

Good Governance

18 February 2016

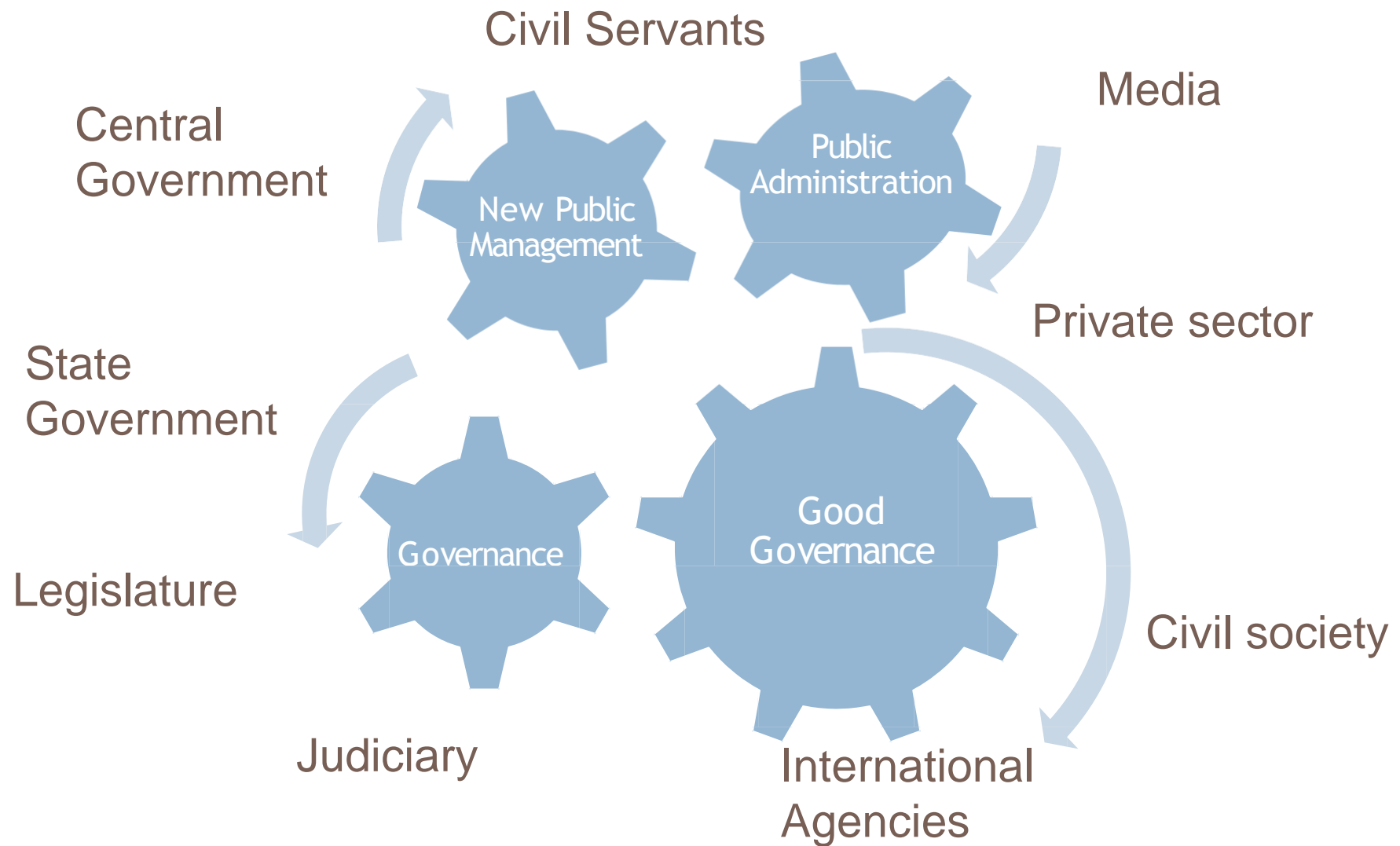


National Institute for Smart Government

Presentation Structure

- Genesis of Good Governance
 - From Public Administration to New Public Management
 - Towards Governance
 - Governance : Definition, key actors, stakeholders
 - Towards Good Governance
 - Defining Good Governance
- Components and Characteristics of Good Governance
 - Four dimensional framework :World Bank
 - Six dimensional framework :World Governance Indicators
 - 8 characteristics of Good Governance : United Nations
 - Strategies for Good Governance
 - Critique of Good Governance
- Good Governance Framework
 - Good Governance strategies and initiatives of Gol
 - Good Governance initiatives of A.P
 - Good Governance : assessment framework
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Introduction



GENESIS OF GOOD GOVERNANCE



From Public Administration to NPM

- Public administration in developing countries termed as overstuffed, weak, corrupt and inefficient



- Globalization, liberalization and intensive application of IT



- New Public Management (NPM)
 - Prescribed by Brettonwoods institutions :WB, IMF
 - Optimizing resources
 - Alternative service delivery mechanisms
 - Performance measurement, Efficiency, Economy, Value for Money
 - Minimalist state

Grants, aids and loans in return for market oriented reforms



- Critique of NPM
 - Does not distinguish between public and private spheres
 - Focuses on market-led growth
 - Neglects social concerns and public welfare



- Reality dawns
 - Failure of structural adjustment programs
 - Mounting fiscal debt

From economic reforms to governance.....

Towards Governance

- World Bank publication '*Sub-Saharan Africa - from crisis to sustainable growth*', 1989
 - Worsened economic performance in the region despite Structural Adjustment Programs (SAP's)
 - Failure of public institutions cited as reason for weak performance
 - Term "governance" first used to describe the **need for institutional reform and a better and more efficient public sector in Sub-Saharan countries**
 - Defined governance as "*the exercise of political power to manage a nation's affairs*"

"Africa requires not just less government but better government"

1989 study introduced Governance without explicitly referring to the connotation "good"

Governance

Governance is a **method through which power is exercised** in the management of a country's political, economic, and social resources for development.

World Bank (1992)

Governance is the **manner in which power is exercised** in the management of a country's social and economic resources for development.

