1. INTRODUCTION

1.1 - Information and Communication Technologies (ICT):

Information and Communication Technologies (ICT) is impacting each aspect of human life including work and business, and contributed enormously to the competitiveness of the nation through social and economic development. In the era of the new ‘Global Digital Networked Economy’, the new mantras for the success are connectivity, convergence, internet and networks. We, as such, no longer talk about Information Technology but of Information and Communication Technology. ‘As a great social leveller, information technology ranks second only to death. It can raze cultural barriers, overwhelm economic inequalities, and even compensate for intellectual disparities. High technology can put unequal human beings on an equal footing, and that makes it the most potent democratizing tool ever devised’ (Pitroda, 1993).

World over, the relationship of Information and Communication Technologies (ICT) is being recognized ever more. ICT plays the role of the principal change agent in making the world flat. It is also the chief leveller for inclusive governance. The present era governments are empowering people through ICT since in the emerging Global Digital Networked Information Economy, it proves to be an effective short-cut to raise the levels of equity. A variety of issues and challenges have to be kept in mind while framing Information and Communication Technology strategies and policies, especially in the public domain. These are complex exercises which cover areas such as technology, human challenges, infrastructure, administrative standards, architecture, safety, fiscal, legal, confidentiality, quality of service etc, and above all the aspirations and expectation of the citizens.

Information and Communication Technologies (ICT) is a handy tool for good governance. Two terms, Governance and good governance, are being progressively more used in development literature. Governance is described as the process of making decisions and implementing them. Hence the practice whereby public institutions carry out public affairs, handle civic assets and assure the recognition of rights and services is good governance. These are accomplished in a manner basically free from abuse and corruption, while giving due regard to the rule of law. Good governance may be defined as the guiding principles of the political and socio-economic relationships, with devotion to the democratic principles, trusted services and just and honest business. It provides a boundary which encompasses political, social and economic priorities based on a broad consensus in society, and where the voices of the poorest and feeblest are also considered for the decision-making processes. Besides, the areas of equity, poverty and quality of life are also affected by good governance.

Internet resulted in huge shifts towards increased use of IT by governments in the Nineties, giving a clearer platform for Government to Citizen (G to C) interactions and the expectation of the attainment of the goals of good governance. Facing the rising expectations of a highly conscious citizenry, Governments suddenly began to believe that enhanced effectiveness, transparency, accountability and a people oriented adoption of IT enabled governance can be the new basis of public governance. New dimensions of economic and social progress are being created globally by harnessing the potential offered by these new technologies. Challenges for the Governments relate to the need for obligatory efforts aiming at developing and encouraging the human resource to
operate the national information infrastructure, transcending the digital divide by reducing the
digital gap through deploying the necessary national information infrastructure, and by providing
necessary financial resources to implement both the human and infrastructural requirements.

The late seventies saw the emergence of E-governance in India. The focus was to use ICT to
manage demanding functions of elections, census, taxes, etc. through focusing on in-house
government applications covering planning, security and financial monitoring. The efforts of the
National Informatics Center (NIC) during eighties and to connect all the district headquarters from
1988 was a watershed. Since early nineties, e-governance has seen the use of IT for wider
applications with emphasis on having a reach to rural areas while taking in greater inputs from
NGOs and the private sector. There has been a growing association of global support agencies
such as DFID, G-8, UNDP, WB etc. under the framework of e-governance for development.

With primary focus on mechanization and computerization, states look forward to use IT in the
fields of connectivity, networking, information processing systems and service delivery. At a
micro level, this has ranged from introduction of IT in electronic file handling, individual
departments, public grievance systems, access to entitlements, service delivery for high volume
routine transactions, provision of market information and tax dues to meet goals of poverty
alleviation through the promotion of entrepreneurial models. The thrust has varied across
initiatives, with some focusing on bettering livelihoods, and others focusing on enabling the
citizen-state interface for various government services. (Data Quest- E-GOVERNANCE-20 Hot
e-Gov Projects in India, October 2003).

