
UNIT 1 GOVERNANCE: AN OVERVIEW

Structures

- 1.1 Introduction
- 1.2 Governance: Concept and Importance
- 1.3 Formal and Informal Governance Systems
- 1.4 Types of Governance
- 1.5 Good Governance
- 1.6 Challenges of Good Governance
- 1.7 Governance and Development
- 1.8 Let Us Sum Up
- 1.9 References and Suggested Readings
- 1.10 Check Your Progress – Possible Answers

1.1 INTRODUCTION

The concept of “governance” is as old as the concept of a state or the existence of a monarch. In other words, it is as old as human civilization. The meaning of governance can be understood differently in terms of context and space, however, the most commonly understood meaning is - the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance, local governance and environmental governance. Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.

Government is one of the actors in governance, and the other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc. The situation in urban areas is much more complex as the interconnections between actors involved in urban governance are more diversified. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process. All actors other than government and the military are grouped together as part of the “civil society.” In some countries in addition to the civil society, organized crime syndicates also influence decision-making, particularly in urban areas and at the national level. Similarly, formal government structures are other means by which decisions are arrived at and implemented. At the national level, informal decision-making structures, such as “kitchen cabinets” or informal advisors may exist. In urban areas, organized crime syndicates such as the “land/builder mafia” may influence decision-making. In some rural areas locally powerful families may make or influence decision-making at village level.

The thrust of this unit is to analyze the genesis and concept of urban governance evolving to meet the various goals of development, and meet the social requirements of urban population. As a process, governance may operate in an organization of any size: from a single human being to all of humanity; and it may function for any purpose, good or evil, for profit or not. Perhaps, the moral and natural purpose of governance consists of assuring, on behalf of those governed, a worthy pattern of 'good' while avoiding an undesirable pattern of 'bad'. The ideal purpose, obviously, would assure a perfect pattern of good with no bad. A reasonable or rational purpose of governance might aim to assure, (sometimes on behalf of others) that an organization produces a worthwhile pattern of good results while avoiding an undesirable pattern of bad circumstances.

After studying this unit, you would be able to:

- understand the evolution of the concepts of governance in urban areas;
- describe the types of governance;
- explain the scope and purpose of governance;
- distinguish between centralized and decentralized, and formal and informal governance systems;
- analyze challenges and attributes of good urban governance.

1.2 GOVERNANCE: CONCEPT AND IMPORTANCE

Governance is a concept which is used in different meanings in different contexts; it varies from narrow structural definition of its management of public affairs by government constituents i.e., legislation, executive and judiciary, to the processes that ensure deliveries, participation, justice, respect of rights, innovation and networking. The term 'governance', is derived from the Greek term, *kubernao*, which means 'to steer'. So, governance is the process that steers affairs of the State. In ancient times, the Greek philosopher, Plato used the term, governance, in reference to the affairs of the state. The term came into the limelight with the publication of the World Bank's report on sub Sahara in 1989. The report said that development initiatives taken up by the World Bank had not been able to produce the desired development benefits due to the weak role of the state, and its ineffective institutions. Summarizing this problem, the World Bank report coined the term 'crisis of governance'. Thus, the focus was cast on improving governance by improving managerial and administrative competencies.

The World Bank defines governance as, 'the exercise of political authority, and the use of institutional resources to manage the society's problems and affairs.' The World Bank interprets governance as the institutional capacity of public organizations to provide public and other goods demanded by a country's citizens in an effective, transparent, impartial, and accountable manner, subject to resource constraints. The World Bank has further defined that 'Governance' in general, has three distinct aspects: (a) the form of a political regime; (b) the processes by which authority is exercised in the management of a country's economic and social resources; (c) the capacity of governments to design, formulate; and (d) implement policies, and, in general, to discharge governmental functions.

Further, in literature the use of 'Governance' can be distinguished in seven different uses under different settings:

- as corporate governance, relating to companies;
- as the New Public Management;
- as ‘good governance’;
- as international interdependence generating new modes of governing;
- as a ‘socio-cybernetic system’, focusing on mechanism of coordination;
- as a way of governing through networks.

It is the last concept of governance together with new public management concerned with public/development policies of nations and cities that is of concern here.

The main elements of governance approach in such context essentially are:

- Its focus on the *complexity* of government i.e., multiple agencies, institutions and systems linked complex patterns of interaction and marked by increasing problems of coordination;
- the focus on *alternatives to hierarchy*
 - identifying systems of *rules*
 - identifying alternative organisational forms, notably *networks*;
- To be seen as a *change*, both in practice as well as theory.

The governance approach directs attention to these diverse bodies and the ways in which they relate to one another and produce government. It is concerned with organizational forms and the relationships between them – with networks and networking – but also with the underlying structure of shared meaning and values through which these relationships are sustained. It seeks to build an understanding of the structures and practices which are there. Based on these discussions, it can be said that governance means the process of decision making, and the process by which the decisions are implemented, or even not implemented. Over a last decade, the concept of governance has undergone change. It has included a few elements like accountability, transparency, and effectiveness into its broad contours. It has led to the emergence of a new aspect of governance, which is termed, good governance.

After reading this section, you will have gained an idea about the ‘governance’. Now you should be able to answer the questions given in *Check Your Progress 1*.

Check Your Progress 1

- Note:** a) Write your answer in about 50 words.
 b) Check your answer with possible answers given at the end of the unit

1) What do understand by Governance? What does the term mean?

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2) What is good governance?

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1.3 FORMAL AND INFORMAL GOVERNANCE SYSTEMS

All nations have both formal and informal governance systems—that is, systems within which citizens and government officials interact. Governance involves both public decision-making and public administration. The formal systems are embodied in constitutions, commercial codes, administrative regulations and laws, civil service procedures, judicial structures, and so on. Their features are readily observable through written documents, physical structures (e.g., ministry buildings, legislatures, courthouses), and public events (e.g., elections, parliamentary hearings, state-of-the-union addresses, city council meetings, legal proceedings). The informal systems, by contrast, are based on implicit and unwritten understandings. They reflect socio-cultural norms and routines, and underlying patterns of interactions among socioeconomic classes and ethnic groups. Their manifestations are less easily noticed and identified. Thus, governance systems have a dual character; formal and informal elements exist side-by-side, and are intimately connected in diverse and not immediately obvious ways. For instance, most of what we understand as corrupt practices in government today result from the clash of uncertified activity with the lawful realm of democratic politics and bureaucratic administration. It is customary and expected in most societies for people to help friends and family members. Yet, the same behavior is improper and, indeed, unlawful when it takes place within a rational-legal civil service organization where appointments are supposed to be made on merit (see McCourt 2000).

This institutional dualism has its roots in the historical evolution of social relations between rulers and the ruled, from tribal chieftaincies, to kingdoms and empires, to feudalism and the emergence of the nation-state. Yet, the changing blend of formal and informal governance elements does not connote a continuum from “traditional” to “modern.” No human society is so “advanced” that it relies exclusively on formal *de jure* institutions to run its common affairs. Informal *de facto* traditions and practices are constantly evolving and being adapted to new circumstances. Those that live on usually do so because they provide some value to people. They are functional in the jargon of social science—or else they would disappear through disuse. One of the challenges of development is figuring out how to separate the *de facto* governance institutions that serve, or at least do not contradict, the majority’s needs and well-being, from similar-looking institutions that block or even reverse improvements in social welfare.

1.4 TYPES OF GOVERNANCE

Global Governance

Global governance or world governance is the political interaction of transnational actors aimed at solving problems that affect more than one state or region when there is no power of enforcing compliance. The modern question of world governance exists in the context of globalization. In response to the acceleration of interdependences on a worldwide scale, both between human societies and between humankind and the biosphere, world governance designates regulations intended for the global scale. The question of world governance did not arise until the early 1990s. Up until then, the term “interdependence” had been used to designate the management of relations among states. The post-Cold War world of the 1990s saw a new paradigm emerge based on a number of issues:

- The growing importance of globalization as a significant theme and the subsequent weakening of nation-states, pointing logically to the prospect of transferring to the global level the regulatory instruments no longer working effectively at the national or regional levels.
- An intensification of environmental concerns for the planet, which received multilateral endorsement at the Rio Earth Summit (1992). The Summit issues, relating to the climate and biodiversity, symbolized a new approach that was soon to be expressed conceptually by the term Global Commons.
- The emergence of conflicts over standards: trade and the environment, trade and social rights, trade and public health. These conflicts continued the traditional debate over the social effects of macroeconomic stabilization policies, and raised the question of arbitration among equally legitimate objectives in a compartmentalized governance system where the major areas of interdependence are each entrusted to a specialized international institution. Although often limited in scope, these conflicts are nevertheless symbolically powerful, as they raise the question of the principles and institutions of arbitration.
- An increased questioning of international standards and institutions by developing countries, which, having entered the global economy, find it hard to accept that industrialized countries hold onto power and give preference to their own interests. The challenge also comes from civil society, which considers that the international governance system has become the real seat of power and which rejects both its principles and procedures. Although these two lines of criticism often have conflicting beliefs and goals, they have been known to join in order to oppose the dominance of developed countries and major institutions, as demonstrated symbolically by the failure of the WTO 1999 Ministerial Conference in Seattle.

Corporate Governance

Corporate governance is a term that refers broadly to the rules, processes, or laws by which businesses are operated, regulated, and controlled. The term can refer to internal factors defined by the officers, stakeholders or constitution of a corporation, as well as to external forces such as consumer groups, clients, and government regulations. Well-defined and enforced corporate governance provides a structure that, at least in theory, works for the benefit of everyone

concerned by ensuring that the enterprise adheres to accepted ethical standards and best practices as well as to formal laws. To that end, organizations have been formed at the regional, national, and global levels. In recent years, corporate governance has received increased attention because of high-profile scandals involving abuse of corporate power and, in some cases, alleged criminal activity by corporate officers. An integral part of an effective corporate governance regime includes provisions for civil or criminal prosecution of individuals who conduct unethical or illegal acts in the name of the enterprise.

Corporate governance consists of the set of processes, customs, policies, laws and institutions affecting the way people direct, administer or control a corporation. Corporate governance also includes the relationships among the many players involved (the stakeholders) and the corporate goals. The principal players include the shareholders, management, and the board of directors. Other stakeholders include employees, suppliers, customers, banks and other lenders, regulators, the environment and the community at large. The first documented use of the word “corporate governance” is by Richard Eells (1960) to denote “the structure and functioning of the corporate polity”. The “corporate government” concept itself is older and was already used in finance textbooks at the beginning of the 20th century (Becht, Bolton, Röell, 2004). These origins support a multiple constituency (stakeholder) definition of corporate governance.

Project Governance

Project governance is the management framework within which project decisions are made. Project governance is a critical element of any project since while the accountabilities and responsibilities associated with an organization’s business as usual activities are laid down in their organizational governance arrangements, seldom does an equivalent framework exist to govern the development of its capital investments (projects). For instance, the organization chart provides a good indication of who in the organization is responsible for any particular operational activity the organization conducts. But unless an organization has specifically developed a project governance policy, no such chart is likely to exist for project development activity. Therefore, the role of project governance is to provide a decision making framework that is logical, robust and repeatable to govern an organization’s capital investments. In this way, an organization will have a structured approach to conducting both its business as usual activities and its business change, or project activities.

Information Technology Governance

Information Technology Governance is a term which has come into use in the last few years to indicate the taking of a more formal, structured approach to the role of Information Technology in large enterprises. The Information Technology Governance movement arises from the perception that the corporate approach to IT has, in the past, been too slapdash and informal. Major decisions with substantial effects on the company’s future well-being have been left in the hands of often fairly junior technical staff. At the same time, and perhaps as a consequence, there has been a litany of horror stories related to major IT projects which failed to live up to expectations, either not fulfilling the functionality originally specified or running massively over budget in cost or time. Repeated studies have shown that many IT projects fail and that a great deal of IT investment is wasted. Statistics quoted in some research papers indicate that somewhere

between 20% and 40% of all money spent on IT projects is squandered. Globally, this amounts to hundreds of billions of Euros per year. The goal of IT Governance is to mitigate this waste and to help companies manage IT investments in such a way that they produce real value for the business.

IT Governance primarily deals with connections between business focus and IT management. The goal of clear governance is to assure the investment in IT generate business value and mitigate the risks that are associated with IT projects.

