CHAPTER I

EMERGENCE AND GROWTH OF GOOD GOVERNANCE IN INDIA

The waves of administrative reforms during the last three decades have produced intense political and administrative debates and fundamental changes in directions and outcomes that have captured much of the discourse on governance. Many paradigm shifts have occurred and as a result of these changes, new trends have emerged with new ideological claims and organisational platforms. Majority of these global currents of change have targeted to directions that challenge the traditional ways of thinking and refute the conventional wisdom on administration. Within the scope of government and governance, the concepts of new governance, market based governance and good governance have replaced the traditional concepts of government and governance.  

The intellectual origin of the current 'good governance' approach is traced to the neo-liberal theory that treats conservative governments and organised business interests in unison. It affirms that state faced a crisis of governability because of its overloaded tasks and demands from civil society which had a state-centric view. In addition, the state suffered from legitimacy as it was not able to perform.

The concept of good governance has found its base in the ideas of many political philosophers. One of the main assumptions of the Plato's 'Republic' is that the right kind of government and politics can be the legitimate object of rigorous scientific thinking, rather than the inevitable product of mudding through fear and faith, indolence and improvisation. Plato advocated for the ideal of a highly trained administration and political class, dedicated to public service without consideration of personal happiness or financial gain. Plato also considered government as highest moral and practical task to which men of knowledge and virtue ought to devote themselves.
Aristotle had given attention to city-state as highest form of association in terms of social evolution, values and purpose. According to him state exists for the sake of good life and political society for the sake of noble action. The doctrines of Plato and Aristotle have focus on good governance at the expense of self-government. The aim was good life, not government of the people, by the people and for the people. Much more modern idea of Lock and the liberal school was mainly with self-government and had assumption that good governance would naturally emerge from a combination of public 'laissez-faire' and private pursuit of individual advantage. Rousseau synthesized good governance with self-government in the key concept of the general will; realization of what is best for community is not enough, it must also be willed by the community.

It is often argued that the early liberal emphasis on a police or night watchman state was because they distrusted any extension of governance activity as essentially restricting individual liberty. More specifically functions of the state were limited to guaranteeing life and property. Even as late as 1790, Bentham continued to consider the state as a machine in a strictly utilitarian sense with the sole aim of maximising happiness of the largest number of people. In spite of the commitment of early liberals to laissez faire', free trade and the motto that the 'best state is one that governs the least', they like Smith support large number of government programmes. Smith stresses on the need for government action in six key areas: moderate taxes as incentive to growth, finance of public works shall come from those whom it benefits, private organizations to be given public responsibilities, programmes benefiting a locality to local authorities for that ensures acceptability and efficiency and acceptability of the market to the government.

Due to the maturity of capitalism, overseas trade and colonial empires, the expanding economy in the nineteenth century demanded extension of state activity. The liberals like Mill had to confront with the criticisms of capitalism and the liberal state by the socialists, conservatives and other radicals. Mill
realised the need to change capitalism by incorporating an ethic of social welfare and supported local workers and retail cooperatives, workers’ participation in management, schemes of profit sharing between workers and felt that the larger community should not dispense with the inducement of private interests in social affairs.  

It could be noticed that the old liberal order was waning and in the time of inter-war years Keynes, Sir William. H. Beveridge and other revisionist liberals attempted to steer the middle way between the old capitalist and new socialist patterns. The post second world war era has been witnessing a proliferation of new states and the great divide in wealth and other indicators of human development between the older and newly emerged nations is enormous. In addition, the structures and processes of the world state system have been facing radical changes owing to the force of Globalization.

The term 'governance' has gained prominence in public debates internationally in recent times. 'Good governance' has been in discussion primarily because of the importance given to it by many international organisations including the World Bank, the International Monetary Fund (IMF), Organisation for Economic Co-operation and Development (OECD), Asian Development Bank (ADB), Department for International Development (DID) and Canadian International Development Agency (CIDA). The importance of good governance has been emphasized by the above mentioned organisations profoundly yet their approaches differ significantly. A major international alliance of European nations, the European Union has put good governance as its agenda. It is noteworthy that the United Nations and its specialised agencies are attempting to promote good governance. But the aid giving agencies like World Bank and the IMF have tried to go along with good governance as 'conditionality' for aid.

During the late 1960s economic condition of much of the Third World started deteriorating leading to the growth of 'dependency theory'. The argument of the dependency theorists was that the capitalist market relations
had been actually retarding the economic development in the Third World instead of stimulating it. The early 1980s witnessed a radical shift from the post-World War II era of state led developmental activities to a new era of neo-liberal counter revolution in the context of the Third World's deepening debt crisis. The World Bank and the International Monetary Fund, with their vastly increased power, clamped down on most of the Third World Countries, with strict loan conditionalities, invoking a redefinition of the state in a changing world. It signalled a radical change in the frame work of development thinking from the earlier ‘national frame’ to ’international' and 'globalised frame'. The central means for attaining economic development were declared as efficient markets, privatization and deregulation and a severely restricted role of the state in welfare provision and economic regulation.

**Good Governance and Developing Nations**

Development assistance to Third World Countries in the post cold-war era has been subjected to the new politics with its roots in neo-liberalism. The term 'good governance' became prominent in the early 1990s when it was used in relation to economic and social development. Although, the concept of good governance arose in a neoliberal context, it represented a retreat from a development policy constructed almost wholly on the basis of market economics. The neoliberal and monetarist agendas of the 1980s led the World Bank and IMF to shift from aiding projects that might stimulate growth to a policy of financing structural readjustment programmes. It was of the idea that growth was best served by a stable macro economic environment and the spread of the free market. Through its landmark report of 1989, titled 'Sub-Saharan Africa: From Crisis to Sustainable Growth', the World Bank referred explicitly to a crisis of governance as a key barrier to economic development. It is argued that Sub-Saharan economies faced with falling per capita incomes need to grow by at least 4-5 percent per annum. It is highlighted in the Report that along with an enabling environment consisting of sound macro economic
policies and an efficient infrastructure, the building of capacities in Africa is essential to achieve it. The then president of the World Bank, Barber B. Conable wrote in his 'Foreword' to the book that 'a root cause of weak economic performance in the past has been the failure of public institutions. Private sector initiative and market mechanism are important, but they must go hand-in-hand with good governance - a public service that is efficient, a judicial system that is reliable and an administration that is accountable to its public.\textsuperscript{15}

The World Bank through its first report explicitly on governance titled 'Governance and Development' (1992) describes its belief that good governance must go along with sound economic policies. Poor governance is clearly recognisable with symptoms like diversion of public resources for private gains, absence of law or arbitrariness in its application, excessive rules which impede the functioning of markets, allocation of resources in a manner that is inconsistent with the priorities of development, and a decision-making process that is non-transparent. It is warned by the Bank that there is an inevitable impact on the nature and extent of Bank support for countries where commitment to sound management development is in doubt and where a dialogue with the Bank does not lead to the desired change in policy.\textsuperscript{16}

Four loosely connected debates about good governance can be distinguished. The first can be attributed to the development strategies pursued by the World Bank and the IMF. The critics reject the neo-liberal assumption that underpins these strategies and they argue that the actual effects of these strategies have been damaging. A section of them suggest that the economic freedom of the recipient countries is restricted by the international organizations in a way that stopped them from adopting more viable strategies for growth, including the strategies based on state action and public investment. The critics then put forward alternative socio-economic theories to promote different development strategies and some suggest that developing states, instead of constantly responding to agendas set by donors and their
international organisations, should develop their own programmes before asking for the monetary support.

Another debate is on the appropriateness of public sector reform for developing nations. It is a fact that the approaches such as the New Public Management were often particularly unsuited to developing countries. The initial effort for public sector reform came from a belief that the state was too strong and too active. But developing states usually have the opposite problem - the state is too weak and inept. In this connection it is important to distinguish between state scope and state strength. Scope refers to the range of activities pursued by the state. Strength refers to how effective the state is in pursuing its activities. The reforms in public sector attempted to restrict the scope of state activity, but the main obstacle to modernization in developing states is a lack of state strength. Hence, the reforms often proved to be tragically inappropriate to developing states. The pressing requirement in many developing states is to establish bureaucratic institutions with clear lines of accountability, impartial officials and abstract rules to guide them.

The third category debate concerns the very association of good governance with the issue of economic development. Some critics are of the opinion that this association perpetuates the ethnocentric idea that bad governance is a particular problem for Africa, Asia and Latin America. They oppose the imposition of a Western concept of political corruption upon other parts of the world. Another criticism in this regard attempts to recognise that, irrespective of the economic theories we hold, we have to be aware that good governance is an issue at home as well as abroad.

