenry with a greater sense of political efficacy. Moreover, the people tend to respond more positively to the government that is nearer to them and more tangible.

Tiwari (2002) identifies the conditions that are necessary for the success of decentralized system of government

- i) the capacity of the local government to raise their own revenue and develop the competencies that are necessary to govern
- ii) the ability of the state governments to direct reforms and to behave in a way that does not impede decentralization
- iii) the state governments must learn when to impinge on local autonomy for the sake of stability, and when to refrain from interference to avoid inhibiting good governance at local levels
- iv) the paradox is that decentralization requires more central governance and more sophisticated political skills at the state level
- v) a good and strong state government
- vi) reliance on local taxation and fiscal autonomy
- vii) smooth function of local democracy.

Now, attempt following questions, given below, to check your progress 3.

Check Your Progress 1

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

- 1) Explain the three concepts- devolution, deconcentration and delegation, and make distinction between them clear.

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- 2) What are the necessary conditions for the success of a decentralized system of government?

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2.8 ISSUES IN DECENTRALIZED GOVERNANCE

Decentralization is not a panacea to address the problems of effective governance. Success of decentralization depends a lot on the capacity of the lower levels of governments and efforts towards enhancing that capacity. Both, political and bureaucratic will are required to support decentralization. Below, we list some issues that plague decentralized governance

- i) The political will to share power with the lower levels of the governments has often been absent, and, in fact, thwarted the attempts towards effective decentralization. The cases in point are the 73rd and 74th Constitutional Amendment Acts. Provisions, such as DPCs (District Planning Committees) or SFCs (State Finance Commissions), have yet to show any significant impact at the local level in a majority of the states. The states have not shown adequate enthusiasm towards implementing these provisions. Sufficient powers have not been devolved to local bodies, as envisaged under the Acts. Effective decentralization requires strong local government, and effective local law making capacity.
- ii) Local bodies have been reluctant to raise resources through taxation at their level. A look at the budgets of local bodies, especially in the northern states, reveals that there are few untied funds which are available to local bodies, because revenue from their own sources is negligible.
- iii) A potential problem inherent in the movement towards greater decentralization is that local entities, even when well intentioned and responsive, are in fact likely to have a narrower perspective in terms of issues of broad public policy and wellbeing than larger units of government. Decentralization may also help national governments in sharing responsibilities. Often the responsibility for providing services is devolved without adequate resources. For example, the matching of responsibilities and resources is not seen at the level of local bodies despite Constitutional provisions. There has been a growing concern about the extent of fiscal decentralization.
- iv) It is desirable that there would be a significant local demand and local concern for the development and maintenance of a decentralized governance system. Local governments have, for long, faced the apathy of the people in India unlike in some western countries where people take pride in the affairs of their local government institutions.
- v) A potential danger in a decentralized system is that the lower levels of governments may be captured by narrowly based, but highly organized,

local elites. This may impact the broad public policy framework and put the local governments at loggerheads with the central government. The emergence of some regional parties is a demonstration of this.

- vi) Decentralization talks about power of the government but it does not guarantee good governance. Situations vary from country to country, and governance is a complex of polity, economy, society and environmental factors, and, therefore, there cannot be a specified remedy to ensure that reforms will result in desired outcomes. There is no best way to structure a decentralized governance system.

2.9 LET US SUM UP

The capacity of the government to effectively formulate and implement sound policies is under a scanner. The basic point of analysis is the relative efficiency of two types of governance. One is centralized governance using the central government's field offices, and the other is decentralized governance, based on the transfer of powers to the state and local level governments. A state centric approach is favoured for conceptualizing a coherent centre, a global referential, a sense of direction, of scalar hierarchy, of equal treatment, of inalienable rights guaranteed by the state acting in the general interest. How such systems are put in place is of high importance for understanding centralized governance. The advocates of centralized governance argue that the lower level governments are too close to the people to be effective instrument of desirable changes. However, discussions on good governance has led governments, the world over, to move towards decentralization, and, subsequently, towards democratic decentralization, giving more authority to local government systems.

Governments, the world over, are vying with each other in experimenting with decentralization. In India, decentralization began to mean dispersion of power, not only to rural and urban local self governments, but to self-help groups, local communities, and NGOs, as well. Decentralization enhances accountability. Democratic decentralization has emerged as the most appropriate and most recommended solution. The decentralization would lead to the decision making authority coming lower down the order.

2.10 KEY WORDS

- Non Governmental Organisation (NGOs)** : Any institutions or agencies outside the state or government may be included under this category. Broadly, the term represents civil society, or the third sector in the form of a grassroot organization, self help group, voluntary organization, nonprofit organization, any associations, and development agencies.
- Trust** : For public participation, public trust is one pre-requisite condition to participate and act collectively for any common issues.
- Participatory Rural Appraisal (PRA)** : It comprises tools for collecting, analyzing, and formulating the people's need, and, accordingly, intervening with development projects. PRA methodology focuses on participation, in which

information is gathered from villagers, and local governments understand and learn from them.

- Zielorientierte Projektplanung (ZOPP)*** : This is German term which means Goal-Oriented Project Planning. This approach is widely used and promoted by German Technical Cooperation, an international *cooperation* enterprise for sustainable development with worldwide operations, and provides a systematic structure for identification, planning, and management of projects developed in a workshop setting, with principal interest groups.
- Governance** : The traditions and institutions by which authority in a country is exercised. This includes the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and, the respect of citizens and the state for the institutions that govern economic and social interactions among them.
- Decentralized governance** : It refers to the exercise of authority to effectively formulate and implement sound policies by the multiple levels of governments and is based on transfer of powers to state level and local level governments.
- Democratic decentralization** : A process of transferring power to popularly elected governments at multiple levels.
- Local government** : This refers to specific institutions or entities created by constitutions, or, by ordinary legislations, or, by executive order, to deliver a range of specified services to a relatively small geographically delineated area.
- Alternative Dispute Resolution mechanism** : It refers to institutions outside the formal system of courts for settling disputes or litigation through negotiation, arbitration, or conciliation.
- District Planning Committees** : The 73rd constitutional amendment envisages for the formulation of District Planning Committees at the district levels, this institution will be responsible for the preparation of district plan. The chairman of the Zilla Parishad will be the chairman of district planning committee.
- State Finance Commissions** : The 73rd constitutional amendment envisages for the formulation of State Finance Commissions in each state to look after the financial matters relating to the local self governments.
- Multinational/ Transnational Corporations** : These are those corporations which operate in more than one country or nation at a time. They have become some of the most powerful economic and political entities in the world today.

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2.12 CHECK YOUR PROGRESS: POSSIBLE ANSWERS

Check Your Progress 1

1) Transparency and accountability are vital to good governance - explain.

Answer. Transparency and accountability are critical for efficient functioning of a modern economy to achieve faster growth and development. These are two important pillar of democratic governance. Transparency ensures that information is made available which could be used to measure the authority's

performance, and to guard against any misuse of power. The Right to Information (RTI) Act in India is an example of transparency in governance. Further, transparency ensures accountability, and institutions and authorities can be held responsible for the delivery of results. Thus, transparency and accountability are viewed as pre-conditions for good governance.

2) What is meant by participatory budgeting?

Answer. Participatory budgeting is a process of democratic deliberation and decision making in which ordinary residents decide how to allocate part of a municipal or public budget. Usually, this is characterized by several basic design features such as, the identification of spending priorities by community members, election of budget delegates to represent different communities, facilitation and technical assistance by public employees, local and higher level assemblies to deliberate and vote on spending priorities, and the implementation of local direct-impact community projects. Some states in India, the panchayat utilizes its common property resources and generates funds which are added to the total budget of the panchayat. Besides, people also collect money to manage their common resources such as water works, streetlights, and other utilities.

3) How globalisation has played a key role in changing the perception of governance?

Answer. Globalisation and economic integration have not only changed economic and social relations, but influenced the nature of governance, and political systems at local and global levels. During the process there are two important actors— MNCs and NGOs emerged and played active roles. (Also, see the analysis in section- 2.3 & 2.4)

Check Your Progress 2

1) Explain the meaning of centralized governance with specific connotations.

Answer: Centralised governance refers to the primary decision making authority vested in the central government. It is a state centric approach which is favoured for conceptualizing a coherent centre, a global referential, a sense of direction, of scalar hierarchy, of equal treatment, of inalienable rights guaranteed by state acting in the general interest. In other words, the goods and services are produced and delivered by the central government's field offices, or affiliated organizations.

2) Discuss three lists of the Indian Constitution which provide decision making authority between centre and state.

Answer: According to the 7th Schedule of the Indian Constitution, there are three lists formed on the basis of division of functions between the State and the Centre. The lists are: Union, State, and Concurrent for optimal utilization of local resources and high national productivity. The first two lists, the union and the state lists, refer to the authority of central government and the state government respectively, whereas the concurrent list is the area of common subjects for both union and state lists. These lists enumerate subjects which determine the primary decision making authority. However, the centre has greater control over the states.

- 1) Explain the three concepts- devolution, deconcentration and delegation, and make distinction between them clear.

Answer: Devolution, deconcentration, and delegation are three types of decentralization process. Devolution refers to the transfer of power to the lower levels of government, from national level to state level, or, from state level to local government level. This reduces the control of the higher level of government, but the lower level of government has to operate within the framework of the general policies. Deconcentration is another form of transferring power to a sub unit, which ensures the control of the government concerned remains intact, while the functional autonomy enables the sub unit to perform efficiently. Deconcentration is normally given to a sub unit at the regional or field level. Delegation is the third form of delegating power, where limited responsibilities are transferred to a lower level office to reduce the burden of decision making. It is normally used in units where the work load has increased, and it is efficient for the lower unit to carry out certain responsibilities without seeking sanctions from higher authorities. Delegation does not reduce the accountability of the authority which has delegated power.

- 2) What are the necessary conditions for the success of the decentralized system of government?

Answer: The necessary conditions for the success of decentralized system of government: i) the capacity of the local government to raise their own revenue and develop necessary competencies to govern; ii) the ability of the state governments to direct reforms, and to behave in a way that does not impede decentralization; iii) the state governments must learn when to impinge on local autonomy for the sake of stability, and, when to refrain from interference to avoid inhibiting good governance at local level; iv) the paradox is that decentralization requires more central governance and more sophisticated political skills at the state level; v) a good and strong state government; vi) reliance on local taxation and fiscal autonomy; vii) healthy local democracy.

