

**A STUDY OF PUBLIC SERVICES PROVIDED UNDER e-  
Governance IN MAHARASHTRA  
(WITH SPECIAL REFERENCE TO 'SANKALP', PUNE  
COLLECTORATE OFFICE)**

**A THESIS submitted to  
The Tilak Maharashtra Vidyapeeth, Pune.  
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Under the Faculty of Moral and Social Science  
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YASHADA, PUNE.**

**February 2011.**

## UNDERTAKING

I hereby declare that the thesis entitled “A Study of Public Services provided under e- Governance in Maharashtra (with special reference to ‘Sankalp’, Pune Collectorate office)” completed and written by me has not previously formed the basis for the award of any degree or other seminar title of this or any other university or examining body.

Place: Pune

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## CERTIFICATE

This is to certify that the thesis entitled “A Study of Public Services provided under e-Governance in Maharashtra (with special reference to ‘Sankalp’, Pune Collectorate Office)”, which is being submitted herewith for the award of the degree of (Ph.D.) in Political Science of Tilak Maharashtra Vidyapeeth, Pune is the result of original research work completed by Arvind Sitaram Kulkarni under my supervision and guidance. To the best of my knowledge and belief the work incorporated in this thesis has not formed the basis for any award of any degree or other similar title of this or any other university or examining body.

Place: Pune

(Dr. Ramprasad V. Pole)

Date:

Guide

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**CHAPTER: ONE**

**INTRODUCTION**



# CHAPTER 1

## INTRODUCTION

### **Introduction**

India has emerged as the most preferred destination for outsourcing IT services. The India's IT industry is contributing by providing information with the help of latest technology and business practices which has helped to improve Indian economy and country's image.

Governments are using e-technology to improve people's lives. The emergence of e-Governance offers an opportunity to governments to adopt certain new value propositions of ICT to bring pragmatic shift in governance process. e-Governance fosters partnership and collaborations of all levels of government and with private sector. e-Governance provides unique new solutions to address age old problems in the fields of health, education, rural development, poverty alleviation, employment etc. e-Governance applications bring countries, its citizens in to international stream. e-Governance programmes make government effective and efficient in delivery of services and internal administration. This brings overall change in government culture and in society. ICT has a great role to play in the governance of a country from central to village level. ICT are re-shaping and re-defining the globe constantly. With the use of technology in administrative systems governance is drastically changed. In India where access to administration had been difficult to a common citizen even for legitimate day-to-day tasks, these solutions offer a great helping hand. e-Governance offers vast opportunity to transform governance and improve capabilities of government in empowering citizens and issuing services efficiently. e-Governance Is not meant only for introducing technological tools, it fundamentally tries to bring a change in mindset and work culture to integrate government processes and functions to serve the citizens better.<sup>1</sup> India had understood potential benefits of ICT through practices emerged and evolved mainly from natives. The bottom-up demand for delivery of services was bleak initially, but change in public

perception was for the better. This trend was confirmed with review of the success of e-Governance models in Andhra Pradesh, Kerala and Karnataka. Time and cost for availing public services have come down drastically and that promoted success of many more projects. E-Seva from Andhra and FRIENDS from Kerala are one of the early success stories.

### **Welfare state**

The Directive Principles of the Indian Constitution reflects that India is a welfare state. As a welfare state India is committed to the welfare and development of its people, particularly vulnerable sections like SCs and STs, backward minorities and handicapped. Almost a quarter of India's population consists of SCs, STs who had been neglected for centuries. The government has taken several steps for their welfare. Some of such steps are listed below.

The government has passed several laws for the abolition of Untouchability, Beghar and Zamindari.

The representation of SCs, STs in Parliament, State Assemblies and Local Government bodies is assured.

The National SC and ST Finance Development Corporation, a Tribal Co-operative Marketing Development Federation and Minorities Finance and Development Corporation were formed for developing entrepreneurial and other skills. Scholarships for SC and ST students offered. Coaching for Civil Service examinations and professional institutes offered through special centres across India.

For OBC the government has announced 27% reservation in civil service.

A National Policy on Children was adopted in 1974 in line with UN Declaration on the Rights of the Child and enacted Juvenile Act in 1986.

The Mid-Day Meal scheme launched to provide nutrition to children.

Day Care Centres, Old Age Homes, Mobile Medical Units and Counselling Centres for drug abuse prevention were launched throughout the country.

Child Survival and Safe Motherhood Programme was started to provide universal immunization and safe motherhood initiatives.

Primary health care is provided to rural population.

Housing and Urban Development Corporation was formed to ensure minimum level of shelter with basic amenities.

Integrated Rural Development Programme was launched to provide assistance to deprived families to upgrade skills.<sup>ii</sup>

The UN Development Programme for 2009 shows that 320 million Indians live in extreme poverty and Suresh Tendulkar committee estimated that 37% of the population lives below poverty line in the country. The task of eradicating poverty is a difficult task. But latest figures have brought some hope that efforts being made in the field of family welfare have shown some results. The percentage of decadal growth of population has declined from 23.86 during 1981-1991 to 21.34 during 1991-2001. The Infant Mortality Rate (IMR) which was 140 per 1000 live births in 1981 came down to 100 in 1991 and 72 in 2010. The death rate declined from 15 per 1000 in 1981 to 9.6 in 1991 and to 9 in 2010. Literacy rate reached to 68 in 2010 from 14 in 1947. The life expectancy reached to 68 in 2010 from 64 years in 1991 and 58 in 1981. These are achievements but still more to be done.

The India has emerged as a strong economic power by posting an average growth rate more than 7% in the decade since 1997 and reducing poverty by 10%. While GDP growth rate is reached to double figures, the 57% of GDP is consumed by 1% of our total population and this inequality of distribution has created a wide gap and challenge to government.<sup>iii</sup>The Gandhi's philosophy of trusteeship believes in inherent goodness of mankind. His programmes of Bhoodan, Shramdan or Gramdan can lead to reduce inequalities in society, but we Indians not followed his advice and facing this situation.

The Government of India is aware of the problem and trying its best to get better results: either by starting new schemes or by modifying existing ones, so that more eligible citizens can claim benefits and improve their capacity. All these

efforts should be supported by proper administrative system. Then only results can be achieved and system will be effective. .

### **History of Political Institutions**

History of human progress began with *Eolith man*. He is said to have gone beyond barbarism. Next was the *Palaeolithic man*, who wandered and hunted with stone hatchets but came back to his cave at night to sleep. This old stone-age-man made law of governance, created religion, wrote stories and developed value of justice and social order. The third in the line of pre-historic man was the *Neolithic man*. He was making tools and arms with stone, handled axe, bows and arrows. He built big houses. He became agriculturist. It was from this period that political institutions began to shape. They formed tribes, remain united against unexpected danger. The concept of federal governments was initiated during this era that too 7000 years before Christ was born.

Next in line was the *metal-age man*. His tools became more sophisticated. His social and political relationships became more complex, competitive, and stable. He institutionalized religion, society, and politics. He was more interested in wars and in conquests. During all these years primitive man gradually became a law abiding person though political institutions were not developed properly.

The pre-literate stage is of more than ten lakh years. It paved the way for modern governance methods.

History of political institutions and governance of Indian civilization can be traced in the religious scriptures. Political system of a country gives idea of structure of institutions that forms state and government. The identity and unity of government goes back to Vedic age. Indus Valley Civilization has municipal cities and centralized administration prevailed for each city. A different concept of society was developed with Aryans invasion. In Manu Samhita the history of kingship is described. In ancient Indian Political system, the king had limited powers and was bound by "Dharmas" or rule of law. Village councils and Village administration was a significant part of ancient Indian Political System. Later foreign invaders came and destroyed common man's economy, growth and

culture. Their military oppressive dictatorship insulted local religion & beliefs. The civilization became more religious. The numerous princes controlled the people. The history of political development of the entire world shows more or less the same pattern.<sup>iv</sup>

### **Administration:**

Administration is in the final analysis a human problem; dealing with human beings and not with statistical data. Administration is meant to achieve something and not to exist in some kind of ivory tower. It should follow certain rules of procedure in its working in the interest of human beings and their welfare. The goal of administration is to ensure smooth working of the organizations processes by coordinating and allowing people to participate in the process and providing them proper information that is required to accomplish the assignments.

The administration law is vast; it covers the organizations powers, duties and functions of public authorities who are engaged in administration. The administration law also covers the rules about governing authority's relations with one another and with citizens and non-governmental bodies. The legal rules are framed in such way to control administration and the rights and liabilities of officials. The principle object of administration law is to ensure efficient, economical and just administration. The distinction between public administration and private administration is that administrative law is quite different. Public administration is bureaucratic but private is not.<sup>v</sup> The principal law of administration is to ensure efficient, economical and just administration.

### **Public Administration –**

Public administration is formulated on the social system as well as system of production prevalent in the society. The role of public administration has ceased to be simply a maintenance role, but has moved in to the realm of development administration – “the steering role”. Privatization, globalization and liberalization brought out new challenges to public administration. Public administration is all

set to serve the people; it has to be proactive rather than reactive. This is the time when public administration should move from its image of “imposed organization” to “independent organizational groups”, more customer centric and a facilitator of change. Public Administration describes the development, implementation and study of government’s policy decisions. Public administration is carried out by public servants who work in the public departments and agencies as servants of governments and perform a wide range of tasks.

Public administration covers the institutions of public bureaucracy within a state, the organization structures, basis of decision making and procedure of implementation and delivery of public services. Public administration is carried out by public servants who work in public departments and perform wide range of activities. Public administration is bureaucratic which do not disturb the power structures and procedures adopted for years. Lakhia Pattern has proved that without disturbing power structures, it is possible to bring out many substantial improvements in the day-to-day interface with common people and district administration. It has proved that there exists scope to improve systems that too without disturbing power structure and making the transactions smoother and easier with wider acceptance

After Independence all round development was initiated that resulted in highly expanded role of state. Along with the development activity, states were entrusted to implement welfare and socialist objectives by becoming entrepreneur itself and at the same time controlling and regulating private sector.

Governments in developed and under-developed countries are powerful institutions with a wide range of services under their control and these powerful institutions are run by bureaucrats. With expansion of government functions, bureaucratic set up increased in number and authority. This has impacted on the citizens of quality of life.

Public sector was enlarged and bureaucrats and senior officials became the beneficiaries of development process. This class became pervasive, not ready to

listen from society and became aloof. How the bureaucrats are using the administrative system in their own interest? To whom are bureaucrats answerable? How the bureaucrats are to be held accountable? The administration has to answer these questions. The present political system is not able to provide the deprived class of their legitimate rights. The administration needs to respond to the needs of state, its citizens and market forces. The demand for greater transparency in administrative decision making is to be seen in this changed context. Accountability, transparency, corruption and participation are the main issues that need to be addressed on priority.

### **Accountability**

Accountability involves the right to receive information to justify one's actions. Thus, accountability is answerability for one's actions or behaviour. Accountability is a 'driving force' that puts pressure on the administrators to be responsible for actions and to ensure good public performance

Good governance is an accountability oriented concept. This concept is more applicable to the third world countries, as the governments in these developing nations are the main producers of public goods and governments frame rules for the working of market efficiently. The World Bank, in its report (World Bank 1992) pinpoints accountability as an essential pre-requisite for good governance for both private and public sectors. Accountability has to ensure efficiency in production and distribution of public goods and services.

Public organizations are answerable to government, the legislature and the judiciary for their actions. Citizens are the best judge of quality and quantity of services offered by these organizations. Media can keep a constant vigil and through its coverage can highlight the issue.

Bureaucratic accountability is the core issue of public administration in democracy. As the state has grown big in activities, there have been more abuses of power by bureaucrats. The accountability controls abuse of

bureaucratic power and discretion. It measures performance in accordance with standard and quality; it improves governance and public administration.

The World Bank instructed third world countries to maintain administrative and financial vigilance. The suggested measures are –

To maintain accountability of government officials through clearly defined transparent process, legitimacy of governments well defined open procedure, protect safety and security of citizens, define rule of the law in action, see that public agencies are responsive to the needs of the public, social and economic development in equitable manner, make information readily available through freedom of association and expression. The governments have to follow these well-defined goals, so that accountability can be achieved in operations.

### **Transparency**

Right to Information Act (RTI) provides the citizens to question any government officer for his act. The RTI helps to hold responsible the erring civil servants and bring out transparency in the functioning of the government. “Information is power and Right to Information (RTI) brings accountability and transparency in administration” said Prof. T M Mahapatra, B.H.U. RTI is empowering the people with availability of vital information. India’s development experience expanded the role of the state. State was adopting welfare of its citizens through socialist principles; state itself became an entrepreneur and is controlling and regulating the private sector. With expansion, public sectors became too big. The senior government officers and bureaucrats with wide power under their control became the main beneficiaries. Bureaucrats became too powerful, not ready to listen to any advice and cut off from the citizens.

Government understood the limitation of administration in implementing task of development, so administrative reforms were introduced in 1953 and again in 1966. The situation was not changed; A D Gorwala’s report (1951) highlighted the issue of character building and decline in character as the main issue to be tackled by government. The A D Gorwala report further noted that higher



corruption results in additional more costly public investment, lowering government revenue, that lowers expenditure on operations and maintenance, ensuring lower quality of infrastructure and affecting honest employee's moral. State Electricity Board, Public Works Department is the centres of corruption. Central Bureau of Investigation, Central Vigilance Commissioner, etc. are some of the government agencies trying to hold corruption under control. Strict enforcement of the principle of accountability at all levels and respect for rule of law should be the essential component of anti-corruption strategy.

Telgi's stamp Paper scam, CAT and Railway exams paper leakage are some of the scams that rocked the nation. Adarsh Society, Commonwealth and 2G spectrum are some of the latest scams that put government in fix.

At the same time persons like Satyendra Kumar Dubey, an IIT engineer lost his life as he tried to open hidden truths in the Golden Quadrilateral project. RTI activists were brutally murdered total 10 activists lost their lives in 2010, is a serious concern. Political corruption is a major scam. Majority of the MP's had a criminal background and are involved in civil cases. Taxes and bribes are common at the entry point in a state. The central government and state governments are trying to control corruption by adopting RTI, appointing Ombudsman and Lok-Ayukta, implementing computerization programmes. Private bodies, individuals and media can play a role to expose irregularities.<sup>vi</sup>

### **Corruption**

A special court and separate anti-corruption police squad without any political interference have been formed. There are some efforts made by the government and private sectors to control corruption from public places. CVC through their website, publishing names of corrupt bureaucrats, had made an impact on the society. Transparency International (India) has been ensuring transparency in public procurement through introduction of e-tendering and e-procurement using the internet to bring greater efficiency in the procurement process.

India has achieved reasonable high level of fiscal transparency, especially in regards to fiscal information available to the public. This has been confirmed by the International Agencies Report – “IMF Code of Good Practices in Fiscal Transparency – Declaration of Principles”.<sup>vii</sup> The demand for greater transparency in administrative decision making was conveyed to government through initiatives of Jansunwai and Mazdoor Kisan Shakti Sanghatana (MKSS) organizations as organizations forced state government to respond to the demands of information and accountability.

Much has been done to control or minimize corruption but many more efforts are needed to root out this deadly disease from the administration. If we compare our score & ranking at Corruption Perception Index, we can understand that we are far away from the target. In 1995 India was ranked 35<sup>th</sup> with an integrity score of 2.78. In 2001 and 2003 India was ranked 115<sup>th</sup> and 83<sup>rd</sup> respectively with an integrity score of 2.80. In 2009 India was ranked 84<sup>th</sup> with an integrity score of 3.40.<sup>viii</sup>

### **Measures required in controlling Corruption**

- Law should make working of public office and officials transparent.
- Public should have access to all (except few) official documents.
- Public officials should declare their income and assets every year.
- Lokpals should be appointed by the President.
- Clear and fair elections.
- Debar candidates with criminal offences from elections process.
- Financial structure should be more transparent.

Central and state government apparatus and its enforcement machinery should be prepared to meet challenges in all eventualities and alert vibrant public opinion and the media should support such initiatives. If all these efforts are taken in the right direction, only then there will be some hope to improve the situation.

## **Participation**

The universally accepted characteristics of good governance include participation, along with the rule of law, transparency, accountability, responsiveness, efficiency and effectiveness. All these characteristics can ensure sustainable development through planned growth.

In the governance system, the place of the people is shifting with changing ideologies. For too long the focus on people was over shadowed. 'People Centred Governance' concept is strengthening the role of people in all dimensions of governance.

Participative development is an essential condition of democratic governance that brings accelerated development process with growing wealth and emphasizing on its distribution. Dr. Amartya Sen in his book "Development as Freedom" (1999) maintains, development should be looked through not only from the perspective of freedom but equated with freedom. Sen further notes that poverty, deprivation and inequality are conditions of non-freedom. These obstacles can be removed through participation. In the process of development, opportunities are to be created, processes to suit participation to be developed then capabilities and opportunities to the deprived class on equal footing needs to be created.

People's participation in Indian context is expected to be a passive support to the policies and programs of the government. This approach of participation was only a formal participation and was just the role of recipients and not creative agents. In the passive model, conflicts, dissatisfaction of participants accelerates to movements as form of mobilization and further extension of mobilization turns in to starting militant and resistance movements.

The Panchayat Raj Institution was the first experiment tried by the government to absorb new elite and broaden the base of power, but it lacked mechanism to involve common people in development process. Programs like 'Garibi Hatao' were initiated to gain political backing, but the program lacked administrative

structure to involve the people. (During 80's and 90's economy was free, growth was achieved at the cost of dismantling grass root institutions and poverty was not wiped out).

The unrest in the sixties took the form of people's movements arising out of different situations.

- i) In the late 60's as the unrest spread, causing stress on governance, the state started arming itself with laws and force, created repressive climate. The legitimacy of state and its governance was challenged. The silence of the state and failure to give justification of actions put global pressure on government to improve governance and upholding human rights.
- ii) 'Narmada Bachao Andolan' (NBA) questioned the development paradigm of the government. A world of prosperity to one set of people while another set in poverty. One set got security of livelihood while another set lost their source of livelihood. The poor people gathered and challenged the state power, questioned the very model of development and NBA received support from national and international media.
- iii) The third case is the RTI movement in Rajasthan demanding greater transparency in governance.

The Indian states took initiative in transformation tasks, but proper institutions were not started, people were not involved and sustenance suffered. The questions of enlargement of freedom through participative development were not properly represented.<sup>ix</sup>The goal of any administrative activity is to see smooth running of the organizations processes (i.e. with accountability) by coordinating people (i.e. participation) and providing them with information (i.e. transparency) for completing assignment.

## **Issues and Challenges in Administration**

### **Decentralization of Administration**

Decentralization is generally understood to indicate devolution of power and resources from higher level government to lower level government. The aim of democratic decentralization is to provide the weaker sections of the society an opportunity to participate in the rural, political and economic development and in decision making process. It brings closer to people and give them powers to identify rural needs and priorities at their level and to meet those needs effectively. However, because the poorest of the poor and their newly elected leaders are ignorant to exercise their powers effectively, makes the task challenging to the administration.

Decentralization is implemented in Indian states with a view to make the Panchayats, the most visible units of the administration at the lowest level in the society. With Panchayat, rural people will have great participation opportunities, with more autonomy in the management of their own affairs. Gramsabha is the most significant institution for participatory democracy and decentralization. The Gramsabha was given a special place in the 73<sup>rd</sup> amendment empowerment of Panchayats. With financial and administrative responsibilities to Gramsabha, has opened a new chapter on way to good governance.

The use of computers in rural self-governance can reduce distance by linking remote villages to government offices. In cities, computer can reduce staff requirement, citizen and government's cost, and can check irregularities in governing system.

The ultimate goal of any government is the betterment of each citizen. To achieve this goal, it should have a better administrative system, with effective and efficient communication technologies in practice, so that any complaint, enquiry or suggestion made by the citizens from any corner are duly considered and are provided with prompt, adequate and timely services. Technology provides a unique and new opportunity to address age-old problems. With the adoption of 73<sup>rd</sup> Amendment Act to the Constitution of India the Panchayats in rural areas received the constitutional legality to function as rural self-governments in the third tier of governance. Specified powers are delegated to

local bodies, fixed tenure of five years is assured, seats are reserved for women and financial umbrella is provided through State Finance Commission. All these provisions are expected to strengthen Panchayat Raj system.

However, we can find that Panchayats still suffer from dependency syndromes and not able to function independently. The reasons for such status are lack of awareness about government policies, programs and schemes not able to impact is the main reason of weaker Panchayats. Co-operation from district officials can change the scene. Awareness among rural folks can be created with training programs, workshops and handbills. To make Gram-sabha an effective instrument of local participation, the Ministry of Rural Development, GOI requested state governments to initiate appropriate steps to make Gram-Sabha as an effective instrument of change process at the local level.<sup>x</sup>

### **UNDP's Participatory Approach**

UNDP's 1993 report on "Human Development Report" speaks on participatory patterns of development. A participatory grass root approach implies that in achieving limited tasks, local citizens should be involved in activities such as small scale manufacturing, provision of drinking water by using indigenous technologies, basic hygiene and preventive medicine. With active participation in decision making process this class can move out of poverty in to sustainable development process.

### **Drawbacks of traditional administration**

Dr. Madhav Godbole (Retd.I.C.S.) in his report on Good Governance submitted to Government of Maharashtra observed that "from the view point of the citizens, government epitomizes corruption, introduce delays, long-winded procedures, lack of transparency and extreme rudeness and insensitivity often bordering on callousness." This remark lists reasons of drawbacks in administration by highly acclaimed administrator.

Demands on government have changed and are changing both quantitatively and qualitatively. Altogether different set of knowledge, skills and attitudes need

to be learned and assimilated to be able to effectively interact with the new changed face of clients and partners. The role of government is undergoing a change from command mode to service mode with human rights and citizen charters along with RTI have become watchdogs. So change in attitude is the need of the day. In response to complaint under RTI, the Delhi High Court ordered a two week jail term to Delhi Jail Board's top officials for their failure to prevent sewage flowing into the Jamuna River. Henceforth, it is expected "powerful" people should realize that they are servants of people.<sup>xi</sup>

Government may have to withdraw from a number of areas and strengthen their role in selected sectors. The overstretching of state services is affecting overall efficiency & poor performance in important sectors as law & order, justice etc. No program is "immortal", some of the programs can be revamped as per need or scrapped if they had lost relevance or can be entrusted to private parties or NGOs. This will reduce the burden & staff can be relocated or disbanded. Some of the reasons for poor performance of government are culture of secrecy, seniority based on length of service, lack of imagination towards new technological gadgets, lack of coordination, work to rule, strictly following procedure without considering the end result, resistance to re-engineering of departmental process, negative role of trade unions, lack of infrastructure, shortage of proper skilled manpower and tools. These factors affected performance and image of government.

Propensity to centralize and vertical top to bottom decision approach are dominant features of our present system. We have to redesign whole departmental procedure considering allocating work to subsidiary or taking help from outside specialized agency based on task & technological requirement. Decentralization of power with proper checks will improve the performance. Follow the best practices, build a national resource database for reference, and amend laws and rules with proper constitutional amendments to remove obstacles, horizontal delegation of authority with clear defined accountability at every level will increase efficiency, providing better services to citizens.

Periodical regular review of the restructured system from a third party can suggest improvements in political & governance system.

In February 1999, Prime Minister Vajpayee expressed his displeasure at lack of service orientation in the government machinery, in words, “People often perceive the bureaucracy as an agent of exploitation rather than a provider of service. Corruption has become a low risk and high reward activity. Frequent and arbitrary transfers combined with limited tenures are harming the work ethic and lowering the morale of honest officers. While expecting discipline and diligence from the administration, the political executive should self critically review its own performance.” These remarks narrate the true picture of administration.

The quality of administration has to be seen from different angles i.e. the people, the political executives, the bureaucrats, and the productivity norms. The present citizen interface with government is characterized by four D’s discourtesy, delay, dishonesty and deficiency,<sup>xii</sup> Administration should make use of pool of multi-skilled work force for seamless service to balance workloads, optimize productivity & to reduce delays. Computerization, use of internet all over the state i.e. at both urban & rural areas will prepare proper base for better administration.

Most of the solutions are losing acceptance due to inefficiency, ineffectiveness to its stakeholders. There is a huge gap between desired and achieved, applications are provided to customer via internet but most of the applications are not complete, they require discontinuity of mediums as in the case of income tax payment, payment of tax and submission of documents can’t be done simultaneously at one stroke. Thus on-line applications are processed partially which leads to ineffectiveness, inefficiency, rise in cost and non-acceptance by users. e-Governance should provide complete solution and not part by part process to conventional life event.

### **Expansion in the role of Public Administration**

Over a period of time, administrative systems were developed and were performing mainly regulatory and development activities. Industrialization and technological developments brought many developmental changes. The



postmodern society with higher literacy level and awareness resulted rise in expectation of the citizens. The state has to safeguard the rights of the people, provide suitable living environment, maintain public health standards and maintain safety and security to all. The state has to mobilize and utilize resources judiciously. It has to provide essential public services and maintain law and order within a state. The concept of governance relates to the quality of relationship between government and citizens for whom it serves and protects. Governance is after all an exercise of economic, political and administrative authority for managing a state's affairs.

After independence, rapid economic growth raised the expectations of masses and they asked for more share of the wealth with better life. The state responded with anti- poverty and land reforms programs. The World Bank document (1997) expected more effective state by restricting its activities to match its capabilities and the World Bank report (1999/2000) advocated integration of state, market and civil society.<sup>xiii</sup> With the advent of economic reforms suggested by donor agencies state took exclusive emphasis on growth based on liberalization, privatization and globalization policies and started to reorganize itself. This resulted in closure of inefficient public undertakings, retreat from welfare programs, relaxations of laws protecting industrial labour. The state undertook these measures to provide efficient allocation of resources but termed as "inefficient" by detractors. This led to growing unrest in the country. To meet unrest the state started arming itself with laws to suppress the unrest. The legitimacy of state and governance was questioned. Amartya Sen (2000) has remarked by saying "it is not a question of more or less government but what kind of government."

All these additional and changing responsibilities and expectations made necessary to reinvent government to enhance its administrative system and IT has been proved to be very useful in such situation.

The application of IT in government leads to: 1) increase transparency in administration, 2) promoting opportunities for citizen participation in government,

3) openness in government functioning, 4) encourage citizens to express their views through IT, 5) encourage innovations and introduction of new ideas and concepts in governance process from citizens, 6) engage citizens on specific issues through community information programme.

Use of IT in administration has many advantages such as with minimum cost, efficiency can be improved. Ordinary citizen is linked with government easily. IT brings increased transparency and accountability in administration. If objectives are properly defined and proper computerization of systems done then the system will show positive results.

IT with its capacity to store, analyze, and to access data, it is a powerful tool to improve performance. It brings changes in organization structures, break down of hierarchy, and reduce the tendency towards bureaucratic organization. IT increases coordinating activities, decentralization of process. With the use of technology, staffs are replaced by computers. Organization is becoming down size or rather right sized. IT is changing the administrative process and facilitates administrative decentralization.

### **International Development Strategy**

The history of developments is long with many twists. The shifts in development approach were the results of unsatisfactory experience resulted from operations. Development has always a moving target, constantly generating debates to find new approaches.

The track history of development strategy starts with Marshall Plan introduced after the end of 2nd world war to reconstruct Japan & European nations. The same principle of transfer of public capital to enhance the pace of international development was put in operation in Latin America, Africa and Asian countries, freed from colonial rule. With the transfer of capital and technical expertise development was initiated in underdeveloped countries. The institutional set up and techniques which had proved successful in modernizing western world were not able to replicate same results in the third world countries. The international efforts were concentrated to achieve comprehensive development plans to guide

future policies. It was noticed that good project design was the key to many successful projects.

The second phase or twist began in 1960's. During this era sector-wise approach towards poorer & farmer community was at the centre. With "project for program" approach, programmes based on integrated rural development were introduced. Governments engaged in administrative reforms that stressed need of decentralizing authority. The programmes with more emphasis on basic necessities as education, health, drinking water were planned. Thus second phase was planned with principle "development of the people."

The Third phase was put in operation in late 1970's. During this time it was proved that governments can't administer the heavy development burden, as the government agencies do not work efficiently in the development field due to lack of technical capability. This led to another twist with focus shifted to "policy". The World Bank, IMF suggested reforms with structural adjustment, financial stabilization measures to get prices right and to release state controlled resources. These freed resources can be better utilized and managed by private sector. It is expected that with structural reforms, individual will be in their own or in co-operation can contribute significantly in the development process than with state controls and in bureaucracy set up. This period witnessed an increase in voluntary organizations role in working with people to realize their aspirations. NGO's could do for the people what the government had failed to do for them. People were no longer remained targets of development policies but rather became partners in policy decisions. This has again changed perception of development an exercise "with the people".

The fourth phase started in 1990,s with growing recognition that development is not only related to projects, programmes and policies but also about politics. For a long time politics and development were treated as two separate and distinct activities. Donor agencies and government upheld national sovereignty for a long time. This has been challenged. The third world countries getting politics right should be a pre-condition or requisite condition was the issue of debate before

international agencies and United Nations agencies. It was accepted that people not governments constitute the force of development. They must be given proper atmosphere with right incentives and opportunities in economic as well as in political arena. This led to underlying principle of development that is now seen primarily in terms of something done “by the people”.

There is great similarity between above mentioned twists and India's development process. During our First and Second Five year plans major activities were relating to create basic infrastructure. While subsequent Five Year Plans in 60 to 70's changed the pattern to decentralization. During 70 to 80 many social development schemes were introduced like “Garibi Hatao”. During 90's economy was freed, restrictions were removed and economy was strengthened.

### **Development Administration**

Development is a major concern of our times. The goals & strategies of development have grown over the years. In its initial phase, development aimed at economic growth. Now it has taken on a more comprehensive broader view. It has now come to mean human development, which includes not only physical but also socio economic and civic political development. Social development means provision of social services and assuring justice to socially deprived groups. Civic development implies provision of civil liberties and political rights.

To meet the needs of development, there has emerged a special mode of administration called development administration. Development administration is the operational apparatus of administration which is concerned with the formulation, implementation and execution of development policies, programs and projects.

Development became the centre of politics in developing countries. Administrative Development is the first and the most important facet of development. The basic goal of development administration is to focus on the building and improvement of a public administration system as part of the total efforts for national development.

India is a complex society with diverse languages, religions, castes, social systems, regional patterns etc. Unfortunately there are villages & tribes which are inaccessible and are remained uninformed about developments taking place in urban areas. They have to run to district headquarters for petty work resulting in waste of time & money. Illiterate farmers have to approach the corrupt middleman and civil servants to get the work done. Farmers have to fight natural disasters like draught, floods. This is the fate of common man in India. It is very difficult to evaluate impact of each factor or all together in the decisions that shape the governance system. The government follows the rule of law and justice without fear and implementing welfare programs as directed by the constitution still system has failed to give good results.

Also there is aloof, impersonal and paternalistic bureaucracy who needs to be transformed in to citizen focused and sensitive to user needs. This principle is at the centre of administrative reforms process in 1990's. Localization, externalization are the main pillars of reform process. Localization is to be achieved by transforming authority and decentralization of powers. With externalization or contracting out of services, government will be relieved from unrelated or inefficient services and public will have choice to select a service provider. De-bureaucratization is downsizing, splitting up in to more autonomous units. This will reduce the role of the state. Important changes have taken place in India's policies and programs of rural, urban and tribal development, since independence. More importantly there has been almost a U-turn in India's policy of economic development. As is evident from economic reforms, liberalization and globalization, this kind of changes call for de-bureaucratization of our development administration. The 73 and 74<sup>th</sup> constitutional amendments gave recognition to local bodies and accorded 33% reservation to scheduled castes and scheduled tribes and to women representatives. Transparency and openness is provided with "Right to Information" legislation. What we need today is a machinery of development administration which is flexible, responsive and above all committed to the cause of improving the lot of, for socially and economically deprived and politically oppressed strata of our society.

## **Challenges in front of Development Administration**

In the coming years, India has to face many challenges. The governance system needs to be restructured to cope with commitments under the free market and global economy. With globalization, citizens expectations are diversified have become particular with fixed choices and demanding improved responsiveness and efficiency from government services. In globalization, role of the state gets diminished, it has to support market oriented economy with efficient and effective public administration to achieve economic growth. Performance oriented governance supported by management techniques are advocated to fulfil promises.

ICT has made the world smaller and reduced the distance among nations in all respects. It has revolutionized the production process and service delivery mechanism. Governments in developing countries are forced by citizens to share information through ICT and internet. The political power of the states has been weakened by rich nations. The traditional administration system is under criticism from citizens asking for result oriented, downsizing and empowering local people at all levels. Citizens are coming together, forming groups, organizing mochas, to represent their views and interests. It is expected that in the 21<sup>st</sup> century, the civil society will be organized and will dictate development terms to the government. The new arrangement which is coming in operation, forming a triangle with the market, state and people, gives more space to civil society to represent their voices in an effective way. Though the Indian economy has shown an upward trend with better results, the poor are still poor and are increasing in number. Population growth is a serious problem that wipes out economic achievements. The critical basic needs like availability of drinking water, educational facility, good quality transport systems with better roads, and health facility for the majority of masses are not available. National ranking in the Human Development Report shows that we are still at bottom half.

The corporate millennium has brought in to limelight a new system of governance, i.e. citizen centric approach in all actions of the government.

Today's biggest challenge is posed by corruption at all levels and in all branches of the government.

The 21<sup>st</sup> century challenges in front of administration are of a different nature, vast in operations and will have its repercussions on generations. India is a developing country facing many domestic problems and has to find out its own approach to deal with globalization, liberalization and environment. Will public administration in India be able to face these challenges? India possesses the essential administrative character to change and there is hope to overcome these obstacles.<sup>xiv</sup>

### **Shift from Traditional Public Administration to NPM**

The period following the conclusion of World War second (1939-45) has witnessed most nations of Asia, Africa and Latin America becoming free from imperial rule and facing the challenge of development. With the attainment of independence, they turned their attention to the tasks of political and economic development with hope that it would be possible for them to provide a better life to their own people. However, shortage of trained manpower, dearth of technological knowhow and above all absence of stable political system compelled them to seek technological & economic assistance from developed countries.

Most of the European and American states attempted to reform their public service mechanism which ultimately changed the role model of the state. This was compelled by the situation prevailing at that time due to war disaster, rise and fall of communism, and demands of citizens for speedy economic and social development. This compelled states to change the parameters of state policy. Citizens demanded for welfare measures, decentralization of power, participation in government policies & programs.

In the past, government organizations have paid little attention to service quality or expectations of citizens. Citizen doesn't have choice or alternate medium to register his protest. The "traditional" model failed to implement policies and

effective services which forced to find an alternative model. The “traditional” model relied too much on bureaucratic efficiency. Till mid 70’s, when its shine started wearing off, administration yielded a place to a companion term “MANAGEMENT” meaning professional administration of a business concern, public undertakings etc. often simultaneously referring to the people engaged in the process of planning, organizing, deciding the governing body. With “management” becoming more and more glamorous, administration was almost reduced to a Cinderella status and it took a back seat. There was too much of management on everybody’s lips during 80’s and 90’s “public administration” retired to wings, leaving the stage to “Management”. Improvement in the quality of services to be provided with higher efficiency and reducing public expenditure. These were the guiding principles of the reform process. Management’s many smart features, with its youthful, go getter profile and its emphasis in quick decision making, data based planning, effective implementation through quantitative technique, etc. seemed to clinch the issue in its favour. Management became a buzz- word. Then the movement termed as “New Public Management” (NPM) was introduced in developed countries in 1990s.<sup>xv</sup> The NPM emphasizes service quality based on performance management and risk management. NPM began with objective to make public service efficient, economical and effective (i.e.3 Es) by using management techniques.

### **Features of the New Public Management**

- To control government’s size, expenditure and activities.
- Restructure government organization to suit market forces.
- Privatization wherever necessary by contracting out certain services.
- Stress for better quality and increase in efficiency.<sup>xvi</sup>

NPM reforms transformed the role of the government with more concerns on results and outcomes, to know the needs of customers and use of market mechanisms in public sector activities. The third world countries introduced reforms as recommended by donor agencies. India introduced The Structural Adjustment Stabilization Program (SASP) in 1991 aimed to reduce budgetary



support to public sector, disinvestment, subsidy reduction and outsourcing of activities. The criticism against NPM is replacement of public service values by pro-market value in administration. The basic norms of public service as neutrality, impartiality, accountability, responsiveness, representativeness, equality, justice, integrity, and commitment are taken over by market values as competitiveness, efficiency, productivity and profitability. (Haque 1983)

### **Shift in Governance approach under NPM**

The reforms under NPM shift balance from the state to the market, has posed questions of conflict in values between public and private sectors and customers and citizens. Market economy needs a strong government with sound business practices, financial sector and infrastructural reforms which can ensure sustenance of entrepreneurship. Regulations should prevent the occurrence of monopolies and abuse of power by private player in the market. Economic development requires good governance with open, transparent, accountable public institutions and demands the state to make efforts to create a proper atmosphere for functioning of market institutions and to see that these institutions are socially responsive. The governments while ensuring sound economic governance is to see that the private parties are competitive and ensuring level field for others who are disadvantaged in the development process in the market e.g. the provision of safety nets in case of lay-offs, re-allocation of units, offices, withdraw of subsidies, etc. This is a shift in governance approach towards societal-centred approach to development with emphasis on social capital in development process. Present public administration has become complex and needs to take in to consideration various points of view of economic, political and social fields.

The state and the market are the key players and have to establish interactive governance process, with sharing of responsibilities and maintain proper balance in state-market relations. Legitimacy of each and every state interaction with the citizens and partnership on equal terms between the state and institution can keep systems in equilibrium.

## **Role of state as regulator in Globalization**

Market Liberation Policies are associated with collateral liberation of domestic economy with privatization and reduction in the role of state as regulator of state economy. The main role of the state in managing the process of integration is to see that both social and economic objectives are ensured.

Financial liberation may alter labour market with higher job creation, dislocation and closure of industries and country's exposures to financial fluctuations of world market. The state has to maintain a rate of growth and employment and at same time to protect the economy. State's public investment and policy's role should be to strengthen national capacity, sharing gains of economic growth equitably.

In most developing countries like India, there is a large informal economy consisting of a large number of small scale manufacturing units with a high proportion of women and child workers working in activities of low productivity, less wages, lacking legal recognition and protection. Majority of informal workers are excluded from the opportunities of globalization due to lack of skills and technology while some of the informal workers provide low cost input to global economy. The responsibility of state towards these informal economic units and informal workers is to see that these informal activities become part of a larger economic activity and are able to provide decent working, jobs and incomes with legal protection to its members.

People are mostly affected by globalization process by the nature of work and employment opportunities offered. The countries which are benefited from globalization, have invested in educational network, with proper training modules and technical up-gradation of industrial activity.

In most of the developing countries, production methods are labour intensive, time consuming, less efficient and costly, so in-effect are not able to compete in the global market. Production units are not able to provide social protection systems and are economically weak to survive in competition.

Labour legislations should keep pace with changes in the pattern of employment and should set minimum standards of safety and social protection through legislation. It is the duty of the state to see that informal economic units should become part of the formal economic unit and avail benefits of globalization, and then there will be level playing field for competition.<sup>xvii</sup>

## **Governance**

Governance is all about the process of decision making and the process by which the decisions are implemented. Governance is a value laden and relates to the type of relationship between the government and citizens to whom government serves and protects. Governance is an exercise done jointly by economic, political and administrative authority to manage nation's affairs. Government is one of the actors in governance. Other actors involved in governance vary depending upon the level of government e.g. local, municipal, landlords, farmers, NGO, political & religious leaders, financial institutes etc. The moral and natural purpose of governance is assuring on behalf of those governed, a worthy good pattern. Politics provides a means by which the governance process operates.

## **Definitions of Governance**

1. The World Bank defines governance as the traditions and institutions by which authority in a country is exercised for the common good.<sup>xviii</sup>
2. The UNDP opines governance as the exercise of political, economic, and administrative authority in the management of country's affairs at all levels. It is the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations, and mediate their differences.<sup>xix</sup>This definition indicates two major components of governance a country and its citizens. Governance is how a state organizes and administers its functions through exercising power through its agencies.
3. Governance is defined as the manner in which power is exercised in the management of country's economic and social resources for

development.<sup>xx</sup> (ADB) Governance means the way those with power use power.

4. The World Bank defines governance as “The traditions and institutions by which authority in a country is exercised.”

This definition considers 1) the process by which governments are selected, monitored and replaced, 2) the capacity of the government to effectively formulate and implement sound policies and 3) the respect of citizens and the institutions that govern economic and social interactions among them.<sup>xxi</sup>

5. Governance is a broader concept covering the state’s institutional arrangement, decision making process, implementing mechanism and relationship between government officials and common citizen.

Most of the elements and principles of “Good Governance” are an integral part of the meaning of governance.<sup>xxii</sup> The major characteristics of Good Governance are participatory, consensus oriented, accountable, transparent, responsive, effective & efficient, equitable & inclusive and follow rules of law.

### **Necessity of Limited Government**

Thomas Hobbes was of the view that free man in their natural state without government or state cannot achieve a lasting social order. To restrain the aggressive forces, men came together to form societies for protection, security and order by surrendering individual rights and freedom. This collective act created concept of government to control chaos anarchy and war and to protect the state & its subjects. Individuals surrendered their capacity to think, plan and organize own activities independently to the state in exchange to protect their life and property. This idea is itself faulty, as how can people rely on government created and run by men who are inherently corrupt.

In the last century, the world has learnt that both Communism and Capitalism have their limits. The state has a definite role to perform along with private sector. An ideal model is one where state provides basic elements of governance by way of maintaining peace, law and order, essential services and basic

infrastructure while the rest can be left open to the market forces. The government is best which governs the least.

United States has a belief that the government is part of the problem and not the solution. America's founders declared that "Government is not the reason, it is not eloquence. It is a force, like fire it can be dangerous servant or a fearful master." American stalwarts criticized democracy as Thomas Jefferson said "a democracy is nothing more than mob rule, where fifty-one percent of the people may take away the lights of other forty-nine." Political Thinkers viewed that real liberty is not found in the extremes of democracy but can found in moderate governments. The founders of America came with the idea of limited government whereby the government will be servant of the people." Advocates of limited government argue that the role of government should be limited, in preventing the use of coercion and exchanges and stopping people from harming others" (Stereon Kelman "Limited Government: An innocent Concept). If government does its job well then it can be a true "servant", it's still dangerous. The recent collapse on Wall Street has proved the maxim that when going gets tough, the tough go to the government.

The theories of limited government revolve around constitution and contract between the ruled & the rulers. The foundation for such contract is its voluntary nature and both are equal partners. Whether such contract is possible to form Government between Government and its subjects? Whether such contract will be accepted by next generations as they are not party to the contract? According to Statist libertarians there is no need for government to establish individual contracts as it protects individual rights. The purpose of "proper" government is to protect individual rights from being violated and to uphold justice and to act as an arbiter in conflicts. The powers of government, are defined, enforced and limited by men but government is the ultimate power in society. In democracy a structure called "constitution" is created to control and monitor actions of government. The people are subjected and have to work as monitors in democracy.

Limited means to follow the written constitution adopted by the sovereign people as their basic law of governance never changing original intended meaning. Traditional American Philosophy of limited government is governments derive their “just powers” from the consent of the governed. Thus limited government is a government structure with minimal governmental intervention in personal liberties and the economy. We want limited government to maximize opportunity, creativity and enterprise. Limited government can permit individuals to go as far as their talents, ambitions can take them.

India should learn lesson from capitalist, communist and european model and save the country with appropriate policy decisions with focus on productivity in every sector, building strong, independent, fair and regulatory agencies that too without reoccurrence of permit-raj.<sup>xxiii</sup> Active but limited government plays an active regulatory role in the economy and Government of India is playing such limited but active role through its agencies like Reserve Bank of India, SEBI and NSE in financial sector.

### **Good Governance**

Quest for excellence in human life has been the main concern of political thinkers since ages. With organized living, communities and states were formed and slowly human civilization was incepted. During monarchy, there were debates to determine the indicators of Good Governance. Kautilya in his Arthshashtra described the king as “Constitutional slave”. King has to adhere to the tradition of “Swadharma” and his primary concern should be the welfare of his people. Kautilya’s Arthshashtra provides comprehensive guidelines towards Good Governance with complex administrative mechanism & defining principles of public finance. Kautilya describes in detail the organization of the state and the duties and responsibilities of the king, the principles of administration of justice, and the socio-economic measures to be taken for the welfare of common people. Kautilya expects the king to consider as good whatever makes his subjects happy and not what he thinks well for their happiness and welfare. In the “Shantiparva of Mahabharat” guidelines for Good Governance are mentioned in

detail. The kings, ministers and state employees are supposed to take an oath to uphold “Dharma” and to act according to the principles of “common good”, and must not act unjustly or selfishly”. Even “Bhagwadgita” asserted the objective of good governance as to protect and assert the common good. Ancient Indian Political System underwent a change with the coming of British.

Similarly, Western political thinkers in their discourses discussed governance for the common good. Plato and Aristotle state that state exists for the sake of good life. Even for Thomas Aquinas the promotion of the common good should be the main concern of the state. We can state that the concept of good governance has long history.

Development assistance to the third world countries after the cold war era, gave rise to the idea of “Good Governance” highlighting four parameters. They are accountability, rule of law, openness and transparency and were used by donor countries and donor organizations for assessing the standard of governance of a particular country.

The objective of Good Governance is to convert the bad and nasty society into an orderly and peace loving one. (Hobbes). In the words of Kofi Annan “Good Governance is perhaps the single most important factor in eradicating poverty and promoting development”<sup>xxiv</sup>

Obviously, different scholars have put different meanings to Good Governance. In short, Good Governance denotes a citizen-friendly, citizen-caring, responsive and transparent system. The issue of Good Governance basically emerges from the good socio-political environment.

Peace, security, justice and development have remained main objectives of the human society since centuries. The state as an institution was formed to attain above objectives.

**Humanizing development** is the most challenging task in front of all governments in developing countries. To achieve this it requires good governance. The test of good governance is to create an enabling environment

for the public “to enjoy, long, healthy and creative lives.” Provision of water, sanitation, hygiene and removal of poverty are the main programmes put in action to achieve human development. Respect for human rights and protection of human rights are identified by international donor agencies as key requirements of governance. The governments in most of developing countries are initiating and adopting a variety of measures to satisfy people’s demand with better services.

### **Good Governance as Responsive Government**

The citizen perception of the state and its functionaries is primarily based on its role as service provider, law enforcer and regulator. Improving the quality of administration and providing responsive interface between the citizen and service provider requires initiatives such as citizen charter, redresses of public grievances, decentralization of powers, review of laws, regulations, procedures.