Finally, there is a debate on good governance about the patterns of rule that we think desirable at home as well as abroad. To an extent this is connected to the classical topics of political theory, including liberty, equality, order and democracy. At the same time, this might also involve the relative importance we would ascribe to an efficient public sector or a transparent and
accountable one or it might involve considering trade-offs between economic growth and social inclusion.\textsuperscript{20}

**Good Governance Efforts in Indian Administration**

The ideas of good governance were very vividly highlighted in Indian administration from ancient times itself. The indicators of good governance however have not changed so much as it may appear, at least in India. In an age of monarchy and legitimized inscriptive inequality Kautilya uniquely called the king a servant of the state who would harbour “no personal likes”; it would be rather the likes of the servants that would be followed by him.\textsuperscript{21} This is an ideal suggestion even in the age of democracy because at least in the Third World, the public servants continue to act as 'public masters' particularly towards the poor people.

**Views from Arthasastra**

The first and foremost indicator of good governance in Arthasastra was that the ruler should surrender his individuality in the interest of performing his duties. The concept by Kautilya reflects in Max Weber's concept of rational authority exemplified by a depersonalised bureaucracy. The ruler was not to be an ordinary mortal. He was to be a person of high moral and intellectual caliber, guided by the spirit of Dharma.\textsuperscript{22} Apart from providing safety and preserving social harmony and well-being, he had to look after the comfort and convenience of the people. In fact, he had to play the role, to use the present - day parlance, of an administrative state as well as of a welfare state.\textsuperscript{23} Kautilya puts it simply but succinctly;

The happiness of the people is the happiness of the king
Their good alone in his:
His personal good is not his true good;
The only true good being that of his people
Therefore let the king be active in working
For the prosperity and welfare of his people
For initiative and enterprise are the causes of prosperity
As lack of enterprise is the cause of ruins.\textsuperscript{24}
The concept that a constitutional government is an effectively and regularly limited and restrained government is a much more recent innovation. The indication given in the pre-Kautilyan literature is that the ruler will not be all absolute, arbitrary or authoritarian. No unlimited or unrestrained government can be a good government, howsoever good or noble be the ruler.  

The second indicator of good governance from Arthasastra is that there must be a properly guided administration for ensuring the welfare of the people. Proper guidance excludes commitment to an individual, his family or his whims and caprices.

Kautilya further advocated for the avoidance of extremes without missing the goal. Clearly, governance was to be carried out in accordance with 'Dharma', the fundamental law of the land to which every ruler was subjected to. Without being an autocrat, the king had to provide a fair, firm and effective governance and ensure peace, progress and prosperity. Arthasastra further indicates that salaries and allowances of all public servants including the top, should be fixed and reasonable. The king's salary was fixed and he was not entitled to draw a penny more than that. The allowances of the members of the king's family too were fixed which could not be raised except with the approval of the council. In addition Kautilya states that the king gets salary for rendering services to the people and his chief duty was to maintain law and order that is to protect life and liberty. The king will have to pay from his own pocket if he is found guilty of dereliction of duty on this score.

The king was not all in all and no one in ancient India ever thought of saying: "I am the state." He was only one of the seven 'prakritis' (constituents). Kautilya spells out these constituents as 'Swami' (the sovereign), the officialdom, the territory, the fort, the 'kosha' (treasury), the army and the ally. In the Magadha Empire, the king undoubtedly was very powerful but both the 'purohita' (high priest) and the senapati (Commander- in - Chief of Army) held pivotal positions and their advice was invariably taken and respected.  

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the local level, vast powers were exercised by a host of high officials, known as 'mahamantras' with regard to a large number of subjects. Some of them were concerned with general administration while some others looked after the matters pertaining to justice, land survey etc. In some other ancient Indian kingdoms, especially the powerful kingdoms of the Mauryas and Guptas, the structural contours of their governance machinery differed here and there. The persisted belief was that the rulers existed not for their own power and position but for discharging a debt to the people which they could do by providing good governance. The accounts left by the Chinese pilgrims, Fa Hien and Hiuen Tsang, the Arab merchant, Sulaiman, and the Venetian traveller, Marco Polo make it clear that these noble ends of power, as set out by the ancient Indian sages and thinkers, were realised during the rule of Chandra Gupta II, Harsha and Bhoja I and Rudraman.  

The role played by a good district or city governor of the Gupta times was not very different from the role of the most efficient collector of the British and present days.

Kautilya's elaborately detailed and carefully argued instructions to the king - Emperor are based on several implicit values, regarding state, society and administration.  

Kautilya's Arthasastra further had indications of good governance in the form of carrying out of preventative and punitive measures to punish corrupt government servants, judges, or jailers. Kautilya views the misappropriation of public money by a public servant is as one who tastes honey placed at the top of one's tongue and he lists about 40 ways of embezzling government funds.  

All these show that the concept of good governance is not a new one in India. The Indian approach on good governance can easily be traced back to the ancient times itself.

**Medieval period and Indian Governance**

During the medieval period a total autocratic rule was seen in the Turko-Afghan period. Theocracy and military power were the dominant features. Its military and feudal character was not in tune with ancient India's
ideal of treating kingship as an instrument of service to the people, through some pious sultans like Feroz Shah Tuglak carried out a number of welfare works, like the construction of tanks, bridges and 'madrasas'.

An institution of 'wazir' came into being at the central level and the 'wazir' with three or four other ministers, rendered assistance to the sultan in administrative matters which were usually settled in a rough and ready manner.

The Mughal rule during Babar and Humayun did not make any considerable change in the pattern of governance. But the Afghan revival under Sher Shah Suri not only revived and recreated the healthy features of the old administrative system of India but also planted a number of new seeds for a solid system of governance to grow. He attempted to build an empire mainly based on popular will, while keeping a highly centralised form of government. He could repair, improve and organise every single department of the state with outstanding skill. He bequeathed to his successors the legacy of a well-organised administrative structure and traditions of a just and tolerant policy as the essential conditions of a durable and good government. It was in fact, Sher Shah's blue print that was largely adopted by Akbar.

Sher Shah had introduced radical changes for bringing an effective governance. He divided his empire into 47 administrative units called 'Sarkars' which were further sub-divided into small units known as 'pargamas' which were governed by a hierarchy of officers. He introduced innovative changes in the administration of land and collection of revenue. During his regime, the land was carefully surveyed and the revenue settled directly with the cultivator. He enforced the principle of local responsibility for dealing with the local crimes. The renounced historian R.C. Majumdar observes, “the real significance of his reign lies in the fact he embodied in himself those very qualities which are needed for the building of a nation-state in India, and he prepared the ground for the glorious Akbaride regime in more ways than one.”
An outstanding feature introduced by Akbar was the 'Mansabdari' system under which the army, the peerage and civil administration were all rolled into one. Every officer of the state held a Mausab, a rank, which ranged from a 'Commander of 10' to a 'Commander of 10,000. The territorial units of the Empire were reorganised and made more compact. Under revenue administration, soils were classified, rent rolls were prepared and methods of assessment and collection made more rational and just.

Even though the Mughal rule in India was military in nature, it could acquire noticeably under Akbar a number of healthy features and left quite a few legacies of firm, just and effective governance. The noteworthy element throughout the Mughal rule was that if the personality of the ruler seemed to be wise and benevolent, the governance machinery worked well. But on the other hand under a weak ruler it became repressive and corrupt. The poor personality of the later Mughals caused the collapse of Mughal Empire and thereby paved the way for British rule in India.

**Good Governance During Colonial Administration**

The British rule in India established by the East India Company, a trading concern entering India (in early 19th century) under a charter originally granted by Queen Elizabeth I changed the framework of administrative system slowly. The initial step in the journey of British governance in India was taken in 1765, when the East India Company acquired the Diwani of Bengal, Bihar and Orissa.

Warren Hastings had abolished the system of dual government and virtually brought the entire civil administration under the company. It not only caused widespread corruption and controversies in the public life of Bengal but also vitiated the atmosphere at home.34

Later, far reaching revenue, police and judicial reforms were soon introduced and implemented by Lord Cornwallis and Lord Wellesley. Consequently, a regular cadre-based civil service was created and competitive examination of a very high standard was the basis for recruitment. The duties
and responsibilities assigned to the collector of the ICS during the colonial rule were not very different from those performed by the District Governor of the Mauryan period. The District Governor that time also had discharged administrative and judicial duties. There is evidence to suggest that during both the Gupta period and the Mughal period, there existed professionally trained civil servants. According to a Persian manuscript of Farrukhabad, the Mughal provincial governors were required to recruit and train about 100 young men each year for appointment as officers, first in the provinces and then at the Imperial Court.  

Later, those classes of civil services came into being - an Imperial Service, a Provincial Service and a subordinate Civil Service and consequently the impact of British Raj began to felt in every aspect of life. It was the control mechanism of the Indian Civil Service and the key positions that its members held at all important levels of governance machinery - central, provincial and district- that earned for its reputation of being a steel frame. Reform in administration anywhere is a continuing process, and even the British Government was addressing itself to the question of evolving an administrative system which could respond most harmoniously to the the goals it had set before itself.