Asian Development Bank (1995)

Governance is the process whereby societies or organizations **make important decisions, determine whom they involve and how they render account.**

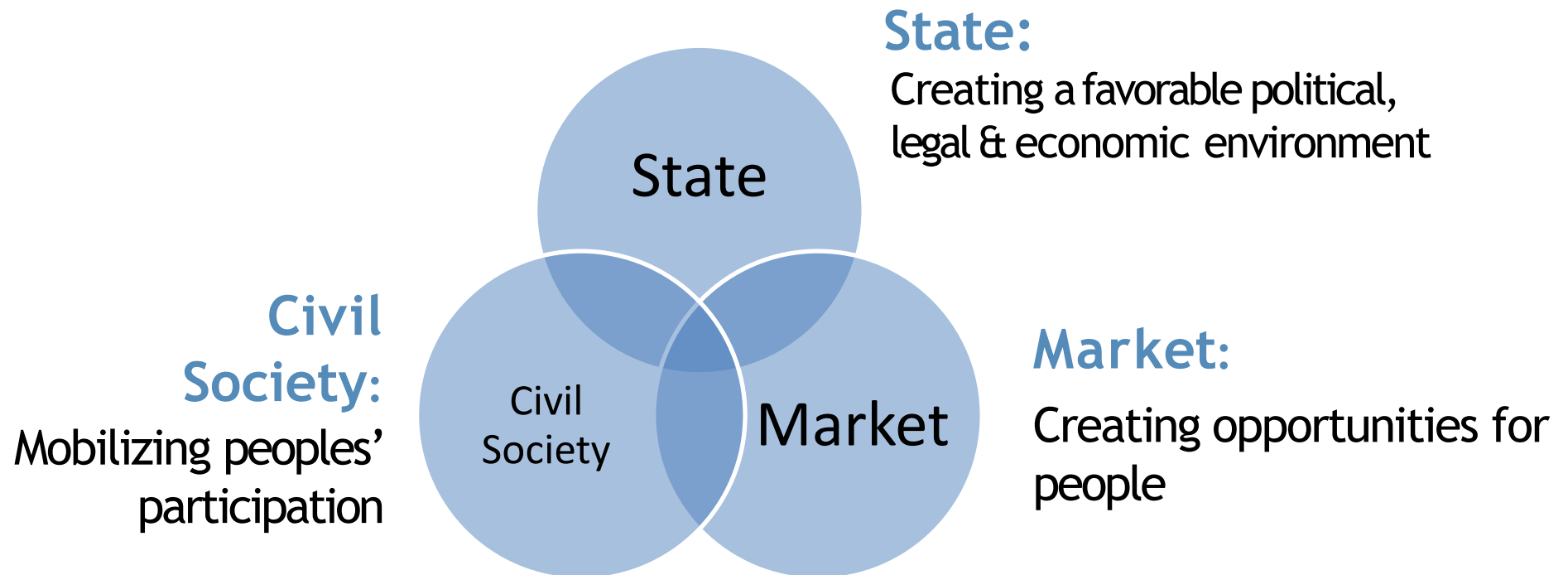
Canada Institute of

Governance (2002)

Governance is the exercise of **economic, political, and administrative authority** to manage a country's affairs at all levels. It comprises the **mechanisms, processes, and institutions** through which **citizens and groups** articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. **UNDP (1997)**

Governance: Operation of 3 Key Actors

Governance: Goes beyond the Government



Stakeholders in Governance



Governance is too important to be left to the government....

Towards Good Governance

- Governance
 - Value neutral, 'good' governance to qualify governance
- WB Report '*Governance and Development*', 1992
 - Further developed the concept of Governance
 - Defines Good Governance
 - Synonymous to **sound development management**
 - Central to creating and sustaining an environment which fosters strong and equitable development
 - Essential component of sound economic policies

Defining Good Governance

- **World Bank:** Good governance entails
 - sound public sector management (efficiency, effectiveness, and economy),
 - accountability,
 - exchange and free flow of information (transparency)
 - and a legal framework for development (justice, respect for human rights and liberties).

- **UNDP** Good Governance is defined focusing on
 - legitimacy (government should have the consent of the governed),
 - accountability (ensuring transparency, being answerable for actions and media freedom),
 - competence (effective policy making, implementation and service delivery),
 - and respect for law and human rights.

Summary

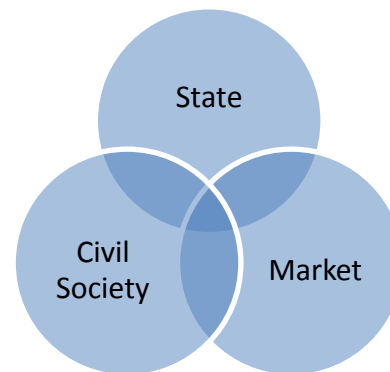
- Public administration
 - Major constituent of state
 - Instrument to achieve state's goals and objectives

- Goal of state - 'Governance'
 - Traditional concept
 - Recent prominence

- Influence on Administration - NPM
 - Managerial orientation
 - Managerial reforms : Disinvestment, corporatization, outsourcing, shrinking state role
 - Larger collaboration between state, market and civil society - PPPs

- Globalization
 - + removal of trade barriers
 - + entry of MNCs
 - + intensive application of IT

Government → **Governance**



Good Governance

COMPONENTS OF GOOD GOVERNANCE

Components of Good Governance : 4 Dimensional Framework - World Bank

□ Public sector management

- **Public expenditure management** (public investments, budget planning, budget processes)
- **Civil service reform** (to manage less but manage better)
- **Reform of public enterprises** (privatisation, strengthening management of PSEs, improving competitive conditions)

Improvement in efficiency of public institutions

□ Accountability

- Constituted an innovation in the Bank's sphere of action
- Described as being “at the heart of governance”.
- Described as “holding public officials responsible for their actions
- Horizontal (internal) and vertical (external) accountability

*Concept of **exit** (access to other service providers) and **voice** (participation)*

For the first time, quality of a government w.r.t its ability to satisfy needs of citizens apart from economic performance was put up for discussion

Components of Good Governance : 4 Dimensional Framework - World Bank

- Legal framework for development
 - Important contribution to equitable and just society and thus to prospects for social development and poverty alleviation
 - Focus on judicial reform, legislative reforms, and the improvement of legal education and training

Rule of law represents the legal dimension of good governance by a country
- Transparency and information
 - Economic efficiency
 - Prevention of corruption
 - Analysis, articulation and acceptance of governmental policy choices

- ***Corruption***
 - Cross-cutting theme, across Transparency and information, Accountability, Rule of law and PSM
 - Enhanced engagement of Good Governance with anti-corruption since 1997