Participatory Governance

Participatory Governance focuses on deepening democratic engagement through the participation of citizens in the processes of governance with the state. The idea is that citizens should play more direct roles in public decision-making or at least engage more deeply with political issues. Government officials should also be responsive to this kind of engagement. In practice, Participatory Governance can supplement the roles of citizens as voters or as watchdogs through more direct forms of involvement. The United Nations Development Programmes (UNDP) defines governance as “governance is the exercise of economic, political and administrative authority to manage a country’s affairs at all levels”. It comprises mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their legal obligations and mediate their differences”. Participation is taken as the pillar of good governance. Public participation is a political principle recognized as a right. Public participation seeks the involvement of those who are targeted as the beneficiaries. Those are affected by decision needs to participate in the decision making process. This implies that public contribution will influence the decision. Public participation is regarded as the vital part of democratic process. The participatory processes is seen as the facilitator of and inclusiveness shaped by the desire to for the participation of the whole community or society. Public participation is a part of people centered or human centric principles which have emerged in culture over the last thirty years. This brings the issue of people first paradigm shift. In this respect public participation may challenge the concept that big is better and the logic of centralized hierarchy. It advances alternative concepts of more heads are better than one and arguing that public participation can sustain productive and durable change. Article 25 of the international covenant on civil and political rights envisaged “every citizen shall have the rights and the opportunity to part in the conduct of public affairs, directly or through freely chosen representatives...”

In some countries public participation is the central principle of making public policy. Public participation is viewed as a tool intended to inform planning, organizing and funding of activities. Public participation may be used measure attainable objectives, evaluate impact and identify lessons for future practices. The public participation in administrative rulemaking refers to the process by which proposed rules are subject to public comment for specified period of time. Public participation is typically mandatory for rules promulgated by executive agencies of Indian government.

Non-Profit Governance

Non-profit governance focuses primarily on the fiduciary responsibility that a board of trustees (sometimes called directors — the terms are interchangeable)

has with respect to the exercise of authority over the explicit public trust that is understood to exist between the mission of an organization and those whom the organization serves.

Participation and Governance

In recent years loss of public trust in authorities and politicians has become a widespread concern in many democratic societies. Public participation is regarded as one of the potential solutions to the crisis in public trust and governance, particularly in Europe, and other democracies. The idea is that public should be involved more fully in the policy process in that authorities seek public views and participation, instead of treating the public as simply passive recipients of policy decisions. The underlying assumption by political theorists, social commentators, and even politicians is that public participation increase public trust in authorities, improving citizen political efficacy, enhancing democratic ideals and even improving the quality of policy decisions. However, the assumed benefits of public participation are yet to be confirmed.

1.5 GOOD GOVERNANCE

The structural definition of governance is sometimes not adequate, particularly when the objective is to improve governance in new ways, which is touted as 'good governance'. This concept of good governance caught the attention of several nations and states – both developed and developing – and several interpretative applications were made – notable among them are administrative reforms, process re-engineering/ restructuring, decentralization of powers, transparency and accountability mechanisms, and e-governance initiatives. From a neo-liberal perspective (or, new public management school), good governance means: less government (or, less regulation), more market (private provision of services) and better policing (or, reducing scope for corruption). However, good governance has to be directed not to less government, but to better connection – within and between government and other bodies. Therefore, good governance agenda directs attention away from the sub-division of authority and work towards the accomplishment of outcomes.

The widely accepted notion about Good governance has eight major characteristics, which has been depicted in figure 3.1. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society. It calls attention to questions of distribution – not only of wealth but also of opportunities for the exercise of political competence – both voice and choice. The UNDP (1997) defined following principles associated with the concept of good governance, which are widely accepted:

- a) Participation
- b) Rule of Law
- c) Transparency
- d) Responsiveness

- e) Consensus orientation
- f) Equity, Efficiency and Effectiveness
- g) Accountability
- h) Strategic Vision



Fig. 3.1: Characteristics of good governance

Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

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

Transparency

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

Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Consensus oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community

and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and inclusiveness

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

Effectiveness and efficiency

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

Accountability

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

From the above discussion it should be clear that good governance is an ideal which is difficult to achieve in its totality. Very few countries and societies have come close to achieving good governance in its totality. However, to ensure sustainable human development, actions must be taken to work towards this ideal with the aim of making it a reality.

1.6 CHALLENGES OF GOOD GOVERNANCE

Some of the challenges of good governance are as follows:

- Securing freedom of information and expression
- Removal of arbitrariness in exercise of authority
- Use of I.T. base services to de-mystify procedures and improve the citizen-government interface.
- Reducing cost of governance
- Eradication of corruption to re-establish credibility of government.
- Establishing legitimacy and credibility of institutions.
- Making every department result oriented.

Recounting its wide experience the World Bank Document narrates the challenges of "good governance". For instance despite technical soundness, programmes and projects have often failed to produce desired results. Laws are not enforced

properly and there are often delays in implementation. Privatized production and market led growth do not succeed unless investors face clear rules and institutions. In the absence of proper accounting system budgetary policies cannot be implemented or monitored. Many a time procurement system encourages corruption and distorts public investment priorities. The failure to involve beneficiaries and others affected in the design and implementation of projects has often led to substantial erosion of their sustainability. Against this background of mal-governance, the World Bank has attempted to focus on some of the key dimensions of 'good governance' such as public sector management, accountability, the legal framework for development and information and transparency as stated earlier.

The World Bank has also identified a number of challenges of good governance, which assumed significance for the developed and the developing countries. These factors deal with political and administrative aspects, which are as follows.

- Political accountability including the acceptability of the political system by the people and regular elections to legitimize the exercise of political power.
- There should be freedom of associations and participation by various religious, social, economic and cultural and professional groups in the process of governance.
- An established legal framework based on the rule of law and independence of judiciary to protect human rights, secure social justice and guard against exploitation and abuse of power.
- Bureaucratic accountability ensuring a system to monitor and control the performance of government offices and officials in relation to quality of services, efficiency and misuse of discretionary power. The related determinants include openness and transparency in administration.
- Freedom of information needed for formulation of public policies, decision-making, monitoring and evaluation of good performance.
- A sound administrative system should lead to efficiency and effectiveness. This in turn means the value for money and cost effectiveness.
- Lastly there is a greater need of cooperation among the government and civil society organizations.

1.7 GOVERNANCE AND DEVELOPMENT

The recent understanding and emphasis of governance is more to achieve development, and so there is more and more debate to enhance the empirical understanding and relationship of governance and development. Now governance is more viewed as a tool to achieve development, and is now regarded as two sides of the same coin. There are enough examples to demonstrate how the term development is closely related to the process of governance. Let us understand this that every State in the world initiates a series of development activities in order to bring about a positive change in the economy, society and the lives of its citizens. In the entire process of development, the State has been playing a dominant role. However, it has been observed that the benefits from the

development initiatives have not produced desired effects and again it has failed to bring about a positive change in the lives of the intended people. So, a basic question regarding the role of the State and its efficiency has been raised. The search for alternative mechanism to ensure development benefits to the people has been on the agenda of policy makers. The recent arrangement of public-private-partnership has emerged as the viable alternative in providing service delivery in certain sectors of the economy. Thus, the basic approach to development has undergone rapid changes in recent times.

In establishing the relationship between development and governance, the central point that both the concepts aim at is the benefits to the citizens. Both concepts have no meaning, if they do not serve to the benefits of the citizens. Moreover, both the concepts are not detached from each other, rather they complement each other. Development initiatives bear fruit with the presence of good governance. Again, the good governance ensures participation of people in the decision making related to development programmes. The participation of people in development initiatives is truly the reflection of the empowerment of people. Generally development implies the process of improving the standard of living and well being of the citizens by raising the per capita income. Per capita income is definitely the parameter of development, but at the same time how much benefit has it provided to the common citizens in terms of availing basic elements of life, like health, education etc. Thus development has transformed from a merely economic term to a value loaded term; i.e. human development. So, based on the performance on human development front, all countries are ranked which is called the human development index. The famous Nobel laureate Prof. Amartya Sen has contributed significantly towards changing the meaning of development and making it a broad and inclusive concept. Prof. Amartya Sen argues that one way of seeing development is in terms of expansion of the real freedoms that the citizens enjoy to pursue the objectives they have reason to value, and in this sense the expansion of human capability can be, broadly, seen as the central feature of the process of development (Dreze and Sen, 1996).

The quality of governance relates to a great extent to the practice of domestic politics and to public action. Looking at the functioning of the various democratic countries, it can be said that the role of the public is not confined to influencing or challenging the decisions of the government, rather to play a constructive and definitive role in the socio-economic development of the society and reducing social inequalities. Prof Amartya Sen argues that public action has the potential of making a government really accountable and transparent (Dreze and Sen, 1996). As discussed earlier, accountability and transparency are the two key components of good governance. Thus, governance can be ensured and strengthened by public action or more involvement of people in the process of governance. The role of the government is to build institutions to help facilitate the involvement of people in the entire process of governance. The Government of India's initiative like 73rd and 74th amendments which provided constitutional status to grass root institutions like the *panchayat* and *nagarpalika* has been a landmark achievement to ensure involvement of people in the process of governance. Moreover, another significant step taken by the Government of India to constitutionally ensure 50% seats reserved in *panchayats* for women is yet another positive step to involve women in the process of governance. Since, the people are directly involved with the governance, they have a definitive say in the decision making process. This has also involved the people in the development

process also. Having a say in the decision making process at the grass root level, the people can themselves decide what kind of development they want and not necessarily the development plan that used to be imposed from the higher ups. It has also validated the argument that development and good governance are mutually complimentary. Good governance facilitates development and in turn development ensures the furtherance of good governance. The display of budget allocation and how that amount has been utilized are regularly being publicized by displaying at the public places and placing it in regular *panchayat* meetings. As the common people get a concrete idea about the progress of development initiatives at the local level, it brings in transparency and a sense of increased accountability among the government officials. The awareness among the people has brought a positive impact on the implementation of the development initiatives. This can also be interpreted as public action as identified by Prof Amartya Sen. This process has again gained strength with the enactment of the Right to Information Act which has empowered the common citizen to ask for any information from the officials. The enactment of Right to Information act, constitutional guarantee to the grass root organization have resulted in bringing the governance to the door step of the people. The participation of people has also brought about a qualitative and significant change in the development process and its impacts on the larger section of the society.

After reading this section, you will have gained an idea about good governance. Now you should be able to answer the questions given in *Check Your Progress 2*.

Check Your Progress 2

- Note:** a) Write your answer in about 50 words.
 b) Check your answer with possible answers given at the end of the unit

1) What are challenges of good governance?

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2) How governance and development are related and complementary?

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1.8 LET US SUM UP

In this unit we have discussed the concept of Governance, its meaning and attributes of governance in the first section. Later we explained the good governance and at different challenges coming in the way of achieving good governance. In continuing section we have discussed different reforms available for achieving good governance and how these reforms leads to accountability and transparency in administration. In second part we discussed types of governance, what are its different forms and different sources. In continuation of the section we have discussed in details about the urban governance.

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1.10 CHECK YOUR PROGRESS – POSSIBLE ANSWERS

Check Your Progress 1

1) What do understand by Governance? What does the term mean?

Governance is the process that steers affairs of the State. In ancient times, the Greek philosopher, Plato used the term, governance in reference to the

affairs of the state. The term came into the limelight with the publication of the World Bank's report on sub Sahara in 1989. Governance involves both public decision making and public administration. The formal systems are embodied in constitutions, commercial codes, administrative regulations and laws, civil service procedures, judicial structures, and so on.

2) What is Good Governance? Write characteristics of good governance?

The widely accepted notion about Good governance has 8 major characteristics. They are participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making.

Check Your Progress 2

1) What are challenges of good governance?

Some of the challenges of good governance are as follows:

- Securing freedom of information and expression
- Removal of arbitrariness in exercise of authority
- Use of I.T. base services to de-mystify procedures and improve the citizen-government interface.
- Reducing cost of governance
- Eradication of corruption to re-establish credibility of government.
- Establishing legitimacy and credibility of institutions.
- Making every department result oriented.

2) How governance and development are related and complementary?

There are enough examples to demonstrate how the term development is closely related to the process of governance. Let us understand this that every State in the world initiates a series of development activities in order to bring about a positive change in the economy, society and the lives of its citizens. In the entire process of development the State has been playing a dominant role. However, it has been observed that the benefits from the development initiatives have not produced desired effects and again it has failed to bring about a positive change in the lives of the intended people. So, a basic question regarding the role of the State and its efficiency has been raised.

UNIT 2 URBAN GOVERNANCE: INSITUIONAL AND STRUTURAL FRAMEWORK

Structure

- 2.1 Introduction
- 2.2 Urban Governance: Concept and Need
- 2.3 Urban Local Bodies and Municipal Governance in India
- 2.4 Urban Governance in India: Structural Changes and Innovations
- 2.5 Impediments in Improved Governance
- 2.6 Measures to strengthen Urban Governance
- 2.7 Let Us Sum Up
- 2.8 Keywords
- 2.9 References and Selected Readings
- 2.10 Check for Possible Answers

2.1 INTRODUCTION

Governance, in the modern times, has been becoming an important means for achieving societal development objectives. Although governance improvements are perceived differently in the developed and developing worlds, it is also becoming an area of convergence where both developed and developing societies could learn from experiments and make use of it for transforming respective societies. Governance is a concept which is used in different meanings in different contexts; it varies from narrow structural definition of its management of public affairs by government constituents i.e., legislation, executive and judiciary, to the processes that ensure deliveries, participation, justice, respect of rights, innovation and networking. Urban Governance is derived from the concept of governance in relation to urban areas to be reflective of how the various constituents of public service delivery are organized to increase the welfare of citizens (both current and future).

