CHAPTER-5
CHALLENGES IN IMPLEMENTING e-PROJECTS

In India government department’s service delivering mechanisms left much to be desired from the past. Confined gaps; ruined impression; rude and ill-mannered dealing personnel and their continual absenteeism; habitual of demanding gratification; inefficient working process; long queues; complex procedures; etc., were some of the undesirable features of the working of the government departments. Consequently, a visit by a citizen to any government department in order to avail any service used to be a torturing experience. The rising awareness and better experiences with the private sector amongst the citizens demanded for better services on the part of government departments. In order to strengthen such a demand there was infusion of Information and Communication Technology (ICT) in India.

ICT is a key element of reform which has reshaped the government to improve government performances and reduce costs and also to affect the current society with a phenomenal transformation to Internet. It has built a new mode of communication for individuals, business, and government, providing more opportunities to communicate and get information in an advanced manner. The governmental information and services have been made accessible in a way that could not have been conceived two decades ago. In the past decades, service quality or responsiveness towards the clients of the government was not that important to pay attention upon but with the approach of E-Government the government activities are well dealt with clients. E-government refers to the use of ICT - the Internet and web-based technology in order to deliver information and services and to encourage citizen participation.

E-governance means using Information Technology (IT) to deliver public services directly to the citizens, business or the government. This e-governance phenomenon has increasingly attracting the attention of citizens including politicians, economists and decision and policy makers. It has resulted in governmental effectiveness, and has promoted chartered values of public services.

2 Pankaj Sharma, “E-Governance”, APH Publishing Corporation, New Delhi, 2004
With increasing accessibility to information, enhancing efficiency and greater access to government officials it is also the medium of delivering online services to citizens, businesses, and society through this new changing way of governments managing information. E-governance is a paradigm shift over the traditional approaches in Public Administration which means rendering of government services and information to the public by using electronic means⁴.

**Implementation Framework of NeGP⁵**

The Government of India formulated National e-Governance Plan (NeGP) for implementation and comprising of Mission Mode Projects (MMPs) at Central, Integrated and State levels across the country alongwith 8 supporting components on May 18, 2006. The Government of India with a vision “to make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency & reliability of such services at affordable costs to realize the basic needs of the common man”, with the help of NeGP creates e-infrastructure and the progress in the implementation of the program especially with respect to the State MMPs.

Department of Information and Technology is the nodal department servicing as the apex Committee entrusted with the work of overall coordination and monitoring of the implementation of National e-Governance Plan. The various Central Line Ministries, States and also National Informatics Centre which are playing an important role in developing various e-Governance applications, have been working out transition and the implementation process is smoother, faster and transparent. This also led to various guidelines by the Department of IT to act as an overall frame work for the OperationalModel to support the Line Ministries/ State Departments for various activities and options relevant to successful implementation of the MMPs, right from project conceptualization stage to complete roll out and subsequent operations & maintenance phase.

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⁵ deity.gov.in
After the formal approval of the Empowered Committee on the concept of a Project, a Central Project e-Mission Team (CPeMT) is established at the Central Line Ministry to initiate further with respect to design and development of the Project Scheme. Based on the experience from past and ongoing e-Governance projects, it prepare the detailed Scheme covering Objectives, Core Services, Project Design, Development Methodology, Implementation Framework, Capacity Building & Training etc. and various elements of costing are also to be consolidated at this stage. Further the components are to be prepared by State.

State e-Governance Mission Team (SeMT) has been proposed to support the State decision-making bodies and respective Apex Committee at the program level. The groundwork for providing an overall direction, standardization and consistency through program management of the e-Governance initiatives in the State is prepared at this level. All interdependencies, overlaps, conflicts, standards, overarching architecture, security, legal aspects, etc. across projects as well as core and support infrastructure shared across several projects would fall under the purview of this group. SeMT is under the administrative control of State government through a Nodal Agency for its regular functions and day-to-day operations. The figure indicates the framework at the state level.

State creates a Project e-Governance Mission Teams (PeMT) to support the conceptualization, development, implementation and O&M for the State MMPs and other e-Governance initiatives. PeMT oversee project execution, manage implementation and deal with technology, process & change management related issues. The skills necessary for handling program/ project level issues such as Business Process Reengineering, Change Management, Financial Management and Technology are all dealt by this team. However, the emphasis expected from PeMT is balancing the domain expertise and technical expertise (i.e. technology, process re-engineering, change management, project management).

**Challenges**

The challenge of e-Governance is not only technological challenge but it is to use technologies to improve the contents of government while improving the quality of life of citizens by providing services online at their door step and redefining the relationship among citizens and the
government. E-Governance is a way to solve the social as well as economical problems existing in the developing countries like India.

The development of Information Technology and the increased access to internet in a transaction mode of the government websites soon developed into a highly potential channel for supporting a frontend and back end applications\(^6\). Beyond fast delivery of services the internet technology brought in more transparency and accountability in the governance process. Therefore in developing countries like India, where most of the population lives below the poverty line, where the literacy level is also very low makes much difficult for the government to provide its services to such citizens through the internet. E-Readiness is the ability to use information and communication technologies in order to develop a nation’s economy and welfare. According to the Global Information Technology Report 2015, the e-Readiness rank of India is 131 out of 167 that means the use of ICTs in India has improved as compare to last five years\(^7\), but still is low.

According to various studies from different countries and projects there are many challenges which need to be consigned for the successful implementation of e-governance projects in India.

