

NEXT IAS

GOVERNANCE IN INDIA

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Governance in India

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CHAPTER 1

CONCEPT OF GOVERNANCE

1.1 Introduction

As the human settlements started transforming into society, there arose a need not only for the rules and regulations to maintain order in the society but also for the smooth functioning, administration and division of responsibilities in the society.

With the beginning of civilization in Indian subcontinent, the following institutions were responsible majorly for maintaining order as well as defining the way of living for the people:

- Religion
- Philosophy
- Political Structure

With time, the role, responsibilities and dimensions of these institutions have changed. For e.g., the political structure of the early civilizations which was unorganized and inorganic turned into a much structured, organized and responsible over a period of time. The chief which was once considered as first among equals and as the protector of people acquired the status of King and Emperor in the later stages of History in the Indian Subcontinent

With the development of economic structure and philosophical and religious thoughts shaping, blending and changing dimensions of political structure, modern polity and political structure got evolved. It not only led to the evolution of concepts like states and citizens but also ideologies such as capitalism and communism. These new developments decided the relationship between states and citizens. Hence, the government is going to be the medium which will decide the way of living by the rules, regulations and codification of laws.

Simply, we can say that Government is a group of people who rule or run the administration of a country. In other words, it may be said that a Government is the body of representatives that governs and controls the state at a given time. Government is the medium through which the power of the state is employed.

All Governments perform a **wide range of functions**. These functions could be classified as follows:


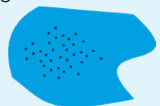
- **Political Functions** include law making, law execution and law adjudication.

- **Social functions** include social change and welfare.
- **Economic functions** include economic development and growth.
- **Security functions** include protecting borders and maintaining internal security and law & order.
- **Technical functions** include promoting innovations in society and administrative improvements through reforms.
- **Cultural functions etc.**

The government may be of different types, it may be democratic or autocratic. Thus, depending upon the foundational ideology of the state and society, the nature of Government can be explained in many dimensions. Yet, the concept of governance remains central to all these forms.

Governance can be defined as '**Action Part of the Government**'. Governance is the act of governing or ruling. It is the set of rules and laws framed by the Government that are to be implemented through the representatives of the state. Simply put, governance is what Governments do or wish to do for its citizens. It's the agency or medium through which the government's thoughts and policies will be implemented and will reach out to the citizens through actions. **Hence, governance involves different organs, stakeholders, processes to achieve the goal of government.**

Government Vs Governance

Government	Governance
Government is Institution/ Entity	Governance is process/ value phenomenon
Government involves exercise of authority	Governance involves process of problem solving
Government is quantitative in nature	Governance is qualitative in nature
Government is top-down/ hierachical	Governance is decentralised/flexible/ flatter
Government has pyramid type structure 	Governance has amoeba type structure 

To distinguish the term Governance from Government, '**Governance**' is what a '**Government**' does. It might be a geo-political government (nation-state), a corporate government (business entity), a socio-political government (tribe, family etc.), or any number of different kinds of government, but governance is the actual exercise of management of power and policy, while government is the instrument (usually collective) that does it.

Thus, Governance means the process of decision-making and the process by which decisions are implemented (or not implemented). Further, Governance can be used in several contexts such as Corporate Governance, International Governance, National Governance and Local Governance etc.

1.2 Governance

The term 'governance' has been derived from the greek term - 'gubernare' First time used by Plato which means to steer — like steer the ship which means taking the ship to its destination. Similarly in governance - state help people to realise their potential or aspirations (i.e. take people to their destination).

Governance refer to structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment and broad-based participation.

Governance also represents the norms, values and rules of the game through which public affairs are managed in a manner that is transparent, participatory, inclusive and responsive. Governance therefore can be subtle and may not be easily observable. In a broad sense, governance is about the culture and institutional environment in which citizens and stakeholders interact among themselves and participate in public affairs.

As per OECD, "**Governance is the exercise of political, economic and administrative authority necessary to manage a nation's affairs.**"

Whereas, according to World Bank, "**Governance refers to all manners of exercising control and authority in the allocation of Resources.**"

In General terms – Governance is a collective/participative way of decision making to solve the problems of society.

According to Prime Minister Narendra Modi – Governance is about people, Government is file and Governance is life.

Thus, governance can be defined as 'the system by which entities are directed and controlled. It is concerned with structure and processes for decision making, accountability, control and behaviour at the top of an entity. Governance influences how an organization's objectives are set and

achieved, how risk is monitored and addressed and how performance is optimised'. Governance is a system and process, not a single activity and therefore successful implementation of a good governance strategy requires a systematic approach that incorporates strategic planning, risk management and performance management. Like culture, it is a core component of the unique characteristics of a successful organization.

1.3 Journey From Governance to Good Governance

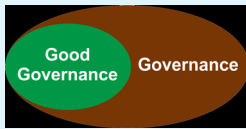
"Good governance is the wheel which sets in motion the cart of effective government."

Recently, the terms 'Governance' and 'Good Governance' are being increasingly used in transformative societies and developing nations.

The concept of Governance is not new. It is as old as human civilization. Simply put, Governance means the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as Corporate Governance, International Governance, National Governance and Local Governance. Since, Governance is the process of decision making and the process by which decisions are implemented, an analysis of Governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.