After reading this unit, you will be able to:

- Define urban governance
- Explain Urban Local Bodies and Municipal Governance in India
- Describe structural changes and innovations in urban governance
- Discuss the impediments of improved urban governance
- Measures to strengthen Urban Governance

2.2 URBAN GOVERNANCE: CONCEPT AND NEED

Urban Governance is derived from the concept of governance in relation to urban areas to be reflective of how the various constituents of public service delivery are organized to increase the welfare of citizens (both current and future). It can

only be measured relatively, and somewhat subjectively, how effective the institutions are in terms of the principles of sustainability, decentralization, efficiency, equity, participation, transparency, accountability, civic engagement and citizenship, and security. It requires a periodic strengthening of these aspects of city management in order to ensure service delivery, which is considered achievable through strategies of enabling, participation and capacity building.

The urban or city governance definition and process are essentially those pertaining to governance in general i.e., central to the concept of city governance is the notion that a multitude of actors are involved in the city governance process. However, initiatives towards better governance can come not only due to the pressures of urbanization but also with increasing financial constraints and fragmented responsibilities, which is making many cities to realize now that only a collegiate effort can improve city and its competitiveness, thereby the cities can discover the virtuous circles.

In this context, city governance is more concerned with a network of system of governance rather than government, in which all sectors (public, private and other social organizations) and geographies (cities, regional and national) interact in the decision making process in order to produce an efficient and effectively managed city as well as promoting city at a global level. This perspective has important implications for city strategists, planners, businesses and real estate players, because, once adopted, it involves all of them in a complex and networked process of decision making that can shape and change the future of their city. In fact, the realization of this is leading to the emergence of new networks that create new platforms for discussion and debate on how to make the cities better governed and what resources are required to make it happen.

It is the partnerships which need to be forged and developed in order to improve the overall city governance. However, city governance can be understood not only in the static framework of interactions but also as a dynamic interaction between these major stakeholders and external agencies operating outside the city. Sometimes, these agencies might provide a direction to the change, known as good urban governance. In many ways, urban governments in the developing countries are a classic case for the application of 'good governance' prescription because of:

- multiple government agencies with poor interconnection
- government major provider of services, but often inefficient
- extensive but uneven regulation
- conflicting agency agendas producing regulatory stalemate
- frustration of development opportunities
- widespread evasion of regulation
- considerable scope for corruption

In this session you read about Urban Governance, now answer the questions given in Check Your Progress 1

Check Your Progress 1

Note: a) Write your answer in about 50 words

b) Check your answer with possible answers given at the end of the unit

1) What are principles of good governance?

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2) How do you measure effective Urban Governance?

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3) Who are the key players in decision making and implementation process of governing the cities?

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2.3 URBAN LOCAL BODIES AND MUNICIPAL GOVERNANCE IN INDIA

Municipal governance in India was first introduced in 1687 when the Madras Municipal Corporation was formed, followed by the creation of the Calcutta Municipal Corporation and the Bombay Municipal Corporation in 1726. In 1850, the Improvements in Towns Act was passed by the Government of India that established a system of councillors and gave them administrative authority. Subsequently, Lord Mayo’s Resolution of 1870 instituted the system of city municipalities and called for the introduction of an elected president to lead them.

In 1882, Lord Ripon’s Resolution of Local Self-Government created the outline and structure of municipal governance in India. It introduced a two-tier system of governance to increase governance efficiency through decentralisation of functions. Based on the 1918 Montague-Chelmsford Report, the Government of India Act 1919 introduced the system of ‘Dyarchy’, where power-sharing arrangements between the state and the local bodies differed, but conformed to the same organisational pattern.

The District Municipalities Act of 1920 transformed the Municipal Councils into elected bodies and granted them powers to flesh out their own budgets. The

Government of India Act 1935 brought local government within the purview of the state or provincial government and granted them enhanced powers.

The following types of urban local bodies are found in India:

- 1) **Municipal Corporation** – Municipal Corporation is established by the Act of state government for the big cities of states and by the Act of Parliament for the big cities of Union Territories. A corporation has three authorities. First is the corporation council headed by the Mayor, who is assisted by the Deputy Mayor. The councillors and Mayor are directly elected by the people. Council is a deliberative and legislative organ of the corporation. Second organ of the corporation are the standing committees to deal with various activities like health, education, public works and are empowered to take decisions in their respective fields. The third authority of the corporation is the Municipal Commissioner, who is a government officer and is responsible for the implementation of the decisions taken by the council and standing committees.
- 2) **Municipalities** – They are setup by the Acts of state legislature for the administration of small cities or towns. It also has three authorities. First the municipal council is the legislative branch of the municipality, and is headed by the Chairman, who in turn is assisted by a Deputy Chairman. The standing committees facilitate the work of municipality in various fields such as health, taxation finance etc. The third authority of the municipality is the Chief Municipal Officer, who is appointed by the state government and is responsible for the general administration of the municipality.
- 3) **Notified Area Committee** – This may be created either in a town which is fast developing or which may not fulfill the conditions for the creation of a municipality. It is known as Notified Area Committee because it is created through a notification of the state government published in the official gazette. It is not a statutory body and all its members and chairman are nominated by the government. It performs similar functions as performed by a municipality.
- 4) **Town Area Committee** – It is created by a separate Act of state government for the administration of small towns. It performs a limited number of functions like street lighting, drainage, etc. As provided in the Act, it may be wholly elected or totally nominated or partly elected or partly nominated body.
- 5) **Cantonment Boards** – They are established to perform municipal functions for civilian population living in cantonment or military areas. Its noticeable feature is that it is created and works under the central Act of 1924 under the administrative control of Ministry of Defence. There are three types of Cantonment Boards depending upon the number of civilian population in the Cantonment Area. It consists of partly elected and partly nominated members. The members are elected for a three year term. The military officer commanding the cantonment station is the ex officio chairman of the Cantonment Board.
- 6) **Townships** – Townships are established by a public sector undertaking as its housing colony to provide civil amenities to its employees living in township. It has no elected members and its affairs are managed by a Town Administrator appointed by the public sector undertaking.

- 7) **Port Trusts** – Such urban bodies are established by an Act of the Parliament to manage and protect ports and to provide civic amenities to the port area. It is headed by an official appointed by the central government. It has both elected and nominated members.
- 8) **Special Purpose Agencies** – The state governments establish some special purpose agencies to perform some specific functions of municipalities. They function as separate bodies not under the control of municipalities. They may be created either by an act of State Legislature or by an order of the executive. Some of these agencies are Housing Board, Water Supply Undertaking, Electricity Supply Undertakings, Urban Development Authorities, etc.

2.3.1 The 74th Constitution Amendment Act of 1992 and Urban Local Bodies

Prior to 1992, Indian local governments did not have a constitutional status but only a statutory status under state law. Therefore, the governance of urban areas was directly under the control of the state government. This changed with the enactment of the 74th Constitution Amendment Act, 1992. For the first time in the history of urban governance, Urban Local Bodies (ULBs) were granted a constitutional position as the third tier of government.

These bodies were given a constitutional outline for conducting regular elections, powers and financial devolution. The Amendment assigned local bodies with the responsibility of providing basic services.

Urban Local Bodies (ULBs) are classified depending on the population:

- Nagar Panchayats: for ‘rurban’ areas
- Municipal Councils: for smaller urban areas
- Municipal Corporations: for metropolitan areas

“In many States local bodies have become weak and ineffective on account of a variety of reasons, including the failure to hold regular elections, prolonged supersessions and inadequate devolution of powers and functions. As a result, Urban Local Bodies are not able to perform effectively as vibrant democratic units of self-government.”

Municipalities were designed to incorporate elected representatives, experts and the Municipal Chairperson. They were awarded a five-year term with re-election scheduled for within 6 months of dilution. Towards this, a state-level Election Commission was established.

The 74th Constitution Amendment Act also sought to institute the Directive Principle of decentralisation in the urban context. ULBs were granted powers and responsibilities in terms of preparation of plans, implementation of development schemes, and administration of taxes. A state level Finance Commission was established to review the finances of ULBs falling within its purview.

In addition to these three tiers of local government, two other important organisational structures — the District Planning Committee and the Metropolitan Planning Committee— have been created under the Constitution. The 74th Constitution Amendment Act also added the ‘Twelfth Schedule’ to the Constitution. The Schedule (Article 243W) enumerates the functional responsibilities that the municipalities are meant to shoulder.

Table 3.1: Main Characteristics of Urban Local Governments

Type of Municipality	Rationale for Constitution and Brief Characteristics	
	Before 1992	After 1992
Municipal Corporation	<ul style="list-style-type: none"> Established in metropolitan areas or big cities Wider functions and larger powers than councils, enjoy more autonomy and have larger revenue resources Separation of deliberative from executive functions and vesting of all executive powers in an appointed authority who is independent of the elected body. 	<ul style="list-style-type: none"> Constituted in “large urban areas”*
Municipal Committee/ Council	<ul style="list-style-type: none"> Most popular form of local government in urban areas Set up in cities and large towns Extent of State control is relatively larger than corporations 	<ul style="list-style-type: none"> Constituted in “small urban areas”*
<i>Nagar Panchayat</i>	<ul style="list-style-type: none"> Constituted after 1992 	<ul style="list-style-type: none"> Constituted in “areas in transition from rural to urban”*
Notified Area Committee	<ul style="list-style-type: none"> Set up by State government in medium and small towns Created for areas which do not fulfill conditions for constitution of councils but are otherwise important. Also created for newly developing towns or areas where industries are being established. All members including chairman are nominated by State government and not elected. 	Abolished
Town Area Committee	<ul style="list-style-type: none"> Semi-municipal authority constituted for small towns. Members are either wholly nominated or wholly elected, or partly nominated and partly elected. 	Abolished

Source: Report of the Committee of Ministers Constituted by the Central Council of Local Self Government (1963); Government of India (1966); Sachdeva, Pardeep (1993); Constitutional Provisions Relating to Village Panchayats and Municipalities in India (1999).

Note: *A “large urban area”, a “small urban area” and a “transitional area” are defined as such area “as the Governor may, having regard to the population of the area, the density of the population therein, the revenue generated for local administration, the percentage of employment in non-agricultural activities, the economic importance of such other factors as the Governor may deem fit, specify by public notification” (Constitutional Provisions Relating to Village Panchayats and Municipalities in India, 1999).

The number of municipalities (i.e., municipal corporations, municipal councils and *nagar panchayats*) differs from State to State. It is obvious that States with a large number of urban areas have a higher number of municipalities. There are some States where municipal corporations and/or *nagar panchayats* do not exist. This is due to the fact that the urban areas in such States do not fulfil the conditions for the constitution of a particular type of local government.

Municipalities are constituted by the State governments, which specifies the class to which a municipality shall belong in accordance with the provisions of the municipal Act. For this purpose, size of the urban population is the main criterion. However, in some States consideration is also given to other criteria, such as location of the urban area and the per capita income.

Table 3.2: Criteria for Constitution of Municipalities in some States

Name of State	Type of Municipality and Criteria		
	Municipal Corporation	Municipal Council	Nagar Panchayat
Haryana	Population of 300,000 or more	Population of more than 50,000 and not exceeding 500,000	Population of not more than 50,000
Rajasthan	Population of 500,000 or more	Population of more than 100,000 and not exceeding 500,000	<p>Class II: Located at District Headquarter; population of 50,000 or more and not exceeding 100,000; per capita income of Rs. 200 or more</p> <p>Class III: Population of 25,000 or more and not exceeding 50,000; population of less than 25,000 and per capita income of Rs. 150</p> <p>Class IV: Population of less than 25,000</p>

Source: Municipal Law in Rajasthan, Vol. II (2005: 549-50); The Haryana Municipal Act, 1973 (2005: 47); United Provinces Municipalities Act, 1916 (2004).

Note: In Rajasthan, *Nagar Panchayats* (also known as Municipal Boards) have been further classified as Class II, III, and IV municipalities; Municipal Corporations and Municipal Councils are referred to as Class I municipalities.

2.3.2 Municipal Legislation

Urban local governments are governed by the provisions of the State municipal Acts. Every State has its own municipal Act. The State legislature is empowered by the central government to decide on the structure, functions and powers to be entrusted to the local governments. Although the content and format of various State municipal Acts is more or less uniform, there are striking differences in the provisions for devolution of powers, functions and funds to local governments

since this is determined by the condition of both the State and the local government. The system is regulated by enactments passed from time to time by State legislatures. Furthermore, municipalities possess powers to draft local byelaws on various provisions for the furtherance of municipal administration. This is due to the fact that each urban area has its own distinct character. The byelaws are sent to the State legislature for approval. The municipal Act is, therefore, a comprehensive guiding legal document for the local government officials and the elected representatives, and byelaws are framed to further clarify the administrative procedures.

