Chapter 1

Introduction

Technology is a term that has encompassed the world leading to convergence and deregulation across the world. It has led to rapid growth in revolutionizing e-Governance. Changes due to ICT in markets have led to convergence of ownership and services, across national boundaries and have created gaps and contradictions in national policies also. Convergence describes a process change in these industry structures that combine markets through technological and economic dimensions, to meet emerging consumer needs. It is also important to examine individual cases of convergence in emerging government services delivery through e-governance using technologies, to understand the possible future structures of these converging sectors.

E-governance (Electronic Governance or Digital Governance) is the effective use of Information Technology (IT) to improve the existing system of governance that is in place, and thus provide cost effective and timely services to the Citizens. Introduction of E-governance is considered as a high priority agenda in India, as it is considered to be the only means of taking IT to the “Common Public” and also may be a solution for corruption. Developments in e-governance provide opportunities to harness the power of Information Technology (IT) i.e., to make the business of governance inexpensive, qualitatively responsive, and truly encompassing.
To proficiently perform or deliver any government services to the citizens, two significant incident response elements are vital: information and organization. The research undertaken attempts to evolve a mechanism and model for developing and implementing e-Governance services delivery design as to increase its effectiveness and efficiency may be in an area of multidirectional, interactive, iterative, and adaptive process in converging all departments under one roof, i.e., Common Service Centers with much structural reengineering in the existing conventional service delivery. The existing service delivery of government services by the individual departments either conventionally or through the E-Governance have unsuccessful to bring in transparency accountability, easy mechanisms or processes and cost effectiveness. This is because of lack of information flow, infrastructural setup, skilled workers. There is no rational flow of information adding to this, it is more of department centric rather than the citizen centric. The citizens have no access to the information and there is huge delay in either service delivery or information sharing.

The concept of e-government started with the advent of government websites in the early 1990s, and then with the National Information Technology Policy in 1998. Later with the enactment of Information Technology Act of 2000 it made avenues to have legal recognition. E-governance as a paradigm shift in the discipline of public administration can be benchmarked in the mid-1990s with the introduction and use of Internet and web-presence by the government.
All these developments resulted in development of Government websites, which becomes a highly potential channel for supporting front and back end applications. In Governance the Information Technology applications are used in the conventional process flow being digitized and services are delivered very effectively. All these resulted in the evolution of E-Government, and is one of the most widely used terms, when it comes to the modernization of public administrations (Lenk 2002). E-government is a powerful tool for human development and essential to achieve the internationally agreed development goals like the Millennium Development Goals. E-government can be leveraged to mitigate the effects of the fiscal and economic crisis on development. The watchword of e-government is ‘citizen-centric practice’. Under the influence of these situations India embraced with adoption of some of the E-Governance projects in public-private participation (PPP) models, in some of the government departments such as Revenue, Education, Income Tax, Audit, Rural Development, Railways and so on and there is a wide scope for expansion to other Departments as well. Karnataka state is one of the early adopters of PPP model in E-governance. It has chosen this model to provide citizens a one-stop-shop for Government-to-Citizen (G2C), Government-to-Government (G2G) and Government-to-Business (G2B) services. To name some of the initiatives are Bhoomi, Nemmadi, E-sulabh, HRMS etc, through which various government services are made available to Citizens at Kiosks or at Telicenters. These service
models have emphasized the service delivery to citizen from the individual department.

Some of these initiatives were very successful but few were unsuccessful to meet the ends of projects designed for. This divergent service delivery in the rural area failed in bringing one-stop-shop for G2C, G2G and G2B services due to various reasons like lack of infrastructure, skilled resources, internet connectivity etc. The research proposes to investigate and study the factors responsible for such failures and to suggest the model of converged sustainable service delivery systems. An attempt is made to compare unified service model with multiple service delivery systems such as Common Service Centers (CSC), which functions as a Pilot projects in some parts of rural Karnataka.