It was in 1917 that for the first time His Majesty's Government in Britain announced the goal of its rule in India: Edwin Montague, the Secretary of State for India, announced in Parliament: 'The Policy of His Majesty's Government, with which the Government of India is in complete account is that of the increasing association of Indians in every branch of the administration and the gradual development of self-governing institutions with a view to the progressive realisation of responsible government in India as an integral part of the British empire.'

Thus the British Government held out the promise of responsible government for India. The announcement had profound and far-reaching implications in India. On the new course of a responsible government, the
Government of India Act 1919 was launched. The elected representatives of the people, for the first time, were entrusted with the task of government in a limited field of public administration, and thus a beginning in responsible government was made. As a consequence to this constitutional arrangement (dyarchy), changes in the administrative machinery and its personnel also became necessary. Indianisation of the civil services became now onwards an established and regular policy of the Government of India, and His Majesty's Government appointed in 1922, the Lee Commission on superior services to suggest the rate and method of Indianisation of the superior civil services. 38

The country's administrative system came under a new dimension and direction with the elected ministers steering the wheel of government in the nation building sectors of public administration like agriculture, education, public health etc. The elected ministers started the formulation and implementation of developmental programmes in the transformed field of administration and as a consequence both the ministers and the civil servants began to get nearer to each other.

The other landmark was the passage of the Government of India Act, 1935. 'Dyarchy' got replaced by provincial autonomy, which facilitated the elected representatives to run the provincial government in accordance with their election pledges. This could expand the content of development along with bringing its tempo under popular rule. At the time of the Government of India Act, 1919 also the British Government in India undertook an investigation of the administrative system to bring it in harmony with the altered constitutional arrangements. Besides, the Government of India Secretariat Committee (Wheeler Committee), 1936 and the Committee on Organisation and Procedure (Maxwell committee), 1937 recommended many changes in the machinery of government, procedures and personnel arrangements.

The Second World War shook public administration in many ways, but one after effect of it was a clear articulation and definite realisation of new
goals and objectives by the government of the country. Sir Richard Tottenham, in his report (1945-46) emphatically indicated that the future of public administration of India was to be development-oriented and suggested a number of measures to make the country’s public administration a fit instrument for these new tasks.\(^{39}\) Thus through many these kinds of reform measures, independent India, could attain a heritage in channelising its activities in the formative years of independence.

**Reform Measures in Independent India**

On the eve of India’s independence, the key public services were, by and large distraught, dispirited and divided. Their future was uncertain. The Muslim members of the service, though jubilant over the creation of Pakistan, were a bit lazy about their future in the new state, the Europeans were primarily concerned with security good retirement benefits, while the Hindu officers were not clear whether the old hostility of the Congress towards them would continue or not.\(^ {40}\) Prime Minister Jawaharlal Nehru, who had expressed some critical views about the ICS and the British Indian administrative system earlier, finally left questions of administration to Patel. However, this tangle was satisfactorily resolved with the effort of Sardar Vallabhai Patel. The allocation of the ICS officers to India and Pakistan was carried out smoothly and speedily. Patel was aware of the crucial role which the Civil Services had to play in tackling the great problems which had to be faced by India at the time of partition and later as a new democratic republic. He had the strong belief that the All India Services had a vital role to play in building up a strong and united India. Patel’s crucial decision to adapt and expand the existing system was not based simply on his personal conservation but more on objective reasons and calculation. Saddled with the urgent problems of partition, refugee settlement and integration of princely states, it was not the time for administrative overhauling. Instead Patel expanded strong central administrative control of India by reincarnating the ICS as the new All India
Services, and entrenched them in the Indian Constitution along with public service commissions.\textsuperscript{41}

Patel highlighted four basic reasons to support the scheme of constituting two new All India Services. First, it would enable a higher efficiency to be attained by the public services in general. Secondly, it would establish a close liaison between the states and the Union. Thirdly, work at the field level, particularly in the district, would bring in experienced officers to the higher echelons of the Union Government and thus help in formulating sound policies. Lastly, both the State Governments and the Union Government would acquire "a wide outlook and bring freshness vigour to their work."\textsuperscript{42} Many observers of the time were surprised at the attitude of Patel and Nehru. Patel explained his reasons for continuation of the institution of the ICS during the debate in the Constituent Assembly. In a speech, which must be considered as historic in the arena of public administration in India, Patel acknowledged the constructive role played by the Indian Civil Service in 1946 - 49 and this boosted the morale of the officers and gave them a new sense of confidence and purpose. Patel, with the enthusiastic support of the officers, not only completed the integration of the States and steered the country through a critical phase but also placed Indian Administration on a secure and solid foundation. The steel frame was re-erected. What was to be built upon this frame and how its interior spaces were to be planned and developed depended upon the vision and good sense of the new leadership that came to power in the post - August 1947 India.\textsuperscript{43}

After attaining independence, India adopted a Constitution which fulfilled practically all the requirements for rendering good governance- a representative democracy based upon adult franchise, separation of powers; rule of law and independent judiciary, a set of legally enforceable fundamental rights; a flexible mechanism which could be federal as well as unitary: a pattern of All India Services; and a social and economic order which rested upon liberty, equality and fraternity. The attainment of constitutional goals
under this framework depended upon the mind and motivation of new political and administrative rulers.

Indian administrative values at the dawn of independence were thus inherited from three sources (a) some persistent continuing values on the 'Dharmic' control of the State and Politics (b) some relative alienation from the State on part of the people; and (c) a whole baggage of administrative values for an elitist democracy drawn from a dialectical interaction between the British Indian government and Indian nationalism. 44

Even since independence, the political element of the day was feeling increasingly concerned over the growth of the machinery of administration, deterioration of efficiency, and consumption in the civil services. 45 This rapidly climaxed into a demand made in the Constituent Assembly, for a probe, by a special committee. In this connection, in 1948, the government set up the Economy Committee to review the increase in the civil expenditure of the Central Government since 1938-39 and to make necessary recommendations for the promotion of true economy in the administration by the elimination of unnecessary expenditure. This Committee was constituted under the leadership of a prominent industrialist, Kasturbai Lalbai with members from the legislature, the business and the bureaucracy.

After one year, N Gopalaswami Ayyangar, a civil servant was entrusted with the enquiry to improve the methods of government procedures. Through his report known as Report of Reorganisation of the Machinery of Government, he highlighted the need for and formulated a detailed scheme of organisational and procedural changes in the secretariat of the Central Government ministries. According to the report, the Central ministries were to be bunched into four bureau: Bureau of National Resources and Agriculture, Bureau of Industry and Commerce, Bureau of Transport and Communications and Bureau of Labour and Social Service.

We adopted socialist philosophy and centralised planning. It can certainly be argued that in the early 50s this was the correct approach looking
at the resources, the need to change a colonial economy into a democratic national flourishing economy, and to build up a strong India as such.\textsuperscript{46}

The Planning Commission was set up in 1950 and was also entrusted with the reform of the country’s public administration. In this year itself A.D. Gorwala was assigned to this responsibility. He submitted two reports - Report on public Administration and Report on the Efficient Conduct of State Enterprises. The former was general in nature while the latter was restricted to public undertakings. These reports were submitted in 1951 and Gorwala pointed out that clean, efficient and impartial administration was the first condition to the success of democratic planning. He suggested reorganisation of the administrative machinery to ensure greater speed, effectiveness and responsiveness. For the delay in dealing with the files he suggested more junior officers and lesser clerks.\textsuperscript{47}

A landmark in the history of administrative reform in the country, two reports by Paul H. Appleby, an American expert on public administration, were submitted in 1953 and 1956 at the instance of the Finance Minister and the O & M Division in the central cabinet secretariat respectively. The first report, submitted in 1953, was a broad analysis of public administration of the country at all levels. Out of twelve recommendations in this report, the setting up of an O & M organisation in the Central Government and of an Institute of Public Administration was implemented immediately. The second report, titled 'Re-examination of India's Administrative System with special reference to administration of Government’s Industrial and Commercial Enterprises' was much more pointed. This report suddenly, became popular among bureaucrats. Like Gorwala's, these reports by Appleby were also published. They raised commentable public and parliamentary debate on their content in particular and questions of reform in general.

It was in 1954, that Asok Chanda submitted his report titled 'Notes on Changes Necessary in System of Budgetary and Financial Control and in other matters to Eliminate Delays in Execution of Projects' and this was
intended to solve the problem of delays in the execution of projects. Asoka Chanda had recommendations on greater measure of delegation, creation of All India Services, adoption of officer-oriented system of functioning, constitution of a common service 'divided vertically into departments to provide for specialised training in the different spheres of governmental activity' etc. The institution of financial advisers was the result of this effort. A standing machinery for administrative improvement was set up in 1954 in the name of the O & M Division. This division was merged with the Department of Administrative Reform in 1964.

The Department of Administrative Reform was set up in March 1964 for acting as an institutional forum for spearheading administrative reform. This was located in the Ministry of Home Affairs and the work as well as the work load justified the creation of a separate department of administrative reform which could cover a large range of the varied and complex problems of administration.