### **Good Governance to Effective Governance**

The global phenomenon witnessed change in command from economic to market oriented. The traditional models failed to implement appropriate policies and deliver effective services. This forced to find alternative model with low level taxation, less public expenditure, maintaining high level of welfare and public services expenditure. This reform process under “New Public Management” was started in 1980’s with objective of making public service efficient, economical and effective through the use of management techniques.

### **Good Governance should be a Right Sizing Governance**

The size of governments at central as well as state is increasing every year. The central government of India’s strength in 1959 was 17 lakh rose to 29 lakh by 1971 in 1984 it touched to 37 lakhs and by 1990 it was 40 lakhs. It is necessary to start a process to make right sizing governance else administrative expenses will increase exponentially. This should be done with proper precaution and actions as 1) plan should be implemented in phased manner, 2) agencies doing peripheral functions are to be stopped in phased manner and staff should be



transferred to other department with proper training, 3) zero based budgeting by department to be adopted, 4) introduce VRS, 5) rigorous manpower planning by involving employee representatives.

### **Good Governance and Re-Engineering**

For the improvement of public sector performance, re-engineering is applied with scientific principles to benefit society. With re-engineering government wants to apply reformist agenda to the public sector as private sector.

IT has potential to speed up functioning of the government. The administrative reforms in public administration suggested citizen charters, reinventing government, new public management, and decentralization and re-engineering of governance process to modify and to improve the system. The re-engineering to be introduced by developing processes and outcomes, focusing on customer or client and search for alternatives for each action. Re-Engineering requires change in attitudes among all stakeholders. Decisions must be based on the principles of participation, democratic and consultative approach.

### **Progress of Good Governance in India**

During India's freedom struggle demand for self-government and good government was the main agenda. After independence constitution made state accountable for individual liberty, equality, and justice within the framework of the constitution. Right from constitution's preamble to the latest amendments the spirit of democracy and good governance prevailed. Government of India & state governments have launched many programs to ensure welfare of all in the society. However, despite all these efforts many unhealthy disturbing developments are happening. The present concern for Good Governance emerges from the wide spread problems that are influencing politics. For the last two-three general elections no single political party is able to secure majority in parliament. This resulted in coalition & adjustment as main factors affecting governance. Caste is continued to play an important role in socio-political process. The electoral process is influenced by these factors. The political process lacks serious ideological thinking and continuity in thoughts. Political

parties functioned more on personal basis than on ideology. Criminalization of political process is another alarming issue that needs urgent attention. In short, the factors promoting Good Governance like, Rule of Law, Spread of Literacy, Education, Controlling Corruption, Effective reward & punishment, Development of Human Resources are needs to be addressed properly.

### **Factors that analyse Good Governance**

Two factors Administration of Justice and Administration of Development are main factors used for analysis of Good Governance.

1. **Administering Justice:** Cases of deteriorating law & order situation has kept several state governments and public worried. The administration responsible to maintain law and order and the machinery engaged to maintain is akin to colonial administration rather than being modern. Most of the rules and procedures are centuries old & need urgent revamping to suit changed social structure.
2. **Administering Development:** Good Governance should reflect its image through socio-economic growth and development. Government should take on priority programs such as poverty alleviation, employment generation, increase in goods and services for the poor & rural inhabitants.

In this context we have to think about our political regime and public policies from different angle. The post-modern society is witnessing increase in awareness of common citizen with increased expectations. The state has to play a multi-dimensional role to satisfy its subjects. New ways of interaction between society and government are to be formed. In the governance systems, as the place of “people” has been shifting from margin to the centre and making them the actuating force as well as the prime target of goal oriented progressive transformation of socio-economic system. In this context the issue of Good Governance is more significant at this juncture. It is a two-way traffic between government at one end and the people at the other. The state has to provide the basic structure of

governance by way of maintaining peace, law and order, essential services like public health and education providing the basic infrastructure while the rest can be left open to market forces. The state has to ensure a level playing field for competition in the market place.<sup>xxv</sup> During Chief Secretary's conference (1996), it was admitted that public administration and civil services in India are passing through a crisis period. The main reasons cited were eroded capability and ineffectiveness of civil service, nexus of politician, bureaucracy and criminals, low level of honesty and transparency and non-accessibility of political leaders and government officials.

CHINA has declared that it will be a welfare state by 2050. The report has chalked out three stages through which China has to pass to achieve the target. During the first stage starting from 2008 the China will provide safety net with minimum living allowance, medical insurance and pensions for all urban and rural residents. From 2013 onwards the government will formulate policies and measures to make social security network stable and sustainable China has proved to the world with Olympics that what China decides can do it.<sup>xxvi</sup>

Governments worldwide are facing the challenge of transformation and the need to reinvent government systems to deliver efficient and cost effective services. With proper use of information and communication technologies, all the states are meeting the challenges.

### **Good Governance and Global Governance**

In the post-cold world era, the world leaders, scholars and international institutions realized need of the new world order based on the shared responsibility for freedom and justice associated with democratic norms among all nations.

Sovereign states are rational and operate in an inherently competitive, anarchic and self-help environment. States wanted to improve their economic power and prestige in international standings. But, states sovereignty is linked to both

internal and global governance. State has to follow the following three sovereignties –

1. External sovereignty linked with international law & treaties
2. Internal sovereignty is state's right to control its people, internal resources and
3. Individual sovereignty is fundamental freedom and state controls it with individual consent.

Global Governance and Globalization have a chicken egg relationship. One is said to be a cause or product of the other.

The concept of Global Governance is distinct from Good Governance, as it refers to formal and informal set of arrangements operating in global politics to manage international affairs with the help of IGO's, NGO's, and MNC's. Global Governance advocates many objectives of Good Governance issues as human rights, women's rights, democratization process, environment, security, finance, commerce & so on. Global Governance is a broad, dynamic complex process which is constantly evolving and responding to changed circumstances. Global Governance requires among states tolerance and willingness to manage differences and reconcile with each other.

Third world Analysts expressed that globalization is another form of westernization and colonization by western industrialized countries and it acts as hidden force behind economic cooperation, financial markets and free trade.<sup>xxvii</sup>

The UN can act as an agent of transformation as it has the potential to control power politics and facilitate collective management of global trade.

### **e-Governance and Good Governance inter-relationship**

e-Governance is not just about addressing inefficiencies in cost and flexibility but creating more efficient citizen services with innovation, flexibility and agility to do things differently by integrating all agencies effectively. The net result of e-Governance should be the government operations become more capable of delivering more public policies with the ability to design more effective

programmes and to monitor, evaluate impact and if required suggest corrections. Thus with proper implementation of government policies and programmes with e-Governance the goal of Good Governance can be achieved with:

- 1) Increasing transparency with dissemination of government rules and procedure, citizen charters, disclosure of public assets, government budget, procurement information etc.
- 2) Reducing administrative corruption with on line procedures, limiting role of civil servants and no intermediaries,
- 3) Improving service delivery, reducing cost and reaching to larger segment,
- 4) Empowerment by providing access to remote & left over communities,
- 5) Improving administrative efficiency by effective monitoring, improving speed & efficiency, getting help from agencies & reducing redundant staff and
- 6) Increasing government finances by reducing cost, increasing revenue collection, providing better control.<sup>xxviii</sup>

### **Objectives of e-Governance**

Management also largely lost its primitive glory to a new terminology 'avatar' called governance. e-Governance is perhaps the second revolution in public management after NPM. e-Governance has transformed the way in which the public services are delivered and changed the relationship between government and citizen. With e-Governance decisions are taken objectively by processing a lot of information with the help of IT. IT plays the role of a catalyst. Speedy processing of massive data with proper analysis and action can solve complaints & will satisfy the citizen. e-Governance promises unique 24x7 service delivery with greater accessibility and without visiting government offices resulting in reduced cost and saving in time. By providing information online enhances e-Democracy. Thus Governments role is enlarged as administration-cum-management and hence more inclusive, more expansive, more citizen-cum-customer oriented.

E- Governance is not only addressing inefficiencies in cost or flexibility but creating more efficient citizen services with innovation and flexibility to do things differently by integrating effectively all agencies.<sup>xxix</sup>

The main objective of e-Governance is to support and simplify governance for all stakeholders, by using ICT for attaining good governance. The following are the broad objectives of e-Governance -

- improve communication between citizens and government & encourage their participation,
- improve public awareness for increased accountability and value for money in public service operations,
- open new avenues for direct participation of women and rural citizens in government policy making bodies,
- improve and encourage participation between government and citizens in governance process,
- decentralization of political and administrative decision making system,
- try to fulfil increased public awareness and expectations raised by media and international institutions,
- implementation of poverty alleviation program and
- Democratization of governance process by empowering citizens.

### **History of e-Governance in India**

Now a new version novel variety of governance, namely e-Governance is the buzz-word in the world. It sounds like ultimate win-win situation. Suddenly the slogan has caught on, it is fast taking the form of a movement and everybody is talking about it, in eager expectation of the very many benefits from its adoption. So big is the rush for electronic administration that some forward looking states in India, district Collectors to Chief Ministers are getting busy inaugurating computer information centres every day.

As Shri N. Vittal, Central Vigilance Commissioner (Retd.) and former Secretary Department of Electronics & Telecommunication says, “There is a lot of talk and little action”.

The erstwhile Department of Electronics has been converted into the Ministry of Information Technology (MIT). MIT does not carry a revolutionary program, or e-Governance mandate. Further, even though MIT is responsible for publicizing the internet and its uses, policies regarding the same seem to be under the Department Of Telecommunication (DOT). This “divergence” and dichotomy between DOT and MIT constitute a serious impediment to adoption of uniform approach and following consistent policy. What is urgently needed is change in the mindset of people in the government, change in the philosophy, spirit and processes in bureaucracy, development of a national infrastructure and a governing body on e-Governance for the whole country.

Andhra model has shown that political will at the top most level is an inescapable input or ingredient besides a futuristic vision and mission! And as yet, Government of India is not talking of e-Governance at the highest political level, despite attitude of enthusiasm at the level of certain forward looking individuals, bureaucrats and technology experts and business houses.

IT is without doubt imperative and needs to be a cohesive movement that will happen only when there is comprehensive understanding of what e-Governance is and total commitment is built around it. It is said that hardware and software constitute only 10-15 per cent of the problem while 85 per cent is an organization management problem that is related to the government.<sup>xxx</sup> A survey done by “egov4dev” in 2002 revealed that only 15% of the government projects in developing countries are really successful while 50% are partial failures and 35% are total failures. It takes nine months to one year for the development of the project.<sup>xxxi</sup> Government should not start projects in haste without proper planning. Randeep Sudan, Special Secretary to the Andhra Pradesh Chief Minister says, “Government of India has yet to evolve a consistency in coordinating various e-Government initiatives. In order to ensure the overall Pan-Indian project, the

government should determine the form of architecture. Unless this over-arching architecture is available at national level, it will be difficult for the country to derive full benefit of e-Governance initiatives.”

India lacks a national perspective on governance, although there is space of flourishing eloquence among the ministers, bureaucratic techno-experts and other “pundits” combined with wide spread awareness and more or less universal realization of the positive aspects of this informatics revolution. At the most fundamental level, e-Governance would mean facilitating government–citizen interface by making it not just efficient but transparent too.

In our country, already Andhra Pradesh is on the highway to “governing the e-way! Gujarat is leveraging information Technology (IT) to revamp a number of operations as single window concept or smart card issued by Transport Department etc. IT is at the helm of affairs in Karnataka. Kerala has incorporated IT to overall operations of many departments through “FRIENDS”. Maharashtra has sought to bring transparency and efficiency in government through adoption of IT. Pune Division tops in exploring RTI Act. PMT& PMC has started its website to serve public. Government of Maharashtra’s CFC (CITIZEN’S FACILIATION CENTRE) i.e. NAGARIK SUVIDHA KENDRA in Pune is in operation since 2002 which gives invaluable service to public. The centre issues about 22 different types of certificates required for various purpose issued on the same day, without middle man, with moderate fee has relieved citizen from great pain. The similar facility is extended to the talukas where land document along with 7/12 land document is conveniently offered to the villagers. Ration Card to Smart card project is in progress.

State Police department has prepared data files of habitual criminals along with their photographs and finger prints .The data is segregated according to different crimes and the ways adopted by them, which helps to nab the criminals.

RTO (Pune) is using the computer to issue Driving License and RC/TC for new registrations of vehicles. State Land Record is computerized which helps to give better and correct service to public.



If there is one aspect of governance with which all of us are familiar, it is need for establishing our identity when dealing with government organizations. For most of us the most relevant document to prove our identity is not the passport but the ration card. In the era of e-Governance , we must move from the paper based system symbolized by the ration card to the smart chip card. There are encouraging signs that in different parts of the country the smart card is establishing itself. The most successful application of the smart card are Gujarat's driving license, AP Provident Department issues PF no card to members and the great attempt made by T N Sheshan, when he was the Chief Election Commissioner introduced the electoral identity card throughout the country.

### **Human Development**

Human development is a development paradigm and is much more than rise or fall of economy. It is relating to creating such environment in which people can develop their full potential and lead creative lives, according to their own wish, needs and interests. People are the real wealth of a nation. Resources of a nation are wheels of development and when it gets depleted nation suffers. Good governance and sustainable development are interdependent. Good governance has become an important factor in the development process of developing countries due to increase in corruption and exploitation of human and natural resources. Development allows to expand, to enlarge choices before human beings by building human capabilities, so that they can lead their lives on values cherished. The most basic capabilities for human development are to lead long and healthy lives, to have access to required resources for decent standard of living and to be able to participate in the life of the community. The basic principle of development is to expand people's choices; these choices can be infinite and may change from time to time. "The objective of development is to create an enabling environment for people to enjoy long healthy and creative lives" (Mehbub Haq).<sup>xxxii</sup>

The IMF, World Bank and leading economists suggested full integration of the developing countries into global economy. But to achieve this world order, Integration must be accompanied by policies that guarantee the satisfaction of basic needs and preventing insecurity and social exclusion among developing countries natives. To bring 1.3 billion poor from all over the world to a minimum tolerance level would require massive efforts of world communities. Nations are more interested in large scale industrialisation and infrastructural projects and are neglecting the informal sector from development arena. This mode of development is coming at the cost of human health.

### **Millennium Development Goals**

To achieve sustainable development the nations adopted the Millennium Development Goals (MDG) declaration in September 2000. The MDG declaration reaffirmed the commitment to the right to development, peace, security, gender equality, to the eradication of poverty and to sustainable development. The MDG set eight development goals and fixed eighteen time bound targets for each member nation. The MDG goals are 1) eradication of extreme poverty and hunger, 2) achieve universal primary education, 3) promote gender equality and empower women, 4) reduce child mortality, 5) improve maternal health, 6) Combat HIV/AIDS, malaria & other diseases, 7) ensure environmental sustainability and 8) develop global partnership. All these goals are basic needs of human development. Along with goals for each member country achievement targets were fixed to assess the performance.

### **India's Targets and Achievements**

The following goals were set for India. 1) India must reduce the proportion of people below poverty line and hunger from nearly 37.5% in 1990 to 18.75 per cent. 2) To achieve universal primary education increase primary school enrolment by 100% and wipe out drop-outs by 2015 Ensure gender parity in education. 3) Reduce mortality rates of kids less than five years from 125 deaths per 1000 live births in 1988-92 to 42 in 2015. 4) Reduce maternal mortality rate from 437 deaths per 1,00,000 live births in 1992 to 109 by 2015. 5) Prevalence of

HIV/AIDS, malaria, TB needs to be reversed. 6) To have environmental sustainability forest land to be maintained and energy, sanitation and safe drinking water provision to be halved by 2015. The first country report for 2005 on MDGs has noted India's achievements, challenges and policies with reference to the goals and targets and revealed that there has been substantial improvement in the lives of people.<sup>xxxiii</sup>

The 2007 MDG report showed advances in primary education along with ratio of boys to girls increased from 0.71 in 1990 to 0.88 by 2005 and proportion of population with improved drinking water facility was also increased.

It is also noted in the report that Government of India's Tenth Five Year plan development targets are more ambitious than the MDGs.<sup>xxxiv</sup> The National Employment Act, Sarva Shiksha Abhiyan, Total Literacy Campaign, 73<sup>rd</sup> and 74<sup>th</sup> constitutional amendments providing reservation for women with commitment for women empowerment, National Health Mission, Total Sanitation Campaign and Bharat Nirman are some of the programmes taken by the Government of India that can help to achieve MDG targets.

### **ICT for Human Development**

There is considerable interest in the use of technology for removing poverty and advancing human development goals. ICTs have changed the methodology of development, incremented goals and it became a tool to meet vital sectoral development targets in poverty alleviation, basic health care and education fields. Countries that harnessed the potential of ICT have achieved incremented economic growth, improved human welfare and made stronger institutions of democratic governance.

The benefits of ICT have not uniformly progressed within a country like India. Connectivity, infrastructure, human capacity has obstructed ICTs usage. To realise ICTs full potential there should be diffusion of technology with increase in tele-density, higher usage of internet and better connectivity. If technology is provided to people without any consideration then they expand their choices, access information and can lead to better lives. ICT can be used to achieve

sustainable development by improving water quality & quantity, avoiding deforestation and with GIS mapping monitoring the system. ICT is successfully used in health, agriculture and manufacturing sector and showed positive results.<sup>xxxv</sup>

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**CHAPTER: TWO**

**REVIEW OF LITERATURE &  
RESEARCH METHODOLOGY**

## CHAPTER- 2

### REVIEW OF LITERATURE & RESEARCH METHODOLOGY

#### PART-A

##### Review of Literature:

Review of literature on the research topic reveals that studies on e- Governance and Common Facility Centre are scanty, owing to the age of the concept. However a few books, case study reports, magazine and newspaper articles and internet web sufficed the purpose. I was fortunate to get subject resource material from YASHDA library. All this literature gave idea and progress of e- Governance in developing and developed countries. An attempt is made to present the list of back-up literature used by me in streamlining the objectives of the present study.

#### REFERENCE BOOKS

##### 1) **GOVERNMENT from Vision to Implementation**

**A Practical Guide with Case Studies by Subhash Bhatnagar, Sage Publications, 2004**

“e-Government from Vision to Implementation” is a Hand Book of about 202 pages. The book is a complete practical guide to the subject. Author of the book Mr. Subhash Bhatnagar is a well-known figure in Management and Information and Communication Technology field, has written books, submitted research papers and worked as a consultant with World Bank & other development agencies. He is well versed with developing & developed countries development programmes.

e- Government applications are rapidly expanding in developing countries. Many countries use e- Government as an enabling tool to increase efficiency, enhance transparency and facilitate public sector reform. The book provides practical insights into emerging e- Government trends in the developing and developed

countries and impact of e- Government programmes on public sector reform & poverty reduction. The book narrated twelve case studies majority from India well presented, covering whole range of service facilities and built by different tiers of government. The book introduces subject outline by asking “What”, “Why”, and “How” of e- Government. The implementation guidelines narrated in Chapter 4 guides to complete the project successfully. Authors comments “the low hanging fruit application” are very common, at the same time applications that focus entirely on internal efficiency are limited as they are difficult to implement & they encounter resistance from civil servants, through such tips author guides readers.

With List of Tables & List of Figures author explains difficult points to understand and visualize easily e.g. e- Government evolution of four stages or “The Box no 3.2” gives information about Argentina’s CRISTAL web site. The last chapter dealing with case-studies is the crux of the book as it summarizes what has been covered in earlier chapters in practical terms. All the twelve case studies are structured in a similar format which helps to compare and understand each particular project thoroughly. Each project’s format structure is formulated in such a way that it covers from background to completion. Project’s benefits, evaluation and key Lessons will guide future project leader. Most of the e- Government books cover success case studies and failures are not documented. Author has taken in to consideration this point & suggested four necessary conditions to be fulfilled for effective service delivery.

The remarks or suggestions are practical hints mentioned by author can guide project leaders. Some of the remarks such as “e- Government projects have to consciously strive to provide benefits to civil servants, as they are the ones that tend to lose power and authority over citizens when electronic delivery of services is introduced” or “No Government is completely ready for e- Government, but that does not mean that such projects should not be taken up” and “ Governments need to work the goal of “less government” outsourcing many service delivery tasks” or “The safest approach to adopting a new technology is to take small steps with activities that are manageable within a relatively short



time frame” make understanding of the subject clear. In short, the book provides practical insights to the subject. The book is very useful to IT professionals, Civil servants and students of the subject.

## **2) E-Governance**

**Author: V. M. Rao**

**ABD Publishers, Jaipur, India 2007**

This book explains all the basic concepts, terms, means and tools concerning e-Governance in detail. This gives clear idea of e-Governance. With e-Governance Practices: A Global Perspective author describes the practical experience of various countries to enrich our experience. e-Governance. in India is explained right from Vision and strategies to development and, implementation. Modified IT Act 2000 provides plan of action to achieve a position of leadership.

e- Governance is the process by which society steers itself as e-Governance is not only introducing or using technological tools but it is about a change in mindset and work culture. This point is explained in detail as interaction with public is must at every stage of planning e-Governance project. How ICT facilities were progressed or progressing in underdeveloped countries as in Botswana and developed countries like Canada will add to our experience. e-Governance challenges along with reasons for failures have proved guiding principles to programme leaders.

The design and development of complex solution poses a challenge to application developers and how international communities are drawing their strategy provides necessary input for our study. Priority areas will guide to chalk out policies to make us e-ready. Implementation challenges and failure causes will act as red signal to proceed in right direction. In India, Department of Information Technology (DIT) is responsible for IT policy and promotion of e-Governance in the country. NASCOM, Bureau of Indian Standards, Centre of e-

Governance are working with DIT for efficient governance. IT Act 2000 is noted in detail provides ready reference to India's IT policy guidelines.

e- democracy is an extension of democracy. Most of the developed democratic countries are relied on interest groups and experts to assist them to amend or modify the rules. e- Democracy is a participatory democracy, direct democracy which can take us to new form of democracy and technology will facilitate it. With it's simplicity in approach, details provided with examples makes e- Governance book as useful guide as reference book to students, administrators and application developers.

### **3) Electronic Governance**

**Author: S. Pankaj A.P. H. Publishing Corporation, New Delhi, 2004.**

Electronic Governance is a comprehensive text covering the legal, social and political angle as they are important part of the Electronic Process. Author S. Pankaj is highly educated and has experience from different fields.

Electronic Governance is improving lives of billions of worldwide and is integrating government services in altogether different way. Traditionally the interaction between a citizen or business and a government agency took place in a government office. With ICT it is possible to locate service centre nearby or can use personal computer to get the work done. This new process is cost-effective, efficient and time saving to all stakeholders.

The Internet has proved to be a powerful tool for reinventing governments. Today's governments are feeling the need to change the very process of governance. Governments are aiming to improve people's lives with the help of technology. The US President emphasizes that "government needs to reform its operations - how it goes about its business and how it treats the people it serves." This vision is aptly suggesting that e- Government should be citizen-centred not bureaucracy centred, result oriented and market based. The policy document of New Zealand has also supported basic components of e- Governance i.e. better services, cost-effective, improve reputation and greater

partnership. IT policy mission in India has ensured to spread benefits of the IT initiatives evenly. Andhra Pradesh has assured that IT will be used to attain a position of leadership and transform itself into a knowledge society. Assam, Kerala and other states are following and reinventing the government process. Author has noted that “e-Governance seem to have greater managerial benefit in countries with moderate development indices where alternate channels of communications are weak and governance processes are largely democratic to the extent that they are information driven”. This statement needs to be tested with live data.

Electronic Democracy (e- Democracy) using the internet information technology has the potential to change the democratic process something similar to its original form of “direct participation”. e- Republic is another evolutionary concept touched by the author.

The book covers the national perspective on the e-Governance dealing with major issues and policy initiatives taken by Government of India and followed by the states. The book focuses entirely on India and illustrates the growth of e-Governance through case studies selected from the different parts of the country. These case studies help in understanding the growth that India has attained with the change in the process of governance.

ITC’s e-Choupal provides real time information and customized knowledge to farmers. A farmer’s ability to take decisions is enhanced and he can fetch better price for his product. Gujarat State wide area network (GSWAN) is a key enabler to the process of smart e-Governance as it provides ICT infrastructure for Voice, Video and data for Gujarat state. Gyandoot is special in every respect as it is a low cost intranet, community owned and majority community is tribal & below poverty. Gyandoot’s service package ranging from agriculture auction to on line applications registration, grievances redress cell and many more. This makes it internationally award winning project. All these projects are mile stones in guiding our path.

The book is a comprehensive text book covering all major aspects of e-Governance in India along with case studies. This makes it a good reference material.

**4) GLOBAL GOVERNANCE by R.K.IYYAR.**

**Publisher: Mahaveer & Sons, New Delhi, 2007.**

This book is compilation of innovative and up-to-date material on different aspects of global governance. Increasing globalization has generated a need for better global governance. The issue of global governance therefore warrants serious attention from world communities. Present system to manage political, economic and social affairs needs critical evaluation. Values like freedom, security, diversity, fairness and solidarity need to be defined in the context of globalization. The new system should respect human rights and international rules of law and democracy.

The concept of global governance is distinct from “Good Governance”. Good Governance is at national level while global governance at international. Global Governance involves ideas and culture redefined by western norms as the world system originated in Europe. Global Market is not a single market but a multitude of markets providing space for different languages, religions and other differentiations.

Localization of industrialization involves incorporation of local industries in to international labour, material and technology. This leads to increasing in to number of interstate connections, declining state sovereignty, adding risks to radio activity, toxins and pollutants. Globalization promotes economic freedom but national government loose control on own economy, security and welfare of labour. Globalization has weakened government’s ability to influence the public, as it has reduced or abolished trade barriers, capital controls to accommodate international agreements. This has resulted in increase in employment and cuts in social welfare.

**5) e-Governance and Rural Self Government**

**Author: DR. M. C. Minimol.**

**Sonali Publications, New Delhi-110002, Published in 2007.**

“e-Governance and Rural Self Government” is a book based on research, data, and complete history of rural self-governments in Kerala. Author has made a detail study of e-Governance activities in strengthening the functioning of rural self-governments in Kerala. It is felt that the findings of the study would generate related information catering to the requirements of researchers, planners, administrators and technocrats.

The ultimate goal of any government is the betterment of its citizens, it should have better administrative system, well equipped with effective communication, so that any complaint, enquiry or suggestions made by the citizen (rural and urban both) are duly considered and answered promptly. The emergence of e-Governance offers an opportunity to governments to adopt new value propositions of the internet age, providing new solutions to the old problem. Governments appear to be genuinely interested in improving the conditions of the citizens. With the adoption of 73 rd Amendment Act, Panchayats in rural areas received the constitutional legality to function as rural self-governments. Still, Panchayats fail to be accountable to the local people. .

Kerala with its unique social fabric, socio-economic development and high penetration levels of press, audio-visual media, telephony with the best information infrastructure and high level of literacy suits introduction of viable services involving the citizen and the community at large. The government of Kerala has set up a state level agency, “Information Kerala Mission” to promote e-Governance in the thrust areas such as education, healthcare, poverty eradication and providing public utilities.

The author has systematically noted the details of the subject starting from introduction, significance of study, objectives of the study, hypothesis, and methodology adopted for study, collection of data, statistical tools used for analysis, limitations of study and scheme of report. This methodology can guide to tackle research problem.

The author has narrated history of rural self governments in India and role played by Panchayats, Gram Sabhas and how e- governance can create a potential change. History of e-Governance , principles of successful e-Governance is discussed in detail.

Planning and control of resources chapter devoted for the evaluation of the system of village panchayats in the state in reference to planning and controlling of local resources. Resource mapping and asset management study helped to find out difficulties prevailing in the existing system and with e-Governance how system can be modified.

Author noted that data size, category, location all play part in evaluation. Data analysis with proper statistical methods can lead to the conclusions. .

#### **6) Ideas for action By N. Vittal,**

**Publisher: Macmillan India Ltd. 2002**

The book is a collection of articles written by Shri N. Vittal, Distinguished civil servant; the articles were published in Economic Times on wide ranging of subjects such as government to governance, corruption, public sector, Globalizations and economic reforms, education, science and technology, IT, telecommunication, security and environment.

The common feature in all articles is simple language, smooth flow of thought, analysing the issue in detail with examples and own experiences, and then comes out with original perspective or solution. Even suggestion is provided with implementation guidelines. Mr N. Vittal is a man of action and has wide experience in governance and he keeps himself updated with latest technology news around us. All these qualities make the articles interesting and readable.

Ideas, as Edward De Bono says, are the spectacles with which we look at facts. Mr. N. Vittal provides readers new spectacles to look around and try to find solutions. Thus, articles start thought provoking process in the minds of readers Mr N. Vittal proposes RAMA formula to bring transformation. (RAMA is expressed as first rejection or resistance (R), the annoyance (A), mellowing (M),

and finally acceptance or achievement (A). If the ideas suggested in this book are implemented there will be significant improvement in the quality of governance.

## **7) e-Government-the science of the possible**

**Author: J.Satyanarayana**

**Prentice-Hall of India, New Delhi-110001, 2004**

There is a surge of interest in e-Government and its implementation. Many governments across the world are laying great emphasis on delivering speedy and reliable service to citizens and businesses with the use of ICT. India is not too far behind and formulated e-Governance policy implemented programmes in different fields.

The author J. Satyanarayana is a senior IAS officer and has conceptualized designed and implemented many projects in AP. Author's background makes the book as authoritative document on e-Government. The book exhibits theoretical aspects with the help of diagrams, tables and exhibits. The book is written in simple language that makes understanding of the subject easy. The book provides answers to basic questions relating to e-Government. 1) What is e-Government? 2) What are the roles of people, process and technology? 3) How do we secure e-Government? 4) How do partnerships help in e-Government? 5) Can we ensure equity in the distribution of digital dividends? 6) How do we manage e-Government? 7) Why e-Governments projects fail? The author answered each of the above questions in detail and his narration is very useful to project leaders and planning authorities during planning, executing and running of the project.

Some of the chapters in the book need special mention. "The Digital Dividends Divide" chapter explains what digital divide is and how digital divide is affected by access, affordability, equitability and convenience. How ICT can be used to bridge the gap effectively is explained with live examples of projects as Rural Access to Services (RASI) and Social Benefit Management Systems (SBMS).

“Security for e-Government” is another notable chapter. Security for e-Government is of great significance and without adequate levels of trust and confidence among the stakeholders; e-Government would not take off or survive for long period. As usage of ICT is increasing, security threats of different types are on the rise. Author discussed model security management, security architecture and allied related topics in detail.

The cyber laws govern aspects giving legal status to intangible information that exists in cyberspace, the security and privacy of such information, the relationship and contact relating to digital world. The cyber laws are significant and valid not only for regulating cyber matters within countries and states but are equally essential to sort out cross-national transactions. Author has touched sensitive issue of cyber laws covering all angles.

The last chapter “Case studies in e-Government” gives comparative study of nine projects and out of nine, on four projects author has himself conceptualized, designed and implemented. This provides real first hand stuff. Such features make this book a valuable reference material to all practitioners of e-government in the public sector and IT industry. The book is also useful to students and research scholars to understand the subject well.

## **8) “District Administration in India”**

**Author- Khera S.S., Asia Publishing House, Bombay, 1964.**

There is very little literature written by Indian authors or administrators on administration in India and especially on the district administration. The evaluation of local parameters based on local context is vitally important to study administration. The writing based upon Indian context and written by Indian bureaucrat can aid administrators to understand tasks lay upon them, and to apply principles themselves effectively to those tasks. The book can help the citizen in playing his part and finding way in vast & complex government apparatus.



Mr. Khera describes in his book the administration in the district, which is the basic unit of field administration in India, based on his long experience as District magistrate, Collector, Divisional Commissioner, and from various government departments. Mr. Khera's approach to the subject has been to describe, to illustrate, practice and to identify the principles.

The author postulates law & order as a central purpose of district administration, he has devoted a special effort to seek out and to establish basic principles and precepts. Law & order are inseparable terms and maintenance of law & order must comprehend the safety of all without any distinction or exception. The author narrates principles, followed by maxims or precepts for guiding law & order methodology. The processes of law & order should be fair and just for every point and common man should see it as fair & just. The author refers to the twin features of change & its continuity in the district administration. The changes are great, far reaching and tasks are new to district administration. These tasks demand new approaches, new skills and newer ways of thinking new modes of relationships between the government, the people and administration.

The author has supported his writing with case studies, arising out of real life, how they are dealt with and with consequences. Mr. Khera provides the benefit of his long experience and looks to the younger generation to tackle the new tasks effectively.

The book is very useful as a reference book to growing generations of administrators and researchers to understand the principles and practice followed by district administration. Mr Khera stresses the place of the common man in all processes of administration, as it is necessary for good government and better administration.

## **9) FACETS OF GOOD GOVERNANCE**

**Edited by: S. K. Chaturvedi and Sanjeev Sharma.**

**Publisher Originals Delhi 2005**

The “Facets of Good Governance” is a collection of papers presented by eminent scholars.

The scholars have touched all aspects of good governance. In modern India, since independence, number of efforts have been made to attain the goal of good governance, administrators, political leaders struggled relentlessly but still good governance is far away particularly in the context of poor, the deprived and the disadvantaged sections of the society. We cannot neglect such a large group all the time.

Philosophers, scholars and historians had penned down the saga of mankind with full of struggles & achievements, with their comments & advice to next generation. This has been preserved in epics, scriptures and writings. With Kautilaya’s concept of “Rajdharma” and Emperor Asoka’s concept of “Yogkshema” and Bhishma's advice to Yudhishitir in Shantipuram, we understand the Indian tradition of Good Governance followed by our forefathers. Indians understood Good Governance as the ultimate objective of human life.

The essays narrate sequential study of good governance right from early part of stone study and study of leading civilizations. The contributors have enfolded changing form of Good Governance along with its parameters.

It is true that no nation can prosper without reforms from time to time, but reforms should be meaningful, well directed and conducive to national needs not to be imposed by international donor agencies. Humanizing development is the perfect choice to enable people “to enjoy long healthy and creative lives”. This concept should be followed by developing countries. The concept of Good Governance is similar to Ramrajya mentioned in Ramayana or Trusteeship concept advocated by Mahatma Gandhi.

The contributors suggest that good governance can be achieved if the institutions, leadership and bureaucracy are committed for ensuring responsive, accountable, and transparent, decentralized and people friendly administration at all levels of government. There is a ray of hope as shown by 73 and 74 amendments and the central and state governments would encourage people’s

participation in all the schemes for the delivery of basic services. Good Governance is a process that is to be thought of with proper steps and Government of India is moving in right direction.

Good Governance is a two way traffic. If the government is committed for the good of its people, the people themselves can realize it and will work with the government.

## **10) People Centred Governance**

**Editor: Ramesh K Arora, Aaklesh Publishers Jaipur 2001.**

“People centred Governance” is a collection of essays written by eminent scholars and experienced practitioners in Public Administration. The main focus of the essays is on the rationale strategies, actors and consequences of “people centred governance” in reference to India and Bangladesh.

How can we structure the governance systems so that system can be more people- oriented and will satisfy their needs? How can the people move from the periphery to the centre of the governance system? How can an administrative culture be evolved that could be conducive to peoples participation in planning, implementation and evolution of different schemes? What is the role of NGDO’s in development process in developing countries? These are some of the questions are answered in these essays. The essays touched many more dimensions of people-centred governance such as policy, progress and inadequacy. Some of the main points touched by scholars are noted below.

In the governance system the place of “people” has been shifting accordance with changing conceptualizations, ideologies and orientations. People have moved from periphery to the centre of the governance system. People centred governance aims at transforming initiative for governance to the ordinary people and helping in the process of their capacity building to undertake their responsibilities & obligations. According to 1991 census 74% of India’s population living in village & village poverty is about 39% which is alarming. So, rural development is prominent item in all development schemes. To achieve

this, there has been paradigm shift in development thinking from capital-centred to alternative development or people-centred development model with decentralization, devolution of powers and resources from high level of government to a lower level of government. Successive Indian governments tried to establish Panchayat Raj institutions. The overall functioning of the panchayats reveals both positive and negative trends. In order to ensure that Panchayats & Panchayat Raj Institutions function as independent instruments of local government their functional & financial autonomy is to be ensured. In order to strengthen Panchayat Raj Institutions, 73<sup>rd</sup> amendment was passed by Government of India in 1993.

Mizoram's Autonomous District Councils (ADC's) tried to maintain autonomy customs & traditions along with legislative & executive powers.

The Andhra Pradesh experiments namely "Janmabhoomi" and "Tribal Development Blocks" are both people-centred programmes. Such programmes try to rebuild villages & villagers and tribes with their participation in implementation evaluation and in decision making. This is the core principle of rural development strategy put in to practice.

"Look the world through women's eyes" message given by UN secretary general highlights women's role in the development process. Women constitute almost half of the world's population. Women face discrimination and inferior treatment in all parts of the world. No doubt, systematic attempts have been made to create awareness in women about their rights but still more needs to be done.

Bangladesh is facing widespread and dehumanizing poverty. NGDOs have played a lasting impact to improve the situation. But NGDO can play an intermediately role and can't substitute a state.

The above are some of the points discussed in this book with proper explanation & examples. It is apparent that people centred governance would require a transformation in the attitudes of the governing elite as well as of the "governed" who were mere spectator for too long period now they have to lead the

development process. With successful experiments and its proper evaluation, taking corrective steps will guide to rebuild India.

### **11) Governance for Development: Issues and strategies**

**Edited by: Pradeep Sahni, Uma Medury**

**Publisher: Prentice Hall of India Pvt. Ltd., New Delhi, 2003**

This book is well presented collection of articles from academicians and administrators of repute. The articles present history of governance, its growth and present day practices with its achievements and shortcomings. The book mainly focuses on the governance for sustainable development and its four pillars i.e. accountability, transparency predictability and participation. The role of pillars is discussed in detail with its role and strategies. This can enhance country's social and economic resources. Re-engineering with change in attitude is one of the approach suggested under administrative reform is necessary for good governance.

An evolutionary perspective the New Public Management (NPM) began in 1980,s when global phenomenon witnessed transformation of economies and the traditional model failed to justify The values around which reforms revolved are three E's- Economy, Efficiency and Effectiveness. The influence of NPM is quite widespread. It has resulted in creating new agencies or restructuring, privatization and contracting of existing agencies. All these reforms are directed towards building effective governance. The UNDP, World Bank and other donor agencies focused on concept, characteristics and critical elements of good governance as conditions to be fulfilled by third world countries. This has enlarged role of governance as an exercise of economic, political and administrative authority for managing nation's affairs or governance as a process of establishing reciprocal interactions between and within government, market-economy and people. Good governance is itself an accountability concept and it is essential perquisite for both public and private sectors. The third world countries are subjected to administrative and financial vigilance of the donor institutions and instructed to maintain accountability of government through

clearly formulated & transparent process. All this has resulted in increasing pressure on the political systems, administrative apparatus generated by civil society to share information and make decisions transparent. This led to underwent a change in development model to techno-managerial model with exclusive emphasis on growth. Economic reforms started re-recognizing the role of the state. The unrest in sixties took the form of movements such as Civil Liberties and Democratic Rights movement, Narmada Bachao Andolan. (NBA) In the first, the legitimacy of state and its justification of governance was questioned while in case of NBA the poor people gathered and challenged the state power and questioned the very model of development.

Corruption is anti-national, anti-poverty, anti-economic hampering development, growth, efficiency and institutional functions of the government. With state control of state economic activity and permit raj, the politicians and bureaucrats enlarged their powers and secured stronghold on the entire administrative mechanism resulting abuse of public office for private gains. This has adversely affected life of common citizens. How to control corruption? As Corruption can't be fully eliminated, it can be only minimized. The Central Vigilance Commissioner (CVC) has evolved three point strategies to tackle this issue. Alert and vibrant opinion is the only safeguard on the growing menace of corruption

Role of women in decentralization and women's concerns in development are studied with live data & its analysis. This article is very important as it notes factors which facilitate and prevent women from playing effective role in panchayat raj institutions.

Article on terrorism provides understanding the concept of the terrorism and its implications on the role of government, armed forces, and general public and how the country is facing this menace.

The volume notes recent and real life happenings with live data examples makes the book interesting. The book is of immense use to the students, teachers, and public administrators as a reference book.

## **12) e-Governance Case Studies**

**Editor Ashok Agrawal,**

**Computer Society of India, Universities Press (India) Pvt. Ltd.2007.**

“e-Governance case studies” is a collection of 41 case studies of on-going government projects entered for the CSI-Nihilent e-Governance awards, edited by Mr. Ashok Agrawal. Mr. Ashok Agrawal is well known figure in the field of management and worked as a consultant to numerous organizations.

The selected projects covers diverse areas of applications ranging from common areas such as single window service delivery, land records management and agriculture along with some of the unique citizen-centric applications in areas personnel information, pension, education, motor vehicle and ship ticketing.

Most of the projects are guided and developed by National Informatics Centre at the state. The success of these projects proves the impact of NeGP. Editor has pointed out that even though a large number of projects in different state claim significant successes, there is overall lack of sharing of information successes or failures of these projects. There are project champions who take the initiative and make it success, but they are very few in a country. When these leaders leave the project, the continuity gets hampered.

Evaluation of e- Government is necessary but there are no standard approaches. Choice of evaluation method would depend on what aspect of e-Government is to be evaluated, depending upon a particular situation.

In case of public service delivery, with the information age and emerging knowledge regime, the citizens are no longer satisfied with the services that are consuming time. The citizen’s demands fast and efficient service from a single window. Governments have to improve service delivery with process re-engineering and with continuous process development. Thus, the future of e-Governance lies in integrating and designing G2C services in such a way that they will be faceless and nameless. Gujarat’s e-Governance initiatives such as “SWAGAT”, e-Gram”, “The Jan-Seva Kendra”, and “Mahitishakti” have impacted rural & urban population. Karnataka with “Bangalore One” is delivering G2C and

B2C services in a convenient and efficient manner. Community Information Centre's in eight north Eastern states are providing a window to global information and knowledge and market avenues. These states are less developed due to their geographic remoteness and difficult hilly terrain. This makes importance of such services and centers.

Land Record Management systems such as Bhoomi or e-Dhara have allowed farmers/citizens easy access to their records, by infusing transparency.

Treasury applications has eliminated deficiencies and brought budget control, bill clearance, salary, pension, social security claim settlement without much delay.

Four projects covered under agriculture sector and all are unique. "e-Sagu" is agro-advisory project providing timely agro-expert advice at the farmer's door. Gujarat and Andhra developed ICT Projects to identify water reservoir

The Postal Department is one of the oldest department, is also using I.T. web base value added service for messages, money orders and for postal life insurance.

Procurement is generally regarded as a sensitive function in public sector. e-Procurement implementation is an attractive quick-win solution for governments. Both A.P. and M.S.E.B. with e-Procurement made their procurement system more efficient, accessible, and transparent besides being cost-effective.

There are some projects which need special attention. One of them is "Portnet", envisages "anywhere to anywhere" ship ticket cargos to and fro to Lakshadweep islands to rural masses living in remote and geographically isolated islands.

Another is "ICT Solution for NREGA" (National Rural Employment Act) is implemented in A.P. This one is unique as it helps in controlling, monitoring and quantifying the work volume and arranging exact payment sanction.

The book covers most of the Indian states projects with variety of service modules. So, the book provides a great learning experience.

### **13) Good Governance - Case studies in Administrative Innovations**



**Edited by: Dr P L Sanjeev Reddy, Prof. Rajesh Singh**

**Kanishka Publishers Distributers, New Delhi -110002, first published in 2006.**

Last two decades witnessed many changes in managing the public sector and these changes impacted public organizations structures and management. Citizens are demanding smaller, effective and efficient governments. Citizen Service with citizen satisfaction is a principle around which strategy of any administrative function is framed. Information Technology has been recognized by governments to enhance administrative capacity and organization efficiency.

The new public service with the use of IT created new “Information Logic “for public administration. Information flows through computer networks and it facilitate the innovative process in public administration.

Case study is defined as a narrative of stages, factors, incidents, actions, reactions and impact of stages involved in administrative task. Certain steps such as to identify objective, planning of case study, collection of data, scanning, analyzing of data, drawing inferences and lastly presenting the report. All these steps are to be carried out systematically. Analysis should answer the questions relating to what is going on or what are the problems & its causes action and solution to sort out the problem.

The launching of e-Seva in AP represents three important dimensions i.e. New Managerialism, Public Private Partnerships and the use of technology for the benefits of citizens. The case study of e- Seva is presented as an attempt to examine and analyze e-Seva with reference to AP. The role of e- Governance in improving citizen services and to study citizen awareness activities in e- Seva and people’s satisfaction index. The case study is presented in detail with objectives, methodology used and indicators relating to time and efficiency put in to calculation. Data is presented in tables under different parameters to analyze. Suggestions and conclusions are drawn from analyzed data. The case study is a complete package to readers starting from planning till presentation of the report. Author has aptly noted that “public organizations should keep abreast of

changing needs and aspirations of citizens.” e-Seva case can guide public organizations in what to do and what to avoid.

The book narrates journey to NPM and leading to the use of computers in administration. IT can break down hierarchy, reduce the tendency toward bureaucratic organization structure and IT can coordinate all activities. In short, IT is changing the face of administrative process and facilitates administration decentralization by involving citizens through wide access and by building citizen involvement. Administration is facing greatest challenge from technology providers and citizenry.

#### **14) PUBLIC SECTOR GOVERNANCE AND ACCOUNTANCY SERIES**

##### **PUBLIC SERVICES DELIVERY**

**EDITED BY ANWAR SHAH, THE WORLD BANK, WASHINGTON, D.C.  
2005.**

Governments play a big role in influencing the welfare of their citizens. The efficient and effective delivery of public services has always been the main yardstick of judging good governance. The developing countries struggle to offer good public delivery system that resulting in lowering good governance values. The developing countries face many challenges from lack of resources and technical manpower. The system has loopholes of graft and corruption.

In contrast, the western democracies have built in systems of checks and balances. This has formed structures necessary for good governance and empowerment of citizens. The incentives, rewards and sanctions motivate policy makers and public servants to improve public management.

The developing countries continue to suffer from weak governance system, inappropriate allocation of resources, inefficient revenue and fiscal system and weak delivery of necessary public services. Such poor governance system leads to make difficult access of public services to women and other disadvantaged members of community. In dealing with such situation, the world Bank and other international organizations are continuously trying to learn lessons from practices

around the world to know what works better and what does not work in improving public sector governance system free from graft or corruption and offer such solutions to developing countries.