In every State, two different types of Acts are generally in use – one for the Municipal Corporations and a common Act for the Municipal Councils and *Nagar Panchayats*. In a few States where several municipal corporations exist, the legislature has framed municipal Acts especially for some corporations. The remaining corporations in the State are governed by a common municipal corporations Act.

2.3.3 Composition of Municipalities

There have been significant changes in the composition of municipalities since their constitution. In the ancient period, municipal administration was in the hands of the ruling class or the ruling government and their subordinate offices and departments. Urban citizens were not happy with the prevailing ‘centralized approach’, which was characterized by excessive bureaucracy. It was gradually realized that because local governments were formed for the welfare of the urban citizens, it was necessary to involve them. This thinking paved the way for citizen’s participation in municipal affairs. A select number of urban citizens are now chosen by holding elections to municipalities. For this purpose the municipal area is divided into several wards delineated on the basis of population. There is a contest for the seat/post of councilors in municipalities among the eligible voters at the ward level. One person from each ward is elected to the post of councilor. Elections are also held for the post of a mayor in municipal corporations and a chairperson (also known as a president/chairman) in municipal councils and *nagar panchayats*.

The State government departments are responsible for the organisation of municipal elections. Besides, the State government appointed staff and persons nominated by the State government, citizen’s representatives have become a part of the local government. Whereas the appointed staffs are trained to handle their duties, citizens’ representatives are more aware of the quality of life at the ward level. The effort of the government has been on maintaining a balance in the distribution of power between the officials and the non-officials and on establishing a democratic form of local government. To enable wider participation in municipal affairs, seats in local governments are reserved for some sections of the society. In addition to the appointed, nominated and the elected functionaries, ex-officio persons are also affiliated to the local government. A typical composition of an urban local government is shown below:

Table 3.3: Composition of Urban Local Governments

Category	Type of Municipality	
	Municipal Corporation	Municipal Council/ Nagar Panchayat
Elected Members	<ul style="list-style-type: none"> • Mayor; Deputy Mayor • Councillors/Elected Ward Representatives 	<ul style="list-style-type: none"> • Chairperson/President; Vice-President • Councillors/Elected Ward Representatives
Ward Representatives	<ul style="list-style-type: none"> • MPs • MLAs • MLCs 	<ul style="list-style-type: none"> • MPs • MLAs • MLCs
Ex-officio Members		
Appointed Staff	<ul style="list-style-type: none"> • Municipal Commissioner • Subordinate Staff 	<ul style="list-style-type: none"> • Executive Officer • Subordinate Staff
Nominated Members	<ul style="list-style-type: none"> • Selected Citizens 	<ul style="list-style-type: none"> • Selected Citizens

Source: State Municipal Acts.

- Notes:**
- i) Elected Members: There is one seat of Mayor/President, Deputy Mayor/Vice-President in a municipality; there are as many councillors as the number of wards in a municipality.
 - ii) Ex-officio Members: MP – Member of Parliament; MLA – Member of Legislative Assembly; MLC – Member of Legislative Council.
 - iii) Appointed Staff: There is one position of Municipal Commissioner/Executive Officer in a municipality; the various sub-committees of a municipality are run by the subordinate staff in association with the elected members and the Municipal Commissioner/Executive Officer. Such staffs do not have the right to vote in the meetings of the municipality.
 - iv) Nominated Members: A certain number of persons having special knowledge or experience in municipal administration are nominated by the State government. Such members do not have the right to vote in the meetings of the municipality.

Box 3.1 : Reservation of Seats in Municipalities (Article 243 – T)

- 1) Seats shall be reserved for the **SCs and STs** in every Municipality and the number of seats so reserved shall bear, as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Municipality as the population of the SCs in the Municipal area or of the STs in the Municipal area bears to the total population of that area and such seats may be allotted by rotation to different constituencies in a Municipality.
- 2) Not less than one-third of the total number of seats reserved under clause (1) shall be reserved for **women belonging to the SCs or as the case may be, the STs.**
- 3) Not less than one-third (including the number of seats reserved for women belonging to the SCs and the STs) of the total number of seats to be filled by direct election in every Municipality shall be reserved for **women** and such seats may be allotted by rotation to different constituencies in a Municipality.

- 4) The offices of **Chairpersons** in the Municipalities shall be reserved for the SCs, the STs and women in such manner as the Legislature of a State may, by law, provide.
- 5) The reservation of seats under clauses (1) and (2) and the reservation of offices of Chairpersons (other than the reservation for women) under clause (4) shall cease to have effect on the expiration of the period specified in Article 334.
- 6) Nothing in this Part shall prevent the Legislature of a State from making any provision for reservation of seats in any Municipality or offices of Chairpersons in the Municipalities in favour of **backward class** of citizens.

Today, there are around 5161 ULBs with Municipal Corporations, Municipal Councils and Nagar Panchayats, besides Cantonment Boards.

2.3.4 Duties of Municipalities

The basic objective of an urban local government has changed from the maintenance of law and order in the early years to the promotion of the welfare of the community in recent times. The State municipal Acts provide an exhaustive list of functions, which are classified into obligatory and optional or discretionary functions. The former have to be necessarily performed by the local government and for which sufficient provision in the budget has to be made. Failure to perform any of these functions may compel the State government to supersede a municipality. Discretionary functions may be taken up depending upon the availability of funds. Municipal functions listed in the State municipal Acts generally fall in the following broad categories: (a) public health and sanitation; (b) medical relief; (c) public works; (d) education; (e) development; and (f) administrative .

Table 3.4: Functions of Urban Local Governments

S.No.	Category	Description
1	Public Health and Sanitation	Water supply, public vaccination, control of diseases, prevention of pollution, collection & disposal of rubbish, maintenance of sewers, etc.
2	Medical Relief	Establishment & maintenance of health institutions, etc.
3	Public Works	Construction & maintenance of streets, bridges, etc., control & regulation of building activity, street lighting, tree plantations, etc.
4	Education	Establishment & maintenance of educational institutions, etc.
5	Development	Construction & maintenance of markets, shopping centres, drinking water standposts, wells, parks, gardens, etc.; preparation of comprehensive plans for development & growth of town, etc.
6	Administrative	Preparation of annual reports, maintenance & development of municipal property, regulation of traffic, registration of births & deaths, etc.

Source: Government of India (1966: 20-23); Municipal Acts of various States.

Furthermore, the Seventy-Fourth Amendment Act, 1992 provides that State legislatures may endow municipalities with 18 functions. Whereas many of these functions (such as urban planning, water supply, sanitation, slum improvement, etc.) were already listed in the municipal Acts of most States, certain new functions have been included, namely planning for economic and social development; urban forestry, protection of the environment and promotion of ecological aspects; safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded; urban poverty alleviation; and promotion of cultural, educational and aesthetic aspects. It is understood that the listing of the 18 functions has been done to ensure that State governments give priority to at least those functions that are of importance to every urban area. In most State municipal Acts, the list of 18 functions has been inserted.

Box 3.2: Powers, Authority and Responsibilities of Municipalities (Article 243 – W)

Subject to the provisions of this Constitution, the Legislature of a State may, by law, endow:

- a) the Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Municipalities, subject to such conditions as may be specified therein, with respect to:
 - i) the preparation of plans for economic development and social justice;
 - ii) the performance of functions and the implementation of schemes as may be entrusted to them including those in relation to the matters listed in the **Twelfth Schedule**;
- b) the Committees with such powers and authority as may be necessary to enable them to carry out the responsibilities conferred upon them including those in relation to the matters listed in the Twelfth Schedule.

Twelfth Schedule

- 1) Urban planning, including town planning;
- 2) Regulation of land-use and construction of buildings;
- 3) Planning for economic and social development;
- 4) Roads and bridges;
- 5) Water supply for domestic, industrial and commercial purposes;
- 6) Public health, sanitation, conservancy and solid waste management;
- 7) Fire services;
- 8) Urban forestry, protection of the environment and promotion of ecological aspects;
- 9) Safeguarding the interests of weaker sections of society, including the handicapped & mentally retarded;
- 10) Slum improvement and upgradation;
- 11) Urban poverty alleviation;

- 12) Provision of urban amenities and facilities, such as parks, gardens, playgrounds;
- 13) Promotion of cultural, educational and aesthetic aspects;
- 14) Burials and burial grounds; cremations, cremation grounds and electric crematoriums;
- 15) Cattle pounds; prevention of cruelty to animals;
- 16) Vital statistics, including registration of births and deaths;
- 17) Public amenities, including street lighting, parking lots, bus stops and public conveniences; and
- 18) Regulation of slaughterhouses and tanneries.

Source: Constitutional Provisions Relating to Village Panchayats and Municipalities in India

2.3.5 Division of Powers - Elected, Nominated and Administrative

The 74th Constitution Amendment Act provides the outline for elected and nominated councillors. The number of elected councillors varies according to the population of an area. Nominated councillors are to be selected by the elected councillors for their expertise in municipal administration. However, they are not granted voting rights.

The municipal corporation – organisational Structures

The 74th Constitution Amendment Act does not specify any specific organisational structure for municipal administration in India. This is an issue for state legislation and the structure differs from state to state.

The Ministry of Urban Development drafted a Model Municipal Law, 2003 which was circulated to state governments. The rationale for the lack of a centrally administered Municipal Model is that local bodies need to be flexible to respond better to local requirements. As detailed below, two broad models are commonly in use.

i) Commissioner system

The mayor

The Mayor in the Municipal Corporation is typically chosen through indirect elections by the councillors among themselves, for a term of one year, which is renewable. The Mayor does not have executive authority. Councillors and Committee Councillors act as a committee. The most powerful committee is the standing committee, which functions as the steering board exercising executive, supervisory, financial and personnel powers. It is composed of elected members varying in number between seven and sixteen through a system of proportional representation of councillors.

The Executive

The Municipal Commissioner acts as the Chief Executive Officer and head of the executive arm of the Municipal Corporation. All executive powers are vested in the Municipal Commissioner. The powers of the Commissioner are provided by the statute and delegated the Standing Committee.

ii) Mayor in council model

This form of city governance is similar to a cabinet government and follows the framework of state and national governments. This model consists of a Mayor and a cabinet, with individual portfolios, chosen from among the elected councillors. The Municipal Commissioner acts as the Principal under the supervision of the Mayor who is the Chief Executive Officer.

Although the above “model” structure may seem relatively simple, in reality, urban governance is a confusing mix of multiple agencies. Some are new while others are legacies of older regimes; some are answerable to local government while others to state level or even national government.

In this session you have been read about the Municipal System in India, now answer the questions given in Check Your Progress 2.

Check Your Progress 2

- Note:** a) Write your answer in about 50 words
- b) Check your answer with possible answers given at the end of the unit

1) What are main components of 74th Constotution Amendment Act ,1992?

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2) What are the duties of municipality?

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**2.4 URBAN GOVERNANCE IN INDIA:
STRUCTURAL CHANGES AND INNOVATIONS**

India has been experiencing several changes in the political and economic space, which have some implications to governance and, so also, to urban governance. India had followed mixed economic model with public sector leading the economy and public spending determining the welfare of the society. There was a significant deviation in this approach through economic policy reforms in 1991 that were brought as a necessity to make India emerge as a strong economy in line with competition from other countries. With this added pressure on services, in addition to the pressures from rapid urbanization gripping the country in 1980s, markets emerged as important institution in the wider allocation of resources, in their ability to mop-up and bring-in private resources in economic activities and in representing the needs (and aspirations) of growing consumer class in cities.

2.4.1 Legal Provision relating to Municipal Governance

74th Constitutional Amendment Act in 1992 sought to give a new lease of life to municipal bodies by identifying them as the third tier of urban governance. The Amendment Act focused on devolving additional functions to the municipal bodies and urging the state governments to assign them more taxation powers commensurate to their additional responsibilities. These are as follows:

i) Municipal elections and functioning of ward committees

As per a study conducted by the NIUA (National Institute of Urban Affairs), municipal elections have been held by most of the states. Nine states have constituted ward committees to ensure representation from each ward in the decision-making process. However, ward committees are functional only in Tamil Nadu and Kerala. In fact, Kerala is the only state where the ward committees are functioning successfully in each and every ward and in towns having population above 1 lakh.

ii) Transferring of functional responsibilities

Most of the states have incorporated provision in the Municipal Acts for the devolution of power to the municipal bodies. However, the extent of functions devolved differs from state to state. The states of Kerala, West Bengal, and Tamil Nadu have in fact assigned some additional responsibilities apart from those mentioned in the 12th Schedule.

iii) State finance commission and financial reforms

The finance commissions constituted in various states of India have attempted a detailed review of the financial position of the municipal bodies. Most states have constituted two SFCs (state finance commissions) so far.

iv) Constitution and functioning of DPCs and MPCs

The DPCs (district planning committees) were constituted with a view to achieving integrated regional planning. It was envisaged that the DPCs would prepare draft development plans, including spatial plan for the district, and would integrate the common interest of the rural and urban areas within the district. Their role would also be advisory to the local bodies in preparation of development plans and their effective implementation. Coordination and monitoring of implementation of district development plans and allocation of resources to local bodies for planning and implementation of local-level projects contained in the district development plans would be another area of intervention by the DPCs.