1.2 - e-Readiness:
e-Readiness means how the states prepare themselves to provide governance equitably and cost
effectively and the capability is reflected in the degree of integration, the deprived segments of
society attain, after application of ICT as an e-governance tool. Apart from this, e-readiness is the
ability of the state to provide businesses the capability of participation in the regional level digital
economy and further networking with the national level digital economy. e-Readiness is the
extent of preparedness of a country to participate in the networked world. It would demand the
adoption of ICT in offering inter-connectedness between government, businesses and citizens. (e-
Readiness Assessment Report 2003)

The report is based on the critical assessment of Parameters based on a composite index consisting
of six major areas:

i. Network Access - information, internet affordability, hardware and software, and service and
   support.

ii. Network Learning - institutional access to ICT (educational institutions developing ICT at
    work force).

iii. Network Society - individuals and organizations online, locally relevant content and ICT in
everyday life and workplaces.

iv. Network Economy - ICT employment opportunities.


vi. e-Governance - special efforts, Government preparedness, e-Services, data systems and
    leadership and awareness.
1.3 - e-Government:
E-Government has moved on from just ‘electronic’ government to ‘enabled’ government – government that delivers different and quality programs and services to community. E-Government is about people: new skill sets, mindsets and leadership approaches. A transformation in concept of working of public servants, their inter-relations and engaging citizens and other partners. e-Governance aims to understand processes and structures for harnessing the potentials of the Information and Communication Technologies (ICTs) at different levels of government and the public sector for the purpose of enhancing good governance. It has a larger scope and is more inclusive. It will take some time before one transforms to e-Government.

The inexorable move towards e-government has been driven as much by citizen expectation as by the technology itself. Citizens in the developed nations, most especially Canada, the United States and the United Kingdom, have been relatively quick to embrace internet-based technologies in their personal and commercial interactions. An estimated 50 per cent of those in the United Kingdom and 60 per cent of North Americans, now have access to the Internet. The global digital revolution and the looming age of knowledge-based society and economy will serve as a test for many national elites: are they willing and prepared to lead their societies into the era of ‘new public management and responsive democracy.

To deliver an earlier return on their investment, Governments are pushing further their e-Government programs, through better efficiency of services for their customers or increased internal competence. Performance on nearly every indicator has been improved by almost all the sections of the world. However, there are continuing problems in the areas of confidentiality and safety that need to be addressed.

The capability to increase and improve service delivery to businesses, employees, citizens and other governments is directly attached to government’s ability to successfully pool resources across organizations, processes and IT systems. As a process, e-Government requires an unrelenting assurance of political will, resources and commitment among the government, private and public sectors. Also, if the following ten questions, outlined in the roadmap, are asked and attempted to answer by e-government practitioners, they may be able to develop a system of e-government making the current government practices more efficient and bringing transformation in the very relationship between the public, the private sector and government.

i) Why are we pursuing e-government?
ii) Do we have a clear vision and priorities for e-government?
iii) What kind of e-government are we ready for?
iv) Is there enough political will to lead the e-government effort?
v) Are we selecting e-government projects in the best way?
vi) How should we plan and manage e-government projects?
vii) How will we overcome resistance from within the government?
viii) How will we measure and communicate progress? How will we know if we are failing?
ix) What should our relationship be with the private sector?
x) How can e-government improve citizen participation in public affairs?
1.4 - Citizens' Expectation from e-Government

New forms of interactions are created by the Internet that allows people to participate in the governmental and democratic processes. Like e-business, however, once the opening is created and the tools are at hand, it does not remain a matter of choice but becomes a matter of time. Citizens and customers expect governments to get with it; if they do not, they risk becoming irrelevant (Tapscott and Agnew, 1999).

We recognize that we do not have all the answers. Consultations will continue with our stakeholders on what should be our country's technological future. We also hail exchanges with other governments on best practices and policies. It is anybody's guess how the next IT revolution will take shape (Peng, 2003).

The Objectives of improving efficiency, effectiveness and saving costs often require changes to government processes, e.g. by delegation and decentralization. The motivating force can be the public demanding online services and information that raise democratic contribution, answerability, clearness, and the quality and speed of services. E-government is a permanent part of the governing process rather than an experiment in administrative reform. For both governments and citizens, clearly its advantages far outweigh the risks of investment. (Backus, 2001)

1.5 - Conceptualizing Good Governance:

Good governance has recently come into daily use in public administration, political science, and, more particularly, development management. For example, The 1991 Harare Commonwealth Declaration committed member governments to the democratic process and institutions which reflect national circumstances, the rule of law and the independence of the judiciary, just and honest government, fundamental human rights, including equal rights and opportunities for all citizens, regardless of race, color, creed or political belief.

Good governance strives to act as partner with business and alliances in the sharing of knowledge across institutions for comparative advantage within the context of inter and intra-governmental interfaces and transactions.