The book advances our knowledge by providing tools and lessons for improving the efficiency of public services and making governance transparent and accountable. The book highlights framework for creative incentive environments to achieve good governance. It outlines institutional mechanism for empowering citizens to demand accountability and suggest approaches to deal with corruption. The book suggests alternative service delivery frameworks for extending reach and access to poor, women and disadvantaged groups. This book illustrates tools of analysis for measuring performance of government at various levels. The book addresses two basic questions, whether the public manager is doing the right thing? And whether they are providing services of given quality at the lowest cost? Author suggests empirical tests to measure the performance.

The book is of interest of public officials, development planners, students and all those who are interested in public governance. The book is important and useful mainly to developing countries.

## **REPORTS**

### **1) Cost benefit studies of e- Governance project <sup>xxxvi</sup>**

The Centre for Electronic Governance (CEG) has undertaken cost benefit studies of e- Governance projects to assess their impact on the community, government service providers and stakeholders. The five projects selected for evaluation represent a broad spectrum of G2C e-Governance applications. The projects were analyzed for their sustenance on the factors such as efficiency, transparency, cost saving, convenience, extent of integration, employee involvement, amenability and strength of P-P-P, enhancement of revenue and technological robustness. Better training, efficient creation of data processing, web enabling has helped projects to build citizen- centric image of the government. Civic Centers of Ahmadabad Municipal Corporation have widened

the customer base and enhanced its revenue collection. The projects were compared with reference to ten factors that contribute to success, sustenance and replicability.

## **2) Empowering the poor - A study of Rural Development Projects in India**

**By Roger Harris and Rajesh Rajora, UNDP- ADIP ICT4D Series.<sup>xxxvii</sup>**

This report was set to re-examine the use of ICT for e- Governance and poverty reduction. The study examined 18 development projects that make use of ICTs in the form of community centers for the benefit of poor. The objective was to evaluate them with regard to key constraints as project design, community participation and project outcomes. The study sought to understand the factors that influence how and why the projects might or might not scale up to widespread implementations. It was recognized that there are projects with promise and usefulness but external factors affect the rate at which ICTs are made available to wider audiences. Several projects failed to understand the importance of cultivating close relationships with their beneficiary community. According to the study, though the users are satisfied with benefits the projects bring, they do not feel empowered or they feel that they have little influence on the operations of the project. The respondents, mainly male seemed to feel that benefits are not evenly spread. The winning strategy will be to design the project around community and staff should be capable of fostering productive relationship.

## **3) Issues of Poverty and Vulnerability” Reduction and Conflict**

**Author Rahul Day Professor IIM Bangalore<sup>xxxviii</sup>**

The paper analyzes seven projects implemented in India by state governments to use ICT for development, poverty reduction and improved access to government service. All these projects cover large population, sustained for significant period and used by significant population. The author observed that all the projects showed positive first order effects i.e. Bhoomi is used by 8,00,000 people in a month and e-Seva has registered over 41 million since its inception. Few have

shown significant second order effects. Deeper analysis shows that Bhoomi has been of marginal relevance to landless, poor farmers and women. Many projects experienced conflict and resistance at the time of implementation from demand and supply side stakeholders as e- Governance systems have disrupted their existing ways of working. Recommendations include participation by grass-root officials in the design and implementation of the project with inter-departmental co-operation at the government level.

#### **4) Success and Failures in E- Government Projects.**

##### **Front end First: Citizen Payment at FRIENDS Centre in Kerala**

**Case study Author: G R Kiran<sup>xxxix</sup>**

Kerala's "FRIENDS" centre offers one-stop, front-end solutions. It enabled payment counter facility to citizens of Kerala. The project can be considered successful, cost effective and user friendly. FRIENDS had two major advantages, one is ICT- enabled system was offered at much earlier date and another is single window service delivery was adopted under public response. The constraints noted are departmental compartmentalization opposed FRIENDS, procedures and processes of different departments caused major hurdles in implementation, proper updating in departmental registers caused problems to citizens. This problem was solved amicably.

#### **5) Report of the study team on District Administration**

**Administrative Reforms Commission - Government of India,  
February 1967. Government of India Press, Delhi-6, Printed in 1968.**

The administrative Reforms Commission appointed a study team on district administration. The study team was asked to ascertain facts, locate the principal problem areas, examine solutions for the problem and suggest such of them as recommendations. The study team was asked to consider ten aspects of district administration and based on that to give consideration to the need for ensuring highest standard of efficiency, integrity in the public services and making public

administration a fit instrument to carry out social & economic goals of development.

Main areas of study were role of Collector in respect of general administration in the matters of public grievances & complaints, relationship between Collector and panchayat raj institutions, collector and the departmental heads and the size of districts.

The study team conducted pilot study of one district from U.P. and one from M.P. Recommendations of study team are development function of collector can be allocated to democratically elected bodies and no change in regulatory functions of collector. Collector should work as a link between two groups of functions. In his capacity as the Chief Executive of state government, he will exercise some powers of general supervision & control over development activities run in the district. Regulatory and development will be largely independent. Within a district Superintendent of Police (SP) is responsible to law & order but police force as an “efficient instrument” is at the disposal of District Magistrate. As head of district administration, the Collector has a multitude of duties to perform. In recent years study team observed that there is alarming increase in Collectors responsibilities which have been thrust upon him, without proportionate increase in staff. Some of the collectors are comparatively junior, lack of experience and unable to cope up with difficult situation. This presents a situation, which needs urgent remedial action.

#### **Articles from Journals:**

**1) e-GOV 4th Anniversary Issue Volume 5, February 2009**

The issue lists achievements of different states and union territories and progress of CSC, SWAN and SDC achieved.

**2) Dataquest, Dec.15 2008**

The issue covers “Dataquest IDC e-Gov survey 2008” findings by ranking all states based on e-Governance progress achieved during last year.

**3) Business India Feb 2009**

The article covers study taken by IMRB International and Internet and Mobile Association of India. The survey reveals that higher levels of literacy and low levels of English speaking population has resulted in low adoption of internet in rural areas. Providing content and application in regional language will improve the usage.

### **Web Sites**

#### **1) Draft Framework for Establishment of 1, 00,000 common service centers**

**Department of Information Technology, Government of India, August 2005.<sup>xi</sup>**

The site covers, the draft outlines, the policy framework, strategy and mode of financial support for rapid implementation of CSCs across the country. Government intends to establish 1, 00,000 CSCs in the rural areas by the year 2007. The framework provides guidelines for implementation, structure, role of various entities and financial and non-financial support from the government.

#### **2) National Portal of India<sup>xii</sup>**

The portal is a single window access to information and services provided by various Indian Government entities.

#### **3) E Governance in India - Social and Legal Issues**

**Author: Asawari Shirodkar, Asian School of Cyber Laws.**

The article reviews all aspects of e- Governance in India. Author discussed Cyber laws, creating identification and security system and other issues.

#### **4) Future Perfect or Present Continuous?**

**Author: Gopalkumar K. Thampi.<sup>xlii</sup>**

Author suggested in the article a seven point program that can shape and will influence the outcomes and will create positive impact on e- Governance in India.

#### **5) The Ten point E- Governance agenda for India,**

## **Author –Subhendu Parth**

Dataquest e- Governance Summit 2006 <sup>xliii</sup>

The summit suggested ten point e-Governance agenda to make e- Governance projects successful.

### **Importance of Review of Literature**

Review of literature supported my study with subject information, availability of resources and other information, it gave me idea of various research approaches that might be used in the study and I was able to convince necessity of my research project. I was able to get information from different sources such as individuals, organizations, published information in books, newspapers, periodicals, journals or from electronic source.

The review of literature prevented me from duplicating work that has been done before and it helped me to know the study approach followed by others on same or similar subjects. <sup>xliv</sup>

### **Progress of e-Governance in India**

The Government of India decided the year 2001 the year of e-Governance to use IT in various fields. In the nineties global governments started using IT for e-Governance initiatives. With phenomenal rise in use of internet and mobile all over the world, people started learning new modes of access to have more information and better services. The progress of e-Governance in India was slow but it was on right track.

In seventies, the development of in-house government applications in the areas of defence, economic planning and monitoring data functions relating to census, elections, tax administration etc. were initiated.

National Informatics Centre (NIC) was established to initiate, propagate and implement e-Governance activities in different parts of the country. Connecting all district headquarters to state capital by NIC in eighties is a significant achievement. Twenty Indian e-Governance projects, implemented by NIC were facilitated by the Oracle Excellence in e-Governance Awards (2006). The



projects were assessed by renowned international assessment agency Skoh3 Consultancy for their effectiveness in India and meeting global standards in government automation and citizen service delivery.<sup>xiv</sup>

Initial emphasis by central and state governments has been kept primarily on automation and computerization and slowly progressed to use ICT tools into connectivity, networking and reviewing. With re-engineering and processing information some of the systems were able to deliver faster services. Due to limitation of resources, computerization was phased, high volume transactions such as payment of bills, taxes, issuance of certificates, public grievance system were taken on priority. The state government's motivation to shift from manual to IT has increased efficiency in administration and in delivery of services. Allocation of 2 to 3 % of budget for IT under each ministry/department made significant progress.

If we look at the current exercises going on about e-Governance , we find that the progress is uneven. In this context, perhaps a cafeteria approach can save the time & energy instead of re-engineer the entire government process. We can follow the footsteps of champions as FRIENDS in Kerala or e- Seva in A.P. It is the easiest recipe to save money, manpower and time and giving high satisfaction to the citizen. The back end computerization requires massive efforts and you can't avoid it. Here Kerala government has shown the way by under taking work with NGO and women groups without creating additional employment. Government of A.P.'s TWINS initiative has centralised different certificates and services given by different departments successfully and set an example. Even individual departments with e- Governance have achieved success as in case of Gujarat's Transport department or by banks in connecting branches from all over India. M.P.'s Gyandoot model is successful in taking IT to tribal dominated rural district.

Some of the initiatives listed below have proved that technology has changed the lives of millions.

The Central Vigilance Commissioner's initiative to publish names of charged officer's has brought transparency in government system to check corruption and empowerment of citizens. With electronic voting machines counting will take 4-6 hours to declare the results of the entire country of over a billion people. Indian Railways Reservation System performs reservations for 6,75,000 seats and berths everyday (during peak season that goes around a million). And a system responds to any reservation transaction in the country within 2 seconds, 365 days a year. This is a great achievement and successful used application by common man. At 23 Custom offices in the country, importer/exporter can file his documents on line and figure out status of his approvals even before his cargo hits the country shores. With D-mat facilities and electronic sales/purchases offered by National Securities Depository limited, and National Stock Exchange the cost of transaction has come down from 2.5 percent to mere 0.2 percent. Daily volume of shares transacted shoot up from Rs 400 crores in 1991 to a whopping Rs 50,000 crores a day. London Stock Exchange and National Stock Exchange of India agree to cooperate. Indian exchanges have been busy with technology revolution and are upgrading their trading systems.<sup>xlvi</sup> More ambitious project that will touch more lives is National Information Centres (NIC) AGMARKNET, a network that links up the major "mandis" in the country to provide information on 300 major commodities. 750 "mandis" are already connected; another 2000 are on the way of connection.

In fact, the benefits from such large e-Governance projects are so obvious that most state governments have fairly ambitious plans to scale up their existing projects. Maharashtra Government has begun work on SETU, a single window system for issuing all licenses and permits in the state. A single web site would link you with multiple departments for issuing clearances.

### **Overall plan of GOI to establish 1 lakh Common Service Centres**

Government of India approved in September 2006 plan to establish 1,00,000 Common Service Centres (CSCs) under Public-Private-Partnership scheme (PPP) by 2008.<sup>xlvii</sup> In August 2005, Department of Information Technology (DIT),

Government of India (GOI) published in detail, procedure to be followed for implementation of CSCs. CSC will provide services in agriculture, citizen services, health, animal husbandry, education, land/property, employment, social welfare, utility environment and many more totalling 80 services under 15 different categories. Improvement in the delivery of government services is an important issue for the countries like India, as the cost of inefficiency is ultimately borne by the poor. India has pioneers in the field of ICT who were the first to introduce electronic service delivery system in different sectors around the world. Many such products delivered significant benefits to customers. It is necessary to scale up such pilot successful projects so that these projects can be replicated.<sup>xlviii</sup> To have directory of such projects “The Governance Knowledge Centre” (GKC) was launched by PM in 2005 as the digital depository of good governance practices in India and abroad to provide expert advice on governance related issues.

Progress of CSC across the country is quite impressive as on 31/05/2010, total CSC rollout number was 79,097 across the 29 states and online monitoring installed total was 41,995 across 27 states and implementation under way number was 44,138 across the 29 states. Jharkhand and Haryana states reported 100% CSC roll out and rest of the states are in process. Online e-Governance services and bill collection services will follow.<sup>xlix</sup>

### **Citizen Facilitation Centre Features**

The Government of India suggested following important features for Citizen Facilitation Centre.<sup>1</sup>

- To display information in regional language.
- Display & update number of applications in process at different stages and completed along with number of applications pending over two weeks.
- Provide assistance to needy for filling the form with proper information.
- Display time limits for completion of procedures and disposal of cases. Adhere to time limits as noted.

- Ensure easy accessibility with convenient timing to the centre for citizens. Location and hours of access need to be publicized.
- Use latest technical devices such as interactive voice system, SMS, e-mail to interact with customers.
- Provide good comfort for waiting public, especially for the old, the handicapped and ladies.

### **The Necessity of Assessment**

The National Plan on e- Governance has an ambitious outlay of Rs 1,20,000 core involving public and private investments in next five years. So, the Union Government felt it necessary to create a national frame work for assessing e-Governance project on various dimensions.

Some of the challenges faced by the government are sheer size of Government machinery, wide geographical coverage, non-uniformity of e-Governance initiatives in states, to provide easy reliable and inexpensive access for delivering government services, effective internet facility, security of government data, privacy of personal data, viability of maintenance, up gradation and infrastructure. With the help of a national frame work government can judge the performance of a project at national level. Government has to consider scalability, functionality and security all three parameters with due diligence while framing the framework.<sup>ii</sup>

The National Action Plan wants to replicate successful projects in different parts of the country. Without a proper framework the success of a project cannot be ascertained. Government felt that many e-Governance projects are in implementation stages and e-Governance Assessment Framework (EAF) will provide attributes of successful projects to guide half-way projects.

Department of Information Technology (DIT) Government of India (GOI) is facilitating the NeGP by creating right governance and institutional mechanisms by establishing seven e-Governance Conformity Assessment Centres (eGCA) across the country. The objective of this project is to create a national

infrastructure in terms of skills, knowledge and technical and legal expertise in different areas of IT. These centres will provide the third party audit and testing services for compliance and certification to various mission mode projects. DIT is also providing testing, audit, compliance and certification services in IT domain to private sector. EGCA with its audit and certification will ensure trust and confidence of the citizens and stakeholders. <sup>lii</sup>

Many international, national banks and financial institutions can assess such projects on accepted framework to review ratings. There is a big challenge in expediting and evaluating e-Governance initiatives.

## **RESEARCH METHODOLOGY**

### **STATEMENT OF THE PROBLEM**

#### **Problems faced by Government**

All over the world, governments are facing the dilemma of unlimited and ever increasing needs to be satisfied with limited resources. World war disaster, collapse of communism, new technological devices and the demands of citizens has put pressure on the government to redefine the role of the state. The governments were involved in too many activities and not performing many of the activities to the satisfaction of their citizens. The governments in the past have paid little attention either to the service qualities or to the responsiveness of clients. It resulted in putting the pressure on modern welfare state as poor, young and aged all are demanding better quality public services and welfare entitlements. Nations are attempting to reform their public service by changing the role of the state. The modern welfare states have to find out ways of doing more with less by such means like eliminating waste and reduction in the size of bureaucracy, cutting welfare programs, privatizing public services so that flab can be reduced and system can become more efficient. With the arrival of digital age, availability of information under different categories instantly has become the main source for planning economic development activity. Information Technology

provides faster communication with analytical power to take proper decisions in trade, business at global level with much ease and simplicity.

### **Role of Information Technology**

It has been unanimously agreed and accepted by governments of almost all countries that if any technology can create new opportunities to bridge the gap between the haves and have-nots in society, it is only IT. IT will boost the process of development by sharing knowledge, increasing productivity, overcoming geographical boundaries and reducing delays. Global information systems with its techniques such as e-mail, online services and multimedia have benefited and are in use in all the continents.

### **Ultimate Goal of Government**

The ultimate goal of any government is the betterment of its citizens, to provide them effective administrative system with efficient communication technologies, so that any complaint or suggestion from any corner will be promptly attended. With IT, the governments get an opportunity to react to the demand of their citizens by offering new convenient methods of service delivery or by providing entirely new services or presenting existing services in efficient manner to fulfil citizens' expectations. IT has emerged as an effective mode in bringing masses closer to the government. It provides a unique opportunity to solve age-old problems.

There are many emerging programs on e-Governance in all the parts of the World, these initiatives present new challenges of policy, infrastructure and security and provide input to plan new activity. Most of these programs are available online with necessary details. New programs can be chalked easily with available online information by making suitable modifications to adapt to domestic conditions. The objective of e-Governance is not mere computerization of back-office operations but to change fundamentally the process involved in government operations along with change in responsibilities of the executive, legislature and citizens.

## **Selection of Area - Importance of Pune**

Pune had been a main seat of administration during Maratha and Peshwa rule. Pune is known as “Queen of Deccan “due to its scenic beauty. It is also called as “OXFORD” of India due to it’s dominance in educational field. Pune city is known on world map because of its educational, research and development institutions such as Pune University, National Chemical Laboratory and many more are stationed in the city. Pune district is an important military base with many defence organizations such as Southern Command’s headquarters and N.D.A. are notables. Pune is the most industrialized district in western Maharashtra. Many small scale and large scale industries have their shops in the district. Pune city is also famous for cultural activities and social science studies. Pune has a great tradition of freedom fighters and social activists and many national movements were started in the city.

Maharashtra has a tradition of progressive, developmental administration. The state is the first to start many civic schemes. Pune district occupies an important position in the state. It is a preferred place by industrialists and IT professionals of all over the world. Pune has become IT hub in the country.

Pune is the eighth largest city in India and second largest in the state after Mumbai. Pune district consists of 14 Talukas, 13 Panchayat samities, 2 Mahanagarपालikas, 11 Nagarpalikas and 1866 villages. Total population of the district according to 2001 census was 72.24 lakhs and literacy is around 71%.

<sup>liii</sup>The Government of Maharashtra has started many e- Governance projects in the Pune district. Pune is one of the five districts selected from the state under central government’s e- District scheme. PMC and PCMC have introduced e- Governance projects and are planning for additional projects. PMC’s “Auto-DCR” meant for automatic scrutinizing of building proposal and work won the international recognition. PMC planned for 100 CFC centres out of that 53 are in operation. PCMC has also big plans. The importance of Pune is recognized by central government with Rs 2500 cores infrastructure grant it received under Jawaharlal Nehru National Urban Renewal Plan (JNNURM) towards urban

renewal projects. PMC has also drawn “Pune IT Vision 2015” with ambitious e-Governance plans as “unwire Pune” “Citizen Geographical Information” and “Pune cards” to provide better services and facilities under e-Governance projects to citizens of Pune.<sup>liv</sup>

The CFC Centre “Sankalp” at Pune collector’s office is in operation for last 8 years. The general public visits collectorate for variety of certificates, permits and other documents that are necessary for submission of application to government schemes and programmes. The government of Maharashtra under SETU identified 34 frequently asked certificates issued by district and sub-district authorities. Sankalp is a pioneer centre in Maharashtra providing hassle-free same day service. The centre caters needs of common citizens from all walks of life. The state government and Municipal administration are intending to start similar type of centres in different parts of the state to serve the rural people.

In the light of all this, it is appropriate to study the working of “Sankalp”. The study will cover day to day working of the centre along with progress achieved and changes effected and feedback received from all stakeholders.<sup>lv, lvi, lvii</sup>

### **Context of the study:**

In majority of e-Governance initiatives, it was the government which decided what was to be done, how it is to be done and what are the requirements of the project. This has created an impression that in e-Governance there is only one stakeholder i.e. government. But, now it is clearly understood that large number of people are impacted by such projects. It is not only government and people are stakeholders but there are many more institutions, organizations involved and are impacted. Each stakeholders view towards the project from different angle so they have different expectations from the same project. It is necessary to assess the project properly to know views of stakeholders

Assessment of e-Governance projects aims at measuring whether and to what extent a given e-Governance project has fulfilled its pre-determined objective and has characteristics of a good governance project delivering real value to stakeholders. e- Governance initiatives are highly risky and often result in to



failures. Robert Schware World Bank official made an remark during e-Governance seminar 2004 held in Bangalore that “It is estimated that approximately 35% of e- Governance projects in developing countries are total failures and approximately 50% are partial failures, only 15% can seen as fully successes.”<sup>lviii</sup> This supports necessity of assessment, as assessment and monitoring is the key to the future success of the program providing updated feedback to authorities. Even Mr. K N Chandrasekhar, cabinet Secretary in his message to “Impact Assessment of e-Governance projects” report supported by saying “Every project once it reaches a mature stage of service delivery, will be constantly monitored and subjected to assessment that can be further improved and evolved to deliver greater benefit.”<sup>lix</sup>

The key mantra of e-Governance is “citizen first”. It is therefore vital that the project should be assessed with the focus on the nature and impact on its users. The other kind of assessment will be purist point of view assessment. It will focus on technological choice, process changes made, legal sustainability. Both assessments are important for project’s survival and acceptance. The projects are tested on parameters which they never have been designed for. The project is assessed against factors which people or users considers important.

Commercial IT applications are often evaluated in terms of return on investment (ROI) i.e. common parameter to assess economic performance, but same is not applicable in case of e- Governance applications as benefits accrued are difficult to quantify. These benefits are in terms of customer service, greater convenience, saving in time, empowerment of ordinary citizens, right to information, transparency in decision making, intra- government communications all such actions are difficult to quantify but are very important elements of e-Governance process. e- Governance applications are mostly driven by parameter as efficiency and effectiveness in service delivery. Governments are run on tight budgets facing many more problems. e- Government is a new phenomenon requires investment and time span to get benefits. e- Governance projects are in a nascent stage, proper flow of information for calculating ROI considering tangible and intangible benefits is difficult to access.<sup>lx</sup>

### **The Purpose of study:**

The above discussion notes different aspects of the use of IT in administration. Use of IT in administration was initiated in developed countries. The developing countries are late comers. The gap in the body of the knowledge on this essential and innovative development must be supported by native project studies. The fundamental approach of this study is to assess the impacts of e-Governance system through “Sankalp” on citizen’s everyday life and governance in general. It is expected that assessment will provide answers to questions like:--

- 1) How far the project succeeded in achieving its objectives?
- 2) Has the project had been designed and developed with all necessary technical features?
- 3) Is the project sustainable over a long period of time with or without motive force?
- 4) Is the project cost-effective?
- 5) Is the project replicable?
- 6) To ensure that funds and efforts deployed in e-Governance projects provide commensurate value to citizens.
- 7) The results of the study can be used to create a benchmark for future projects.
- 8) The results will guide to make mid-course corrections if required.
- 9) The studies of successful and failure projects will be able to pinpoint key elements that can aid in planning of future projects.
- 10) NeGP has provided a platform to upscale and integrate various initiatives.

The evaluation study is based on questionnaires and interviews set with stakeholders and evaluation of this exercise lead to determine performance level of the project based on the following points.

### **Questions guiding the study:**

\* Whether the project has overcome the drawbacks of old manual system such as:--

- a. Application pending for a long time,
- b. No definite commitment to take the decision,
- c. Decisions taken haphazardly without any logic,
- d. No direct contact between applicant and staff,
- e. Chances of corruption,
- f. Middleman's menace,
- g. Citizens unhappy with the system.

The project study based on feed back received from citizens and staff will be able to clear following questions and points.

1. Whether the said project is a success or failure or partial success?
2. Has the project improved working in office and efficiency of the staff involved?
3. Whether the delivery time (end product) is reduced or not?
4. Is the involvement of middlemen or agents reduced?
5. Degree of efficiency and transparency demonstrated in citizen services.
6. Extent of reduction of cost and improvement of convenience to citizens.
7. Efforts to build citizen-centric image of the government either by better training to staff and by promoting user groups or through suggestion box etc.
8. Extent of integration of back-end processes with front-end.
9. Degree of employee involvement.
10. Amenability of P-P-P arrangement.
11. Appropriate technology to support service requirement such as 24 hour service.

12. Involvement of staff & customers in planning, implementation of the project.
13. Periodical system review system. Proper system documentation.<sup>lxi</sup>

The study will also highlight success factors and can point out to constraints with challenges. Recommendations will be a real feedback to look in to the project from third party's angle and can lead to some of the suggestions to discussion table.

The present study was undertaken against this backdrop.

### **Objectives of Study**

The present study aims at examining and analyzing working of Sankalp.

In particular it examines:

- 1) To study the status of e-Governance in Maharashtra.
- 2) To study the e-Governance plan of Government of Maharashtra.
- 3) To identify the citizen awareness about the facilities offered at Sankalp.
- 4) To assess the effective service delivery mechanism of Sankalp.
- 5) To ensure a simple, speedy and reliable service delivery.
- 6) To provide information to users freely and easily.
- 7) Acceptability of the concept of e-Governance amongst the functionaries at the field level.
- 8) Perception amongst the government servants about relevance of e-Governance to citizen friendly services.

### **Hypotheses of the Study:**

Following hypotheses are to be tested through this research study.

1. E-Governance has provided one stop solution and made citizen's life easy.
2. Ordinary citizens are unknown of different requirements for a certificate.
3. The e- governance projects will reduce redtapism, corruption and middle man's interference. It will be face-to-face interaction.

4. ICT cannot substitute for good public management and internal controls.
5. In the expansion of services, absence of adequate data links is a major handicap.
6. The lack of adequate IT skills in implementers is a dragon to the progress of e-Governance.

### **Origin of Study:**

If we look at the current exercises going on about e-Governance, we find that the progress is uneven. All e-Governance initiatives are more the outcome of committed individuals rather than a systematic progress in the same state.

The Government of Maharashtra has decided to use e-Governance to improve the quality of public service, making dealings with government simpler, convenient, and customer focused. Accordingly, the Government of Maharashtra has started projects such as CFC centers at Mumbai and Pune. Pune CFC centre at collector's office is working since 21st August 2002. These CFC centers were started with front end computerization based on cafeteria approach without back end process computerization. The CFC Centers in Mumbai were set at ward level offices where one can get birth & death certificates. While Pune CFC centre provides 23 different certificates and also gives service to get Indemnity bond required for different purposes.

### **Limitations of the Study:**

The study and inferences will depend on the quality of sample data collected through questionnaires. Some suggestions and improvements will be noted on the basis of other domestic and foreign projects. The inferences and suggestions will have limitation as they are based on sample data and study of other projects. But each project having its own background and involvement of key men will make the difference in the success of the project. With the help of sampling and statistical analysis we can go nearer to the generalized opinion.

Success of e-Governance is mainly depending upon human participation. It should come from policy decision makers who are bureaucrats, administrators

who are day to day solving difficulties, software personnel to make system friendlier, and lastly citizen participation.

### **Data Collection:**

Data was collected to obtain information and to keep on record to make decisions. In pre collecting activity goals were set; target data was defined with its definitions. The primary data was collected by in-person observations with face to face contact with the participants in three different ways. 1) In person surveys- Researcher i.e. I approached respondents and got answers to questions set in questionnaire. 2) Direct Observations of the working done by observing different processes and actions of staff and users. 3) Interviews with social workers centre in charge, centre staff to gain more in depth answers to complex questions and additional information.

Secondary data was collected from 1) Subject Books, 2) Journals, 3) Newspaper Articles 4) Case studies and Reports, 5) Internet web sites.

. The areas of study were as follows:--

- 1) Citizen services provided through Sankalp.
- 2) Role played by administration in working of Sankalp.
- 3) Public-Private partnership working.

### **Framing of Questionnaire:**

Structured questionnaire was framed separately for citizens i.e. users and for staff members. The questions were designed in such way that feed back received from users can guide about performance of delivery and citizen centric quality of the project. While staff questionnaire was framed to understand other side of the table, their difficulties faced during execution, solutions suggested.

At the Sankalp due to rush and constraint of proper space, respondents were not ready to spare much time for this activity. So, questionnaire was framed with more close ended questions. There were 25 questions in citizen's category. Out of 25 questions 13 close ended with Yes / No option and 10 were multiple choice

and only 3 were qualitative type questions. The questions covered parameters such as personal profile, location, information, subject, procedure and behaviour.

- For staff category total 22 questions were asked to reply. The staff members are representative of government or of contractor and their role is to be viewed in different angle. The questions were framed to find out process of verification, difficulties faced and suggestions for improving process.

Through these questionnaires primary data was collected from 510 citizen respondents and 14 staff members. The data was coded and then presented according to the requirement of the study to draw inferences and conclusions.

Secondary data was collected through books, articles appearing in newspapers, magazines, interviews and internet. Study of similar projects done in India and the foreign countries were of immense help to guide the current study.

#### **Sample and Interface Criteria:**

The questionnaire was framed with processes involved and delivery mechanism adopted. The logic behind framing questions was based on study in respect of questions as noted. 1) What is to be done? 2) By whom it is to be done? 3) How is it to be done? 4) How soon it is to be done? The sample was collected on random basis during the period November 2009 to January 2010. Total 510 citizens and 14 staff members responded and filled the questionnaire. Few respondents could not differentiate between what was asked and expected. Majority of respondents had answered correctly and noted their impressions, experiences & difficulties faced. Daily success ratio of questionnaires was from 15 to 25. There were people who were hesitant to respond positively due to misconception or not ready to note feedback in writing and some of them have come to the conclusion that such questionnaires findings are not taken in consideration. This is typical mental block created by our administrative process.

#### **Analysis of Citizen Respondents**

Collectorate is the main “epicentre” of district governance where most of the decisions in reference to that particular district are taken. Collectorate with its domain & large responsibilities, it provides more points of contact with the citizen than any other district office. It is the place where the image of the government is mainly built; its working makes its impact on the minds of common citizens. District administration is a single high powered agency through which the ordinary citizen could take forward to e- Government.

Government procedures play a major role in building operative image. When citizen takes entry in to the office he has his own expectations & assumptions, based on these he expects response from other side. On the other side of each table, government official as representative of the government is also contributing to the sum total in building the image. Officials need to adopt new process, different style of functioning to get better results. Staffs have to understand the reasoning behind each procedural step and imperative behind the change. He/she is expected to come up to new aim of the organization “Citizen Centric” i.e. realizing the satisfaction of the people which was overlooked for years and just mechanically administrating service. The whole service mechanism should rotate around “citizen satisfaction” and all the processes should be “Citizen Centric”. Whether citizen gets the proper information which he ask for, whether the system procedures help him to get necessary information effectively that too with content and its cost within the limits of time and resources as defined in Citizen Charter. If citizen is convinced with the reasons of denial, he should be assisted to identify identical means to overcome denial. Thus official providing services or information and citizen asking for service should “meet” and not “intersect”.

The three important coordinates of an organization are Information, Procedures and Documents which are pillars on which organization image is built up. The analysis of interviews with all these 510 respondents is done using People-Government-Interface Criteria under Information, Documents, Procedures and Behaviour as main parameters known as “InDoProBe”. The questionnaires used during interaction contain 22 multiple choice questions and 3 open qualitative



question. The citizen questionnaire is set to accommodate five questions on information, six on procedure and six on behaviour parameter.

Past data shows that people visit Sankalp-CFC to get single or multiple number of services .During October 2009 to November 2009 (till 20/11) total affidavits count was  $6003+4929=10932$  i.e. 312 avg. /day and applications correct case count was  $6199+4827=11026$  i.e. 315./day. Majority citizens are visiting CFC for caste income, nationality, senior citizen and other such type of certificates. Affidavit is common enclosure to most of the services.

**The information co-ordinate** is an important factor as it helps us to understand the process flow of translating the idea, its effectiveness, and its ultimate transformation in to final product or assigned role realization The main source of information about the CFC procedure turned out to be either website, notice boards in the CFC centre or middle man and public relations officers at CFC counters. People from village contact panchayat or block office or gramsevak to get information. The younger and educated are aware of Citizen Charter. Citizen Charter is a tangible document; people know it and speak about it. Information is intangible and therefore requires confirmation. Charts, booklets, handbills serve as main source of information about office procedures.

Government work is mostly done on paper and there is a tendency to make each paper self-sufficient, self-explaining, with this type of method papers soon turned in to heaps of files. To store all these is files is a difficult job. The heaps of files bring shabby appearance to the office and hampers working climate. Record keeping & record rooms, is a neglected area. This make difficult to a citizen-client when he goes on expedition to collect relevant or supporting document of 20 or 30 or 40 past years. It becomes difficult to procure such documents. These **Documents** refers to age, title, birth date, caste for the applicant or his father, grandfather. The documents issued from village office are hand-written and because of bad handwriting difficult to understand. To get documentary certificate from gramsevak or talathi or from police or from electricity department is a tedious time consuming job.

**Procedure** is a critical interface criterion in analysis and it includes aspects of time, efforts and expenditure. Procedure is an intangible item operated by the government side through its representatives. Very few people have an idea of what exactly happens inside the office. The flow of document, verification checks are mostly unknown to common man. People come to know about incompleteness in application too late is major grievance. Popular complaints about procedure are they are time consuming, complex and difficult to understand. The extension in time implies wastage of money, time, efforts and loss of good will.

Positive opinions of users help legitimization of any organization, irrespective of any shortfalls in its performance. People are ready to give more time and opportunity to improve the infrastructure and delivery package. Younger generation is aware of technological progress and has high expectations from service provider. So, they are impatient and demanding immediate change.

**Behaviour** is hard, tangible and experiential criteria. It creates immediate impact and long lasting impression on the minds of citizens and influences the image building process of government as a service provider. The “effective service” should be felt by the other side i.e. the citizens. The common grievances of citizens are non-availability of staff, corruption and incompetency in work. The revenue department is no exception.

## **ANALYSIS OF STAFF RESPONDENTS**

The four interface criteria could be further divided as information and documents on the People’s side and Procedures and Behaviour on the government side. Citizen’s expressed their views on information available, procedure adopted, and infrastructure at the place & time energy money spent to complete the task. Office has its own structure, procedure, rules and regulations to follow its actions as directed by system ingredients. The officer in-charge acts as a leader of the team and his role, function, influence the performance of his staff members and office as a whole. Government side is represented by staff members, with procedures adopted and behaviour pattern shown by staff members towards

common man. Behaviour is again hard to determine, tangible and experiential criteria creating strong effect on the image of the government. Staff members are supposed to coordinate activities in such way that assigned function is done smoothly. It is necessary to find out staff views on different aspects of process as well as their suggestions to improve performance. The problems and difficulties faced by staff are mostly related to administration but it is necessary to take note of it as it affects performance.

Hence separate questionnaire was prepared for staff members to understand their experience.

Total staff members strength is around 55 consisting state government employees & contractor's employees.

Contract period was about to end (during Nov/Dec.2009) so most of them were worried about their future. This situation had created a panic in the minds of contract employees and most of them had not responded.

Majority of respondents are government employees so it is expected that these respondents know rules and regulations applicable to a particular service and will be serious in implementing it. The suggestions, improvements noted by staff respondents will give better understanding of the centres working and difficulties faced by the authorities.

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**CHAPTER: THREE**

**SMART GOVERNANCE TO e - GOVERNANCE**

## CHAPTER - 3

### SMART GOVERNANCE TO e - GOVERNANCE

#### Evolution of e- Governance

The last two centuries have seen the evolution of government structures as we experience them today. The feudal structures mainly concentrating on defence and revenue with small involvement in health and education changed to handle industrial revolution with new political philosophies and to understand the needs of welfare state.

Newly independent countries to hasten the process of development followed the Soviet Model of planned economy with government intervention in all the sectors of the economy. This led to emergence of “Big Government” based on “command and control”.

International developments in the latter half of the 20<sup>th</sup> century had made a major impact on governance process with shrinking budgets, downsizing and privatization. Multi National Corporation (MNC) became very active and too big. The expectations of the customer citizens underwent a complete shift in demanding service module from government same as business world. This forced governments to adopt the new process to change. This gave governments a new agenda for change which include establishing a structure based on law and order, maintaining healthy policy environment, investing in social services and education, infrastructure and realizing citizen as customer. The priorities of the governments in the 21<sup>st</sup> century changed to attain economic competitiveness, providing digital services to citizens, encourage e-democracy and e-communities leading its citizens to be ready to greet “knowledge century”. To achieve new government it was essential to take stock and re-invent government by re-assessing governance process and organization with the help of re-engineering and trying to attain 24x7 working with flatter organization with better performance and higher accountability. In short, citizen focused, flat, empowered global

government is emerging. Many countries in the world both developed and developing have taken notice of these changes and utilized technology to attain their goal and India is no exception.

### **Good Governance through “SMART” Government**

The mandate of any democratic government is to provide a set of services to its citizens in an efficient, convenient, equitable and in effective manner. This can ensure the welfare and wellbeing of its citizens and will facilitate the growth of economic activities.

“**SMART**” captures the important attributes of Good Governance i.e. Simple, Moral, Accountable, Responsive and Transparent government. It is necessary to discuss these five attributes to understand them and to know what can be achieved from these elements with electronic intervention.

“**Simple**” --Citizen expects a user friendly government with simplicity of laws, rules, regulations and processes, procedures formulated by the government. The multiplicity of laws and their complex procedures with the requirement of many proofs drive citizens to middle men, resulting in delay and corrupt practices. To avoid this situation with the help of e-Governance, government is implementing “Single Window” one stop services through CSC to facilitate common citizen.

“**Moral**” - The word “Moral” in “SMART” government denotes emergence of new system of governance based on moral values. The “cleaning up” process is very slow but it is very essential for the survival of values cherished by Good Governance. Some of the processes like systematic changes in electoral reforms, downsizing of government, enhancing literacy, to increase awareness and participation can take a longer duration to show its effects still such programs should not be overlooked. The maintenance of high ethical standards in the system with proper checks can improve efficiency of police department, judiciary and administration in general. The use of technology will be limited in creating a moralist government.

“M” also stands for “Measure in “SMART” government qualities as it is an equally important parameter to access the performance of e- Governance. When “Sarbenes-Oxley Act 2002” brought major changes in corporate governance many public companies felt it was a case of over regulation. But today they had moved out of that phase and realized the virtues of streamlining organizational processes to achieve more efficient use of resources<sup>lxii</sup>. The same logic of resisting change initially is true in case of governance. It is expected that as time passes process will improve and will realize the importance of performance measures. Performance measures provide a valuable tool to track the progress of e-Governance implementation efforts. The success and continuity of e-Governance initiatives requires government to establish and maintain an operational framework to judge the performance. The three performance measures are noted below.

- 1) Performance tracking measures used to access the progress achieved by using e-Governance to transform operations & service delivery capability of government. It can be measured on finding number of customers using e-Governance services or by number of departments transferred in to e-Governance or by information published over e-Governance portal and finding number of transactions executed electronically.
- 2) Customer value measures used to access the advantages and benefits gained by customers by using e-Governance initiatives. It can be accessed by finding reduction in number of visits or reduction in number of documents required for submission or by reduction in time and effort to request a service or to track pending transactions or to acquire a service or to file a complaint or to find information of each service.
- 3) Department value measures are used to know the advantages that have accrued to the government departments by provisioning and consolidation of e-Governance services. This measure can be used by finding reduction in service cost or increase in revenue or total number of transactions and total revenue achieved over a period of time.<sup>lxiii</sup>



**“Accountability”**- The civil service is accountable for design of strategies, action plan drawn to implement particular program or system and performance achieved. IT helps in design, implementation with sophisticated systems as MIS or SAP which helps top officials to execute, to pinpoint minutest details and take corrective actions in time.

**“Responsiveness”** – It means to be attentive to the needs of common man and by action to show the urgency in responding to such needs. It includes quality of service offered in time. Service delayed is as good as service denied. An important concept developed to assure “Responsiveness” is “Citizen Charter”. Citizen Charter is a set of assurances given by the government agency on the quality of service and time limit for delivery. ICT can play a significant role in improving the performance of delivery and to fulfill promises set by “Citizen Charter”.

**“Transparency”**- Transparency brings some of the essential virtues in to public life such as equity, level playing field, the rule of law. These virtues confer social benefits to the deserving with no discretion, no scope of corruption.

“Transparency” arises out of the citizen’s Right To Information (RTI) , the right to know why certain decisions were taken. The deployment of ICT can quickly disseminate information through the use of web sites or portals which can be used to form decisions, opinions. Government of India through decentralization of power and citizens empowerment, trying for effective citizen participation at all levels in program and civic service reforms.

The five principles of “SMART” governance are relevant to the working of public sector. If e-Governance systems are designed and built to enhance these principles in practice they can provide multiple benefits to its users.<sup>lxiv</sup>

### **e- Governance – Vision and Priorities**

Government of India has set a vision to develop in India a Simple, Moral, Accountable, Responsive, and Transparent i.e. SMART Government. Although the acronym SMART is very attractive but it is not sufficient as “SMART”

attributes are keeping government at its centre and not the user or the citizen. The new approach is to evolve a Citizen Centric Design (CCD) especially for e-Governance applications.

The government of Mozambique has defined six priority areas along with main poverty alleviation program are education, human resource development, health, universal access, infrastructure and e-Governance.<sup>lxv</sup> All are equally applicable to India. The country should have a broad range of IT capabilities; skilled manpower to be used for its rapid development through enhanced efficiency. e-Governance can act as a trigger or a catalyst for progress in different spheres & will reduce the digital divide gap.

**Village Vision:** - Villages have access to media like phone, T. V, newspapers & magazines yet they have no voice due to lack of self-confidence. What is needed is providing an interactive solution to let them have their say & plan their own future. This can be done by providing them right technology and information they need. To achieve this, villager should have a computer with internet access & e-mail ID. Access to e-education and to various e-services, electronic markets should be provided to villagers.

National e-Governance Plan (NeGP) is launched with two broad objectives, first to make government services available electronically & second to make them available in rural areas. This can be achieved with Common Service Centre (CSC) and providing SWAN basic infrastructure connectivity, so that transformation process of rural area can be smoothly carried on and leadership can be developed in the domain carried on.

Initially NIC has provided one stop solution for all applications. Now, the needs of government have multiplied & vast growth in capability and skills outside government are to be channelized.

### **Citizen Participation**

Since the 1960's the term citizen participation has been a growing popularity, although it has yet to achieve a fuller meaning and depth. It represents a revived

interest in the philosophy of participatory democracy promoted by the French political philosopher Alexis de Tocqueville who propounded that individual citizen participation is essential to the survival of a democracy and that democracy is undermined when citizens are incapable of influencing government decisions. This is known as bottom-up rule.

The development process in a developing economy will acquire a fuller meaning if the citizen's not only associate themselves with planning development programs but also participate fully in their implementation. V Subramaniam puts this idea beautifully, "but the success of any program of action depends on the response of the citizens and particularly the class of people for whom the program benefits". Citizen participation has come to mean the direct involvement of citizens in the process of administrative decision making, policy formulation and implementation. Citizens participate in the operation of development administration, but the role of citizen's as distinguished from that of public servants in exerting influence on the developmental activities of the government.

People's participation involves the deliberate and systematic mobilization of citizen's around issues and problems of common concern. Citizen's participation is often used in conjunction with the term "participatory democracy". It may be ranged from the village level (like construction of rural roads) to the national level (as defence). It may involve only decision making or extend to actual execution. Again the participation may be direct (as in community project) or indirect (through electoral representatives).

### **Advantages of Participation**

Citizen's association with intervention in the development efforts of a democratic country like India has several advantages. These are -

1. It creates the interest of local people in providing a new thrust to programs of which they are beneficiaries. In other words participation is a platform for local people to show by their behaviour and action that they are capable of assuming future responsibility.

2. It is a means of expressing their feelings and thoughts.
3. It offers them an opportunity to demonstrate their willingness to do constructive work and show that they are good and responsible citizens.
4. It is a cure for the unresponsiveness and repressiveness of traditional decision making mechanisms. It enables the citizen's, especially the poor to gain control over decisions affecting their lives through direct participation in programs.
5. It is a remedy to control wrong practices.

Participation in both developed and developing countries has grown for three reasons: the expansion of government activities and another, the explosion of knowledge and communication and neglecting citizens by bureaucrats all this lead to citizen participation. Governments have assumed increasing responsibilities in regulating the economies, planning for financial resources for accelerating development and exploitation of natural resources. In social sphere they have the responsibility of improving the well-being of the people and decreasing the level of unemployment and poverty and disease. The government of today directly or indirectly is a trader, industrialist, financier and entrepreneur and to gain acceptance for its objectives and policies particularly in the economic and social spheres, it has to rely on the citizen's willingness and understanding. The second reason which has led to the growth of citizen participation is the explosion of knowledge and communication. More knowledge in science and technology and education has made people able to understand the problem of life in society and made them responsible to carry out constructive public work. They feel that if they wish to exert pressure on government authorities, they can be better heard through collective action. The third contributing factor in the citizen participation is the perceived failure of the bureaucracy to meet the growing demand of citizens.

These three factors – expansion in the functions of the state, explosion of knowledge and communication and the failure of the bureaucracy to meet the

growing demands of the citizens coupled with higher standards of living have made the growth in citizen participation in the development effort.

The 73rd and 74th amendments chalked out route to people's empowerment with better delivery system, fostering transparency with openness and easy access to public transactions which will improve the interface between administration and citizen. To establish a responsive governance government introduced citizen's charters, strengthened internal grievance machinery and reviewed existing legislations, rules and procedures in the light of responsive governance.

### **Citizen's charter to e-Governance**

Realizing the importance of accountability and transparency in administration the concept of Citizen Charters has been initiated in India. The idea quintessentially is one of citizen's entitlement vis-à-vis governments to easy, un-hassled access to public services, to services of an acceptable quality and specifications, to an efficient and prompt delivery of services and to transparent conduct on the part of the service provider. The Government of India seems to be committed to the concept of Citizens Charters and large numbers of ministers and departments have rolled out their charters. It will transform the mindset of people in the government and for ensuring better deal to the people.

The citizen's charter expects from each office or a branch of a department to display on a board list of services offered by the said office or a branch with service standards set in and response time against each service. The board will also display in case of non-compliance with stipulated standards the procedure to lodge the complaint and follow up and redress of complaints performance. Each department will set up third party independent machinery for system audit, performance monitoring etc. Each department head has to spare fix time in a week to meet customers to have interaction with them, listen to their difficulties and find and convey solution.

### **Role of Citizen-Charter**

Good Governance with citizen–centric attitude is a main guiding principle of all government activities. To strengthen good governance, government has put in to practice Right to Information, Single Window concept and Citizen Facilitation Centers.