Developing countries like India where poverty and illiteracy place a major obstacle in any form of development under such condition it becomes very difficult to provide government services to the people. There are a large number of obstacles in implementation of e-Governance in India. Most challenges\(^8\) that are expected to be faced during the implementation of an E-Government program are Infrastructure Development, Law, Digital Divide, E-Literacy, Accessibility, Trust, Privacy, Security, Transparency, Interoperability, Record Management, Permanent availability, Education, Marketing, Public/Private competition/collaboration, Workforce, Cost structure, and Benchmarking. These can be categorized under the following titles: Citizen Challenges, Environmental and Social Challenges, Economical Challenges and Technical Challenges. These challenges are explained below:


\(^7\) The Indian Express, December 1, 2015

Citizens Challenges
There are well defined factors which mandate the adoption of e-governance, although no classification of these adoption factors has been made. Adoption of e-governance by the citizen intense participation in government activity electronically in order to receive information and request services from the government. Citizen’s technical awareness that is how to adapt to frequent technical changes in the services is a very important challenge of adoption. The major challenges are as:

1. The annual income of the citizens is very low so they cannot afford the Internet services
2. They cannot pay the charges of Internet connectivity, hardware cost and installation cost.
3. There is a lack of computer literacy.
4. These charges are very high and not affordable.
5. There is lack of communication among the departments and other concerned departments.
6. Insufficient Citizen Service Centres in the city of various states.
8. The official working hours cause inconvenience to the working citizens.
9. Citizens facing a lot of difficulties at the time of using the services. There is no proper help desk to guide the process of e-governance.
10. No strategy or policy to increase citizen’s confidence and trust on government services.
11. No clear and accurate information about each service & transactions provided by government. Citizens cannot use the e-Governance channel to follow-up and track the progress of their transactions conveniently.
12. The information available on the websites is hardly updated.

References:
13. The citizens are reluctant to adopt the online lifestyle.

Suggestions

e-Governance claims for increased efficiency and effectiveness of the government but these goals can be achieved only if the service are made available to the citizens. The government has to provide internet access through public terminals as a part of their universal access efforts. Much of the Indian people are not literate and those who are literate, they do not have much knowledge about Information Technology (IT). Users of e-Governance applications are almost non-expert users who need guidance to find the right manner to perform the transactional work.

1. Literacy level of India is very low which is considered as a huge obstacle in implementation of e-Governance projects.

2. Illiterate people are not able to access the e-Governance applications; hence the projects do not get much success.

3. Most of the people living in India are not aware about the usage of Information Technology. IT illiteracy is a major obstacle in implementation of e-Governance in India.

4. All Indian people must be made aware about the usage of Information Technology.

5. All the citizens are to be well aware about the facilities offered by the e-government and act responsible to them so that citizens should accept these facilities.

6. The government must pay much attention to make the people aware about e-Governance activities and make it available at the convenient locations.

7. The government websites must be user friendly so that more and more people can use them easily and to be more effective. For example; Chandigarh Sampark centre has come up with a help desk activity in order to facilitate the citizens.

8. The government websites need to be designed in an easier format so that it is more usable to users even who are not expert users of IT.

9. All the service should be accessible for anywhere and anytime\textsuperscript{11}.

\textsuperscript{11} Carolyne Stanforth, “Analysing e-Government Project Failure: Comparing Factoral, Systems and Interpretive Approaches”, Development Policy and Management, University of Manchester, Manchester, 2010
The government needs to maintain the trust and balance between ensuring a system preventing fraudulent transactions and the burden where extensive checks can take place in order to avoid corruption. People living below the poverty line cannot afford a computer and internet connection for themselves in order to avail the benefits of the e-Government services and other on-line services. In order to bridge this digital divide Indian government has to focus on building infrastructure to work towards effective implementation of the e-Governance projects\textsuperscript{12}.

**Economical Challenges**

Cost is the most challenging factor for implementing the e-governance projects in India. The government of India cannot manage the funds, and resources to avail the employees with the latest technologies which are of high cost and high maintenance and it also leads to delay in implementing the latest techniques in the continuing or in the new projects. There are some technical challenges faced by the e-projects in the developing countries:

1. A lump sum capital is involved in implementation, operational and evolutionary maintenance tasks. Funds allocated & provided by the Government for implementing e-governance project is inadequate.

2. In developing countries cost is one of the most important obstacles in the path of implementation of e-Governance.

3. The Maintenance cost is high. India has limited financial resources, as to implement and maintain the e-Government projects properly

4. Financial department not competence in fund allocation against various expenditure categories.

5. e-Governance applications must be independent from hardware or software platforms\textsuperscript{13}.


\textsuperscript{13} Robert Schware, “Information Technology and Public Sector Management in Developing Countries: Present Status and Future Prospects”, Indian Journal of Public Administration, 2000, Vol 46, No 3
Suggestions

There is a need to make the employees or users to update the information every day. The proper network connection and technical equipments with latest technologies can bring in much efficiency and effectiveness leading to better results and extracting of funds from private sectors.

1. The government should take steps to ensure sufficient budgetary allotment for development of e-Governance.

2. Regulations of different devices and their different characteristics may vary and the system in use must be capable to handle all the emerging needs of the citizens and the services made online. The government should maintain & execute their portals & websites themselves.

3. Government should collaborate with major IT industries to initiate the e-Governance projects.

4. e-Governance project can be executed on the basis like Build-Operate-Transfer (BOT) and Build-Own-Operate-Transfer (BOOT)

5. Sharing applications can be used at any platform irrespective of the hardware or software and from one platform to the other platform. These applications must be made possible to reuse by other departments in order to avail government services from any concerned departments.

6. Maintenance is a key factor for long living systems in a rapidly changing technical environment14.

The citizens find it very difficult to access the online services through internet in an environment where broadband development is very low and the facilities to install a new connection very expensive. Computers and Internet access are two vital facilities required for any government and citizens engagements, but due to lack of such facilities, it remains challenge to be overlooked to how e-government can be adopted by the people who need it15.