The public administration in the country was found to be dilapidated in sixties and the extent and intensity of corruption in public service was at alarming concern. This led to the appointment of a committee under the Chairmanship of K. Santhanam is 1962. The committee was named as the Committee on Prevention of Corruption and this was set up to examine the corruption in government and to suggest ways for eliminating it. Santhanam Committee submitted its report in 1964. The publication of this report suddenly bagged the popular and parliamentary attention on a problem faced by the whole nation including the bureaucracy.

In 1966, Government set up the Administrative Reforms Commission under the Chairmanship of Morarji Desai. From 1966 to 1970, the Commission submitted 20 reports which led to many major changes. The Department of Personnel was set up, the role of the Department of Administrative Reforms was redefined, new systems of secretariat working including the desk officer system were introduced, performance budgeting was adopted by all
developmental ministries, financial and administrative powers were delegated to the maximum extent and the Bureau of public Enterprises was strengthened.\textsuperscript{49}

It was in 1980 that the establishment of the Commission on Centre - State Relations (Sarkaria) the 4th Central Pay Commission (P.N. Shinghal) and the Committee to Review the Scheme of the Civil Services Examination (Satish Chandra) were occurred.

India became a partner of the ongoing Globalization process with the adoption of the New Economic Policy in 1991 and also entered into a new era of administrative reform. This new era was particularly significant and it witnessed a paradigm shift, for the first time after independence from the Nehruvian philosophy of socialistic welfare state to a westernized model of development through Globalization, liberalisation, free-market economy and good governance.\textsuperscript{50}

From 1991 onwards a number of commissions, committees and other official bodies are making several important recommendations relating to administrative reforms. The outstanding contributions of reform initiatives during this period are discussed below.

The Government of India appointed the Fifth Central Pay Commission in April 1994 to review the pay structure of Central Government employees, examine and recommend their service conditions. The Commission submitted its report in 1997. The report highlighted the issues related to size of the bureaucracy, productivity of employees, public accountability, transparency and integrity.

The Fifth Pay Commission observes that Thatcherism in UK and Reagonomics in U.S.A tried to pull out the State from the morass of over - involvement. It is no longer always popular to be a leftist or to educate nationalisation as the panacea for all ills. Today, it is the perceived wisdom that Government should confine itself primarily to the core functions that cannot be performed by the market. Everything else must be left to private
with initiative, contemporaneously there is no one who advocates on all-pervasive role of the government. Besides, considering the emerging trends of coalition politics at the centre the Commission envisaged a minimal role of the Central Government and recommended transfer of powers, functions and resources to the States as well as self-governing institutions. What ever is then left with the Central Government as its legitimate preserve need to be further rationalised with the retention of only matters requiring policy initiatives and over all monitoring and co-ordination in the Central Ministries and Departments and also through measures such as winding up redundant activities, privatisation or contracting out those services which could be performed by the private sector.

More importantly the Commission recommended reduction in decision making layers from seven to three, abolition of 3.5 lakh vacant posts in the government and downsizing of the central bureaucracy by 30 percent within a time span of ten years. In addition, the Commission recommended the reinventing of government offices by adoption of several measures such as level jumping and delayering, transformation of unwieldy sections to tiny, business like desks etc. Needless to say, this recommendation could be an integral part of the agenda of New Public Management.

Even though, the report of the Fifth Central Pay Commission was a landmark in administrative reforms after 1991, it could not touch many critical aspects. It did nothing to restructure the public service to bring in harmony with the development and promotional goals of independent India. If perpetuates the hegemony of a particular service, a hangover from the colonial era. Similarly the pay body did nothing to delink the public undertakings manager's salary from that of the bureaucrats. A pay body working in the nineties must be motivated by triple objectives-cut the size of the bureaucracy, remunerate them well and make them efficient, accountable and productivity oriented.
The Fifth Pay Commission was ready to hike salaries only if the government implements simultaneously its recommendations for reduction in decision making layers, downsizing the bureaucracy and abolition of 3.5 lakh vacant posts etc. But unfortunately "the recommendations were ignored but the babus (bureaucrats) got the highest ever hike."\(^{55}\)

The Tenth Finance Commission submitted its report in 1994 (for 1995 - 2000) and advised Central and State Governments to reduce the size of the bureaucracy as one of the effective measures for expenditure control. It had observed that over the years employment in government has grown manifold. There is scope for Central and State Governments to shed many an activity and absorb the staff rendered surplus in other activities and to encourage them to avail of retirement with attractive benefits and it strongly added than viable methods of reducing the strength of government employment must be explored, otherwise economic reform may lose its way in a new bureaucratic maze."\(^{56}\)

The Commission advocated for selective privatisation in the view that it would relieve the governments of the burden of recurring losses while at the same time giving them the benefit of a one- time access to their resources. It considered privatisation as a method of providing the same service in a cost-effective manner and raising resources which can be deployed to reduce the accumulated debt.

Instead of the recommendation by the Tenth Finance Commission on selective privatisation of public enterprises, the Central Government adopted the policy of disinvestments which allowed private capital and Foreign Direct Investment (FDI) even in the profit making public sector undertakings. This has got severe criticism by various political parties and economic analysts as it discourages PSUs to compete with the private sector as well as the Multinational Corporations (MNCs) on a level- playing field.\(^{57}\)
Many administrative laws, regulations and procedures became irrelevant with the policy of liberalisation and globalization. It was under these circumstances that a Commission on Review of Administrative Laws (1998) was set up by the Government of India's Department of Administrative Reforms and Public Grievances in May 1998. In its report it recommended for the repeal of more than 50 percent of central laws, expeditious amendments to critical list of about 109 Acts, documentation of administrative laws, rules, regulations, executive instructions etc. by all the ministries/ departments, harmonization of statutes and laws from the perspective of domestic and foreign investors, trade and industry, consumers, exporters and importers etc. With regard to the Commission's recommendation for expedition amendments to a critical list of about 109 Acts, only 51 Acts have been amended while 18 Amendment Bills have been introduced in parliament. Anyway, in connection with the Commission's recommendation for documentation of administrative laws, rules, regulations etc, the response on part of government appears to be positive, which owe much to ICT revolution.

The Expenditure Reforms Commission was set up by the Government of India in February 2000 under the Chairmanship of K.P. Geethakrishnan, the former Union Finance Secretary, to recommend a road map for reducing the functions, activities and administrative structure of the government. The Commission had ten reports with recommendations regarding some isolated cuts and reduction of staff here and there. The major factor that underpinned the Expenditure Commission was the down-sizing.

The Committee on Civil Service Reforms was appointed by the Government of India on February 3rd, 2004 under the Chairmanship of P.C. Hofa, former Chairman, Union Public Service Commission with comprehensive terms of reference to examine the whole gamut of civil service reforms and to submit its report within a period of six months. The Committee submitted its Report on July 30, 2004 with the terms of reference such as (a) making the civil service responsive, transparent, accountable and ethical
(b) making the civil service e-governance friendly (c) protecting the civil servants against wrongful pressure (d) changes if necessary, in various All India Civil Service Rules and central Civil Service Rules to provide a statutory cover to the proposed Civil Service reforms and (e) any other matter relevant to civil service reforms. 58

The Committee made 64 recommendations and the following were some of them (a) after 15 years of service, a rigorous review be carried out of performance of civil servants based on the earlier quinquennial review of performance (b) Each Department/Ministry should be required to identify the points of citizens interface, benchmark the quality of services and strengthen the existing grievance redressal mechanism (c) the National Informatics Centre (NIC) should function as a vehicle for disseminating best practices across the country (d) to provide a clear, honest and transparent government, antiquated rules and procedures in government must be discarded and new simplified ones be put in place. 59

The Second Administrative Reforms Commission (ARC) was set up in August 2005 under the chairmanship of Veerappa Moily to prepare a blueprint for renovating the public administration system and to suggest measures for achieving a responsive, accountable and efficient administration at all levels of the government. It made specific mention regarding the quality of public service. It highlighted that however, there is growing concern that our civil services and administration in general have become wooden, inflexible, self perpetuating, and inward-looking. While the bureaucracy responds to crisis situations with efficacy, colossal tardiness and failure to deal with 'normal' situations is evident in most cases. Effective horizontal delegation and a clear system of accountability at every level should be at the heart of our administrative reform. Pervasive corruption is the most disturbing element of our governance. Wherever competition, choice, transparency and technology have been introduced, corruption has dramatically declined. Governance is admittedly a weak link in our quest for prosperity and equity. We have an
impressive governance infrastructure and significant successes to our credit. But we need to refashion the instruments to suit the emerging challenges.  

Major recommendations including the promotion of e-governance and citizen-centric administration were considered by the Government to enhance the governance in India.