A citizen is entitled to a quality service with affordable cost. Service norms should be based on the positive interaction between citizen and government. This is the essence of Citizen Charter. Citizen Charter that helps to strengthen a transparent, accountable government along with time bound service confirming organization commitment. Citizen Facilitation Centre provides an operative mechanism to understand the process reasoning behind each action.

### **RIGHT TO INFORMATION**

The right to information (RTI) is an effective tool in the governance of a nation. It is expected that people should make proper use of this act, making governance more active and alert in working and people centric in action<sup>lxvi</sup>. In the last 63 years of India's independence, we have lived in the shadow of secrecy, with no chance to question the government or its officials for it's functioning, that too in democratic set up.

The RTI Act 2005 gives people an opportunity to understand the functioning of the government. In the present set up the power rests up with the central government and it is not percolating. For a meaningful democracy power should be given back to people. Present Indian democracy is considered to be an electoral democracy as common people are active only during elections. Common man should have say in the functioning and in budget similar to citizens of Brazil or USA. RTI Act plays a major role in converting electoral democracy into participative democracy with peoples active participation at all levels of governance. Ordinary citizen should not remain as passive observer or spectator but should be active and alert to governance actions. For a functional democracy people should be able to question the governance and RTI Act has given an opportunity to common man to understand functioning of the governance process.

RTI helps to establish democracy at the grass root level, only care should be taken to use this facility in the right spirit. It is expected from government to have transparency and accountancy in all functioning of governance. RTI Act allows citizens to demand information regarding any government department or office. The provision of penalty clause reduces the chances of denial or delay of granting information.

RTI Act is a good beginning but still our “Swaraj” dreams of Gandhi and Nehru are far away. It is just slight improvement in the governance system as government officers and staff still not giving proper attention to common man. Government officials are trying to protect their fort under threat of secrecy. Supreme Court CJ says RTI should be applied to judiciary but not to judges. Another instance is, government has put forward an amendment to RTI Act, that file noting other than for social and developmental projects cannot be disclosed. File noting are expressions of opinions by officials that plays vital role in decision making. RTI activists from all over the country are arranging nationwide campaigns to create awareness and support against such amendments. These campaigns have shown some results as Maharashtra CM at last agreed to scrutinize CM Fund under RTI Act<sup>lxvii</sup>.

Maharashtra is more alert state as it received highest number of (4,40,728) applications in the country during 2009 and out of that 24,519 were disposed. Still, the pendency level is a matter of concern. Total penalties aggregating to Rs. 26.57 lacks received during 2009 and maximum penalty of Rs. 25,000 were imposed in 61 cases. The state is considering setting up five regional benches to give better service to common man<sup>lxviii</sup>.

### **E-Democracy**

All over the world the governments are worried about decline in public approval of their institutions. ICT can help to reverse this trend. Most democratic governments are relied on interest groups and experts to convey their suggestions that will help to amend rules. It is necessary for government to provide proper tools for consultation so that the goals of interactive government

can be achieved. Democracy is practiced as representative democracy and e-Democracy can take us to direct democracy. With the help of technology societies can organize and administer democracy themselves.

Steven Clift expert and worldwide leader in e-Democracy movement defines e-Democracy as “how the internet can be used to enhance our democratic processes and provide increased opportunities for individuals and communities to interact with government, and for the government to seek input from the community.”<sup>lxi</sup>

The UK based Dialogue by Design, defines e-Democracy as “the use of computers to enhance the democratic process.” AkeGronlund of Sweden is of the opinion that definitions of e-Democracy often focus more on ICT’s use rather than democratic processes and institutional change.<sup>lxx</sup> e- Democracy is a growing part of e-Governance. With internet, the citizenry can bypass all channels of government, they can talk; register their opinion, from any part of the world through so many channels. They can form “virtual communities” There are conflicting results came from the study that whether citizens would use properly the internet to involve in the decision making process. Digital divide creates disparities in use of technologies. Developed countries have implemented community access program to bridge the gap.

### **Reforms through e-Democracy**

Online consultations for obtaining input on government policies.

e-Voting can facilitate participation in elections or particular ballot pole.

e-Participation will open new channels for participation in governance process.

The use of opinion polls is in use for last many years but they represent very limited input from citizen to conclude firmly on any trend.

e- Democracy is in nascent stage and we can’t predict about its future shape. The success of e- Democracy will depend on participation and partnership of all stakeholders in government and citizenry alike.<sup>lxxi</sup>



Digital Governance is a new and evolving form of governance in which ICT's have a major role to perform. Digital Governance ensures that common citizens have equal right in decision making process which affect them directly or indirectly and influence their conditions and the quality of lives. <sup>lxxii</sup>

### **Role of ICT in reducing Digital Divide**

Most of the wealth created in India, by the recent spurt in development process has benefited by 160 million urban rich and largest share out of this spurt is cornered by top 1L dollar millionaires. It is a fact that less than 10% of India's population has seen any benefits and against that less than 0.01% is prospered. IT can play role in reducing this gap and inequality by providing benefits to those who have been left over to improve their livings. <sup>lxxiii</sup>

The spread of ICT and its impact resulted in the hope that tomorrow will be brighter than today. ICT, with its global information system, has transformed the whole world into a global village with global economy. It supports the communication and analytical power which takes business at global level. To coordinate worldwide network of suppliers, distributors, consumers, multinational organizations have developed global information system which can provide status of orders, deliveries and payments round the clock. All this is possible because of the Information Technology and can be used in various fields. Its prominent applications in the business field are: e-Commerce, e-mail, online services and multimedia. e- Commerce is not only buying & selling but it includes many more commercial activities. (\*\*e- commerce applications can be broadly classified as Business to Business (B2B), Business to Consumer (B2C), Business to Government (B2G), and Consumer to Administration (C2A). Business to Government i.e. B2G connects various government agencies with business organizations resulting increase in efficiency and saving in time & money. Another application Consumer to Administration i.e. C2A provides relevant information to consumers through websites of government agencies. \*\*) ICT can create equal opportunities irrespective of your location and financial

clout to enter in the world market. Farmer from a remote village can market his products through e-Commerce and transact business from his native place.

### **Role of ICT in e-Governance**

ICT can support to sustain e-Governance process by involving in complex decision making & implementation process and by automating tedious manual tasks. When ICT's are properly aligned with governance process, they can create goals in efficiency and effectiveness. With ICT governments are more open in their interactions with the civil society. More informed civil society is in a better position to exercise its rights and carry out its responsibilities. With ICT knowledge gaps can be reduced. ICT have much strength as speed, ease of access, informality and low cost. As a result of these changes brought out by ICT major players gets affected. ICT can help people to participate in the governance process by creating avenues and opportunities. This can be done by expanding public debate on issues and agendas or with greater transparency in actions and decisions more public watch guards will follow the system. Interest groups and media will be better informed to play a positive role. Women, senior citizens, villagers and other unrepresented communities will be represented. The new form of governance will be emerged where citizens are no longer passive consumer of government services offered to them:, and instead they will play a decisive role in deciding the kind & structure of services to be provided to them. With ICT virtual communities and Digital Governance of common citizens will be formed.<sup>lxxiv</sup> Digital governance includes ICT induced changes in delivery of governance services and more importantly changes will facilitate the citizen's interaction and participation in the governance process.<sup>lxxv</sup> The Times of India , Pune dated 1/12/2008 news says that India is wired with on-line shopping spread across the length and breadth of the country and Pune has emerged as the eighth largest e-commerce hub in the country according to the census undertaken by website eBay.com.

### **E-Governance and Telecommunication**

India has always had a chronological divide, like its head in 21<sup>st</sup> century and tail in 17<sup>th</sup> century. India is a multispeed country. Thanks to Information Technology (IT), there is an opportunity to make India a single speed modern developed country. IT is ultimately coming together of computers & communications. Therefore telecommunications is vital for e-Governance and government policies are designed to make e-Governance a reality with telecommunication network throughout the country. We have to remember that technology is only medium, not creator of change but only a facilitator. ICT can enhance the transformation of work culture with efficient government administration.

The telecom policies of the government with active cooperation from private sector can provide bandwidth necessary for WIMAX connectivity. The WIMAX is designed to extend up to 30 miles with internet fast access. In 2005, the government has projected a broadband subscriber base target of 3 million Two years later, it's still a target. According to latest figure (ECO 31/10/2007), India has 2.3 million broadband subscribers i.e. .02 % penetration as compared to 19.6 % in US and 20 % in UK and 32 % in smaller countries as Denmark, Iceland. India stands at the bottom on a list of 34 countries published by OECD. The reasons are many as high cost of PC, failure of BSNL and lack of vision on the part of Department of Technology (DOT). The 2GSpectrum and 3GSpectrum facilities are just started and expected to have impact on future telecom services.

### **Issues and Challenges before e-Governance**

World has recognized that Information Technology is an effective tool to be used in catalyzing economic activities and in efficient governance in developing human resources. As the internet supported digital communities grow around the world, the internet present new challenges & opportunities to their national government. In present era accountability & performance parameters are applicable to all sectors and government. This results pressure on Government from own citizens, international communities, and donor institutions to provide service & information accessible to all citizens. In India reform minded public officials have proved that technology can improve the lives of common man with innovative e-

Governance projects like FRIENDS, Gyandoot, Election ID cards, Railway Reservation, Bhoomi and many more. This has also confirmed that ICT can help to make our lives easier. e- Governance has two intimate dimensions, one technical dealing with issues of efficiency, effectiveness and other political relating to public management. The purpose of e-Governance is not merely to exploit technology but to achieve good governance by enforcing effectiveness along with efficiency to realize expected outcome.<sup>lxxvi</sup>

e- Governance is a concept which defines how and what the public sector organizations will govern, how they will serve their citizens, how they interact with other stakeholders namely business partners, employees & government departments. This will bring a major change in the way the government functions. e- Governance is more than a simple automation of services or availability of information online but it also involves citizens to communicate and participate with government in decision making process and it is the responsibility of government to open the avenues.

e- Governance expects change of system with restructuring of administrative processes and institutions to suit the purpose. Change is always resisted and resistance comes from the culture of the government organizations. The term e-Governance may be described as the process by which society steers itself i.e. private enterprises along with civil society are being increasingly conditioned and modified through the influence of ICT's constituting the phenomenon of e-Governance.<sup>lxxvii</sup>

Initially NIC has provided one stop solution for all applications. Now, the needs of government have multiplied & vast growth in capability and skills outside government are to be channelized. The National Task Force has made several recommendations regarding initiatives, issues & directions to be followed to propagate e-Governance.

The government has to sort out availability of power and connectivity on priority basis. Then social & cultural issues, relating to changes to be brought in governments style of working & mainly relating to corruption. The government

should look to take care of authenticity of on-line information and confidentiality of transaction and network security. These are main challenges before the government. It is necessary also for the government to look in to hardware and software requirements, administrative hurdles and financial requirement. .

### **Steps taken by Government of India to meet the challenge**

In a diverse country such as India, it is difficult to engage the citizens in political process. Electronic Governance or e-Governance is seen as a solution by Indian government to reduce time with costs and increase transparency and get closer to the public so that common man will benefit with ICT. Hence Government of India has taken steps to achieve the desired objective. Important decisions are listed below.

The National Information Centre (NIC) and Department of Information Technology (DIT) were formed. DIT is responsible for IT relating policy matter such as promotion of Internet and IT enabled services. The Information and Technology Act 2000 was introduced to provide legal recognition to electronic data change and other means of electronic communication and e- Governance was included as primary mission in National Minimum Program 2004.

Union cabinet approved National e-Government Plan (NeGP) in 2004 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 and reliability of such services at affordable costs to realize the basic needs of common man.” NeGP set up core infrastructure and policies and implemented core mission mode projects such as State Wide Area Network (SWAN) to facilitate inter and intra connectivity to various government departments and to establish 1,00,000 Common Service Centre (CSC) scheme covering 6,00,000 villages.

India has ranked 44<sup>th</sup> in 2009 against 48 in 2008 in World IT industry competitiveness index, moving four notches up from its earlier ranking.<sup>lxxviii</sup>

India has maintained its ability to develop strong talent pool and maintain a conducive business environment. India should provide support to IT industry, to develop a sound infrastructure and enhance R&D.<sup>lxxix</sup>

All these measures laid the foundation of Electronic Governance in the country. e- Governance will ensure faster and timely delivery of government services provided there is change in attitude of bureaucracy and support from the citizens and public servants.

## **RESISTANCE FACTORS TO E-GOVERNANCE**

e- Governance brings a major change in the way the government functions. Any serious attempt to application of IT in government functions will have to take in to account the hidden resistance to the whole process. There are at least four qualities which give rise to cultural resistance to e-Governance.

### **1. Government culture of secrecy**

The culture of secrecy is strengthened by the Official Secrets Act and activists and NGOs are trying to bring greater transparency in government functioning and empowering the citizen. Right to Information Act (RTI) is the outcome.

### **2. Corruption**

Red Tape delays and lack of transparency has been a source of corruption. E- Governance tries to remove these basic factors that promote corruption in the government system. India ranks 85th among 133<sup>lxxx</sup> countries in the Corruption Perception Index of Transparency.

The World Bank Report “Doing Business 2004” argues that red tape and stifling bureaucracy juxtaposed with object poverty is no coincidence. The report according to the Economist shows how poor countries governments often tie their own poor people in the thicket of useless regulation. e- Governance is supposed to be anti-dote for red tape.<sup>lxxxi</sup>

### **3. Culture of seniority**

Seniors show neglect and indifference in the whole effort of introducing e-Governance.

#### **4. Lack of imagination**

The emphasis in government most of the time is on red tape, procedures and systems. Doing a thing rightly is more important in government than doing a right thing. Innovation is the key to success and generally the bureaucratic culture discourages innovation.

The best solution would be to first identify the factors of cultural resistance and initiate specific action, so that the appropriate environment for the success in e-governance is created.

#### **e- Government**

To understand e-Government, we must take into account administrative development along with reforms in government process. During last three decades, administrative reform process has experienced Total Quality Management (TQM), Reengineering and Reinventing Government. Government reinvention has proved that government is actually a dynamic mixture of goals, structures, and functions. The rapid development of IT particularly by the internet, promoted the development of government online and e-Government.

e- Government defined by Gartner (2000): "e-Government is the continuous optimization of service delivery, constituting participation and governance by transforming internal and external relationships through technology, the internet and new media." This includes Government to Citizen (G2C), Government to Employee (G2E), Government to Business (G2B) and Government to Government (G2G) interactions. Thus e-Government can be defined as the ability to obtain government services through nontraditional electronic means, enabling access to government information and completion of government transaction on an anywhere any time basis.

e- Government can be defined as a way for governments to use the most innovative information and communication technologies particularly web based

internet applications with more access to government information, to improve the quality of the services and to provide greater opportunities to participate in democratic institutions and processes.<sup>lxxxii</sup>

Electronic Government is defined as Government activities that take place over electronic communications among all levels of government, citizens and business communities including, acquiring and providing products and services, placing and receiving orders, providing and obtaining information and completing financial transactions.<sup>lxxxiii</sup>

Theresa A. Pardo outlined e-Government functions as follows -

- Citizen access to government information,
- Facilitating general compliance with set of rules or regulations,
- Citizen access to personal benefits,
- Procurement including bidding, purchasing and payment,
- Government to Government information and service integration and
- Citizen participation.<sup>lxxxiv</sup>

### **e- Government and e-Governance**

The objective of e-Government is to satisfactorily fulfil the public needs and their expectations on the front office and at the same time simplifying their interaction with on-line services. The other objective of e-Governance is to support and simplify governance for all stakeholders i.e. government, citizen and business with the use of ICT by connecting all the parties and support processes and activities.

An important distinction is to be made between “government “and “governance”. Government is the institution itself, whereas governance is a broader concept describing forms of governing which are not necessarily in the hands of formal government. (according to Kohane and Nye (2000)) Governance means processes & institutions, both formal & informal that guide & restrain the collective activities of a group. Government is the subset that acts with authority and creates formal obligations. Governance need not be conducted exclusively



by governments. Private firms, association of firms, non-governmental organizations (NGO's) all in association with government bodies work to create governance with or without government authority.<sup>lxxxv</sup>

The words e- Government and e- Governance are used interchangeably. Government and governance both assume the consent and cooperation of the governed. e- Governance is beyond the scope of e-Government. While e-Government is defined as delivery of government services and information to the public using electronic means while e-Governance allows citizens direct participation in political activities beyond government such as e-Democracy or e-Voting. The e-Governance is not just Government web site or e-mail or use of internet for service delivery and electronic payments only but e-Governance will allow citizens to communicate with the government, participate in the government policy making. It will change the relationship between citizen and government as well as among citizen and citizen. It will enhance good governance.

The terms “digital democracy” and “e-politics” are referred in the same context as e-Government. Neither of these terms observes the principle of leveraging internet to simplify government and its procedures. Digital democracy is in fact “e-politics” which is leveraging internet to simplify the election process i.e. one of the government functions. e- Administration refers to improving government processes and internal working with ICT. e -Services refer to improved delivery of public services and e-Democracy implies greater and more active citizen participation with involvement enabled by ICT.

### **Definitions of e-Governance**

Although the term e-Governance is widely used, there is no standard definition of this term and different governments and organizations define the term to suit own aims and objectives. Some widely used definitions are noted below:

According to World Bank “e- Governance refers to the use by government agencies of information technologies (such as Wide Area Networks, the Internet and mobile computing) that have the ability to transform relations with citizens, businesses, and other arms of government. These technologies can serve a

variety of different ends, better delivery of government services to citizens, improved interactions with business and industry, citizen empowerment through access to information or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth and cost reductions.” World Bank stress is on use of ICT in improving citizen-government interactions, cost-cutting and transparency in process<sup>lxxxvi</sup>.

UNESCO defines e-Governance as “Governance refers to the exercise of political, economic and administrative authority in the management of a country’s affairs, including citizen’s articulations of their interests and exercise of their legal rights and obligations. e- Governance may be understood as the performance of this governance via the electronic medium in order to facilitate an efficient, speedy and transparent process of disseminating information to the public and to other agencies while performing government administration activities.”<sup>lxxxvii</sup>

This definition visualizes the use of ICT in the management of country’s affairs with greater transparency and efficiency protecting citizen’s interests

Dr. APJ Abdul Kalam, former President of India, has visualized e-Governance in the Indian context as “A transparent smart e-Governance with seamless access, secure and authentic flow of information crossing the inter-departmental barriers and providing a fair and unbiased service to the citizen.”

e- Governance is the application of information and communication technologies to transform the efficiency, effectiveness, transparency, and accountability of informational and transactional exchanges within government, between government and government agencies of national, state, municipal and local level, citizens and businesses and to empower citizens through access and use of information.<sup>lxxxviii</sup>

Electronic Governance can be defined as giving citizens choice of when and where they access government information and services. The advantages are plenty, higher degree of transparency, lesser paper work, less delay, improved pace and effectiveness of governance to name a few.<sup>lxxxix</sup>

e- Governance is understood as the use of ICT at all levels of government to provide speedy, convenient and efficient services in transparent manner to citizens and business enterprises.

### **Solutions in delivery of effective public services**

The Government should provide internet and intranet for ensuring smoother flow of data, communication and access to information among different departments and ministries of government. e-mail to be incorporated into the normal range of contact methods. Each department should have a panel of IT consultants to seek advice.

Department of Administration should redesign manual of office procedures, look into cyber law implementation. The department should issue common guidelines on different aspects of acquiring IT items and standardization of key areas like data encoding, application logic, user interfaces. The introduction of computers in every department will require huge investments and arranging leasing of hardware and software will ease the problem. The Government has approved budget allocation of 2 to 3% for IT and decided to do computerization in phased manner. There is a need for greater use of open source software as it will have cost advantage. There should be a uniform citizen code at the national level to facilitate easy information exchange. Former President APJ Abdul Kalam has called for standardization of e-Governance policies, guidelines and software at national level and also said that “States should be assigned individual areas to work and state should specialize in particular field.”<sup>xci</sup>It will avoid duplication of work and will save cost, time and manpower.

UID project will help to bridge the gap. Transition from English to local language will make easy access to information.

There is a necessity to bring a change in the mind-set of government servants & to train all employees in basic computer usage. Creative Leadership is the most important ingredient to realize organizational and national goals.<sup>xci</sup>The IT leaders should be groomed to take further responsibilities in e- Governance domain.

## **Reasons of Failure of e-Governance Projects**

It starts with faulty planning without properly defining objectives and ignoring stakeholders in the process. There lies vision gap among project coordinator, government and consultant and outsiders. Consultants and outsiders are ignorant about process and its limitations. This makes faulty process design. If leadership can't spare time for project or is unskilled or not interested, then project gets affected and officials get misled by vendors trying to push their products and services. In such situation more focus remains on "e" than other project requirements. Most of the successful e- Governance projects are individual driven and not institutionalized, that lowers project performance once leader is out of the project. Some of the projects had been hampered by early media hype creating undue pressure of expectations and that upsets time table planned. If project is involving more than one department then integration, cooperation among them creates difficulties. Some of the departments oppose radical changes while some go for reverse engineering without proper action plan and few with ego spoils end result. In government, sometimes procedural delay takes long time or non-availability of funds in time or utilization of funds in haste makes project unviable. These are common causes of failures of e-Governance projects in the country.

## **Ground work required to start e-Governance**

The declaration of the year 2001 as the year of e-governance is a step in the right direction to improve the quality of public service in India. The state governments made ambitious plans to ride the tempo. But the question is whether the declaration will turn out to be mere hype or whether it can potentially change relationship between government and the governed. The challenge is to draft proper vision document, create framework, integrate resources and then start action plan.

Transactions with the government are rarely a matter of choice but the challenge lies in making dealings with the government simpler, convenient and customer focused. The average government has fifty different departments and agencies

organized vertically, which for the public is quite cumbersome. Within a particular department, citizens have to move from one desk to another to get their work done and they have no way of knowing the operative process. Can we create a Dell Model on the Internet, where customers can track the delivery and performance of their work within the government? Government portals are to be designed for all users to find out what they are looking for and should offer one stop shop for all citizen needs. The internet offers huge advantage for governance to turn around and create a special relationship with the people by offering 24 hour service for seven days a week. It can transform the delivery of public services.

Some of the governments launched portals by simplifying process in the interest of users. For example, Singapore's "NISMAN" and "MINDEF" provides defence related services in convenient way and saved millions of dollars in procurement. Singapore's "e-citizen" is appreciated all over the world as most developed example of integrated delivery service.<sup>xcii</sup>

Andhra Pradesh has developed on similar lines customer care centers in Hyderabad. Governments are now realizing that it is time to improve the governance and refurbish their image. Citizens used the internet in matters of e-commerce and web related services. The National Spot Exchange (India) is an electronic physical market that provides on-line trading facilities to farmers, traders, processors, exporters, importers and investors was able to achieve turnover from Rs 1.5 cr. – 2 cr. to Rs 10-15 cr. per day within a span of one-and-half month since its launch. NSE is aiming a daily turnover of up to Rs 15,000 crore by 2011.<sup>xciii</sup> In 2008 NSE launched trading in Re-\$ futures and currently daily average turnover is about Rs 4,500 crore, nearly about \$1 billion.<sup>xciv</sup> i.e. currency futures grow 1,500% in one year.

### **Essential Requirements of e-Governance implementation**

e-Governance is not to be underestimated. It creates a new platform which requires a paradigm shift in current thinking. The entire paraphernalia, culture and structure of the bureaucratic organization, the hierarchy the recruitment and

promotion process has to change. To operate a young technology you need to put younger people in command and a flatter hierarchy. NOKIA experience in inventing attractive designs of cell phones by putting younger people in design team is a good example to follow.

e-Governance involves a few key issues as infrastructural, social and cultural, security, administrative and investment. Ministry of Information & technology's high commitment and cooperation from all state governments and financial institutions is necessary to move forward in 21<sup>st</sup> century.

e-Governance demands standardization in all areas to facilitate seamless integration of information between various entities.

It is important to adopt a phased approach for the process of information generation and consolidation to achieve success. According to survey by "egov4dev" during 2002, success ratio of e- Governance projects is 15% while 35% are total failures and 55% are partial failures.<sup>xcv</sup>

The structured approach should start from developing awareness and commitment among decision makers, then study government space in respect of priority area's detail report with status of computerization and then draw policy document. Then field work starts with ICT infrastructure along with standardized data formats, legal and human capacities need to be addressed. The hardware & software should take care of information generation; storage and accessibility, intra-organization integration, G2G, G2C, G2B network on anywhere, anytime, any service availability. Andhra Pradesh with its "6C model" based on computers, connectivity, content, consumers, cyber laws and capital successfully implemented e- Governance Programmes in the state.<sup>xcvi</sup>

It requires a wide penetration and accessibility of new technology to increase usability. PC penetration in India is about 1% (2002) and Internet connection is less than 0.5%, in comparison the US, Singapore has 60%. The other important bottleneck is the digital divide with 50% population is illiterate that restricts reach of technology and promotion of e-Governance. Tele-density in 1998 was 1.9% reached to 18.47% in 2006 and to 32.57% in 2008 but increase is mostly in

urban area. The number of telephones in 2010 reached to 400 million from 363 million in 2009 and internet subscribers also gone to 12.8 million in 2008<sup>xcvii</sup>. Mobile telephony is providing poor people a point of contact to improve economic growth. The same was concluded in 2005's London Business School's study that "for every additional 10 mobile phones per 100 people, country's GDP rises by 0.5%"<sup>xcviii</sup>. Grameen phone, mobile operator in Bangladesh formed Community Information Centres (CIC) and benefited farmers in saving crops and in marketing of fruits. Baramati's Vasundhara Vahini, a community radio project is providing agriculture related information to nearly 1, 50, 000 people and they had been benefited.

Experiments like cyber cafes, kiosks, call centres and access through mobile phones to internet broadband are introduced in the country and in next 2-3 years these few experiments will be spread all over the country offering many services similar to Japan's I-mode service.

We need to move fast in Telecom sector as this can enable wider & faster reach of services all over the country. Presently, India is ranked behind South Korea, Taiwan and China in factors such as connectivity, e-leadership, info security, human capital and e-business climate, and all these are essential ingredients of e-Governance.

### **National e-Governance Plan (NeGP)**

Till mid 2005 e- Governance projects in India were implemented by individual states in the absence of a uniform national plan. The result was that there were many disparities in development of e- Governance projects among the states. To rectify this, the DIT rolled out NeGP with the objective of initiating an integrated and uniform approach to e- Governance across the country. The plan included 26 mission mode projects and 8 support components. The plan was adopted Public-Private-Partnership (PPP) model involving a total cost of Rs.20,000 crores over the five years. On line railway reservation and MCA-21 are some of the successful projects which have changed life of common man and business community.

Government of India launched National e-Governance Plan (NeGP) 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 and reliability of such services at affordable costs to realize the basic needs of common man.”<sup>xcix</sup> There is a big challenge in expediting and evaluating e-governance initiatives.

The ICT benefits are not uniform within the country. To realize the countrywide benefits, GOI introduced programs under NeGP like SWAN to provide connectivity to all states and union territories covering around 50,000 department offices through 10 lakh kms of communication links. As on 1 May 2009, SWAN is operational in seven states and work is nearing completion in remaining states.<sup>c</sup>

Under NeGP, e-District program is launched to offer easy convenient and near to residence all essential services to villagers. e - District aims to target high volume services and backhand computerization to enable efficient service delivery of public services through CSC all over the district. Citizens will be benefited with quality service with saving in time and money. Departments will benefit with standardization using software can generate MIS reports, registers etc. Pune is one of the pilot districts selected under e- District.

### **e- Government Partnerships**

Government identified implementation of eight types of partnerships which can bring significant benefits to government, citizen, business, employee and other non-profit organizations. The eight partnership categories covers areas as noted below.

- 1) Government to Citizen (G2C): Build user friendly one-stop shop to avail government services to citizen and to provide online information.
- 2) Citizen to Government (C2G): Delivery of exchange of information.
- 3) Government to Business (G2B):-- e-transactions, e-procurement and to provide online information, forms and payment facility.
- 4) Business to Government (B2G):-- Activity drove transactions or exchange of information.



- 5) Government to Employee (G2E):-- Initiative to facilitate the management of civil service, internal communication with employees. Use of e-Career, e-Office applications.
- 6) Government to Government (G2G):\_ internal exchange of information, data among different government departments and agencies.
- 7) Government to Non-Profit (G2N):-- Government provides information to NGOs.
- 8) Non-Profit to Government (N2G):-- Exchange of information among Government and NGO, political parties and social organizations.

All these initiatives can build friendly relations among stakeholders. Through proper communication channels all the constituents can save cost and time and will get efficient service.

### **e- Governance- International Scene**

We should be proud with our progress in e- Government. Three or four years ago, e-Government was not more than agencies web sites with information containing some forms that can be downloaded, printed & to be mailed. Today web presence consists of numerous transaction based services. Where we will go from here?

One tool to determine the road ahead is called maturity model. A maturity model is a method of judging the maturity of processes of an organization and identifying key practices required to increase the maturity of these processes.<sup>ci</sup>

Accenture annual research studies shows development of e- Government internationally. The studies are based on measurement of several parameters indicating nation's maturity level in delivering e- Government services. 2002 research data from 23 countries showed Canada is the leader followed by Singapore, US, Australia, Denmark, UK, Finland, Honking and other nations. While it was noted & appreciated that UK's website [www.ukonline.gov.uk](http://www.ukonline.gov.uk) is a centralized, one-stop shop for UK governments electronic services that combines all characteristics of good portal.<sup>cii</sup>

Germany's e- overnment progress- German governments all activities were grouped under "Bund online 2005". The strategy adopted was "think big, start small and scale fast". Centres of competitive focusing on specific topics were established. e- Government manual was published. In spite of these steps a low degree of coordination was observed between levels of government. <sup>ciii</sup>

The Philippine Experience-The Philippine was the late in embracing e-Governance. But it made progress due to its comparative advantage of ICT, general interest in ICT & commerce, highly educated english speaking population, basic policy commitment, strong business and private sector support. Philippine established The Information Technology and Electronic Commerce Council (ITECC) to develop Philippine as a world class ICT service provider. <sup>civ</sup>

e-Government to i-Government- Singapore Experience-Singapore government's highly efficient services won global prizes in the e-Government sector. But government was not satisfied with success achieved, it had planned initiative to transform its government services and business to take more intelligent and interactive initiative to change e-Governance to integrated government or i-Government with the use of ICT.

India has to study the progress made by developed countries and formulate own model to suit our national setup.

### **.Some of the successful e- Governance projects**

#### **ITC e- choupal**

ITC's e- choupal is a one-stop shop, through internet, transmitting weather information, market prices, news, knowledge about farm equipment, risk management, facilitating sale of farm equipment's and consumption goods of verified product quality, price and offering choice of an alternative output marketing channel to the farmer right through his doorstep. ITC e - choupal is designed to address challenges faced by small farmers. The challenges might be due to institutional illegal working or low risk appetite or more intermediaries and infrastructural limitations. The farmer community was not ready to manage &

understand working of the market chains with its impact on global competitiveness. The farmer community was finding it difficult to suit with socio-economic character of different regions. ITC e- choupal has proved to be a partner to farmer community to face the challenges. ITCs e- choupal has introduced a collaborative and sustainable model built with ICT, on one side a globally competitive demand based food supply chain while on the other side powerful vehicle that transforms rural farmers, mitigate their rural isolation, and facilitate a cost effective channel for quality goods and services. All this change by ITC's e- choupal has contributed to a better and quality life of rural folks.

The project offers alternative choice of a marketing model with convenience, lower consumption costs and all at farmer's door step. The project maximizes stakeholder's value and creates social wealth.

The project was started in MP with a pilot of 6 choupals in June 2000. Today it scaled up to 6500 choupals across 6 states reaching 4 million farmers. ITC has made agenda for 2012 to cover 12 states, 1,00,000 villages and 10 million farmers to be e-powered. ITC's e- choupal was able to increase in market share from 8% to 12% and reduce transaction cost from 8% to 2%. The farmers price realization gone up by 20 to 25% with better price, low wastage, yield improvement and openings of new avenues in marketing<sup>cv</sup>. The project was awarded ICC-UNDP-IBLF World Business Award 2004 for furthering Millennium Development Goals and Development Gateway Award 2005 for contribution to development of rural communities.<sup>cvi</sup>

## **AGMARKNET**

The aim of AGMARKNET is to empower farming community with the knowledge of latest commodity prices through innovative use of ICT by networking agriculture products wholesale markets in the country.

AGMARKENET covers 3026 wholesale markets and 300 commodities of more than 2000 varieties. Agriculture marketing in India is undergoing a significant change in view of globalization and economic liberalization. Indian farmers in rural areas experience great disparity in income compared to other sectors. The

farmers fall prey to middle men due to lack of latest knowledge about market trends. Project displays market information which is important to traders, processors, exporters, researchers, policy makers and planners.<sup>cvii</sup>

### **Lokvani (Voice of people)—Sitapur (UP)**

Lokvani is a public private partnership (PPP) e-Governance project introduced in September 2000 at 30 locations to provide accountable and transparent governance to district Sitapur which has 88% rural population with 38.86% literacy rate. 44 Kiosk centres operate in the district. People can access information regarding medical facility, land records, arms license, application status, GPF accounts of teachers and can interact with the government without personally visiting the office. Through kiosks villagers can file the application to District Magistrate by paying nominal fees. Lokvani gives strength to governance for combating corruption and changes in policy implementation. The objective of Lokvani is to eliminate digital divide and connecting the people to strategy makers in seamless manner.<sup>cviii</sup>

The first order effects as noted by Rahul De in his study during 2003-04 that Lokavani kiosks filed 29,000 complaints through system and 25,000 were disposed. The second order effect was the decision of state government to replicate the project in all the districts of state.<sup>cix</sup>

### **Bhoomi- Digital land records**

Bhoomi is one of the most successful e- Government projects that created a significant impact in India. The project was implemented in Karnataka. Land is a primary source of economic activity. Millions of farmers in the country depend on land for their livelihood. Title to land has become an important aspect in the farmer's life. Record keeping of land holding, taxes paid, the crops grown season wise, the transfer of land after original owner's death or on sale, irrigation facilities, water tax, cooperative society or bank's loan all these issues related to land, impact farmer's day to day life. To create a data base was a challenging job, due to many languages and different style of maintaining records during all these years. Database is a core activity handled by village accountant. He

became a power centre in the village. The farmers were heavily dependent on these accountants for everything relating to land. Government has taken a national program of “Computerization of Land Records” to bring similarity, simplification and correctness in the system.

Bhoomi was introduced to help about 6.7 million farmers of Karnataka state. The farmers would be able to claim: 1) access to their land records immediately, 2) apply for mutation of land records within an hour, 3) transfer certificate in a month, 4) access to credit facility instantly, and 5) manage litigation process efficiently. The land administration of government would be able to serve the farmers efficiently, give better service to agriculture and irrigation departments, correct and better mode to collect land revenue, preventing encroachment to governments and other’s land. Bhoomi is well designed and properly implemented project. The project won many awards at the national and international levels.<sup>cx</sup>

**e- Seva initiatives in AP:** e- Seva is a citizen service initiative that provides a clean, transparent, efficient and effective administrative system through ICT. Citizens are benefited by the direct interference between government which saves time, energy and money and gives hassle free interaction with the administration. All the administrative departments serve the customer under one roof offering a wide range of services is a novel idea in operation.

### **Evaluation studies of e- Governance Projects**

India’s e- governance projects are evaluated to study projects impact on stakeholders. The projects were selected with some criteria depending upon the objectives of the studies. The studies were sponsored by international donor institutes and Government of India. The evaluation studies will pin point the positive and at the same time negative factors that had contributed in the performance of the project. These studies findings and recommendations will be of help during planning and implementation of the project.

**IIMA-CEG conducted studies** of e- Governance projects to access their impact on the community, government service providers and stakeholders. The study

was sponsored by the World Bank, Asia Foundation and Ministry of IT and other organizations. The five G2C e- Governance applications were selected for evaluation four from Gujarat and one from Andhra.

The selected projects were 1) Civic Centres of Ahmadabad Municipal Corporation (CCMC), 2) Fully Automated Services of Transport (FAST), A.P. 3) Regional Passport Office (RPO)-Ahmadabad,3) Mahashakti (MSK)- Godhra District, Gujarat, 4) Road Transport Office (RTO) at Ahmadabad.,

The projects performance was analysed on the pre-determined factors which evaluators considered as responsible for the successful implementation and sustenance of e- Governance projects. The factors and findings summary of each factor is noted below.

1) All five projects mentioned **transparency and efficiency** as the stated objective. However, CCMC achieved this to a high degree through staff training on service orientation, efficient creation, processing and updating of database, transparent way of tax calculation, easy to operate & understand web. FAST and RTO showed an average degree of efficiency and transparency. Projects namely, RPO and MSK registered low degree of efficiency as well as of transparency; inadequate training and inefficient data processing were main reasons of deficiencies.

2) Benefit to citizens is depending on **convenient transaction processing and reduction** in cost. All five projects stated above objective. To accomplish this objective, it was expected that projects will create better amenities and atmosphere at service locations, increase revenue by widening customer base to offset cost and offer services at convenient locations. The CCMC and FAST had achieved objectives by creating service centres at convenient locations with amenities. CCMC had widened customer base and enhanced revenue collection. RTO and RPO had captive customer base approaching for licenses or passports. Citizens were demanding RTO and RPO to extend services to different locations and improve amenities. The MSK project focused on service delivery to trial's at

their villages as it is very useful project to them but not attractive as service provider.

3) Extent of **re-engineering** and improvement of back-end services. The CCMC, FAST and RTO scored high on this dimension. These projects had taken advantage of IT in simulating the procedures, databases were built, and departmental procedures were simplified in extending the end-user services. The staff was adequately trained. RPO project was reengineered, used IT to improve the internal processes and customer service, but this has not effected in customer satisfaction. RPO should put more effort on staff training. The MSK project had difficulty in reengineering as several team members were not under direct control of team leader i.e. District Collector.

4) Extent of **Integration of backward processes** with front-end and web site. Efficiency and quality of services depend on the extent of integration between front-end user interface and back-end processes. The CCMC project has accomplished integration quite well and citizens from experienced staff claim the advantage of such integration. The FAST, RTO and RPO had integrated front-end system. But web-enabled services were not seamlessly integrated with their departmental servers. Lack of back-end integration in MSK had resulted in limiting its use.

5) Degree of **employee involvement** and change management. In the changed service environment created by e- Government projects, employees should respond to higher expectations of citizens. The CCAMC has exhibited high degrees and FAST, RTO projects exhibited average level of employee involvement. The citizens were happy with CCAMC staff's helping nature, while the citizens were critical of RTO staff's unfriendly nature. The MSK project showed no serious employee involvement.

From the study of the projects, it was observed that all projects had exhibited some degree of success and sustenance. The following factors had contributed to success and sustenance and are listed below.

1. Degree of efficiency and transparency shown in citizen services can build citizen-centric image of government that CCMC achieved to a high degree.
2. Extent of reduction of cost and improvement of convenience benefits citizens and makes government transactions convenient. The projects CCMC & FAST have created service centres with good amenities and scored high.
3. Extent of Re-engineering and improvement of back-end services. The projects CCMC, FAST and RTO scored high by stimulating procedures with IT.
4. Integration of backward processes with front-end - The efficiency and quality depends on interface provided to user. The CCMC has achieved integration quite well.
5. Degree of employee involvement and change management. In e-Governance projects, employees have to respond to higher expectations and CCMC has shown high degree and FAST and RTO shown average level of employee involvement.
6. Amenability of Public Private Partnership (PPP) arrangement and except in RPO project all other projects were designed in such way that PPP is possible.
7. Strength of PPP arrangement in the application Development and in service delivery. The CCAMC, FAST and MSK had used PPP arrangement in the application development. The RTO was rated lower as applications not so smooth. RPO did not involve private partners in application development.
8. Respondents to CCAMC project expressed high degree of satisfaction while FAST and RTO were at average and PRO project did not involve private parties. The MSK showed very low strength with reference to private partnership.
9. Enhancement of Revenue-The CCAMC has exhibited a very high level of revenue generation while FAST, RTO and RPO are generating revenue through its captive customers. The MSK customer base was not increased.



10. Technological Robustness-The technologies of CCAMC, FAST and RTO satisfy most of the considerations and therefore rated high on this dimension. In case of RPO application server was not seamlessly connected and MSK had poor connectivity.

All ten attributes are guiding principles while studying or planning of any e-Governance project. The projects were summarized with reference to ten factors and performance of each of the project noted under each category. The CCAMC scored high on most of the dimensions and turned out to be successful and sustainable project among rest.

### **Empowering the poor- ICT for Governance and Poverty Reduction**

A study of Rural development projects in India was conducted by Rojer Harris and Rajesh Rajora to understand the importance of “ICT for Governance and Poverty Reduction”. (UNDP-APDIP ICT4D series)<sup>cxii</sup>

The study was conducted under guidance from international institutions to study impact analysis of ICT development projects on the lives of rural poor. It was done in 2006 i.e. after 5-10 years after computerization and introduction of e-Governance. Time lag is quite sufficient to access impacts. The selection of projects covers most of the states and providing services from different fields. The wider selection can paint real picture of India. The working arrangement comparison will guide future planning. The study was conducted with well defined objectives, well set defined system and questionnaire covering necessary qualities and with large user base so that study will highlight certain essential qualities in planning, implementation, selection of technology and to understand user expectations. The study material can be used as reference for researchers, students, team leaders and government officials. The project study was forwarded by Dr. Swaminathan well known scientist & authority on the subject.

### **India's initiatives with ICT**

It is accepted fact that ICT can help to empower rural people in their day-to-day life in sectors such as health, education, agriculture, weather and markets. In last

ten years number of institutes had worked in different parts, in different fields, and it has shown that ICTs has changed rural community in the areas of knowledge, skill and empowerment. Still, there are so many poor people are remaining poor, as they had no assets like land, livestock or alternative productive employment. There is urgent need to shift this poor class from unskilled work to skilled jobs and ICT can help to master functional literacy, market driven skills and knowledge about their entitlements. The GOI has introduced “Bharat Nirman” programme and many ICT based initiatives to bring rural prosperity.

### **Study Methodology**

This study examined the application of large scale approaches to the use of ICT for e-Governance and poverty reduction. The study was conducted with the hypothesis that ICTs are effective tools when used appropriately to reduce poverty. The study examined 18 development projects in India that are using ICTs in the form of community centres for the benefit of the poor.

The objective of study was to evaluate the projects along key constraints as project design, community participation and project outcomes. Questionnaires were prepared and 2156 users completed it, interviews were conducted by study team. It was noted that external factors can influence projects but recipient community’s acceptance is the key component of success. Furthermore, it was noted that most effective way of achieving community acceptance lies in the quality of staff at the centres with which community interacts. Several projects had failed to understand the importance of maintaining close relationship with beneficiary community and resulted in lowering quality of services.

The other characteristics observed that the projects formed under PPP had widen service base and established close relationship with beneficiaries that had produced desirable outcomes. The projects formed with less capital investment or engaged in capital capacity building exercise at all levels of stakeholders were successful. The study has shown that a far more priority towards selection,

training, support and development of skills of staff is necessary, if the project is required to be scaled in to a wider implementation.

Study Findings: It was evident from the study that ICT projects were well received in rural community, the users value its benefits though benefits did not meet their expectations. It was expected that users of technology will take over the control of the project after reasonable time, but survey team did not noticed this possibility as users were not encouraged and not well managed to adopt leadership qualities. The performance of staff varied across the projects. As users had accepted the projects as part of their community, so it would be best strategy to design the project around community needs and deploying capable staff. Social and political environments were not always supportive. PPP run projects had shown positive trends towards financial sustainability. There were many projects that do not appear to have engaged closely with user community. Though community acceptance was high, still participation was low.

The list of various projects that included in the study is listed below.

1. Akshaya- Mallapuram, Kerala. This is a joint PPP project in 2001 to bridge the digital divide gap by providing community access to computers and the internet.
2. Anand Milk Collection Centres- Anand, Gujarat. AMUL introduced an electronic milk collection system to reduce acceptance time of milk at the counter. The use of technology impacted a huge population of women dairy farmers from socially backward community.
3. BHOOMI- Bangalore, Karnataka.  
Government of Karnataka computerised 20 million land records and each record can be accessed online. The project has been widely acclaimed as most successful ICT project in the country.
4. Computer Aided Administration of Registration Department (CARD)- Hyderabad, A.P. CARD offers cumbersome certificates, market value search reports within one day to 15 days.

5. Community Information Centre- Gangtok, Sikkim. This is a joint project of DIT with NIC started in 2001 to serve seven north-Eastern states providing e- Governance, e-health, e- education and e- business solutions.
6. e- Choupal-Ujjain, M.P. The ITCs web based kiosk facilitate the high quality farm inputs, and purchase of soya at doorsteps of the villagers.
7. e- Seva- Hyderabad, A.P. The project facilitates registration of birth and death certificates, vehicle registration and issuing learning licenses.
8. (FRIENDS)-Thiruvanthpuram, Kerala. Fast, Reliable, Instant and Effective Network for Distribution of Services This is one-stop service centre to provide public services as payment of bills and taxes.
9. Gramdoot- Jaipur, Rajastan. Gramdoot centre caters needs of rural citizens with e- Governance solution with land records, market rates of agricultural commodities, Hindi e-mail facility, application for certificates, grievance redress.
10. Gyandoot- Dhar, M.P. The project was introduced in Dhar, backward district of M.P. with 40 ICT equipped kiosks. The kiosk handles 24 different most required services. The project is replicated in more than 45 districts.
11. India Agriland- Nellikuppam, T.N.  
This is a joint project started by EID Parry and N-Logue Communications Pvt. Ltd. Through 48 Kiosks services as disseminating market and commercial information to farmer and providing direct access to market.
12. Janmitra-Jhalawar, Rajastan.  
This is a joint venture of UNDP, GOI-DIT and state administration. A rural intranet arranges e- Governance, e-health, and e-commerce services through 30 CICs (Community Information Centre) since 2002.
13. Mahitishakti- Panchmahal, Gujarat.  
The project is in operation with 80 tele-centres in Panchmahal district of Gujarat. Tele-centre caters needs of villagers with availability of 200 online forms of different government schemes, updating sanctions of development works and GIS (Geographical Information System).
14. N-Logue Tele-centres- Madurai- T. N.

Web based 30 tele-centres in Madurai district had set up a link between doctors at Madurai Medical College and the villagers to offer e-health advice.