Technical challenges

All over India the telecommunications infrastructure is still inaccessible. The government in order to support e-government and ICT has tried to invest in infrastructure and still a lot of infrastructure problems such as obsolete equipment, infrastructure etc. are faced in few better developed metros and big cities. The implementation of e-projects at all the levels of governance face mostly the challenges of network, server down, relationship with other ministries, lack of proper knowledge among employees, technical faults due to constant use of equipment and much like mentioned below:

1. Most of the rural and urban areas lack broad band connections that require for network connectivity.
2. The power shutdown problem creates problem in service providing.
3. No sufficient skilled manpower for maintaining and repairing computer systems and network.
4. Frequency of up gradation of web portal is very less. Technology needs to be up to date.
5. Application forms available on web are found in the form of old versions for long period. Local language must be an option.
6. For searching information on web, a lot of efforts and interactions are needed.
7. The quality of the Internet connection is very poor.
8. Misuse of data by officials
9. The documents must be proved by the Government\textsuperscript{16}.

Suggestions

There is a need for each department to train their personnel about the information and communication Technology (ICT) techniques. All the department of governments at the state and centre must be interconnected through the internet. The ICT equipment must be provided to the employees with encouraging them to use the technology well.

1. Government should provide dial-up internet connectivity if there is a problem for broadband connection especially in rural areas. The system of e-Governance must use the wireless networks like existing cellular networks to reach the applications into rural areas irrespective of the geographical issues.

2. The employees of the government organizations should be trained by providing add-on or value-added training. It is better and safe to use technologies and products which are tried and tested for longer periods of time than using the latest ones.

3. Government should update web portals at least every seven days and changes in the web portal should be uploaded within one working day. Government should design standards of systems, applications, and processes across the District and State.

4. The applications provided by e-Government, their scope must be known in advance for the accurate implementation of e-Governance projects. Simple language and purpose must be considered as the major objectives of e-governance.

5. Government should provide the high-speed internet connectivity.

6. Maintenance expenses should be borne by the citizens against the facility of service provided by the government & availed by the citizens.

7. The transaction or information provided by the citizen to the government agency must be ensured. Otherwise, the information can be misuse by the private sector or competitors and the users may be reluctant to access the services provided.

8. Transaction security is another major problem in e-governance. The tax, fine, and bill payment must be secured, and the system design should be full proof.

9. Cyber law must be made as soon as possible in order to make the electronic transactions and documents of legal validity of the services provided and availed\[17\].

The e-Governance applications must have this characteristic so that the newly developed and existing applications can be implemented together. E-Governance in order to affect every citizen

of the country the applications must have the scale to interface with every citizen. Multimodal interaction provides the user with multiple modes of interfacing with a system. An e-Government application can only be effective if its users can access it using different devices\textsuperscript{18}.

**Implementation Challenges**

With the vast growing use of Information Technology the government of India is stepping ahead with many efforts to provide services to its citizens through e-Governance. Although government of India is coming up with e-Governance projects but still some projects are not successful in all over India. Unawareness in people, local language of the people of a particular area, privacy and security of the personal data of the citizens are main challenges which are responsible for the unsuccessful implementation of e-Governance in India. There are other few challenges in implementing such as:

1. A shift in the phenomenon of moving from a paper-based to a web-based system to interact with government.

2. Without the qualified & competent technical manpower it’s difficult to implement the new technology. The normal users fail to understand & handle the systems related problems effectively.

3. Few legal issues are involved in displaying the information publicly.

4. People are not aware of the illegal use and handling of the information available on internet.

5. The employees cannot handle the system efficiently due to lack of adequate knowledge of handling the system.

6. Most of the software’s used in project are not user friendly. User/employee do not understand how to interact with the software to fulfil their requirement.

7. Most of the employee do not understand the language used in interactive software that causes reluctance in using new technology.

\textsuperscript{18} S Felix, P Kumar, & N Vijay Kumar, “e-Governance Projects: Exploring the Way to Success”, SETLabs Briefings, 2011, Vol 9, No 2
8. Most of the departments do not have broadband connection.

9. There is lack of regular electric power supply in many organizations.

10. The many government offices do not have proper adequate hardware.

11. Lack of dedicated Hardware & Network engineer for solving hardware problems in many organizations. Lack of dedicated Network engineer for solving hardware problems in many departments result in delays.

12. Maintenance cost of hardware & network is very high. Adoption of new technology is not that easy.

13. Most of the departments lack of regular and centralized backup system.

14. Fear in people to tackle with handling instantly switched to new system.

15. Most of the e-governance services which are offered by the state or central government are not integrated.

16. Lack of collaboration between different departments of government may be its major cause.

**Suggestions**

The government needs to focus on adequate infrastructure, sound policy, legal security and citizen engagement in order to reach the goal of NeGP. There is much more strategies to be followed to implement the e-project which is mentioned below:

1. Government entities and public policy administrators cannot ignore the changes that occur as a result of the implementation of the ICT. Education about the value of new system is one step towards reducing some of this struggle.

2. The state technical team PeMT should appoint dedicated technical person for projects, who can solve the hardware problems.

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3. Awareness programs for the citizens should be organized in the rural as well as urban areas.

4. Provide in-office training for the employees of the department with practical exposure.

5. There need of a proper interactive, user friendly software with familiar language support.

6. Government should provide the reliable internet connection with high bandwidth from Bharat Sanchar Nigam Limited.

7. Government should provide dedicated internet line to the integrated projects.

8. There should be an arrangement of uninterrupted power supply at the location.

9. The government should purchase the equipments with latest configuration and high quality. And also keep updating with new techniques.

10. Appoint permanent maintenance engineer to solve the problem.

11. The operator must be trained with the software handling backup of data after office hours every day.

12. A special department for backup operating should be launched.

13. Every notice to the employee is being sent in electronic form that makes compulsion to user to access the mail service regularly eventually the learning process speeds up.