The following table showcasing the differences between traditional meaning of Governance and Good Governance will help us to understand these concepts in a better manner.

GOVERNANCE	GOOD GOVERNANCE
May be inefficient and incompetent	Always effective and efficient
There might be inadequate tools of accountability and transparency	It comprises of adequate instruments for ensuring accountability and transparency
Authoritative in nature	Citizen centric
Top down approach	Bottom up approach
Target based	Outcome based
Value free	Value Laden
Has many facets & hence, can be applied to different contexts like good governance, corporate governance.	has one facet - it is about good governance of state or administration

GOVERNANCE	GOOD GOVERNANCE
It can be applied to– <ul style="list-style-type: none"> • NGO governance • Environmental Governance • Global Governance • Internet Governance 	Good Governance deals with operational aspects of state. <div style="text-align: center;">  </div>

Former Prime Minister Rajeev Gandhi once said “Out of one rupee spent by the Government for welfare of the downtrodden, only 15 paisa thereof actually reaches those persons for whom it is meant”. Hence, Good Governance can be defined and differentiated from traditional Governance in terms of:

- *“Effective and efficient delivery of goods and services, through a process which is more transparent and accountable and based on outcome based approach and focused on citizen centric rights and welfare.”*
- **4 Conditions for good governance**
 1. Democratic system (essential condition)
 2. Rule of law - bureaucracy should adhere to rule of law.
 3. Active role of civil society.
 4. Enlightened policy making.

Non-presence of these components lead to poor governance. Thus, **'Good' in Good Governance** is a set of values and characteristics which are necessary for good governance.

The basic idea behind Good Governance was government alone can't govern effectively. Government also should not govern over people rather it should govern with people.

Good Governance refers to a system in which a Government not only fulfils all the common aspirations of its citizens but also promotes the well-being of the entire society.

- In the words of *Kautilya*, 'In the happiness of the subjects lies the happiness of the king and in what is beneficial to the subjects his own benefit. What is dear to the king is not beneficial to him, but what is dear to the subjects is beneficial to him'. It is the primary concerns of the citizens of any society that the Government must be good and effective.
- As per *OECD*, Good Governance is characterised by participation, transparency, accountability, rule of law, effectiveness, equity etc. Good governance refers to the management of Government in a manner that is essentially free of abuse and corruption and with due regard for the rule of law.
- Whereas, **World Bank in its 1992 report entitled 'Governance and Development' defined Good Governance as 'the manner in which power is exercised in the management of a country's economic and social resources for development'.**

Therefore, Good Governance is not a phenomenon which can be easily described in words, it is rather a phenomenon which can be felt by people. Good governance does not depend only on the executive but depends on the efficient functioning of legislature, executive, judiciary, private institutions, NGOs as well as the co-operation of the people.

Further, it entails sound public sector management (efficiency, effectiveness and economy), accountability exchange and free flow of information (transparency) and a legal framework for development (justice, respect for human rights and liberties). Good governance has the following eight attributes which link it to its citizens.

As per World Bank, Good Governance primarily focuses on four major components such as:

- **Legitimacy:** Government should have the consent of the governed.
- **Accountability:** Ensuring transparency, being answerable for actions and media freedom.
- **Competence:** Effective policymaking, implementation and service delivery.
- **Respect for Law and Protection of Human Rights.**

In India, the Constitution lays the foundation for promotion of citizen centric governance. It provides for fundamental rights that are the hallmark of our democracy and mandates the welfare of all citizens through a set of Directive Principles. Based on the principles enshrined in the Constitution, India has developed an elaborate legal and institutional framework for ensuring good governance to its citizens.

Examples of Good Governance can be Human Development Index (HDI), Sustainable Development, Corruption free Governance.

1.4 Features, Pillars and Characteristics of Good Governance

Good Governance aims at providing an environment in which all citizens irrespective of class, caste and gender can develop to their full potential. In addition, good governance also aims at providing public services effectively, efficiently and equitably to the citizens. The four pillars on which the edifice of good governance rests are as follows:

- **Ethos** (of service to the citizen),
- **Ethics** (honesty, integrity and transparency),
- **Equity** (treating all citizens alike with empathy for the weaker sections), and
- **Efficiency** (speedy and effective delivery of service without harassment and using ICT increasingly).



As per 2nd ARC and also by UN, Good Governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Accountability

Accountability is of utmost importance in good governance. Not only Governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

Consensus Oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Participation

Participation of citizens is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. Participation needs to be informed and organized. The

involvement of citizens in a wide range of policy making activities, including the determination of levels of service, budget priorities and the acceptability of physical construction projects in order to orient Government programs toward community needs, build public support and encourage a sense of cohesiveness within neighborhoods.

Equity and Inclusiveness

A society's well-being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable have opportunities to improve or maintain their well-being.

Effectiveness and Efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Rule of Law

Good Governance requires fair legal frameworks that are enforced impartially it also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable time frame. When the governance is good, public services are delivered and requests and complaints are responded to within a reasonable time frame. through various mechanisms like citizen charter and RTI.