MPCs (metropolitan planning committees) were to be constituted in every metropolitan area. The purpose was to accord constitutional recognition to metro-regional planning with a view to augmenting investment in economic activities and infrastructure, by putting in spatial planning inputs. MPCs would be responsible for functions such as preparation of draft development plan for the metropolitan areas, spatial coordination of plans prepared by the municipalities and panchayats in the metro area, and recommending modifications in the local area plan. The MPCs would also advise local bodies in preparation of development plans and, thereafter, monitor effective implementation of approved development plan of the region.

It is widely held in the public finance literature that the Act, however, did not address the mobilization of resources to cover financial requirements of service provision but, rather, exacerbated it by the addition of new functions. Yet, as noted earlier, cities have not done enough in terms of improving governance modes and building governance structures that can anticipate changes and prepare themselves for the same. The capacity of many local governments to plan and manage their cities is limited and, as a result, they are not able to meet the challenges of increasing demands.

2.5 IMPEDIMENTS IN IMPROVED URBAN GOVERNANCE

Urban governance and management have predominantly been the constitutional domain of state governments. The municipal bodies have been functioning under state governments, which have been delegating authority, powers, and functions to them through state legislative enactment. These local institutions of urban government have become weak over the years due to a host of factors, including encroachment on traditional and legitimate municipal functions by creating parastatals and urban development authorities, weak executive system, fragile fiscal health, and inadequate staffing and expertise in municipal management .

i) Issues in decentralization

As discussed in the earlier section on implementation of the 74th Constitutional Amendment, states have incorporated provisions in their Municipal Acts for transferring additional functions to the municipal body, but the extent of functions transferred differs from state to state. Further, the performance of Municipal Bodies in undertaking these functions varies from city to city even in the same state. Discussions with stakeholders brought out that capacity and resource constraints of municipal bodies are the major reasons for this difference in their performance. While the larger municipal corporations still have access to funds, the smaller municipal councils are financially very weak. Further, the devolution of functions to the municipal bodies is also affected by the fact that in some cities, the parastatals, which traditionally delivered certain basic functions, have not been dismantled. As a result, they continue to perform certain functions that may have legally been passed on to the municipal bodies. The continued existence of the parastatals has led to overlaps and often conflicts in the roles and responsibilities of each agency involved in municipal governance. In such a scenario it becomes difficult for the citizens to hold any particular agency responsible for inadequate service delivery.

ii) Financial impediments

The ULBs are financially weak, and while there is provision to levy and collect adequate user charges, such provisions are not fully utilized. Many municipal bodies are running into deficits and are heavily dependant on government grants. The state budgetary allocations have, however, been drying up for most states, and it is being realized that the traditional system of funding based on plan and budgetary allocations will only reduce in the future.

iii) Operational capacity issues

Most ULBs face problems due to lack of capacity, improper staffing patterns, and lack of standardization. They do not have the institutional, operational, educational, and legal capability to develop commercially viable infrastructure projects, mobilize resources for the projects, and implement them. Lack of adequate training is the main impediment in introducing new technologies and management styles in the working of the municipal corporations. E-governance initiatives, accounting reforms, and in fact, even private participation all require a certain level of training of the staff on IT systems, accounting norms, and so on.

iv) Insufficient public participation

The urban governance system lacks people's involvement in the decision-making process. While there is little effort on part of the municipal bodies to include people in the process, the problem gets compounded by the fact that there is very little awareness amongst citizens themselves on their role in the governance process.

v) Issues in transparency and accountability

The lack of transparency and accountability in the working of urban local bodies has already been brought out in the earlier discussions on the Municipal Disclosure Law. The main impediment towards achieving transparency and accountability is not the lack of understanding on the need for the same but the lack of means to achieve the same. Most ULBs are severely capacity constrained both in terms of funds and manpower. In such a scenario, it becomes difficult to put in places systems that would enhance accountability. In fact, the root cause of the problem of inefficient service delivery is the capacity constraints of ULBs.

2.6 MEASURES TO STRENGTHEN URBAN GOVERNANCE

The Planning Commission of India constituted a Working Group on Urban Governance for formulation of 12th Five Year Plan. Some of the recommendations of the committee for strengthening urban governance are as follows:

- 1) **Standardizing the classification of ULBs:** The states should adopt standard norms for classification of ULBs. It would be advisable that all the municipalities should be reclassified into three categories: Municipal Corporation for large urban areas of 5 lakh and more population; Municipal Council for urban areas of 1 lakh to 5 lakh population and Nagar Panchayat for towns below 1 lakh population.
- 2) **Strengthening Ward Committees:** There is wide variation in the functioning of ward committees across the state. Although, the legal provisions for the constitution of a Wards Committees have been made in most of the states, the actual spirit of the Amendment is diffused. Hence, constitution of ward committees and their functioning needs to be incentivized. Further, there is a need to establish area sabhas and to create the linkage between area sabhas and ward committees so as to ensure that accountability and participatory processes became a reality.

- 3) **Strengthening Metropolitan Planning Committees:** The 74th Amendment specific establishment of a Metropolitan Planning Committee (MPC) for preparing development plans at the metropolitan level. However, MPCs are yet to evolve as per the spirit of the constitutional amendment. Only a few states have initiated creation of such entities. The central government needs to support the state government in this respect.
- 4) **Empowerment of political office bearers:** The Mayors or Chairpersons of the ULBs should be accountable to people and need to have power and tenure commensurate with this objective. The local conditions should determine whether the cities should adopt a “Mayor in Council” system or an “Executive Mayor” system. In addition, there is a critical need for building the capacity of the political executive specifically in areas such as sensitization vis-à-vis the need for reforms, service level benchmarks, etc.
- 5) **Convergence of functions of Parastatals/State Bodies with Local Bodies:** Historically, due to poor staffing and technical capabilities of the Local Bodies, a number of Para-Statal Bodies were created for providing services listed in the 12th Schedule. Consequently, a large number of parastatals, including Development Authorities, Water Supply & Sewerage Boards, Slum Housing & Development Boards, PWD etc. have been performing various functions which could have been vested with the Local Bodies in accordance with the mandate of the 74th Amendment. The multiplicity agencies providing various services in the Urban Sector has led to overlapping, ambiguity and wastage of resources. Over and above that, the parastatal bodies are not elected Bodies and are not directly answerable to the citizens. There is a need for activity mapping for these bodies.
- 6) **Framework for Governance of Mega Cities:** The problems of megacities are admittedly complex. The large scale of interventions required for core services such as water supply, sanitation and roads, leads to formidable administrative challenges. This is made more complex as trunk services historically have not been mapped or digitized, unregulated use of vacant lands have lead to haphazard growth, proliferation of slums, unauthorized construction and encroachment. Therefore, the challenge before the mega cities is how to ensure good municipal administration keeping in view such large complexities. There is a need for creating a governance system for these cities.
- 7) **Strengthening the Organisational Capacities:** The poor quality of urban managers is one of the major reasons for sub optimal urban administration. The manpower available in most of the urban local bodies is not equipped with the necessary technical and planning skills to meet the growing urban challenges. There is an urgent need for increased investment, financial management and audits in local bodies. Thus, creation of a municipal cadre is essential.
- 8) **Regulatory Mechanisms for Delivery of Basic Urban Services:** An Independent Urban service Regulator is the need of the hour as the current paradigm of service provider deciding service levels and tariff is outdated. The regulator would monitor provision of service as well as tariff regime and ensure transparency and efficiency.

- 9) **Public Private Partnership:** PPPs which are structured around a robust revenue model (including user charges, targeted subsidies, and viability gap funding) and offer a good prospect of return on investment can contribute to systemic gains and better management of urban services. The State governments should bring out a legislative framework to address the entire gamut of issues in implementation of PPP Projects and develop clear policies with regard to identification of projects which can be developed and implemented on PPP basis, delivery processes, project development, approval and implementation process, guiding principles of contract management, etc.
- 10) **Accountability and Citizen Participation:** A more interactive and participative framework should be followed by ULBs to ensure greater accountability to the citizens. Citizen Report cards, like the one prepared by the Public Affairs centre in Bengaluru, need to be replicated across all cities.
- 11) **Use of E-Governance and Technology for Improvement of Delivery of Services and Need for Database:** The information Technology (IT) can play an important role in improving governance. With municipal administration becoming increasingly complex, the benefits of IT adoption are becoming more and more visible across several municipalities. The tools of IT and E-Governance should be strengthened and adopted in all the ULBs and for this, whatever skill upgradation is required, should be done.

In this session you read about the lacunas of urban governance and steps required to strengthen them, now answer the questions given in the Check Your Progress 3

Check Your Progress 3

Note: a) Write your answer in about 50 words

b) Check your answer with possible answers given at the end of the unit

- 1) What are the impediments in improved urban governance?

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- 2) What are the broad aims of implementing e-governance in municipalities?

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2.7 LET US SUM UP

The phenomenon of urbanization, globalization and liberalization are increasing pressure on service delivery in the cities of developing countries that are engulfed by vast number of problems. Unfortunately, most of the cities are ill equipped to tackle the problems and pressures because either they gave inadequate thought about the trajectories of city growth or because they did not plan and allocate resources to do it; even otherwise, there are inefficiencies built-in through traditional designs of institutions of service delivery made on political and bureaucratic forces. This is leading to government failures in service delivery, which can be addressed by institutional innovations under partnership mode (apart from governance reforms) to steer urban governance in right direction. However, policy reforms are also needed so that right kinds of incentives prevail for nurturing new institutions.

2.8 KEYWORDS

Governance, Partnership, Management, Network, Municipal, Organisational, Efficiency, Urban, Reform, Accountability, Participation

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2.10 CECK YOUR PROGRESS POSSIBLE ANSWERS

Check Your Progress 1

- 1) What are principles of good governance?
A) (a) Participation (b) Rule of Law (c) Transparency (d) Responsiveness (e) Consensus orientation (f) Equity, Efficiency and Effectiveness (g) Accountability (h) Strategic Vision
- 2) How do you measure effective Urban Governance?

Urban Governance is derived from the concept of governance in relation to urban areas to be reflective of how the various constituents of public service delivery are organized to increase the welfare of citizens (both current and future). It can be measured relatively, and somewhat subjectively, how effective the institutions are in terms of the principles of sustainability, decentralization, efficiency, equity, participation, transparency, accountability, civic engagement and citizenship, and security.

- 3) Who are the key players in decision making and implementation process of governing the cities?

There are two key players involved in the decision-making and implementing process, and also of the institutional structures that support them.

The decision makers can be categorized into two broad categories:

Government: This includes in a federal state the Union, State and Local Governments .

Civil Society: This includes community groups, the urban poor, NGO's, business establishments, and the media. Effective governance at the last mile, in a healthy democracy is dependent on the participation of citizens and the capacity of local governments to govern efficiently.

Check Your Progress 2

- 1) What are main components of 74th Constitution Amendment Act ,1992?

The 74th Constitution Amendment Act also sought to institute the Directive Principle of decentralisation in the urban context. ULBs were granted powers and responsibilities in terms of preparation of plans, implementation of development schemes, and administration of taxes. A state level Finance Commission was established to review the finances of ULBs falling within its purview. In addition to these three tiers of local government, two other important organisational structures — the District Planning Committee and the Metropolitan Planning Committee— have been created under the Constitution. The 74th Constitution Amendment Act also added the 'Twelfth Schedule' to the Constitution. The Schedule (Article 243W) enumerates the functional responsibilities that the municipalities are meant to shoulder.

- 2) What are the duties of municipality?

The State municipal Acts provide an exhaustive list of functions, which are classified into obligatory and optional or discretionary functions. The former have to be necessarily performed by the local government and for which sufficient provision in the budget has to be made. Discretionary functions may be taken up depending upon the availability of funds. Municipal functions listed in the State municipal Acts generally fall in the following broad categories: (a) public health and sanitation; (b) medical relief; (c) public works; (d) education; (e) development; and (f) administrative .

Check Your Progress 3

- 1) What are the impediments in improved urban governance?

Issues in decentralization

The devolution of functions to the municipal bodies is also affected by the fact that in some cities, the parastatals, which traditionally delivered certain basic functions, have not been dismantled. As a result, they continue to perform certain functions that may have legally been passed on to the municipal bodies.

Financial impediments

The ULBs are financially weak, and while there is provision to levy and collect adequate user charges, such provisions are not fully utilized, *Operational capacity issues*

Lack of adequate training is the main impediment in introducing new technologies and management styles in the working of the municipal corporations. *Insufficient public participation*

The urban governance system lacks people's involvement in the decision-making process.