14. The information of different departments needs to be shared among various departments of the government so that the citizen needs not to provide the information again. Different services with unique ID should be started.\(^{20}\)

The Government has launched the concept of paperless office. Government must campaign much to make the people aware about the e-Governance activities so that people may take full advantage of these activities and result the e-Governance projects implementation successful. The participation of citizens plays a vital role in implementation of e-Governance in India.

**Administrative Challenges**

The availability and advancement of Information and Communication Technology equipments in public sector depends upon the Information and Technology act and the interest and efforts of government investment and public private partnership. The government must motivate, train and encourage users to utilize information and communication technology and equipments but there are some challenges which they face while performing their job such as:

1. The Government officers and employee have phobia of computers.
2. The employees do not wish to learn new technology.
3. The employees have fear that they will lose their job if they adopt e-Governance projects.
4. The Administrative Officers, Heads & Section Officers of the organizations are not technically sound so they find to manage networking difficult.
5. There is lack of awareness about importance of computerization in administrative sector.
6. Most of the e-Governance projects developed with an English language interface, majority of the citizens (88%) do not know English so localization is missing.
7. The employees are facing the language problem.
8. There is lack of training centre for the employees.
9. No adequate Citizen Service Centre in the city as per requirement of the population must be located.
10. No adequate grants are available for the e-governance project.
11. Lack of proper utilization of grants.
12. No proper proposals about the demand of funds were submitted to government.
13. There are no proper criteria for selecting experts in e-Governance projects.
14. There is lack of skilled people to handle the ICT.
15. No sufficient funds are available for implementation of project.
16. Due to the lack of technical knowledge, administrators do not entertain external expertise.
17. Due to the lack of proper government policies, there is lack of use of collective expertise.
18. No effective and adequate infrastructure available in government departments to implement e-Governance project.

19. Most of the departments have unreliable internet connectivity.

20. There is no proper participation of government & citizens to improve the services.

21. Due to lack of adequate Management Information Systems, e-governance project dose not function properly.

22. There is problem of connectivity between districts place and villages.

23. There is lack of special administrative department for handling e- Governance

24. The government policies about implementation of e-governance are not strict so the employees always have the second choice. This causes ineffective implementation.

The employees must train with the IT techniques in order to work effectively towards the deliverance of public services. The employees must know to deal with the citizens and manage the work with hardware and software techniques of information and communication. Special counseling sessions must be undertaken by the employees for the adopting the online process of services. The government must indulge employees in compulsory training program.

Suggestions

In order to reach the success of implementation of e-governance projects e-governance has advanced the functioning and working processes of various departments in order to bring efficiency of the personnel using IT techniques. Hence, the increasing efficiency and the potentiality by learning of IT techniques has resulted increase in social status, technical development and saving of time by updating the information timely and easily. The use of Information and Technology by the officials has concluded in following ways:

1. IT has resulted in speeding the efficiency, performance and grievances among the employees working process especially the one’s working in banking, police, and education sector.

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2. Travel and physical contact between the clients and employees of marketing and education sector has been reduced by the use of IT which also saves time of both the client and the employees.

3. The various problems while functioning by the users now with the use of IT can be easily solved through the internet and emails.

4. The government departments carry a lot of paperwork and officially took much time in recording and maintaining the records. Maintenance of files and keeping of records has reduced and has also resulted in saving the physical energy of the employees.

5. Through the use of IT and updated timely information quick and rational decision making helps in formulation and implementation of policy.

6. The access of information must be permitted in the local languages for users comfort. There should be language software or some other technology to translate the information from English to local languages.

7. In order to increase the productivity of the department the revenue collection, fee deposits and bill payments have turned out to be easy and speedy.

8. Automated financial transactional activities and security system helps in controlling corruption, reduced the interference of touts, saved time of the employees of the public sector.

9. Through the practice of IT easy availability of electronic data and various records to the users have resulted in checking red tapism.

10. IT has brought in a connection among various people, departments and governments which are at distant.

11. E-governance has bought in of exchanging ideas and knowledge within the departments and among other various departments connected or not connected.

12. Training of employees under the IT helps employee’s skill development which results in better performance and handling errors quickly.
13. The government now days are focusing on the training and learning through -Governance Executive Training Program (eGEP) in order to build confidence and morale among the employees in order to learn new technology to serve the citizens in a better way\textsuperscript{22}.

Therefore there are still employees who hesitate to adopt the new technology that easily. There is still fear and hesitation among the employees to use the IT techniques. They fear with the sense of crashing the data or they may hesitate to learn the new technique faster. They do not feel the use of IT that important and helpful for carrying out their work. Hence, the implementation of IT in various departments of government has resulted corporation, quick decision making, relationship of various departments and governments, online financial transactions, reduced corruption, built new confidence and brought in skill development, reduced the work of touts, saves time and physical energy of the employees and departments.

In order to promote E-Governance in the government departments the Department of Electronics and Information Technology (DeitY) came up with an e-governance training module called the e-Governance Executive Training Program (eGEP) in 2013 which was the first such national-level program for officers at the level of under secretary, section officer, deputy director, assistant director, tehsil and block level officer or equivalent. The nomination was done by their department heads and they will need five years' experience to qualify. The objective of this program was to train selected officers from within line ministries/departments, who are managing or have been identified to support/manage MMPs under the NeGP or other e-Governance projects. The program brochure uploaded on the DeitY website identified various areas that were covered as a part of the course: technology trends in hardware, software, communications and networks, cyber security management, national and international e-governance practices and more. DeitY has organized 115 such programs in the last two years for different sets of officers with different requirements\textsuperscript{23}.

Government of India through e-governance is connecting people and government in order to indulge participation of people in decision making process of government. Although the use of IT has brought improvement in performances and has skilled the employees, still there is need to

\textsuperscript{22} Mamta Mokta, S S Chahan, Sanjeev K Mahajan and Simmi Agnihotri, “Challenges in Governance”, Anamika Publisher and Distributors Private Limited, New Delhi, 2011.