Transparency

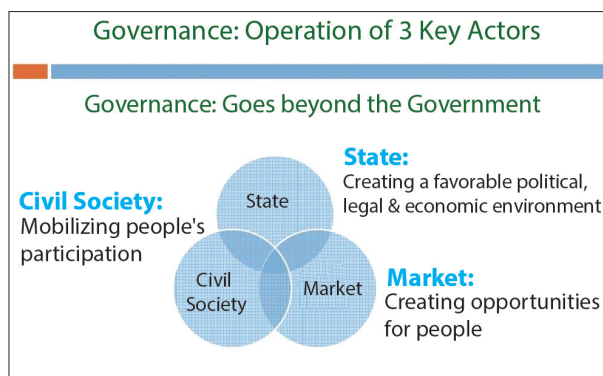
Transparency means that decisions that are being taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

INDIA'S INITIATIVE TOWARDS GOOD GOVERNANCE

- Public Participation Approach in Policy Formulation
- Minimum Government Maximum Governance Approach
- Digitization of Land Records and Online Delivery of Services such as Birth and Death Certificate
- E-Tendering and PRAGATI
- Right to Information Act
- Agam India Initiative

1.5 Stakeholders and Actors in Governance

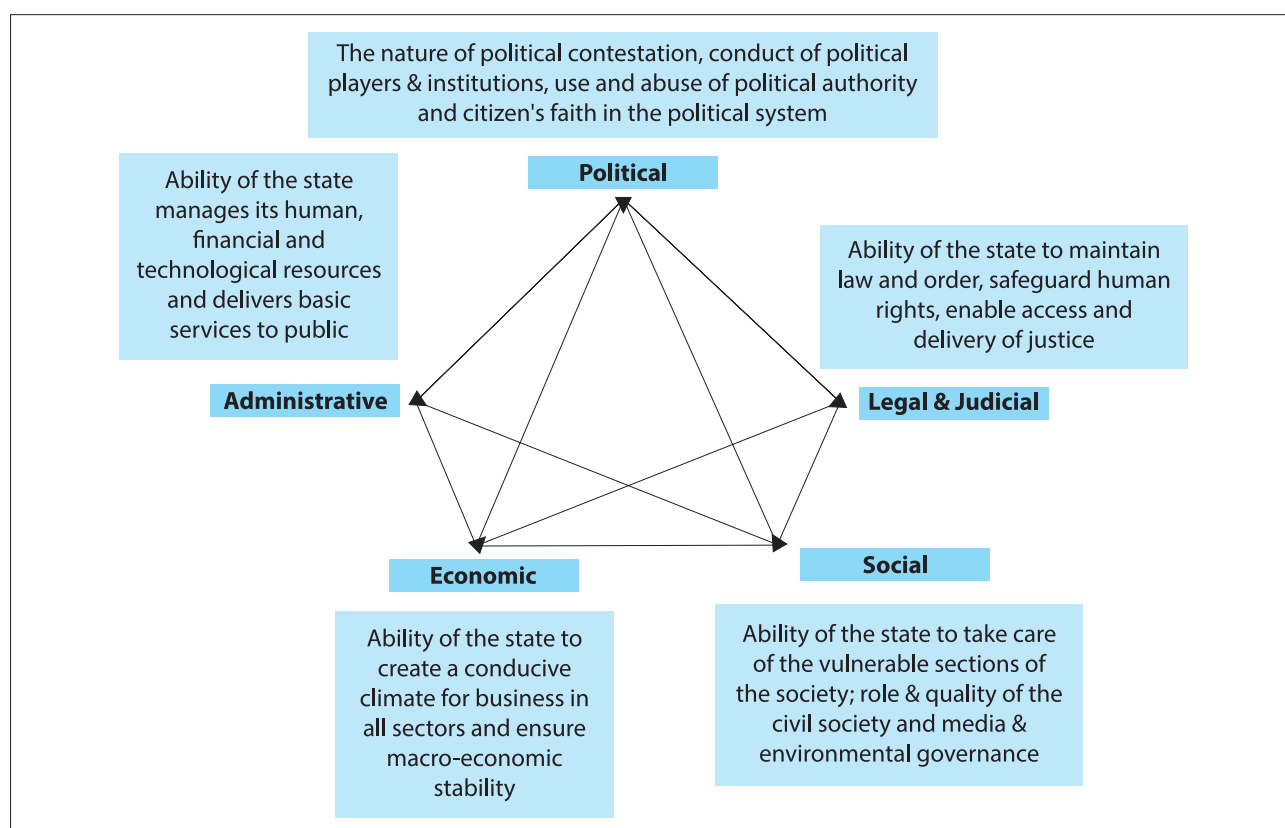
Since governance is the process of decision making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.



Government is one of the actors in governance. Other actors involved in governance vary depending on the level of Government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, financial institutions, political parties, the military etc. The situation in urban areas is much more complex.

At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision making or in influencing the decision-making process. **All actors other than Government and the military are grouped together as part of the civil society.**

Non-State actors such as multinational corporations, NGOs, scientific organizations and pressure groups are increasingly involved in global governance by taking part in formulating, negotiating and implementing policy at local, regional and global levels. In the recent times, non-state actors have played a great role in changing the dimensions of Governance.



