

GOVERNANCE IN INDIA

**BASICS
AND BEYOND**

for Civil Services Main Examination

GS PAPER II

 **Pearson**

M. Karthikeyan

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PREFACE

Dear Civil Services Aspirants,

The introduction of a separate Paper (Paper-II) in General Studies in the UPSC Civil Services (Main) Examination clearly shows the importance of understanding the concept of governance and its basics for the aspiring Civil Servants. There is certainly many lacunas in understanding the concept of governance, especially by the public servants who have been conferred power to govern the people. Introduction of such paper will help the future Civil Servants be adept and help them cater the needs of the citizens in a better manner. This book is thus an endeavour in helping the students to grasp the basics of Governance well and go beyond in getting transformed into agile and proficient Civil Servants.

In this context, it is pertinent that all civil services aspirants should be well equipped with this topic. Keeping the interest of vast segment of the student community and my close association with the aspirants for the past 10 years, I thought of coming out with this book, which will suit the requirements of Civil Services main examination participants.

Adequate care has been taken to make this volume as comprehensive as possible so that this will remain the major source of knowledge for all the topics with syllabus.

SPECIAL FEATURES OF THIS BOOK

1. This volume is written purely based on the requirement of the UPSC Civil Services Main Examination. This will cater collectively to all the topics included in General Studies Paper-II.
2. We have taken utmost care to keep the language of the contents very lucid and easily understandable so that the important aspects are comprehensible and retained by students to present a better answer.
3. Throughout the book, we have followed some unique patterns in the contents of all the chapters with learning objectives at the beginning of each chapter which will give the readers a clear idea about what the chapter is all about.
4. At the end of the each chapter, adequate numbers of practice questions have been included to make the preparation complete.
5. Wherever required, we have included relevant examples and illustrations to make the students effectively understand the basic concept of governance.
6. Important and useful reports of various committees and commission have been included wherever required in the chapters; this will be very useful in answering with quality and to make your answer to the point.

STRUCTURE OF THE BOOK AND UPSC SYLLABUS

This book has been developed in a magnificent way to include each and every aspect of the syllabus prescribed by the UPSC. Since these topics are introduced very recently in the UPSC syllabus and the source materials for these topics are very vast as the topic governance covers entire gamut of the subject of Public Administration and Political Science, I have, therefore, prepared this book to be the single-point ready resource material for Governance, which covers both basics and associated aspects.

Since the examination is of generalist in nature, I can assure you that you will be definitely be in a much better stand to answer all questions on this subject with the concepts discussed in this volume.

The very first edition of the book consists of various contents as briefly given here:

CHAPTER I: GOVERNANCE – AN CONCEPTUAL INTRODUCTION

This Introduction chapter covers all essential and important concepts to understand the basics of Governance. This chapter is quite elaborate so as to provide a strong basic to understand subsequent chapters better.

CHAPTER II: GENERAL FRAMEWORK OF INDIAN MODEL OF GOVERNANCE

This chapter provides an excellent depiction of how the Indian model of governance is devised and functioning. Discussions have been made pertaining to various organs and entities of Indian Governance (viz., the Indian democracy, basic structure and principles of the Constitution, Parliamentary system, Indian Federal dynamics, various independent constitutional bodies and the Indian innovation of the three-tier system of governance and the two-tier system of federalism).

CHAPTER III: INDIAN PARLIAMENT

Indian Parliamentary system is the fundamental institution concerning governance of the country. Hence, this chapter helps to understand the basics of Indian Parliament, why was it introduced, what are its important features, its powers and functions, and various other recent issues and concerns surrounding it.

CHAPTER IV: ISSUES CONCERNING THE JUDICIARY

Judiciary is the pillar which supports and holds the democratic setup from collapsing. Though it does not directly involve itself in the process of governing and governance, it does have a vital role to play. This chapter deals with the basics of Indian judicial system, the powers given to the judiciary as under the Constitution, the unique independent nature of the Indian Judiciary, various issues concerning the appointment procedures, importance of judicial review, the activism by the judiciary, and finally the reforms needed to make the judiciary function in a better manner.

CHAPTER V: ISSUES AND CHALLENGES PERTAINING TO THE FEDERAL STRUCTURE

Indian federalism is unique and it is indestructible Union of destructible States. This unique position has to be understood as per the Constitutional provisions and also how it actually functions in reality. This chapter gives a detailed look into what federalism is and what are the various issues surrounding the Indian federalism at present. Other aspects such as the emerging pattern of coalition governments, impact of the neo-economic policies, re-invention of the self-governing institutions, and issues of decentralization have been presented so as to give the readers better grasp on the subject at hand.