UNIT 3 GOOD GOVERNANCE: ATTRIBUTES AND CHALLENGES

Structure

- 3.1 Introduction
- 3.2 The Concept of Good Governance
- 3.3 The Attributes of Good Governance
- 3.4 The Challenges of Good Governance
- 3.5 Important Aspects Related to Good Governance
 - 3.5.1 Corruption and Sources of Corruption
 - 3.5.2 The Right to Information (RTI) Act
- 3.6 Let Us Sum Up
- 3.7 References and Suggested Readings
- 3.8 Check Your Progress: Possible Answers

3.1 INTRODUCTION

The concept of good governance is related to all branches of social sciences, especially, to political science, public administration, and economics. Governance, as a term, has gained prominence in public debates around the world, in recent times. It is used with the adjective, good, as if to suggest that what is under discussion is governance, evaluated positively. To use the term in such a manner, contrary to the general impression is not new, while the Oxford English dictionary defines the term as ‘the action or manner of governing’.

It is believed that good governance can solve all the major problem of civil society. The concept of good governance is not static, but dynamic. It has always been in demand and is the need of the common man. The concept of good governance derives its relevance in the context of misgovernance, which includes non-feasance, over-feasance and mal-feasance. Misgovernance is found, especially in developing countries, to a rampant degree. The concept of good governance becomes attractive as a remedy against this state of affairs.

In the last unit you studied about the participatory governance, in this unit we will focus on challenges and attributes of good governance.

After studying this unit, you should be able to:

- discuss concept of good governance;
- describe challenges to good governance;
- analyse attributes to good governance;
- describe important aspects related to governance such as, Corruption and Right to Information Act.

3.2 THE CONCEPT OF GOOD GOVERNANCE

First time in 1989, the World Bank used the term ‘good governance’ which focused to action oriented programmes to curb the corruptions in its client countries. Whereas

the United Nations Economic and Social Commission for Asia and the Pacific refer it as ‘the process of decision-making and the process by which decisions are implemented (or not implemented)’. For Mahatma Gandhi, it means *Sarvodaya* the concept of actions for the common good beneficial to all. According to Kautilya (c. 340-293 BCE), a king is the servant of the state who could harbour no personal likes. In the happiness of the subject, lies his happiness. The king should surrender his individuality in the interest of his duties. Kautilya’s king is a constitutional slave, unlike Plato’s philosopher king who had absolute power. Kautilya’s king acts in concert with the seven organs of the state and values their advice. But, Kautilya also warns that not only the ruler, but also the people have to live within constraints, otherwise, there will be no civil society. According to Kautilya, rulers and their officials must be subjected to a vigorously disciplined life and an elaborate code of conduct. Good governance means governing by the rule of law with equality before law and equal protection under law. To ensure the people’s welfare, which is the objective of good governance, there must be properly guided public servants or bureaucracy. Thus good governance means happiness and welfare of all through limited government, rule of law, properly guided bureaucracy, disciplined rulers, fixed salaries, maintenance of law and order, curbing corruption and uniformity in administration.

The modern concept of good governance emerged in the post cold war eras a result of deliberations by the World Bank and Organization for Economic Cooperation and Development countries upon development, particularly in developing countries. Good governance is associated with efficient administration in a democratic framework, an administration that is considered to be citizen friendly, caring and responsive. Government must be efficient, effective, economical and also ethical. The governing process must be just, reasonable, fair, and emphatic. Good governance is in no way based on fragile doctrines and dogmas; rather, it has a constitutional base. Further, it must be pointed out that good governance is not simply something that governments can achieve, or, do by themselves. Instead, it depends on the cooperation and involvement of a large number of citizens and organizations. Precisely, the good governance relates to political and institutional processes and outcomes that are prerequisites for achieving the goals of development. Therefore, good governance is applicable to all sections of society such as the government, legislature, judiciaries, the media, the private sector, the corporate sectors, the cooperatives, the society registered under the Society Registration Act and NGOs. The features of good governance are discussed earlier Unit on Governance: An Overview.

3.3 THE ATTRIBUTES OF GOOD GOVERNANCE

In the previous section you studied about the meaning and challenges to good governance. In this section you will come know about the various attributes of good governance.

A) Rightsizing governmental functions

It is essential that the role of the state is primarily to the care functions that cannot be performed by the markets. There is a need to identify those care areas. Security, law and order, social services, creation of infrastructure, and macroeconomic management are some areas. We must strengthen the existing ones, and set up new, autonomous regulatory agencies with quasi-judicial powers, in order to ensure that the functioning of private units are regulated in

the interests of society. All functions that do not involve formulation of policy should be given to executive agencies, cooperative and nongovernmental organizations, with a caution that these autonomous bodies should play a supplementary and complementary role to other public organizations. The departmental forms of undertakings should be converted into joint stock companies; services that cannot be performed economically by public organizations should be contracted out. Such steps, hopefully, would reduce the size of public bureaucracy and bring in value for money.

B) Greater use of information technology and management techniques

With the introduction of computer and information technology in governmental functioning, steps are needed towards revamping officer oriented systems with the aim of evolving better systems of record keeping, movement of files, space utilization, and the adoption of other available means of automation. We can make public offices more effective and efficient through computerized information system. We must reduce, or, even abolish all unwarranted reports and returns. Greater delegation of powers and level jumping can also lead to greater efficiency. Simplification of office procedures, standardization of job output, and introduction of appraisal by result, would help in boosting efficiency. Performance budgeting and zero base budgeting, along with efficiency cum performance audit would ensure greater accountability.

C) Delegation, ethics and participation

One of the basic requirements of good governance is responsive administration, which, in turn, depends on: (i) delegation and devolution of authority, and responsibility, (ii) adherence to clearly defined ethical standards, and (iii) the process of consultation and participation in decision making.

Throughout the world, it is well recognized that the civil service ethics is an important check and balance against the arbitrary and politically motivated use of public power. The need for a civil service court and a charter of ethics is being felt to maintain the confidence of the people, and to build up credibility of public institutions for good governance. Prevention, surveillance, and deterrent prosecution operating through the strength of existing machinery and the creation of new, autonomous quasi-judicial bodies warrants urgent attention. Similarly, a code of conduct is needed to define, specifically, the relationship between civil servants and politicians. The constitution of a high powered civil service board or Commission, or the extension of the jurisdiction of the existing Public Service Commission may guard against politicization of postings, transfers, and promotions. The proposed machinery can also act as a Civil Services' Ombudsman. This is being advocated in many countries.

D) Ensuring accountability

Another the most important item contributing to good governance is public accountability. Accountability should not only be confined to the functioning of public organizations, it should also become an integral part of the broader aspect of governance in a civil society. This would require proactive participation of different stakeholders in society.

It necessitates the citizens' orientation to public organizations involving adherence to declared standards of performance, sharing of information, openness, and a system of providing choice and consultation to the citizens. Greater transparency

in different aspects of the functioning of public authorities is needed. Though some steps have already been taken in this direction, it should be expedited. Easy accessibility, by citizens, to the information relating to government operations and its decisions and performance is an essential aspect of good governance. The citizens' charter should be extended to all public organizations dealing with service sector. Such charters should be updated periodically based on the feedback of citizens. Not only does the existing grievance redressal machinery need to be strengthened at all levels, it must be coupled with a mechanism to closely monitor delays, and enforce individual responsibility.

More importantly, we must remove the root causes of grievances and delays. Apart from steps taken to empower citizens, especially those in the weaker sections, local social groups and media are needed to identify problems, and, to ensure prompt action from public authorities. Internationally, a number of countries have restructured their administrative systems to fulfil the aspirations of citizens. Technology up gradation (introducing information technology), incorporating modern techniques of management to ensure effectiveness and efficiency capacity building of public institutions (training of civil servants) and transparency and openness in public organizations are the essential aspects of good governance. Further towards good governance, empowerment of citizens in general and vulnerable section in particular (decentralization), empowerment of grass root functionaries (delegation), dispersal of politico-administrative power (democratization), privatization, contracting out and removing delays and rigidity in public organizations (debureaucratisation) are essential alternatives for application of good governance and countering challenges faced in application of good governance.

E) Institutional reforms

Administration, being constantly involved in practical action situations, it cannot afford to remain static. It has to change, structurally, for the sake of sheer survival. Four principal goals of the rearrangement of administrative structure have been identified by Mosher. They are: changing policy and programmes; improving administrative effectiveness; solving personal problems; and, countering pressures and threats from outside organizations. Of these, improving organizational effectiveness seems a more generic objective. Paul Appleby, in an insightful article on the first Hoover Commission report in the US suggested two basic changes in administration: constant, and, episodic.

The first one stands for incremental change that takes place during the course of spontaneous adjustments to changing situations. New filing systems, alterations in procedures of work, and the reshuffling of postings, are examples of this type of changes, referred to as constant change. On the other hand, the episodic change is much wider ranging in scope and content, involving a major shake up in government.

Administrative reforms have this administrative character. Gerald Caiden defined it as the "...artificial inducement of administrative transformation against reforms". Three interrelated properties of reform are: moral purpose, artificial transformation, and resistance. A reform proposal is aimed at improving the status quo: it marks a departure from an existing set up, and opposition to the proposal is assumed. Caiden makes a distinction between reform and change. The change is a self-adjusting organizational response to changing conditions,

3.4 THE CHALLENGES OF GOOD GOVERNANCE

The preliminary condition for good governance is the establishment of the rule of law, which, ultimately, supplants the rule of whims and caprices of those in power. Good governance demands that government must be not only representative, but responsive, as well, to the needs of governed. A strong sense of responsiveness and commitment to serve the governed is required on the part of the government. It emphasises on the effective delivery of services to the satisfaction of the people. It provides moral legitimacy, apart from constitutional validity and credibility to the goals, as well as instrumentalities of government. It comprehends within itself all sections of governance and all sections and regions of society.

The main constituents of the good governance are rule of law; honesty, or probity in public affairs; independence of judiciary and human rights; people's participation; equality of treatment; absence of discrimination on the basis of colour, creed, caste, race, language, sex, region, ability; administrative responsiveness; social sensitivity; ethical approach or conduct; willingness to learn, and an urge to improve, as well as to evolve the capability to anticipate the nature and direction of change; to cope with challenges as they arise, from time to time.

Good governance depends on a range of factors that include administrative capacity, country's stage of development, the external conditions that it faces, and the state of information and technology (I.T) available to it, for taking decisions.

The World Bank has identified a number of challenges to good governance which assume significance for developed and the developing countries. These factors deal with the following political and administrative aspects

- **Political accountability**, including the acceptability of the political system by the people, and regular elections to legitimize the exercise of political power.
- There should be **freedom of associations and participation** by various religious, social, economic and cultural and professional groups in the process of governance.
- An established **legal framework** based on the rule of law and independence of judiciary to protect human rights, secure social justice and safeguards against exploitation and the abuse of power.
- **Bureaucratic accountability**, ensuring a system to monitor and control the performance of government offices and officials, in relation to quality of services, efficiency and misuse of discretionary power. The related determinants include openness and transparency in administration.
- **Freedom of information**, needed for formulation of public policies, decision-making, monitoring and evaluation of good performance.
- A sound administrative system should lead to efficiency and effectiveness. This, in turn, means value for money and **cost effectiveness**.
- Lastly, there is a greater need of **cooperation** among government and civil society organizations.