**Right to Information Act**

In addition to other measures, Right to Information Act, 2005 is a major landmark in reforming administration. The main thrust of the law is to change the culture of secrecy and aloofness that has long plagued India's monolithic and opaque bureaucracy. The Right to Information Act (RTI Act) promises to reverse this culture of secrecy and accountability by recognising that the government only holds information on behalf of its owners- citizens. The RTI Act has the potential to act as a device in the hand of citizens to ensure accountability as part of bureaucrats. It can empower ordinary people to make more informed electoral decisions, giving them an opportunity to participate more effectively in governance and policy formulation.

The RTI Bill introduced in Parliament was referred to a Parliamentary Standing Committee whose recommendation with certain alterations was introduced in the Lok Sabha on March 21, 2005. The scope of this Bill extends to all authorities and bodies under the constitution or any other law, and inter alia includes all authorities under the Central Government, State governments and Local Bodies. The non-governmental organisations substantially funded, directly or indirectly, by the public funds also fall within the ambit of this Bill.

The citizens have to just make a request to the concerned Public Information Officer or Assistant Public Information Officer specifying the information sought by him. There is a reasonable fee and the information shall be provided free of cost to citizens below the poverty line. Clause 7 of the Bill makes it mandatory for the Public Information Officer to provide the information within 30 days and if the information requested is concerned with
the life or liberty of a person, it has been made mandatory to provide it within 48 hours of the receipt of the request.

The Right to Information Bill was passed on 11th May 2005, in Lok Sabha and 12th May in Rajya Sabha with 146 amendments. The President of India gave his consent to the RTI Act on 15th June 2005. Eventually, it came into force on 21st June, 2005 after notification in the Gazette of India.

Citizen's Charter

Internationally, citizen's charter is getting much recognition as a device for proceeding responsive and effective public services. Citizen's charter draws its origin to the UK where John Major Government launched it in June 1991 as a strategy "to raise standard of public service by making them more responsive to the wishes and needs of the users." 64

The Citizen's Charter is a document sharing the services and mode of delivery of these services to the beneficiaries. It implies on the one side trust of user that the service provider will deliver the service according to the commitment, which on the other side, trust of the service provider that the users' expectations will be legitimate and realistic and that they shall fulfil their own obligation. 65

The Chief Secretaries’ Conference held in 1996 called to Develop "An Agenda for an Effective and Responsive Administration" interalia recommended that accountability should be interpreted in a larger sense in relation to public satisfaction and responsive delivery of services, and a phased introduction of Citizen's Charter for as many service institutions. 66

It was in the Conference of Chief Ministers held in May 1997 that the Citizen's Charter received endorsement of the Central and State Governments/Union Territory Administrations. As a result of the efforts of the Department of Administrative Reforms and Public Grievances, 43 Citizen's Charters had been finalised by the end of the financial year 1997-98 by various central departments. The implementation of Citizen's Carters has
shown a great variation in terms of coverage, procedures, redress of grievance system and dissemination of information necessary for the citizen. Some charters are very brief, but some others have a detailed description. Some do not provide any information about the redressed funcionaries such as names, addresses, telephone numbers etc but some others present information regarding redressal system. Citizen's Charter is of course a landmark initiative in reform measures along with Right to Information Act to ensure good governance in India.

**GOOD GOVERNANCE AND E-GOVERNANCE**

The attainment of good governance usually depends on how it gets operationalised and often this is a tedious task. The communalization and criminalization of politics, brutalization of society, endemic corruption and chronic ineffectiveness of governments have impacted on the very credibility of governance. Dynamic change in the relationships between States and citizens is a feature of countries undergoing programmes of welfare reform and restructuring. Such changes involve new ways of governing the social in which citizens are expected (or themselves expect) to play more active roles in handling risks and promoting their own welfare.

Good governance would require that the government machinery works with full transparency of operations and is fully accountable. Citizens by and large will be happy if it can be ensured that the governments set right objectives and are able to active the same. In order to response people's faith in governance, the four pillars of citizen's charter, namely information, transparency, accountability and redressal of public grievances should be strengthened. Good governance is not a one-time process, rather it needs gradual and consistent efforts. With the advanced state of Technology, particularly Information Technology, growing global interaction, enormous powers enjoyed by government agencies, and equally great expectations of people, the most challenging task is how to minimize the mischief by those
involved in the governing process and how to make them do maximum good
ie, make them provide good governance.\textsuperscript{71}

Rapid growth in the field of Information and Communication
Technologies (ICTs) in the past two decades has induced changes in the ways
governments function world over. This information age paradigm shift has
redefined the fundamentals and changed the institutions and mechanisms of
delivery forever. Knowledge based society enables in sharing vast amount of
information on a global scale almost instantaneously, which consequently
helps in selecting, absorbing and adapting relevant technology and services.\textsuperscript{72}

After long decades of inefficiency the governments world wide have
attempted to introduce good government through the applications of
management techniques into public administration. If all had been well in the
public sector, no consistent trend, let along ideology, of change in the public
sector might have emerged.\textsuperscript{73} Innumerable number of problems even in the
form of crisis was emerged in some countries during 1970s. Richard Heeks
observes the problems focusing on inputs, processes and outputs.\textsuperscript{74}

The classical public administration based on Taylor's Scientific
Management and Weberian model of bureaucracy aimed at only the internal
administrative structure and it neglected the external environmental factors.
These structures based on the traditional public administration failed to fulfill
the needs and expectations of the society. Many studies thereafter questioned
the responsiveness and the applicability of these structures. The enquiries and
studies related to these kinds of status quo oriented models resulted in
introducing changes in the existing governance pattern. In the late 1980s and
early 1990s a new terminology emerged in Public Administration. Thinkers
spoke about‘re-inventing government’ and 'New Public Management' was its
offshoot. David Osborne and Ted Gaebler laid foundation for 'New Public
Management'.

Osborne and Gaebler observed that the bureaucratic model was
developed in conditions very different from those we experience today. It
developed in a slower-paced society, when change proceeded at a leisurely pace. It developed in an age of hierarchy, when only those at the top of the pyramid had enough information to make informed decisions. They have advocated for a total reinvention in the public sector in accordance with the current of Globalization. They emphasized that "we do not need more government or less government we need better government. To be more precise, we need better governance".

Electronic governance is indeed a byproduct of three elements, globalization, New Public Management and information revolution. Globalization refers to the increase in the scale and speed of flows of goods, people and ideas across borders, with the effect of decreasing the distance. Globalization advanced rapidly in the nineteenth century and during the first decades of the twentieth century but was curtailed, at least in its economic dimensions, from the early 1930s through the end of World War II. Globalization preceded the information revolution but has been greatly enhanced by it.

There emerged a global concern that though the state still remains as central in many countries in promoting economic and social development, it must not continue to play the role of a universal provider. Instead, it should assume the role of a partner, catalyst and facilitator. This fundamental thinking on the role of the State has been necessitated by its failure to provide basic and minimum services in many developing countries. Globalization has led to the development of new roles, relationships and partnerships among government, citizens and business and has heightened the influence of the public on governance policies and institutions.

Globalization has become revolutionary mainly due to the massive increase in financial and foreign exchange transactions. This has been accelerated by drastic improvements in communication technology. It has resulted in a global web of services, goods, technologies, ideas and processes. It is also bringing about significant changes in the nature of the state,
government and people as a community. Market forces are asserting a key role over the traditional welfare state. 

The New Public Management has a significant role in reinventing government and the role of public administration has been propelled to undergo significant transformation in many developed and developing countries. Though many approaches are available, NPM has had the most significant impact on reshaping public administration to cope with the challenges of globalization. The basic principles for reinventing government are steering rather than rowing; empowering rather than serving; injecting competition into the service delivery; transforming rule-driven organisations into mission driven, earning rather than spending etc. Empowerment of citizens has been a key component of the reform. It has been argued that citizens have been largely denied access to quality services due to the existence of cumbersome bureaucratic rules and regulations. The need to rejuvenate the ailing state and the intolerance with the loathsome bureaucracy, its obstinate inertia, unresponsive attitude and wasteful economics led to a reaction in the name of NPM. The NPM covers public reforms that are focused on efficiency, more competition, greater use of contracts, structural devolution (a form of re-organisation that moves subordinate units away from the executive level) and the fragmentation of organisational units and tasks into non-overlapping roles. Other features include the use of private-sector management techniques, a greater emphasis on results, and increased customer user orientation. The NPM is intended to produce a leaner and more efficient public system where executive leaders evolve general strategies while the selection of means and the organisation of practice are assigned to subordinate managers and ordinary civil servants who are supposed to be controlled scrutinized and rewarded or punished according to the results they obtain.

The 1980s and 1990s have witnessed a plethora of reinventing, rationalizing, re-engineering and reforming initiatives designed to improve the organisational efficiency and effectiveness of the public service. The NPM is
the practical result of the 1980s normative idea of "private is better than public." The basic idea was that instrument used in the private sector must be successful in the public sector.