1.6 Citizens and Governance

The concepts of good governance and citizen centric administration are intimately connected. Citizen centricity with the aim of ensuring citizens' welfare and citizens' satisfaction, is critical for any Government, local, state

or national, which aims to provide Good Governance. Following are the pre-requisites of citizen centric Governance:

- Sound Legal Framework.
- Robust institutional mechanism for proper implementation of laws and their effective functioning.

- Competent personnel staffing in institutions and sound personnel management policies.
- Right policies for decentralization, delegation and accountability.

Citizen-Centric Administration means placing citizens at the centre of modern public administration. This can be achieved by addressing the immediate concerns of citizens i.e. transparency, efficiency, stability and continuity in the governance systems.

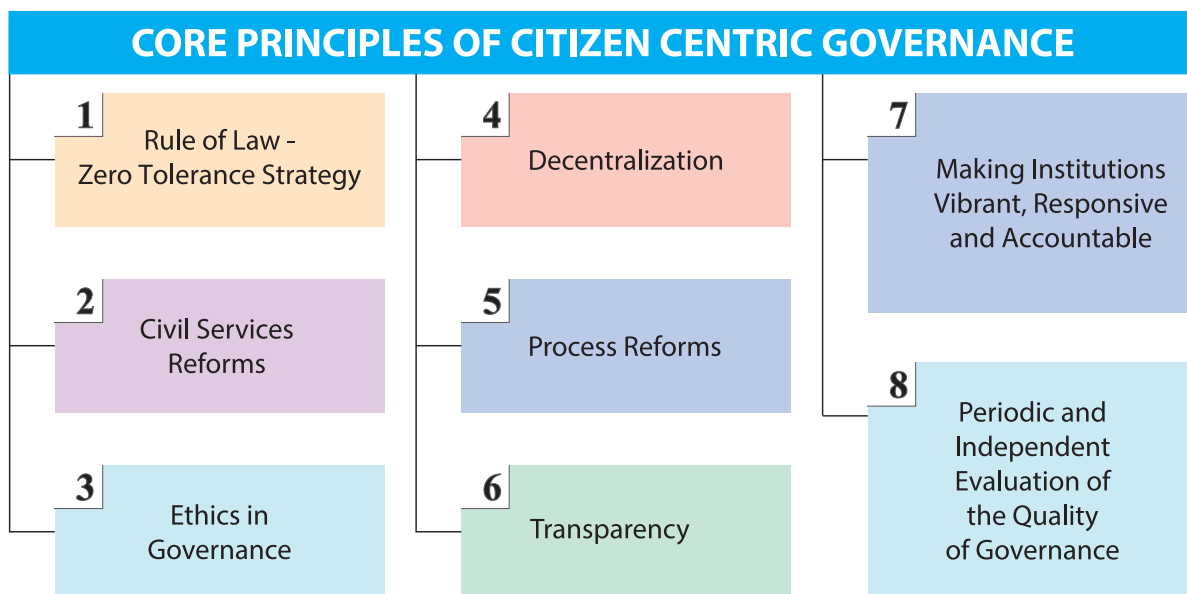
Citizen's participation in Governance embodies a shift in the development paradigm from *citizens as the recipients of development to one that views them as active participants in the development process*. Equally, it involves a **shift from a 'top-down' to a 'bottom-up' approach** to development involving increasing decentralization of power away from the Government and closer to grassroots levels.

The concept of citizens' participation in governance is essentially based on the premise that citizens have a

legitimate role in influencing decision making processes that affect their lives, their businesses and their communities. In other words, citizens' participation refers to the mechanism and modalities by which citizens can influence and take control over resources and decision making that directly impacts their lives.

At the ideological level, direct citizens' participation in governance is seen as contributing to a healthy democracy because it enhances and improves upon the traditional form of representative democracy to transform it into more responsive and thus a participative grassroots democracy. It is now widely accepted that active citizens' participation can contribute to good governance in the following ways:

- It enables citizens to demand accountability and helps to make Government more responsive, efficient and effective.



- It helps to make Government programmes and services more effective and sustainable.
- It enables the poor and marginalized to influence public policy and service delivery to improve their lives.
- It helps to promote healthy, grass root democracy.

The concept of good governance existed even during the days of Chanakya. He had mentioned it elaborately in *Arthashastra*. Citizen centric administration lies at the foundation of good governance.

Mechanism for Increasing Citizens Participation in Governance

The mechanisms for citizens' participation in governance could be conceptualized in the following main forms:

Citizens Seeking Information

Access to information is a fundamental pre-requisite for ensuring citizens' participation in governance. Making procedural information available is the first step in any strategy to empower citizens for their interaction with Government. **Right to Information** Act in India has in essence already laid down the ground-work for ensuring this pre-requisite for citizens' participation in governance but it is only by greater citizens' awareness of their rights under this Act that its vision of transparency can be realized.

Citizens Giving Suggestions

Listening to the voice of citizens not just during periodic elections but on an ongoing basis is the starting point of participation of citizens in governance. Such listening could

be done through **public hearings, surveys** etc., where citizens can give their suggestions with regard to their problems as well as the possible solutions.