Some of the challenges of good governance could be as follows:

- 1) Corruption at various levels
- 2) Centralisation of power and authority
- 3) Criminalisation of politics
- 4) Violations of human rights
- 5) Weak legislators with criminal records, poor knowledge about development issues and low level of education
- 6) Poor people's participation in development processes
- 7) Less active civil society
- 8) Poorly empowered grassroots democratic institutions
- 9) Poor coordination among the political, administrative and community level organizations and institutions
- 10) Delay in delivery of judicial decisions
- 11) Poor participation of disadvantaged in decision making process.

In this section you read about meaning of good governance, challenges of good governance and attributes of good governance. Now you should be able to answer the questions in order to check your progress 1.

Check Your Progress 1

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

- 1) What is good governance?

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- 2) What are the challenges of good governance?

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3.5 IMPORTANT ASPECTS RELATED TO GOOD GOVERNANCE

Two important aspects related to good governance are: (i) corruption and (ii) the right to information.

3.5.1 Corruption

Corruption is defined differently by various exponents. According to David H. Bayley, corruption is “... a general term covering misuse of authority as a result of consideration of personal gains which need not be monetary”. As defined by Roberts C. Brooks “Corruption is the intentional misperformance or neglect of a reorganized duty or the unwarranted exercise of power with the motive of gaining some advantage more or less directly personal”. J.S.Nye observes, “Corruption is a behaviour which deviates public officials from the normal duties. This includes behaviour such as bribery, nepotism and misappropriation”. In short, corruption is the deliberate and intentional exploitation of one’s position status or reserves, directly or indirectly, for personal aggrandizement, whether it is in terms of material gain, enhancement of power, prestige, or influence beyond what is legitimate, to the detriment, or, the interest of other persons, or the community, as a whole.

Table 1: The Corruption Perception Index (CPI), 2017

Country	Score	Rank
New Zealand	89	1
Denmark	88	2
Finland	85	3
United States	75	16
Japan	73	20
Bhutan	67	26
China	41	77
India	40	81
Pakistan	32	117

Source: <https://www.transparency.org/research/cpi> (accessed on 17/3/2018)

Since 1995, Transparency International has published an annual Corruption Perceptions Index (CPI) rank ordering the countries of the world according to the degree to which corruption is perceived to exist among public officials and politicians. The organization defines corruption as “the abuse of entrusted power for private gain”. The Scandinavian countries rank high in the CPI.

Corruption in India is all pervasive. There are very few activities in the nation that are perceived to be free from this malaise. The Corruption Perception Indices (CPI), Transparency International, 2017, India ranks 81 and day by day the situation in India with regard to corruption is improving but not satisfactory. Broadly, corruption in India can be divided into two categories. In the first, is grand larceny, where those in power pocket hundreds of millions in kickbacks in public procurement, and in contracts. The second category consists of what might be called petty corruption where the common man pays for the public services to which they are fully entitled. There is ample evidence to show that corruption has slowed down economic progress and poverty alleviation initiatives in India. It has adversely affected the national security system, too. The most affected by corruption are the poorest and the most vulnerable groups. These groups are denied of their rightful entitlements, as they do not have the resources to pay bribes.

Sources of Corruption

According to Wilson, “men steal when there is lot of money lying around and no one is watching”. K Santhanam Committee observes that “corruption can exist only if there is someone to corrupt and capable of corrupting”. The Punjab administrative reforms commission has listed the following sources of corruption.

- 1) Lack of proper education and training of civil servants
- 2) Low salaries
- 3) Inadequate and insufficient supervision
- 4) Political patronage of officials
- 5) Complicated and dilatory procedures
- 6) Collection of funds through officials
- 7) Poor public opinion
- 8) Unwillingness of people to complain against the corrupt

Given below are some other sources of corruption.

Cumbersome administrative process- This is a major source of corruption. In a third world countries like India, administrative procedures and practices are cumbersome and dilatory. This is added by the negative attitude of the bureaucracy and red-tapism. The files move from one desk to another because everyone wants to avoid the responsibility of taking decision. This results in delays in administrative action, and the anxiety to avoid delays encourages the growth of dishonest practices such as giving speed money to dishonest officials.

Social environment- Social environment is a powerful impact on public administration. Administrative culture is a part of the total culture of the society. In Indian society the ties of family, caste, community, religion and region are still very strong. Public servants are therefore unable to sacrifice their group loyalty for the sake of the nation. This results in corrupt practices like nepotism, favoritism, castism, etc. India is going through the process of modernization. Older values are crumbling and being replaced by materialistic ambitions. The acquisition of wealth by any means has become the chief motive which breeds corruption.

License permit quota Raj: The authority to license and control regulations has earned the government the nickname of ‘license, permit, and quota raj’. This condition has provided enough opportunities for corruption, bribery, and affluence through ill-gotten wealth.

Public cynicism: The public itself becomes a source of corruption through its cynicism. The people’s acceptance of corruption as a fact of life; and the feeling that those indicted in political or bureaucratic corruption will, invariably, go scot free, and, continue to amass more power, status, and wealth have led to a situation where even the most determined efforts to fight corruption have failed to make a significant impact.

System of governance: The system of governance in India is also responsible for corruption.

Table 2: World Governance Index, 2011

Country	Score	Rank
Norway	0.844	1
Sweden	0.843	2
Finland	0.830	3
United Kingdom	0.750	18
United States	0.720	32
Bhutan	0.600	92
China	0.549	140
Bangladesh	0.541	143
India	0.525	152
Pakistan	0.480	166
Somalia	0.293	179

Source: http://world-governance.org/IMG/pdf_WGI_short_version_EN_web-3.pdf (accessed on 27/10/2017)

3.5.2 The Right to Information (RTI) Act

The Right to Information Act (2005) implemented in India, goes a long way in putting together a comprehensive mechanism for citizens to obtain information from the Government, and, thereby, promotes “transparency and accountability in the working of every public authority”. This landmark legislation is a radical improvement on the relatively weak and ineffective statute it replaces, the Freedom of Information Act, 2002. The new legislation unequivocally confers on all citizens the right to access information, and, correspondingly, makes the dissemination of such information an obligation for all public authorities. An outstanding feature of the act is the provision for Information Commissions-independent high level bodies at both the Central and State levels that are dedicated to encouraging the citizen’s right to know, and enforcing the provisions of the Act. By empowering these Commissions to act as appellate authorities, and by vesting them with the powers of a civil court, these bodies have been given the teeth to discourage public authorities from refusing to part with information.

As the right to information is not explicitly spelt out in the Indian Constitution, the Supreme Court has held, in several cases, that this right is inherent in the right to freedom of speech and expression (Article 19), as well as the right to life and liberty (Article 21). The effectiveness of ‘the Right to Information Act’ will depend substantially on how prepared the central and state governments are in implementing it, in both letter and spirit. The very fact that it will be in the statute books will send out an important message to all public authorities. The disclosure of information is no longer a transgression, but an obligation. Conversely, its withholding is no longer a virtue, but an offence. With the passage of the bill by the Rajya Sabha on May 12, 2005, India is now among the 55 countries which have legislated comprehensive laws that protect the citizen’s right to information. Nine states namely, Delhi, Maharashtra, Tamil Nadu, Rajasthan, Karnataka, Jammu & Kashmir, Assam, Goa, and Madhya Pradesh already have laws on the right to information to show

their commitment for building a dynamic and prosperous society, by involving people in governance and in the decision making process.

Area Covered

The act extends to the whole of India except the state of Jammu and Kashmir.

The Meaning of Information

Information is any material in any form including records, documents, memos, e-mail, opinions, advices, press releases, circulars, order, logbooks, contracts, reports, papers, samples, models, data material held in any electronic form, and information relating to any private body which can be accessed by a public authority under any other law for the time being in force, but does not include 'file notings'.

The right to information includes the right to:

- inspect works, documents and records
- taking notes, extracts, or certified copies of document or records
- take certified samples of material
- obtain information in the form of printouts, diskettes, floppies, tapes, videos, cassettes, or in any other electronic mode, or through printouts.

What are the obligations of public authority?

It shall publish within one hundred and twenty days of the enactment:

- The particular of its organization, functions, and duties
- The powers and duties of its officers and employees
- The procedure followed in its decision making process, including channels of supervision and accountability
- The norms set by it for the discharge of its functions
- The rules, regulations, instruction manuals and records used by its employees for discharging its functions
- A statement of categories of the documents held by it, or under its control
- The particulars of any arrangement that exists for consultation with, or representation by, the members of the public, in relation to the formulation of policy, or, implementation thereof
- A statement of the boards, councils, committees, and other bodies consisting of two or more person constituted by it. Additionally, information as to whether the meetings of these are open to the public, or the minutes are accessible to the public
- A directory of its officers and employees
- The monthly remuneration received by each of its officers and employees, including the system of compensation as provided in its regulations
- The budget allocated to each of its agency, indicating the particulars of all plans, proposed expenditures and reports on disbursements made

- The manner of execution of subsidy programmes, including the amounts allocated and the details and beneficiaries of such programmes
- Particulars of recipients of concessions, permits or, authorizations granted by it
- Details of the information available to citizen for obtaining information, including the working hours of a library or reading room, if maintained for public user
- The names, designations and other particulars and other particulars of the public information officers.

Public information officers (PIOs)

PIOs are officers designated by the public authorities in all administrative units, or officers under it, to provide information to citizens requesting information under the Right to Information Act. Any officers, whose assistance has been sought by the PIO for the proper discharge of his or her duties, shall render all assistance, and, for the purpose of contraventions of the provisions of this Act, such other officer shall be treated as a PIO.