15. Self Employed Women's Association (SEWA)- Ahmadabad, Gujarat.  
SEWA operates in 9 districts for computer training to semi-illiterate women workers. SEWA has set two main goals that are full employment and self-reliance.
16. TARA hut- Jhansi, UP. The project serves as a business model of e-bazaar, mobile kiosks, e- education, cyber cafes, news, e-mail, e-commerce, e-greetings etc.
17. Vidyal Information Provider (VISP)-Tiruchirapalli-TN. VISP serves 2000 women's credit groups with information of prices of agricultural commodities, rural market place, horoscope, matrimonial services, educational services, grievance redress and government scheme claim forms.
18. Warna Wired Village- Kolhapur, Maharashtra. The project was jointly started in 1999 by GOI, GOM and Kolhapur Sugar Co-operative in 70 villages in Kolhapur and Sangli districts. The project aims to offer 12 public services to members of sugar cooperative and the villages by WAN network linking.

## **DATA ANALYSIS**

All the 18 projects were benchmarked for each of variables depending on the score allocated by users, examined, grouped together to understand impact and comparative standing of each one with the help of graphs. Benchmarking by project design was compared under technology, service delivery, community acceptance and staff capability scores. Benchmarking by community participation based on scores in each of the qualities as leadership development, management of expectations, influence on project management, equality in benefits, equality in decision making. Benchmarking by project outcomes based on scores in sustainability, usefulness, empowerment, usage and satisfaction.

Benchmarking by political economy based on performance under social environment and policy environment scores.

Benchmarking based on total score of each project.

All the graphs were self-explanatory to understand the overall comparative picture. Overall picture showed that all projects vary within a limited range scoring nearly 50% of total 80 marks i.e. users had evaluated all projects as moderately successful. Janmitra and VISP emerged as the often highest scoring under different variables. 10 out of 18 reached to highest rank at least once that proves 8 do not score highest once. Six rank second at least once and two ranked third on at least one score. The projects were studied under wide range of essential characteristics but none display all and most of the projects display one or two. The survey team observed that staff-user relationship was better in projects operated by profit motivated individuals. This shows that PPP model is more desirable in e- Governance.

**Observations and Suggestions** - The project outcomes were based on community needs. The range of services delivered by all projects showed opportunities to expand service base. The projects under study had offered a wide range of information services as e- Governance, e-education, e-health, agricultural information and entertainment. It is advisable to restrict technology to low-cost devices but not observed in majority cases.

Awareness building and capacity building are essential to boost up human resources for replication, high standards of service delivery and community participation. Most of the projects had attained moderate to high levels of usage, community acceptance, user satisfaction. Users of the centres value e-Governance applications most, followed by prices, farming practices and business practices. User satisfaction is closely related to the capability of staff and in turn it changes community acceptance of the centre.

The projects were ranked on standardized scores, all were in range from 40 to 52 and e-Seva with score 51.62% won top slot, followed by Warana, Janmitra, while Mahitishakti and N-Logue were ranked last with scores 41.58 & 39.40.

## **Evaluating e-Government**

Commercial IT applications are evaluated in terms of returns on investment (RTI), but same technique cannot be hold true for e- Governance applications, as the benefits accruing through these applications are difficult to quantify. E- Governance applications are mostly operated to achieve operational efficiency and convenience along with effectiveness in the system. The benefits should be determined in relation to customer service. The pointers to determine quality of service are convenience to user, saving of transaction time, empowerment of ordinary citizen, effective utilization of RTI, implementation of Citizen Charter, reducing corruption, improvement in efficiency, transparency in decision making and participation of citizens etc. There should be minimum contact between user and government functionaries.

Another point is affecting e- Governance projects most of the project leaders were from government service without much of ICT related experience. So, non-availability of proper background restricts performance. It is also difficult to segregate and to ascertain tangible and non-tangible benefits.

### **Suggested criteria for evaluation of e- Government**

The evaluation of e- Government can be assisted by evaluating e- Readiness, performance of e- Governance projects and overall impact of e- Governance on government functioning, economic development and citizen servicing. A frame work for evaluation broadly depends on the citizen centricity, technology, replicability, and integration factors.

Developing countries use e-readiness assessment to plan ICT integration. e- Readiness is a multidimensional concept that determines states ability to participate in networking environment. It states readiness to use technology skilfully in the interests of individual, government and business.

India which was ranked at 113 in the 2008 United Nations e- Government survey is now gone down by 6 places to 119 in 2010 survey.<sup>cxii</sup> Republic of Korea took first slot followed by United States and Canada. Even Maldives (92) and Sri Lanka

(111) fared better than India. India's score was 0.3567 below world average score of 0.4406. India was ranked 55 in online services but 147 in telecommunications infrastructure and human capital indices lowered ranking.

In Dataquest-IDC e-Governance Survey 2008 Tamil Nadu ranked first up by 3 ranks of 2007, Andhra Pradesh was at 5 up by 3 ranks of 2007 while Maharashtra was slipped to rank 9 from earlier rank of 6. The survey report noted that in Maharashtra e-Governance activities do not have a separate coordinating institutional mechanism or budget commitment and internet connectivity was also below expected.

A NASSCOM survey (2002-2003) of 10 leading states pointed that all the states have an IT policy, expert group, e-Governance cell and even separate IT department. A major problem likely to be faced by these states is integration within & outside the state as each one is proceeding standalone applications & not focusing on standardization and integration.<sup>cxiii</sup>

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**CHAPTER: FOUR**

**e- GOVERNANCE PROJECTS AND FUNCTIONING OF  
'SANKALP'**

## **CHAPTER- 4**

### **e- GOVERNANCE PROJECTS AND FUNCTIONING OF 'SANKALP'**

#### **PUBLIC SERVICE IN DIGITAL AGE**

The role of the government established and accepted earlier as the “Sole Provider” is being questioned in every forum. It is an accepted fact that traditional government structures and systems failed to meet the expectations and aspirations of citizens. Over the last 10 to 15 years due technological changes, customers are demanding better and better products and services as they know that can be possible and made available. Customers exercise own choice and needs for the products and services. The only thing that obstructs the way of exercising choice is non-availability of information and lack of accessibility. The first bastion i.e. the monopoly of the government over information and knowledge has fallen down with enactment of Right to Information (RTI) Act in 2005. Information about laws, policies, decisions and modes of service delivery will be made readily available. Now, it is the government’s responsibility to keep track of information needs of the users and necessary actions to make it easily available. If the RTI Act is rightfully implemented in accordance with its spirit, citizens harrowing experiences of tracking grievances will become things of history.

The constantly improving technological solutions and innovative managerial tools gave rise to improved efficient and effective administrative structures to offer improved public service delivery systems. The efficient and effective delivery of basic services to common man is always a major achievement that leads to good governance. Developing countries struggle with good governance and better service delivery system, due to lack of resources, capacities, nepotism, rampant corruption, shortage of skilled manpower etc. And such poor, dysfunctional governance leads to inefficient access of public services to the poor and other disadvantaged members of the society.

e- Governance is vital tool for public service delivery, as it provides e- platform to enable the public to have easy and quick access to information and services. This vital tool must be deployed as an administrative medium for offering effective service from government to the citizens. The online services facilitated by the e-Governance should be used by the people with the hope of getting things done with utmost satisfaction in consumer-friendly environment. e- Government will be effective when it will be able to eliminate undue bureaucratic procedures and enhance due process in governance.

In G2C interface, it becomes important to evolve all e-Governance initiatives around the citizen's needs by developing information resources closer to the citizen. The key components for building a focussed e-Governance programme for public services are listed below.

Top leadership should take interest in initiating and implementation of pilots and after successful run to see its replication. There must be empowered e- Government coordinators at various levels i.e. from central to state, district and village level. A strong frame work for e-Governance and for all its overall management drawn at central level can guide implementation till local level. There should be defined criteria to define "success" of a project that can be taken for replication. Proper project write up from pilot to success stage will be useful for reference. Issues like legal frame work, information security, and outsourcing should be sorted out. Commitment to Innovation should be the guiding principle of policy makers.

There is no unique set of rules for successful e-Governance initiative. What has worked for one country may not work for another. Every country has to evolve the best practices to suit ones conditions and considering country's available resources, human capital & infrastructure.

Government of India is aware of the situation &planned proper policies accordingly. As national growth targets are moving up and up responsibility on the government to tap the bottlenecks in respect of regulations and delays associated with public agencies became priority. e- Governance has proved to

be successful to revamp public service delivery system benefitting to common man, business and to industry. Citizens and industry have high expectations from e-Governance as it can save time, money and excess documentation by simplifying procedures. It is also expected that e-Governance can create a single window or a single point of contact working all the time of a week that too with multiple agencies reducing interfaces with regulating agencies and with firm commitment of reducing corruption.

Under pressure from the people to improve the delivery, it became sense of urgency to government to put appropriate systems of e-Governance in place so that the benefits of ICT can reach to the every corner of the country in transparent and hassle free manner. Government of India initiated e-Governance programmes in late 1990 with 27 Mission mode projects and 8 components to give initial boost in the country. Railway reservation, FRIENDS, SETU, e-Seva, Gyandoot, Bhoomi are some of the success stories. National e-Governance Plan (NeGP) was launched with the aim of improving delivery of government services to citizens and businesses. NeGP is started with vision "Make the public services accessible to the common man in his locality, through common service outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realise the basic needs." Under NeGP 1,00,000 common service centres(CSC) in 6000 villages are planned and as on 30/09/2010 40,304 centres are established.<sup>cxiv</sup>

The intention and success of all e-Governance programmes shows the importance of service delivery to government functionaries and to citizens. Effective service delivery ultimately leads to good governance. The main players i.e. the service providers and policy makers should focus on the citizens, particularly poorest of the poor. The policy makers should involve all the stake holders, encourage attitude change in staff, and adapt best practices cautiously.<sup>cxv</sup>

In western democracies systems checks and balances are built into government structures as the core values of good governance. The incentives, rewards and

sanctions linked to results that help to motivate public servants and policy makers to improve public sector performance. In contrast, many developing countries suffer from unsatisfactory dysfunctional governance systems and weak delivery of vital public services. In dealing with these core issues the development assistance community and the World Bank are continuously trying to achieve improvement in public sector governance with respect to combat corruption and making services work for poor people. World Bank suggested certain empirical tests to find whether the public manager is doing the right thing in right perspective i.e. providing services of a given quality at the lowest tax cost to citizens. Applications of efficacy test, efficiency test, alternative delivery test and money worth test are expected to enable government officials to evaluate own performance and can provide stakeholders to judge government performance in delivering public services. World Bank and other donor agencies expect such a spotlight on government performance can yield improved service delivery and access to government services in developing countries.<sup>cxvi</sup>

## **ICT FOR DEVELOPMENT**

ICTs have changed the course of development process, opened opportunities in front of nation to meet essential goals to fulfil promises of poverty alleviation, health care, education and economic growth more effectively than before. ICTs have become indispensable tool in fight against poverty in under developed countries. Developed nations that had succeeded in utilising the potential of ICT shave achieved higher economic prosperity, improved health care, human welfare and established stronger forms of democratic governance.

The benefits of ICTs to fuller extent however were not uniform at the same pace across the countries. Some countries have succeeded in extracting full potential of ICT for economic and human development together while rest failed to utilise ICT to achieve development goals. Some issues like connectivity, infrastructure, skilled manpower, knowledge creation, innovation urge and mainly economic disparity obstructed cohesive national e-strategies and development plans. To overcome these difficulties is a daunting challenge before developing countries.

There should be world-wide efforts to create a level playing fields and encouraging effective use of ICT's to accelerate uniform economic development along with human development to overcome poverty and inequality.

ICT revolution holds promise for development in developing countries in a big way. First, it is expected to achieve rapid expansion of IT sector that results in expansion of output, increase in employment opportunities and addition to national exchequer. Secondly, the use of IT in agriculture sector can fundamentally transform the nature of output by increasing productivity, achieving higher economic growth and creating employment. The impact on agriculture can alter our national economy to great extent as rural & poor will benefit the most. Thirdly, the penetration of ICTs, in to activities aside production, manufacturing sectors is expected to define new norms of work culture, leisure time, service sector and can provide easy way to trade, access information and services to individuals and communities. This can make impact on the quality of life strengthening democratic structures and advances in terms of human development. <sup>cxvii</sup>

### **Necessity of diffusion of Technology**

It is must, to have more uniform and wide spread diffusion of technology all over the country to realise benefits. The limited and uneven spread of technology is the main issue to claim uniform gains from ICT. There is considerable ground work towards diffusion of technology is underway all over the country. Under NeGP, State Wide Area Network (SWAN) connectivity for 29 states and 6 Union Territories (UT) is nearing completion. This will provide facility of interconnecting each state and UT's headquarters (HQ), district HQs, and with block HQs. The objective of the scheme is to create a secure close user group (CUG) government network for the purpose of delivering G2C and G2B services in 5 years. Expansion of SWAN is an expensive proposition involving high capital cost, still SWAN was rolled out in 19 states and rest of the states are on various stages of roll out. SWANs across the country are expected to cover at least 50,000 department offices through 10 lacs route kilometres of communication



links. This is a huge task & government is succeeded in providing base for future development. Even government has made arrangement through BSNL to provide bandwidth on concessional tariff to users.<sup>cxviii</sup> Under NeGP 1,00,000 Common service Centres (CSC) will be installed in 6000 villages. The CSC will provide high quality and cost effective video, voice and data content and services in the areas of e-Governance. Education, health, telemedicine's and entertainment so that remote places and unprivileged class can avail facilities near to their residence.

### **ICT and HRD**

ICT allows collection, collation, storage and transfer of information with great speed. This diffusion of technology can help the disadvantaged class to have easy service facility and can boost up productivity, skills and economic status by upgrading skills. ICT can help to reduce shocks with prior information. The poor class can access information to government programmes and schemes and they can claim benefits. This class can form alternate forums to fight for their rights.

### **ICT and sustainable development**

With the help of advanced techniques of ICT, the changes in air, water quality, and deforestation can be known with consequences, so that action support can be arranged in time. With Global Information System (GIS) mapping techniques it is possible to collect, analyse data and monitor the state of climate around us. Natural disasters can be known in advance and human, social and economic damage can be controlled.

ICT has been proved to be useful in increasing agricultural output.

### **ICT and Health**

ICT has proved to make basic health process more efficient, cost-effective and reliable in results. With Tele-medicine patient at remote place can get best possible advice. With the help of large data-base information, tools and decision support can be extended to rural remote places.

### **DISTRICT ADMINISTRATION**

## **Importance of District Administration in India**

In India, the district is the most important unit of field administration. It is convenient geographical unit, not too small or too big in size and convenient mode of organization. District administration is that branch of public administration that functions within territorial limits of a district. District administration covers very broad spectrum of public administration. The district as a unit has stood the test of time.

## **EVOLUTION**

For centuries, a village in the district is treated as a basic unit of administration. The code of Manu mentions village as a basic unit and about 1000 villages are to be placed under one official and till today the same practice is continued as district consist of around 1000-1100 villages and collector is managing the district. Today's district administration can be traced back its roots to Maurya & Gupta era. Even Mughals adopted system of delegation of authority among three officers in a district i.e. Amalguzar the revenue officer, Qazi the judicial officer and Faujdar.

British divested district administration from judicial functions. The Simon Commission described the position of the district officer in the following words, "Now a days, each district has its body of district heads of departments and each of whom looks to his own provincial department chief for control." It went on further to recommend, "Except in matters of routine the Collector must be informed of almost every activity in all the departments, because it must impinge at some point upon the operation of the primary government agency in the district."<sup>cxix</sup> The introduction of provincial autonomy in 1937, added rural development activities in addition to existing functions of district officer. After independence the Collector continues to prevail as the driving force of field administration and became jack of all trades. He had little or no control over technical officers. It is truly a mark of district administration's soundness that proved over the time that district as a viable unit of public affairs The old

apparatus of district administration is now mould to accommodate new objective and structure of local self-Government within Panchayat Raj.

District administration provides the principal point of contact between the citizen and the process of governance. It is a convenient unit with a suitable form of field administration. The administration has to conform to the basic codes of laws of the country and to the social ethic of the nation. The administration has to adhere to the basic policies and principles prevalent of government in office. There are certain essential ingredients that form part of district administration. These ingredients are communication, delegation of function & authority, system of accountability administration of necessity, personal management and defining objectives and targets etc.

The district is divided in to two or more sub-divisions i. e. group of tehshils controlled under Sub-Divisional Officer(SDO). SDO works for a smaller area & he is able to provide guidance and help to the people. Study team on district administration recommended substantial de-concentration of work from the district to the sub-division <sup>CXX</sup>with extensive delegation of authority to SDO. Further study team recommended that there should be complete integration of tehshil and sub-divisional administration. At the level of tehshil maximum delegation of powers to tehshildar and he should be required to dispose of maximum of revenue and miscellaneous case work.

### **Objectives of District Administration**

To understand district administration it is necessary to look in to aims of British district administration. The purpose of British Administration in India was mainly maintenance of imperial power and to maintain status quo in personal law & custom, adopting “policy of counterbalance” to have equilibrium of social forces and “divide and rule” to maintain vested interests.<sup>CXXI</sup>

Objectives of district administration after independence have changed mainly to see the maintenance and sustenance of democratic governance and to understand and abide the constitution. The functions of district administration can be grouped under nine headings as listed below.

- 1) Maintenance of law and order, control of crime.
- 2) Revenue administration.
- 3) Agricultural production.
- 4) Welfare Activities.
- 5) Control, regulation & distribution of food and civil supplies.
- 6) Holding elections for Parliament, State Legislature and local bodies.
- 7) Administration of local bodies, both urban and rural.
- 8) Emergencies and natural calamities.
- 9) Residuary functions of district administration.<sup>cxxii</sup>

The District Administration is defined as the total management of public affairs within the territorial limits. The public affairs that fall within a district are abiding by the rule of law and conform to the provisions for the fundamental rights of the citizen. The citizen is mostly ignorant about the procedures of the establishment and gets confused in search of one of the things & expecting helping hand.

The District Administration has now evolved in to a clear establishment conforming to the total purpose and apparatus of governance in the district. The purpose is very clear as the maintenance of law and order, the revenue administration and the development activities. In this process, pivotal point is the Collector of the district and it is expected that he has to see to the convenience of administration. The District Administration must maintain the continuity feature, namely a rigorous adherence to sound government and sound administration. The District Administration should adopt technological changes to make administration more efficient, effective, transparent and citizen-centric.

## **ROLE OF COLLECTOR**

After independence the state switched over to welfare schemes and community development programmes. This necessitated complete orientation of the concept of district administration. Shri Balwantray Mehta team suggested that the village and block level bodies would be executive in nature while district body will be coordinating and supervisory in character. Government of India agreed with the recommendations and left to state governments to work it out to suit own systems. The position of the Collector with the above management differs from state to state. The Balwantray Mehta Committee had recommended that Collector should be the captain of the team of officers of all development departments. By and large development functions are handed over to Panchayat Raj as in Maharashtra while in some states Collector is associated with these activities. Study team on District Administration, 1967 in their report recommended that Collector as the Chief Executive of the Government will exercise some powers of general supervision and control over the development administration<sup>cxxiii</sup>.

The two wings i.e. development and regulatory will be largely independent.

The Collector has a multitude of duties to perform. As District Magistrate (DM) he is responsible to law and order. The work of Superintendent of Police (SP) is to be done under the control of DM. Collector has powers under Special Acts and Orders, and acts as legal representative of government in matters of filing appeals. Collector acts as a head of revenue administration, the highest revenue judicial authority and responsible to collection of taxes in the district. As the executive head of the district, Collector has to perform many responsibilities in development spheres of local bodies, coordination among all government departments and overall responsibility towards smooth functioning of the government in the district. Recently there has been alarming increase in responsibilities of Collector and that has taken toll. This presents a situation that needs urgent attention from top bosses.

## **SERVICES BY DISTRICT ADMINISTRATION THROUGH E-GOVERNANCE**

After independence, there is interlinking of the administrative system with democratic political process. This principle provides challenging opportunities for experiment in district administration towards building up sound administrative apparatus sensitive to the feelings of the people and their needs and establishing ways of effective communication and healthy interaction among the district administration and the people.

A State Mission Mode Project (SMMP) under the NeGP plan, e-District was launched to target high volume public services and to undertake back-end computerization to e-enable the delivery of public services through Common Service Centres (CSC) in efficient manner. The e-District strategy of every state will depend on the infrastructure available under the NeGP such as SWAN, SDC and CSC. The e-District Schemes focus on e-enabling delivery of citizen-centric services that are administered by District Administration. The first state in India to deploy e-District was Mallapuram district in Kerala and it has rolled out payment of bills, issuance of birth and death certificates by e-mail. The police stations are made accessible through Akshayakendras all over the state to register complaints<sup>cxxiv</sup>.

The e-Governance CSC centres are established to bring transparency in the working of the government, to ensure greater efficiency, objectivity, accountability & speed in providing services and information to public, to ensure greater efficiency, objectivity, accountability & speed in providing services and information to public to ensure cost-effective quality service in friendly efficient manner.

The e-Governance centres established under e-District have rolled out activities as .arms licence, passport form collection, vehicle registration, and driving licence, registration of land records, birth & death certificate, and affidavit registration. In addition to these activities some centres have provided additional facilities as video conferencing, electronic form vendor, and property registration. E-District has given a management tool in the hands of District and State officials

with treasury management system, payroll management system, Employment Exchange management system, Computerization of PMs Gram Sadak Yojana (PMGSY) for better control and administration. Some of the initiatives started with e-District are computerization of consumer court and district security office, agriculture marketing networking, village directory have helped to government as well as citizens. Most of these initiatives are in service at districts Sri Muktsar Sahib in Punjab and Pehel in H.P.<sup>cxxvcxxvi</sup>

With e-District citizens are getting quality services in less time under one roof. e-District benefits the department by process standardization, bringing transparency in the system to bring fraudulent practices down, the software in use can generate MIS reports, and registrars to reduce manpower and database will help to give information under querying process.<sup>cxxvii</sup>

### **Government of Maharashtra's e-Governance Roadmap**

GOM is adopting e-Governance to facilitate anytime, anywhere access to citizen services with the use of IT and e-Governance to bring efficiency and transparency in delivery of government services. In the field of e-Governance, GOM is adopting systematic approach by creating the right infrastructure with Maharashtra State Wide Area Network (MSWAN) and Common service Centers. Establishing multiple service delivery points or by preparing policy, procedure guidelines and providing technical advisory, capacity building support to government departments. All departments of GOM utilize 0.5% of plan & non-plan budget for e-Governance.

Key milestone projects of GOM are 1) Biometric Attendance System implemented in Mantralaya and extended to all over the state, 2) MSWAN is established link between state headquarters, 35 district headquarters, 6 divisions and 305 taluka headquarters, 3) GOM is setting CSC (Maha e-Sevakendra) across the state and more than 8150 are commissioned, 4) The e-District pilot with 10 necessary services is expected in five districts shortly, 5) e-Tendering is implemented to bring further efficiency and transparency in procurement, 6) Document Management System (DMS) introduced to facilitate retrieval of files, 7)

Document Journey Management System (DJMS) is a online application for tracking movement of letters or files in Mantralaya, 8) The Unique Identification (UID) pilot project successfully implemented in January 2011.

GOM efforts are recognized with many more awards in different categories as technical excellence or outstanding project or Leader in e-Governance in India.<sup>cxxviii</sup>

## **E-Governance initiatives in Maharashtra**

### **Rojgar Wahini<sup>cxxix</sup>**

All the 45 employment exchanges in the state are computerized and linked by software. The exchange does candidates registration, employer's registration, candidate's renewal, vacancy booking and submission of candidates list to employer. All the data from exchanges integrates with a central server. Rojgar Wahini portal is a one point source of information about employment, vocational guidance and self-employment. The primary objective of Rojgar Wahini is to provide the online facilities at exchange to the users.

Through this site, department of employment and self-development provides free services like job opportunities, vocational guidance and self-employment guidance to job seekers.

Rojgar Wahini (G2C):-Through this module a candidate can register, request for renewal and send a request to update data, address etc. The portal publishes vacancy details of state & central government job vacancies and of private sectors. The grievance cell takes care of difficulties.

Rojgar Wahini: (G2B): Employer can register; publish job vacancies on the portal.

The portals are user friendly, with touch screen facility and easy to maintain. The development of portals involved re-engineering and change management and it has changed radically the government delivery service system.

**SARITA-** (Stamp & Registration IT based information): SARITA is a G2C project designed, developed and implemented by the department. It is a computerized application for registration of documents received at sub-register's office &



providing data updating with MIS reports to higher authorities. The project runs on PPP mode and covers entire state with 405 sub-registers offices, 35 district offices and 1 HQ office at Pune.

Objectives and Goals set by SAITA: To ensure speedy, reliable registration and consistency in process. By introducing automation consistency in the valuation of properties and calculation of stamp duty can be achieved that can remove discretion in the system. The system will be cost effective and easy to store and access.

SARITA introduced citizen charter in respect of quality and time and will arrange for easy information access to citizens.

Services Offered by SARITA: All 360 sites provides error free registration of 67 different documents with all parameters & delivered within 30 minutes. System allows online monitoring, document encryption with photographs and thumb impressions of buyer, seller and consenter. Document registration, valuation, scan archive, these entire processes module is integrated. User can interface in Marathi.

#### **Online system benefits by SARITA:**

Government benefited by increase in number of registrations from 15 to 40 that added to revenue by 10 to 15%.

Industry is benefited as project works on BOT mechanism on cost-sharing basis.

Public saves registration time from several days to only 30 minutes.

Transferability: The model is easily replicable and all sub-registers offices were networked in 15 days. The model is similar to BHOO MI from Karnataka and C-DAC, Pune has given the technical help. The Government of India has commissioned a replication of this model in other states.

E-Search and e-SARITA are two online facilities to search old documents and confirm registration on website are expected to be introduced soon as published in Maharashtra Times dated 1/2/2011 on page 5.

Achievements: SARITA project is generating more than 20% additional revenue for government and more than Rs.20 crores from transaction revenue every year. SARITA is proved to be a cost saving with IGR office saving Rs 14,00,000 per month and telephone bill reduced by 50%. SARITA was declared as best revenue generating project by Computer Society of India in 2002. SARITA received Gold Icon for best e- Governance project-2003 from Ministry of Administrative Reforms, GOI. <sup>cxxx</sup> <sup>cxxxi</sup>,

### **Successful CFC's in Maharashtra**

#### **SETU- (Society promotion of Excellence and Transparency in public Administration for better Understanding (Maharashtra)**

Application--In local language "SETU" means a "bridge" which connects citizens with government. SETU or Citizen Facilitation Centre (CFC) is a one stop service centre where citizens can claim certificates, applications, affidavits, permits and other services. Citizens need not visit different government offices to get service. These centers were set up by Government of Maharashtra.

At present, citizens spend lot of time to visit different offices to get details, to know the progress and proper information. They may have to move from one table to another in the same office or in another office. Citizens were finding it difficult to complete the application, to collect the correct enclosures, and other formalities. At times, to avoid all these hassles, they had taken help of agents. These agents are working without any legal authority and charging exorbitantly.

The state government opened SETU centers to help citizens by applying ICTs to provide greater transparency, accessibility and increasing efficiency in the system. The SETU centre makes use of web to provide information available easily to users. The SETU centers are managed by SETU society. The society is formed to infuse the principles of excellence and transparency in public administration for better understanding of the requirements of the citizens and creating interface with government. The society works at two levels. An apex body is registered organization guides and monitors district centers. The district body manages the day today working of the centers.

Application Description - The Collector is a state government's officer who is responsible for the overall administration of the district. The collectorate with its vast domain and responsibilities is epicenter of the district administrative system. It provides more points of contact with the citizens than any other government office. The collector acts as the nodal agency for most of government schemes & programs. The public visits collectorate or tahshildars offices for variety of certificates, permits and other important documents. After study, the expert team identified 34 types of certificates that are frequently issued by the collectorate and its sub-offices. Domicile, nationality, caste, age verification, income, solvency, character verification, occupation etc were the frequently issued certificates. The expert committee recommended that frequently asked certificated should be provided to citizens in a friendly manner through SETU.

Applicant has to complete various formalities like filling up necessary forms, attaching attested photo copies and affidavit if required and submits his application to the counter. The counter staff enters key data and makes initial verification. If the information and enclosures found complete in first verification, then the applicant is issued a note. Next process is of rigorous verification of details in application and enclosures. If information provided and proofs supporting the claim are found to be correct then certificate is printed, signed by the officer and issued on the response date. In case of incomplete applications note mentioning reason is prepared and attached to the application and returned to applicant on response date.

The Aurangabad SETU centre returns service charges if the certificate is delayed. Also, Aurangabad SETU works in two shifts and on holidays.

"ApulkiSevaSanstha" an NGO is running the Aurangabad centre by charging moderate fee for its services. The NGO organization spent its own funds towards purchasing computers and related accessories.

#### Vision-Objectives-goals

The main objective is the availability of all necessary certificates and services under a common platform in efficient way in a non-hostile environment so that

citizens number of visits can be reduced. Another objective is to bring greater transparency; efficiency in decision making process all these achievement can increase the productivity of public offices. Indirectly SETU is generating employment.

Prompt settlement of all routine matters. By reducing citizens frequent visits to the government offices valuable human resources can be saved. The centre accomplishes all the requirements of citizens through the interface with government. Confidence of citizens in administrative process increased.

The SETU centre at Nanded was acclaimed by international agency with ISO9001 certification which brought confidence in employees and citizens. The centre is empowering citizens through easy dissemination of information<sup>cxxxii</sup>

Stakeholders - The main stake holders are general public, students, farmers, labourers, self-employed, businessmen, who requires permits, certificates and affidavits. Other stakeholders are NGO and government staff and officers.

Impact Analysis - The project has improved the collector office working. Staff became familiar to technology. The time taken to issue certificates reduced substantially around 50% to 60%. Status of application can be traced via phone instead of visiting the office. The centre has brought all concerned staff at one location in the service of citizen. The involvement of middlemen, advocates and touts reduced considerably. The impact analysis is based on case study findings of Aurangabad Centre by Dr Vijay Satbir Singh.

Evaluation - The SETU is has been successful in implementing front end approach and able to start the centre and serve the users without waiting for back end computerization. However SETU is not a complete application as the procedure of securing support documents from sub-district or taluka or block level offices is not changed. The time taken to get these documents requires days and many visits to offices. SETU has not taken up-gradation of technology and re-engineering of process.

Enablers and Success Factors

Project Location - Most of the SETU centers are located in Collector's office which is the prime centre of locality and nerve centre of administration that adds to success factor of SETU.

High level support- The state government with its citizen centric policies keeps monitoring through Collectorate and other government officers. Software and technical support provided from NIC at no cost P.W.D. helped to carry out necessary alteration or repair work. Convenient timings, working on holidays added to success factor of Aurangabad SETU centre.

Good Human Resources - The projects are well supported by skilled staff and manpower supplied by private contractor or NGO. Staff managed to acquire computer literacy.

In case of SETU centre at Nanded funds were raised by local NGO for the furniture. Computers and peripherals were made available from the local area development fund. The software and technical support was received by NIC.

Transferability--The project can be replicated anywhere where citizens require certificates from government authorities and economically it is a viable model. The project has been taken to all over the state shows states commitment for transparent administration.

Future expected development--The project should attach more government offices and departments to offer one stop solution to citizens. If all centers and offices are networked then online service can be an option to offer. The setup can be extended to all tahshils and grampanchayats.

SETU handles 3 million transactions within a year and generates 15 lac man days.

SETU received Best Citizen Service Award for 2002 from Computer Society of India<sup>cxxxiii</sup>.

#### Recommendations

Simplify Procedure-The procedure to get supporting documents need attention from higher authorities. The need is to reduce the delay as it will save money and

time of users. The whole process should be studied in respect of technology utilization, simplification of actions and increasing transparency and efficiency.

Decentralization of Procedure - The collector office is loaded with so many activities and some urgent law and order problem keeps all office on tow. If some of the certificates, license renewals can be issued by Tahshildar office with delegation work load can be reduced. Certificates like character, dependency, landless, video/cable renewal are some of the work can be considered to delegate.

Citizen Participation- It is necessary to involve representatives of citizens along with government officers and experts to monitor day today working and during planning, implementation of new projects as well as up gradation of existing ones.

SETU expansion - SETU centre have been set up at all district Collectorates, 225 tahshils, 25 municipal offices, 1 at Zilla Parishad and some at gram panchayats.

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### **CFC of Kalyan Dombivali Municipal Corporation (KDMC)**

KDMC is a G2C project started in 2002 with an aim to introduce e- Governance in municipal administration and develop a system to attain highest levels of transparency, accountability in citizen services to take municipal administration to 21st century.

KDMC has automated access to all functions and more than 100 services by putting all actions on-line. The project serves to around 1.2 million people of Kalyan and Thane district citizens through CFC and Enterprise Information portal (EIP) through 7 CFCs.

Project Objective - To provide citizen interface in a transparent and accountable manner to all citizen related transactions in efficient and productive mode.

List of on line services offered by KDMC - Queries in reference to application status, property dues and water taxes are answered. Birth or Death certificate applications are accepted. e- Payment facility is made available. Tender, Notices

can be accessed. Complaints can be lodged & status of the same can be traced. Citizen Charter is put in to action. KDMC has provided three access points to provide all services.

Web Portal - KDMC has a web portal providing 24x7 accesses on all working days. Through Web, Corporation's geographical, historical and administration information and citizen charter can be accessed. Complaints can be registered and status can be traced. Applications of birth and death certificated can be procured. Web accepts on-line payments.

KDMC has a telephone help line working from 9.30 am to 8.0 pm on all working days to lodge complaints & know the status.

Achievements - Challenger Award for best e-Governance project given by Skoch Consultancy in 2004. <sup>cxxxvi</sup>

## **CFC Centers operating in & around Pune**

### **Citizen Facilitation Centers of Pune Municipal Corporation**

**Project Summary-** The citizen must get the services from department in time as promised in Citizen Charter of Municipal Corporation. The CFC was established in November 2006 to enable citizens to solve their problems in a real single window environment. PMC has planned around 150 CFC one each in a ward.

The CFC centers are established to enable the citizens to solve their difficulties through single window environment. The applicant doesn't have to stand in a queue. Presently 70 centers are opened. These centers are in operation under PPP mode. The individual departments of PMC are linked to main server connected to many centers. The department ensures timely delivery of service through software. The CFC centers will be high technology centers, demonstrating how technology can be used in the interest of grass root level people. PMC wanted to prove through the concept of CFC that organization is transparent, responsive and citizen friendly. Through web portal all city & municipal information can be accessed. The application forms can be down loaded.

It is assured that centre will arrange bill payment, tax payment, travel booking & other services but presently only PMC property tax cheque payments are accepted. The centers are working from 8 am to 8pm. The PMC pays Rs 14,700 per centre to contractor. Each centre receives around 2-3 payment daily except during April-May when this figure goes slightly on higher side.

PCMC had also launched five pay point centers within the municipal limits. These centers are expected to make tax payment easy for citizens.

Vision -To facilitate the citizens PMC services as well as other government services in the best possible way with minimum cost to citizens and corporation.

Objectives of CFC - PMC has started CFC centers to give citizen all municipal services in stipulated time so as to reduce citizen's visits. CFC centre also briefs citizens on their rights and actions in relation to transaction of their affairs. CFC centre supply the essential information & the necessary forms.

Innovative services planned by PMC &PCMC in Pune:

Service at citizen's doorstep by @HOMEAPPROACH- Citizens can contact Municipal Corporation and Corporation will give service at citizen's doorstep. Employees of the corporation started thinking that giving service to citizens at their door step is our duty.

Multi-centre Approach- Government is one and to make all government services available at one centre. With this centre citizens expectations enlarged.

Grievances Redressal and Information Systems "Grips"--PMC has started innovative grievances redresser cell from 16/10/20010. The citizen can register his complaint to call centre and will get confirmation of registration by SMS & follow up. This facility will facilitate to citizens, who don't have internet facility.

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Dynamic City Portal- Web portal designed to provide city information.

Software will be used towards achieving automation.

Better communication & coordination amongst employees will be achieved.



Latest status:

Pune Municipal Corporation terminated the contract with private contractor to run the CFCs from 11/10/2010. The contract was terminated as the services provided at kiosks were not up to mark and municipal administration had received complaints regarding function of kiosks. Civic agency has assured that all the centers will start functioning soon. The news is flashed by Times of India, Pune dated 15/10/2010 on page 2.

**Maha e-Seva Kendra**-The Maharashtra Government launched the CSC scheme named "Maha e-Seva Kendra". The government has signed service agreements with four companies to set up CSC's in four revenue divisions of the state through PPP model. Chief Minister was very optimistic of the scheme, said "this development will not only empower rural youth, but also change the landscape of Maharashtra. Our ultimate aim is to establish a digital Maharashtra."<sup>cxxxviii</sup>

Maharashtra has become the eighth state with SWAN connectivity with the state government departments and improving the delivery of services to citizens. The vertical connectivity would facilitate seamless integration of all government machinery in the state from the top to taluka level. The state has planned to start total 11,000 IT kiosks across the state, out of that 10,483 in rural and 1,336 in urban area Maha e-Seva Kendras will serve citizens. These kendras will provide 43 type of services such as project affected persons certificate, solvency certificate, land acquisition certificate, NA permission, Video or Cinema exhibition license, renewal of arms etc. Record of Rights (RoR) i.e.-7/12 will be available through Maha e-Seva Kendra. RoR is supposed to be as most important & high in demand G2C services in the state. GOM has issued GR on 27/04/2010 towards acceptance of RoR as original document. The onus of checking authenticity of the RoR will lie on the authority requesting the document to verify through website. It is expected that mechanism of service delivery through Maha e-Seva Kendra will make system more transparent and easy for the citizens. It will be responsibility of district officials to ensure that website is updated regularly.<sup>cxxxix</sup>

## **Progress of e-Governance in Maharashtra**

Maharashtra with its rich natural resources, land reforms, high literacy rate, network of educational institutes, grass root organizational network, developed industrial activity and stable administrative set-up provide fertile ground for nourishing e-governance in administration. Maharashtra is India's third largest state in terms of area and second largest state in terms of population. It is India's leading industrial state contributing 23% of national output. <sup>cxl</sup>

Maharashtra IT policy 1998's mission was to achieve the empowerment of people at all levels and to achieve empowerment through connectivity. To achieve the mission, the government felt it necessary to have anytime, anyhow and anywhere (AAA) connectivity. It was proposed that in next five years computer laboratories will be set in schools with internet facility and "Train the Teacher" program will be implemented. IT Policy further proposed to encourage increase in intake for IT courses in colleges & national or international reputed institutions will be welcomed in the state to start colleges or universities. GOM proposed to offer fiscal incentives to IT sector to make it globally competitive.<sup>cxli</sup> Maharashtra's IT policy 2003 provided comprehensive support for the development of IT sector in Maharashtra. The policies have been successful in establishing 369 private IT parks providing employment and increasing IT exports. To consolidate and build upon earlier initiatives Maharashtra IT policy 2009 was intended to give state strengths in new fields such as Animation, Visual Effects and Gaming. Policy will promote Nagpur, Nasik, Aurangabad and low Human development Index (HDI) districts to attract IT investments.<sup>cxlii</sup>

The state has witnessed rapid expansion of IT infrastructure as 32% of internet subscribers in the country are based in Maharashtra and state accounts for 35% of country's PC penetration. <sup>cxliii</sup>

e- Governance initiatives in Maharashtra are mostly infrastructure related and back-office projects undertaken by forming alliances with C-DAC and CMC and private software firms to develop software solutions. Some of the noteworthy e-Governance projects in the state are Warna Village Project, Connecting 3000

state government offices with Mantralaya, Networking among various irrigation departments with Mantralaya, SARITA project developed by C-DAC to facilitate efficient property transfer, Thane, Mumbai and Pune municipal corporations computerization of octroi departments and e- stamping for registration of property documents. The state has declared 2008 IT year with computerization going in full swing.

Though the state has scored high in e-readiness, in terms of citizen satisfaction it has fallen down. This implies that the benefits of e-readiness have so far not reached to targeted audience. Change in the delivery system will be the corrective action.<sup>cxliv</sup> It is noted that Maharashtra does not have a separate co-ordinating institutional mechanism or budget commitment for e-Governance activities.<sup>cxlv</sup> Administrative Reforms Committee in its final report –Dec 2002 has noted that “In the first few decades, the Maharashtra administration enjoyed high reputation due to factors such as firm handling of law and order, stability of policies, prudent financial administration, innovative tackling of scarcity and natural calamities, and introduction of democratic decentralization and absence of major scandals. With time, government assumed additional responsibility by conducting development and welfare activities along with core functions. Consequently, the quality of performance has deteriorated.” The reforms committee has suggested to redefine the role of the state in the context of liberalization, globalization and competitive environment and to fulfill citizens’ high expectations The reforms committee in their final report noted that in case of usage of modern communication and computer technology in various aspects of governance, the committee found that except for some significant initiatives, the state is lacking in a coherent plan and concrete progress in the field of e-governance.<sup>cxlvi</sup>

### **Gujarat’s e- Governance Initiative**

Gujarat and Maharashtra were became independent states on 1 May 1960. It is important to study progress of e- Governance in both states. Gujarat is emerging as the economic power house of India. This has been confirmed by the

overwhelming response Vibrant Gujarat 2011 summit received with investment proposals of around \$50 billion. Gujarat was able to attain 9.9% growth in agriculture sector is a great achievement. <sup>cxlvii</sup>Gujarat's e- Gram Vishwagram Mission is a concept empowering rural Gujarat and connecting villages through digital highway. It is expected that e- Gram project will give idea of states e- Governance mission. .

#### **e- Gram: Vishwagram Mission**

e- Gram is government of Gujarat's initiative to harness ICT to raise the level of access and the quality of services that government delivers to rural citizens. The use of ICT as a platform in government operations to serve in speedy, accountable, transparent manner to achieve efficient and effective interaction with the people, businesses and other agencies.

Mission objectives: To develop village panchayats as the delivery point of different government services and schemes and to implement 73 & 74th Amendment so that digital divide gap can be reduced. To infuse five E's of e- Governance i.e. ease, economy, efficiency, effectiveness and ethics in governance process.

Achievement towards Global Village: Gujarat achieved 100% rural electrification with 24X7 three phase supply. Gujarat is the only state providing village level broadband connectivity covering all 13,693 Grampanchayats, 225 Taluka Panchayats & 26 Districts and state has best road network connecting to highways all over the state.

#### **Project Summary**

e- Gram project was introduced in March 2003 to provide a single point of interaction among villagers and the government. The village panchayat equipped with computer and internet works as a basic delivery point of all government services to rural citizens. The e - Gram team worked in close relationship with the line departments to collate and digitize information in social sectors. The ICT applications issues different certificates by accessing family information from

digitized databank. To ensure authenticity of information, a rigorous household family survey was conducted, to collect all family details, about members, income, property etc. Certificates, application forms and information records are made available through e- Gram.

e- Gram integrates services in e- Governance, health, education and agriculture sectors. With the introduction of e- Gram government has reached at the door steps of rural citizens and at his fingertips. e- Gram mission has supported and simplified governance process to government, to the rural citizen and businesses. The mission succeeded in transforming relationship between the state and the rural people by engaging, enabling and empowering them.

e- Administration: e- Gram has improved communication across government agencies and departments by facilitating information sharing, integrating same among different agencies working in rural areas with high level officers. GSWAN has improved connectivity and with Voice over Internet Protocol (VoIP) all village panchayats can communicate and share information easily. Village level Gramsabha can be monitored online from the capital's control room. This facilitates to establish better contact with the villages and get accurate assessment of rural needs.

Achievements: Dataquest e-Governance championship award 2008.

National Award for e-Governance 2007-08.

Dataquest-IDC e-Governance survey 2008 highlights Gujarat's improvement in most of the parameters of e-Governance. e- Readiness index of Gujarat for 2008-2009 is 7, while e- Governance scoreboard rank is 8 against last year's 19, in overall citizen satisfaction Gujarat has moved up by four steps to 14 from 19 and in overall business satisfaction it is at no 3 from earlier rank 16.<sup>cxlvi</sup>,<sup>cxlvi</sup>,<sup>cl</sup>

### **e- Governance in Kerala**

Kerala was the pioneer state in taking IT to masses. Through several Government sponsored e-Governance projects, Kerala government was able to start several outstanding e- Governance initiatives like Akshaya, Friends and

many in the state of Kerala. The state through its vision statement acknowledged the critical importance of IT as an instrument for states overall development.

The state was ranked 5 in 2007-08 in Dataquest-IDC e-Governance survey but slipped to position 18 in 2008-09 as states e-readiness was low as compared to other states. Kerala scored low in e-Readiness, Citizen Satisfaction and Business satisfaction.<sup>cli</sup>

The two notable e- Governance projects from Kerala are discussed below.

1) FRIENDS (Fast, Reliable, Instant, Network for Disbursement of Services)

FRIENDS centre offers one stop solution through front-end approach with IT enabled payment counters accepting different payments to facilitate citizens. The centers are working in the state of Kerala. The project is initiated by Kerala State IT Mission.

Application Details: Citizens can be able to claim benefit of convenience even before computerization of back-end was completed. Back end computerization has long gestation period .and it would have taken a long period to complete it. So, government of Kerala adopted different approach by starting FRIENDS centers throughout the state. In earlier payment methods, citizens had to visit different departmental counters, departments were not computerized and operating manually resulting in time consuming, delay in collections as well as reconciliation. All these problems were solved with FRIENDS.

The centers are equipped to handle 1000 types of bills out of different public sector departments and agencies. The citizens can make payment of utility bills for water, electricity, and payment of revenue taxes, license renewal fee, motor vehicle taxes, university fees etc. Data storage and security problems are well addressed. Each counter is connected to printer so that receipt of payment on pre-printed stationary is issued immediately to user. Transaction is stored on hard disk for creating database to facilitate further analysis. The centers are not networked with individual department/agencies so department wise printouts are

taken and physically handed over to individual department. Database provides different reports to tally daily transaction details.

Stakeholders: Citizens, State Government, Staff of FRIENDS, participating departments and agencies along with self-help groups are all stakeholders.

#### Impact Analysis

The FRIENDS centre at Trivandrum's with 20 counters capital investment was US\$80,000 while centers in other locations with 10 counters capital cost was US\$48,000. Average monthly running expenditure is around US\$1,340. Departments availing services through bill collection pay predetermined % related to transactions to FRIENDS. The centers are located at all 14 district HQs.

Mr. G R Kiran<sup>clii</sup> who studied the project had claimed that citizens need to spend only 35% of cost involved in separate department wise earlier payment system. Citizens saved on travel cost, cost of (agents service approx.US\$1 per month) by each user. Each centre transacts average 400 transactions daily. Each user saves around 42 minutes every day per transaction. The level of satisfaction was about 97.4% and women customer participation was increased.