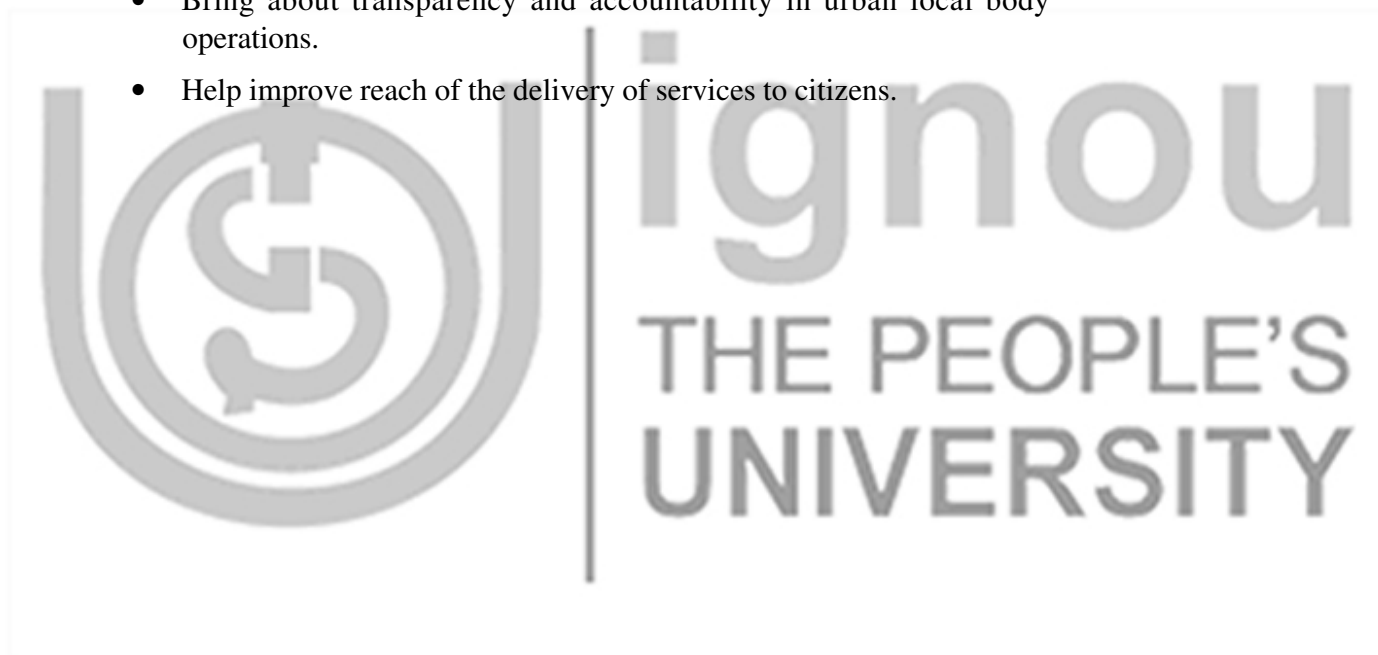
Issues in transparency and accountability

The main impediment towards achieving transparency and accountability is not the lack of understanding on the need for the same but the lack of means to achieve the same.

2) What are the broad aims of implementing e-governance in municipalities?

Focus on clearly identified citizen services that would be covered with clearly laid down service levels and outcomes to be achieved.

- Improve efficiency and effectiveness in interaction between local government and its citizens and other stakeholders.
- Improve quality of internal local government operations and management information systems to support and stimulate good governance.
- Bring about transparency and accountability in urban local body operations.
- Help improve reach of the delivery of services to citizens.



UNIT 3 URBAN E-GOVERNANCE

Structure

- 3.1 Introduction
- 3.2 Need and Importance of e-Governance in Urban Development
- 3.3 Initiatives of e-Governance: International Experiences
- 3.4 Initiatives of e-Governance: National Experiences
- 3.5 Challenges in e-Governance
- 3.6 Let Us Sum Up
- 3.7 Keywords
- 3.8 References/Selected Readings
- 3.9 Check Your Progress – Possible Answers

3.1 INTRODUCTION

Generally speaking, e-governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services. ICT helps to introduce a wide range of ways in which government should use the Internet and computer networks for improving collaboration and cooperation between ministries; making government services more transparent, efficient and effective for the public by sharing accurate and up-to-date information and improving people's access to government services; boosting public sector accountability, transparency, efficiency and effectiveness. E-governance can also help streamline activities, cut costs and paperwork and help the city governments make more informed development decisions.

Many countries worldwide have been reforming their governments and public service delivery. They use ICTs as a key way to bring about urban development. To illustrate, introduction of e-government initiatives is being perceived as a major tool in meeting the challenge that Africa is facing in bringing about city development. In many countries, for a simple transaction such as obtaining a form, a large number of citizens spend most of a day at a local administration office. Too often, they do not know fully about the range of available public services, what they are entitled to, or how the services are delivered. For civil servants, processing the transactions manually is a time-consuming exercise, which introduces human errors and corruption. Information that they collect is kept within particular departments and not shared among ministries and agencies. Decision makers do not have accurate and up-to-date information, analysis and forecasts on their country's socio-economic development, which are critical in making informed decisions based on evidence.

The initiative of the use of information technology (IT) in urban management started in the late nineties, especially after the adoption of the 74th Constitutional Amendment Act (CAA) in 1994, when urban local bodies (ULBs) became constitutional entities of local governance. Prior to this, local governance was the mandate of the state governments where the ULBs were supposed to perform certain functions mandated to them by the state governments. The passage of the 74th CAA resulted in the increased role of the ULBs in local governance. Further,

the central government launched the programme of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in 2005 where adoption of reform in e-governance became mandatory for all the 65 Mission cities (all State capitals, all million plus (population) cities and cities of historical interest). The use of ICT is expected to help the ULBs and state governments to curb corruption, reduce time for the provision of civic services and bring about transparency in urban management. The 65 ULBs are in different stages of adoption of reforms and are committed to adopt a complete computerized system of service delivery by the end of the mission period.

After studying this unit you should be able to:

- Discuss the meaning and concept of e-governance.
- Describe various initiatives of e-Governance in different development sub-sectors in urban areas with the help of examples/case studies.

3.2 NEED AND IMPORTANCE OF E-GOVERNANCE IN URBAN DEVELOPMENT

3.2.1 Need for E-Governance

E-Governance which is a short form for electronic governance, also known as digital governance or online governance refers to the use of ICT to provide and improve government services, transactions and interactions with citizens, businesses, and other arms of government. While e-government is often thought of as *online government* or *Internet-based government*, many non-Internet *electronic government* technologies can be used in this context, like telephone, fax, wireless networks and services etc.

E-Governance has become an essential tool for urban development by involving the use of IT in:

- Improving transparency;
- Providing information to the citizen speedily;
- Improving administrative efficiency; and
- Improving public service such as transportation, power, health, water, security and municipal services.

One of the important components of e-Governance solution is the Geographical Information System (GIS). The GIS has helped in systematic mapping of four aspects:

- **Revenue mapping** – showing details of all municipal taxes and charges like property tax levied on various assets. This will help the officials by improving assessment and thereby increasing collection of revenues.
- **Municipal infrastructure mapping** – showing the details of municipal infrastructure like roads, solid waste management system, streetlight, housing, etc., thereby helping the city planners in town planning.
- **Resource and assets mapping** – showing specifically the assets for optimum utilization and hence providing better services to the citizens.

- **Poverty mapping**– showing socio-economic attributes of the poor households. This will help in targeting the correct citizens for the correct services.

3.2.2 Importance of e-governance

Urban areas are currently the largest contributors to global energy consumption and climate change. The world's 20 largest cities alone – each with a population exceeding 10 million – are responsible for 75 percent of the planet's energy use. Added to this is the rapid development of metropolitan areas around the globe as well as the need to renew outdated 20th century infrastructures in cities. The scope of ICT in addressing these urban challenges is tremendous.

The further development of the information/knowledge/network society is now a common goal of many authorities round the world. Modern telecommunications can be seen not only as a new way of working but also as a new form of urban management. Delivery and management of urban services can be better done by e-governance. This may be true for property tax collection; vehicle tracking or efficient transport services. The quality and diversity of conventional transportation networks and services are important locational factors for many industries and activities. Therefore, analogously, one may suppose that ICT and its applications will, over the course of time, similarly come to affect spatial development and thus one may argue that with this in mind, ICT should already now be taken into account in all future spatial planning processes. In the policies and plans for sustainability and eco responsibility in cities, much attention has been directed to three sectors: the built environment, energy, and mobility. At the commencement of the 21st century, it is obvious that a fourth, equally important element must be addressed that is ICT.

This era is the start of a dialogue about how cities can create coherent, long term policies and plans to manage the environmental impacts of ICT and utilize ICT strategically to create sustainable 21st century cities. ICT products and systems are a significant and rapidly growing part of the environmental footprint of modern urban life. They are resource intensive in manufacturing and distribution, consuming ever greater amounts of energy while in use, and producing escalating volumes of solid and toxic waste.

ICT products, systems and networks are the essential drivers of productivity improvements and innovation for the 21st century. They will be the enablers of sustainability solutions in all networks of urban life: buildings, energy production and use, mobility, water and sewage, open spaces, education, and public health and safety. ICT innovation is also the catalyst for changes in personal, work and community life that will be a fundamental requirement for sustainable economic development.

Until now, little attention has been given to measuring the eco footprint of ICT in cities, or to clearly understand its role in enabling other sustainability initiatives. Because ICT systems and products are literally everywhere in modern life, it is difficult to see and understand that each device is part of a whole system globally linked by networks to create, manipulate, store, move and present information for humans and machines. To successfully manage the ICT environmental footprint and realize the benefits for enabling sustainability, a city must have a vision and strategy for ICT that encompasses all organizations and constituencies.

ICT helps develop an innovative combination of advanced technologies that meet the unique needs and vision for each urban area. Some of these technologies include:

- Vehicle tracking/identification systems;
- Dynamic congestion-charging programmes;
- Video communication solutions;
- Integrated transportation management systems;
- Global positioning system (GPS), radio frequency identification (RFID) and other sensor technologies;
- Broadband, wireless and intelligent infrastructures; and
- Collaboration technologies in the creation of innovative work environments.

A study about the relationship between the quality of local e-government services and the levels of Internet access in the 12 regions of the United Kingdom reveals that lower quality of local e-government services correlate with low levels of Internet access. In Taiwan, electronic tax-filing systems, the implications of technology acceptance and perceived credibility of the systems are positive factors that influence adoption of e-government services. Whether e-government in the future will be a method for including more citizens in a government or excluding less technologically educated citizens remains a concern. Many information policy issues are likely to present significant challenges to the development of e-government. These are:

- Ensuring ability to use required technologies;
- Educating citizens about the value of e-government;
- Ensuring access to useful information and services;
- Coordinating local, regional and national e-government initiatives;
- Developing methods and performance indicators to assess the services and standards of e-government;
- Providing consistent and reliable electricity, telecommunications, and Internet access;
- Addressing issues of language and communication;
- Preventing e-government from lessening responsiveness of government officials; and
- Including individuals with disabilities in e-government.

3.3 INITIATIVES OF E-GOVERNANCE: INTERNATIONAL EXPERIENCES

Examples of e-Governance practices followed in some of the developed countries are given below:

3.3.1 Automated Building Plan Approval: Case of Singapore

Singapore is a key hub in the development of the global information and knowledge economy. Part of the developing e-Business capability in Singapore

is the Construction and Real Estate Network project (CORENET). This world's leading initiative has changed the entire perception of building planning in Singapore. Key to the success of CORENET is Automated Code Checking, which allows automated approval of building plans over the Internet. Received data is stored and checked within EXPRESS Data Manager software.

CORENET is a major IT initiative undertaken by the Singapore Ministry of National Development to re-engineer the business processes of the construction industry and achieve a quantum leap in turnaround time, productivity and quality. CORENET centres on developing IT systems to integrate the four major processes of a building project life cycle, supported by key infrastructures, to provide a *One-Stop Submission Centre (OSSC)* to facilitate electronic submission, processing and approval of building project documents over the Internet.

The specific objectives of CORENET are:

- To speed up the business planning and project evaluation processes in the building industry by making all relevant information readily available to all players in the industry;
- To streamline the design-related processes by having all industry professionals work with one common set of electronic plans instead of separate paper and electronic plans presently used;
- To evaluate the compliance of building design to statutory requirements with minimal intervention and guidance from the regulatory authorities;
- To move towards common procurement procedures and document standards; and
- Integrated Building Plan and Building Services System (IBP/IBS).

One of the major projects in CORENET is the IBP/IBS which is an expert system that automatically performs checks on digital plans for compliance with building plan and building services regulatory requirements. The design checking and approval process using the manual approach is time-consuming and inefficient. Automating this process eliminates potential delays as well as avoids inconsistencies in code interpretation.

One-Stop Plan Submission of Building Plans

It is a virtual submission centre to facilitate round the clock electronic submission and approval of digital building plans. It will be an advanced e-government solution for industry professionals such as architects, structural, mechanical and electrical engineers. Automated compliance checks are performed on the relevant parameters of the proposed building against the building codes and compliance regulations. Payment of fees done with the help of electronic. The system saves the industry travelling time to the 13 regulatory agencies and brings about significant manpower and cost savings to both industry and agencies.