\textsuperscript{23} The Times of India, 9\textsuperscript{th} June 2013.
encourage employees in the public sectors and also by the government and politicians at the local level for the benefits of people. There must be availability of equipments for the use of ICT to ensure at all the levels of administration and to train the employees in using hardware and software is to be introduced.

**E-Governance Project Failure - Facts and Reasons**

The successful adoption of e-governance can be achieved by developing a set of e-government adoption factors and investigating the connected relationships of those factors on its performance. E-Governance is enabling to provide the government services to the common man in a very cost effective manner as effective promotion schemes are being taken up by the Indian government in order to provide quality services to the citizens as there is huge potential for the development of e-governance in various fields\(^{24}\).

35\% of e-Government projects are total Failures because of the Initiatives which is not implemented and Initiatives abandoned immediately. 50\% of e-Government projects are partial failures because the main targeted goals are not achieved or at times initial success but failure after a year. Success for one group but failure for others 15\% of e-Government projects are successes only because of all stakeholders benefited and which resulted with no adverse results\(^{25}\).

**Table No. 5.1**

**Reasons & Causes of project failures**

<table>
<thead>
<tr>
<th>Project Definition</th>
<th>Lack of a failure proof project plan with Undefined objectives and goals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scope</td>
<td>• Inadequate planning and poor containment of the project scope</td>
</tr>
<tr>
<td></td>
<td>• Meeting end user expectations / business benefits</td>
</tr>
<tr>
<td></td>
<td>• No Change Control System</td>
</tr>
<tr>
<td>Cost</td>
<td>• Poor project estimations and overruns of schedule and cost</td>
</tr>
<tr>
<td>Time</td>
<td>• Unrealistic timeframes and tasks and lack of prioritization</td>
</tr>
<tr>
<td></td>
<td>• Lack of management commitment</td>
</tr>
</tbody>
</table>

\(^{24}\) Sanjay Kumar Dwivedi, and Ajay Kumar Bharti, “E-Governance in India – Problems and Acceptability”, Journal of Theoretical and Applied Information Technology, 2010

\(^{25}\) www.nisg.org/docs/539_Report.pdf
<table>
<thead>
<tr>
<th>Category</th>
<th>Issues</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication</td>
<td>- Infrequent communication between project units and other stakeholders</td>
</tr>
<tr>
<td>Quality</td>
<td>- Lack of skills, inadequate testing processes and not meeting expectations</td>
</tr>
<tr>
<td>Risk</td>
<td>- No authority to project warning signs</td>
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<tr>
<td></td>
<td>- Poor control of outsourcing</td>
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<tr>
<td>Procurement</td>
<td>- Vagueness in specifying requirements leading to undesirable procurement</td>
</tr>
<tr>
<td>Human Resource</td>
<td>- Poor management of expectations, roles and responsibilities,</td>
</tr>
<tr>
<td></td>
<td>- Ineffective resource management</td>
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<tr>
<td></td>
<td>- Lack of organizational support</td>
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<tr>
<td></td>
<td>- Lack of User Involvement</td>
</tr>
<tr>
<td></td>
<td>- Stakeholder conflict</td>
</tr>
</tbody>
</table>


In India, challenges of weak governance, cost, time, quality, risk, procurement, capacity building, poverty, and bureaucratic corruption among others is very much engaged with the successful application of e-governance. The electronic mode motivating reforms, therefore, are capable of engaging greater citizens’ involvement in policy formulation, responsive governance and administration, beyond, ushering global best practices that cultural and contextual compatible\(^{26}\).

Therefore, the e-readiness of India is still low. There are various challenges for the implementing of e-government project in India. Overcoming challenges of implementation a vision is required to implement the e-government in India is an adequate manner. The cultural norms and patterns of individual behaviour affect the manner in which technology is used by citizens. There is need to develop effective implementation of e-government in India in order to serve the citizens. In order to match the digital divide in the country there is a need to develop an environment for e-

government by overcoming the challenges of e-government. Implementation of e-government conceptual framework which can be further validated in the real life situation is developed for the effective implementation of e-government in India.\(^{27}\)

**Overall Suggestions for Successful e-Projects**

The developing economy of countries like India faces many problems in implementing the e-governance projects successfully being the main reason is improper planning and adequate strategies. India requires capacity building strategy for proper implementation of such projects. A hybrid approach needs to be adopted for enhancing interoperability among e-governance applications which will encompass centralized approach for document management, knowledge management, file management, grievance management etc. and distributed approach for land registration, building plans, vehicle registration, criminal and crime information etcetera.\(^{28}\) The Cloud computing is also a big force to enhance delivery of services related to e-governance resulting not only as a tool for cost reduction but also it helps in; enabling new services, improving education system and creating new opportunities.\(^{29}\) An approach should be made to focus on citizen centric and should follow multiple channels of communication for dissemination of e-services. The government should also focus on devising appropriate, feasible, distinct and effective capacity building mechanisms for various stakeholders viz bureaucrats, rural masses, urban masses, elected representatives etc.\(^{30}\) In spite of these there are many more as mentioned below:

**Adequate Infrastructure**

Adequate infrastructure must be undertaken in a well planned manner, wherein all stakeholders must be able to voice their inputs/concerns, due consideration to all must be given and a proper feedback mechanism must be put in place to inform all those participated about the decisions and

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the reasons thereof. To help department implement such an engagement, a Framework for Citizen centric e-Governance projects needs to undertake various steps dependent upon the identification of objective for which such a project is being proposed. Some of the objectives, based on project stage\(^\text{32}\) are as under:

- Conceptualization & Detailed Project Report Preparation tends to ensure that the scheme is need-based and drawn up in consultation with community, serving especially the rural areas.