Citizens are in the best position to articulate their needs and suggest the appropriate solutions which is why there is often need to complement local knowledge and skills with Governmental expertise. Such participation can lead to proactive engagement with the policy making process thus creating entry points for further participation and mobilization of citizens to enter the arena of governance.

For example, the *Bangalore Agenda Task Force* (BATF) was set up in 1999 with the goal of transforming Bangalore into a world class city with the participation of its leading citizens including the heads of its major IT companies, as well as prominent members of the Bangalore civic community. While no uniform model for receiving the suggestions of citizens or holding consultations can be suggested, it should be mandatory for all Government organizations to develop a suitable mechanism for this purpose.

My Gov.in portal which is a platform for citizen engagement towards Good Governance in India.

Citizens Demanding Better Services

The objective of citizens' participation is to make sure that Government organizations work for the constituencies which they are meant to serve. However, for this to happen, **Government servants should be accountable not only to their superiors but also to citizens.** It is only when this is realised by Government agencies that citizens can voice their grievances with assurance that due attention is given to them.

For example, the Hyderabad Metropolitan Water Supply and Sewerage Board (HMWSSB) created a campaign called the *Customers' Meet* campaign which "compelled senior managers to leave the comfort and security of their offices to interact directly with citizens in neighbourhoods throughout the city.

Hence, Customers' Meet campaign not only provided valuable customer feedback to the Metro Water Management, but also sparked pressure from citizens for further reform by raising expectations. The campaign was covered extensively in the media, thereby magnifying its impact with citizens demanding better services.

It was followed by the establishment of a Metro Customer Care (MCC) centre located at the head office. A software package, called the Customer Redressal Efficiency System, provided senior managers with a regular stream of performance-related data that could be used to hold frontline and middle-level managers accountable for service quality and compliance with the norms in Metro Water's new citizens' charter. Finally, a Single Window Cell (SWC) was established at the head office to receive process and coordinate all new water and sewerage connection applications.

The efficiency of a Government organization is best judged by its responsiveness to complaints/demands from its clients. For this, every Government organization must ensure a fool-proof system for registration of all complaints and a prescribed time schedule for response and resolution. And also a monitoring and evaluation mechanism should be put in place to ensure that the norms prescribed are complied with.

GLOBAL CASE STUDY: SINGLE WINDOW MULTI CHANNEL GOVERNMENT (SWMCG) - GERMANY

SWMCG had its origins in the mid-80s at the municipal level in Germany with a view to create 'one-stop shopping' agencies. Presently, the 'multi-channel' approach integrates the physical access and webbased access systems and offers single window service delivery through the following channels:

- **Municipal Internet Portal** – provides comprehensive information, downloads and services
- **Call Centres** – provide information, simple services and appointments
- **Citizen Service Centres (CSCs)** – provide single window facility for delivering services pertaining to registrations, ID cards, passports, driving licenses and crime register attestations. A typical CSC caters to about 100,000 population.

In Germany, CSCs are non-existent at the state and federal levels as most services are delivered by municipal bodies and constitutional law prevents federal and state organs from interfering in municipal activities. However, in case of services like information about policies, taxation, customs, education etc., federal and state web portals are available.

Care has been taken not to overload the CSCs – only the services linked with the core needs of the people, mass services, services which do not require the specialized technical knowledge of the civil servants are being provided. Services which are industry specific or which require the special skills of a government servant or which require collection of additional information have not been loaded on the CSCs.

Citizens Holding Service Providers and Government Agencies Accountable

Making public agencies work and ensuring that their service delivery would meet the criteria of efficiency, equity and customer satisfaction, requires citizens to voice their grievance and their dissatisfaction in an organized manner. Citizens should be given the opportunity to rate the services provided by Government organizations, on a periodic basis. Regular citizens' feedback and survey and citizens report cards should therefore be evolved by all departments for this purpose. This would not only give a voice to the

citizens but also enable the agencies concerned to judge satisfaction ratings and the need for improvement.

Active Citizens' Participation in Administration/Decision-Making

Giving citizens an on-going access to the decision-making process, beyond periodic consultations, is a more mature and intensive form of citizens participation in governance which can help them negotiate with Government for better policy, better plans, better projects etc. Through this, the citizens no longer merely voice their grievances with Government, but it also involves Government actually working with citizens.

Examples of such participation would include participatory municipal budgeting, allowing citizens to vote directly through a referendum on specific proposals for changes in public policies, projects and laws, mandatory public hearings before approval of projects or decisions such as changes in land use plans, that affect the environment and/or the local community, giving citizens' representation on management committees for local hospitals and schools, social audit, empowering the Gram Sabha to decide on issues of implementation in Government welfare schemes etc.

Case Studies

The two case studies with respect to active citizen participation in governance and in partnership with administration in India are given below:

BHAGIDARI: CITIZENS' PARTICIPATION IN GOVERNANCE - DELHI

'Bhagidari', the Citizens' Partnership in Governance is a means for facilitating citywide changes in Delhi, utilises processes and principles of multi-stakeholders (citizen groups, NGOs, the Government) collaboration, applies the method of Large Group Interactive Events which aims to develop 'joint ownership' by the citizens and government by the change process. It facilitates people's participation in governance.