The role of PIOs

- The PIO shall deal with requests from persons seeking information, and where the request cannot be made in writing, to render reasonable assistance to the person to reduce the same in writing.
- If the information requested is held by, or, its subject matter is closely connected with the function of another public authority, the PIO shall transfer, within 5 days, the request to that other public authority, and inform the applicant immediately.
- A PIO may seek the assistance of any other officer for the proper discharge of his, or her, duties.
- A PIO, on receipt of a request, shall, as expeditiously as possible, and in any case, within 30 days of the receipt of a request, either provide the information on payment of such fee as may be prescribed or reject the request for any of the reasons specified in the law.
- Where the information requested concerns the life or liberty of a person, the same shall be provided within 48 hours of the receipt of the request.
- If the PIO fails to give a decision on the request within the period specified, he shall be deemed to have refused the request.
- Where a request has been rejected, the PIO shall communicate to the requester: (i) the reasons for such rejection, (ii) the period within which an appeal against such rejection may be made, and (iii) the particulars of the appellate authority.
- PIO shall provide information in the form in which it is sought, unless it would disproportionately divert the resources of the public authority, or would disproportionately divert the resources of the public authority, or would be detrimental to the safety, or preservation of the record in question.
- If allowing partial access, the PIO shall give a notice to the applicant, informing him, or her:

- That only part of the record requested, after severance of the record containing information which is exempt from disclosure, is being provided;
- The reasons for the decision, including findings on any material question of fact, referring to the material on which those findings were based;
- The name and designation of the person giving the decision;
- The details of the fees calculated by him, or her, and the amount of fee which the applicant is required to deposit;
- His, or her, rights with respect to review of the decision regarding non disclosure of part of the information, the amount of fee charged, or, the form of access provided;
- If the information sought has been supplied by a third party, or, is treated as confidential by that third party, the PIO shall give a written notice to the third party within 5 days from the receipt of the request, and take its representation into consideration; and
- The third party must be given a chance to make a representation before the PIO within 10 days from the date of receipt of such notice.

Information not opens to disclosure:

- Information, the disclosure of which would prejudicially affect the sovereignty and integrity of India, the security, strategic, scientific, or economic interest of the state, relation with foreign state, or lead to incitement of an offence.
- Information, which has been expressly forbidden to be published by any court of law, or tribunal or the disclosure of which may constitute contempt of court.
- Information, the disclosure of which would cause a breach of privilege of Parliament or the State Legislature.
- Information, including commercial confidence, trade secrets, or intellectual property, the disclosure of which would harm the competitive position of the third party, unless the competent authority is satisfied that larger public interest warrants the disclosure of such information.
- Information available to a person in his fiduciary relationship, unless the competent authority is satisfied that the larger public interest warrants the disclosure of such information.
- Information received in confidence from a foreign government.
- Information, the disclosure of which would endanger the life or physical safety of any person or identify the source of information given in confidence for law enforcement or security purposes.
- Information which would impede the process of investigation, or, apprehension, or, prosecution of offenders.
- Cabinet papers including records of deliberations of the Council of Ministers, Secretaries and other officers.
- Information which relates to personal information, the disclosure of which has no relationship to any public activity or interest, or which would cause unwarranted invasion of the privacy of the individual.

- Notwithstanding any of the exemptions listed above, a public authority may allow access to information, if public interest in disclosure outweighs the harm to protected interest.

Who is excluded?

Central intelligence and security agencies specified in the Second Schedule like IB, R & AW, Directorate of Revenue Intelligence, Central Economic Intelligence Bureau, Directorate of Enforcement, Narcotics Control Bureau, Aviation Research Centre, Special Frontier Force, BSF, CRPF, ITBP, CISF, NSG, Assam Rifles, Special Service Bureau, Special Branch (CID), Andaman and Nicobar, The Crime Branch-CID-CB, Dadar and Nagar Haveli and Special Branch, and the Lakshadweep Police. Agencies specified by the state governments through a notification will also be excluded. The exclusion, however, is not absolute and these organizations have an obligation to provide information pertaining to allegations of corruption and human rights violations. Further, information relating to allegation of human rights violations could be given but only with approval of the Central or State Information Commission.

Application procedure for requesting information

Apply in writing, or through electronic means, to the public information officer in English, or, Hindi, or, in the official language of the area. Applications must specify the particulars of the information sought, and payment fees as may be prescribed (if the applicant does not belong to the below poverty line category). The reasons for seeking information are not required.

Time limit to obtain the information

- 30 days from the day of the application
- 48 hours for the information concerning the life, or, liberty of a person
- if the interests of a third party are involved, then the time limit will be 40 days (maximum period plus time given to the party to make representation)
- failure to provide information within the specified period is a deemed refusal.

Fee structure

Application fees must be reasonable. If further fees are required, then the same must be intimated in writing with a calculation of details of how the figure was arrived at. An applicant can seek a review of the decision on fees charged by the PIO by applying to the appropriate Appellate Authority. No fees will be charged from people living below the poverty line.

Applicants must be provided with information free of cost if the PIO fails to comply within the prescribed time limit.

Appointment of Chief Information Commissioner/Information Commissioner (CIC/IC)

Candidates for the position of CIC/IC must be persons of eminence in public life with wide knowledge and experience in law, science and technology, social science, management, journalism, mass media, or administration and governance. The CIC/IC shall not be a Member of Parliament, or Member of a State Legislature, or Union Territory. He shall not hold any other office of profit, or be connected with any political party, or be carrying on any business, or

pursuing any profession. The Appointment Committee includes the Prime Minister (Chair), the Leader of Opposition in the Lok Sabha, and one Union Cabinet Minister, to be nominated by the Prime Minister.

Power to order inquiry: The Chief Information Commissioner/State Information Commissioner will have powers of civil court such as:

- Summoning and enforcing attendance of persons, compelling them to give oral, or written evidence on oath, and, to produce documents, or things;
- Requiring the discovery and inspection of documents;
- Receiving evidence on affidavit;
- Requisitioning public records, or, copies from any court or office;
- Issuing summons for the examination of witnesses, or documents;
- Any other matter, which may be prescribed.

All records covered by this law, including those covered by exemptions, must be given to the Chief Information Commissioner/State Information Commissioner during inquiry for examination.

The power to secure compliance of its decisions from the public authority includes:

- Providing access to information in a particular form;
- Directing the public authority to appoint a PIO/APIO where none exists;
- Publishing information or categories of information;
- Making necessary changes to the practices relating to management, maintenance and destruction of records;
- Enhancing training provision for official of RTI;
- Seeking an annual report from the public authority on compliance with this law;
- Require it to compensate for any loss, or other detriment suffered by the applicant;
- Impose penalties under this law ;or
- Reject the application.

We conclude by suggesting that for the proper implementation of RTI, we should develop educational programmes for the public, especially for disadvantaged communities. Encourage Public Authorities should participate in the development and organization of such programmes. They need to promote timely dissemination of accurate information to the public; train officers and develop training materials; compile and disseminate a users guide for the public in respective official languages; publish names, designations, postal addresses, and contact details of PIOs, and other information, such as notices regarding fees to be paid, remedies available in law if requests are rejected, etc.

Till this point you read the important aspects related to good governance like corruption, sources of corruption and Right to Information Act. Now, you should be able to answer the questions in order to check your progress.

Check Your Progress 2

- Note:** a) Answer the following questions in about 50 words.
b) Check your answer with possible answers given at the end of the unit.
- 1) Define corruption and discuss Corruption Perception Index (CPI).

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- 2) What is Right to Information (RTI)?

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3.6 LET US SUM UP

In this unit we have discussed the concept of good governance, and its meaning, in the first section. Next, we looked at different challenges coming in the way of achieving good governance. In the following section we discussed various attributes to good governance. In the second part, corruption and different sources of corruption have been discussed in detail. Last, in detail, we discussed the Right to Information ACT, and its aspects.

3.7 REFERENCES AND SUGGESTED READINGS

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3.8 CHECK YOUR PROGRESS: POSSIBLE ANSWERS

Check Your Progress 1

1) What is Good Governance?

Answer. Good governance means governing by the rule of law with equality before law, and equal protection under law. To ensure the people's welfare, which is the objective of good governance, there must be properly guided public servants or bureaucracy. Thus good governance refers happiness and welfare of all through limited government, rule of law, properly guided bureaucracy, disciplined rulers, fixed salaries, maintenance of law and order, curbing corruption and uniformity in administration.

2) What are the challenges of good governance?

Answer. The World Bank has identified the challenges of good governance, which are important to both developed and developing countries. The challenges are:

- 1) Political accountability, including the acceptability of the political system by the people, and regular elections to legitimize the exercise of political power;
- 2) Freedom of association and participation by various religious, social, economic, cultural, and professional groups in the process of governance;
- 3) An established legal framework to protect human rights, secure social justice, and guard against exploitation and abuse of power;
- 4) Bureaucratic accountability for quality of services, efficiency, and misuse of discretionary power;
- 5) Freedom of information;
- 6) A sound administrative system leading to efficiency and effectiveness, which, in turn, means value for money, and cost effectiveness;
- and 7) cooperation among the government and civil society organizations.

Check Your Progress 2

1) Define corruption and discuss Corruption Perception Index.

Answer. David H. Bayley viewed the corruption as misuse of authority as a result of consideration of personal gains which need not be monetary. Similarly, The CPI focuses on corruption in the public sector and used in compiling the information bribery of public officials, kickbacks in public procurement, embezzlement of public funds based on people's perception. Since 1995, the Transparency International published Corruption Perceptions Index ranks countries in terms of the degree to which corruption is perceived to exist. It is a composite index, a poll of polls, drawing on corruption-related data from expert and business surveys carried out by a variety of independent and reputable institutions. The CPI reflects views from around the world, including those of experts who are living in the countries evaluated.

2) What is Right to Information (RTI)?

Answer. Transparency of public offices is one important component of good governance of any society. In this process the Right to Information Act (2005) is a land mark legislation and radical improvement initiated by civil society and enacted by Indian Parliament. It is a comprehensive mechanism for citizens to obtain information from the Government, and, thereby, promotes “transparency and accountability in the working of every public authority”. The new legislation unequivocally confers on all citizens the right to access information, and, correspondingly, makes the dissemination of such information an obligation for all public authorities. (for detail see the section- 3.5.2)

UNIT 4 E-GOVERNANCE AND DEVELOPMENT

Structure

- 4.1 Introduction
- 4.2 Meaning and Concept of e-Governance
- 4.3 Need and Importance of e-Governance in Development
- 4.4 Initiatives of e-Governance: International Experiences
- 4.5 Initiatives of e-Governance: National Experiences
- 4.6 Cases in Rural e-Governance in India
- 4.7 Challenges in e-Governance
- 4.8 Let Us Sum Up
- 4.9 Key Words
- 4.10 Notes
- 4.11 References and Suggested Readings
- 4.12 Check Your Progress – Possible Answers

4.1 INTRODUCTION

Government is one of the actors in governance, and the other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions, political parties, the military etc. The situation in urban areas is much more complex as the interconnections between actors involved in urban governance are more diversified. However, the use of Information and Communication Technologies (ICTs) over the last few decades has brought sea change in the decision making processes of the government machinery. It has traversed a long way and in the present context, it has in fact become a way of life. ICT in its nascent stage remained with researchers and academicians. Later, its usefulness was leveraged for the benefit of the business sector, especially to support the economics of products and services with specific focus on optimization of transaction and coordination costs. Use of ICT in public sectors has now been far more than three decades. Today, prefixing “e” with various processes (business, government, development etc.) has speed up the process of decision making and actions.