Source – Bishwajith Mishra, IFS Director, EDCS DPAR (e-GOVERNANCE), GoK -

The current service delivery model with multiple “Public Service Points” (mPSPs) for Government services has reduced the human interference, but it is not
successful to provide or access services by the citizen at a single point or one-stop-shop. This is because the existing service delivery models developed by the each departments by digitizing the process of conventional service delivery system and successful in delivering services through E-Governance, which has achieved in service delivery through the digital format but this has been no much change in the conventional processes. The adoption of Information Technology might have reduced the human interference to some extent but failed in delivering converged service delivery. The study proposes to develop model of “Public Access Points (PAPs) through the creation of Common Service Centers (CSCs), which is a converged service delivery model to deliver multiple services of various departments at single points so that citizen get access to more information and services without hassles at GramaPanchayath level which might be proximal. The current major service deliver model such as Bhoomi, Atalji Jana Snehi centers, RaithasamparkaKendras at Hobli level and Talukacentre level are functioning very successfully, but it is an individual department in some places these centers or Kiosks failed to work effectively due to lack of skilled human resource, power, and other infrastructures and very importantly due to unsustainable model.

The existing service delivery mechanism requires substantial process redesign and re-engineering of “back offices” so that improved quality service delivery may be adopted at “front offices”. This is especially the case when it comes to the implementation of one-stop-shop service portals, allowing for complete online transactions, with multi point services or multi – Channel access
delivery to one stop-shop service portal. The realization of electronic government and transformation of service delivery (Prins 2001) is accompanied by strategic policy frameworks intended to guide basic decisions and day-to-day practical actions. The lessons learnt in implementation problems, delay and failure in the area of e-Government can be found practically in all countries (Heeks 1999). Sustainability is a critical issue illustrated and a greatest challenge faced by many e-Government initiatives today, is that the question of sustained service take-up, use and consent by citizens and businesses. They set the course for far-reaching changes, but are inevitably confronted with uncertainty regarding their long-term sustainability.

1.1: Good Governance

A good governance has 8 major characteristics. They are participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. Good Governance assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.
**Figure: Characteristics of good governance**

**E-governance** (Electronic Governance or Digital Governance) is an effective use of Information Technology (IT) to improve the system of governance that is in place, and thus provide better services to the Citizens. ICT makes the business of governance inexpensive, qualitatively responsive, and truly encompassing. Digital Governance is a popular term to focus on the new, evolving forms of governance - **Electronic Governance**, which will be the pillars of knowledge and within a network which links every individual including the decision-makers and gives democratic freedom to everyone to access and make use of this knowledge paves the way for Digital Governance.

**E-governance is beyond the scope of e-government**. While e-government is defined as a mere delivery of government services and information to the public using electronic means, e-governance allows direct participation of constituents in government activities. **E-governance is not just about government web site and e-mail**. It is not just about service delivery over the Internet. It is not just about digital access to government information or electronic payments, electronic
Certificates but truly the reduced human interference and reduces the human decisions in the service delivery. It will change how citizens relate to governments as much as it changes how citizens relate to each other.

Convergence describes a process change in the service delivery and governance structures that combines efficient delivery through technological and economic dimensions, to meet emerging citizen needs. It is also important to examine individual cases of convergence of emerging services and technologies and to understand the possible future structures of these convergences of services of various departments.