CHAPTER VI: CITIZEN'S PARTICIPATION IN GOVERNANCE

The participation of citizens in the governance process is important in the present scenario; as without their participation, the governance cannot be carried out. This chapter, in detail, deals with all the aspects concerning the citizen's participation. The concept and basics of civil society has been elaborated, theories of management relating to the citizens participation has been discussed, and other important issues has been given in a detailed manner to help understand the growing importance of role of citizen in the governance.

CHAPTER VII: COMPARISON OF THE INDIAN CONSTITUTIONAL SCHEME WITH THAT OF OTHER COUNTRIES

The Constitution forms the fundamental and basic law of all the countries. It provides the power, framework, and guidelines on the structure and functioning of the democratic institutions. Indian Constitution, though inspired from many others, has its own unique features. This chapter, therefore, compares the Constitution of India with that of other important Constitutions around the world. This helps understand the unique aspects of Indian Constitution in an effective manner.

CHAPTER VIII: STATUTORY, REGULATORY AND QUASI-JUDICIAL BODIES

The governance is carried out by various democratic institutions and the Constitutional, Statutory, Regulatory, and Quasi-Judicial bodies help in effectively and efficiently address matters related to governance. These bodies are the vital limbs of the democratic system, and without its able support the democracy will not function properly. This chapter gives an insight on various Statutory, Regulatory, and Quasi-Judicial Bodies present in India.

CHAPTER IX: REPRESENTATION OF PEOPLE ACT

Election process is the most important and vital in a democratic setup. Understanding the Electoral process and its laws is important

CHAPTER X: ROLE OF CIVIL SERVICES IN A DEMOCRACY

The role played by the Civil Services in a Democracy is the most important aspect of governance. The Civil Servants are the ones who implement the policies of the government, and therefore are the faces of the governance. Without their active and positive involvement, any reform in the governance process cannot be carried out. This chapter explains the role played by the Civil Service and various other issues involved in it. At the end of the chapters, certain important Administrative Reforms are also given which will be very helpful.

CHAPTER XI: E-GOVERNANCE

E-Governance is the latest facet in the field of governance. It is not a new concept, rather it makes the existing governance effective and more efficient. It harnesses the use of present Information and Communication Technology to take the process to the people and help involve various stakeholders in governing. This chapter elaborates upon the importance and present growth of E-governance and how more effective can it be made.

CHAPTER XII: RIGHT TO INFORMATION

Transparency, accountability, responsibility are becoming the watch word in a democratic system. People have the right to know everything the government is doing, there should be no secrecy in what a government does and every information should be shared with the people. The Right to Information Act sought to do this. This chapter clearly explains about the struggle undergone to bring to force this Act, various other important provisions of the Act, and the reforms needed to make in more effective.

CHAPTER XIII: CITIZEN'S CHARTER

Citizen's Charter is another important endeavour to make the governance system more effective. It helps in time-bound delivery of services to the people. This chapter effectively explains about the basics of Citizen's Charter, its importance, view from international perspective, and important reforms needed to make it function in a better manner.

CHAPTER XIV: WELFARE SCHEMES FOR THE VULNERABLE SECTION OF THE POPULATION

The State in the present era is considered to be a Welfare State, and therefore the State has enacted various legislations, constricted policies, and developed schemes to address the concerns of the citizens. In this context, it is important to know what has the government done for the vulnerable and the invisible section of the population (viz., the minorities, the schedules castes, tribes, disabled, and the women). This chapter elucidates various schemes, which the government has devised for the vulnerable section of the population.

ACKNOWLEDGMENTS

I would like to express my deepest and heartfelt gratitude to all the people who saw me through the first edition of this book *Governance in India: Basics and Beyond* for Civil Services (Main) Examination. I also individually thank all those who provided me constant support and assisted in the editing, proofreading, and design of this book.

Such an effort to bring out good-quality content focused exclusively for Civil Services Main Examination could never have been possible without a continuous and committed effort. I extend my sincere thanks to all those who supported me in this endeavour to complete this project.

I extend my sincere appreciation and deepest gratitude for the help and support extended by Mr S. Girish, Mr T. V. Charan Tej, Mr Mohamed Yasar Arafat, Mr Simeon Vedamanikam, who contributed in every possible manner for the first edition of the book to come out successfully. I would also like to thank the assistance rendered by Mr P. Anbuselvan and Ms R. Swathi Ratnam.