The United Nations Development Programme (UNDP) study for Asia acknowledges the difficulty in appreciating the role of technology in achieving development goals, especially in addressing those issues related to poverty reduction, health and primary education. It infers that growth of ICT in Asia has not been a critical factor in progress towards the attainment of development goals. The study has also indicated statistically not significant correlations in the use of ICT and improvements in development goal indicators and strongly argues in favour of the role of ICT in addressing issues related to information asymmetry. In developed countries, development goal indicators are strongly correlated with ICT interventions.

Generally speaking, e-governance or electronic governance in any kind of development activities is the use of information and communication technologies (ICT) in the operation and maintenance of services relating to these activities. ICT helps to introduce a wide range of ways in which government should use the Internet and computer networks for improving collaboration and cooperation between ministries; making government services more transparent, efficient and effective for the public by sharing accurate and up-to-date information and improving people's access to government services; boosting public sector accountability, transparency, efficiency and effectiveness. E-governance can also help streamline activities, cut costs and paperwork and help the city governments make more informed development decisions.

Many countries worldwide have been reforming their governments and public service delivery. They use ICTs as a key way to bring about development. To illustrate, introduction of e-government initiatives is being perceived as a major tool in meeting the challenge that Africa is facing in bringing about city development. In many countries, for a simple transaction such as obtaining a form, a large number of citizens spend most of a day at a local administration office. Too often, they do not know fully about the range of available public services, what they are entitled to, or how the services are delivered. For civil servants, processing the transactions manually is a time-consuming exercise, which introduces human errors and corruption. Information that they collect is kept within particular departments and not shared among ministries and agencies. Decision makers do not have accurate and up-to-date information, analysis and forecasts on their country's socio-economic development, which are critical in making informed decisions based on evidence.

The initiative of the use of information technology (IT) in rural and urban management started in the late nineties, especially after the adoption of the 73rd 74th Constitutional Amendment Act (CAA) in 1994, when rural and urban local bodies (ULBs) became constitutional entities of local governance. Prior to this, local governance was the mandate of the state governments where the panchayats and ULBs were supposed to perform certain functions mandated to them by the state governments. The passage of the 73rd and 74th CAA resulted in the increased role of the panchayats and the ULBs in local governance.

After studying this unit you should be able to:

- Discuss the meaning and concept of e-governance.
- Explain the importance and challenges e-governance.
- Describe various initiatives of e-governance in different development sub-sectors in rural and urban areas with the help of examples/case studies.
- Correlate the various international and national e-governance experiences.

4.2 MEANING AND CONCEPT OF E-GOVERNANCE

While embarking on a discussion on e-governance, it is essential to understand the spheres of *e-government* and *e-governance* systems that exist in the domain of public services. E-government is broadly defined as an effort to transform government services with focus on information based services for citizens. It also aims to provide ICT enabled environment in government departments to

improve public services and in turn support the democratic process. E-government is also categorized to be ICT-enabled transformed government process to develop and deliver high quality seamless and integrated public services, to enable effective constituent relationship management; and to support the economic and social development goals of citizens, business and civil society at local, state, national and international level. E-government is defined as an ICT enabled SMART government system. It is also aimed to interface with various Government systems (G2G), Businesses (G2B), Citizens (G2C) etc. In summary, e-government is all about ICT enabled government institutions/processes and agencies.

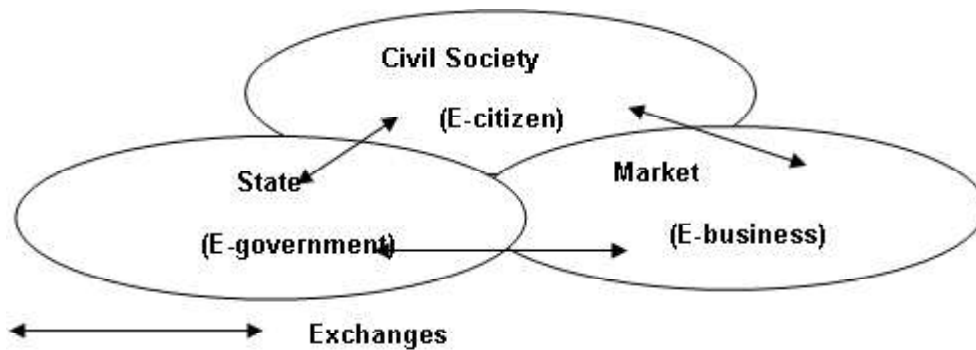


Fig. 4.1: E-Governance Scenario

E-governance is primarily a transformed version of *governance* through ICT intervention. Therefore, it is expected that ICT applications need to maintain the sanctity of governance in all its forms, content and spirit. E-governance gets the support of e-government systems that operate as a back-end service provisioning entity to coordinate and extend support to other agencies working in tandem for reinforcement of public service deliveries. In Fig. 3.1, scenario for e-governance is presented. It may be seen here that e-governance encompasses the rigour of e-government systems, provides the desired structure for networking among market (e-business) and civil society (e-citizen). This relationship indicates that e-governance provides support to the policy makers, decision makers and other stakeholders to achieve the goals set for overall development of society in general. E-governance advocates e-democracy where all interactions among electorate and the elected are performed electronically. There are various e-governance and e-government models and frameworks developed to understand the complexity of the issue, to appreciate the areas of ICT interventions and to make clear the deliverables through the ICT enabled processes.

Key advantages of e-Governance

- Improve service delivery mechanism;
- Enhancing the efficiency in output;
- Emphasizing on wider access to information;
- Better management of accounting and record keeping;
- Promote accountability and transparency.

4.3 NEED AND IMPORTANCE OF E-GOVERNANCE IN DEVELOPMENT

4.3.1 Need for E-Governance

E-Governance which is a short form for electronic governance, also known as digital governance or online governance refers to the use of ICT to provide and improve government services, transactions and interactions with citizens, businesses, and other arms of government. While e-government is often thought of as *online government* or *Internet-based government*, many non-Internet *electronic government* technologies can also be used in this context, like telephone, mobiles, fax, wireless networks and services etc for various management and development activities of the government.

E-Governance has become an essential tool for development by involving the use of IT in:

- Improving transparency;
- Providing information to the citizen speedily;
- Improving administrative efficiency;
- Improving public service such as transportation, power, health, water, security and municipal services.

4.3.2 Importance of e-governance

Urban areas are currently the largest contributors to global energy consumption and climate change. The world's 20 largest cities alone – each with a population exceeding 10 million – are responsible for 75 percent of the planet's energy use. Added to this is the rapid development of metropolitan areas around the globe as well as the need to renew outdated 20th century infrastructures in cities. The scope of ICT in addressing these urban challenges is tremendous.

The further development of the information/knowledge/network society is now a common goal of many authorities round the world. Modern telecommunications can be seen not only as a new way of working but also as a new form of urban management. Delivery and management of urban services can be better done by e-governance. This may be true for property tax collection; vehicle tracking or efficient transport services. The quality and diversity of conventional transportation networks and services are important locational factors for many industries and activities. The ICT and its applications will, over the course of time, come to affect spatial development. Therefore, one may argue that with this in mind, ICT should already now be taken into account in all future spatial planning processes. In the policies and plans for sustainability and eco responsibility in cities, much attention has been directed to three sectors: the built environment, energy, and mobility. At the commencement of the 21st century, it is obvious that a fourth, equally important element must be addressed: ICT.

This era is the start of a dialogue about how cities can create coherent, long term policies and plans to manage the environmental impacts of ICT and utilize ICT strategically to create sustainable 21st century cities. ICT products and systems are a significant and rapidly growing part of the environmental footprint of modern urban life. They are resource intensive in manufacturing and

distribution, consuming ever greater amounts of energy while in use, and producing escalating volumes of solid and toxic waste.

ICT products, systems and networks are the essential drivers of productivity improvements and innovation for the 21st century. They will be the enablers of sustainability solutions in all networks of urban life: buildings, energy production and use, mobility, water and sewage, open spaces, education, and public health and safety. ICT innovation is also the catalyst for changes in personal, work and community life that will be a fundamental requirement for sustainable economic development.

Until now, little attention has been given to measuring the eco footprint of ICT in cities, or to clearly understand its role in enabling other sustainability initiatives. Because ICT systems and products are literally everywhere in modern life, it is difficult to see and understand that each device is part of a whole system globally linked by networks to create, manipulate, store, move and present information for humans and machines. To successfully manage the ICT environmental footprint and realize the benefits for enabling sustainability, a city must have a vision and strategy for ICT that encompasses all organizations and constituencies.

ICT helps develop an innovative combination of advanced technologies that meet the unique needs and vision for each urban area. Some of these technologies include:

- Vehicle tracking/identification systems;
- Dynamic congestion-charging programmes;
- Video communication solutions;
- Integrated transportation management systems;
- Global positioning system (GPS), radio frequency identification (RFID) and other sensor technologies;
- Broadband, wireless and intelligent infrastructures;
- Collaboration technologies in the creation of innovative work environments;

A study about the relationship between the quality of local e-government services and the levels of Internet access in the 12 regions of the United Kingdom reveals that lower quality of local e-government services correlate with low levels of Internet access. In Taiwan, electronic tax-filing systems, the implications of technology acceptance and perceived credibility of the systems are positive factors that influence adoption of e-government services. Whether e-government in the future will be a method for including more citizens in a government or excluding less technologically educated citizens remains a concern. Many information policy issues are likely to present significant challenges to the development of e-government. These are:

- Ensuring ability to use required technologies;
- Educating citizens about the value of e-government;
- Ensuring access to useful information and services;
- Coordinating local, regional and national e-government initiatives;
- Developing methods and performance indicators to assess the services and standards of e-government;
- Providing consistent and reliable electricity, telecommunications, and Internet access;

- Addressing issues of language and communication;
- Preventing e-government from lessening responsiveness of government officials;
- including individuals with disabilities in e-government

Check Your Progress 1

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

1) What do you mean by e-governance?

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2) Explain the importance of e-governance and how e- governance has helped urban management across countries with examples.