This initiative launched in January 2000 has firmed up and become a movement in eight years. More than 2000 citizens' groups have become 'Bhagidars' in governance after having participated in various Bhagidari workshops. "Bhagidars" have not only been successful in solving their day-to-day problems, but have also been providing help to public utility departments in maintenance and up-gradation of services. Some examples are:

- Successful implementation of 'Clean Yamuna', 'Say no to plastic bags' and 'No crackers on Diwali' campaigns.
- Switching on/off of streetlights by RWAs.
- Meter reading by RWAs in their residential colony.

LESSON FROM ASPIRATIONAL DISTRICT

'WE FOR WAYANAD' CAMPAIGN FOR EFFECTIVE DISASTER MANAGEMENT

For a district prone to natural calamities and floods, an effective warning system can prove to be life-saving for the entire community. The Administration and local population of Wayanad District have come together and displayed immense dedication in setting up a 24x7 Control Room under the ambit of "We for Wayanad".

The initiative boosts awareness about impending disasters, thus enabling the administration as well as the local community to plan mitigation in an efficient manner. In 2018, despite severe floods, the number of casualties were restricted to six due to the proactive disaster management system set in place through this initiative, and percolating up to the Panchayat level.

A social media campaign was organised under this banner and set in full throttle to receive maximum support from the civil society. The programme also included collection of relief materials at designated Reception Centres set up by the District Administration. The sorting, packaging and distribution of relief materials was undertaken with the active engagement of officers, volunteers from NGOs and members of the civil society.

1.7 Challenges

The reasons for Governments not being citizen centric can be attributed to the attitude and work of some Government servants, the deficiencies in existing institutional structures and also to some citizens. While the laws made by the Legislature may be sound and relevant, very often they are not properly implemented by Government functionaries. The system often suffers from problems of excessive centralization and policies and action plans are far removed from the needs of the citizens, results in a mismatch between what is required and what is being provided. Inadequate capacity building of personnel who are to implement the laws also results in policies and laws not being implemented properly. Further, lack of awareness about rights and duties and callous approach to compliance to laws on the part of some of the citizens also create barriers to good governance.

Attitudinal Problems of the Civil Servants

There is a growing concern that the Civil Services and administration in general, have become wooden, inflexible, self-perpetuating and inward looking. Consequently, their attitude is one of indifference and insensitivity to the needs of citizens coupled with the enormous asymmetry in the wielding of power at all levels which has further aggravated the situation and result. The officers perceive themselves as dispensing favours to citizens rather than serving them

and given the abject poverty, illiteracy, etc. a culture of exaggerated deference to authority has become the norm.

Lack of Accountability

A common reason usually cited for inefficiency in governance is the inability within the system to hold the Civil Services accountable for their actions. Seldom are disciplinary proceedings initiated against delinquent Government servants and imposition of penalties is even more rare. It is primarily because at most levels authority is divorced from accountability leading to a system of realistic and plausible alibis.

Cumbersome disciplinary procedures have added to the general apathy towards discipline in Government. Moreover, the safeguards provided to civil servants, which were well intentioned – have often been misused. Another reason for lack of accountability is that performance evaluation systems within Government have not been effectively structured. The complacency that the system breeds has resulted in employees adopting an apathetic or lackadaisical attitude towards citizens and their grievances.

Red Tapism

Bureaucracies the world over are expected to adhere to the rules and procedures which are of course important for good governance. However, at times these rules and procedures are ab-initio ill-conceived and cumbersome and therefore, do not serve their purpose. Also, Government servants sometimes become overly pre-occupied with rules and procedures and view these as an end in themselves.

Low Levels of Awareness

Low levels of awareness among citizens about their rights and duties prevent citizens from holding erring Government servants to account. Similarly, low levels of compliance of Rules by the citizens also acts as an impediment to good governance; when citizens do not adhere to their duties they infringe on the freedom and rights of other citizens. *Thus, awareness of rights and adherence to duties are two sides of the same coin.* A vigilant citizenry, fully aware of its rights as well its duties, is perhaps the best way to ensure that officials and other citizens, discharge their duties effectively and honestly.

Ineffective Implementation of Laws and Rules

There is a large body of laws in the country, each legislated with different objective – maintaining public order and safety, maintaining sanitation and hygiene, protecting rights of citizens, giving special protection to the vulnerable sections etc. Effective implementation of these laws creates an environment which would improve the welfare of all citizens and at the same time, encourage each citizen to contribute his best towards the development

of society. On the other hand, weak implementation can cause a great deal of hardship to citizens and even erode the faith of the citizenry in the Government machinery.

In conclusion, Good Governance is an ideal which is difficult to achieve in its totality. Very few countries and societies have come close to achieving good governance in its totality. However, sustainable human development actions must be taken to work towards this ideal with the aim of making it a reality.