The information revolution in the current period is not the first according to critics. Johannes Gutenberg's invention of movable type, which allowed printing of the Bible and its accessibility to large portions of the European population, is often credited with playing a major role in the onset of the Reformation. The advent of truly mass communications and broadcasting a century ago, which was facilitated by newly cheap electricity, might be considered as a second information revolution. It ushered in the age of mass popular culture. Computers and communications technology are believed to be the third information revolution. In this era of information revolution, the dispersal of information means that power is more distributed and networks tend to under act the monopoly of traditional bureaucracy.

The internet and telecommunication technologies of the late 20th century open up new means for people to participate in democratic governance. Now the governments are using e-government initiatives to bring services directly to their constituents via the internet, thereby marketing themselves to enhance the value and utility of their services. The internet can be used to collect information that is not usually available to the public, and therefore makes possible a new era of openness and transparency. Cairncross has described this development of new means of communications as the "death of distance" where the reduction in the cost of communications is probably the single most important force shaping society in the new century.

Transparency and free flow of information are the minimum conditions for achieving good governance. Accountability and transparency are essential for any government which wants to serve its people. The democratic government should not only be elected by the people but should also have credibility in the eyes of the people. Appropriate use of information technology would surely enrich a democratic administrative culture.
E-governance has the potential to revolutionize the governance across the world. E-governance, through a technological innovation has changed it all basic character of governance, operational methodology, functional style and ideological orientation. It straight away offers a package of efficiency, time-boundedness and cost effectiveness.  

Developed nations have introduced the Information and Communication Technologies earlier, while majority of the developing nations are in the path of implementation of information technology. Developed nations of the west have started experimenting with e-governance device to establish e- democracy. But the Third World nations are interested in utilising ICTS for improving administrative efficiency for the attainment of good governance.

**E- Governance and Developed Nations**

Developed nations possess technological hegemony over developing nations. The innovations in developing nations have mainly roots in developed countries and the former often utilises the lessons from developed countries at the time of implementation of new initiatives. While introducing Information Technologies, the nations usually adopt bench marking for making their initiatives successful. It is a fact that developed nations have taken the full advantages of Information and Communication Technologies (ICTs). In developed nations, computer and internet are the base of service delivery, whereas in most developing nations, it is still treated as a luxury.

In U.S.A, in July 2001, an initiative known as *Expanding Electronic Government* was initiated as a part of the President's Management Agenda. This government reform is mainly guided by three principles- citizen centred, results oriented and market based. The objective was to make use of information technology to eliminate wasteful federal spending. Towards the later part of 2002, E-Government Act was also signed aiming to ensure strong leadership of the information technology activities of Federal agencies. E- governance structure of US is based upon three relationships.
1. **Government to Citizen**: This initiative provides one-stop, online access to information and services to citizens. The initiative GovBenefits.gov has referred more than 2 million visitors to benefit programs of loan facility providing enhanced loan services to American citizens. For centralised national recreation reservation system the initiative Recreation government has created. The project **IRS free file** enables millions of Americans to file their taxes online for free.96

2. **Government to Business**: This initiative is intended to help business interact efficiently and effectively with the Federal Government. A series of one-stop portals like Regulations.gov and export.gov centred benefit the business. Information regarding laws and regulations about business can be accessed through Business government. The project, Consolidated Health Information (CHI), has been initiated to allow health information to be shared surely across different organisation.

2. **Government to Government**: This initiative is targeted towards collaboration between levels of government for making the state and local governments more citizens friendly. The initiatives include Geospatial One-stop, Disaster Management, SAFE COM, E-Vital and Grants government. The Geospatial one-stop's web portal is to access geospatial information in a faster way by all levels of government. Disaster management provides federal, state and local emergency manager's online access to disaster management related information, planning and response devices. One can find information regarding people missed or perished in hurricanes Katrina and Rita through First.Gov.gov. The SAFECOM initiative is a broad programme to help local, tribal, state and federal public safety agencies for improving public safety response through advanced wireless communications. For federal and state agencies to collect, process, analyse and share death record information, the e-vital initiative was established. The Enterprise Human Resources Integration (EHRI) provides HR managers with a data warehouse and workforce planning and analysis capabilities such that trends for retirement, promotions and
reassignment can be accurately and efficiently forecasted. The initiative of *e-authentication* is providing a uniform process for establishing electronic identity and eliminates the need for each initiative to develop a redundant solution for the verification of identity and electronic signature.

The UK has also taken remarkable efforts for e-governance. It has started *direct.gov.uk* for the online service delivery information and services online. One can browse either by audience group such as disabled people, young people, Britons living abroad, over 50s, careers and parents or by topic, including money, tax and benefits, employment, travel and transport, health and well-being, education, learning and motoring.

The political constituents and local authorities and are also not excluded from the scope of e-governance in UK. The local authorities not only try to provide e-information and e-services in ways that satisfies the needs of the people but also seek to understand what citizens want in terms of e-government. In addition, the local authorities reveal that e-government is often reflected in a number of different local plans and strategies, suggesting that local authorities consider e-government to be a tool for facilitating the achievement of a variety of goals. Almost all local authorities have a senior officer, e-champion and an elected member, e-champion.

The experience of e-governance in New Zealand is also noteworthy. Reading the importance of opportunities by Information and Communication Technologies, the New Zealand Government came out with its e-government vision document in May 2000 and an 'E-Government Unit' was established by the State Services Commission in July 2000. In 2001, the government came out with its 'E-Government Strategy' and this strategy included a vision of becoming New Zealand as a world leader in e-government.

The 'procurement in Government' opens ways to government agencies to collaborate in buying goods and services through adoption of best practice, processes and sharing knowledge. The 'shared workspace' can be used by government agencies and this includes a variety of purchasing related
information including current and future procurement opportunities, procurement training courses, lessons from other agencies etc.

The Government Shared Network (GSN) is a new network which enables the government agencies to share information at higher speeds and cost effectively. The GSN will improve the delivery of information and services to the New Zealand people. The 'Online Authentication' programme started in 2001 with the aim of determining what Government could do to help people more conveniently and safely authenticating themselves when transacting with government agencies using the internet. The State Services Commission has been working in recent years with a range of public interest groups and agencies to examine what online authentication might mean for people and the government agencies interacting online with each other.

Public Sector internet (psi.govt.nz) in New Zealand is targeted to provide a single point, accessible by all public servants where they can share information among themselves. The people can then easily find information they need for their work and make contact in other agencies.

Australia has established a separate office of e-government. This office was established in 2003 with a mission to transform how Government does business through leadership and collaboration in the use of Information and Communications Technology to improve the internal efficiency, service delivery and the participation of the community. The Australian Government has organised the events of awareness raising seminars to promote the importance of e-governance to the internal operations of government and the delivery of services to the citizens. The Electronic Service Delivery Strategy (ESDS) provides a roadmap for transforming the delivery of services by electronic means, SMS messaging and mobile commerce. One of the key roles of the office of e-government is the provision of strategic role of government action in ICT to enable government to achieve its aims of increased efficiency, more integrated service delivery, and greater opportunities for service delivery. Throughout Australia, the Integrated Service Delivery (ISD) is
considered as the logical objective of e-government. The ISD connects a number of government services in to a satisfactory and working whole. Besides, it incorporates all organizational and stakeholder interests.

The developed nations are in more advantageous position than that of developing nations in implementing e-governance. There are eight factors - four Ts and four Ds in combination which contribute to the success of e-governance.

![Diagram of e-governance factors](image)

**Figure 1.1**

**Factors for a successful e-governance**

- $T_1$: Transparency
- $T_2$: Training
- $T_3$: Technology upgradation
- $T_4$: Techniques of Management
- $D_1$: Democratization
- $D_2$: Decentralization
- $D_3$: Delegation
- $D_4$: Debureaucratisation


Development will be meaningless if there is no good democracy. Democracy should also be viewed from a socio-economic dimension along with its political point of view. Empowerment of people and higher level of people's participation in governance are the pe-requisites for a commendable democratic pathway in development. Both delegation and decentralization can be considered as the two hands of democracy. The sovereignty in democracy lies in the hands of citizens but in majority of the developing nations, the
bureaucrats often consider themselves as 'public masters' instead of public servants. This may act as an obstacle in ensuring popular participation in governance. These 4 Ds can be ensured through e-governance or the success of e-governance depends largely on these 4 Ds.

The success stories from developed nations show that transparency is also very crucial for the effectiveness of e-governance. Since training is an investment for better output of e-governance, manpower in governance is quite essential. Without properly skilled manpower, the objectives of e-governance may get perished due to the improper utilisation of technology. Besides, every developing nation should upgrade their technology up to an international standard. Most of the developed nations excel the developing nations in terms of technology. Lastly, the techniques of management often act as key factors in the implementation of e-governance programmes. The administrator or manager should possess the capacity to adopt the adequate technique according to the environments in which e-governance is embedded.

E Governance and Developing Nations

It is now widely accepted that ICT offers increased opportunities for economic development and plays a vital role in rapid economic change, productive capacity improvements, international competitiveness and enhancement of developing countries. The range of choices and opportunities in developing countries is expanding. The ICT is now believed to be a powerful enabling tool to address some of the key barriers and challenges for entering the global economy and future growth.