Good governance can also be conceptualized as part of a development process. In character, it should be participatory, transparent and answerable, among other things. This provides a framework within which political, social and economic targets are based on a broad agreement in society, and that while allocating resources the voices of the poorest and weakest are heard in the processes of decision. Also, good governance has major implications for quality of life, equity and poverty. In particular, good governance may be defined as combining and defining the processes and structures that direct the socio-economic and political relationships, with particular reference to ‘commitment to democratic values, trusted services and just and honest business’ (Darell, 2002)

1.6 - ICT and Good Governance:

With the advent of the new information and communication technologies, added value has been imparted to the processes that give distinctive appearance to relationships that characterize good governance. New opportunities for growth and development have been initiated by the rapid progress, use and propagation of the new and emerging Information and Communication Technologies (ICTs), in all the countries. The Governments world over are seeking to harness the potential offered by these novel technologies to produce new proportions of economic and social
progress. Urgent challenges relate to the need for necessary efforts by Governments to aim at
narrowing the digital gap through incrementally:

i) Placing the basic national information infrastructure;

ii) Developing the required human resources to operate the national information infrastructure

iii) Arranging for the required finance to for both the infrastructural and human resource
requirements.

The impact of the emerging digital convergence resulting from creative divergence promise
significant benefits such as easier access to public services, superior health care, new access to
training and work, new commercial, and entertainment opportunities, besides good governance.
Using information and communication technologies is not without attendant problems and can be
risky. These can be of diverse origins, namely, that of strategy, context and of operation. The
efforts of national governments to move towards the development of national information policies
and strategies have been stimulated by the challenges and opportunities posed by the new and
emerging information technologies.

Several Commonwealth Governments have become leaders in these initiatives by seizing upon the
opportunities offered by these new and emerging information and communication technologies to
reform democracy, government-related transactions as also helping society, both economically and
socially. Other Governments still lag to appreciate the importance of information and
communication technologies. They still depend on the traditional ways of creating wealth and
providing services. The responsibility for the development of the knowledge economy and the new
digital society rests with the Government and the other governance structures, particularly the
private sector by focusing on people-centered development. Governments set and propagate
policies and are collectively spend the most on information and communications technologies and
services and they are a major producer or potential producer of content and of innovation.

'...e-government focuses on the use of new information and communication technologies (ICTs)
by governments as applied to the full range of government functions. In particular, the networking
potential offered by the Internet and related technologies has the potential to transform the
structures and operation of government.' (OECD, 2001a)

'All governments have caught on to the point-and-click phenomenon, as evidenced by the
increasing amount of information available to the public at a modem’s reach. Most government
Web sites offer the public vast arrays of facts regarding government structure, laws, initiatives,
geography, information requests and links to related sites.’ (OECD, 2000)

1.7 - e-Governance:

In its simplest sense, facilitating the processes of government and public administration by
using Information and Communication Technologies is e-governance. In reality, though, e-
governance is really about choice. It works by providing citizens with the choice of how they want
to interact with their Governments and the decisions of the Governments to support citizen choices
by using Information and Communication Technologies.

As an amalgamation of the application of technology to government, it comes under a large
technological umbrella that includes:
i) The online delivery of government services and the automation of government systems;

ii) The widespread use of network-based technologies and the movement of government to the Internet environment;

iii) The utilization of capabilities and electronic practices in governmental environments to reduce costs and client fraud and increase efficiency;

iv) The application of ICTs to ease carrying out of business and promote economic growth;

v) The fundamental re-engineering and reorganizing the structures of the government and the nature of public administration; and

vi) The use of ICTs to encourage new levels of engaging citizens, from the online voting booth to electronic town halls and new levels of political accountability.

Rather than being purely functional, governance is essentially a normative, relational exercise, unlike technology. The underlying principle of modern democratic governance is philosophy that government’s role is facilitating and relating instead of dictating or creating. As a result, government has adopted a triad of roles:

i. Propagator of political expression and action, both at home and abroad;

ii. Catalyst of economic activity; and

iii. Deliverer of public services

iv. From these roles flow a series of core relationships or interactions, the effective management of which is the bailiwick of public administration. Those defining interactions manifest under four main heads:

v. Government-to-Citizen - This encompasses a wide range of interactions, from the provision of welfare and health benefits and the delivery of services to the regulatory and compliance oriented licensing. Involving democratic legitimization and engagement among these many interactions is foremost.

vi. Government to Business - Government serves as an enabler and broker of economic activity, a user of commercial goods and services and also as the regulator of both domestic and international trade and commerce.

vii. Government to Employee - Government facilitates business, democratic engagement and service delivery, so employees represent the facilitators of government. These interactions include strategic and tactical mechanisms for encouraging the implementation of government goals and programs and administrative elements such as human resource management, budgeting, and accounting.

viii. Government to Government - The Governments depend on other levels of government within the state to successfully deliver services and assign responsibilities, and engage in ongoing interactions with foreign states and international organizations to further political and economic goals.