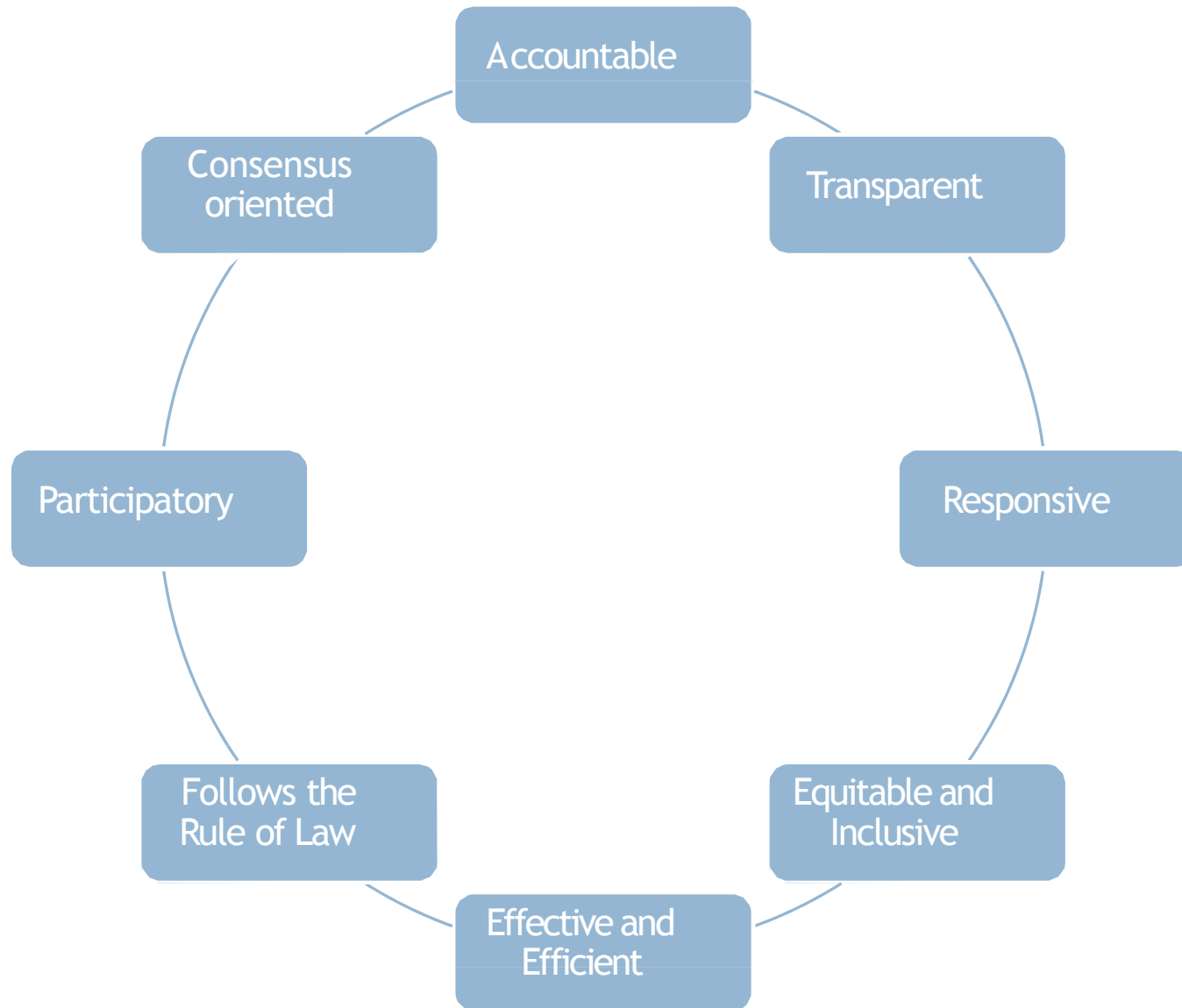
“Improving governance is certainly about fighting corruption, although it is also about much more than fighting corruption”.

World Governance Indicators : 6 Dimensional Framework- World Bank

- ❖ Voice & Accountability
- ❖ Political Stability and Lack of Violence
- ❖ Government Effectiveness
- ❖ Regulatory Quality
- ❖ Rule of Law
- ❖ Control of Corruption
- ❖ (Kaufmann-Kraay-Mastruzzi Worldwide Governance Indicators – World Bank)

Governance Issues	Governance Components	Indicators
The Process by which Governments are selected, monitored, and replaced	<ul style="list-style-type: none"> • Voice and Accountability • Political Stability 	<ul style="list-style-type: none"> • Extent of citizens participation in selection of governments • Civil liberties , political rights • Perceptions that the government in power will be destabilised by possible unconstitutional means
The Capacity of the government of effectively formulate and implement policies	<ul style="list-style-type: none"> • Governance Effectiveness • Regulatory Quality 	<ul style="list-style-type: none"> • Perceptions of quality of public service provision, quality of bureaucracy, competence of civil servants, independence of civil service from political pressures, credibility of government's commitment to policies. • The incidence of market unfriendly policies such as price controls
The respect of citizens and the state for institutions that govern economic and social interaction among them	<ul style="list-style-type: none"> • Rule of Law • Control of Corruption 	<ul style="list-style-type: none"> • Success of the society in developing an environment in which fair and predictable rules form the basis for economic and social interactions • Perceptions of the incidence of crime, effectiveness and predictability of judiciary and enforceability of contracts. • Perceptions of corruption

Eight Characteristics of Good Governance – United Nations



Characteristics of Good Governance

- **Accountability**
 - Key requirement of Good Governance
 - Applicable to government, civil society and private sector
 - **Types** : Political, legal, administrative and social accountability
 - **Components** : Answerability, sanction, redress, and system improvement

- **Transparency**
 - Free flow of information
 - Accessibility of information to those affected by decisions taken in governance process

- **Responsiveness**
 - Citizen orientation, citizen friendliness
 - Timely delivery of services
 - Redress of citizen grievances

Characteristics of Good Governance

- Effectiveness and efficiency
 - Optimum use of resources
 - Competency and performance of civil servants
 - Result orientation
- Rule of law
 - Fair legal framework
 - Impartial enforcement machinery
 - Independent judiciary
- Participation
 - Cornerstone of Good Governance
 - Opportunities for citizens to participate in decision making, implementation and monitoring of government activities
 - Freedom of expression and association, organized civil society

Characteristics of Good Governance

- Equity and inclusiveness
 - All groups, particularly the most vulnerable, have opportunities to improve or maintain their well being
 - Equal opportunities for participation in decision making process
- Consensus Orientation
 - Mediation of different interests in society to reach a broad consensus on
 - What is in the best interest of the whole community
 - How this can be achieved

Strategies for Good Governance

- Reorienting priorities of the state through appropriate investment in human needs, and provision of social safety nets for the poor and marginalized
- Strengthening state institutions
- Introducing appropriate reforms in the functioning of Parliament and increasing its effectiveness
- Enhancing civil service capacity through appropriate reform measures that matches performance and accountability
- Forging new alliances with civil society
- Evolving a new framework for government-business co-operation

Critique of Good Governance

- Need contextual understanding
 - Good Governance – Neo liberal thrust + Globalization
- Tendency to depoliticize government
 - Reduce the art of governing to an apolitical and technical exercise
- Ambiguous definition of good governance
 - ‘Good’ in Good Governance is subjective and is subject to interpretations
 - Who defines what is good ?
- Over emphasis on governance indicators and quantification
 - "Not everything that can be counted counts, and not everything that counts can be counted" - Albert Einstein
- Good governance institutions do not guarantee automatic reduction of poverty and sustainable development
- Tendency to do governance without government
 - PPPs, NGOs (non-state actors) – unaccountable, invisible