Even though implementation of ICTs in developing nations offers many benefits, certain bare truths cannot be neglected. On the one hand, the vast humanity especially in rural small town areas that does not have much to do with government is likely to remain untouched by any such kind of facility. On the other hand, even in this globalised era, majority of the developing nations
address the issues such as poverty, ill health, mal nutrition and the like. Further, a critical question arises in this context. Can poverty be eliminated through technological progress or whether poverty reduction is a political question or not?

E-government models being replicated in the developing world were inspired by the pioneering initiative in developed countries. While these initiatives have inspired similar efforts in developing countries, they have ignored the fundamentally different basic conditions of their public sector. Current approaches to e-governance in developing countries result in delivering services online without process changes or deeper socio-economic reforms.

E-governance may have the potential to generate enormous benefits in four critical areas of special relevance to developing countries including the transformation of public institution and service delivery, promotion of transparency, enabling of effective decentralisation and increment of global competitiveness and integration. Ciborra uses the framework of describing the use of e-government in developing countries as the focus of technology in the ordering of relationship between the administration and the citizen, in setting the boundaries between the state and the market, and in ensuring of greater accountability and transparency.

The penetration of ICT in developing nations indicates sharp contrasts with developed nations and is closely related to its relevance in the challenges facing objectives of shifting from an agricultural to an industrial society. But the lessons from developed countries could be incorporated in shaping adequate policies to increase the pace of ICT implementation.
The World Telecommunication/ICT Development Report (WTDR), 2010 by International Telecommunication Union highlights that regarding the ICT development, in developed countries, most indicators show a high level of achievement whereas in developing countries most indicators still show low levels. This tally with the United Nations E-Government survey 2010, which indicates that developed countries have a distinct advantage in achieving higher rankings, as nearly two-thirds of the weight of e-government development index is allocated to the telecommunication infrastructure and human capital components, which both require long-term investment. For emerging and developing countries, the challenge is to invest in all three dimensions-online services, telecommunication infrastructure and education to narrow the current digital gap.
It is evident that in the development of ICTs at the global level, rapid increase can be seen in mobile cellular telephone subscriptions while the subscription of fixed telephone lines has got a slight decline. The percentage of internet users shows gradual and stable growth every year and this indicates the possibilities of popularization of internets in the coming future. In this respect, the objective of electronic democracy seems to be achieved through gradual, effective and consistent efforts. But at the same time, it is significant to highlight that high income countries enjoy the highest rankings in the e-government development index in 2010 as in previous years. The major positions in the top 20 rankings belong to high-income countries and this is a reflection of their environments having financial resources to develop and rollout advanced e-government initiatives, as well as to create suitable environment for citizen participation and empowerment.
Table 1.1

Top 20 countries in e-government development

<table>
<thead>
<tr>
<th>Rank</th>
<th>Country</th>
<th>E-government development index value</th>
</tr>
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<tr>
<td>1</td>
<td>Republic of Korea</td>
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<tr>
<td>2</td>
<td>United States</td>
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<td>3</td>
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<td>20</td>
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</tr>
</tbody>
</table>

Figure 1.4

E- Government development index regional averages

Source: UN E-government survey, 2010

Developing Countries and E-government Development Index

It is noteworthy that Republic of Korea stands in the first place in e-government development index value (see the table below). The Republic of Korea’s national portal is exceptional in its design and provision of features to its citizens. This portal is an integrated system allowing the easy access by the citizen to government information and has features for mobile alerts, forms, transaction and online consultation. For ensuring e-participation, users are connected to e-people, a single online service that integrates the e-services of all government agencies. The objective of e-people is to improve transparency, reporting of corruption and citizen engagement through petitions, proposals and policy discussion. For this, the users are connected to a secure login portal for all e-government transactions and submission of forms.
Table 1.2  
Top Ranked Developing Countries

<table>
<thead>
<tr>
<th>Rank</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
<th>11</th>
<th>12</th>
<th>13</th>
<th>14</th>
<th>15</th>
</tr>
</thead>
<tbody>
<tr>
<td>Country</td>
<td>Republic of Korea</td>
<td>Singapore</td>
<td>Bahrain</td>
<td>Israel</td>
<td>Colombia</td>
<td>Malaysia</td>
<td>Chile</td>
<td>Uruguay</td>
<td>Barbados</td>
<td>Cyprus</td>
<td>Kazakhstan</td>
<td>Argentina</td>
<td>United Arab Emirates</td>
<td>Kuwait</td>
<td>Jordan</td>
</tr>
<tr>
<td>E-government development index value</td>
<td>2010</td>
<td>0.8785</td>
<td>0.7476</td>
<td>0.7363</td>
<td>0.6552</td>
<td>0.6101</td>
<td>0.5848</td>
<td>0.5714</td>
<td>0.5705</td>
<td>0.5578</td>
<td>0.5467</td>
<td>0.5349</td>
<td>0.5290</td>
<td>0.5243</td>
<td></td>
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<tr>
<td></td>
<td>2008</td>
<td>0.8317</td>
<td>0.7009</td>
<td>0.5723</td>
<td>0.7393</td>
<td>0.5317</td>
<td>0.6063</td>
<td>0.5819</td>
<td>0.5645</td>
<td>0.5667</td>
<td>0.6019</td>
<td>0.4743</td>
<td>0.5844</td>
<td>0.6301</td>
<td>0.5202</td>
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<tr>
<td>World e-government development ranking</td>
<td>2010</td>
<td>1</td>
<td>11</td>
<td>13</td>
<td>26</td>
<td>31</td>
<td>32</td>
<td>34</td>
<td>36</td>
<td>40</td>
<td>42</td>
<td>46</td>
<td>48</td>
<td>49</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td>2008</td>
<td>6</td>
<td>23</td>
<td>42</td>
<td>17</td>
<td>52</td>
<td>34</td>
<td>40</td>
<td>48</td>
<td>46</td>
<td>35</td>
<td>81</td>
<td>39</td>
<td>32</td>
<td>57</td>
</tr>
</tbody>
</table>

Source: United Nations E-Governance Survey, 2010
Table 1.3

E-government development in South Asia

<table>
<thead>
<tr>
<th>Country</th>
<th>E-government development index value</th>
<th>2010</th>
<th>2008</th>
<th>World e-government development ranking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maldives</td>
<td>0.4392</td>
<td>0.4491</td>
<td>92</td>
<td>95</td>
</tr>
<tr>
<td>Iran</td>
<td>0.4234</td>
<td>0.4067</td>
<td>102</td>
<td>108</td>
</tr>
<tr>
<td>Sri Lanka</td>
<td>0.3995</td>
<td>0.4244</td>
<td>111</td>
<td>101</td>
</tr>
<tr>
<td>India</td>
<td>0.3567</td>
<td>0.3814</td>
<td>119</td>
<td>113</td>
</tr>
<tr>
<td>Bangladesh</td>
<td>0.3028</td>
<td>0.2936</td>
<td>134</td>
<td>142</td>
</tr>
<tr>
<td>Pakistan</td>
<td>0.2755</td>
<td>0.3160</td>
<td>146</td>
<td>131</td>
</tr>
<tr>
<td>Bhutan</td>
<td>0.2598</td>
<td>0.3074</td>
<td>152</td>
<td>134</td>
</tr>
<tr>
<td>Nepal</td>
<td>0.2568</td>
<td>0.2725</td>
<td>153</td>
<td>150</td>
</tr>
<tr>
<td>Afghanistan</td>
<td>0.2098</td>
<td>0.2048</td>
<td>168</td>
<td>167</td>
</tr>
</tbody>
</table>


It is evident that even though India has domestic improvement in e-government development, its rank has got declined to 119 in 2010 from its 113th position in 2008 in the world e-government development ranking. The UN e-government survey, 2010 mentions that despite technological progress, the lack of ICT professionals remains a major short coming in both middle and low-income countries. Few civil servants are able to compete with private sector salaries, with the inevitable result that the top information technology personnel in developing countries tend to gravitate towards commercial firms. Even in cases where governments are able to recruit highly skilled information technology workers, these young men and women tend to stay only long enough in their government jobs to acquire enough experience to make them
marketable in more lucrative private sector. Similar capacity gaps exist at the management level. Developing country governments often find themselves in the position of having to hire expatriate management consultants and other information technology professionals to develop domestic e-government services.  

**E-Governance in India**

Computers came to India in 1959 but the advancement was at slow pace. There was a feeling among the employees of the establishments introducing computers in the initial stages that it would replace workers and result in loss of jobs. In the course of time, the advantages were taken into account and computers started getting used in government and private sector. Recognizing the increasing significance and advantages of electronics, the Government of India established the Department of Electronics in 1970. Subsequently, the National Informatics Centre (NIC) was established in 1977. This was the major step towards e-governance in India. During the early 1980s use of computers was confined to very few organizations. The advent of personal computers brought the storage, retrieval and processing capacities of computers to Government offices.  