Economic benefits cannot be derived by merely having the equipment or networks. Other factors, such as the regulatory environment, the ability to change organizational set-ups, the availability of appropriate skills, as well as the power of additional innovations in ICT applications, affect the ability to seize the benefits of ICT. As a result, countries with equal ICT dispersion will not always have similar impacts of ICT on economic performance.

It may be mentioned here that for the purpose of this study we will use the term e-governance (rather than e-Government) which broadly covers the issues studied in this thesis. The e-
Government is a broader term and may also include new levels of democracy and citizen engagement like online voting on issues /e-democracy which is not intended to be covered.

1.8 - Why e-Governance for Development?

As is true all over the world, governments in the developing nations are not sufficiently responsive or answerable, deliver too little, and cost too much. Good governance reforms aim to address these shortcomings. Yet after many years of effort, progress in implementing such reforms has been much slower than expected. It offers a new way forward, by connecting citizens, improving government processes, and building interactions among and within civil society. (Heeks, 2001)

What does e-governance exactly offers? It has ICTs, which provide three basic change potentials for development in good governance:

- Automation: replacing existing human-executed processes by which people accept, store, process, and transmit information, like, existing clerical functions get automated.

- Informatisation: supporting existing human-executed information processes, like, supporting current processes of communication, decision making and decision implementation.

- Transformation: support to new human-executed information processes or creating new ICT-executed information processes, like, creating new public service delivery methods.

These change potentials, in turn, can bring the benefits to governance for development:

i) **Efficiency gains:**
   - Governance that is cheaper: lower total cost for producing the same outputs.
   - Governance that is efficient: same total cost for producing more outputs.
   - Governance that is quicker: same total cost and less time for producing the same outputs.

ii) **Effectiveness gains:**
   - Governance that is innovative: producing new.
   - Governance that works better: producing with higher quality standard with the same outputs at the same total cost in the same time.

These are the objective and direct benefits. Many others can be brought by ICTs. For example, using ICTs, both internal and external benefits can be brought by government:

i. Internally, providing benefits such as greater political control or an improved public image or better staff motivation.

ii. Externally, by delivering better and cheaper services to those who depend on government or indirectly by signifying the gains of ICTs to the population; by encouraging foreign investment and by catalyzing the local IT industry.

1.9 - Need for the Study

The enthusiasm for realizing the potential of ICTs is often dampened by the barriers to successful strategic policy formulation as well as its implementation. This research is an effort to study, firstly, the collective visualization of all stakeholders concerning ‘Good Governance’ through
‘Participatory Stakeholder Assessment’ in the Indian context, and secondly, whether the new information and communication technologies can make a significant contribution to the realizing the good governance objective. The study has also attempted to identify and establish linkages between the factors which are responsible for creating a favorable environment for effective and successful implementation of e-Governance for achieving good governance. There is an urgent need to carry out study in the Indian environment to identify the possible hurdles in the execution of e-governance applications and draw a meaningful framework in this direction to workout alternative solutions to tackle or address these barriers and pain points through appropriate strategic policy interventions.

The study uses both primary and secondary sources of information besides in-person observations, interviews, and taking into account of experiences from public forums. The notified policies, reports and published research work have also been used in the study as a secondary source of information besides information posted on Internet and from other sources. Case studies were also conducted for identification of critical success factors and proposing the new framework by gaining knowledge about the successes and failures of the existing e-Governance initiatives.

1.10 - Significance of the Study:

India has been one of the first entrants to the group of IT and e-Governance movement. E-Governance initiatives are being taken by Government of India and many States for the last decade and a half since the formation of National Informatics Centre in 1987-88. Though isolated islands of successes have emerged with the subjective vision and efforts of individual champions, a structured strategic policy framework for leveraging the advantage of ICT and e-Governance for the overall social and economic development of the masses is yet to be evolved in a holistic manner. This would require a deep understanding of various factors responsible for creating a conducive environment for effective and successful implementation of e-Governance in a real life multidimensional factored space.