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4.4 INITIATIVES OF E-GOVERNANCE: INTERNATIONAL EXPERIENCES

The use of ICT tools and examples of e-Governance practices is quite common in some of the developed countries of the world. Some of the success stories and examples from few countries can enhance our understanding on the use of e-governance in various kinds of development activities:

4.4.1 Automated Building Plan Approval: Case of Singapore

Singapore is a key hub in the development of the global information and knowledge economy. Part of the developing e-Business capability in Singapore is the Construction and Real Estate Network project (CORENET). This world's leading initiative has changed the entire perception of building planning in Singapore. Key to the success of CORENET is Automated Code Checking, which allows automated approval of building plans over the Internet. Received data is stored and checked within EXPRESS Data Manager software.

CORENET is a major IT initiative undertaken by the Singapore Ministry of National Development to re-engineer the business processes of the construction industry and achieve a quantum leap in turnaround time, productivity and quality.

CORENET centres on developing IT systems to integrate the four major processes of a building project life cycle, supported by key infrastructures, to provide a *One-Stop Submission Centre* (OSSC) to facilitate electronic submission, processing and approval of building project documents over the Internet.

The specific objectives of CORENET are:

- To speed up the business planning and project evaluation processes in the building industry by making all relevant information readily available to all players in the industry.
- To streamline the design-related processes by having all industry professionals work with one common set of electronic plans instead of separate paper and electronic plans presently used.
- To evaluate the compliance of building design to statutory requirements with minimal intervention and guidance from the regulatory authorities.
- To move towards common procurement procedures and document standards.
- Integrated Building Plan and Building Services System (IBP/IBS).

One of the major projects in CORENET is the IBP/IBS which is an expert system that automatically performs checks on digital plans for compliance with building plan and building services regulatory requirements. The design checking and approval process using the manual approach is time-consuming and inefficient. Automating this process eliminates potential delays as well as avoids inconsistencies in code interpretation.

One-Stop Plan Submission of Building Plans:

It is a virtual submission centre to facilitate round the clock electronic submission and approval of digital building plans. It will be an advanced e-government solution for industry professionals such as architects, structural, mechanical and electrical engineers. Automated compliance checks are performed on the relevant parameters of the proposed building against the building codes and compliance regulations. Payment of fees is electronic. The system saves the industry travelling time to the 13 regulatory agencies and brings about significant manpower and cost savings to both industry and agencies.

4.4.2 Smart Work Centres: Amsterdam

This network of Smart Work Centers (SWC) is part of collaboration between Cisco and the City of Amsterdam under the Connected Urban Development program (CUD), which serves to address modern urban challenges including mobility, climate, energy and sustainable ways of urban management. The Double U Smartwork aims at a one stop shop for location providers, individual users, independent professionals and corporate users, where all SWCs can be booked directly by a central booking tool.

SWCs comprise a regional network of neighbourhood professional work and community centres supporting travel virtualization and enabling mobile working practices. SWCs offer a professional work environment near residential areas to lower energy use and carbon emissions. Estimates revealed that users have saved on an average of 66 minutes of commuting time per day.

An SWC is a physical facility where high quality workplace solutions are offered to professional workers in a neutral, centrally located and easily

accessible environment. To minimize traffic, an SWC is located in the vicinity of roads, traffic junctions, stations and residential areas. Currently, there are several providers of SWC-like facilities in the Netherlands. The Double U Smartwork Foundation serves as a coordinating platform for SWC providers and aims to develop a national network. Users, regardless of where they live or reside, should have access to a good workplace within biking distance. Until recently, existing SWCs were too fragmented and locally focused, therefore, employers operating on national level were not interested in offering their employees an alternative working spot. Double U links a network of over 50 open and SWCs, with the plan to extend to 100 national centres.

Smart Work Centers are well equipped and go beyond providing a workplace. The services and facilities are not only meant to facilitate work itself, but also to provide work related services as day-care and catering facilities.

Anyone can use the facilities offered by one simple online booking system. Through the portal, users can quickly find the nearest location with the right facilities, whether they are on the road or at their workplace. The available providers are automatically displayed.

4.4.3 Energy Efficient City: Madrid

Madrid is one of the first pilot projects carried out in Spain within the Connected Urban Development program (CUD), in which companies and cities partner to contribute to the development of sustainable, efficient and innovative cities through the use of connectivity and new technologies. Promoted by the Municipal Company for Housing and Lands of Madrid; Cisco and technology partner Telvent, have deployed network infrastructure, connectivity and control systems in a pilot, apartment building in the city. The development is intended as temporary housing on a rental basis to young people in Madrid.

The *Energy Efficiency Manager* installed in homes can, at any time and in real time, manage energy consumption, controlling emissions of carbon dioxide and make decisions about the way in which residents make use of energy both at the individual apartment level and throughout the building. In the future, this is intended to extend across the urban community. The solution, which allows consumers to set limits and comparisons of weekly, monthly or yearly consumption, provides to citizens and municipal managers, daily tips to improve efficiency and be more environmentally responsible.

Urban Eco-Map is part of the global Urban Services Platform approach toward which visionary cities and the ICT industry are moving. Urban Eco-Map provides real-time environmental intelligence to enable citizens, communities, cities, countries and businesses alike to make smart ecological decisions and to develop policies that improve the sustainability of cities. Through this comprehensive view of eco-data, we can now take a global *pulse* of the eco-health of our planet.

4.4.4 Urban Eco Map: San Francisco

Urban Eco-Map: A pilot co-developed with the City and County of San Francisco, Urban Eco-Map provides cities with relevant data regarding primary greenhouse gas contributors – transportation, waste and energy – to help city residents take action to reduce their emissions.

4.4.5 Personal Travel Assistant: Seoul

Personal Travel Assistant (PTA): PTA is a Web-based service that allows residents in Seoul and Amsterdam to make on-the-go travel decisions based on time, cost and carbon impact. It offers *virtual assistant* features that provide transit guidance based on user preferences via any Web-enabled device, from any location. (Taken from MEDS-008, Block II, unit 3).

4.5 INITIATIVES OF E-GOVERNANCE: NATIONAL EXPERIENCES

There are few very good examples of innovative initiatives by few government agencies in the use and success of e-Governance practices in some sectors of development. The efficient use of these technologies have helped the people in few sectors, few examples from the Indian states are narrated below:

4.5.1 Computer-Aided Registration of Deeds and Stamp Duties: An initiative of the Andhra Pradesh Government

E-governance has helped the state revenue departments to register properties in less time, store information scientifically and bring about transparency in the system. Such an initiative was taken in Andhra Pradesh in the late eighties, where the Computer-aided Administration of Registration Department (CARD) project has brought about computerized counters at land registration offices throughout Andhra Pradesh. The project aimed at altering the antiquated procedures that had governed the registration system of the state, which included the laborious copying and indexing of documents as well as their unscientific space-consuming preservation in ill-maintained backrooms. The state had a flourishing business of brokers and middlemen who exploited citizens selling or buying property. The CARD project is an attempt to reform this system through the use of IT¹. With the introduction of CARD, citizens now complete registration formalities within a few hours. The CARD project illustrates some of the key implementation issues the state and national governments may face in their efforts to use IT to improve citizen-government interfaces and serves as a best practice to be replicated by them (J. Satyanarayana, 2002).

The idea of introducing computers originated in 1988 in Andhra Pradesh when a project was initiated to computerize the process of issuing Encumbrance Certificates. A 386 server operating with 14 terminals was set up at a cost of about \$31,000 (Rs 1.33 million). Data entry of index registers of the twin cities of Hyderabad and Secunderabad was initiated. The National Informatics Centre (NIC) provided the technical assistance. The entry of 15 years of data went on until 1995 when a pilot scheme for issuing computerized Encumbrance Certificates was launched in one of the city offices. The feasibility of taking up a comprehensive Registration Department computerization project to address other registration formalities and problems was established in a study conducted by J. Satyanarayana² in August 1996. The study brought out methods by which the various registration services could be delivered electronically across the counter in an integrated manner and showed a road map as to how the process of valuation could be consigned to the computer and also introduced the concept of electronic document management as an essential part of computerizing the registration process.

Objectives of the CARD Project

CARD is a major IT project designed to eliminate the maladies affecting the system of registration through electronic delivery of all the registration services. It was based on the primary objectives outlined below.

- Demystify the registration process;
- Introduce a transparent system of valuation of properties, easily accessible to citizens;
- Bring in speed, efficiency, consistency and reliability;
- Replace the manual system of copying and filing of documents with a sophisticated document management system that uses imaging technology;
- Replace the manual system of indexing, accounting and reporting;
- Introduce electronic document writing; and
- Substantially improved the citizen interface.

Benefits of CARD

The CARD project aims at providing improved quality of the services at the registration department by providing a computer interface between citizens and government. The tedious procedures that took weeks have been replaced by a system that can be accomplished in just a few minutes. The market value assistance and issuing of the Encumbrance Certificate (EC) takes five minutes each. The sale of stamp papers, document writing and registration of the documents takes ten minutes, thirty minutes and one hour respectively. The positive impact of the CARD project on the efficiency of registration operations can be gauged from the following table:

Table 1: Quantitative Benefits of CARD

Description of registration services	Time taken in manual system	Time taken in Card System
Encumbrance Certificate	1 to 5 days	10 minutes
Valuation of Properties	1 hour	10 minutes
Sale of stamp paper	30 minutes	10 minutes
Document writing	1 day	30 minutes
Registration	1 to 7 days	1 hour
Certified copies of documents (registration under card)	1 to 3 days	10 minutes

Source: Based on CARD (J. Satyanarayana, 2002)

4.5.2 KAVERI in Karnataka

KAVERI is another e-governance initiative undertaken by the Government of Karnataka. For the last five decades, the process of registration of documents was done manually and involved the following steps:

- Stamping,
- Presentation,
- Admission of execution,
- Identification by witnesses and
- Registration, as prescribed in Karnataka Stamp Act, 1957 and Registration Act, 1908