Convergence and E-Governance is to promote e-governance at various levels of Government for delivery of services to the citizens, proposed regulatory measures on convergence technologies and services, the Central Government’s “Informatics-led development programme” and “development with-in” policy to overcome “digital divide” and establish E-government E-governance (i.e. digital governance or IT-governance) at National, state, district, Taluk, Hobli and Gramapanchayath levels of government, and finally the infrastructure requirements for faster growth and penetration of Internet and convergence of services to strengthen the ongoing efforts as well as new services for establishing e-governance in the country, to usher in sustainable development and growth and convergence will lead to co-evolution

People, Procedures, and Technology have become a multi-threaded operating system to take advantage of desktop revolution, open systems, network systems, database technology, parallel computing, and web technology based services (i.e. business-to-business (B2B), business-to-customer (B2C), customer-to-customer (C2C), government-to-government (G2G), government-to-citizen (G2C), government-to-business (G2B), citizen-to-government (C2G)), Customer Relation Management (CRM), Supply-Chain Management (SCM) and Corporate Knowledge Engineering. Information Technology, in its convergent form, is recognized as the vehicle for social, economic, and cultural transformation of
society. It is a fact that optimal utilization of resources becomes difficult, unless all resources are converged. Convergence of technologies and services normally results in new capability products and services, at affordable costs to the common public. This will result in rapid establishment of virtual corporate and industrial structures (electronic markets, virtual value chain, and virtual communities) in governance.

The enormous impact of the technological realities (as given by the Moore’s Law, Metcalfe’s Law & Guilder’s Law) on convergence and its resultant’s impact on the economy, are observable. Technological changes, convergence, and deregulation taking place throughout the World, Changes in the needs of citizens have led to the convergence of ownership and services across national boundaries driven largely by technological developments, which can be a boon or bane, for developing countries. Convergence is not an issue in the backbone, but is in the edge (last-mile problem).

The Unites States has been the main location for dynamic improvement in the ICT application in Governance. Reports confirm that in the western economies, especially in Singapore, South Korea U.S.A etc … convergence technology had moved fast, but they have not been very successful in the area of service delivery.

This process change takes place in both inter and intra Departments in government resulting in convergence of services and terminals that will be centered on the Internet facility. Internet does not follow the Amdahl’s Constant. The rapid growth of Internet happened not only because of the sheer brilliance of the core technologies behind it, and also due to the following three core factors:

a) Core innovation in Information Technology (Moore’s Law effect – chip capacity would double every 18 months while its price fell to half, Gilder’s Law – total bandwidth of telecommunication would triple every 12 months, and Metcalfe’s Law – network effect will be square of the number of
computers in the network) – led to dramatic development; of new applications;
b) Open standards – led to convergence
c) De-regulation of telecommunication markets – stimulated to affordable government service delivery.

1.2: e-Governance in Karnataka

Karnataka has more than 56,000 rural habitations including about 29,000 Revenue villages. There are more than 220 urban settlements. 64% of population in Karnataka resides in rural areas, where most of them are below poverty line. In Karnataka 29000 revenue villages, 27000 human habitations, 764 Hobli headquarters with existing Nod Offices 329 and newly created 272 Nod offices, and in an average 4.8 KMs distance to Human Settlements to Hobli HQs. Majority of Revenue Department services are delivered through Telecenters. But the existing Government service delivery through telecentres are unsuccessful to provide inter departmental Government services, which results heterogeneity in access to government services. As a result the Nemmadi project working under PPP model of E-Governance services delivery are unsuccessful to deliver the services effectively to the citizen, and failed to fulfill the aspiration and address the issues of services delivered through various departments to the citizen. Because of this issue now Karnataka Government rolled out Government owned service deliver model with a new name as AtaljiJanasnehi Centers. This has opened up new avenues for convergence of government service delivery systems. In recent past two significant changes have taken place in an effort to address the rural poor; Businesses have recognized the potential of rural markets and governments have started using Telecentres for providing Government-to-Citizen (G2C) services to rural citizens. The Government being the sole/ major provider of services in the rural area, an improvement of delivery of these services, the effort of Government of India (GOI) has envisaged in National E-Governance Plan
(NeGP) to set up 2,50,000 CSCs (telecenters) with the distinct objectives. So it has necessitated the convergence of inter-Departmental services, such as government-to-government (G2G), government-to-citizen (G2C), government-to-business (G2B), and also embedding with citizen-to-government (C2G)) service systems though CSCs located at Gramapanchayath levels. Under the influence of such policy and financial support from GOI, CSCs are working in Tumkur District of Gubbi Taluk CSCs working at some of the panchayath on pilot basis in rural Karnataka.