1.8 Administrative Reforms taken for a New India: A Systematic Approach to Problem Solving

“A brave New India for an average Indian that is what reforms should aim for”

—Hon'ble PM Shri Narendra Modi

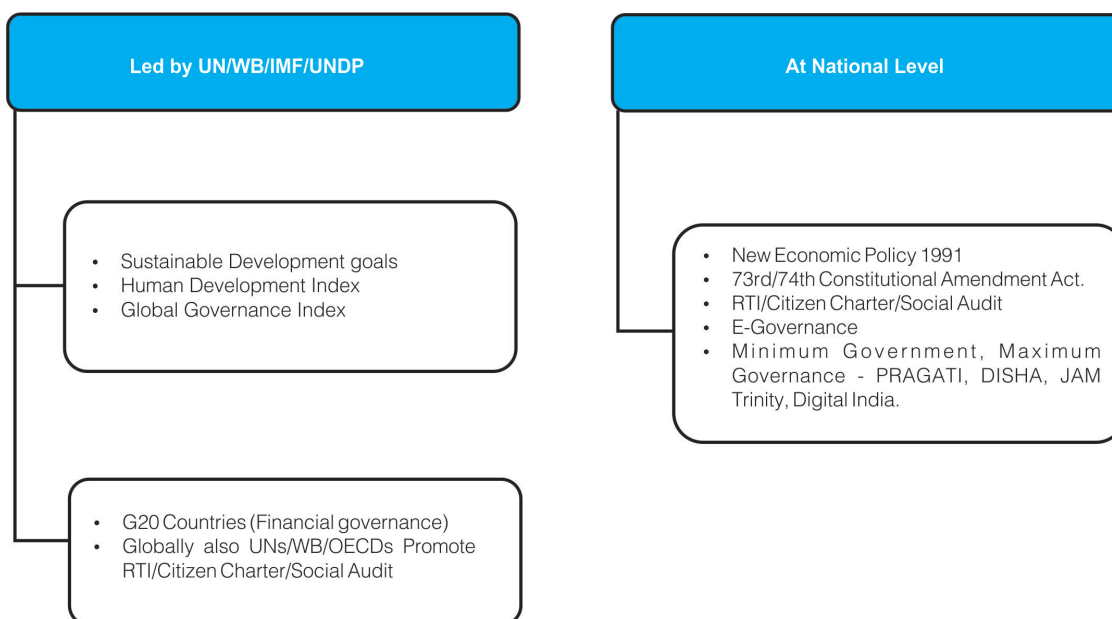
In order to transform India into our cherished dream of AtmaNirbhar Bharat, we need to work with the guiding principle of *'Minimum Government, Maximum Governance'*. And it is with this keystone in mind, the government's administrative reforms have been aimed at encouraging greater efficiency, transparency, corruption-free governance, accountability, and reduction in scope for discretion.

As we set to celebrate 75 years of India's Independence with promises of a New India at heart, let us also look back at some of the administrative reforms which have not only become the testament of our strength in the last few years but also gave us the mantra of *'Sabka Saath, Sabka Vikas, Sabka Vishwas, Sabka Prayas'*.

- **Launch of Mission Karmayogi:** From rules-based to roles-based, the National Programme for Civil Services Capacity Building (NPCSCB) was launched as a new national architecture for civil services. It is a comprehensive reform of the *capacity-building apparatus* at the individual, institutional and process levels for efficient public service delivery.
- **e-Samiksha:** A real-time online system for monitoring and following up on the decisions taken by the Government at the Apex level in respect of the implementation of important Government programmes/projects.
- **e-Office:** Strengthening of e-Office Mission Mode Project (MMP) for enabling Ministries/ Departments to switch over to paperless offices and efficient decision making.
- **Self-certification of Documents for Appointments:** From June 2016, recruiting agencies can issue provisional appointment letters based on the submission of self-certified documents by the candidates.

- **Discontinuation of the Interview in the Recruitment of Junior-level Posts:** From January 2016, interviews were discontinued for recruitment to all Group 'C', Group 'B' (Non-Gazetted posts), and other equivalent posts in all Government of India Ministries/ Departments/ Attached Offices/ Subordinate Offices/ Autonomous Bodies/ Public Sector Undertakings to curb malpractices and to bring objectivity to the selection process.
- **Appointment at Senior Positions:** Multi-source feedback for empanelment for the posts of Joint Secretary and above was introduced.
- **Citizen's Charter:** The government has mandated Citizen's charters for all Ministries/Departments which are updated and reviewed on a regular basis. The Citizen's charters of Central Government Departments are available at the respective websites of Ministries/ Departments.
- **Weeding out Inefficient Officers:** Intensive review of Officers with doubtful integrity by premature retirement.
- **Integrated Government Online Training Programme:** Use for online module-based training.
- **Good Governance Index 2019:** It was launched to assess the Status of Governance and the impact of various interventions taken up by the States/UTs. The objectives of GGI are to provide quantifiable data to compare the state of governance in all States and UTs, enable them to formulate & implement suitable strategies for improved governance and shift to result-oriented approaches and administration.
- **'Prime Minister's Awards for Excellence in Public Administration':** Comprehensive restructuring of the Scheme for Awards in 2014 and thereafter in 2020.
- **Promote e-Governance:** To boost e-Governance in a holistic manner, various policy initiatives and projects have been undertaken to develop core and support infrastructure.
- **National Conference on e-Governance:** It provides a platform for government to engage with experts, intellectuals from industry, and academic institutions to exchange experiences relating to e-Governance initiatives.
- **National e-Governance Service Delivery Assessment:** It aims at assessing the States, UTs, and Central Ministries on the efficiency of e-Governance service delivery.
- **Centralized Public Grievance Redress and Monitoring System (CPGRAMS):** The Government undertakes CPGRAMS reforms in the top grievance receiving Ministries / Departments by enabling questionnaire-guided registration process and providing automatic forwarding of grievances to field level functionaries to reduce redress time.
- **Increasing Efficiency in Decision Making in Central Secretariat:** By reducing the channel of submission to 4, adoption of e-Office version 7.0, digitization of central registration units, a greater delegation of virtual private networks under the Central Secretariat Manual of Office Procedure 2019, and adoption of desk officer system, the government is increasing efficiency in decision making in Central Secretariat.