Evaluation: The project can be considered as successful as it has provided win-win situation to both citizens and government. The front-end approach has introduced e- Governance to citizens and to government.

#### **Enablers/Critical Success Factors**

FRIENDS had offered two major advantages over back end computerization. One is the benefits of an ICT-enabled system were offered at earlier date rather than waiting for completion of computerization of each department. Second one is FRIENDS ensured irreversible integration of service delivery through one outlet. Now Individual department can't back out due to public pressure.

Through FRIENDS government was able to receive wider public participation in democratic process. FRIENDS' success had ensured acceptance level of use of ICT in government.

The contribution of human factor along with technology had paved the success of the project. Proper training, coordination among different officers was contributing factors.

Constraints/Challenges: Government structure created compartments among departments and ICT has changed, brought linking departments to accomplish the activity. FRIEND was opposed by departments as they thought that, they will lose their authority and power enjoyed earlier.

FRIENDS Achievements: Working for last 9 years without any stoppage. On-line data transfer is provided with departments. Touch screen Kiosks started. A website ( [www.friendscentre.net](http://www.friendscentre.net)) was started.

## **2) Information Kerala Mission (IKM):**

IKM with its state level network of community based organizations, supporting initiative for decentralization, local democracy and economic development through 1223 local self-governments in the state. The project aims to help 30 million people in Kerala through human centered organization with fast and effective service delivery, transparent and empowering applications. The project aims to achieve efficient processing, improved and fair decision making thus leading to responsive administration and good governance. All facilities provided through IKM are making stronger and efficient local governments in the state and bringing decentralized and grass-root democracy to more meaningful level.<sup>cliii</sup>IKM project won the CSI e-Governance Award 2008-2009 as published in Hindu dated 23 Sept. 2009.

### **Akshaya- Mallapuram, Kerala.**

Akshaya is a joint project between local bodies, municipalities and private entrepreneurs in Mallapuram district. The project was started in 2001 to bridge the digital divide by providing community access to computers and internet. 565 Community Technology Centers (CTC) are in operation in the district. Akashya operates on PPP mode. In case of Akshaya, people's action plan appears to be more vibrant than the actions of Technology. Akshya services include desktop



publishing; advance courses on ICT related subjects. Each CTC has 10 computers and centre covers 137 villages, 102 panchayats, 5 Municipalities and serving 3.7 million people. Akshaya is a successful and effective PPP model emphasizing on e-literacy. The Akshaya has been replicated in 7 districts.<sup>cliv</sup>

In the initial phase of Akshya focus was on e-literacy training and 65% women got the advantage. The second order effect noted by the study was several kiosks became the starting informal clubs.<sup>clv</sup>

## **PART-B**

### **PUNE DISTRICT- MAP & STATISTICS**

Pune is the 8<sup>th</sup> largest city in India with a population of 4.5 million and second in the state. Pune has historical importance as it was the main place of Maratha regimes administration. Pune is the city with many more educational institutes of different streams. Pune city is the Southern Commands headquarters, NDA and defence research institutions are stationed here. Pune district has Army's base at Dehuroad. Pune has well known research institutes as National Chemical Laboratory and IUCAA (The Inter-University Centre for Astronomy and Astrophysics). Pune has carved its name in IT domain with its large infrastructure.

Pune district covers 14 talukas, 13, panchayats , 1866 villages and 2 municipal corporations. Pune district area is 15,642 sq.km. and population according to 2001 census was 72.24 lacs. Urban population of the district is around 58.08%.<sup>clvi clvii</sup>

Pune district has average rainfall of about 600 to 700 mm, and twenty rivers flow from the district. Pune districts temperatures ranges 20 to 38 degrees celsius in summer and 9 to 14 degrees Celsius in winter. Major rivers of the district are Bhima, Mula, Mutha, Purna, Indrayani, and notable dams are Manikdoh, Dimbe, Ujani, Valvan, Purna, Mulshi, Temghar, Khadakwasla, Varasgaon, Panshet, Bhatghar and Devghar.

Pune district became the first district in the state to have environmental atlas prepared by Maharashtra Pollution Control Board (MPCB). The atlas explains the reasons for changes for water air and noise pollution in the district that draws action. With the help of atlas natural disasters severity can be controlled and climate change knowledge will help agriculture sector.<sup>clviii</sup>

Pune's infrastructural advancement is impressive with GDP growth is around 8% and per capita GDP is Rs. 46,000 ahead of Hyderabad.<sup>clix</sup> Pune is declared as the best place to study in arts, medicine, engineering and MBA, according to survey by Minglebox "Education hot spots in India survey 2010".<sup>clx</sup> The Pune city scores high in education and in employment opportunities but lags in economic infrastructure & in health sector in majority of surveys.

Pune districts data required for Unique Identification Number (UID) project has been collected and it is expected in near future every citizen of the district above 15 years will have UID cards. These cards will be very useful not only for identification but also for accessing constant information.<sup>clxi</sup> Pune is competing Bangalore and Hyderabad for top slot in Indian Software Industry. Pune is acquiring status of "Info Tech Hub" or "Silicon Valley of India" title. Pune has huge IT investments with IT parks at Hinjewadi, Talwade, Kharade, Pune IT park and at Magarpatta. The city is close to Mumbai i.e. commercial capital of the country and express-way made a big difference in travel time. Pune trains large number of students i.e. BE-4,500, BCS-1500, MCA-600 and MCM-500 every year this helps industry to great extent. Well-known institutions like STPI (Software Technology Parks of India), NASSCOM, MCCA, CSI (Computer Society of India), and Pune Vidyapeeth are working to forward Pune's claim as R&D hub. Government of Maharashtra's initiatives with IT industry are well recognised. State government formulated favourable policies with 100% exemption in stamp duty and 100% additional FSI to all IT units in IT parks and issued directions to all municipal corporations to exempt all capital goods purchased by IT units. Pune arranges Auto and IT exhibitions every year. Pune with such facilities became hot destination to live and is confirmed by many surveys.



## PUNE DISTRICT ADMINISTRATION

The Indian administration is a three tier set up i.e. from Central Government to State Government and from State Government to Local Government. The local government is again divided in cities and nearby villages in urban zone and administration is under the control of Municipal Corporation while villages in rural areas are under the control of Panchayat Raj (Zilla Parishad) institutions.

The local administration of Pune city and adjoining villages is under the control of Pune Municipal Corporation (PMC). PMC was established in 1950. The state government extends the area of Municipal Corporation by including some of the villages that have benefited from the urban development process from time to time. Accordingly Maharashtra Government transferred 23 villages under the control of PMC in 1997<sup>clxii</sup>.

The PMC is headed by Municipal Commissioner who is appointed by State Government. Apart from Municipal Commissioner there is Municipal Board

represented by 144 Corporators representing different wards. The major responsibility of PMC is to look after the civic and infrastructural needs of the city.

PMC has introduced e-Governance to provide better and speedy service to the citizens. Pune is one of the first cities to be selected as mission cities under JNNURM projects. Total sanctioned funds to PMC are Rs 2,440 crores towards infrastructural projects of water supply, solid waste and flyovers. <sup>clxiii</sup>

Pune district has 14 talukas and are divided in to 5 sub-divisions for administrative convenience. Pune city comes under Haveli taluka. The Haveli tehshils jurisdiction extends from PMC to Pimpri Chinchwad Municipal Corporation (PCMC) and 158 peripheral villages. Haveli tehshil caters to a population of around 50 lacks. It is the largest tehshil in Maharashtra equals that of Sangli district and greater than Buldhana, Akola and Washim districts. The State Government is considering its trifurcation considering the hardships faced by the common man and heavy workload at the tehshildar's office. The tehshil has to implement various central and state government schemes, monitoring its performance, in addition to revenue work land, sand, mining mafias are active in the tehshil are to be watched . All these activities put heavy load on staff & resulting in inefficiency and delay. ( RF Pune Mirror 20/12/2010 page 1&4). The Collector is supported by Sub-Divisional Officer (SDO), Resident Deputy Collector (RDC) and Tahshildars. Pune Collectorate is divided into following branches Additional Collector, Accounts and Establishment, Revenue, Dispatch, Employment Guarantee (EG), Election, Entertainment, Land Acquisition, Mining, Tenancy, Sanjay Gandhi Yojana and Special Executive Magistrate. These branches help to decentralise work.

### **Pune Collectors e- Governance Initiatives**

Through Pune collector's Web site information about Pune city, District Administration, Tourism, Election 2009 and RTI can be accessed.

The Collector office with the help of NIC, Pune is implementing following projects:- Collector office computerization, Tapal Information System, Record Room Information System, MAHAFOOD, EGS, IRDN, Payroll, MALADS and

NREGA. NIC has installed video conferencing, internet connectivity and training to staff, software implementation and support services at Collector office, Pune.

These projects will improve the day to day working along with it can bring efficiency, effectiveness and transparency in the district administration.

Following is list of decisions that are taken by State Government will improve the working of Pune district and also of Sankalp

- e- District is implemented on experimental basis at Pune, Latur, Nanded, Nagpur and Sindhudurg districts.
- Chief Secretary, GOM has formed a committee of five district collectors to suggest change of formats of certificates and regarding on-line application. "SPANCO" will provide the software and initially it will run in five districts and after successful run it will be implemented in remaining districts<sup>clxiv</sup>.
- This year (2010) two temporary CFC centres were operating at Shivajinagar and Yerawada from 30<sup>th</sup> June to cope up student rush<sup>clxv</sup>.
- Government is planning to decentralise the CFC working by opening four CFC centres in Pune city and two in Pimpri-Chinchwad. In addition 13 centres will be started at taluka places. The centre working will be outsourced.
- Separate counter for seniors will be arranged.
- Independent sitting arrangement for Public Relation Officer will be made.
- Seven Tahshildar will be assigned to issue certificates.
- CFC employees will attend the work at 9.30 am, cleaning will be done at 8.30 am and CFC full working will start at 10 am.<sup>clxvi</sup>
- State government has also starting 56 Maha e-Seva centres in Pune which will be run by "SPANCO CO LTD." These centres will offer G2C services. Maha e-centres will be opened at village level All CFCs will be linked with district, tehshil and block level with M-Swan.
- PMC offers Auto-CDR to pass deviation free construction plan approval<sup>clxvii</sup>.
- Pune Collectorate introduces easy data management system in 20 offices<sup>clxviii</sup>.

Minister of Social Justice, GOM announced that students can now apply on-line for caste verification certificates. This new on-line facility will curb the delay and will help students. The Minister further announced that for Pune city and Pune district two committees are proposed for caste verification work.<sup>clxix</sup>

Caste and domicile certificates will be issued in digital format<sup>clxx</sup>. Pune district land records to be digitised<sup>clxxi</sup>.

Pune collector achieves zero-pendency, redundant files were disposed and all preserved record will be scanned and stored electronically and record rooms will be provided at every tehshil<sup>clxxii</sup>.

BSNL installed satellite phones at 94 sites in hilly parts of Pune district.<sup>clxxiii</sup>

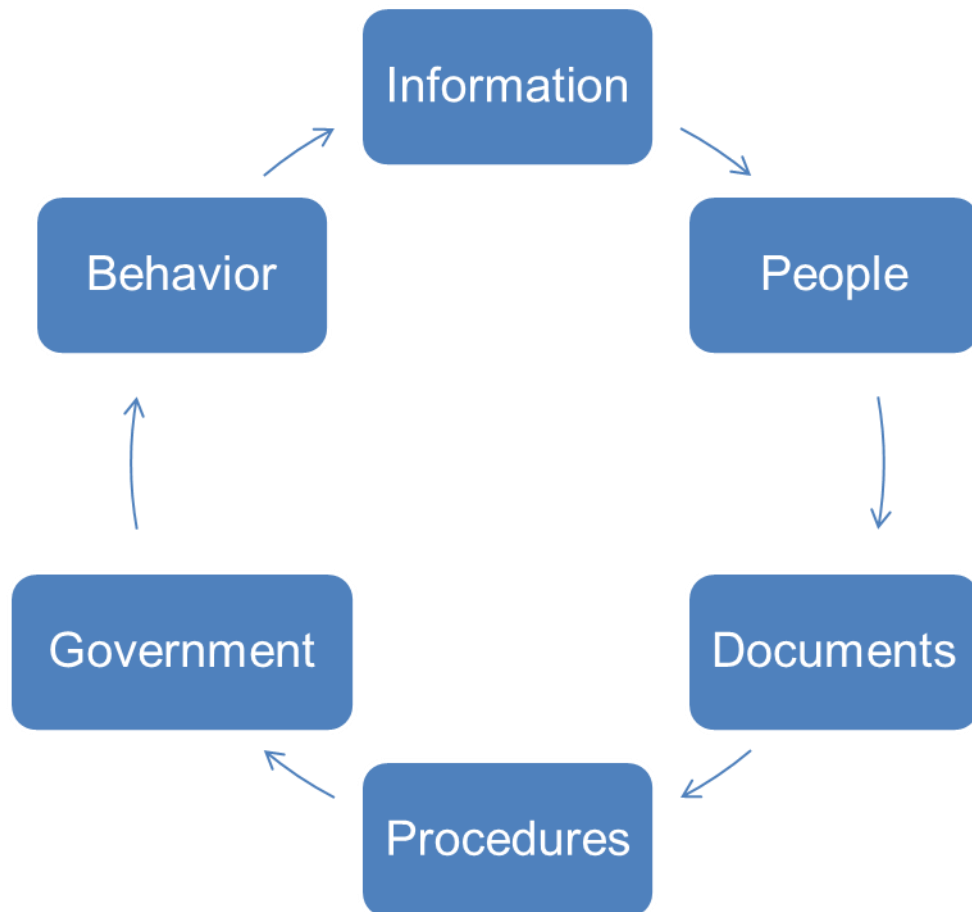
### **Consumer Facility Centre (CFC) at Pune Collector's Office.**

#### **Background**

Maharashtra Information Technology (MIT) 1980,s Mission statement is empowerment of people at all levels and empowerment through connectivity. To achieve the mission, Government of Maharashtra (GOM) decided to have anytime, anyhow, anywhere (AAA) connectivity and to achieve leading position in IT through strategic policy decisions in different sectors. GOM decided to improve the quality and productivity of services rendered by government and to make government more transparent and bring IT in the service of common man.

To strengthen the assurance given in mission statement the GOM introduced schemes like "Single Window System" and CFC to realize good governance. The Maharashtra experiment of "Lakhina Pattern" in Ahmednagar district, the "Andhra experiment of "Single Station" and "Computerized Rural Information Project (CRISP)" in Karnataka, all these experiments taught quick disposal of citizen requests of information and action, to streamline administration procedures, reduced multiple interface and make administration more responsive and accountable. The GOM studied such projects before launching of "Sankalp".

#### **Project "Sankalp"**



All the work in “Sankalp” CFC is presently catering to the different needs of certificates and affidavits. These certificates are required for various purposes, educational institutes’ admission, scholarships, job reservation, eligibility to different government schemes, election reservation, residence and national identity etc.

The “SANKLAP” centre was inaugurated on 21 August 2002 by state Chief Minister. Pune Collectorate has introduced “One Window” concept in 1988-1989 to implement administrative reforms. In continuation of “One-Window” to save common citizen’s time and money and providing immediate delivery of government service, the state government has conceptualized citizen centric one-stop service centre facility named “Sankalp”. Citizens have to visit revenue office for the same work again and again. They have to move from one department to another or from one table to another in the same office to submit application and documents or to enquire progress of their case. To avoid this,

Government of Maharashtra introduced SETU (Integrated Citizen Facilitation Centers) to provide greater transparency, accessibility and efficiency to government procedures and provide a one-stop service centre. The centre was established with proper planning after two years of study of different district collector's office and avoiding bottlenecks that appeared under one window concept. The centre provides different certificates for cast, income, residence, age nationality, senior citizen, surety etc and affidavits required under different legal procedures along with licenses renewal facility, all under one roof. Thus, Sankalp caters to the need of common citizen by offering around 25 different products. All these services can be availed by the citizens of Pune city & Haveli taluka after paying nominal service charges.

**Aim:**

The aim of the project is to reduce wastage of time, money and resources of the citizens.

**Application Description:**

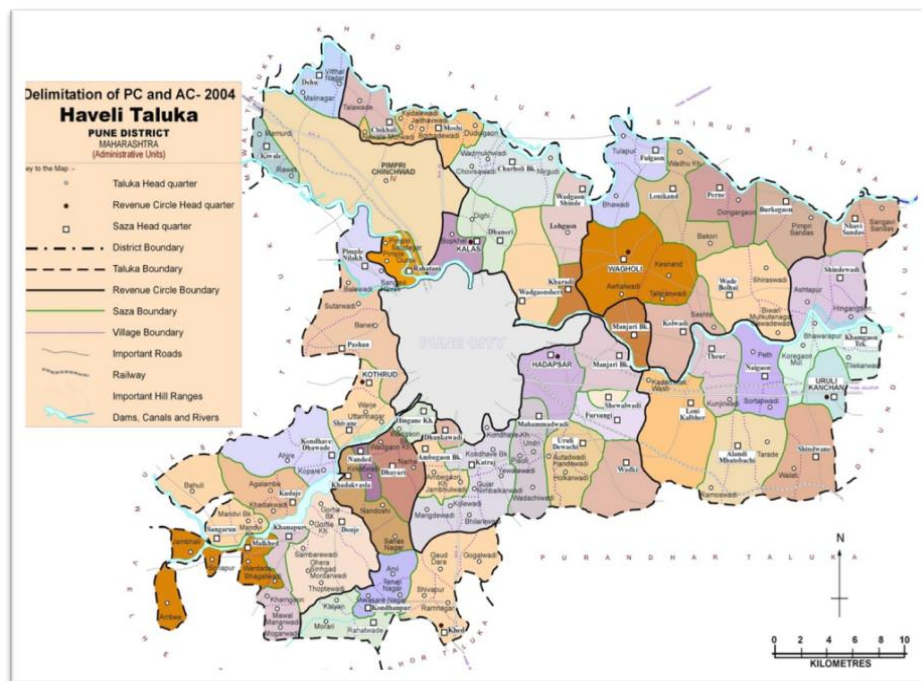
The district Collector heads district administration and acts as the nodal agency for most of the government schemes and programs. The general public visits collectorate for a variety of certificates, permits, and other necessary documents. Government of Maharashtra under SETU identified total of 34 types of certificates issued by the district and sub-district offices. The most essential and frequently issues certificates are the ones related to domicile, caste, age, solvency, character verification, income and occupation. The applicant submits his/her application along with enclosures at the specified counter where the operator enters key data and makes an initial scrutiny. If the application is complete, the applicant is given a token bearing a unique number and the date of response. The certificate is given after further scrutiny of the application.

**Area of Operation:**

Sankalp caters to the needs of Haveli tehshil residents. The Haveli tehshils jurisdiction extends from PMC to PCMC and also includes surrounding 158



villages. Total population of the tehshil is around 50 lacs. Haveli is the biggest tehshil in Maharashtra. The Haveli Tahshildar office exercises fiscal and administrative powers over villages and municipalities and acts as executive agency for land records and ration cards. The office receives thousands of applications daily. The Haveli Tehshi and citizens face severe problems due to over size. State revenue minister after considering the hardships faced by common man, announced trifurcation of Haveli. Collector will submit status report before the trifurcation work starts. Due to heavy load of work employees find it difficult to attend citizens or to solve their queries.<sup>clxxiv</sup> The Haveli Tahshildar's office is situated at Khadakmal in 120 year old historical building. The land records of Haveli tehshil stored at old building and without strong room were gutted in the fire with records were damaged on 6/1/2011.<sup>clxxv</sup>



State government has started the work of division of Haveli in to 4 talukas so that each one will become of normal size to administer. The four talukas will cover the areas: 1) Pune city, 2) Pimpri-Chinchwad, 3) East Haveli and 4) Khed-Shivapur-Khadakwasala. These divisions are suggested considering state legislative assembly demarcation.<sup>clxxvi</sup>

### **Location - Pune Collector's Office.**

The centre is very convenient as it is near to the Pune railway station and city bus stand. It is about 4000 sq. ft. accommodating about 22 counters, computers and its network

### **Selection of the Project:**

Sankalp project is chosen for study as it had fulfilled the following criteria.

1. The said e- Governance project is providing service to a fairly large population. It indicates that the project must have done some impact on users.
2. The project is in service for last 8 years, this ensures that the said project is of certain scope and scale.
3. Sankalp is a pioneer project in Maharashtra and replication of this project is under consideration. The study of such project will highlight positive as well as negative points and can be useful while framing future projects.
4. The study will provide document for further study.

### **Goals & Objectives set by Pune Collectorate**

- To shoulder the responsibilities effectively which are allocated by state government.
- To remove red-tape delay and to march in 21st century by fulfilling common man's expectations from the government.
- Citizen-centric government will be the guiding principle behind all programs chalked by Pune Collectorate.
- To save common man's time, money and to reduce his fatigue, Pune Collectorate offered a right solution after meticulous planning and understanding common man's difficulties.
- To implement Administrative Reforms.
- To modify "one window" concept in better fashion.

- To provide essential services on the same day and that too without middle man.
- The services to be provided under PPP mode i.e. with co-operation between private institutes and government.
- The centre will run on BOT (Built Operate and Transfer) principle.
- The use of ICT in administration.
- Humanly treatment, proper guidance and quick result are three guiding principles considered while implementing CFC in Pune.

**Planning of the centre:**

One Window concept of Ahmednagar, Latur, Aurangabad, Thane district collectorate was studied and modified to suit Pune's needs. With proper study of all these collectorate versions and understanding shortfalls, the Pune collectorate conceptualized Sankalp. The guiding principle behind all this exercise was governance should be efficient, easy, fast moving and transparent.

**Logo:**

Farmer in happy mood with smiling face shaking hands with computer is apt logo for this centre as smile indicates that he is relieved from red-tape and shaking hands with computer suggesting that farmer has accepted new technology as a way of life.

**Target Group:**

Target group includes students, common citizens senior citizens, farmers, loan applicants, loan granters & all those who require certificates and citizens who wants affidavits for judicial or for other purposes.

**Stakeholders:**

People thought that there is only one stakeholder in e-Governance i.e. government itself. As it was the government which decides, what is to be done, how to do and so on. But now it is understood by large number of people that a large group of people are impacted by the project. Key stakeholders are general public, especially farmers, students, laborers, small entrepreneurs, who want certificates and permits without delay and in fewer visits to the centre. Other stakeholders are government revenue department staff & officials and NGO staff, hardware, software, air conditioning technicians. Thus, whole spectrum of people who impacted by the project are the stakeholders.

**Services Planned:**

- All types of Affidavits with franking facility.
- Caste, Income, Domicile, Nationality, Non-creamy layer, Senior Citizen, Indemnity certificates,
- License renewal for hotel, lodging, video hall, cinema theatre, arms etc.
- Certificates for development affected persons, freedom fighters and their dependents.
- Centre provides on phone and with voice integrated response system to inform progress of application.
- Centre will have stamp sale, photo copy, fax, telephone, lamination services facilities.
- Photo copies can be attested by gazette officer at the centre.

**Centre Working Hours:**

Daily Working time 9.30 am to 1.15 pm and 2.15 pm to 5.15 pm on all working days except second and fourth Saturday and state government holidays. Certificate distribution is done from 2.15 pm to 5 pm.

**Special Facilities at the Sankalp:**

Following facilities are available to Sankalp users:

- a) Separate notice boards in Marathi with necessary details for each service,
- b) Free writer facility to illiterates,
- c) PRO to guide,
- d) Separate counters for seniors and ladies,
- e) Provision of sitting, writing desk and toilet block,
- f) On telephone users can know the status,
- g) Electronic display system to convey message.

**Status:**

State government is considering of opening more such centre in different parts of the city and district.

**Benefits from Sankalp claimed by Collectorate:**

At one place citizens can get different services. Whole process from submission to delivery takes about 4 to 5 hours is a revolutionary approach in revenue departments working achieved by very few ones. Speedy work completion without delay and immediate delivery of certificates is a novel concept introduced by Sankalp. Franking of affidavits, attestation & photo copy attestation is arranged in the same hall for the convenience of citizens. Availability of application forms, court fee stamps, stamp paper and franking is arranged at the centre. Illiterates can avail facility of writers to complete the form without any charge. Two or three counters are opened to accept the forms and six counters are for affidavits. Acceptance of applications is confirmed by computerized receipt, indicating delivery date & time. System is computerized and certificates/licenses are printed on computer. Integrated voice response system

(IVRS) gives status of application on phone. Service satisfaction of user is the aim of the Sankalp.

### **Specimen of Notice Boards in Sankalp:**

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#### **Form No. 10**

#### **Solvency Certificate**

List of Enclosures required.

*Service Charges Rs. 20/-*

- 1) Standard application Form.
- 2) Rs 10/- court fee stamp (to be affixed) on application form.
- 3) Agriculture lands latest 7/12 certificate or property card.
- 4) If building owner- then Grampanchayat/ Municipality/ Municipal Corporations property card.
- 5) Solvency applicant's affidavit.
- 6) If solvency certificate is required for judicial case then 2 passport size photographs, name of the person, court case no. with details of the person to whom the land is to keep as guarantee all this is to be furnished.
- 7) If, in property more than one owner then agreement from remaining property owners is to be submitted.
- 8) If solvency certificate is required for:
  - a. Less than Rs.1Lakh then area centre officer's solvency report,
  - b. For more than Rs 1 Lakh Tahashildar's solvency report.
- 9) Assistant Registrar's land or building's valuation at current prices report.
- 10) Attested declaration in 2 copies mentioning details as solvency limit, court case no. and surety's name.

NOTE: If solvency certificate is for Rs 5 Lakh and above, then applicant should be present in person with identity proof at the time of receipt of solvency certificate.

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**Form No.1****Temporary residence certificate**

List of Enclosures

*Service charges Rs.20/-*

- 1) Standard Application Form.
- 2) Rs. 10/ court fee stamp to be affixed to application form.
- 3) Affidavit stating residence.
- 4) Proof of residence:-
  - a. Gramsevak/talathi's certificate from place of residence.
  - b. Property tax/ Light bill payment receipt.

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**Form No 4****Caste Certificate-Scheduled caste/Tribes**

List of Enclosures

*Service charges Rs. 20 Rs.10 court fee stamp.*

- 1) Affidavit.
- 2) School Leaving Certificate.
- 3) Father, Grand father, Uncles
- 4) Proof of relation and of caste.
- 5) Birth/ Death certificate.

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**Affidavit** Service charges Rs.20

Time-10am to 5.45pm

- a) Sign on both copies of affidavit at marked places.
  - b) Affix Rs.5 court fee stamp on one copy.
  - c) Read the affidavit carefully, and note corrections.
  - d) Photo identity proof is must during identification.
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- 1) Standard application form.
- 2) Rs 10 court fee stamp to be affixed to application form.
- 3) Age proof (Any one of the following)
  - a) School Leaving Certificate,
  - b) S.S.C. Board Certificate,
  - c) Grampanchayat/ Municipality/ Municipal Corporation/ Cantonment-Board. Any one of these authorities birth registration Certificate.
  - d) If any one of the above age proof is not possible then Medical Officers certificate stating age.
- 4) Residence Certificate ( Any one of the following)
  - a) Village resident confirmation from Gramsevak or Talathi,
  - b) Light Bill,
  - c) Property Tax payment Receipt,
- 5) 2 Passport size photographs.

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**CHAPTER: FIVE**

**PERFORMANCE ANALYSIS OF SANKALP**

## **CHAPTER - 5**

### **PERFORMANCE ANALYSIS OF SANKALP**

#### **Public interface with Pune Collectorate through “SANKALP” citizen facilitation centre**

This chapter based on research data collected through past record, structured questionnaires and interviews with citizens, social workers, and officials.

Data will be segregated in to different categories and with statistical analysis it will be studied.

#### **Necessity of Dialogue Exchange Process**

Constitution guides the working of the government. Government takes certain decisions after debates and dialogues with stakeholders in different platforms. The government issues Government Resolution (GR) in reference to decisions and these GR's get modified as and when any discrepancy is noted. Government staff refers to these latest GR's or notifications during verification process.

The final characterization of any government rule, GR or modified version is determined by the interaction with the common people. The whole exercise is carried out in his interest. This interaction is a dynamic interface and two-way exchange. The impact analysis of interface provides a platform to look in to the actual working, to find out pitfalls or to suggest modifications. When new project is conceived, certain fundamental parameters are missed or not properly represented and this gets highlighted during performance.

When technology provides better alternatives, stakeholders expectations from the project gets enlarged and they demand change in process. In such situation dialogue exchange process accommodates all eventualities and suggest better alternative resulting in making process more efficient and more effective.

## Respondent's Category - Citizens

**Broad classification of questionnaire. (Table C - 5.1)**

Parameter	Question	Total Questions	Type of Questions
Personal Profile	Questions 1 to 5	5	Multiple Choice
Location	Questions 6, 7	2	Multiple Choice
Information	Questions 8, 10, 11, 12, 13, 19	6	Multiple Choice
Subject	Question 9	1	Multiple Choice
Procedure	Questions 14, 15, 16, 17, 20	5	Multiple Choice
Behaviour	Questions 18, 21, 22, 23, 24, 25	6	3 – Multiple Choice 3 - Qualitative
<b>Total Questions</b>		<b>25</b>	

1. First criteria for categorization is “Person Profile” people were segregated as under in different categories as age, education, occupation, residence, distance away from CSC and annual income.

**Citizens** (Base totals for Location, Subject and Person Profile in reference to: Question1 to Question 7.) **(Table C - 5.2)**

<b>Code</b>	<b>Description</b>	<b>Base Number (out of 510)</b>	<b>Total %</b>
<b>A1</b>	<b>Age Group in Years</b>		
	Less than 20	67	13.14
	21 o 30	215	42.16
	31 to 40	100	19.61
	41 to 50	74	14.51
	51 to 60	35	6.86
	More than 60	17	3.33
	No answer	02	0.39
<b>A2</b>	<b>Gender / Sex</b>		
	Male	491	96.0
	Female	18	4.0
	No Answer	01	0
<b>A3</b>	<b>Education</b>		
	Illiterate	02	0
	Primary	41	8
	Secondary	137	27
	Higher secondary	126	25
	Graduate	144	28
	Post Graduate	48	09
	Professional Courses	07	01
No answer	05	01	
<b>A4</b>	<b>Occupation</b>		
	Student	146	29
	Farmer	14	03
	Business	111	22
	Private Service	142	28

	Government Service	36	07
	House Wife	08	02
	Retired	21	04
	Others	26	05
	No Answer	06	01
<b>A5</b>	<b>Annual Income Profile</b>		
	Less than Rs. 25,000	151	30
	Rs. 25,000 to Rs. 50,000	133	26
	Rs. 50,000 to Rs. 75,000	50	10
	Rs. 75,000 to Rs. 1,00,000	42	08
	More than 1,00,000	64	13
	No Answer	70	14
<b>A6</b>	<b>Place of Residence</b>		
	Village	80	16
	City	384	75
	Semi City	45	09
	No Answer	01	00
<b>A7</b>	<b>Distance from Residence to Sankalp</b>		
	Less than 10 kms	169	33
	10 kms to 20 kms	226	44
	21 kms to 30 kms	66	13
	31 kms to 40 kms	28	05
	41 kms to 50 kms	06	01
	More than 50 kms	09	02
	No Answer	06	01



**Citizen Respondents base totals for interface criteria.**

**Reference Question 8 to Question 23 (Table C - 5.3)**

<b>Reference</b>	<b>Description</b>	<b>Base Total (out of 510)</b>	<b>Total %</b>	<b>Category InDoProBe</b>
<b>Q 8</b>	First Visit			Information
	Yes	227	45	
	No	253	50	
	No Response	30	5	
<b>Q 9</b>	No of services availed from Sankalp			Subject
	Single	368		
	Two	52		
	Three	31		
	Four	23		
	Five	13		
	Six	23		
	Seven	9		
	More than seven	8		
	No response	0		
<b>Q10</b>	Working hours convenient			Information
	Yes	233	46	
	No	258	51	
	No Response	19	3	
<b>Q11</b>	Usefulness of Notice Boards			Information
	Yes	300	59	
	No	187	37	
	No response	23	4	
<b>Q12</b>	Awareness of Tracking Via Phone			Information

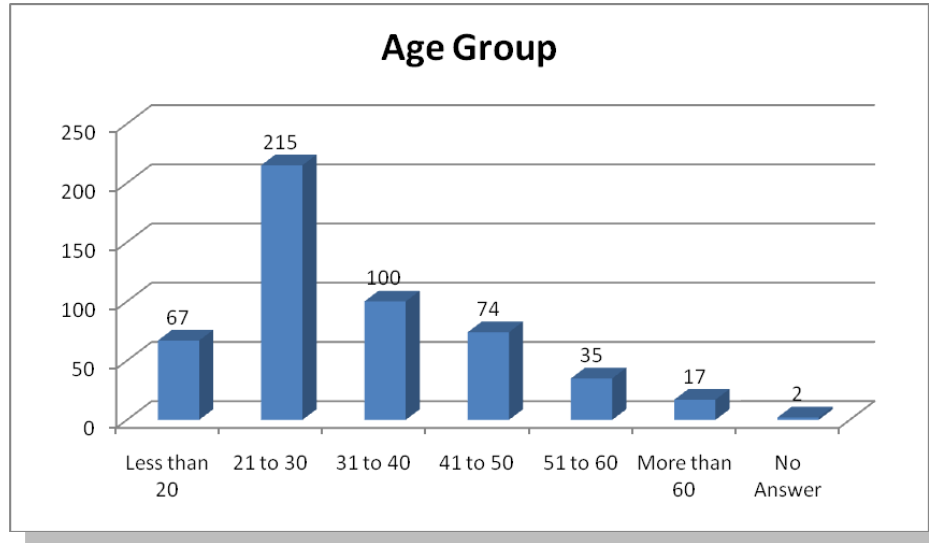
	Yes	91	18	
	No	397	78	
	No Response	22	4	
<b>Q13</b>	Knowledge about Free Writer facility			Information
	Yes			
	No	143	28	
	No Response	350	69	
		17	3	
<b>Q14</b>	Difficulties in completing the form			Procedure
	Yes	244	48	
	No	251	49	
	No response	15	3	
<b>Q15</b>	Cooperation from Employees			Procedure
	Yes	247	48	
	No	244	48	
	No response	19	4	
<b>Q16</b>	Help received from outsider			Procedure
	Yes	180	35	
	No	312	61	
	No response	18	4	
<b>Q17</b>	Citizen friendly Procedure			Procedure
	Yes	184	36	
	No	300	59	
	No response	26	5	
<b>Q18</b>	Service charges reasonable			Behaviour
	Yes	390	77	
	No	94	18	
	No response	26	5	

<b>Q19</b>	Saving on travel cost			Procedure
	Yes	162	32	
	No	311	61	
	No response	37	7	
<b>Q 20</b>	Time Spent to receive service			Procedure
	Less than 4 Hours	51	10	
	4 to 6 hours	73	14	
	6 to 8 hours	31	6	
	1 day	60	12	
	2 days	56	11	
	3 days	41	8	
	4 Days	24	5	
	More than 4 days	145	28	
	No response	29	6	
<b>Q21</b>	Satisfied			Behaviour
	Yes	162	32	
	No	311	61	
	No response	27	6	
<b>Q 22</b>	Level of satisfaction			Behaviour
	Very satisfied	56	11	
	Somewhat satisfied	178	35	
	Accepted since no alternative	131	26	
	Somewhat dissatisfied	71	14	
	No response	74	14	
<b>Q 23</b>	Any Suggestions			Behaviour
	Yes	398	78	
	No	109	21	
	No response	3	1	

This shows that sample is sufficiently large, properly stratified and distributed uniformly to draw valid conclusions from analysis.

**1) Personal profile - Questions 1, 2, 3, 4 & 5.**

**Reference Question Number 1:**



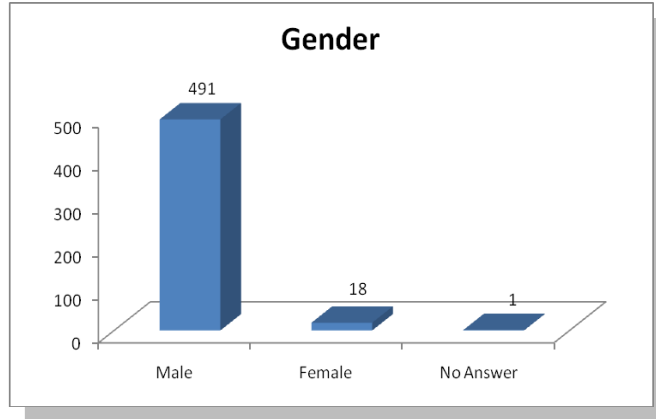
**Graph C-5.1**

Category	Less than 20	21 to 30	31 to 40	41 to 50	51 to 60	More than 60	No Answer
<b>Total No.</b>	67	215	100	74	35	17	2
<b>% of Sample</b>	13.14%	42.16%	19.61%	14.51%	6.86%	3.33%	0.39%

**Table C-5.1**

Majority of respondent's i.e.61.77% were in the age group of 21-40 years, while only 3.33% were above 60.

**Reference Question Number 2:**



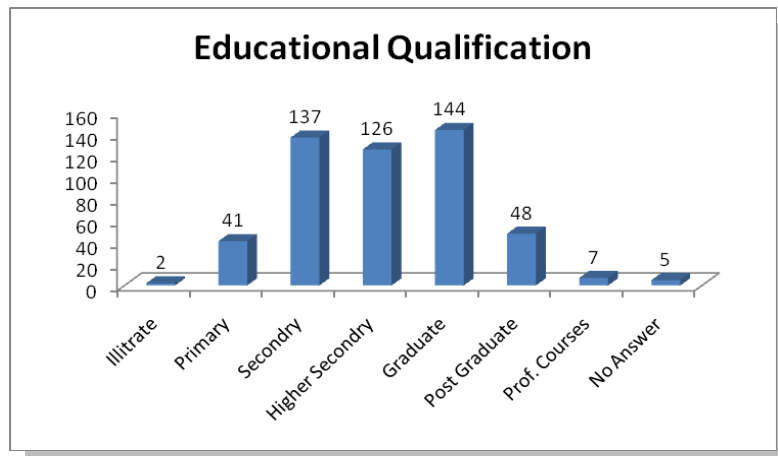
**Graph C-5.2**

Category	Male	Female	No Answer
<b>Total No.</b>	491	18	1
<b>% of Sample</b>	96%	4%	0%

**Table C-5.2**

Majority of respondents i.e. 96% of respondents were male while only 4% respondents are female.

**Reference Question Number 3:**



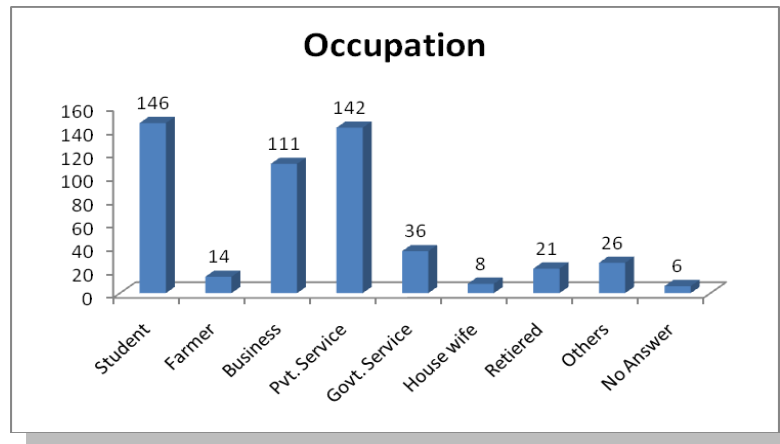
**Graph C-5.3**

Category	Illiterate	Primary	Secondary	Higher Secondary	Graduate	Post Graduate	Prof. Courses	No Answer
<b>Total No.</b>	2	41	137	126	144	48	7	5
<b>% of Sample</b>	0%	8%	27%	25%	28%	9%	1%	1%

**Table C 5.3**

Educational level of respondents was quite impressive with 38% degree holders and primary to higher secondary class was also 60%. It is expected that most of the respondents were aware of ICT use. This literacy level of respondents can provide better input for analysis.

**Reference Question Number 4:**



**Graph C-5.4**

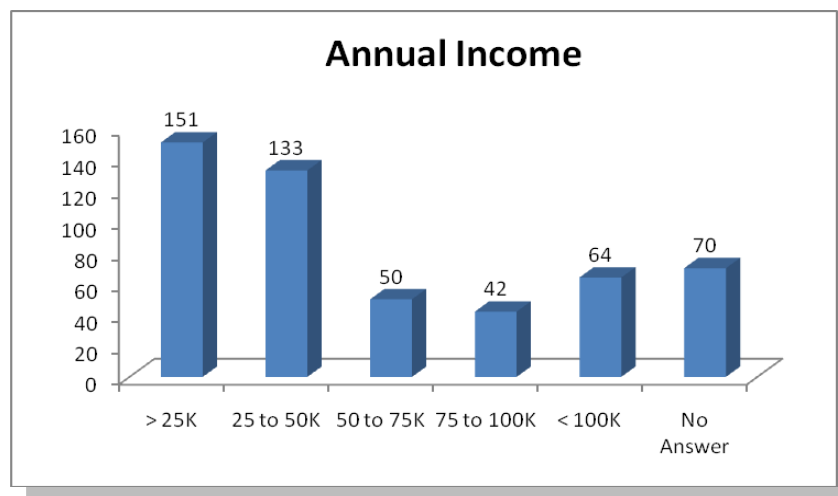
Category	Total No	% of Sample
<b>Student</b>	146	29
<b>Farmer</b>	14	3
<b>Business</b>	111	22
<b>Pvt. Service</b>	142	28
<b>Govt. Service</b>	36	7

House Wife	8	2
Retired	21	4
Others	26	5
No Answer	6	1

**Table C-5.4**

Respondents from business (22%), private sector (28%) and students (29%) were prominent.

**Reference Question Number 5:**



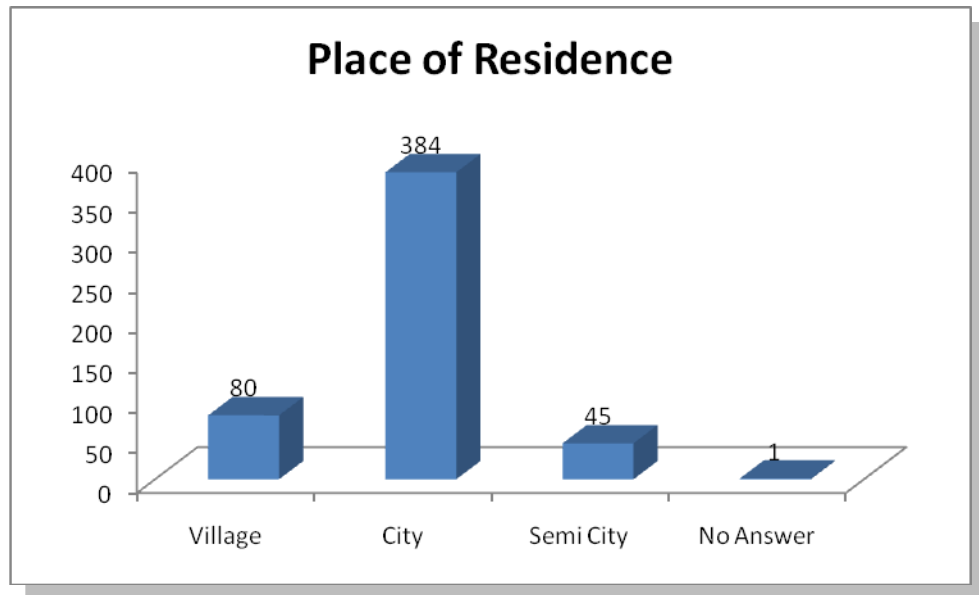
**Graph C-5.5**

Category	< 25K	25 to 50K	50 to 75K	75 to 100K	> 100K	No Answer
Total No.	151	133	50	42	64	70
% of Sample	30%	26%	10%	8%	13%	14%

Majority of respondents i.e. 56% were having annual income less than Rs. 50,000/-. This range of income covers people below the poverty line and just above it.

ii) **Location - Questions 6 & 7.**

**Reference Question Number 6:**



**Graph C-5.6**

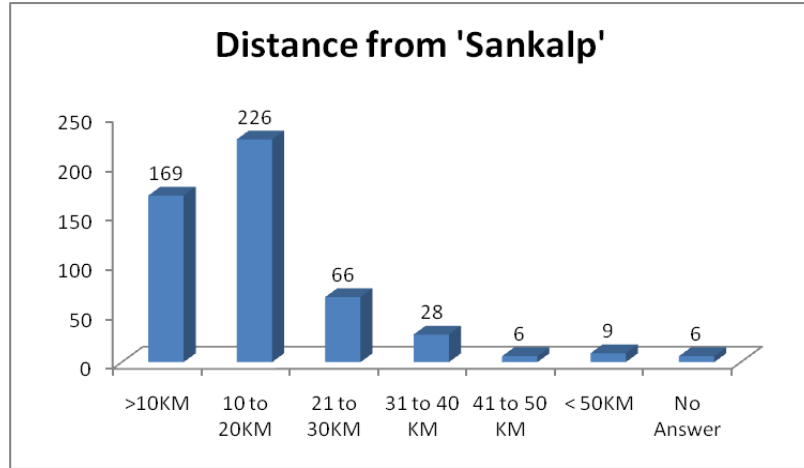
Category	Village	City	Semi City	No Answer
<b>Total No.</b>	80	384	45	1
<b>% of Sample</b>	16%	75%	9%	0%

**Table C-5.6**

Majority of respondents i.e. 75% were from Pune city and 9% from semi city while 16% of respondents were from villages around the city.