Features of KAVERI

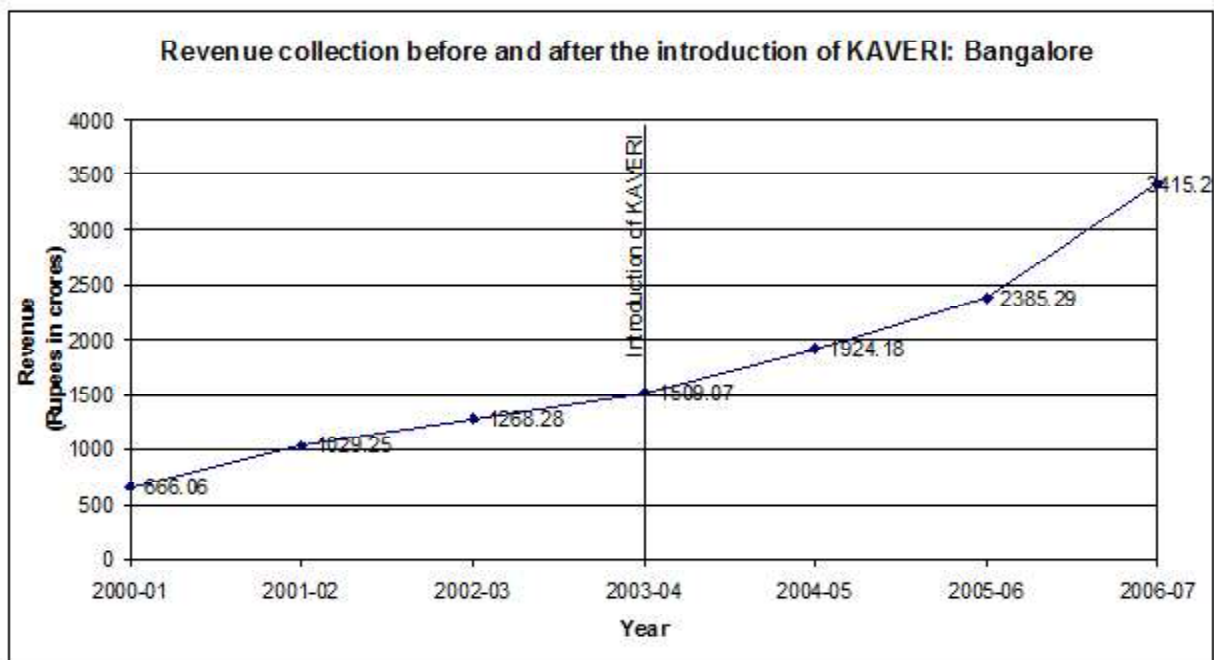
Automated Kiosks with touch screen operation facility were installed in every Sub-Registrar's Office, through which public can have access to the following information in Kannada and English.

- Market value of land in all villages, towns and cities in the state.
- Model formats of commonly used deeds and forms required for Registration of Marriage.
- Model byelaws of Societies and Associations.
- Frequently asked questions and exhaustive answers.
- Fee for Registration of documents/Registration of Societies/Firms/Marriages.
- Acts and Rules bearing on registration of documents.

(Source: Department of Stamps & Registration, Government of Karnataka, 2008)

Under the manual registration process, the documents registered were copied manually in specified books. After that, they were verified with the original documents, and the hand written documents were authenticated by Registering Officers. The registered book would serve as a public document. Since the manual procedure involved writing each document that was to be registered, the time taken for the entire registration procedure was anywhere between two to three months. Moreover, it also meant 2–3 trips to the registration office to check if the document was ready. The solution lay in finding an alternative procedure that would meet the statutory requirements and also speed up the process while preserving the accuracy of the manual procedure. Computerization was the way forward. The Department of Stamps & Registration, Government of Karnataka set up automated registration process in the state in the year 2002. More than 200 Sub-Registrar Offices in Karnataka came under computerization under an outsourced model whereby the vendor could complete the registration process within 30 minutes. The software was aptly called KAVERI, after the river Cauvery³.

After the introduction of KAVERI the department has registered documents and returned the same to the parties concerned within 30 minutes of its presentation. The graph indicates that there was a significant growth in the revenue to the state exchequer after the introduction of KAVERI. In spite of reduction in stamp duty and registration fee there was significant growth in revenue⁴. This was possible due to the elimination of the human interface as the KAVERI system calculates the value of property through automated programme⁵.



Source: <http://egyankosh.ac.in/bitstream/123456789/39129/1/Unit-3.pdf> (accessed on 20/4/2018)

4.5.3 E-Suvidha—e-Governance Initiatives of Pimpri Chinchwad Municipal Corporation

The Pimpri Chinchwad Municipal Corporation (PCMC) has introduced an integrated e-Governance Programme to ensure improved transparency to build citizen centric governance. The implementation of e-governance gave new set of responsibilities to PCMC's employees. This project has involved around 11 corporation departments, which are computerized. Citizen Facilitation Centre (CFC) is the most successful project, which provides services to citizens with more than 99% efficiency. Another Innovative project is PCMC@home, which provides services of corporation directly at home through PCMC personnel.

The initiative under E-Suvidha has considerably reduced the hassles faced by the citizens. Citizens take minimum time and cost for availing the civic services. Citizens avail the facility on a mouse click from home or office or any remote location—avoiding visit to Corporation office or division office. Payment of charges and taxes directly online through payment gateway facilities reduces the travelling cost and valuable time. Citizens save about 3–4 hours of time through availing E-Suvidha facilities and in some cases citizens save days by availing the online facilities of the PCMC.

Kiosks set up in different wards, zonal offices and other public places have helped the citizens who are not proficient with net banking and who are not able to avail web based facilities. Visit to Kiosks at the nearest point helps the citizens to avail the facilities, services and payment of different charges, taxes and bills. The web based application helps the citizens to locate their properties for assessment details and for payment of taxes online. The utility mapping has helped the PCMC to monitor the delivery of essential services such as water supply, drainage lines, roads, streetlights, garbage bins, etc. This has increased the overall service delivery improvement to provide services and identify the areas which do not avail these services and utilities.

The following section provides details of the services provided under E-Suvidha initiative:

- **Property and water revenue management:** The property assessment details and water charges are available online, with online payment facility. This has reduced number of visits by the citizens to the corporation office.
- **e-Tendering:** PCMC has initiated the online tendering system for all projects and procurements to be taken up for the development works under its limits. Submission of tenders and documents can be done online.
- **Dashboard for works management:** Dashboard of work management is an integrated web based software for monitoring and tracking the progress of work. This module is also integrated with financial data like budget approved for works, cost incurred and other information, which helps in keeping a track of the projects undertaken by PCMC. Necessary decisions are taken from time to time depending upon the progress of projects and works.
- **Citizens Facilitation Centre (CFC):** PCMC's Citizens Facilitation Centre (CFC) provides 79 different citizen centric services for 12 departments of the Corporation. The CFCs work on single window basis to provide one stop service to the citizens for PCMC. CFCs also provide services of the District Collectorate like caste certificates, domicile certificate, ration card, and also provides value added services of Road Transport Office like issuance of learning licenses and collection of Maharashtra State Electricity Board bills, collection of BSNL bills, collection of insurance premiums and railway ticket booking.
- **SMS-based complaint monitoring system:** To reduce the difficulties of citizens and to send a complaint to PCMC, a SMS based complaint system has been initiated. A citizen can send a complaint by SMS and scrutiny of received complaints takes place through PCMC administration. An SMS as well as an email immediately goes to the related officer for addressing the complaint. This has reduced PCMC's response time considerably.
- **Solid waste management with vehicle tracking** PCMC has also started GPS vehicle tracking system. This GPS system has been integrated with an interface, which will assign waste pick up job and duty management. The system also monitors and registers the auto job picks adherence via geo reference and stop at pick up bin location. Vehicles trip/job report gets generated for number of trips per vehicle per driver and as well as contractor. Pick up adherence report; exception report on missed bins also gets generated for the authority to monitor the collection of solid waste from bins. Tracking report, stoppage, over-speed reports, detention reports etc., are getting generated for continuous monitoring of collection and transportation of vehicles.
- **Geographical Information System:** PCMC has a GIS mapping of 182 sq. km area. This has been done through geo-referencing of the Quick Bird satellite map of 0.6 m resolution map. This mapping has been developed for GISDA by Science and Technology Park (STP) and on terms of integration with various databases and application services. GISDA runs from a centrally located system, which can be accessed through web. GISDA provides core web technology and a GIS platform that is used by all other applications to provide Web-GIS based Citizen Centric Services.

- **Property and water revenue management:** Through this service:
 - Citizens can view their bills online;
 - Taxes can be paid online from home;
 - High level of transparency is achieved;
 - Strong MIS and administration control;
 - Citizens can pay or use any office of corporation;
 - Easy Property Registration for tax assessment;
 - Ability to create/copy rate profile for different tax years;
 - Property Tax calculations;
 - Self-Assessment of Property Tax;
 - Provisional Tax and Notice generation.
- **e-Tendering:** This facility helps:
 - All the departments publish tenders online;
 - Bidders can view/download tenders online;
 - Bidders pay fees online;
 - Bidders bid online using digital signature;
 - Bidding is controlled through parameters like bidding capacity;
 - Tenders only opened by Tender committee using digital signatures online;
 - Lowest financial bids are published online to all bidders;
 - The Bidder registration is one time process;
 - Tender-Committee can be defined per tender;
 - Department wise Bidder Registration as well as common bidders;
 - Bidding Capacity and Tender limits are configurable with Rate Contracts;
 - Integration with Accounting;
 - Generation of comparative statement;
 - Facility to define multiple manufacturers for single item and bidders can bid for multiple manufacturers for single item;
 - The comparative statement is generated for all manufacturers;
 - The EMD and Tender Fees are auto-calculated based on Tendering Rules;
 - Bidders can pay the EMD and Tender Fees online through online payment gateway.
- **Building permission management:** The broad uses of the building permission management system are:
 - Creation of new projects for the developed drawings and project attributes;
 - The Auto DCR system reads the drawing and extracts the geometrical information of layouts and building plans;
 - Single window to get all N.O.C. The application is integrated internally with all departments;
 - Integrated with digital signature key – the applicant signs the application digitally and then it is encrypted;

Based on the project attributes the graphical object information is mapped to the relevant development control rules.

- Final detailed rules verification report is produced, indicating passed/failed status for each rule;
- Reduces the architect's/authority's effort for drawing and calculations;
- Permission status is available online to the applicant;
- Eliminates the human errors and manipulation and produces accurate reports;
- Tremendously reduced the time cycle of approval;
- Alerts on unnecessary delays;
- Standardizes the drawing process;
- Detailed user friendly dynamic reports.
- **Dashboard for Works Management:** This facility offers following services:
 - Every work has unique identification number generated by the system to be used for all purposes;
 - Budget is loaded in the system;
 - The workflow of various stages of the work is configured in the system;
 - At every stage the person who is in charge of that work needs to update its status;
 - It is linked to e-tendering application;
 - The work flows through various stages of approval. Once it is approved and work order is issued the work can be commenced;
 - Work in progress can be tracked for its completion, bills raised, payments made and funds allocated.
- **Solid waste management with vehicle tracking:** The system includes benefits like:
 - Bin wise service efficiency report;
 - Business specific alerts via SMS/email;
 - Vehicle being dispatched to trip;
 - Vehicle reaching assigned waste bins locations;
 - Unloading at land fill site;
 - Vehicle stoppage time in various locations and breakdown. (Taken from MEDS 008, Block II, Unit 3)

Activity 1

Visit a near by corporation / municipal office and find out whether e-governance has been introduced in your city/town. If yes, what are the civic services, which are delivered through e-governance?