GOOD GOVERNANCE:INDIA



Good Governance Strategies - India

- Conference of Chief Secretaries and Chief Ministers – 1996, 1997
 - Deliberation on improving governance
 - Action plan for accountable and citizen friendly government
 - Formulation of initiatives
- Good Governance initiatives
 - Decentralization and People's Participation
 - Citizen's Charters
 - Sevottam
 - Results Framework Document
 - State of Civil Services Survey
 - Model Code of Governance – State of Governance Report
 - Redress of Citizen's Grievances
 - E-Governance
 - Social Accountability - Right to Information, Social Audits, Community Score Cards

Model Code of Governance

- Model Code of Governance
 - Developed by Gol in collaboration with State Governments,
 - Governance issues identified in model code to guide state governments
 - in participative and citizen-centric development
 - in benchmarking their performance on Governance
 - Provides the basis for assessing governance in Indian context

Governance Components

Accountability and Transparency	Improving Service Delivery	Technology and System Improvement	Financial Management and Budget Sanctity	Public Service morale	Incentivizing Reforms	Anti Corruption	Rule of Law
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State of Governance Report

- Assessment (through scoring), of Indian States on pre- determined dimensions of governance
- Output --- methodology for measuring and preparing a Report on the State of Governance for States/sub national units, by taking in account the **indicators with specific reference to poverty reduction**
- Methodology tested in three states, to be rolled out in other States and UTs
- SoGR framework expected to enable temporal comparison of Governance indicators for a given State

Service Delivery

- Service Standards
- Decentralization and Self-Government
- Regulation and user-feedback
- Macro-Governance aspects

Development program for weaker sections and backward Areas

- Inclusive policy making
- Gender Sensitivity

Technology and system Improvement

- Use of ICT for citizen interface
- Redesign of Delivery system for efficiency gains

Financial Management and Budget sanctity

- Financial Management
- Budgetary Process

Investment Climate

- Regulatory burden
- Quality of industrial infrastructure

Public service morale and anticorruption

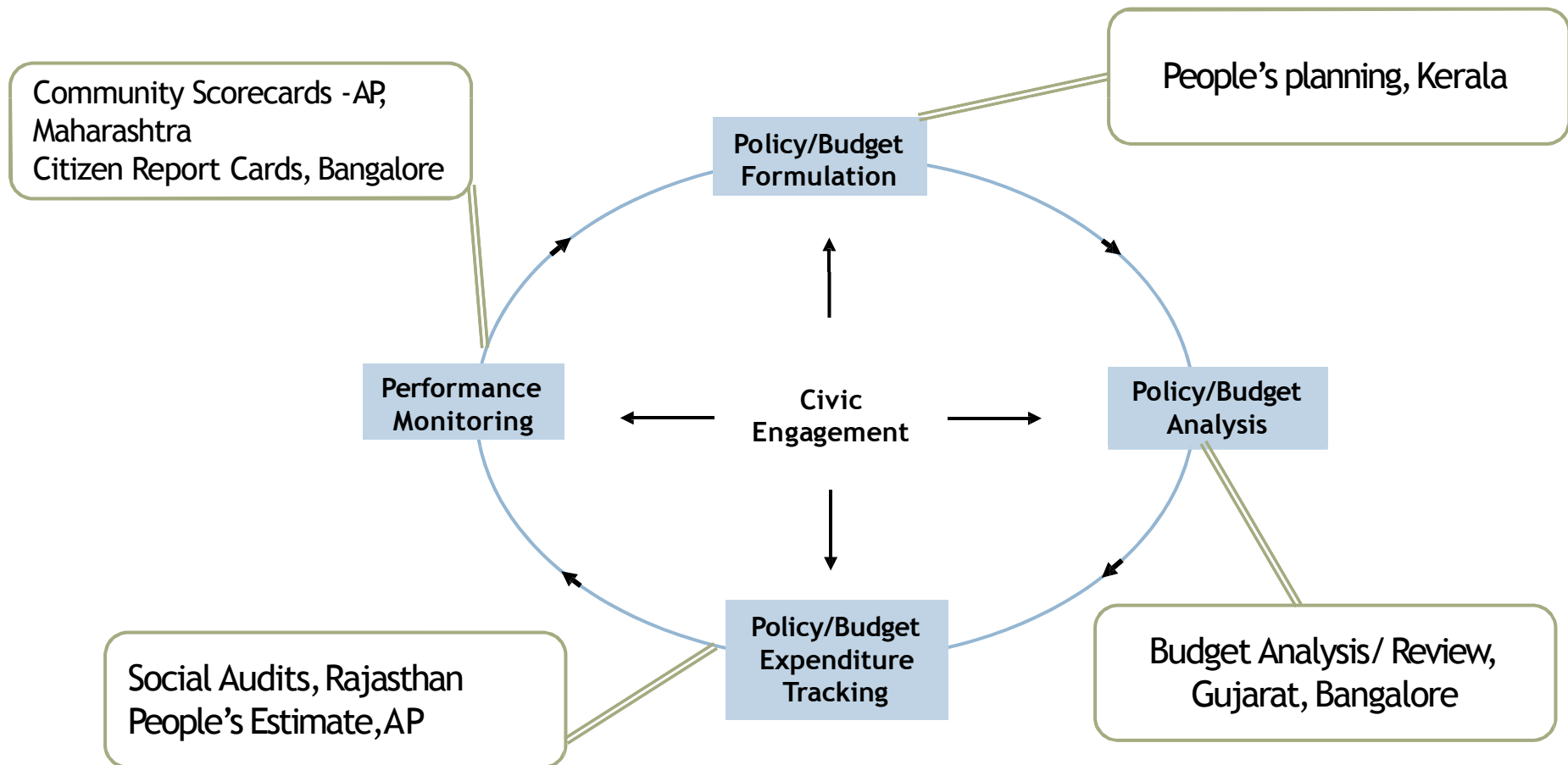
- Quality of civil service
- Anti-corruption

Accountability and Transparency

- Transparency and citizen-access

Social Accountability

- An approach towards building accountability that relies on civic engagement, i.e., in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability

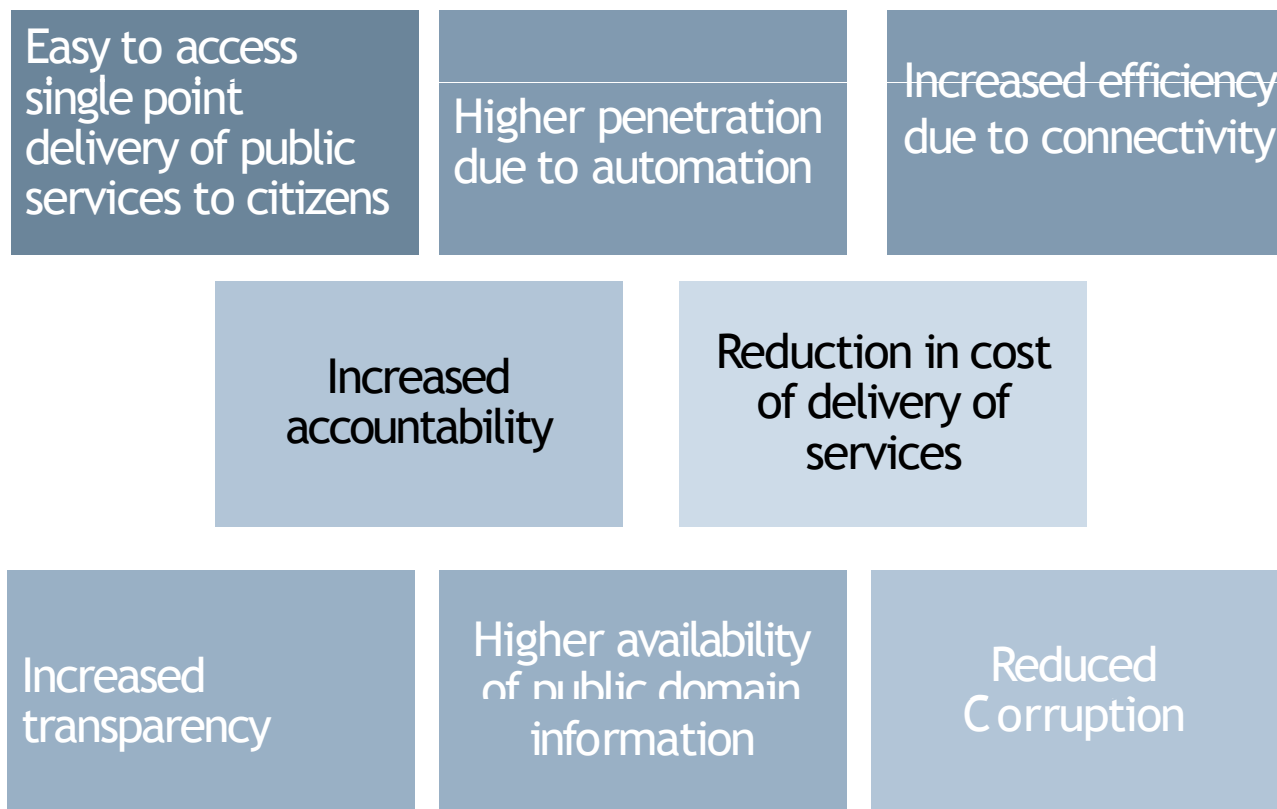


Grievance Redress

- Grievance redress mechanisms (GRMs) are institutions, instruments, methods, and processes by which a resolution to a grievance is sought and provided
- Integral to good governance – indicates responsiveness to citizens
- Grievance redress mechanisms
 - DAR&PG – nodal department for redress of grievances
 - Centralized grievance redress management system (CGRMS)
 - Ombudsman
 - For local government grievances in Kerala
 - For NREGS grievances
 - Central and State Information Commissions for RTI
 - Departmental grievance redress systems
 - Online grievance systems at state, department, municipality and district levels

e-Governance

- Transformation of government to provide efficient, convenient & transparent services to the citizens & businesses through information & communication technologies



Good Governance initiatives – Andhra Pradesh

- Andhra Pradesh - pioneers in adoption of good governance principles
- Four pronged strategy for Good Governance

Structural Mechanisms

- Governance, Public Management & Administrative Reforms Wing
- Strategy and Performance Innovation Units

Citizen Centric Reform Initiatives

- Citizens' Charters
- Redressal of Public Grievances
- Civil Society Empowerment Initiatives
- Right to Information Act
- Anti-corruption

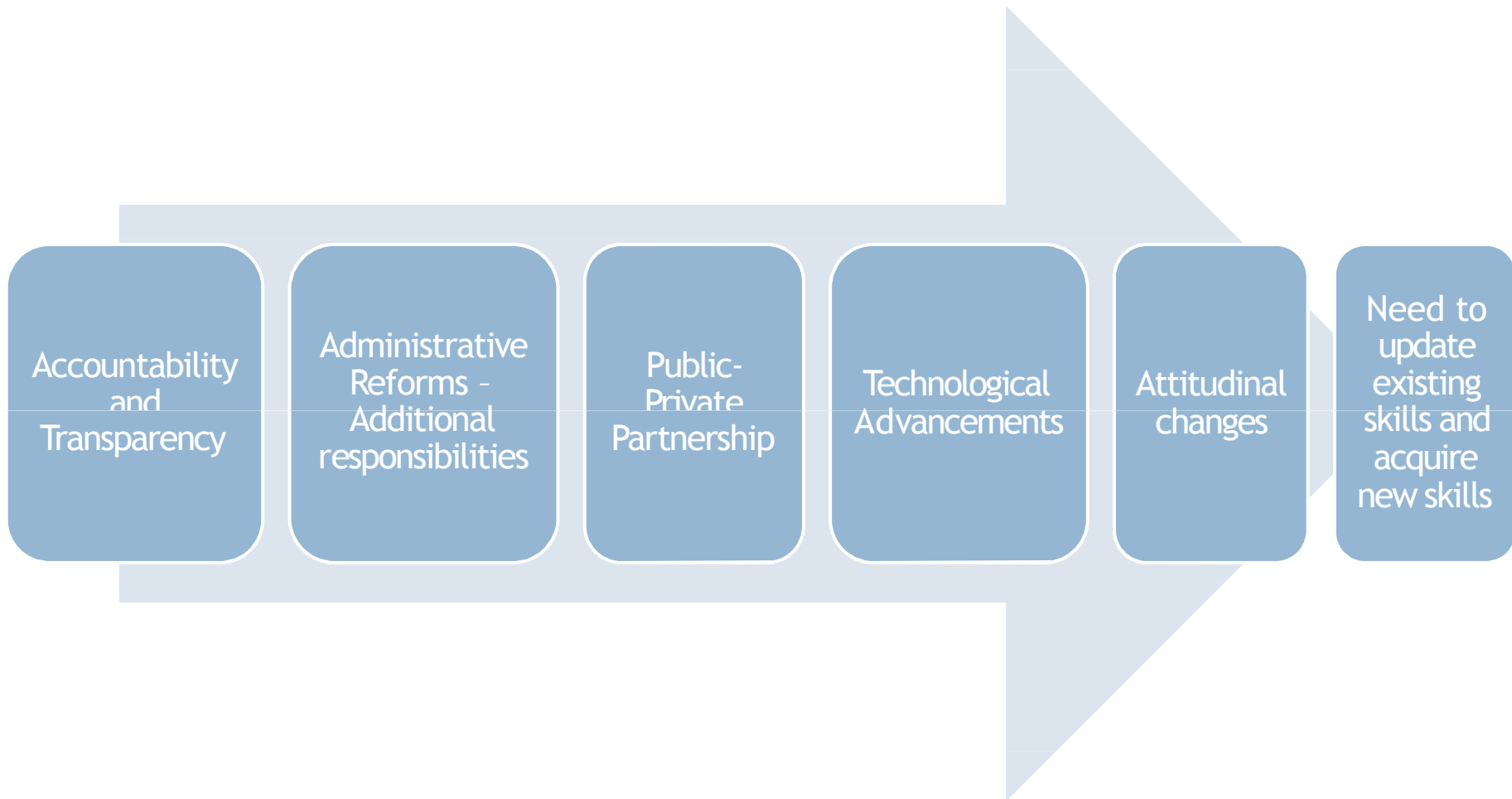
Systemic Improvements

- Public Finance Management
- Human Resource Management
- Procurement and other Reforms