**Reference Question Number 7:**



**Graph C-5.7**

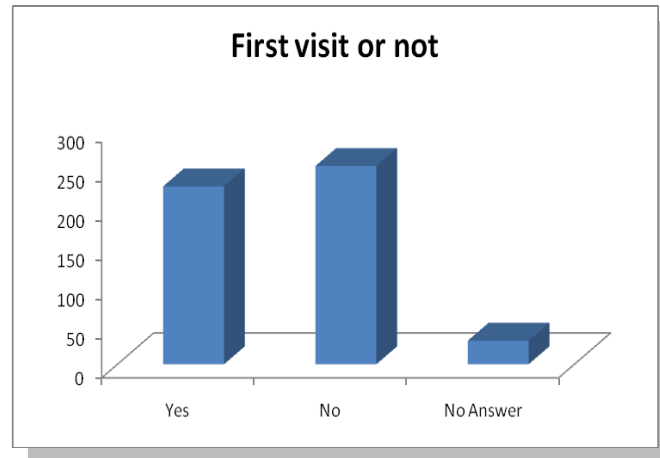
Category	< 10KM	10 to 20KM	21 to 30KM	31 to 40 KM	41 to 50 KM	> 50KM	No Answer
<b>Total No.</b>	169	226	66	28	6	9	6
<b>% of Sample</b>	33%	44%	13%	5%	1%	2%	1%

**Table C-5.7**

Majority of respondents' i.e.63% had to cover 10 to 50 kms and only 33 % were fortunate as they were staying in the vicinity of the centre. Distance to be covered to get service is an important factor to decide overall performance of any CFC.

2. **Information Coordinate - Questions 8, 10, 11, 12 & 13 were asked to collect information.**

**Reference Question Number 8:**



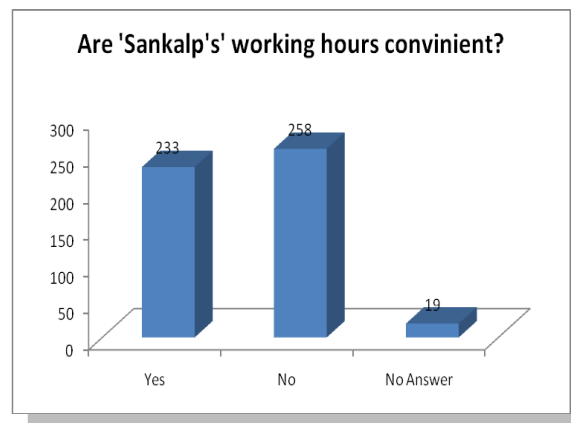
**Graph C-5.8**

Category	Yes	No	No Answer
Total No.	227	253	30
% of Sample	45%	50%	5%

**Table C-5.8**

50% of the respondents had visited earlier so , it can be expected that this group had known the Sankalp procedure.

**Reference Question Number 10:**



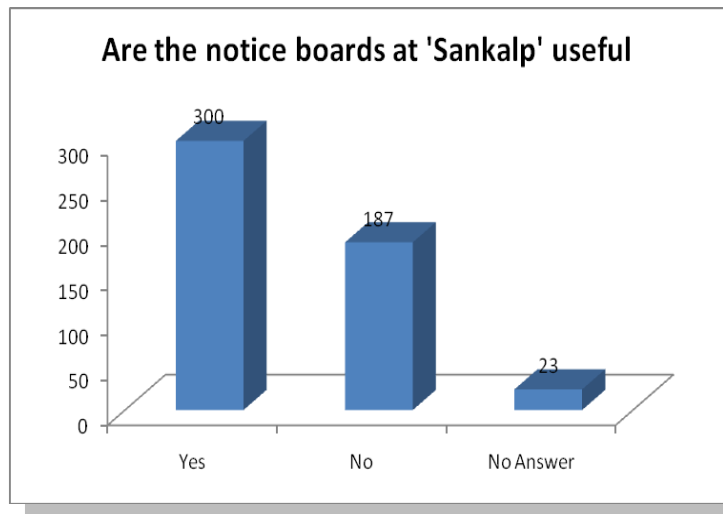
**Graph C-5.10**

Category	Yes	No	No Answer
Total No.	233	258	19
% of Sample	46%	51%	3%

**Table C-5.10**

Respondents were more or less equally divided on working hours convenience.

**Reference Question Number 11:**



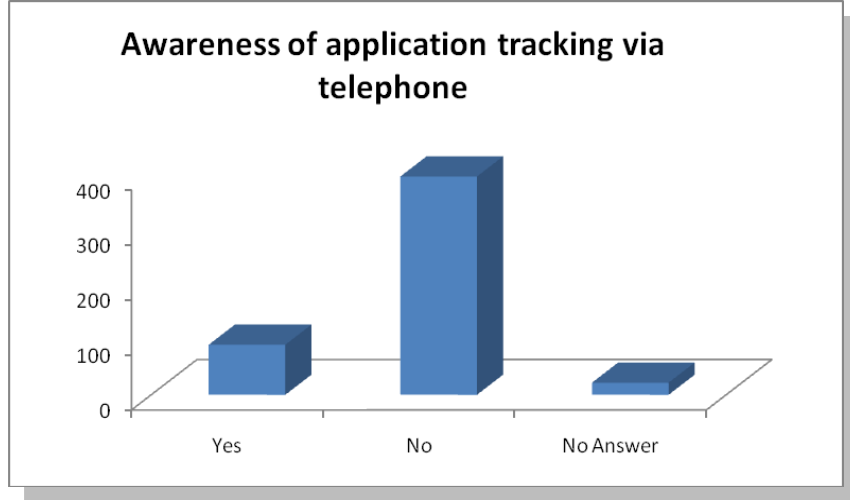
**Graph C-5.11**

Category	Yes	No	No Answer
Total No.	300	187	23
% of Sample	59%	37%	4%

**Table C-5.11**

Under “Citizen Charter” notice boards are displayed in CFC for each type of service, stating service requirements, charges and enclosures required etc. These service related notice boards found to be useful to 59% of respondents.

**Reference Question Number 12:**



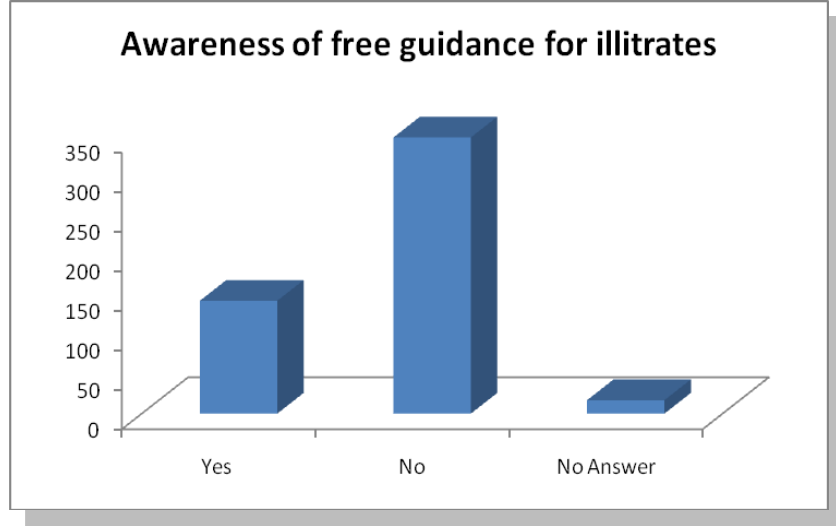
**Graph C-5.12**

Category	Yes	No	No Answer
Total No.	91	397	22
% of Sample	18%	78%	4%

**Table C-5.12**

Under RTI, enquiry on telephone is provided at CFC but 78% of the respondents were not aware of this facility provided by "Sankalp". The telephone no. indicated in web was out of order during questionnaire-response period.

**Reference Question Number 13:**



**Graph C-5.13**

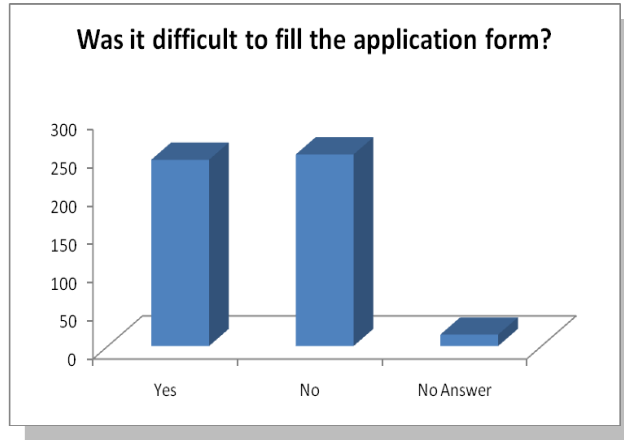
Category	Yes	No	No Answer
Total No.	143	350	17
% of Sample	28%	69%	3%

**Table C-5.13**

Another notable utility is free writer facility provided for illiterates at “Sankalp”. Only 28% respondents were aware of such facility and 69% were ignorant.

3) Procedure Coordinate – Questions 14, 15,16,17,19 & 20 were asked to know procedure.

Reference Question Number 14:



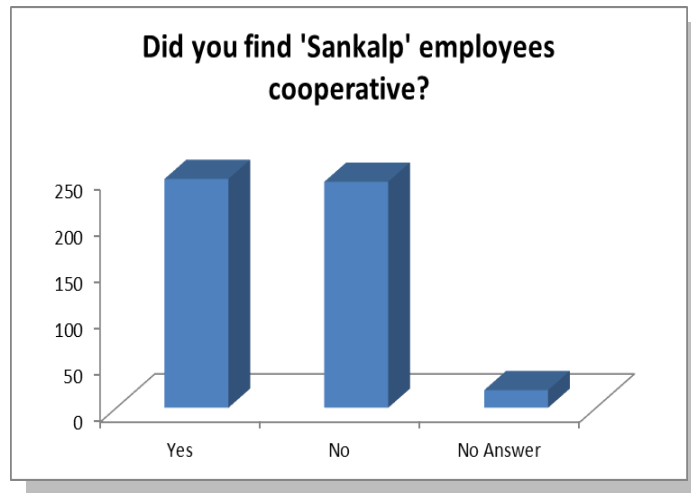
**Graph C-5.14**

Category	Yes	No	No Answer
<b>Total No.</b>	244	251	15
<b>% of Sample</b>	48%	49%	3%

**Table C-5.14**

About 49% of respondents found it difficult to fill up the forms while 48% had not faced difficulty. Out of total respondents only 8% were illiterates or had primary education. Thus, about 41% (49-8) educated class found it difficult to complete the form.

**Reference Question Number 15:**



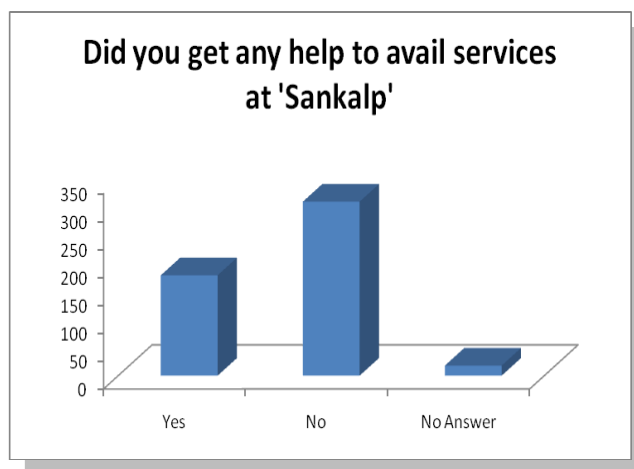
**Graph C-5.15**

Category	Yes	No	No Answer
Total No.	247	244	19
% of Sample	48%	48%	4%

**Table C-5.15**

Respondents were equally divided on cooperation from employee's issue.

**Reference Question Number 16:**



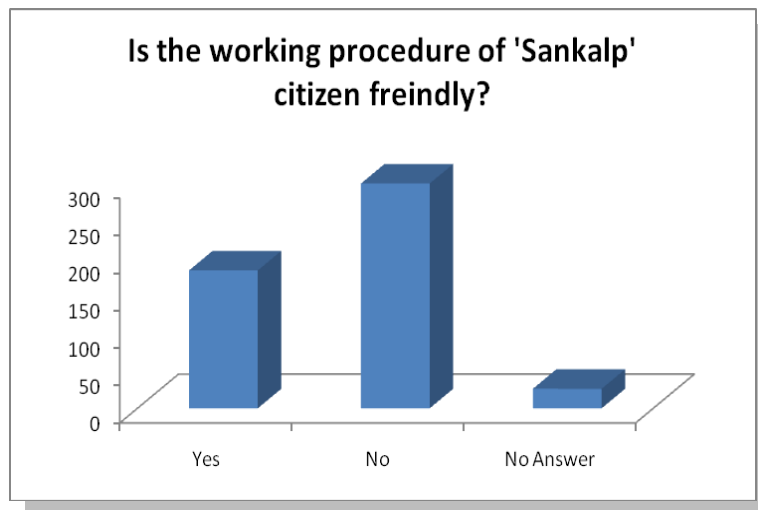
**Graph C-5.16**

Category	Yes	No	No Answer
Total No.	180	312	18
% of Sample	35%	61%	4%

**Table C-5.16**

35% of respondents had received help while 61% did not receive help to avail services at 'Sankalp'.

**Reference Question Number 17:**



**Graph C-5.17**

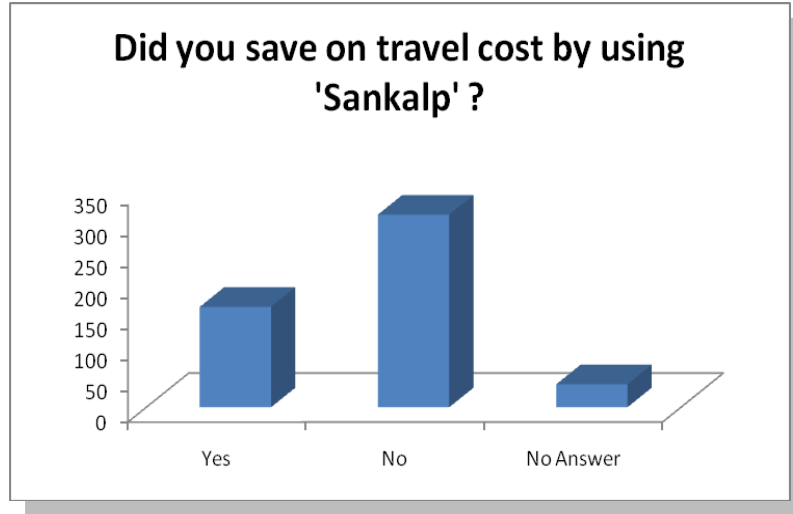
Category	Yes	No	No Answer
Total No.	184	300	26
% of Sample	36%	59%	5%

**Table C-5.17**

%59 of respondents had noted that Sankalp procedure is not citizen friendly while 36% found it to be friendly.



**Reference Question Number 19:**



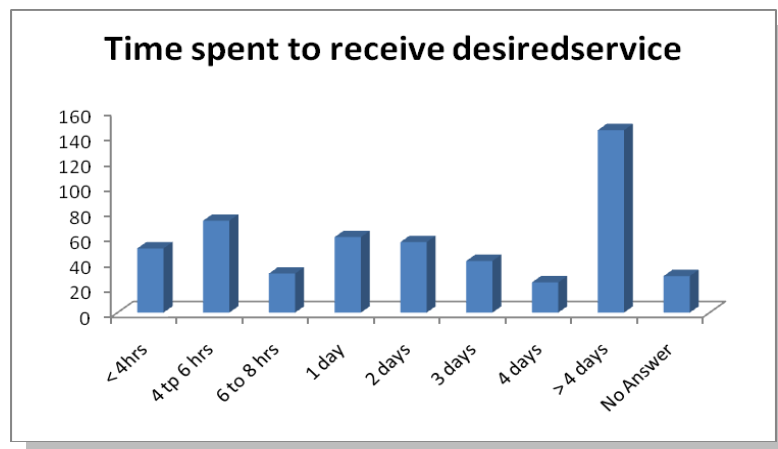
**Graph C-5.19**

Category	Yes	No	No Answer
<b>Total No.</b>	162	311	37
<b>% of Sample</b>	32%	61%	7%

**Table C-5.19**

Compared to earlier mode 61% of the respondents had not saved on travel cost, while 32% had saved on travel cost.

**Reference Question Number 20:**



**Graph C-5.20**

Category	< 4hrs	4 to 6 hrs	6 to 8 hrs	1 day	2 days	3 days	4 days	> 4 days	No Answer
Total No.	51	73	31	60	56	41	24	145	29
% of Sample	10%	14%	6%	12%	11%	8%	5%	28%	5%

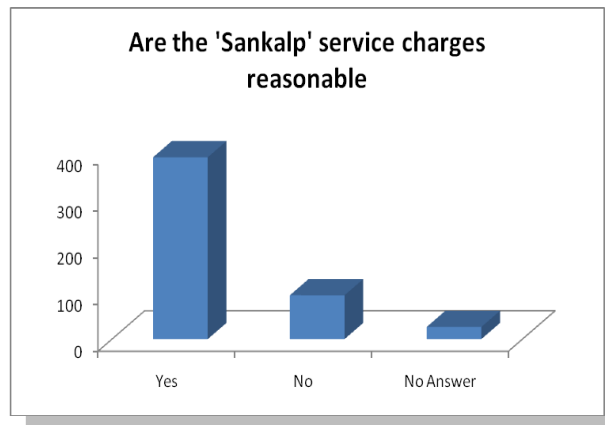
**Table C-5.20**

30% of respondents spent less than 8 hours to complete their service slot at “Sankalp”. The assurance given by CFC is to complete the service on the same day and these 30% are lucky ones as they had received service as assured.

While 36% of the respondents spent from 1 day to 4 days to complete the job and 28% had noted that they had spent more than 4 days to complete service.

**4) Behaviour Coordinate - Questions. 18, 21, 22 & 23 were asked to know behaviour of respondents.**

**Reference Question Number 18:**



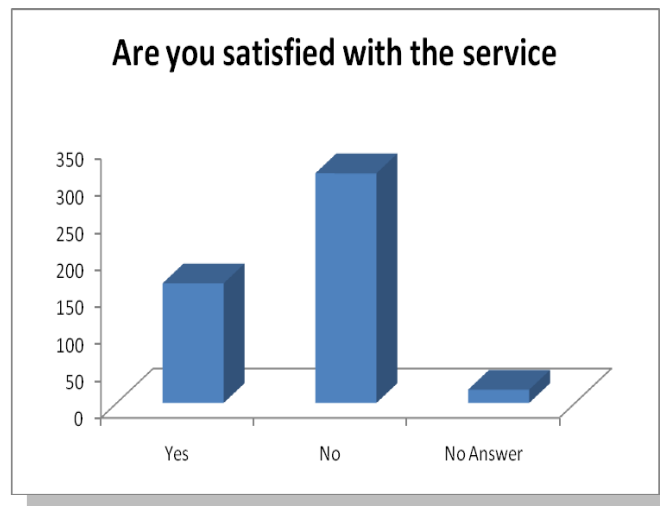
**Graph C-5.18**

Category	Yes	No	No Answer
Total No.	390	94	26
% of Sample	76%	18%	5%

**Table C-5.18**

Total 390 (76%) respondents felt that Sankalp charges are reasonable.

**Reference Question Number 21:**



**Graph C-5.21**

Category	Yes	No	No Answer
Total No.	162	311	27
% of Sample	32%	61%	6%

**Table C-5.21**

Thus 61% of respondents had expressed that they were not satisfied with service module offered at "Sankalp". At the same time 32% of respondents had expressed their satisfaction with the services provided at "Sankalp".

**Reference Question Number 22:**



**Graph C-5.22**

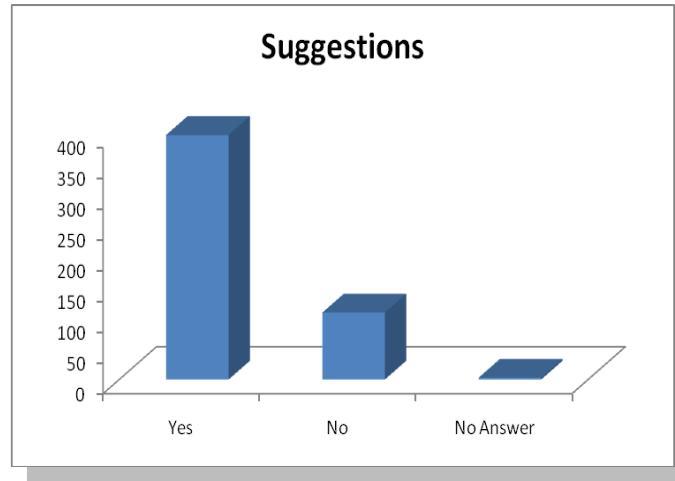
Category	Very Satisfied	Somewhat Satisfied	Accepted since no other Alternative	Somewhat dissatisfied	No Answer
<b>Total No.</b>	56	178	131	71	74
<b>% of Sample</b>	11%	35%	26%	14%	15%

**Table C-5.22**

Question.22 was asked to access level of satisfaction to the respondents who had given affirmative answer to qn.21. It was noted that 11% were very much satisfied, 35% were somewhat satisfied and 26 % had expressed that they had accepted “Sankalp” as there is no alternative service provider.

**Reference Question Number 23:**

**1) Some Suggestions**



**Graph C-5.23**

Category	Yes	No	No Answer
Total No.	398	109	3
% of Sample	78%	21%	1%

**Table C-5.23**

78% of respondents had agreed to note down their suggestions.

**Classification of statements**

Table C-5.4 Reference Questions 23, 24, 25

InDoProBe” qualitative statements are listed and sorted according to essential qualities of e-Governance. The “No Response” was received from many respondents not able to express their views in proper words, not ready to think and note own experiences. Some were very suspicious about whole questionnaire exercise and doubtful of its usage, so reluctant to go through the process. Many students & citizens were enthusiastic to express their experiences. Most of the ladies were not ready to share their experiences and even educated young ones were reluctant to go through response process Table C5. 4 give category wise list of their qualitative statements.

Every respondent was asked to suggest ways to improve the working so as to develop a constructive habit in citizens and at the same time to get first-hand information regarding necessary improvements from the users. Accordingly, Questions 23 & Q 25 were asked. Their responses were classified and weighted so that these responses will get proper attention & representation while framing future action. Their churning will provide input for change in the system to make it more pragmatic and more down to earth. This exercise will help to establish better understanding between centre officials and ordinary citizens. The suggestions along with difficulties are noted in Table C5.4

Parameter	No. of Respondents	Qualitative statement
Transparency	12	CSC centre can use: <ul style="list-style-type: none"> <li>i) Audio systems in the centre to address citizens.</li> <li>ii) Can contact through phone, SMS or email to individuals</li> <li>iii) Change in delivery schedules can be announced in local newspapers</li> </ul>
	5	Transparency in procedures.
	1	Notice board at the centre providing information of different government schemes in operation for poor, handicapped, widows and students, etc.
	6	Board at each table mentioning activity performed. Notice boards in the hall should be clearly visible from every corner and they should not be in torn or damaged condition.
	36	Display or provide Xerox copies in Marathi of: <ul style="list-style-type: none"> <li>i) Affidavit formats</li> <li>ii) Certificate related laws and rules</li> <li>iii) Sequence of activities required to complete each service to avoid confusion, rejection and rush at the centre.</li> </ul>
	3	Location of affixing Rs. 5/- stamp should be clearly visible on application form and availability of Rs. 5/- stamp is displayed at the back of the monitor so not easily recognized.
	1	Rs. 10/- revenue stamp can be fixed with all application forms

		before same and can be charged, as it is a must for all.
	2	Publish articles in local newspapers about different services offered, its procedures and enclosures required.
	1	CSC should issue service charge receipt.
<b>Effectiveness Expectation from staff</b>	43	Staff should be polite, cooperative, punctual, well qualified, efficient, computer knowledgeable and not rude in behaviour, should not pass time while on duty.
	5	No NGO's or private contract employees, only government employees. Should remove inefficient staff and preference to be given to gents.
	5	Enclosures lost or misplaced by staff after submission, wrong name printing on stamp paper.
	2	Arrange HRD training along with communication skill to staff members
<b>Working Time</b>	49	CFC should consider working on : i) 24/7, ii) 2 <sup>nd</sup> & 4th Saturdays, iii) on Sundays, iv) in two shifts, v) working hours 8.00am to 6.pm, vi) extent working till 9.00pm.
	42	Extend application submission time till 6.00pm, Time extension for affidavit & attestation counters Make alternate arrangement during lunch time, Reduce lunch time. Stamp papers, blank application forms should be available before CFC starts working. Photo copies of CFC's valid affidavits can be accepted to reduce verification & to save time plus money. Reduce CFC workload by transferring some work to departments.
<b>PRO</b>	94	PRO should guide properly and take additional effort to help seniors, illiterates, physically handicapped. Full time PRO's required in more numbers.
	1	Start "Need Help" counters.
	42	Extend application submission time: i) Till 6.00pm ii) Till 10.00am and delivery on the same day after 6.00pm.

	2	Time extension for affidavit and attestation counters.
	34	Make alternate arrangements during lunch time, reduce lunch time.
	1	Stamp papers, blank application forms should be available before CFC working.
	1	Photo copies of CFC's, valid affidavits to be accepted to reduce verification and to save money with time.
	1	Reduce CFC workload and transfer some work to departments.
<b>Rejection</b>	14	Proper verification of all enclosures during submission can reduce rejection and save time as well as energy.
<b>Simplify Procedures</b>	13	Difficult to get some proofs as Talathi, MSEB asks for money and takes time. Government should direct them to issue proofs in stipulated time. Also: <ul style="list-style-type: none"> <li>i) Instead of 15 years, 10 years or 3 to 5 years may be accepted.</li> <li>ii) Instead of light bill property certificate.</li> <li>iii) Poor families won't use electricity, then accept talathi's certificate.</li> </ul>
	2	Illiterate mazdoors have no fixed residence, they find it difficult to provide residence proof, hence kid's loose scholarships due to lack of documents. Tenants, transferee find it difficult to complete enclosures.
	1	Central government employees working in Maharashtra for more than 15 years should get nationality certificate for their kid's.
	1	Minimum enclosures should be asked
	2	Enclosures should be returned to applicant along with certificate so that they can be of use.
	1	Validity period should be noted on the affidavit and other certificates issued by CFC.
	1	By filling one form, more than one certificate may be issued.
	1	Enclosures required by CFC should be available from one authority Talathi, Tahasildar or zonal office.



	5	In some cases applicants birth certificate along with Talathi's certificate proved insufficient, asked for fathers or grandfather's birth certificate, even uncle's not accepted for domicile.
	15	Authorities should have a lenient way to deal with applicant.
	5	Those who are born and brought up in Pune should get domicile, even though parents born outside Maharashtra.
	1	Driving License, ration card should be accepted as proof to get domicile.
<b>Efficiency</b>		
<b>Demand for</b>	56	For each service
<b>additional</b>	31	Affidavits
<b>counter</b>	15	Attestations
	24	Submission for application
	43	Additional manpower to run counters as presently there are counters but few are working.
	1	Delivery of certificates.
<b>Special</b>	28	Senior citizens with chairs
<b>counters for</b>	15	Illiterates
	12	Ladies
	4	Students
	10	Physically handicapped, patients.
	3	Separate counters for urban and rural residents
<b>Separate</b>	6	Each service
<b>counters</b>	4	Caste certificate
	2	Domicile certificate
	2	Non creamy layer

	1	Ration card affidavit
	1	Income certificate
	1	Rejected and re-verified applications
<b>Digital Divide</b>	8	CFC service should be: i) Free to seniors. ii) Free to all. iii) Charges proportional to economic condition.
<b>Efficient service</b>	103	Expecting: i) Efficient service ii) Efficient staff iii) Efficient administration iv) Time-bound service v) Same day completion vi) Prompt action vii) Revamp the procedure with proper planning
	17	Senior government officials, e.g. Tahasildar should regularly visit CFC and interact with citizens, try to understand the difficulties and solve immediately.
	8	Try to club services, e.g. affidavit related activities at one counter.
	1	Under "Citizen Charter", time slot required for each activity to be fixed and implemented.
	7	Single window system will save citizens energy, running from counter to counter.
	1	Visit to schools and junior colleges well in advance, arrange parents meeting to reduce rush and to increase awareness.
	1	Committee of citizens, NGO's and government officials to be formed to supervise CFC's activities.
<b>Delivery of certificates</b>	16	Delivery to be started at specific time, at separate counter and on the date conveyed to applicant.
	12	Delivery in systematic way:

		<ul style="list-style-type: none"> <li>i) First to seniors</li> <li>ii) By serial numbers</li> <li>iii) According to urgency</li> <li>iv) Delivery by post, same as passport</li> <li>v) List of ready certificate holders to be displayed before the start of delivery</li> <li>vi) Delivery time 10.00am to 5.00pm daily</li> <li>vii) Seniors and accompanied should get preference</li> <li>viii) Inform on phone application status</li> </ul>
	1	Tatkal service can be started.
<b>Infrastructure</b>	22	CFC centre area to be increased
<b>centre</b>	28	More chairs and benches to be provided
<b>facilities</b>	16	Clean drinking water facility
	7	Cleanliness at CFC, clean toilet with better appearance
	1	Newspapers, magazines to be provided
	3	Separate parking facility
	2	One more gate to the hall
	1	Application, verification counters position should be outside the hall.
	3	Information counter positions: <ul style="list-style-type: none"> <li>i) Near the gate</li> <li>ii) Separate, away from other counters</li> </ul>
	21	Agents, outsiders should not interfere in the working of CFC.
	46	Additional centers to be opened immediately: <ul style="list-style-type: none"> <li>i) At Talathi's office</li> <li>ii) Ward wise</li> <li>iii) Schools can be used as CSC.</li> </ul>
	2	Pimpri-Chichwad CFC should be full-fledged centre with sufficient manpower.

<b>Technology</b>	14	More computerization with additional computers and printers.
	1	Regular maintenance of the system.
	17	Use of email, mobile phone to inform status of application.
<b>Security and Discipline</b>	13	Maintain proper security.
	39	Enforce proper discipline and queue system either with iron bars or separators at each counter. Display "Silence Please" boards.
	21	Coupon or token system like banks should be introduced.
<b>Additional services expected from CFC</b>		CFC should provide information and application forms of:
	5	All government schemes
	1	Educational Scholarships
	1	Election Identity card
	8	All certificates issued by revenue department as 7/12, property card, ration card.
	1	Property card
	3	Ration card
	6	Xerox, typing, franking and scanning.
	3	Electricity, telephone bill acceptance
	1	Railway, ST reservation facility
	1	Special home service assistance to seniors by charging moderate fee.

A few suggestions made by respondents are picked up randomly from Appendix 3 and noted below:

- Inform progress or difficulty on phone, SMS, e-mail or use postal service.

- Certificate related laws in regional languages to be displayed.
- Rs 10/- revenue stamp should be affixed on all blank application forms
- Proper discipline, queue system to be followed.
- Coupons or Token system as followed by banks should be introduced.
- CFC working time to be extended.
- Simplify procedure, ask for minimum necessary enclosures and follow proper verification.
- CFC staff should visit to schools and Jr. Colleges well in advance.
- Committee of Citizens, NGO & government officials to be formed to streamline working of CFC.
- Improve distribution system.
- Agents, outsiders should not be allowed near CFC.
- More centers to be opened.
- Explain reasons for non-completion of application.
- Use “suggestion box” and act on it.
- Citizen Charters should be displayed and its implementation should be taken seriously.

Respondents were asked to suggest additional services that can be started at CFC and some of the services noted as under

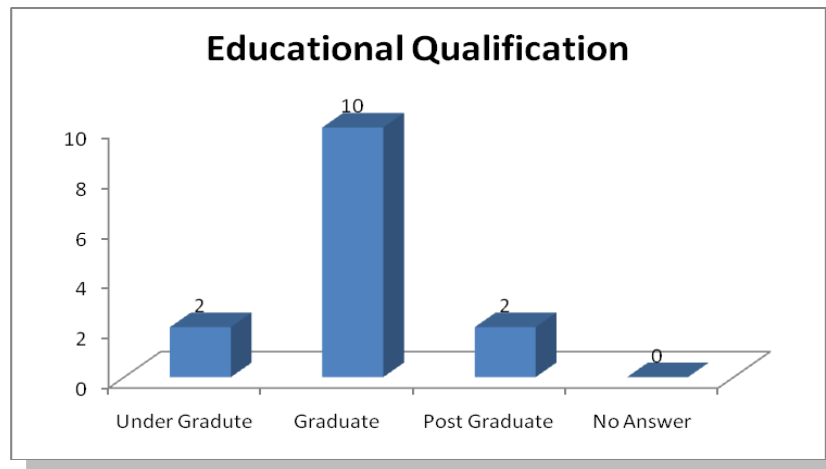
- All services relating to revenue department.
- Birth & death certificate.
- Photocopy, typing, franking & scanning.
- Bill payment- electricity, telephone,

Some of the respondents were of the opinion that instead of starting additional services at CFC, existing services should be offered efficiently as with additional services more rush will be there & it will hamper the performance.

### **Analysis of Staff Questionnaire**

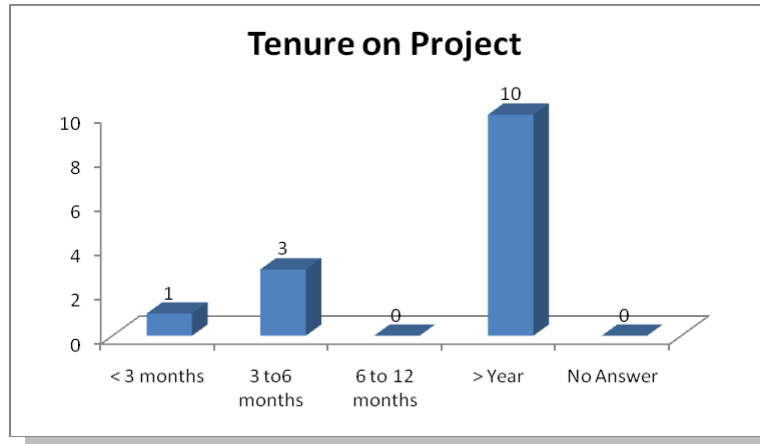
#### **Personal coordinates**

#### **Reference question 3, Graph - S.3**



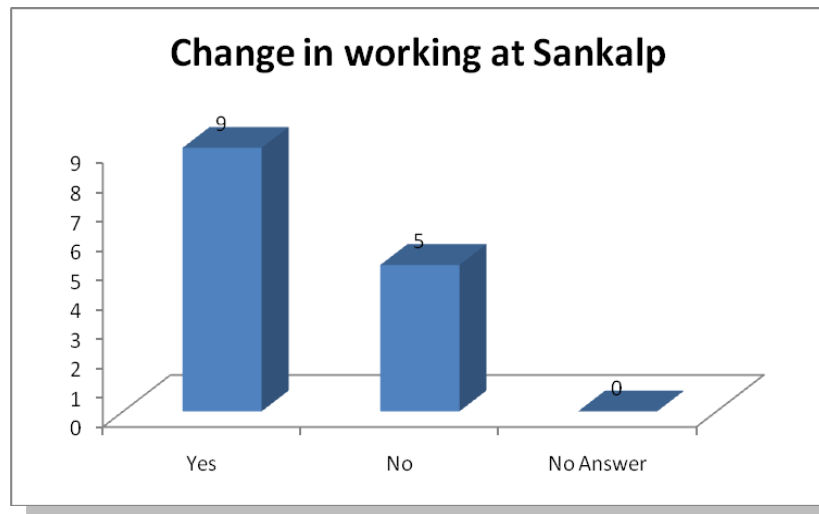
The average educational level was high as 85.63 % of them were studied till graduation or at postgraduate level.

**Reference question 4, Graph - S.4**



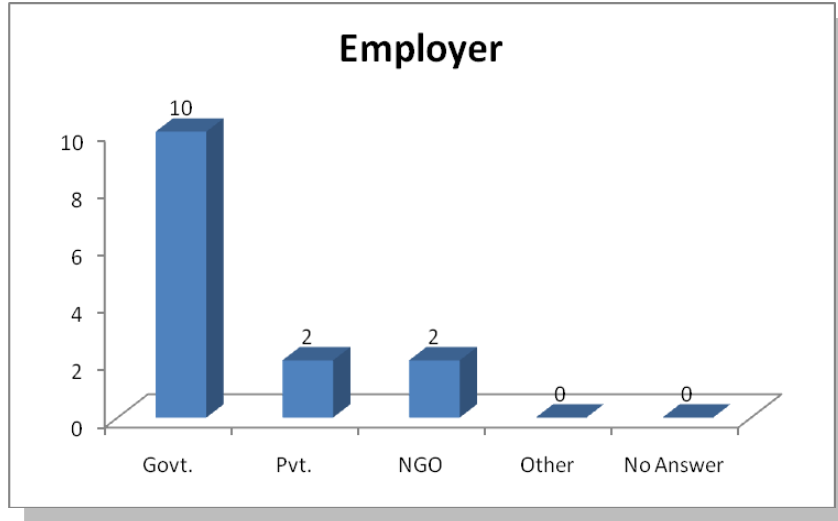
Majority of respondents i.e. 71.43 % were working with “Sankalp” for more than a year.

**Reference question 5, Graph - S.5**



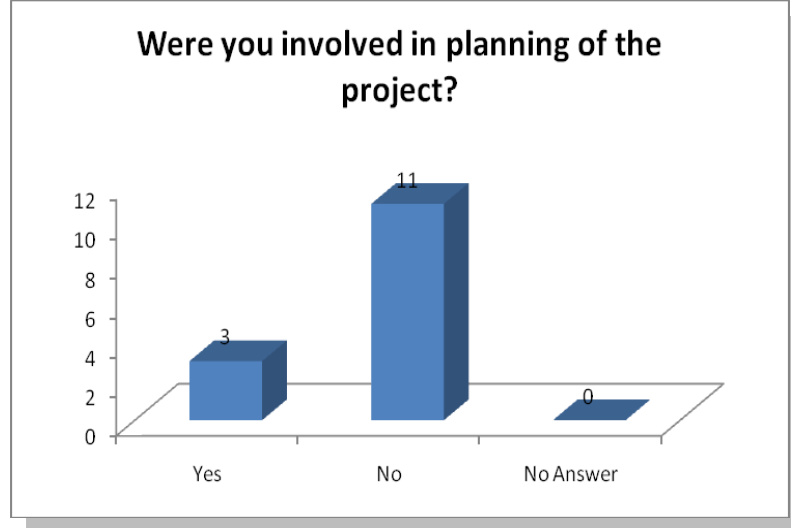
Nearly 64.29 % of respondent’s earlier experience was not related to “Sankalp” and they had acquired new skills.

**Reference question 6, Graph - S.6**



More than three fourth of respondents were state government employees and most of them do the verification of applications which is very important work in the process.

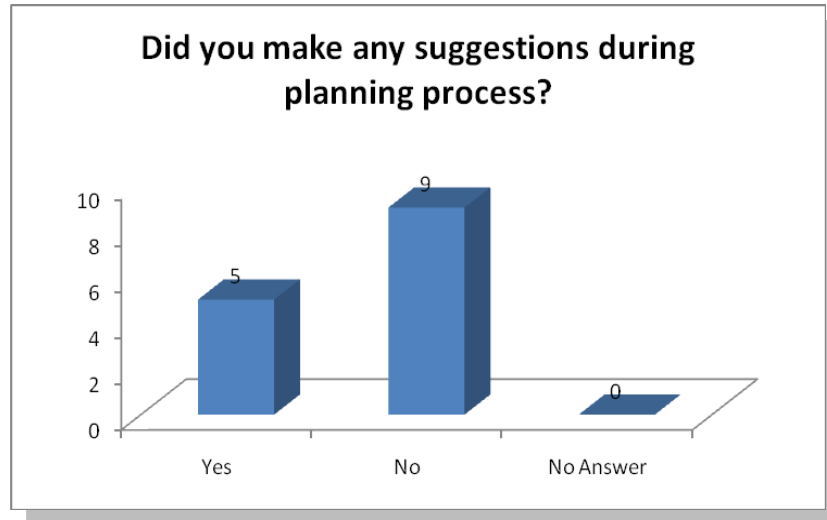
**Reference question 7, Graph - S.7**



Only 3 respondents i.e. 21.43 % were involved in the planning of the project, while 78.57 % were not involved.

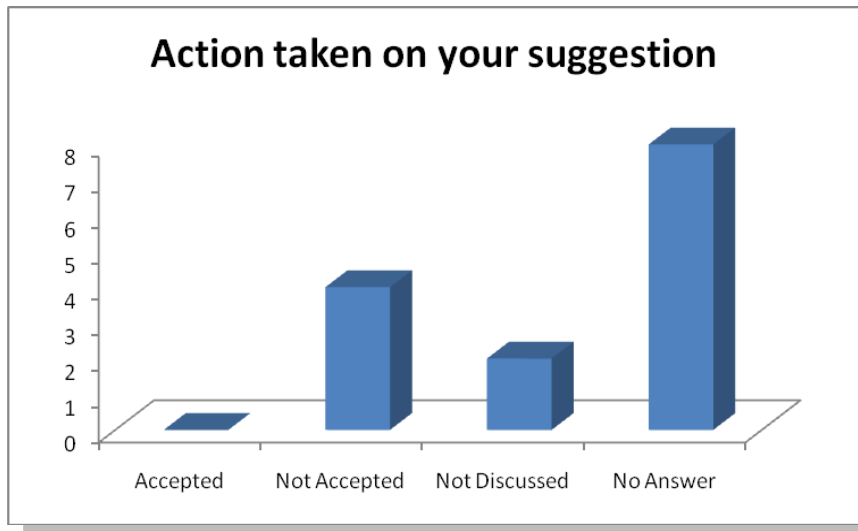


**Reference question 8, Graph - S.8**



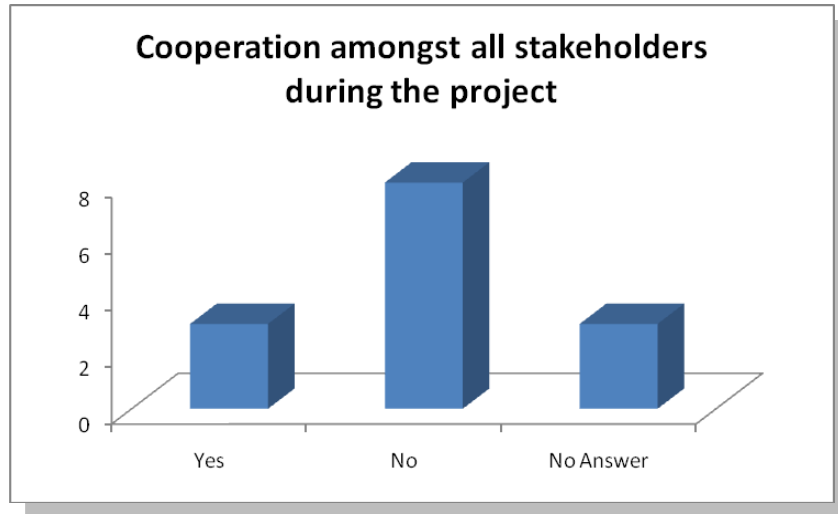
Five respondents i.e.35.71% had made suggestions during planning of the project.

**Reference question 19, Graph - S.9**



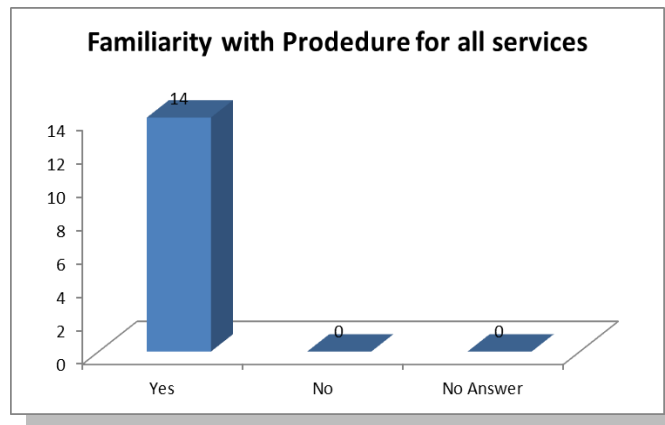
5 respondents i.e. 35.71% had made suggestions during planning out of that 4 respondent's suggestions were not accepted.

**Reference question 10, Graph - S.10**



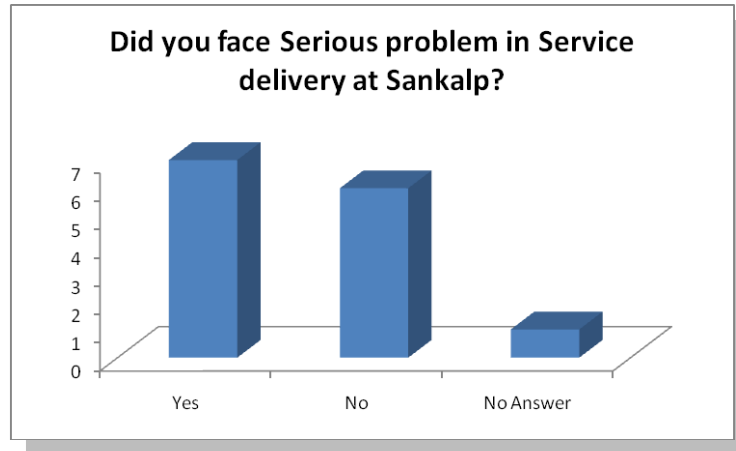
Only 21.43 % of respondents expressed that they get co-operation from all stakeholders during working. While 57.14% of respondents feel that they did not get co-operation from stakeholders and 21.45 % of respondents had not expressed their opinion.

**Reference question 11, Graph - S.11**



All respondents i.e.100 % had expressed their familiarity with the procedure relating to all services. It is expected from them that they are competent enough to verify application & supporting documents.

## Reference question 12, Graph - S.12



Half of the respondents 50 % faced serious problems during working with “Sankalp” while 42.86 % did not face serious problems.

## Reference question 13

### Difficulties faced by staff

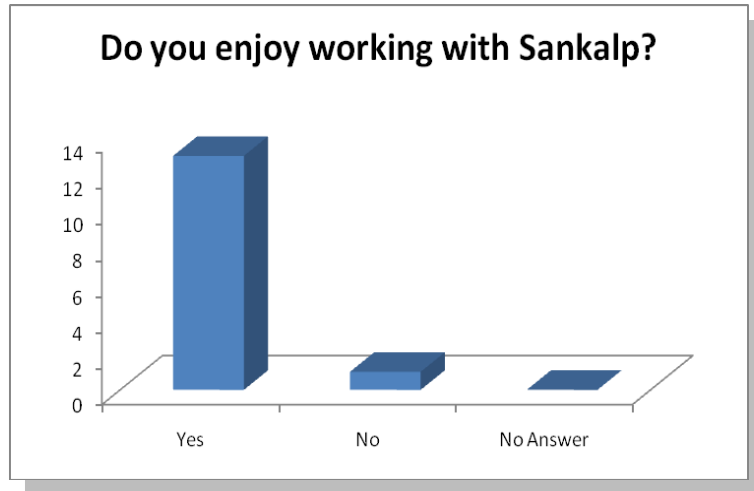
Sometimes the situation becomes difficult mainly due to officers signature not received in time, that delay’s certificate distribution. Also, in case of a rejection; concerned applicant was not ready to understand the fact and creates show. The staff members handle the situation calmly, explaining difficulties and requirements etc.