Though most of the States have come up with their own IT policies, e-governance policies, policies for attracting investments in IT, ITES and BPO, no State has been able to come up with a comprehensive strategic policy framework for leveraging the total advantage of Information and Communication Technologies. Government of India has also failed to draft a ‘Strategic IT action Plan’ for the States though some work has now been initiated by the Department of Information Technology, Ministry of Communication and Information Technology, on the National e-Governance Plan (NeGP).

e-Governance is exceptional opportunity for us to change the way the country is governed. The governments are today in the process of transformation worldwide. Everywhere, every state is changing; from silos of information to integrated services, regulator to facilitator, departmental focus to customer focus and protective to collaborative mode of working.

All the stake holders cannot be provided with integrated services and take the best advantage of ICT in the absence of a broad strategy on the policy framework covering ICT infrastructure, human resource development, education, process re-engineering, e-Governance, e-business and industry,. There are innumerable policy gaps and disconnects. Every stake holder whether citizens, state or Government of India understands ICT and e-Governance based on their own priorities and perceptions.

Even in States where ICT and e-governance initiatives have been taken in big ways, new areas of
concern have emerged demanding strategic policy intervention in a comprehensive manner. Some of these are security, authentication and privacy policies, service level agreements, public-private partnership policy, right to information policy, IT Services policy, access policy, outsourcing policy, IT Infrastructure Management Policy and IT resource acquisition policy etc. All these new areas demand a deeper look into and a more comprehensive treatment of issues and problems.

1.11 Plan and procedure of the study

A clear conception of methodology is essential for the successful completion of the research project. Keeping in view the nature and purpose of the study the investigator adopted a descriptive survey method to carry out the study. Descriptive survey method deals with what exists at present and it describes and interprets the current prevailing conditions, relationships and practices.

1.11.1 Objectives of the Study:

The objectives of the study are as follows:

i. To develop a shared vision for leveraging the Information and Communication Technologies for achieving Good Governance.

ii. To study the citizens’ perception and their experience with the inefficiency, harassment or difficulty encountered level of corruption, in various government offices and their services.

iii. To study the citizens’ priority regarding e-Governance initiatives taken by state governments.

iv. To identify the gaps and drawbacks in the existing ICT led e-Governance initiatives/ policy framework.

v. To develop a broad strategic e-governance policy framework in terms of citizens’ prioritization, demographic factors, barriers, harassment, preferences, methods, and measuring success, for achieving good governance as per the expectations of citizens.

vi. To identify and establish linkages between different critical factors responsible for creating a favorable policy environment for effective and successful adoption of e-governance.

1.11.2 Sample

The sample includes 710 males and females in the age range of 25-50 years belonging to rural, semi-urban and urban areas of six states Delhi, Haryana, Himachal Pradesh, Punjab, Chhattisgarh and Uttarakhand. It includes 132 respondents from Delhi, 108 from Haryana, 121 from Himachal Pradesh, 130 from Punjab, 117 from Chhattisgarh and 102 from Uttarakhand.

1.11.3 Questionnaire

On the basis of the objectives of the study the investigator developed a questionnaire. The final questionnaire consisted of a total of 33 common questions that included close-ended, multiple and Likert scale type questions. The questionnaire covers full profile of the respondents, respondents’ opinion, perception, experience and expectations about various aspects of good governance like the existing level of computerized government services, desired timings, preferred language for services, factors responsible for a good administration and governance, level of corruption, inefficiency, harassment by employees or system or difficulties faced in getting the service. Their
priorities for improving this service through computerization/ use of ICT/e-governance, extra charges the respondents are willing to pay, their preferred mode of payment, barriers and risks involved in computerization of citizen services, factors for contributing to the success or effectiveness for improved e-services, creating awareness and training of employees and citizens to implementing good governance.

1.11.4 Data Collection

Pilot Study
The research tool was administered on a sample of 50 respondents of the same population from which final sample was to be selected to find out the appropriateness of the questionnaire or any difficulty faced by the respondents while responding to the items of the questionnaire regarding comprehension of statement and adequacy of language of items. Simple instructions were given for filling up the questionnaire. The results of the pilot study ensured the adequacy of the questionnaire for the purpose of the study.

1.11.5 Procedure of Data Collection

People, who came to mini secretariat and municipal office for some work, were randomly approached by the investigator and request to fill the questionnaire developed by the investigator. The incomplete questionnaires were dropped from the analysis, therefore, 710 (132 from Delhi, 108 from Haryana, 121 from Himachal, 130 from Punjab, 117 from Chhattisgarh and 102 from Uttarakhand) made the final sample of the study. The data collection for this study was conducted between June 2015 and September 2015.

1.11.6 Statistical Techniques Used

The data analysis has been done with the help of SPSS software and the following techniques have been used:

1. Descriptive Statistics
2. Chi Square
3. ANOVA
4. Principle Component