1.9 Initiatives taken for Good Governance



1.10 Suggested Course of Action

There is no doubt that from the wonderful day when India became free in 1947 till today, we have made enormous progress. However, we still have work to do to build the India that we promised to ourselves in our Constitution. The following suggestions can help transform the nature of governance in India:

- It is crucial to **make Government procedures and processes more participatory and accessible** in order to make governance more inclusive.
- Because information is the currency of democracy, Information and Communication Technology (ICT) **should be used to increase the free flow of information** and make it available to policymakers, citizens and other non-profit organisations.
- **Improve accountability**, because in the absence of accountability and responsibility, abuse of discretionary power is common and corruption is on the rise, which jeopardizing Good Governance.
- To make headway on the existing imbalances, **quantifiable data** is required **to track the outcomes of public policies** and activities. In addition to the GDP, the Human Development Product (HDP) is another important metric to improve governance.
- **Adopt a citizens charter in letter and spirit** to outline promises and obligations of the institutions, as well as a proper redress mechanism for the failure to meet the objectives.
- Streamline Government systems to make them more responsive to changing socio-economic realities by making them faster, efficient and effective.
- The 2nd ARC suggests that the difficulties of corruption should be handled by officials in a time-bound and efficient manner. And, **timely justice delivery is essential to create a deterrence for corrupt officials**, hence judicial reforms are required.
- Criminalisation of politics is one of the biggest threat in the process of Good Governance, as it need good

legislatures. Hence, **electoral reforms** are key in the Good Governance process.

The public should have faith in the Government. The **expectation of good governance is that the development model should be all-encompassing and all inclusive**, no section of the country should be left behind in terms of development and no person in the country should be left out of the development model.

For this, the governance structure must be founded on a recognition of the importance of and commitment to, durable, legitimate and inclusive national and local institutions, as well as inclusive involvement in public processes. To enable transformative and sustainable growth, it must overcome institutional and governance obstacles. It must promote the identification and support of options and activities that strengthen empowered societies' collaborative capacities in finding peaceful, effective and long-term solutions to global, national and local development concerns.

Understanding the purpose and spirit of the rules and laws and deciding what is best for the people can be achieved if both citizens and Government read rules and regulations in a slightly different way. It begins with focus on **'Role driven service not Rule driven service'**. Officials should forget **'What to me and What for me'**, the good governance comes within the phrase – **'to improve and do well'**.

Similarly, the **citizens should become proactive and participate in the decision making to ensure quality service delivery access**. Enforcement of accountability begins with a pro- active attitude that involves awareness of rights and reporting of poor governance.

In conclusion, it can be said that **Good Governance** is not merely an ideology or agenda but it is the vision of our constitution makers for India and its people. The dedication towards public service through effective participation, awareness, accountability, openness etc. are keystone principles of Good Governance which is also visible in the motto of **'Sabka Saath, Sabka Vikas, Sabka Vishwas and Sabka Prayas.'**



**TRY SOME MAINS PREVIOUS YEAR QUESTIONS**

1. To what extent in your opinion has the decentralisation of power in India changed the governance landscape at the grassroots? **(2022)**
2. The Gati-Shakti Yojana needs meticulous coordination between the government and the private sector to achieve the goal of connectivity. Discuss. **(2022)**
3. 'In the context of the neo-liberal paradigm of developmental planning, multi-level planning is expected to make operations cost-effective and remove many implementation blockages.' Discuss. **(2019)**
4. The need for cooperation among various service sectors has been an inherent component of development discourse. Partnership bridges the gap among the sectors. It also sets in motion a culture of 'collaboration' and 'team spirit'. In the light of statements given above examine India's development process. **(2019)**
5. "Effectiveness of the government system at various levels and people's participation in the governance system are interdependent". Discuss their relationship in the context of India. **(2016)**
6. Has the Indian governmental system responded adequately to the demands of Liberalization, Privatization and Globalization started in 1991? What can the government do to be responsive to this important change? **(2016)**
7. Two parallel run schemes of the Government, viz the Adhar card and NPR, one of voluntary and the other as compulsory, have led to debates at national levels and also litigations. On merits, discuss whether or not both schemes need run concurrently. Analyse the potential of the schemes to achieve development benefits and equitable growth. **(2014)**
8. Many State Governments further bifurcate geographical administrative areas like Districts and Talukas for better governance. In light of the above, can it also be justified that more number of smaller States would bring in effective governance at the State level? Discuss. **(2013)**