Karnataka is the first state to announce IT Policy in the year 1997. This Policy has acted as an important catalyst for the growth of IT Industry in the State. Karnataka is in the forefront of Information Technology and is called the Silicon State of India. In addition, the state capital Bangalore has shown tremendous growth in the IT Sector and is the IT Capital of India. The Tenth Plan Approach Paper of the Planning Commission calls for an emphasis on second generation reforms, reduction in subsidies and hard economic decisions to raise resources for increased investment and prune non-plan expenditure, in the context of the changing global circumstances and growing aspirations of the People.

The Emergence Information Technology (IT) on the National Agenda and announcement of IT Policies by about 19 State Governments (e.g. Andhra Pradesh, Delhi, Goa, Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Orissa, Punjab, Rajasthan, Sikkim, Tamilnadu, Uttar Pradesh, West Bengal, etc.) have strengthened India’s position in the software-driven IT sector in the World. These IT Policies, more or less, envision: Re-engineering administrative processes, IT Budget, IT-initiative Fund, Statewide Area Network, Smart Cards, Department wise specific MIS, IT Literacy, and Promotion of IT Industry.
1.3: Importance of the Study

The present government service models through telecentres are unable to fulfill the requirements and aspirations of rural citizen in improving service delivery system. The existing telecentre model failed in sustaining its running cost thus increasing the cost of service. The proposed topic will suggest better model of service delivery through Common Service Centers (CSC) convergence and reducing the cost of service delivery. The process involved in service delivery has to be reengineered and proposed a model is cost effective departmental organization.

1.4: Objectives of the study

1. To study the existing Government Service delivery mechanism through e-governance and its administrative legal impediments of convergence.
2. To identify the convergence of inter-departmental government service delivery systems in one-stop-shop model delivery systems.
3. To examine the impact of e-governance on main stakeholders, viz, citizen, and Government in terms of enhancing public delivery system.
4. To analyse the citizen’s awareness regarding e-Governance services in the study area.
5. To elicit how Techno convergence demands for administrative engineering in study area and to suggest the appropriate policy for re-engineering the Government Service Delivery Systems through e-Governance in Rural Karnataka”
1.5: Hypotheses
1. The “diversity of applications and services increases whenever core technologies and inter departmental services converge” holds good.
2. This convergence entered homes and business with the extensive use of the Internet. This technology convergence will release customers from the barriers imposed by proprietary solutions, allowing organizations to develop integrated voice and data applications.
3. There is equal level of awareness between Male and Female citizens’ about the e-Governance services.

1.6: Organization of the study

The thesis is organized in five chapters.

The Chapter 1 deals with Introduction to e-Governance, Importance of the study, Objectives of the study, Hypothesis, Methodology consists Profile of the study area, data collection method, statistical tools and techniques and Organization of the study.

The Chapter 2 consists of Review of Literature, with sub headings namely, E-governance, Service delivery System, Convergence Governance, Rural Governance & Common Service Centers, Problems or failure E-governance projects in rural Karnataka.

The Chapter 3 Research Methodology, includes the Profile of the study area, Sample design, statistical tools and techniques and Limitations of the study.

The Chapter 4 shall attempt for the Convergence of Government Service Delivery Systems and e-Governance in Rural Karnataka,

The Chapter 5 analyzes the Results and Discussions under five sub headings such as Background of the respondents, awareness on the e-governance, Convergence of Government Service Delivery System and e-Governance in Rural area, impact of e-governance on citizens in rural area and issues on e-governance.

The Chapter 6 includes the Summary of findings, Recommendations and Conclusion

The Bibliography and Annexure are appended to the thesis