- Pilot & Roll Out ensures that envisaged services are being delivered, properly and to right people it has been created for.

- Post Implementation stage ensures the type & quality of work is in tune with initial identified requirement.

- Project Enhancement is to ensure continuous improvement in the project deliverables after the completion of work

### Table No.5.2

**Needs Analysis vis-a-vis Project Stage**

<table>
<thead>
<tr>
<th>S No</th>
<th>Project Stage</th>
<th>Needs Analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Conceptualization &amp; DPR</td>
<td>• To define scope of project</td>
</tr>
<tr>
<td></td>
<td>Preparation</td>
<td>• To identify Services to be included</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To identify existing &amp; desired Service Levels</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To identify access points and channels</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To determine ability and willingness to pay for delivery of service through alternate channel/s</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To identify current pain points &amp; opportunities for process re-engineering</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• To identify synergies/dependencies with other</td>
</tr>
</tbody>
</table>

\(^\text{32}\) F Bannister, & R Connolly, “Forward to the past: Lessons for the future of e-government from the story so far”, The Information Polity, 2012, Vol 17, No 4
|   | Pilot & Roll Out                                                                                                                                                                                                                                                                                                                                 | To seek feedback new channels of service delivery  
|   |                                                                                                                                                                                                                                                                                                                                                  | To measure adherence to service levels  
|   |                                                                                                                                                                                                                                                                                                                                                  | To measure satisfaction of service delivery  
|   |                                                                                                                                                                                                                                                                                                                                                  | To understand the challenges in service delivery  
|   |                                                                                                                                                                                                                                                                                                                                                  | To identify areas of improvement in the re-engineered process  
| 2 | Post Implementation                                                                                                                                                                                                                                                                         | To undertake impact assessment of project  
|   |                                                                                                                                                                                                                                                                                                                                                  | To determine quality of service rendered  
|   |                                                                                                                                                                                                                                                                                                                                                  | To determine impact on overall governance parameters viz. Transparency, accountability, corruption etc.  
| 3 | Project Enhancement                                                                                                                                                                                                                                                                         | To seek inputs for Project Enhancement  
|   |                                                                                                                                                                                                                                                                                                                                                  | Perspective of new services to be added  
|   |                                                                                                                                                                                                                                                                                                                                                  | Adequacy of service levels  
|   |                                                                                                                                                                                                                                                                                                                                                  | Adequacy of process re-engineering  
|   |                                                                                                                                                                                                                                                                                                                                                  | Enhance quality of service  

Source: *Department of Electronics & Information Technology, Ministry of Communications & Information Technology, Government of India, April 2012*

It is easy to identify need to introduce citizen participation in a new project but it is often difficult to determine such points of interventions for ongoing projects. However, opportunities to interact with citizens exist at all stages of the project. This Framework represents a project life cycle which broadly is divided into 4 stages for e-infrastructure of Projects explaining the need for Citizen Participation in implementing e-Governance projects.
The figure 6.1 explains that the digital infrastructure is of core utility to the citizens which provides governance and services on demand and empowers the citizens digitally. Building adequate e-infrastructure brings awareness among many sections of the society. The service delivery through ICT has brought dependence as compare to other instruments. In order to promote the e-governance effectively it is important to build adequate e-infrastructure and to
initiate rural-centric-e-governance projects focusing on the requirements of the larger sections of population.

Presently, the Ministry of Panchayati Raj (MoPR) has designed a National Capability Building Framework (NCBF), to outline a comprehensive approach towards building the capabilities of Panchayats. NCBF was created inter alia for Improving the Gram Sabha functioning, developing capacity of ‘lynchpin capacity providers’ and effective mechanisms to engage civil society and the private sector in the delivery of capacity development services; and creating conducive socio-political environment through political parties, representatives in the legislatures, civil society organizations and citizens in order to accept and promote local governments. Practiced in Bangalore Citizen Report Card is a simple but powerful tool in providing systematic feedback to public agencies from users of public services. Social media is the new channel of citizen’s participation.

**Sound Policy and Legal Framework**

E-governance enhances citizen participation in shaping the ICT policies and improving service delivery system. E-governance facilitates better participatory of citizens and government in the process of governance. The people can debate and discuss the enactment of Acts and rules of public policies before the enactment is made which results in actions and decisions with people’s participation bringing greater transparency. Citizens’ opinions, needs, and preferences about the services can be communicated to the concerned authorities in form of feedback which helps in making the service delivery process more qualitative and cost effective. E-governance projects like ‘Bhoomi’, Gyandoot, ‘FRIENDS’, e-seva etc. and most of the government websites, have a feedback section helping stakeholders to participate directly with the delivery system bypassing the intermediaries. The citizens are empowered to access the information related to government

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34 MoPR: http://www.pri-resources.in/OverView/NCBF_Report_02-01-10.pdf
35 http://siteresources.worldbank.org/INTEMPOWERMENT/Resources/14832_Bangalore
activities and programs to monitor and judge government’s performance through ICT. Accessibility and availability of information of land records, land registration, government policies, schemes and procedures, business, politics etc. empowers the citizens to a great extend. E-governance enhances public participation by providing them with the opportunity to share information and to suggest betterment in the administration\(^\text{38}\).