Improving Service Delivery

- E-Governance & IT Initiatives
- Process Re-engineering
- Online grievance redress

Good Governance – Implication for Indian civil servants



Governance Dimensions

The nature of political contestation, conduct of political players & institutions, use & abuse of political authority and citizen's faith in the political system

Political

Ability of the State to manage its human, financial and technological resources and deliver basic services to public

Administrative

Ability of the State to maintain law & order, safeguard human rights, enable access & delivery of justice

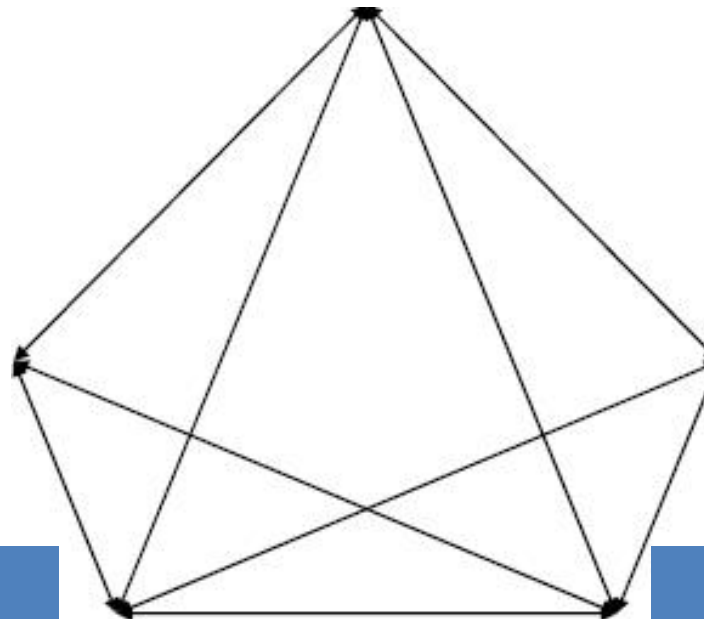
Legal & Judicial

Economic

Ability of the State to create a conducive climate for business in all sectors and ensure macro-economic stability

Social

Ability of the State to take care of the vulnerable sections of the society; role & quality of the civil society & media & environmental governance



Conceptual Construct of Framework – Dimensions & Components

Dimensions					
	Political	Legal / Judicial	Administrative	Economic	Social/ Environmental
Components	1. Exercise of Franchise	1. Law & Order and Internal Security	1. Citizen Interface and Engagement	1. Fiscal Governance	1. Welfare of the Poor & Vulnerable Sections
	2. Profile & Conduct of Political Representatives Parties and Political Executive	2. Safeguarding of Basic Rights	2. Managing Human, Financial and other Resources	2. Business Environment	2. Role of Civil Society and Media
	3. Functioning of the Legislature	3. Police Administration Citizen friendliness Of the Police	3. Basic Service Delivery	3. Support to the Primary Sector	3. Environmental Management
	4. Political Decentralisation	4. Access to Justice & Judicial Accountability	4. Corruption Perception, Vigilance & Enforcement		