3.3.2 Smart Work Centers: Amsterdam

This network of Smart Work Centers (SWC) is part of collaboration between Cisco and the City of Amsterdam under the Connected Urban Development program (CUD), which serves to address modern urban challenges including mobility, climate, energy and sustainable ways of urban management. The Double

U Smartwork aims at a one stop shop for location providers, individual users, independent professionals and corporate users, where all SWCs can be booked directly by a central booking tool.

SWCs comprise a regional network of neighbourhood professional work and community centres supporting travel virtualization and enabling mobile working practices. SWCs offer a professional work environment near residential areas to lower energy use and carbon emissions. Estimates revealed that users have saved on an average of 66 minutes of commuting time per day.

An SWC is a physical facility where high quality workplace solutions are offered to professional workers in a neutral, centrally located and easily accessible environment. To minimize traffic, an SWC is located in the vicinity of roads, traffic junctions, stations and residential areas. Currently, there are several providers of SWC-like facilities in the Netherlands. The Double U Smartwork Foundation serves as a coordinating platform for SWC providers and aims to develop a national network. Users, regardless of where they live or reside, should have access to a good workplace within biking distance. Until recently, existing SWCs were too fragmented and locally focused, therefore, employers operating on national level were not interested in offering their employees an alternative working spot. Double U links a network of over 50 open and SWCs, with the plan to extend to 100 national centres.

Smart Work Centers are well equipped and go beyond providing a workplace. The services and facilities are not only meant to facilitate work itself, but also to provide work related services as day-care and catering facilities.

Anyone can use the facilities offered by one simple online booking system. Through the portal, users can quickly find the nearest location with the right facilities, whether they are on the road or at their workplace. The available providers are automatically displayed.

3.3.3 An Energy Efficient City: Madrid

Madrid is one of the first pilot projects carried out in Spain within the Connected Urban Development program (CUD), in which companies and cities partner to contribute to the development of sustainable, efficient and innovative cities through the use of connectivity and new technologies. Promoted by the Municipal Company for Housing and Lands of Madrid; Cisco and technology partner Telvent, have deployed network infrastructure, connectivity and control systems in a pilot, apartment building in the city. The development is intended as temporary housing on a rental basis to young people in Madrid.

The *Energy Efficiency Manager* installed in homes can, at any time and in real time, manage energy consumption, controlling emissions of carbon dioxide and make decisions about the way in which residents make use of energy both at the individual apartment level and throughout the building. In the future, this is intended to extend across the urban community. The solution, which allows consumers to set limits and comparisons of weekly, monthly or yearly consumption, provides to citizens and municipal managers, daily tips to improve efficiency and be more environmentally responsible.

Urban Eco-Map is part of the global Urban Services Platform approach toward which visionary cities and the ICT industry are moving. Urban Eco-Map provides real-time environmental intelligence to enable citizens, communities, cities, countries and businesses alike to make smart ecological decisions and to develop policies that improve the sustainability of cities. Through this comprehensive view of eco-data, we can now take a global *pulse* of the eco-health of our planet.

3.3.4 Urban Eco Map: San Francisco

Urban Eco-Map: A pilot co-developed with the City and County of San Francisco, Urban Eco-Map provides cities with relevant data regarding primary greenhouse gas contributors – transportation, waste and energy – to help city residents take action to reduce their emissions.

3.3.5 Personal Travel Assistant: Seoul

Personal Travel Assistant (PTA): PTA is a Web-based service that allows residents in Seoul and Amsterdam to make on-the-go travel decisions based on time, cost and carbon impact. It offers *virtual assistant* features that provide transit guidance based on user preferences via any Web-enabled device, from any location.

In this session you read about urban e-governance and e-governance practices in developed countries, now answer the questions given in the Check Your Progress 1

Check Your Progress 1

- Note:** a) Write your answer in about 50 words
b) Check your answer with possible answers given at the end of the unit

1) What do you mean by e-governance?

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2) Explain the importance of e-governance and how e- governance has helped urban management across countries with examples.

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3.4 INITIATIVES OF E-GOVERNANCE: NATIONAL EXPERIENCES

Examples of e-Governance practices in some of the Indian states are narrated below:

3.4.1 Computer-Aided Registration of Deeds and Stamp Duties: An Initiative of the Andhra Pradesh Government

E-governance has helped the state revenue departments to register properties in less time, store information scientifically and bring about transparency in the system. Such an initiative was taken in Andhra Pradesh in the late eighties, where the Computer-aided Administration of Registration Department (CARD) project has brought about computerized counters at land registration offices throughout Andhra Pradesh. The project aimed at altering the antiquated procedures that had governed the registration system of the state, which included the laborious copying and indexing of documents as well as their unscientific space-consuming preservation in ill-maintained backrooms. The state had a flourishing business of brokers and middlemen who exploited citizens selling or buying property. The CARD project is an attempt to reform this system through the use of IT¹. With the introduction of CARD, citizens now complete registration formalities within a few hours. The CARD project illustrates some of the key implementation issues the state and national governments may face in their efforts to use IT to improve citizen-government interfaces and serves as a best practice to be replicated by them (J. Satyanarayana, 2002).

The idea of introducing computers was originated in 1988 in Andhra Pradesh when a project was initiated to computerize the process of issuing Encumbrance Certificates. 386 server operating with 14 terminals was set up at a cost of about \$31,000 (Rs 1.33 million). Data entry of index registers of the twin cities of Hyderabad and Secunderabad was initiated. The National Informatics Centre (NIC) provided the technical assistance. The entry of 15 years of data went on until 1995 when a pilot scheme for issuing computerized Encumbrance Certificates was launched in one of the city offices. The feasibility of taking up a comprehensive Registration Department computerization project to address other registration formalities and problems was established in a study conducted by J. Satyanarayana² in August 1996. The study brought out methods by which various registration services could be delivered electronically across the counter in an integrated manner and showed a road map as to how the process of valuation could be consigned to the computer and also introduced the concept of electronic document management as an essential part of computerizing the registration process.

i) Objectives of the CARD Project

CARD is a major IT project designed to eliminate the maladies affecting the system of registration through electronic delivery of all the registration services. It was based on the primary objectives outlined below.

¹ The CARD project was funded entirely by the government of Andhra Pradesh. The original outlay was about US\$3 million (Rs.130 million).

² Commissioner & Inspector General of Registration and Stamps C.T. & Excise Complex, M.J. Road, Nampally, Hyderabad

- Demystify the registration process.
- Introduce a transparent system of valuation of properties, easily accessible to citizens.
- Bring in speed, efficiency, consistency and reliability.
- Replace the manual system of copying and filing of documents with a sophisticated document management system that uses imaging technology.
- Replace the manual system of indexing, accounting and reporting.
- Introduce electronic document writing.
- Substantially improved the citizen interface.

ii) Benefits of CARD

The CARD project aims at providing improved quality of the services at the registration department by providing a computer interface between citizens and government. The tedious procedures that took weeks have been replaced by a system that can be accomplished in just a few minutes. The market value assistance and issuing of the Encumbrance Certificate (EC) takes five minutes each. The sale of stamp papers, document writing and registration of the documents takes ten minutes, thirty minutes and one hour respectively. The positive impact of the CARD project on the efficiency of registration operations can be gauged from the following table:

Quantitative Benefits of CARD

Description of registration services	Time taken in manual system	Time taken in CARD system
Encumbrance Certificate	1 to 5 days	10 minutes
Valuation of properties	1 Hour	10 Minutes
Sale of Stamp Paper	30 Minutes	10 Minutes
Document Writing	1 day	30 Minutes
Registration	1 to 7 days	1 hour
Certified copies of documents (registration under CARD)	1 to 3 days	10 minutes

Source: Based on CARD (J. Satyanarayana, 2002)

3.4.2 KAVERI in Karnataka

KAVERI is another e-governance initiative undertaken by the Government of Karnataka. For the last five decades, the process of registration of documents was done manually and involved the following steps:

- Stamping,
- Presentation,
- Admission of execution,
- Identification by witnesses and
- Registration, as prescribed in Karnataka Stamp Act, 1957 and Registration Act, 1908

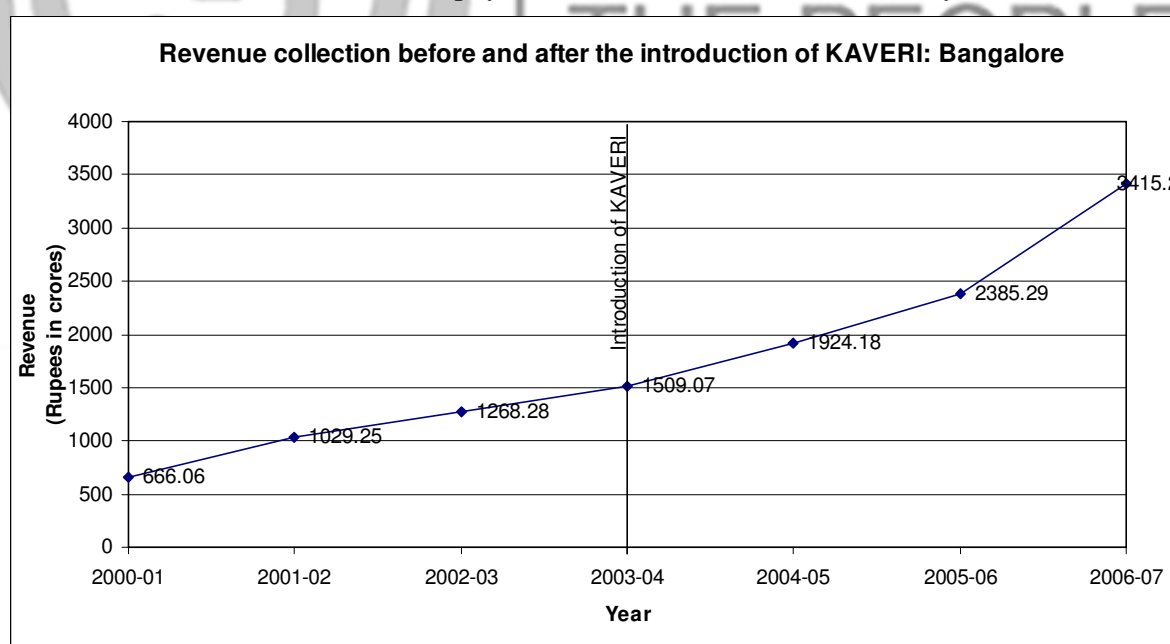
i) Features of KAVERI

Automated Kiosks with touch screen operation facility were installed in every Sub-Registrar's Office, through which public can have access to the following information in Kannada and English.

- Market value of land in all villages, towns and cities in the state.
- Model formats of commonly used deeds and forms required for Registration of Marriage.
- Model byelaws of Societies and Associations.
- Frequently asked questions and exhaustive answers.
- Fee for Registration of documents/Registration of Societies/Firms/Marriages.
- Acts and Rules bearing on registration of documents.

(Source: Department of Stamps & Registration, Government of Karnataka, 2008)

Under the manual registration process, the documents registered were copied manually in specified books. After that, they were verified with the original documents, and the hand written documents were authenticated by Registering Officers. The registered book would serve as a public document. Since the manual procedure involved writing each document that was to be registered, the time taken for the entire registration procedure was anywhere between two to three months. Moreover, it also meant 2–3 trips to the registration office to check if the document was ready. The solution lay in finding an alternative procedure that would meet the statutory requirements and also speed up the process while preserving the accuracy of the manual procedure. Computerization was the way forward. The Department of Stamps & Registration, Government of Karnataka set up automated registration process in the state in the year 2002. More than 200 Sub-Registrar Offices in Karnataka came under computerization under an outsourced model whereby the vendor could complete the registration process within 30 minutes. The software was aptly called KAVERI, after the river Cauvery³.



³ Centre for Development of Advanced Computing, Pune (C-DAC) provided the technical support in developing suitable software to cover the following aspects of registration: Registration of properties, Valuation of properties, Scanning and Archival of Documents, Reports, Vendor management system, Utilities, Website, Societies, Firms and Marriage Registration and Data Transmission.

After the introduction of KAVERI, the department has registered documents and returned the same to the parties concerned within 30 minutes of its presentation. The graph indicates that there was a significant growth in the revenue to the state exchequer after the introduction of KAVERI. In spite of reduction in stamp duty and registration fee there was significant growth in revenue⁴. This was possible due to the elimination of the human interface as the KAVERI system calculates the value of property through automated programme⁵.

3.4.3 E-Suvidha – E-Governance Initiatives of Pimpri Chinchwad Municipal Corporation

The Pimpri Chinchwad Municipal Corporation (PCMC) has introduced an integrated e-Governance Programme to ensure improved transparency to build citizen centric governance. The implementation of e-governance gave new set of responsibilities to PCMC's employees. This project has involved around 11 corporation departments, which are computerized. Citizen Facilitation Centre (CFC) is the most successful project, which provides services to citizens with more than 99% efficiency. Another Innovative project is PCMC@home, which provides services of corporation directly at home through PCMC personnel.