## Reference question 14

### Notable reasons for rejection are

- Incomplete application form,
- Enclosures either improper or not enclosed,
- Difference in opinion among staff during verification,
- Improper verification of documents.

### Reference question 15, Graph - S.15



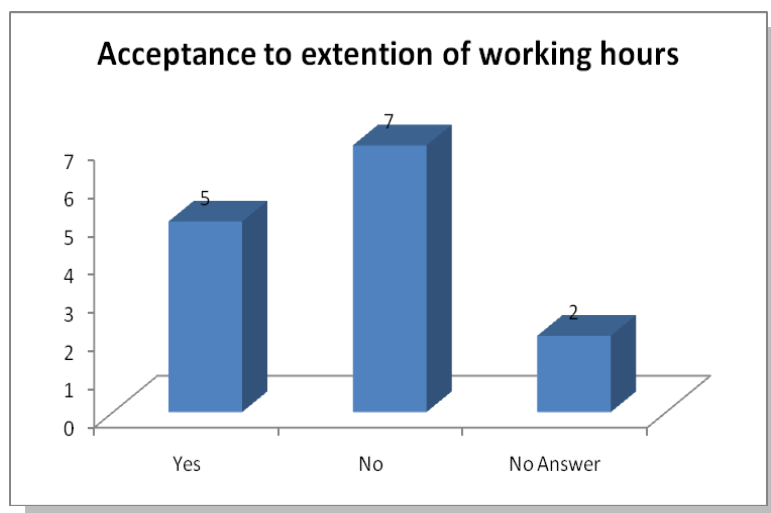
Nearly all respondents except 1 i.e.92.86 %of respondents had expressed that they enjoy working with “Sankalp”.

### Reference question 16

#### Gradation of Sankalp

Respondents were asked to grade the “Sankalp” project on a scale 1 to 10 and 4 respondents awarded 9 marks. Total 50% of respondents had graded 6 and above and 3 (21.42%) respondents had noted that project is useful.

### Reference question 17, Graph - S.17



Respondents were asked whether they will accept the suggestion of extending working hours. Half of the respondents i.e. 50 % expressed their non-acceptance while 37.71 % shown their willingness to such suggestion.

### **Reference question 18**

#### **Reasons for work interruption**

The reasons noted towards work interruption were software programming, Hardware breakdown, Power failure and shortage of manpower as main reasons for work interruption.

### **Reference question 19**

#### **Breakdowns in a month**

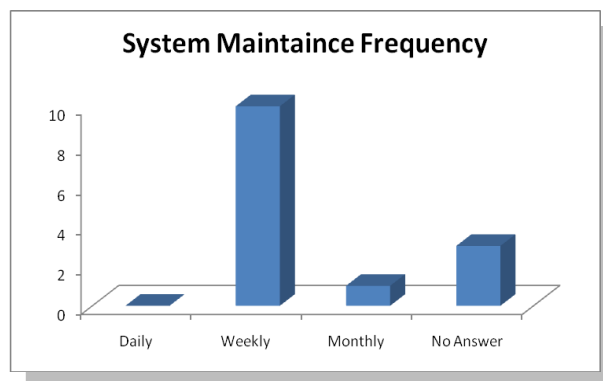
Respondents were asked to note average number of times system failures in a month & about 42.85 % of respondents had noted 4 to 5 times break down in a month.

### **Reference question 20**

#### **Average hours lost due to breakdown in a month.**

In continuation, respondents were asked to note average number of hours lost due to system failure and 42.85 % of respondents expressed that total loss of working hours in a month was 4-5 hours while rest noted loss of 1 to 3 hours in a month.

### **Reference question 21, Graph S - 21**



Regarding regular maintenance of the system 71.43 % of respondents had noted that system maintenance is done every week.

### **Reference question 22**

#### **Some of the notable suggestions are listed below:**

- Cooperation among citizens and staff, government staff and contractor's staff, and staff and officers.
- Officer's signature in time on completed certificates.
- Competent authorities should give hearing to citizen's difficulties and guide them properly.
- Continuous availability of Government employee.
- Distribution of completed certificates in systematic manner.
- Additional staff during peak period.

#### **Secondary Data Observations:**

##### 1) Live Stories

- a) Mr. Raju Anna Dhotre, Ramwadi, Hadpsar, was asking for Domicile certificate. Along with application applicant enclosed fathers residence certificate issued by talathi. Applicants birth was not registered as father is illiterate and mazdoor by profession. Applicant submitted affidavit still asking for gramsevaks certificate. Applicant found it difficult. (Dt. of contact 25/11/2009)
- b) Mr Jijaba Ramchandra Shelar—Parvati, Pune applied for Domicile certificate. During printing affidavit on stamp paper different name was printed by the staff. The applicant had to purchase Rs 100 stamp paper again resulting loss of time and money. (Date of contact- 4/12/2009)
- c) Mr Balu Anant Thule—Pavan Maval, Malavandi applied for project affected persons certificate. Submitted application with enclosures on

19/03/2009 and rejected application on 13/04/2009. As the case is rejected, applicant requesting authorities to return enclosures for last 6 months. The enclosures were original important documents such as 7/12, 12/2 notice, 65% amt. Deposited certificate, affidavit, talathi certificate and ration card. All these are useful documents. (Date of contact—28/11/2009)

Col. Dr. Anand—AFMC staff member working in Pune for last 15 years. Dr. Anand wanted domicile certificate for his daughter. Though literate person, he found it difficult to get correct information. As the stamp papers were out of stock, he has to visit again. (Date of contact—11/12/2009).

### **Rejection Experience:**

Applicant Vikas Kale submitted application through school. First rejection received on 14/3/2009 asked to submit father's affidavit on Rs 100 stamp paper as father's birth place was Jabalpur. This was raised though applicant had enclosed father's nationality & domicile certificates. Affidavit submitted. After submission applicant received second rejection on 30/09/2009 as name in school leaving is not matching, so Index-2 along with original Purchase deed and Corporation tax receipts of last 10 years were asked. After submitting all these enclosures applicant received third rejection on 12/10/2009 asking for address proof. Applicant submitted Telephone & Electricity bill. Still application was rejected 4th time on 22/1/2010. Then applicant met collector. Collector called him at latter date but he was not in office on specified date. One of the staff member directed applicant to senior officer and with officers help applicant received the certificate on 6/2/2010 i.e. after about a year. Whether all this can be avoided? With proper verification of all documents at a time most of the queries could have been sorted and all harassment of the applicant could have been saved & centre's bad publicity could have been averted. This is a typical example showing working style of CFC.

2) Review of Visitor's book:

Sankalp has maintained a visitor's book since its opening day i.e.21/08/2002. The last entry was of 21/07/2007. The book was in the custody of Centre-in-charge. Total 65 entries were there, out of that 35 from bureaucrats, 03 from ministers or elected representatives, 07 from foreign dignitaries, 13 from common citizens and rest visitors from judiciary, defence, education departments. All visitors had appreciated novel approach of the project. Collectors and Commissioners had expressed such type of projects need to be replicated in other districts. The concept was new and during 2002-2007 most of the certificates were distributed on the same day.

## 2) Past- Data Analysis

Annual certificate and affidavit count

**Table PD-1**

Year	Total	Certificates avg / month	Total	Affidavit s avg / month	Total Certificates + Affidavits	Total avg / month	avg / day (working 24 days in a month)
<b>2002 (from 21/08/02)</b>	18134	4533	19838	4959	37972	9493	395
<b>2003</b>	68433	5702	56389	4699	124822	10402	433
<b>2004</b>	75307	6275	57810	4817	133117	11093	462
<b>2005</b>	84641	7053	67154	5596	151795	12649	527
<b>2006</b>	91896	7658	68598	5716	160494	13374	557
<b>2007</b>	108169	9014	75033	6252	183202	15266	536
<b>2008</b>	139901	11658	94036	7836	233937	19494	812
<b>2009 (till 29/10/09)</b>	168421	14035	80198	6683	248619	24852	1035

a) Centre is designed to serve around 500 certificates daily. Data shows increase in capacity should be taken on priority. After & before



examination results i.e. for around 3 months to cope up heavy rush additional staff or extending time of the centre can be considered.

- b) While formulating additional infrastructural facilities at the centre rejection % should be taken in to account.
- c) Additional centres can reduce the load and citizens can get service nearby.
- d) Affidavits contributing half of the centre load, so if separate counters are allocated and if possible to start such counters one or two hours early then centre's working can be improved and more users will be satisfied with the service.

**Sample analysis: Rejection Case count for the month of October 2009.**

		Avg/Day
<b>Total case count</b>	8,297	395
<b>Rejected case count</b>	2,098	100
<b>Total correct case count</b>	6,199	295

Average/ Rejection level is 25%. Minimum is 17% and Maximum is 34%.

High rejection is due to faulty spot verification and information not conveyed or understood properly.

**Table-PD-3**

**Category wise certificates issued in 2008.**

Category	Total Certificates issued	percentage of total count
<b>Caste Certificate</b>	27870	19.92
<b>Income Certificate</b>	74409	53.18
<b>Domicile Certificate</b>	22814	16.31
<b>Senior Citizen Certificate</b>	5598	4.00

<b>Residence Proof Certificate</b>	6910	4.93
<b>Other Categories</b>	2300	1.65
<b>Certificate: Total</b>	139901	100.00
<b>Affidavit Total</b>	94036	40.19% to total
<b>Grand Total</b>	<b>233937</b>	

## Remarks

If specialised staff and separate counter are allocated to income, caste and domicile then rejection can be reduced and citizens will be benefited.

Data shows that 4% senior certificates were issued in 2008. Daily 19-20 seniors visited Sankalp. So, if one counter under single window concept is operated then seniors won't have to run from one counter to another.

The respondents were asked to get their understanding or opinion in reference to important qualities of e-Governance such as awareness, transparency, responsiveness, cost, time and overall satisfaction. The data was analysed and based on it inferences were drawn and are noted as findings. Suggestions are based mainly on findings, further use of technology to improve performance and successful processes applied in similar projects.

EAF Assessment frame work as suggested by DIT.

The DIT of GOI felt it necessary to create a rational framework for e- Governance projects in the country. It will help to understand whether the project is moving on the right track to achieve original objectives. DIT has suggested a standard format based on which different attributes performance will be accessed. The Sankalp was assessed in the format suggested by IT department and the contents are noted below.

## SANKALP (EAF) ASSESSMENT

Attribute Category	Attributes	Remarks

Service Orientation		
<b>Efficiency</b>	<p>Speed of delivery before and after the project.</p> <p>Compliance to committed service time versus actual time.</p>	<p>Delivery data before start of the project is not available.</p> <p>Initially when the project was initiated, same day delivery service was in practice. Due to rush and other reason it is now delayed from 6 to 10 days.</p> <p>Commitment is – certificate delivery on the same day, but in practice it takes about 6-7 days.</p>
<b>User convenience</b>	<p>Simplicity of user actions before and after improvement, forms, number of visits.</p> <p>Number of certificates issued since start of the project</p>	<p>Before the start of 'Sankalp', user had to visit Tahashildar office and get information, then get the enclosures and then submit application.</p> <p>In 'Sankalp', procedure is set, information is readily available, and enclosures are to be collected and if everything is in order then service can be completed after 6 working days.</p> <p>Application form is now designed: previously applicant had to apply in writing.</p> <p>2002 – 37,972</p> <p>2003 – 1,24,822</p> <p>2004 – 1,33,117</p> <p>2005 - 1,51,795</p> <p>2006 – 1,60,494</p> <p>2007 – 1,83,202</p> <p>2008 – 2,33,937</p> <p>2009 – 2,72,042 (till Nov 2011)</p> <p>Comparisons can't be done. Certificate's requirement has expanded the base, due to increase in population, increase in student class and many other government offices are demanding CSC affidavit.</p> <p>Number of user's data, before the start of the project is not available.</p>
<b>Commercial</b>	<p>Amenability of service delivery through PPP mode.</p> <p>Strength of PPP, commitment of service.</p> <p>Collection of user</p>	<p>PPP mode is adopted through tendering for a fixed period and fixed rate per transaction, contract period is 3 years.</p> <p>Contractor/NGO has to give commitment of proper service without interruption. Present contractor has provided service since inception 2002 till December 2009.</p> <p>As per contract, a fixed amount against each collection count from user is allocated to contractor and state government.</p> <p>Its ratio is for contractor Rs. 14.50 &amp; government's share is Rs. 5.50 per</p>

	<p>charges to ensure financial stability.</p> <p>Arrangement to ensure service availability during user slots.</p> <p>i)Period of continuous working</p> <p>Number of transactions (year wise).</p> <p>Economic benefit to users in the rural areas.</p>	<p>case count out of Rs. 20.00 per case count. In addition government gets revenue through court fee stamps and stamp paper sale.</p> <p>Time slot 10.00 to 5.00 pm (lunch time 1.30 to 2.15 pm) is same since start of project. Since July 2010 government announced that centre will be strict about timings.</p> <table border="1" data-bbox="768 409 1383 1360"> <thead> <tr> <th>Year</th> <th>Total certificates + affidavits issued</th> <th>Average / Month</th> <th>Transactions Average / Day (Assuming 24 working days in a month).</th> </tr> </thead> <tbody> <tr> <td>2002 (from 21/08/2002)</td> <td>37972</td> <td>9493</td> <td>379</td> </tr> <tr> <td>2003</td> <td>124822</td> <td>10402</td> <td>416</td> </tr> <tr> <td>2004</td> <td>133117</td> <td>11093</td> <td>443</td> </tr> <tr> <td>2005</td> <td>151795</td> <td>12649</td> <td>502</td> </tr> <tr> <td>2006</td> <td>160494</td> <td>13374</td> <td>535</td> </tr> <tr> <td>2007</td> <td>183202</td> <td>15266</td> <td>610</td> </tr> <tr> <td>2008</td> <td>233937</td> <td>19494</td> <td>779</td> </tr> <tr> <td>2009 (till 20/10/2009)</td> <td>248619</td> <td>24852</td> <td>954</td> </tr> </tbody> </table> <p>No special economic benefits granted to users in rural areas.</p>	Year	Total certificates + affidavits issued	Average / Month	Transactions Average / Day (Assuming 24 working days in a month).	2002 (from 21/08/2002)	37972	9493	379	2003	124822	10402	416	2004	133117	11093	443	2005	151795	12649	502	2006	160494	13374	535	2007	183202	15266	610	2008	233937	19494	779	2009 (till 20/10/2009)	248619	24852	954
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<p><b>Legal sustainability.</b></p>	<p>Extent of BPR to simplify processes.</p> <p>Amendment to act and rules to provision of services.</p>	<p>No BPR program undertaken. Centre is not linked to other government offices by internet.</p> <p>Central government and state government amendment to accept digital certificates.</p>																																				
<p><b>Technological replications</b></p>	<p>Multiple platform facility.</p> <p>Ease of installation</p>	<p>Planned 6 centres in city and 13 at Taluka places.</p> <p>Installation at these places, still to be tried.</p>																																				

	<p>on new locations.</p> <p>Feasibility of replications.</p> <p>Quality project document.</p> <p>Quality of user manuals.</p>	<p>Replication is not tried yet.</p> <p>No document.</p> <p>No manual.</p>
<b>Commercial replication</b>	<p>Replication arrangement</p> <p>Commercial viability</p> <p>Transaction cost and commercial cost.</p> <p>Marketing strength of replication – mechanism for marketing and implementing in other geographies.</p>	<p>Government is the owner. If government decides then replication can be done.</p> <p>Commercial viability is not checked or studied as the project is run as a social responsibility of the government.</p> <p>Marketing is not considered.</p>
<b>Project objectives.</b>	<p>Minimising distance to access.</p> <p>Extending access to un-served group.</p> <p>Introducing transparency.</p> <p>Simplifying procedure.</p> <p>Minimising cost to citizens.</p> <p>Minimising cost to government.</p>	<p>To minimise distance to access, 6 new centres in the city and 13 at Taluka places have been planned.</p> <p>No special provision for un-served group. With increase in number of centres, un-served groups will be benefited.</p> <p>Transparency through notice boards to give information, telephone access provided and school and college meetings were undertaken.</p> <p>Procedure is the same, verification changes as government instruction changes or GR modifies earlier recommendation.</p> <p>No change in cost to citizens.</p> <p>No change in cost to government. Tender has kept same ratio since inception of the project. Variable cost is to be borne by contractor.</p> <p>Government revenue table from 21/8/2002 to 29/10/2009). (Number of transactions * Rs. 20.50).</p>

	Increasing the government revenue.	Year	Number of transactions	Annual total collection @ Rs. 20.50 per transaction	Year to year increase.
		2002 (from 21/08/2010)	37972	778426	
		2003	124822	2558851	1780425
		2004	133117	2728898	170047
		2005	151795	3111797	382899
		2006	160494	3290127	178330
		2007	183202	3755641	465514
		2008	233937	4795708	1040067
		2009 (till 29/10/2009)	248619	5096689	300981
		Improving the time to transact.	Offering new services.	Modernisation.	<p>No difference, customer-charter is not displayed so can't be compared.</p> <p>No new services added.</p> <p>Same set up since inception.</p>
<b>Project services</b>	<p>On line transaction processing, e.g. bill payment, reservation, ration cards, etc.</p> <p>Information dissemination – forms, tenders, rules, news.</p>	<p>Not started, under consideration.</p> <p>MAHA e-centre and PMC's Citizen Multi utility Kiosk Centre are accepting Municipal property taxes.</p> <p>Under RTI Act – information is provided. Newspapers publish interviews of government officers and circulate information.</p>			

Government of India has pumped significant amount of money in e-Governance projects, under NeGP. It therefore becomes responsibility to make reasonable means of judging whether the initiative taken up are on course to achieve the objective or struggling to achieve or the project has been shelved off. The EAF assessment, becomes a source of information to the government to know the progress and a source of learning what kind of changes need to be made, or what are the things to be avoided at every stage of project management.

Sankalp that started as early as 2002 had failed to replicate its early success. It had not scaled up to the expected levels and remained confined to the Pune district headquarters only. Also, during the period no new services were added. Since start of the project, procedure was not revamped, technology was not upgraded and infrastructure was kept same. All this has put additional strain on the capacity and performance of the project.

**CHAPTER: SIX**

**FINDINGS, SUGGESTIONS AND CONCLUSION**



## CHAPTER - 6

### FINDINGS, SUGGESTIONS AND CONCLUSION

This chapter includes main findings, summarizes the study and presents the conclusions that can be drawn from the study and recommendations to improve the performance of the project.

Sankalp was one of the earliest projects of e-Governance implemented in Maharashtra. It was more of a front-office computerized project than an e-Government project. The project had been designed to change tiring, time consuming lengthy procedures to one-stop solution by offering most required services to users in friendly manner. The front-end approach has been proven as a step towards e-Governance. Sankalp can be seen as a solution and not the real answer to the problem. The study of the project's finding will highlight short comings as well as success factors to guide future course of action.

Government of India has pumped significant amount of funds in e-Governance projects under NeGP. It therefore becomes responsibility to make reasonable means of judging whether the initiatives taken are in line to achieve the objective or are struggling to achieve or the project has been shelved off. The EAF assessment becomes a source of information to the government to know the progress and a source of learning what kind of changes need to be made, or what are the things to be avoided at every stage of project management.

Sankalp that started as early as 2002 had improved upon the earlier manual system and in the initial period, the project showed significant saving of time and money as same day delivery was followed. Lesser interaction with staff and corruption less service was the achievement of Sankalp. Still, it failed to replicate its early success. It had not scaled up to the expected levels and remained confined to the Pune district headquarters only. Also, during the period, no new services were added. Since start of the project, procedure was not revamped,

technology was not upgraded and infrastructure was kept the same. All this has put additional strain on the capacity and performance of the project.

**Based on the field study the findings are grouped and noted below**

- 1) Project Design - it seems that requirements and expectations of users were not accommodated properly. Proper study of earlier system along with document flow to find main factors of delay were not addressed. Collection of enclosures remained time consuming tedious job. Citizen Charter, grievance procedure and Suggestion box such practices were not introduced. During the initial period Sankalp was offering same day delivery but subsequently it failed to fulfil promise and delivery period extended from 4 to 6 and at times to 10 days. Service range remained same. No new services were added.
- 2) Staff capability - Government staff is supposed to do verification of enclosures. Caste verification is the most difficult one and staffs have to refer government notifications before taking decision. The staffs are educated, hardworking. The government staff members have to attend urgent duties as census, election work and that hampers Sankalp work. The government staff was confused about their appreciation of present work in progress book. Contractor's employees had to undergo about three month's on-job training else there is no staff skill up-gradation programme. Most of the contractor's staff were hard working but were worried about own future as the contract period was expiring. Many respondents found staff members not particular about time, not responsive to user's difficulties, unfriendly in behaviour. All these factors were affecting centre's working.
- 3) Community Acceptance, sustainability and satisfaction - The project is accepted by the community and sustained as there is no other service provider in the category. The project is essential for the community. Project's financial sustainability is strong as revenue is increasing. User

satisfaction is most important indicator of any e- Governance System's success. The Sankalp study implies that majority of users were unsatisfied with the service module. Sankalp. Project lacks many good governance qualities as transparency; accountability and participation were not properly represented.

- 4) Technology - Project design incorporated limited use of technology and same set up is continued. Electronic displays were installed and were in operation for some time but then discontinued. Telephone answering facility was installed but telephone was out of order during the study period. Process re-engineering and back-end computerization was not introduced.
- 5) Equality in Decision Making and Leadership Development - Stakeholders are not playing any active participatory role in the conduct of the project. Majority of community members failed to understand the benefits offered by Sankalp i.e. free writer's facility, display of notice boards etc. Users and staff are just followers of government decisions as government is the sole decider. The community is kept aside and not trained to take up additional responsibilities. Important decisions are taken by collector and he is very busy. That causes delay in decisions and in implementation process. Project administrative leadership is not full time appointee that restricts his commitment with Sankalp.
- 6) Motivation - Users motivation gets affected due to heavy rush at the centre, number of trips required to collect enclosures and to submit and if rejected, worry to repeat the same procedure. Infrastructural inconvenience also adds to de-motivation factor. Contractor was not enthusiastic to continue as running expenses were increasing. Contractor's staff was worried about own future and government staff were agitated about sixth pay commission recommendations.

- 7) Project outcomes - Sankalp is a social service oriented e-Governance project, so project outcomes cannot be scaled. The project should be efficient and useful to community.

## **IMPACT ANALYSIS**

First and second order effects require a framing of the stakeholders who impact the e-Governance system and are impacted by it. The eventual success of the system will depend on maintaining and using the system and these roles are played by both the supply and demand side stakeholders. The role of demand side stakeholders in the public system is more important as it is the demand side stakeholders will settle the fate of the system.

Supply side stakeholders are staff and officials either from government or from contractor & they have to understand the system thoroughly, know the basics of delivery schedule and meet the demand side stakeholders expectations else it will create problem and delay in delivery service. Supply side stakeholder's behaviour will play important part in the success of the project. Public Relation Officers are main window to demand side; they should listen patiently, guide and explain requirements properly. Staff should be punctual, efficient, and responsive to demand side.

Demand side stakeholders have to abide discipline, be patient, be specific about the service requirement and clear all doubts from authorities. This will make system more efficient.

The first order effects of projects based on IT are often linked to speed up processing, volume of services available at one place, novelty with convenience all these factors add to increase citizens support in the initial period.

When the project was started same day service, without much rush had impressed users. They had memories of old system & in comparison this one was much better. The same was reflected by remarks in visitor's book.

The second order impacts result from the longer term usage of the e-Government services. These impacts are resulted from new arrangements and alignments in the surrounding and in the lives of stakeholders in particular.

In case of Sankalp, affidavit formats were in such way designed that it was accepted and preferred by most of the government and private agencies. The charge Rs 20/ was moderate in comparison with outside agencies. This had added number of additional users.

Similar was the case of caste, nationality and domicile certificates as most of the educational institutes had made condition to submit certificates at the time of entrance exam. Auto drivers were using facility for applying driving license, students used for applying to scholarships and patients used facility for emergency medical help. Thus, users were utilizing Sankalp service module to suit their purpose as it was accepted by the authorities.

Due to added acceptability by the various authorities, spread of education, and increase in awareness among common citizen all this had resulted in long queue at Sankalp. Additional workload was not planned so system failed to fulfil its promise. The response time from 3-4 days was stretched to even 10 days and was stabilized at 6 working days. Number of rejection cases has increased to add additional workload. The users i.e. demand side stakeholders had to face difficulties as well as economic loss due to delay and rejection. The inadequate infrastructural facilities added to users woes.

The project had improved working of the government machinery. The system clearly improved upon the earlier method of obtaining certificates from different government authorities, all services at one place showed significant saving on time, money and with lesser interaction with government machinery. User can claim these benefits if his application is in order. The Sankalp had introduced e-Governance to common citizen and he came to know how technology can change his day to day life. Notice boards in Marathi are displayed for each service. The status of application was made available on phone. Illiterates were

assisted by free writer facility. The centre has facilitated user by bringing concerned officers at one place i.e. affidavit and attestation. All these actions at Sankalp are designed to reduce the involvement of middle men, touts and agents.

### **Evaluation**

#### 1) Transparency and Efficiency

The Sankalp had been successful in introducing transparency and efficiency of the delivery mechanism for complete set of application. However complete application requires many documents which were issued by other offices. The procedure of securing these supporting documents was time consuming job and had remained unchanged for years. Only money can hasten the service.

#### 2) Sustainability

This project will sustain as its service is essential, necessary and there is no other option to choose. Number of users will increase as certificate usage base is expanding. Many more establishments are asking one of the certificate's enclosures as a precondition while submitting application.

#### 3) Enablers/ Critical success factors

3.1) Project Location - Location at Collectors office, the main centre of district administration is important factor in success. Also centre is near to railway station, bus depot makes it a convenient place.

3.2) All services at one place - Sankalp has arranged for 22 types of different certificates and all at one place.

3.3) Good Human Resources - The project has been run by competent and skilled manpower by contractor's and government's staff. They were able to fulfill the commitment of same day service initially but when number of users increased considerably they found it difficult. The project has been

running continuously since its inception. During government staff's strike contractor's employees kept the centre working. During power cut employees did not stop the work completely.

- 3.4) High Level Support - The state government and collectorate are monitoring and had knowledge of shortcomings and chalked out plans to rectify delay and inefficiency. In case of emergency senior officers rush to the spot to help.
- 3.5) Moderate service charges - The centre charges are very moderate and reasonable as it charges Rs.20 for each service. Private advocate or notary charge Rs 200 to 250 for an affidavit in comparison Sankalp charges are Rs.20 that too with attestation.
- 4) Constraints and Challenges:
  - 4.1) External pressures-- There has been continuous pressure due to heavy rush and all expect immediate service. Entrance exam date, application submission date, scholarship application submission date all such dates puts pressure from applicants and media. Agents and touts influence office employees for their own ends.
  - 4.11) Government staff is deputed to CFC are away from their familiar work are worried as they are not clear about government's evaluation and promotion policy to centre staff. Government staff is deputed to attend other urgent assigned work by collector this affects regular work.

The process of e-Governance needs a strong push, as the staff and citizens are becoming impatient. In fact, Dr. Madhav Godbole in his report on Good Governance has specifically recommended that Secretary, IT and his staff should have minimum three years tenure to show concrete results.

- 4.12) Government's policy decisions or the change in governments recommendations in respect of enclosures, eligibility criteria creates last minute rush and administrative difficulties.
- 4.13) Contractors contract period is of 3 years that too with fixed rate & running expenses to be borne by contractor. This provision affects contractor's initiative as running expenses keeps on changing.
- 4.2) Limited range of services - The centre has not added any new service such as bill payment, reservation, availability of on line forms & registration, e-mail facility etc even after 7 years of working. The procedure was not modified and no new services were added.

The centre has failed to run continuously some of the support facilities which were installed like enquiry status on phone, franking of stamp paper and electronic display system.

- 4.3) No change in Timings-- Since inception of the centre same timing is followed.

Application form submission timing is from 10am to 1 pm. Many users find it difficult to fill & submit the form on the same day. Sankalp can think of working in two shifts and also on holidays as some other SETU centers.

- 5) Infrastructural shortcomings -
  - 5.1) No system up-gradation was done since inception. Electronic systems needs periodical maintenance and up-gradation after every two years.
  - 5.2) Storage space in the centre to store recent record systematically and for old record, store rooms in the vicinity of the centre are not provided. This has affected the appearance of the centre, it reduced working place and obstructed easy movement. Electronic data storing facility was discussed but not implemented. Presently the huge data collected is just filed and not



digitized or used for planning. It becomes difficult to search information asked under Right to Information Act 2005 or by the applicant.

- 5.3) Centre was designed for 500-600 users and user's number crosses during peak time. This has put overburden in providing comforts such as chairs, toilet facility and cleanliness in the centre. .
- 5.4) Centre In charge and staff are representing one aspect of capacity building exercise for institutional memory. It is a fact that state and departmental officers rotated frequently with the result that memory of decisions is lost, unless recorded in text. Change in decisions creates confusion to staff and users.

Centre in charge has to look after centre in addition to his or her normal charge so can't concentrate fully. The change of guard often makes difficult to staff and users. The signatory officers are overloaded and keeps the work pending. When additional government staff is required to attend some urgent time bound work as election duty or census data collection in such situation centre staff is deputed and centre work suffers.

- 5.5) Shortcomings of capacity building exercises:
  - 5.51) the supply side designs of the project fail to understand demand side requirements.
  - 5.52) System roll-out fail to educate citizens, as educated and illiterates both had failed to understand exact requirements and approach agents to get work done.
  - 5.53) e-Governance systems tend to favour centralization of government services and rely on the decision of district administration.
  - 5.54) Deployment of e-Governance services is done by individual department in case of Sankalp it is "revenue department" and it seems that department either didn't communicate or co-ordinate with other departments to start

additional services under one roof. Inter departmental coordination with support will lead to take up additional services.

- 5.55) Manual submission of application and manual flow of documents from one table to another and verification process is done manually.
- 5.56) Limited period Validity - Validity of some of the certificates is for a fixed period i.e. income/creamy layer its validity till end of the financial year, affidavit's validity is 6 months, this results to follow same procedure after validity period expires.

## **SUGGESTIONS**

### **Simplify Procedure**

The exercise of simplification of actions, elimination of redundant processes and redefining, integration of services should be initiated. “**Citizen’s Charter**” should be displayed and put in to action. “**Citizen Centric approach**” instead of administration convenience approach should be followed during planning of each action. What will be convenient to end users and modalities to save time and energy of the citizens should be considered.

“**Suggestion Box**” in the centre can provide feedback. The system should be properly implemented with good spirit. The citizens should be encouraged to drop their suggestions interaction meetings with citizens should be a regularly held.

While submission **more rigorous verification** procedure should be adopted. Separate counter with more skilled staff for caste, domicile and income certificates can reduce the rejection. Note down applicant’s contact number while accepting the application & in case of discrepancy or insufficient documents then contact applicant and inform him accordingly to save time & delay.

**Minimizing Rejection**\_ On the basis of the study rejection can be reduced with thorough verification at the time of submission of application form, notice boards

should more clearly specify enclosures, displaying of enclosures photo copies and appoint efficient PRO's. With reduction in rejection, staff efficiency and effectiveness will be increased, staff members time will be saved, citizen's valuable time & money also be saved and more number of citizens will be satisfied. Staff members work will be appreciated. Additional services can be planned.

The procedure to get supporting documents is very tedious and time consuming. Minimum necessary documents only should be asked. It is the responsibility of authority to see that **enclosures are easily available** to citizens. Try to club certificates which have common & similar information such as domicile, caste and nationality in to one certificate. It can save time, energy and cost of government and the public. Simplify the application form in such way that it becomes self-explanatory. Photo copy of instructions in Marathi to be followed for each service from form filling till submission with sequence of counters to be followed should be distributed along with blank application form. This will help the applicant. Affix Rs10 stamp to blank form before sale and charge the applicant. It can save users one round of queue and time.

**Token system** like banks or online registration as followed by Passport office should be considered. Electronic display system should be put into practice.

**The Report Card Methodology** pioneered by the Public Affairs Centre, Bangalore is a simple but flexible approach for organizing public feedback in influencing the policy environment and for empowering initiatives that make state more responsive and accountable. Where state acts as a monopoly service provider and user of services have no "exit" option in these conditions public feedback become a potent catalyst for change. State should consider introducing "Report Card" as regular feature.

Try to **expand the service base**. The centre should consider expanding service base by distribution and submission of applications of different schemes run by

state and central governments. The centre should arrange to issue ration card, 7/12 and property card.

**Use of postal or courier service** can be considered to receive applications and to distribute certificates to outstation applicants, seniors. Delivery time and date should be followed else concerned users should be informed in advance to avoid inconvenience.

**Decentralization** - The number of certificates issued by the collector's office can be reduced by decentralization of functions and delegating more authority to the sub-district offices. Certificates like character verification ration cards, cable/video operator's license renewal can be issued by these offices. By starting new centres or linking Taluka, village centres with main centre can reduce the load at district place and also can save time, energy and money.

### **Expectations from staff**

Staff should be polite, cooperative, punctual, efficient and not rude with customers. Staff should be particular about duty timing. Cooperation among contractor's staff and government staff should be maintained. Centre in charge should take action against arrogant inefficient staff. Efficient staff should be recognized and awarded. In house training programs should be arranged emphasizing **HRD training**.

### **Expectations from state government**

Government has notified this year that state domicile is must for admission to any professional course in Maharashtra. This amendment must have been brought in to force to protect interests of local candidates. The state's intention might be correct but to get enclosures and then certificate has brought heavy rush to the centre. Government should see that change in rules should come well in advance. Modified notifications should be properly advertised and should reach to concerned users in time.

**Caste certificate** is necessary to prove eligibility to scholarship or to job or to contest election. All these necessities are time bound commitments. Caste certificate is issued by Director of Social Welfare on the recommendations of caste verification committee. Presently 15 committees are formed to do the verification in the state. One committee takes care of 2 to 3 districts and Pune district receives around 25,000 applications every year. This situation results in delay sometimes a year. Government should form more committees, Caste and sub-caste notifications should be properly propagated. On-line receipt of application and status should be made available.

It is always desirable to involve citizen's representatives of different categories along with experts and government officials in project monitoring and while planning new activities. These representatives should be associated with decision making and review process. Some of the activities like sale of stamps, stamp paper and application form can be arranged through Self Help Groups (SHG). These groups will be of great help to manage the activities effectively.

State Government has assigned Spanco Ltd. Company to start 56 Maha e-Seva centres in Pune to provide G2C services. Government should see that these centres start functioning in time. PMC has also started ward wise CFC centres but still working partially. Government should see that these centres provide all planned services.

**Expectations from Centre-in-Charge** -- Leader with his action not only satisfy a single person but change the image of bureaucracy & spread a message among common citizens. Leader should lead from the front, should know the subject and system thoroughly, with patience respond and react to the situation. Leader should give proper hearing to citizen's difficulties and suggest proper course of action. Leader should attend Sankalp regularly. Leader should see that Sankalp work won't get hampered while deputing staff to attend urgent government duties. In-charge should maintain discipline in the centre. Leader should arrange awareness programs with active participation from educational institutes, students, teachers and parents.

Counter Timing - Sell of application forms, stamp paper and one or two affidavit counters should start working at 8.00am to reduce further rush and applicants can finish all formalities till submission on the same day. Extension of timing and *working on holidays* should be considered. With staggered duty time, working hours can be extended, counters can work continuously and users can visit Sankalp after days work. Government should consider introducing 24x7 facilities.

### **Regular Maintenance**

Regular servicing keeps telephone and electronic system in working. Some of the notice boards are torn and damaged, needs to be replaced. Notice board should be readable from any corner of the hall. It becomes difficult to read notice boards because of rush.

### **Technology related Recommendations**

Make system more efficient and effective with use of appropriate technology. With Business Process Re-Engineering (BPR) linking of related departments exercise will make it easy to expand service base with better efficiency and effectiveness in operation. In the long run the system will become more cost efficient. With technology up gradation data collected can be stored efficiently, retrieved immediately and can be used in future planning, verification or issuing any other certificates. Unique Identification cards (UID) are expected in near future. These cards will furnish authentic individual information by clicking mouse. The system development should consider accommodating ID cards data to simplify procedure. "Tatkal" service as Passport office can be introduced with the use of technology. Inform status of applicants to applicants by SMS.

## **Infrastructural recommendations**

In last 8 years annual users number has touched to 2,33,937 (2008) from 37,972(2002). It became necessary to use available space in the centre efficiently. Additional entrance to the main hall will ease the entry in the hall. The adjacent room with separate entrance can be used to accommodate either P.R.O. and or affidavit counters or application receipt counters or stamp paper sale, to reduce rush in the hall. Use open space in front of main hall as rest room for waiting public with chairs, benches, drinking water and newspapers magazines etc. This can increase working space in the hall.

Separate counter for senior citizens and physically handicapped at convenient location will serve them in better fashion. Ladies should have separate counters. Try to club activities one following another at one or at next counter, so that applicant's movements from one queue to another will be reduced saving his time & efforts.

To improve awareness, **handbills** in regional languages to be distributed, in local or area newspapers articles to be published. Certificates **photo copies should be displayed** in Sankalp so that users can verify. **Agents, middlemen and advocates should not be allowed** to interfere inside Sankalp centre.

Enforce proper queue discipline.

First-aid box should be readily available in case of emergency.

Enclosures should be returned along with certificate i.e. after completion of particular service. Payment receipt should be issued.

If majority of the suggestions are put in to action without much delay it will reflect the good intentions of government.

## **CONCLUSION**

This project is an attempt by state government to use ICT for development that includes improved access to government services. This project has served the needs of large population from all walks of life. The project has sustained for a long time i.e. working continuously for last 8 years and number of users is increasing. Sankalp was introduced with front-end approach as back-end computerization in government takes a lot of time. Still Sankalp had offered three major advantages. 1) ICT enabled system was offered at much earlier date without waiting for backward computerization. 2) The project received immediate and high visibility with wider participation. The Sankalp has managed to accomplish this objective. It is felt that such type of project can ensure credibility to the use of ICT's in government and will also get the backing from citizens for future use of ICTs in government. 3) The contribution of staff to the success of Sankalp cannot be ignored. Staff learned new skills, adapted to new work environment.

This project was studied with clear understanding of the issues pertaining to demand side and supply side. The demand side is represented by consumers of service and e-Government system and services while on supply side the main providers of services such as government and contractor's staff.

The project needs urgent attention from state government and senior officers to take stock of the situation particularly towards study of procedure, infrastructural needs and additional services to be introduced. The state government and Pune Collector are aware of the situation and from time to time they had announced their actions to improve performance of the centre. The state government has plans to start new centres in near future with additional signing authorities to control rush and delay. Government has also taken the decision to issue necessary certificates from schools. Online caste verification is under consideration.



The above decisions show that higher authorities are aware of the difficulties faced by citizens. If above decisions come in to force, we can expect some improvement in the working of Sankalp. However much needs to be done in enhancing use of systems with IT and by collaboration among government officials and individual departments and among policy makers and technology. It is necessary to turn projects image as “Citizen Centric” by putting in to action “Citizen Charter”, Suggestion Box” “Regular dialogue” with users. Use of technology should be enhanced to add new services and to improve performance of the project. It seems that UID project will change face of our administrative processes. UID is now a reality. The future systems should be planned by taking in to such developments around us. It is high time that the state government should think of providing information access and transaction support which enables each user to interact with government departments easily.

#### **Ten Point Program for enhancing capability of Sankalp**

- 1) Strengthening systems for effective service delivery.
- 2) “Citizen Charter” should be formulated and put in to practice.
- 3) Citizen participation, NGO/ social organizations involvement in day to day working will improve the acceptance level of the project.
- 4) Concentrating more on people’s needs rather than administrative conveniences.

Try to project “Citizen Centric” image with actions.

- 5) Developing organization structure and leadership.
- 6) Proper documentation of the project to use as reference and for replication of the project.
- 7) Electronic data storage device to be put in to practice.

- 8) Regular system study after one or two years and Collector should take note of suggestions.
- 9) Use SMS, Internet, Phone to inform status and for interaction with users.
- 10) Use of postal or courier service towards collection and delivery service from outstation users should be considered till new centres come in to operation. Teachers, Gramsevaks can be trained to do verification & collection of applications.

It is appeared from study, that e-Governance in Maharashtra as of today implies computerization/office automation and integration of few systems. Integration of all services at one place for citizens is being introduced in phases through SETU and local initiatives. There should be the efforts to bring private sector investment as it is crucial as government does not have adequate resources. On line services through internet is accepted as a concept but is a long way to execution.

It has been noted by most of the learned men in ICT field that can guide future actions.

ICT's wonderful potential has been hardly used in most of the developing countries to upgrade government accountability, transparency and participation; improve the efficiency and effectiveness of public sector operations; together with wider access to public services; and disseminate information to the public and get feedback from relevant stakeholders and service users.

Dr. Amartya Sen has rightly said, "That heady stories of growth and globalization would mean at the end of the day, unless they impacted the lives of the marginalized." And "India's problems had been created by inefficiency of the administrative structure."

It is aptly noted in Human Development Report, 2001 that "No country will reap the benefits of the network age by waiting for them to fall out of the sky. Today's technological transformations hinge on each country's ability to unleash the

creativity of its people, enabling them to understand and master technology, to innovate and to adapt technology to their own needs and opportunities.”

It is expected that authorities will take stock of the study and will initiate corrective actions to improve e-Governance framework towards efficient and effective public service delivery.

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## **ABBREVIATIONS**

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ADIP	Asia-Pacific Development Information Program
ATM	Automated Teller Machine
B2B	Business-to-Business
BMS	Basic Minimum Services
BOO	Built-Own-Operate
BOOT	Build-own-Operate-Transfer
BOT	Build-Operate-Transfer
BPR	Business Process Re-Engineering
BSNL	Bharat Sanchar Nigam Limited
CAGR	Compound Annual Growth Rate
CAT	Common Admission Test
C2C	Citizen-to-Citizen
CARD	Computerization Administration of Registration Department
CBIS	Computer Based Information System
CBR	Couple Protection Rate
C-DAC	Centre for Development of Advanced Computing
C-DIT	Centre for Development of Imaging Technology
CDR	Crude Death Rate
CEG	Centre for Electronic Governance
CFC	Citizens Facilitation Centre
CIC	Community Information Centre
CMP	Common Minimum Program
CPU	Central Processing Unit

CPR	Couple Protection Rate
CRISP	Computerized Rural Information Systems Program
CSC	Citizen Service Centre
CTC	Community Technology Centre
DIT	Department of Information and Technology
DOE	Department of Electronics
DOT	Department Of Telecommunication
DPAP	Draught Prone Area Program
DTP	Desk Top Publishing
DWCRA	Development of Women and Children in Rural Areas
E-Governance	Electronic Governance
EAF	E-Governance Assessment Framework
EAS	Employment Assurance Scheme
EMD	Earnest Money Deposit
ERNET	Educational Research Network
eGCA	e-Governance Conformity Assessment Centers
FIR	First Information Report
FRIENDS	Fast, Reliable, Instant and Efficient Network for Disbursement of Services
GIS	Global Information System
GPS	Global Positioning System
GR	Government Resolution
GOI	Government of India
G2B	Government-to-Business

G2C	Government-to-Citizen
G2G	Government-to-Government
HDI	Human Development Index
HQ	Head Quarter
IAY	India Awas Yojana
ICT	Information & Communication Technology
ICT4D	ICT for Development
ID	Identity Document
IIMA	Indian Institute of Management, Ahmadabad
IMR	Infant Mortality Rate
IRDP	Integrated Rural Development Program
IT	Information Technology
JRY	Jawahar Rozgar Yojana
LAN	Local Area Network
MCA-21	Ministry of Corporate Affairs e-Governance initiative.
MDG	Millennium Development Goals
MFAL	Program for Marginal Farmers and Agricultural Labourers
MIS	Management Information System
MIT	Ministry of Information Technology
MNC	Multi-National Corporations
MP	Madhya Pradesh
NAIS	National Agricultural Insurance Scheme
NASSCOM	National Association of Software & Services Company
NCL	National Chemical Laboratory

NDA	National Defense Academy
NeGP	National e-Governance Plan
NFBS	National Family Benefit Scheme
NGO	Non-Government Organization
NIC	National Informatics Centre
NOAS	National Old Age Pension Scheme
NPIC	The Indian National Programme on Improved Chulhas
NREGA	National Rural Employment Guarantee Act
NSDL	National Security Depository Limited
NSE	National Stock Exchange
OCED	Organization for Economic Cooperation and Development
PAC	Public Affairs Centre, Bangalore
PC	Personal Computer
PF	Provident Fund
PFI	Private Finance Initiatives
PM	Project Manager
PPP	Public-Private -Partnership
PMC	Pune Municipal Corporation
PMT	Pune Municipal Transport
RD	Rural Development
ROI	Return on Investment
RPA	Rural Poverty Alleviation
RTO	Regional Transport Officer
RTI	Right to Information



Sat Com	Satellite Communication
SDC	State Data Centre
SDP	Service Delivery Project
SETU	Integrated Citizen Facilitation Centers
SEWA	Self Employed Women's Association
SFDA	Small Farmers Development Agency
SGRY	Sampoorna Gramin Rozgar Yojana
SHG	Self Help Groups
SJSRY	Swarna Jayanti Shahari Rozgar Yojana
SWAN	State Wide Area Network
TN	Tamil Nadu
TRYSEM	Training of Rural Youth for Self-Employment
UCD	Urban Community Development
UNDP	United Nations Development Program
UPA	United Progressive Alliance
VAT	Value Added Tax
VCE	Village Computer Entrepreneurs
VSAT	Very Small Aperture Terminal
WAN	Wide Area Network
WWW	World Wide Web

**KEYWORDS**

## KEY WORDS

Beghar	Homeless/ Landless labour
Gram Sabha	Local Village government
Janmbhoomi	Birth place
Mantralaya	Maharashtra Government's Secretariat
Narmda Bachao Andolan	Narmada Dam Project affected person's agitation.
Panchayat Raj	Rural Development Agency
Rajdharm	State Governance Principles
Sarpanch	Head of village Grampanchayat
Shantipuram	Chapter from Mahabharat
Swaraj	Freedom
Talukas	Group of villages & part of District.
Tehshil	Part of district formed by 2-3 talukas
Yogkshema	Betterment of life.
Zamindari	Tradition of holding vast farm land
Zilla Parishad or Z.P.	District Development Agency.

**QUESTIONNAIRE**