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Check Your Progress 2

Note: a) Answer the following questions in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

- 1) Taking Pimpri Chinchwad Municipal Corporation as a case study, name various initiatives of e-Governance taken in different development sub-sectors in the city.

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4.6 CASES IN RURAL E-GOVERNANCE IN INDIA

4.6.1 Case-1: Bhoomi: Online Delivery of Land Titles in Karnataka, India

The Department of Revenue in Karnataka has computerized 20 million records of land ownership of 6.7 million farmers in the state. Previously, farmers had to seek out the Village Accountant to get a copy of the Record of Rights, Tenancy and Crops (RTC) – a document needed for many tasks such as obtaining bank loans. There were delays and harassment. Bribes had to be paid. Today, for a fee of Rs.15, a printed copy of the RTC can be obtained online at computerized land record kiosks (*Bhoomi* centres) in 140 taluk offices. In the next phase, all the taluk databases are to be uploaded to a web-enabled central database. RTCs would then be available online at Internet kiosks, which are likely to be set up in rural areas (Taken from MEDS-008, Block II, Unit 4).

4.6.2 Case-2: Gyandoot: Community-Owned Rural Internet Kiosks

In awarding the *Gyandoot* project the Stockholm Challenge IT Award 2000 in the Public Service and Democracy category the jury described it as “a unique government-to-citizen Intranet project ... with numerous benefits to the region, including a people-based self-reliant sustainable strategy. ‘Gyandoot’ is recognised as a breakthrough in e-government, demonstrating a paradigm shift which gives marginalised tribal citizens their first ever chance to access knowledge, with minimum investment.” The project also was awarded the CSI-TCS National Award for Best IT Usage for the year 2000 (Taken from MEDS-008, Block II, Unit 4).

4.7.3 Case -3: Gram Sampark

Gram Sampark is a flagship ICT product of the state of Madhya Pradesh. A complete database of the available resources, basic amenities, beneficiaries of government programmes and public grievances in all the 51,000 villages of Madhya Pradesh can be obtained by assessing the website *Gram Sampark*. It has three sections – *gram paridrashya* (village scenario), *samasya nivaran* (grievances

redress) and *gram prahari* (village sentinel). An eleven-point monitoring system has been put in place whereby programmes are monitored village wise every month (Taken from MEDS-008, Block II, Unit 4).

4.6.4 Case – 4: MS Swaminathan Foundation (MSSRF), Chennai

Since 1992, M.S. Swaminathan Research Foundation (MSSRF) has been implementing the Village Resource Centres (VRCs) and Village Knowledge Centres (VKCs). VRCs and VKCs mainly provide need-based locale-specific, demand driven information content (both dynamic and static) based on collection of several secondary data and a well-planned need assessment, organizing training and awareness programmes and making linkages with several leading institutions / organizations for translating the content into field-based applications. In 2003, the VRC and VKC programmes were further strengthened by the creation of the Jamsetji Tata National Virtual Academy (NVA) and Indian Space Research Organization (ISRO)-VRC programme. This programme involves collaboration with several international and national partners for developing content and capacity to embark on sustainable rural development. This programme also leads to identifying and selecting grassroots people who involve rural transformation in the area of sustainable development and awarding the NVA Fellowship. During 2003, M S Swaminathan Research Foundation and many institutions launched a multi stake-holder partnership network called “Mission 2007: Every Village a Knowledge Centre”. The purpose of the movement is to know how we will take ICT-enabled development activities to all over India particularly in the rural areas as a consortium mode. Since then every one of this network members will have annual meet and discuss many issues related to content, capacity building, care and management, connectivity, financial sustainability, etc. The mission is referred to as ‘Grameen Gyan Abhiyan – Rural Knowledge Movement’ since August 2007 (Taken from MEDS-008, Block II, Unit 4).

4.7 CHALLENGES OF E-GOVERNANCE

Some of the challenges of good governance are as follows:

- Securing freedom of information and expression
- Removal of arbitrariness in exercise of authority
- Use of I.T. base services to de-mystify procedures and improve the citizen-government interface.
- Reducing cost of governance
- Eradication of corruption to re-establish credibility of government.
- Establishing legitimacy and credibility of institutions.
- Making every department result oriented.

Recounting its wide experience the World Bank Document narrates the challenges of “good governance”. For instance despite technical soundness, programmes and projects have often failed to produce desired results. Laws are not enforced properly and there are often delays in implementation. Privatized production and market led growth do not succeed unless investors face clear rules and institutions. In the absence of proper accounting system budgetary policies cannot be implemented or monitored. Many a time procurement system encourages corruption and distorts public investment priorities. The failure to involve

beneficiaries and others affected in the design and implementation of projects has often led to substantial erosion of their sustainability. Against this background of mal-governance, the World Bank has attempted to focus on some of the key dimensions of ‘good governance’ such as public sector management, accountability, the legal framework for development and information and transparency as stated earlier.

The World Bank has also identified a number of challenges of good governance, which assumed significance for the developed and the developing countries. These factors deal with political and administrative aspects, which are as follows.

- Political accountability including the acceptability of the political system by the people and regular elections to legitimize the exercise of political power.
- There should be freedom of associations and participation by various religious, social, economic and cultural and professional groups in the process of governance.
- An established legal framework based on the rule of law and independence of judiciary to protect human rights, secure social justice and guard against exploitation and abuse of power.
- Bureaucratic accountability ensuring a system to monitor and control the performance of government offices and officials in relation to quality of services, efficiency and misuse of discretionary power. The related determinants include openness and transparency in administration.
- Freedom of information needed for formulation of public policies, decision-making, monitoring and evaluation of good performance.
- A sound administrative system should lead to efficiency and effectiveness. This in turn means the value for money and cost effectiveness.

Lastly there is a greater need of cooperation among the government and civil society organizations and market forces.

4.8 LET US SUM UP

E- Governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services. This initiative of the use of information technology (IT) in urban management started in the late nineties, especially after the adoption of the 73rd and 74th Constitutional Amendment Act (CAA) in 1994, when the Gram Panchayats and Urban Local Bodies (ULBs) became constitutional entities of local governance. Further, the central government launched the programme of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in 2005 where adoption of reform in e-governance became mandatory for all the 65 Mission cities (all State capitals, all million plus cities and cities of historical interest). The Government of India has launched the National e-Governance Plan (NeGP) with the intent to support the growth of e-governance within the country. The introduction of e-governance has facilitated the state and local governments in the country in successfully delivering urban services to its citizens in a transparent and efficient manner. Although e-governance has been introduced in all the Mission Cities under JNNURM, concerted efforts need to be taken to increase the coverage across

and within cities. Efforts should also be taken to include non-Mission cities under e-governance.

4.9 KEY WORDS

- E-governance** : E- governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services.
- JNNURM** : Launched in 2005, Jawaharlal Nehru National Urban Renewal Mission (JNNURM) is a central government reform linked programme wherein adoption of reform in e-governance is mandatory for all the 65 Mission cities (all State capitals, all million plus cities and cities of historical interest).
- CARD** : The CARD is a project aimed at altering the antiquated procedures that had governed the registration system of the state of Andhra Pradesh, which included the laborious copying, and indexing of documents as well as their unscientific space-consuming preservation in ill-maintained backrooms. The state had a flourishing business of brokers and middlemen who exploited citizens selling or buying property. The CARD project is an attempt to reform this system through the use of IT.
- KAVERI** : The Department of Stamps & Registration, Government of Karnataka set up automated registration process in the state in the year 2002, wherein 202 Sub-Registrar Offices in Karnataka came under computerization whereby the vendor could complete the registration process within 30 minutes. The software was aptly called KAVERI, after the river Caavery.
- E-Stamping** : To prevent fraudulent practices in stamp paper based transactions and registrations, e-stamping has been introduced in some states where the entire exercise of stamp duty payment and generation of stamp duty certificate takes less than 3 minutes. It offers a secure and reliable stamp duty collection mechanism, and stores information in secured electronic form and builds up a central data repository to facilitate easy verification.
- E-Suvidha** : Development of an integrated e-Governance programme to ensure improved, transparent and efficient way of building citizen centric governance.

4.10 NOTES

- 1) The CARD project was funded entirely by the government of Andhra Pradesh. The original outlay was about US\$3 million (Rs.130 million).

- 2) Commissioner & Inspector General of Registration and Stamps C.T. & Excise Complex, M.J. Road, Nampally, Hyderabad
- 3) Centre for Development of Advanced Computing, Pune (C-DAC) provided the technical support in developing suitable software to cover the following aspects of registration: Registration of properties, Valuation of properties, Scanning and Archival of Documents, Reports, Vendor management system, Utilities, Website, Societies, Firms and Marriage Registration and Data Transmission.
- 4) The Government of Karnataka reduced the rate of stamp duty on conveyance from 10% to 8% and Registration fee from 2% to 1% with effects from 01-04-2003.
- 5) This initiative of the department got two e-governance awards from GOI for introducing computerization as best practice.

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4.12 CHECK YOUR PROGRESS – POSSIBLE ANSWERS

Check Your Progress 1

- 1) E- governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services.
- 2) Two examples of the use of IT in the field of property registration are CARD in Andhra Pradesh and KAVERI in Karnataka. The CARD is a project aimed at altering the antiquated procedures that had governed the registration system of the state of Andhra Pradesh, which included the laborious copying, and indexing of documents as well as their unscientific space-consuming preservation in ill-maintained backrooms.

Check your progress 2

- 1) Property and water revenue management; e-Tendering; Dashboard for works management; Citizens Facilitation Centre (CFC); SMS-based complaint monitoring system; Solid waste management with vehicle tracking; Geographical Information System; Property and water revenue management; e-Tendering; Building permission management.

MDV 103: ISSUES AND CHALLENGES OF DEVELOPMENT

Block	Unit Nos	Unit Titles
1		BASIC ISSUES IN DEVELOPMENT
	1	Population
	2	Poverty
	3	Inequality
	4	Unemployment
2		SECTORAL ISSUES IN DEVELOPMENT
	1	Agriculture
	2	Industry
	3	Services
	4	Infrastructure
3		SOCIAL ISSUES IN DEVELOPMENT
	1	Education and Development
	2	Health and Development
	3	Gender and Development
4		EMERGING ISSUES IN DEVELOPMENT
	1	Energy and Development Nexus
	2	Natural Resource Management and Environment
	3	Sustainable Development
	4	Climate Change
5		GOVERNANCE
	1	Governance – An Overview
	2	Participatory and Decentralized Governance
	3	Good Governance: Attributes and Challenges
	4	E-Governance and Development