Transformation Agenda

Transforming Polity

- Electoral Reform
- Leadership
- Decentralization

Transforming Govt-Citizen Relationship

- Empowerment
- Engagement
- RTI

Transforming Democracy

Transforming Government

Transforming Legal System

- BPR
- Legal Reforms

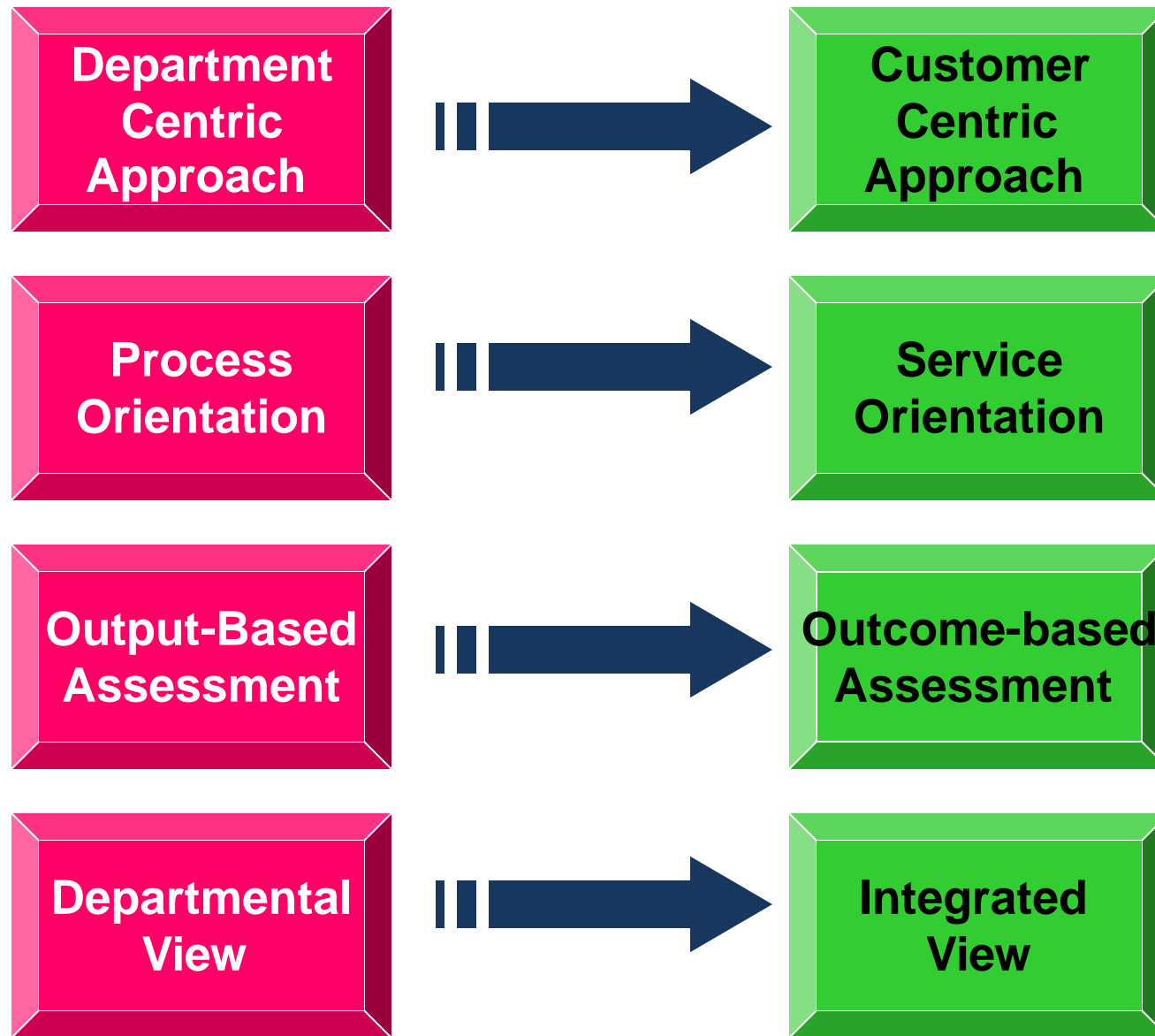
Transforming Civil Service

- Capacity Building
- Accountability
- Diagnostics, Metrics

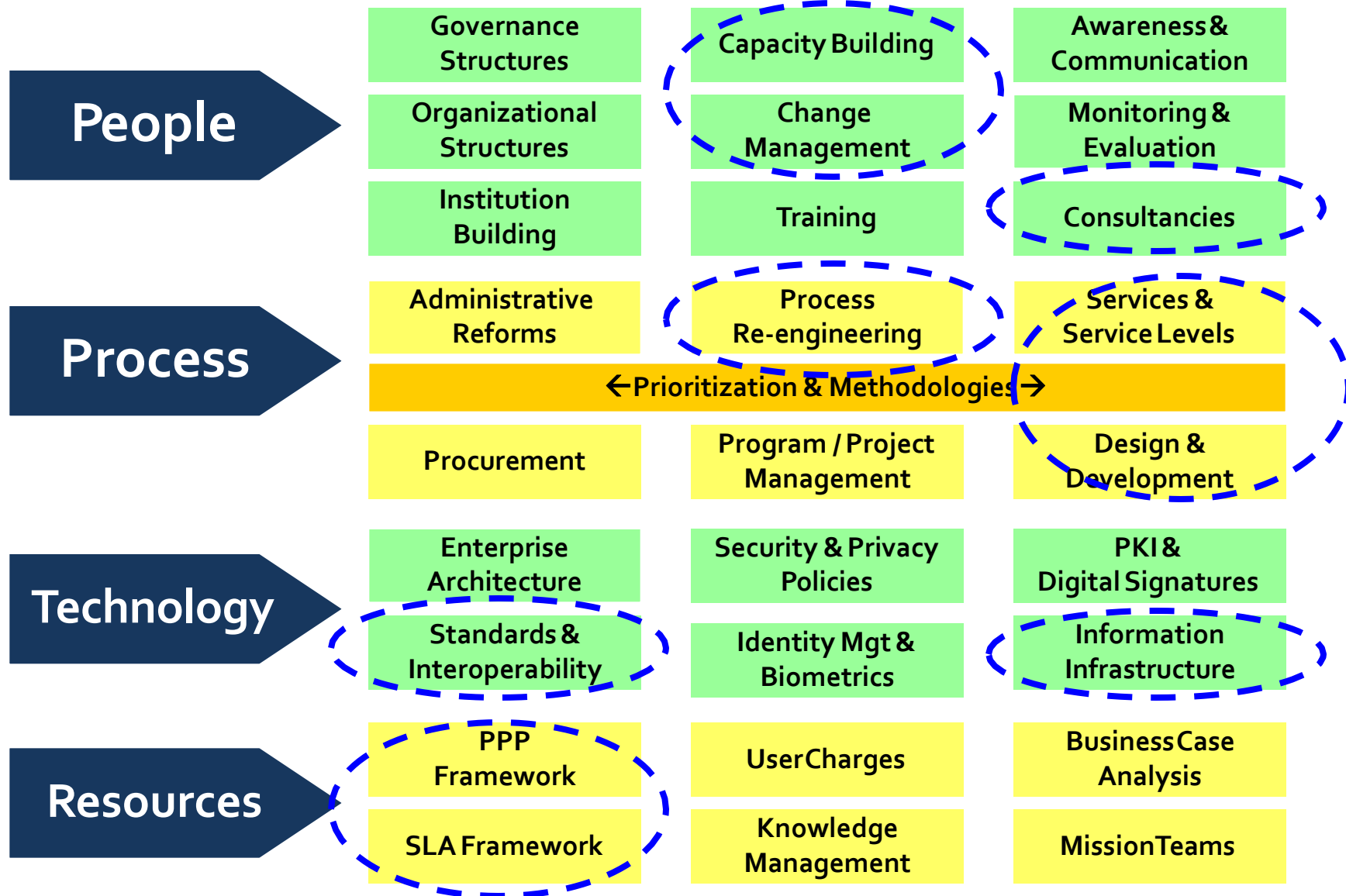
Transforming Service Delivery

- Social Services
- Health, Education
- Food, Water, Energy

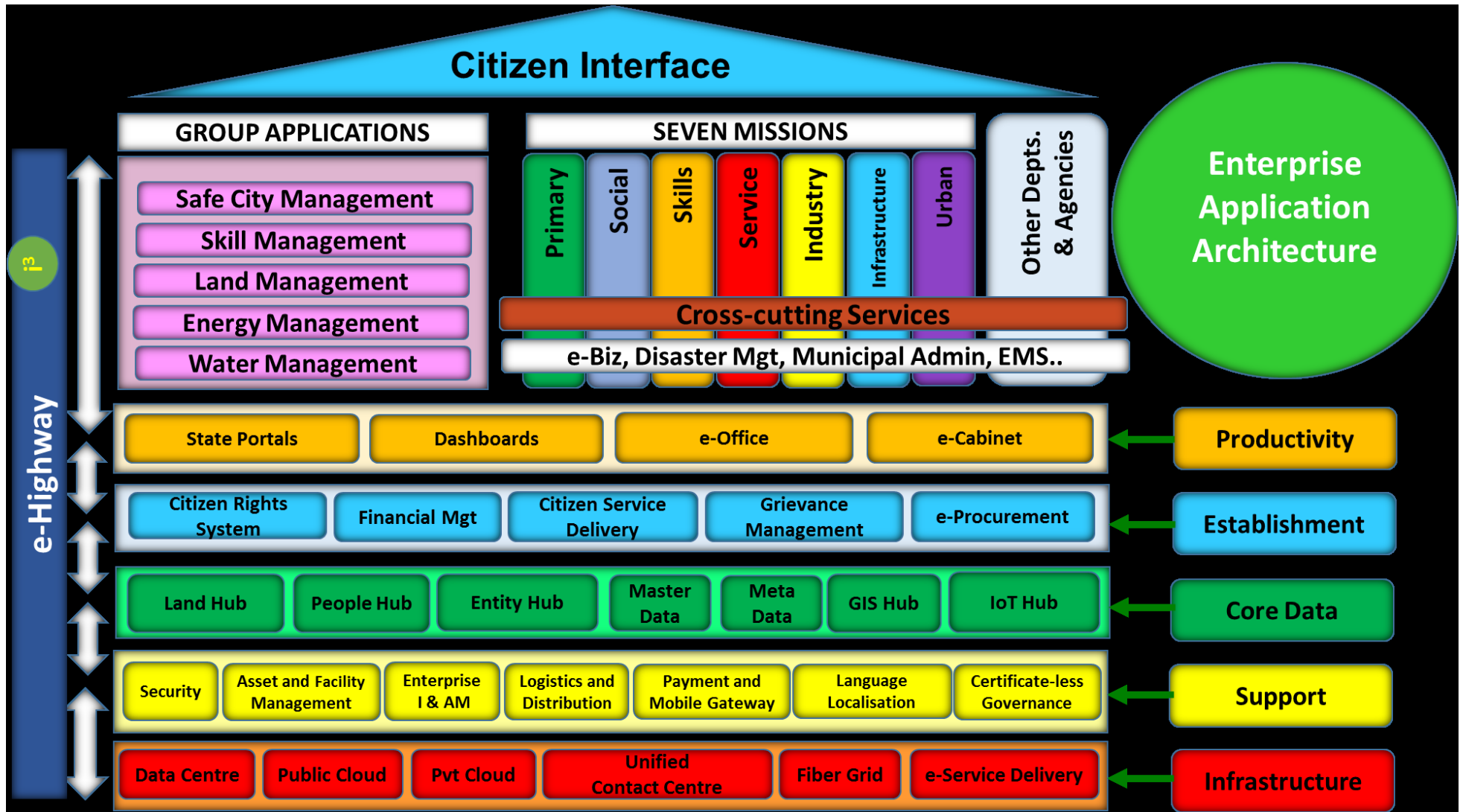
Ingredients of Transformation