The initiative under E-Suvidha has considerably reduced the hassles faced by the citizens. Citizens take minimum time and cost for availing the civic services. Citizens avail the facility on a mouse click from home or office or any remote location-avoiding visit to Corporation office or division office. Payment of charges and taxes directly online through payment gateway facilities reduces the travelling cost and valuable time. Citizens save about 3–4 hours of time through availing E-Suvidha facilities and in some cases citizens save days by availing the online facilities of the PCMC.

Kiosks set up in different wards, zonal offices and other public places have helped the citizens who are not proficient with net banking and who are not able to avail web based facilities. Visit to Kiosks at the nearest point helps the citizens to avail the facilities, services and payment of different charges, taxes and bills. The web based application helps the citizens to locate their properties for assessment details and for payment of taxes online. The utility mapping has helped the PCMC to monitor the delivery of essential services such as water supply, drainage lines, roads, streetlights, garbage bins, etc. This has increased the overall service delivery improvement to provide services and identify the areas which do not avail these services and utilities.

The following section provides details of the services provided under E-Suvidha initiative:

- **Property and water revenue management:** The property assessment details and water charges are available online, with online payment facility. This has reduced number of visits by the citizens to the corporation office.
- **e-Tendering:** PCMC has initiated the online tendering system for all projects and procurements to be taken up for the development works under its limits. Submission of tenders and documents can be done online.

⁴ The Government of Karnataka reduced the rate of stamp duty on conveyance from 10% to 8% and Registration fee from 2% to 1% with effects from 01-04-2003.

⁵ This initiative of the department got two e-governance awards from GOI for introducing computerization as best practice.

- **Dashboard for works management:** Dashboard of work management is an integrated web based software for monitoring and tracking the progress of work. This module is also integrated with financial data like budget approved for works, cost incurred and other information, which helps in keeping a track of the projects undertaken by PCMC. Necessary decisions are taken from time to time depending upon the progress of projects and works.
- **Citizens Facilitation Centre (CFC):** PCMC's Citizens Facilitation Centre (CFC) provides 79 different citizen centric services for 12 departments of the Corporation. The CFCs work on single window basis to provide one stop service to the citizens for PCMC. CFCs also provide services of the District Collectorate like caste certificates, domicile certificate, ration card, and also provides value added services of Road Transport Office like issuance of learning licenses and collection of Maharashtra State Electricity Board bills, collection of BSNL bills, collection of insurance premiums and railway ticket booking.
- **SMS-based complaint monitoring system:** To reduce the difficulties of citizens and to send a complaint to PCMC, a SMS based complaint system has been initiated. A citizen can send a complaint by SMS and scrutiny of received complaints takes place through PCMC administration. An SMS as well as an email immediately goes to the related officer for addressing the complaint. This has reduced PCMC's response time considerably.
- **Solid waste management with vehicle tracking:** PCMC has also started GPS vehicle tracking system. This GPS system has been integrated with an interface, which will assign waste pick up job and duty management. The system also monitors and registers the auto job picks adherence via geo reference and stop at pick up bin location. Vehicles trip/job report gets generated for number of trips per vehicle per driver and as well as contractor. Pick up adherence report; exception report on missed bins also gets generated for the authority to monitor the collection of solid waste from bins. Tracking report, stoppage, over-speed reports, detention reports etc., are getting generated for continuous monitoring of collection and transportation of vehicles.
- **Geographical Information System:** PCMC has a GIS mapping of 182 sq. km area. This has been done through geo-referencing of the Quick Bird satellite map of 0.6 m resolution map. This mapping has been developed for GISDA by Science and Technology Park (STP) and on terms of integration with various databases and application services. GISDA runs from a centrally located system, which can be accessed through web. GISDA provides core web technology and a GIS platform that is used by all other applications to provide Web-GIS based Citizen Centric Services.
- **Property and water revenue management:** Through this service following facilities are provided:
 - Citizens can view their bills online;
 - Taxes can be paid online from home;
 - High level of transparency is achieved;
 - Strong MIS and administration control;

- Citizens can pay or use any office of corporation;
- Easy Property Registration for tax assessment;
- Ability to create/copy rate profile for different tax years;
- Property Tax calculations;
- Self-Assessment of Property Tax;
- Provisional Tax and Notice generation.
- **e-Tendering:** This facility helps:
 - All the departments publish tenders online;
 - Bidders can view/download tenders online;
 - Bidders pay fees online;
 - Bidders bid online using digital signature;
 - Bidding is controlled through parameters like bidding capacity;
 - Tenders only opened by Tender committee using digital signatures online;
 - Lowest financial bids are published online to all bidders;
 - The Bidder registration is one time process;
 - Tender-Committee can be defined per tender;
 - Department wise Bidder Registration as well as common bidders;
 - Bidding Capacity and Tender limits are configurable with Rate Contracts;
 - Integration with Accounting;
 - Generation of comparative statement;
 - Facility to define multiple manufacturers for single item and bidders can bid for multiple manufacturers for single item;
 - The comparative statement is generated for all manufacturers;
 - The EMD and Tender Fees are auto-calculated based on Tendering Rules; and
 - Bidders can pay the EMD and Tender Fees online through online payment gateway.

- **Building permission management:** The broad uses of the building permission management system are:
 - Creation of new projects for the developed drawings and project attributes;
 - The Auto DCR system reads the drawing and extracts the geometrical information of layouts and building plans;
 - Single window to get all N.O.C. The application is integrated internally with all departments;
 - Integrated with digital signature key – the applicant signs the application digitally and then it is encrypted;

Based on the project attributes the graphical object information is mapped to the relevant development control rules.

- Final detailed rules verification report is produced, indicating passed/ failed status for each rule;

- Reduces the architect’s/authority’s effort for drawing and calculations;
- Permission status is available online to the applicant;
- Eliminates the human errors and manipulation and produces accurate reports;
- Tremendously reduced the time cycle of approval;
- Alerts on unnecessary delays;
- Standardizes the drawing process;
- Detailed user friendly dynamic reports.
- **Dashboard for Works Management:** This facility offers following services:
 - Every work has unique identification number generated by the system to be used for all purposes;
 - Budget is loaded in the system;
 - The workflow of various stages of the work is configured in the system;
 - At every stage the person who is in charge of that work needs to update its status;
 - It is linked to e-tendering application;
 - The work flows through various stages of approval. Once it is approved and work order is issued the work can be commenced;
 - Work in progress can be tracked for its completion, bills raised, payments made and funds allocated.
- **Solid waste management with vehicle tracking:** The system includes benefits like:
 - Bin wise service efficiency report;
 - Business specific alerts via SMS/email;
 - Vehicle being dispatched to trip;
 - Vehicle reaching assigned waste bins locations;
 - Unloading at land fill site;
 - Vehicle stoppage time in various locations and breakdown.

Activity 1

Visit a near by corporation / municipal office and find out whether e-governance has been introduced in your city/town. If yes, what are the civic services, which are delivered through e-governance?

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In this session you are acquainted with the case studies of e-governance in India, now answer the question given in Check Your Progress 2.

Check Your Progress 2

- 1) Taking Pimpri Chinchwad Municipal Corporation as a case study, name various initiatives of e-Governance taken in different development sub-sectors in the city.

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3.5 CHALLENGES IN E-GOVERNANCE

Though this unit has presented discussions of interesting and innovative e-government initiatives, e-government still faces many challenges as it continues to develop. In designing and implementing e-government sites, a government must consider elements of policy, including regulatory issues, economic issues, and the rights of users.

One US General Accounting Office report specifically listed the challenges to implementing e-government as; (1) sustaining committed executive leadership; (2) building effective E-Government business cases; (3) maintaining a citizen focus; (4) protecting personal privacy; (5) implementing appropriate security controls; (6) maintaining electronic records; (7) maintaining a robust technical infrastructure; (8) addressing IT human capital concerns; and (9) ensuring uniform service to the public. Other scholars have noted additional broad challenges, such as defining the parameters of e-government and making e-government function so that it does not conflict with other laws.

A recent U.S. government study found that the biggest concerns for e-government managers were not technical issues, but instead were policy issues, including coordination and collaboration between agency leaders, agency-centric thinking rather than focusing on the overall goals and functions of e-government, and communication to better understand and foster inter-relationships between e-government projects. Along with complex policy issues, some of the greatest challenges to maximizing the potential of e-government may involve social dimensions of information policy related to the Internet. The planning and implementation of e-government, as it continues to develop and grow around the world, will have to focus on finding methods to address varied issues. Some of the most important sources of information about meeting challenges to effective e-government are actual e-government initiatives that are currently operational. The lessons that can be learned from ongoing e-government projects, both in what works and what does not, will provide meaningful guidance in developing and refining e-government. Furthermore, the examination of e-government projects from different levels of government and different parts of the world offers a method to share knowledge about e-government. In many ways, the future directions of e-government will be confronting the important policy issues

that remain unaddressed. Studies such as those in this symposium issue are valuable to the conceptualization and application of current and future e-government projects, regardless of where the projects occur.

The Government of India has launched the National e-Governance Plan (NeGP) with the intent to support the growth of e-governance within the country. E-government helps simplify processes and makes access to government information easy for citizens as well as for public sector agencies.

3.6 LET US SUM UP

E- governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services. This initiative of the use of information technology (IT) in urban management started in the late nineties, especially after the adoption of the 74th Constitutional Amendment Act (CAA) in 1994, when urban local bodies (ULBs) became constitutional entities of local governance. Further, the central government launched the programme of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in 2005 where adoption of reform in e-governance became mandatory for all the 65 Mission cities (all State capitals, all million plus cities and cities of historical interest). The Government of India has launched the National e-Governance Plan (NeGP) with the intent to support the growth of e-governance within the country. The introduction of e-governance has facilitated the state and local governments in the country in successfully delivering urban services to its citizens in a transparent and efficient manner. Although e-governance has been introduced in all the Mission Cities under JNNURM, concerted efforts need to be taken to increase the coverage across and within cities. Efforts should also be taken to include non-Mission cities under e-governance.

3.7 KEYWORDS

- E-governance** : E- governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services.
- JNNURM** : Launched in 2005, Jawaharlal Nehru National Urban Renewal Mission (JNNURM) is a central government reform linked programme wherein adoption of reform in e-governance is mandatory for all the 65 Mission cities (all State capitals, all million plus cities and cities of historical interest).
- CARD** : The CARD is a project aimed at altering the antiquated procedures that had governed the registration system of the state of Andhra Pradesh, which included the laborious copying, and indexing of documents as well as their unscientific space-consuming preservation in ill-maintained backrooms. The state had a flourishing business of brokers and middlemen who exploited citizens selling or buying property. The CARD project is an attempt to reform this system through the use of IT.

- KAVERI** : The Department of Stamps & Registration, Government of Karnataka set up automated registration process in the state in the year 2002, wherein 202 Sub-Registrar Offices in Karnataka came under computerization whereby the vendor could complete the registration process within 30 minutes. The software was aptly called KAVERI, after the river Cavery.
- E-Stamping** : To prevent fraudulent practices in stamp paper based transactions and registrations, e-stamping has been introduced in some states where the entire exercise of stamp duty payment and generation of stamp duty certificate takes less than 3 minutes. It offers a secure and reliable stamp duty collection mechanism, and stores information in secured electronic form and builds up a central data repository to facilitate easy verification.
- E-Suvidha** : Development of an integrated e-Governance programme to ensure improved, transparent and efficient way of building citizen centric governance.

3.8 REFERENCES / SELECTED READINGS

JNNRUM programme, Ministry of UD, GOI, www.urbanindia.nic.in

Municipal e-Design Document, Ministry of UD, GOI, www.urbanindia.nic.in

NeGP, Department of IT, Ministry of Communication & IT, GOI, www.mit.gov.in

NISG Knowledge Center, www.nisg.org

<http://www.egovonline.net/>

3.9 CHECK YOUR PROGRESS – POSSIBLE ANSWERS

Check Your Progress 1

- 1) What do you mean by e-governance?

E- governance or electronic governance in urban development is the use of information and communication technologies (ICT) in the operation and maintenance of urban services.

- 2) Explain the importance of e-governance and how e-governance has helped urban management actions, give examples?

Two examples of the use of IT in the field of property registration are CARD in Andhra Pradesh and KAVERI in Karnataka. The CARD is a project aimed at altering the antiquated procedures that had governed the registration system of the state of Andhra Pradesh, which included the laborious copying, and indexing of documents as well as their unscientific space-consuming preservation in ill-maintained backrooms.

Check Your Progress 2

- 1) Taking Pimpri Chindwad Municipal Corporation as a case study, name various initiatives of e-governance taken in different development sectors in the city

Property and water revenue management; e-Tendering; Dashboard for works management; Citizens Facilitation Centre (CFC); SMS-based complaint monitoring system; Solid waste management with vehicle tracking; Geographical Information System; Property and water revenue management; e-Tendering; Building permission management.