For the application of ICT new regulations and laws are essential in promoting governance to ensure accountability and maintain the service delivery system by private and public sectors without prejudicing the larger society. Removal of laws and discretionary powers obsolete in nature, simplification of procedures to avoid administrative barriers and constitution of single windows, ensure speedy disposal of cases. The successful application of electronic governance requires a range of legislative regulations covering the aspects of electronic signatures, electronic archiving, data matching, right of information, data protection, computer crime and intellectual property rights. The Government of India is already practicing with the IT Act and Convergence Bill and citizen charter of many departments are now available on Internet. Hence, there is need of more policies and legal actions to be taken for strengthening e-governance in India such as:

- Accountability law for making public servants accountable and responsive for non-performance and malfunctioning of their departments,
- Cyber laws, ensuring that any information about the citizens is not misused
- A law in line with the US Government Paper Elimination Act (GPEA) to promote use of electronic media
- Amendments to Consumers Protection Law, Tariffs and Taxation Laws, Intellectual Property Regulations etc., are required
- Preparing guidelines for Content, technological standards, Electronic payments
- Setting standards for electronic publishing, archiving, e-mails etc\(^\text{39}\).


The amendment of certain laws will result in better responsibility and accountability on both citizens and employees. The cyber law will allow the surfing of citizens more freely. Grievances of the customer would be dealt on fast tract online mode. The government will be more authoritative about the information provided by them.

**Culturally correlated Technologies and Integrated Management**

ICT has failed to deliver the full range of services through e-governance because of the lack of fractured relationships between government agencies and citizens, citizen’s participation, lack of availability of local resources, limited integration with local civil society organizations (CSOs) and external social and economic environment. The successful application of the e-governance projects in India can only progress when the data is updated in local languages, there is standardization in areas- encoding, application logic for common uses, user interfaces, preparing data dictionaries, making appropriate cyber laws, procedural and legal changes in the decision and delivery-making processes and most importantly encouraging private public partnerships⁴⁰.

There is requirement of efforts to incorporate local languages and local content in the internet in a massive way in order to attract the citizens to use the portals. Web Service Description Language (WSDL) for describing web service interface and Universal Description, Discovery and Integration (UDDI) should be introduced as an optional technology for implementing the service broker of language⁴¹. Accessing the internet with the use of keyboards may limit the use of the internet. Hence, there is need to develop mobile applications to enable the internet service with Indian languages, and applications should emerge out of the Indian way of life.

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Hence, the governance needs to bring in culture of the geographical areas keeping in view the size and complexity of the area with local language application which deals with different business models. The incentives of policy prepared do involve risks but the regulation and sense of ownership of project can bring in transparency and accountability in deliverance of e-services. The history of policy and initiatives helps to bring in new changes, updates and the experiences will help the government to make new initiatives within the project.

**Public and Private Partnership**

Many e-Governance projects spend maximum amount of money in System Integration, Software development and hardware procurement. It must be realized that the success of e-governance depends not on machine and latest techniques. Therefore it must be ensured that minimum budget is allocated and spent on project planning. In India for implementation of e-governance projects large amounts of funds is required by the government. In this regard, Public Private
Partnership (PPP) can encourage initiating projects in order to meet the needs of the rising population\textsuperscript{42}.

**Political and Administrative Leadership**

In spite of poor communication infrastructural facilities the state governments with the help of political and administrative leaders plays an important role in promoting e-governance. In implementing e-governance projects major initiatives taken in order to popularize e-governance for improving the quality of administration can be dealt and overcome barriers through a focused and planned strategic approach fixing specified targets, and reasonable time frame for attaining them. State government and political and administrative leader play a very important role in promoting e-governance. Lack of committed leadership leads to less progress of e-governance projects in the state, by promoting services through ICT, governments can reach the masses. Many state governments have responses of the possibilities of improving administrative functions by introducing e-governance at different levels of administration. The Gujarat Check Post Computerization project has shown that government can increase its revenue by implementing such projects\textsuperscript{43}.

**Role of Civil society**

In order to empower the citizens and promote effective online services delivery civil society bodies are playing an active role in extending e-governance. There are wireless technologies being used to offer digital entertainment, distance learning, tele-medicine and government services across the country. NGOs are also making officials responsible and accountable through e-governance projects. Civil Society and its representatives have been kept out in most of the programs. Equitable distribution of knowledge and the full exercise of citizenship is feasible in an environment of internet use as a language and as a tool, if civil society organizations involve themselves in developing and defending social policies regarding education, health, human rights etc. the promotion of strategic alliances for building political culture and the notion of citizenship


based on exercise of right to communication and culture, including internet rights, is essential for the effective application of ICT for e-governance. Hence, ICT provides greater chance to people to participate in the e-governance process expands citizen’s rights and creates spaces for social integration.

**Human Resources Development and Capacity Building**

Many e-Governance projects do not allocate funds for training and capacity building. Training Calendar and Program, Training Faculty, Training Content, Training Outcomes are the areas that need to be covered under the Training Strategy needs to be identified in order to promote implementation of any e-Governance initiative. The success to implement the e-Governance projects will need a diverse experience of Government, Consultancy Organization, (PPP) Public Private Partnership, multilateral agency, Software development agency, System Integrator and technology prospective. Knowledge Management is an important need for capacity building in e-Government process. It is very important that a Central Repository is created where all stakeholders can refer as a single point of information. A school of e-Governance must be established on four pillars, i.e. Governance, Information Technology, Management and e-Governance.

**Role of Social Media**

There is no one right way of undertaking citizen participation in the implementation of e-governance projects in India. It has always been context specific and the outcome depends upon planning, commitment and capacities of involved stakeholders. However, techniques may broadly be classified as ICT enable and offline or face-to-face. Across the world of the online techniques, social media has gained tremendous following and is being used for participation and informing citizens about things happening around the world. Keeping this in view, the Government of India is framing separately framework and guidelines to use social media to

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create awareness among the citizens about the e-projects. It must be kept in mind though that.
Given below are some of the techniques that may be used for Citizen Participation:

Table No 5.3

<table>
<thead>
<tr>
<th>S No</th>
<th>Technique</th>
<th>Result</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Mass Media – Print, TV, Radio, Community Radio</td>
<td>Wide Spread Reach with multi-lingual quick messaging, though expensive but quick.</td>
</tr>
<tr>
<td>2</td>
<td>Citizen Charter, Bulletin Boards, newsletters</td>
<td>Transparent way of communicating about services &amp; Service levels. Manages service expectations and can also be displayed over internet.</td>
</tr>
<tr>
<td>3</td>
<td>New Media – Websites, Portals, Social Media sites, Mobile access devices</td>
<td>Viral nature ensure explosive communication- both internet and mobile based communication can be used</td>
</tr>
<tr>
<td>4</td>
<td>Surveys</td>
<td>Ability to consult large number of people can be done in a structured manner. Evidence/Inference compiled can be extrapolated over large population in both online as well as offline method.</td>
</tr>
<tr>
<td>5</td>
<td>Citizen Outreach Centers</td>
<td>Constancy &amp; Consistency – Fixed Location and time builds trust will enable involvement on wide ranging issues providing space to build capacities and enables group as well as individual involvement.</td>
</tr>
<tr>
<td>6</td>
<td>Workshops</td>
<td>Excellent for process mapping in identifying bottlenecks and constraints, providing insights into multiple perspectives.</td>
</tr>
<tr>
<td>7</td>
<td>Qualitative Interviews</td>
<td>In-depth exploration of issues which are useful for engaging people who may not prefer to speak in groups / give voice to unheard can be useful for gaining insights into sensitive issues.</td>
</tr>
<tr>
<td>8</td>
<td>New Media – Social Networking, Crowd Sourcing, Wikis</td>
<td>Can be based on an ongoing or issue which can reach out to both experts as well as non-experts. Helps generate multiple ideas/potential solution in small amounts of time.</td>
</tr>
<tr>
<td>9</td>
<td>Participatory Planning</td>
<td>Builds Ownership, trust, Transparency &amp; Accountability in order to ensure community’s priority based resource allocation. Increases opportunity for direct engagement in decision making process and also helps in demand projection to match management of expectation.</td>
</tr>
</tbody>
</table>
The table indicates the participation of various categories of people through the social media. Special surveys, workshops, printed copies, qualitative interviews, social networking etc. can make the implementation of e-governance projects successful. The old initiatives need to create much more awareness among the citizens in urban and rural areas. The new initiatives need not to be taken up if the old ones are well maintained.

However, e-governance is not free of problems yet. Inadequate skilled manpower, lack of proper attitudinal orientation on the part of officials and people, inadequate e-infrastructure, instances of people misusing the technology, lack of proper awareness on the part of the general public, lack of adequate funding etc., hinder the progress of electronic governance in India. Public private partnership for removing fund constraints, proper orientation training of officials, creation of mass awareness through seminars, conferences, and workshops etc., adequate budget allocation for building the requisite e-infrastructure, proper legislation regarding electronic governance, maintaining the required e-readiness, encouraging civil society participation in running target-oriented e-governance projects etc. could be the solution for the progress of electronic governance on expected lines to deliver services. Sound policy and a legal framework, adequate infrastructure, trained manpower, collaborative corporate sector, active civil society, and people’s participation are essential for the promotion of e-governance in improving the quality of service delivery\(^\text{46}\). Social media which is best and fastest way to communicate across the world plays an important role in implementation of e-Projects in India.

**Conclusion**

Hence, making policy choice of electronic mode of transactions in order to urgency overcomes the need for suitable hardware and software at any cost. Serious efforts to mobilize resources for this onerous job must be introduced. There is a need to establish complete connectivity between various ministries and departments in order to transfer files and papers through Internet thereby choosing efficacious speed as an alternative to manual labor. Supplying information to the public in a language that they understand and are comfortable with, that is their local language. Changing the mindset of the government employees through workshops and counseling to

overcome working in the manual mode. Making cyber laws available to the public as early as possible so that the IT systems and information documents stored in the systems has the same legal validity as the documents stored today on paper. Building a supportive infrastructure to power and provide the services in suitable and convenient travel system to bridge the digital divide between the rural and urban India\textsuperscript{47}.

Electronic governance has immense potentiality to promote efficient, effective, responsive and citizen-friendly services to the people. It has the potential to go to citizens’ doors and serve them. It is cost-effective and it is able to provide speedy services to the citizens. Through e-governance corruption can be minimized to a large extent. Most importantly, it is on its way to solve the accessibility issue, of rural people who do not have knowledge of Information Communication Technology through the digital divide program. The government is working on bridging the gap of digital divide in rural areas and initiating the urban access more strictly. Official harassment and inconveniences faced by the citizens in order to obtain services from different departments has been probably eliminated with the application of electronic governance. Online registration of complaints, online filling of forms and applications saves time, cost and brings about accountability and responsiveness on the part of service providers. These form the bright side of electronic governance. Electronic governance provides greater opportunity to the people to participate effectively in the governance process\textsuperscript{48}.

Advancement of ICTs is giving departments and governments a new competitive edge. With growing impact of ICT, there is growing usage and adoption of E-government services. The globalization of departments is facilitated by the advent of telecommunications and internet and technologies has promoted the adoption of e-government. In the last few years, many initiatives have been undertaken by different state governments in India through the tool of IT in the functioning of Government so as to provide better services to citizens. Since it is a part of global movement E-Governance in a comprehensive way is a change, a transition that cannot be stopped. The cooperation and adoption among government officials and staff will contribute to a smoother transition. India is likely to soon emerge as a leader in E-Governance because of the


\textsuperscript{48} S N Sangita and Bikash Chandra Dash, “Information communication Technology: governance and delivery in India, A critical Review”, Indian journal of Public Administration, 2008, Vol 54, No 1
current high level of given political commitments and largely adequate sources of funds. Effective promotion schemes by the Indian government will also be a boosting factor to provide quality services to their citizens which means there is huge potential for the development of e-governance in various sectors. Therefore we can say that e-Governance is the key to Good Governance.

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