The Big Picture of eGov Strategy



e-Pragati Big Picture

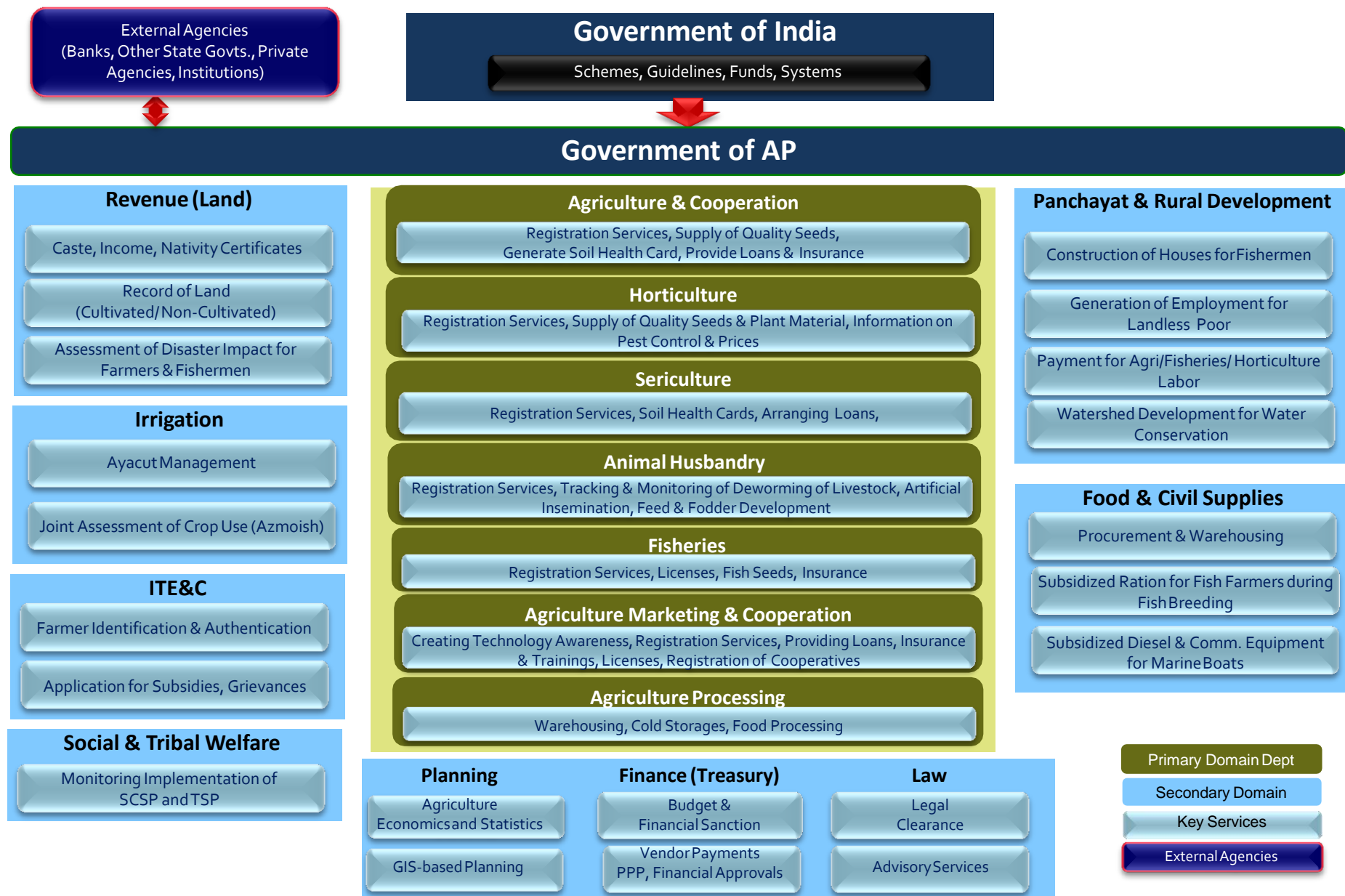


Seven Mission of Sunrise A.P


e-Pragati
is fully
aligned to
7 Missions



Integrated View of Primary Sector



Conclusion



Good Governance may be a rhetoric, but good government, responsive administration and a just legal system are eternal requirements

External drive to policy change to be replaced by local commitment and ownership of reform

Ingenuous ideas for improving governance, ownership of initiative and commitment to reform extremely important

THANKYOU

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