By the end of 1980s, a large number of government offices had computers but they were mostly used for ‘word processing’. Later, with the introduction of better software, computers were put to other uses like managing databases and process information. Advances in communications technology further improved the versatility and reach of computers and many Government departments started using ICT for a variety of applications like tracking movement of papers and files, monitoring development programmes, processing of employees pay rolls, generation of reports etc.  

The major thrust for e-governance was provided by the launching of the national satellite based computer network NICNET in 1987. This was followed by the launch of the District Information System of the National Informatics Centre (DISNIC) programme to computerise all district offices in
the country for which free hardware and software were offered to the state Governments. The NICNET was extended through the State Capitals to all district headquarters by 1990. 108

In the subsequent years, with ongoing computerization, teleconnectivity and internet connectivity came a large number of e-governance initiatives, both at the Centre and State levels. When the application of ICT in the governments all over the world started advancing, the Government of India observed the possibilities and necessity of giving a push to the IT industry and the application in a big way. In May 1998, the Prime Minister’s Office under the chairmanship of the Deputy Chairman of Planning Commission appointed a Task Force on IT. This task force had a mandate to formulate the draft of a National IT policy. The basic Background Report made by the Task Force in June 1998 highlighted many suggestions for the advancement of ICT in government sector. While recognizing Information Technology as a frontier area of knowledge, it recommended the launching of an ‘operation knowledge’ aimed at universalizing computer literacy and spreading the use of computers and IT education. In 1999, the Union Ministry of Information Technology was created. By 2000, a 12-point minimum agenda for e-governance was identified by Government of India for implementation in all the Union Government Ministries /Departments. 109 Subsequently, the Information Technology Act 2000 has been passed by the Lok Sabha to provide legal recognition for transactions carried out by means of electronic data interchange and other means of electronic communication. Besides, the Government of India introduced a project called State Wide Area Network (SWAN) as part of bringing e-governance to the grass root levels.

Over the last decade there have been lots of e-governance initiatives at the national and state levels. Subsequently, there was a need for a holistic vision of e-governance programmes implemented across the nation. It was felt that if e-governance was to be speeded up, a programme which must be guided by a common vision, strategy and approach would need to be adopted.
It was in this background that the National e-Governance Plan (NeGP) was formulated for effective implementation of e-governance across the country. The NeGP has been formulated by the Department of Information Technology and Department of Administrative Reforms & Public Grievances. The Central Government approved the National e-Governance Plan, comprising of 27 Mission Mode Projects and 10 components on May 18, 2006.

Implementation of Information and Communication Technologies is advancing at a good pace in India. The statistics shows that the internet subscriber base in the country as of 31st March 2009 stood at 13.54 million as compared to 11.09 million during the previous year, registering an annual growth rate of about 22.09%. Internet subscriber base for the last six years is depicted below.

**Figure 1.5**

**Internet subscriber base in India**

There is a clear indication in the increase in internet subscription. But it cannot be considered as the indication of widespread popularization of internet across all sections of the society. The increasing growth rate of internet users alone cannot be counted as the indication of upcoming fruitfulness in the implementation of ICTs. Rather, penetration of ICTs should reach even to the lowest stratum of the Indian society. According to Sam Pitroda, there is an urgent need to create a broad platform for innovations that focus on the organisation and the system, rather than focusing on material and technologies. Another important aspect is to have growth-based innovations that are sustainable, scalable and affordable. The innovations should affect people who are at the bottom of the pyramid, i.e. should be able to change the lives of those millions who are not in the mainstream.111

Majority of the Indian States are in the path of implementing electronic governance for better delivery of services to the citizens. Some of the major e-governance projects with focus on G2C interaction in the selected States of India are discussed below.

**Bhoomi** (Karnataka): The project **Bhoomi** undertaken by the Government of Karnataka includes computerized delivery of 20 million rural land records to 6.7 million farmers through 177 Government owned Kiosks in the State. This was introduced in the background that although land records are the single most important record in rural areas, citizens in rural areas were not able to access their own records. This project is now rolled out in all 177 talukas of the state. This initiative is working through centres/kiosks established in Sub district offices.

The implementation of Bhoomi project in Karnataka leaves out the following lessons.

1. A well conceptualized and executed BPR is a pre-requisite for the success of e-governance projects.
2. Continuity in project management team helps in proper implementation of e-governance projects
3. If benefits to citizens are real and substantial projects become sustainable.
e-Seva (Andhra Pradesh): Through this project, all the services are delivered online to consumers/citizens by connecting them to the respective government departments and providing online information at the point of service delivery. This includes provision of G2C and B2C services including online payments, issue of certificates, permits etc. This was introduced under the background of inconvenience of the citizens to go to various offices for making different kinds of payments and for issue of certificates. The project is being implemented through e-Seva centres having several counters and the centres have been opened in 21 districts in Public-Private Partnership model. After the implementation, the project came with the following major lessons:

1. Support from the highest political level helps in overcoming problems in implementation.
2. Long-term sustainability of e-governance projects depends on financial viability, especially if they are to be implemented in the PPP mode.
3. Government servants need to be motivated to adapt and work in an ICT environment.

Gyandoot (Madhya Pradesh): This is a G2C Service delivery initiative with the twin objective of providing relevant information to the rural population and acting as an interface between the district administration and the people. The fundamental idea behind this project was to establish and foster a technologically innovative initiative which is owned and operated by the community itself. The services offered through the Gyandoot project include daily agricultural commodity rates, income certificates, domicile certificate, caste certificate, public grievance redressal, rural Hindi e-mail, BPL family list and rural Hindi newspaper. Initially computers installed and networked through intranet in 20 gram panchayats in 5 blocks of Dhar district. Later, fifteen more centres were opened and presently there are 34 centres. The major lessons from Gyandoot project are:

1. Supporting infrastructure is pre-requisite for e-governance projects.
2. The interface with the users should be simple and citizen friendly.

3. Technology should be tailored to the environment.

**Lokvani** (Uttar Pradesh): This is a single window, self sustainable e-governance solution with regard to handling of grievances, land record maintenance and providing a mixture of essential services. This was introduced in the background of lacking transparency in the land record system and the grievance redressal mechanism in the district. The project is being rolled out in all districts. This is working through Public-Private Partnership model and the existing cyber cafes/computer training institutes are given license to function as Lokvani centres. This e-governance initiative is coming up with the following lessons:

1. E-governance projects should be broken into components for the purpose of implementation. Those components which lend themselves to ICT should be taken up first.

2. Reach of e-governance projects can be enhanced through PPP models which would also be cost effective.

3. The most popular service, online public grievance redressal highlights the need for spreading to rural areas.\(^\text{112}\)

   The ICT initiatives in India have to necessarily keep in view the socio-economic disparities in the society and have to specifically address the issues of the marginalised and deprived. E-government projects need to be defined with clearly identified goals and the implementation requires a lot of administrative effort. Many developing countries are currently situated in a condition of having low administrative maturity and low technological sophistication.\(^\text{113}\) The technological sophistication will be meaningless if there is no administrative maturity.

   The successful implementation of e-governance in Indian States needs a platform which possesses the above mentioned features. The present work is an attempt for analysing the impact of e-governance in bringing an efficient
administration in Kerala. The study will be concentrating on the interface and interaction between government and citizens (both G2C and C2G) since the success of every venture in a democratic State largely depends on the acceptance by the people. The study looks into various e-governance initiatives with focus on Akshaya project, popular perception on e-governance and a socio-economic cost analysis of e-governance in Kerala.

References

3. Ibid.
5. Ibid.
7. Ibid.
8. Ibid.
11. Ibid, p.98.
12. Ibid, p.98.
16. Ibid., p.5.
18. Ibid.
19. Ibid.
20. Ibid., p.96.
22. Dharma indicates righteous conduct which sustains life and leads to welfare of the individuals and the society.
26. Ibid.
27. Ibid, p.15.
33. Ibid, p.24
34. Ibid., p.28.
36. Ibid., p. 32.
38. Ibid.
41. V. Subrahmaniam, op.cit., p.8.
42. Ibid, p. 54.

43. Ibid, p. 56.
44. V. Subrahmaninan, op.cit., p.9.
58. Ibid., p.402.
63. Ibid.

81. Ibid.


83. Ibid.


91. Osborne and Gaebler, op.cit.

92. Osborne and Gaebler, op.cit.

93. A benchmark is a structural comparison or performance test of hardware and/or software. A number of international organisations have conducted benchmarking studies of both developed and developing countries efforts to apply ICTs to workflow, horizontal integration service delivery and public consultation. By observing what others have accomplished it is possible to pick and choose the best in the particular circumstances of each government. There are different ways to conduct the procedure including either in house observation or external comparison, and either staff conducted or professionally contracted. In the case of bench marking between countries external comparisons and professional contracts would be the ways usually applied.
97. Ibid., p.24.
98. Ibid., p.27.
104. Ibid.
105. Ibid.
107. Ibid
108. Ibid
109. Ibid, p.27.