I would also like to thank my students for their motivation and questioning minds which instigated me to come out with this compilation.

Finally, I express my sincere gratitude to Pearson India Education Services Pvt. Ltd. With their continuous support and efforts, the book has been published as per schedule.

My special thanks to Ms Sharel Simon and Mr Balakrishnan for their extended support and motivation throughout the project.

I take this opportunity to express my heartfelt wishes to all the readers of this book.

For more updates on Governance in India, stay tuned @ <http://karthikeyan.net.in/governance>



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Stay tuned with his regular updates on Governance in India @ <http://karthikeyan.net.in/governance>



ANALYSIS OF PREVIOUS YEAR'S UPSC GENERAL STUDIES-II QUESTION PAPER

The UPSC completely revamped its mains examination syllabus and pattern in 2013. Moreover, General Studies-II covering the topics of Governance and International Relations was newly added to evaluate the conceptual understanding about the process of governance.

The important aspect of the book you are having in your hand is that, we have covered all the concepts till now asked by the UPSC in its General Studies-II Paper. The following is the analysis of the topics covered in the book and the questions asked by the UPSC.

Chapters	Years			
	2013	2014	2015	2016
Governance: An Introduction	1	1	1	2
General Framework of Indian Model of Governance	1	1	1	1
Indian Parliament	1	2	1	2
Issues Concerning the Judiciary	1	3	2	1
Issues and Challenged Pertaining to the Federal Structure	3	1	2	2
Citizen's Participation in Governance*	NA			1
Comparison of Indian Constitutional Scheme with that of Other Countries*	NA			
Statutory, Regulatory and Quasi-Judicial Bodies	1	2	2	2
Representation of People Act*	NA			
Role of Civil Services in a Democracy	NA	1	2	2
E-Governance*	NA			
Right to Information*	NA			
Citizen's Charter*	1	NA		
Welfare Schemes for the Vulnerable Section of the Population	6	3	4	2

It is clear from the above that all those questions pertaining to governance (General Studies-II) till now asked by the UPSC has been covered in this book. Apart from those topics which are regularly asked by the UPSC, this book has covered other topics given in the syllabus which has not been asked in the exams till now. This is in view of equipping and preparing the students to face the examination in a confident manner.

The topics such as **Representation of People Act, E-Governance, Comparison of Constitution, and Right to Information** are likely to be in focus in the coming years. These are of high relevance in the current scenario. These topics have been given an extensive coverage in this book to help equip the students for the exams to come.

HOW TO USE THIS BOOK

Since this book is different from those of other guides/books available in the market pertaining to Governance (General Studies-II), I would like to recommend the students using this book, on how to use this book in an effective way.

- I would suggest to the students first to go through the previous year's questions asked by the UPSC given in the Annexure. This will help the students understand the nature and pattern followed by the UPSC. This will also help the students understand the usefulness of this book they are having.
- Each topic is written as standalone and thus can be studied and understood individually.
- I would suggest the students to initially start by studying the first two chapters of this book, **Governance: An Introduction** and **General Framework of India Model of Governance**. These chapters will help the students to get introduced to the concept of Governance and understand its process and function.
- While studying each chapters, I would suggest the students to go through the Learning Objectives given in the beginning. It is the work plan of the Chapter and will help to get familiarised with the subject discussed in the chapter.
- Each chapter has been designed in such a way that the students are first introduced to the basics of that topic, after which in-depth explanation and analysis is presented. Students, therefore, will not face any hardship in comprehending a particular topic. Practice questions are also given in order to help the students to check their understanding of the topics.
- The intention of devising the book in this said manner is to make the students better understand all aspects of Governance. The aim is not just academic and to help students get prepared for the UPSC mains examination, the endeavour is to instil the values of public service and create public servants who are much knowledgeable in all aspects related to Governing and Governance.

GOVERNANCE IN INDIA

BASICS AND BEYOND



Governance – A Conceptual Introduction

LEARNING OBJECTIVES

In this Chapter, you will learn about:

- Governance
- Good Governance
- Kautilya on Good Governance
- Plato on Good Governance
- Aristotle on Good Governance
- Origin of the Modern Concept of Good Governance
- World Bank Prescription
- Elements of Good Governance
- Forms of Good Governance
- Reinvention of the Concept of Public Governance in the Light of Evolution of the Concept of Good Governance
- The Indian Story- Pre-1991 and Post 1991
- State, Market and Civil Society
- Public Choice Theory
- New Public Management
- Civil Society
- Governance as Networks and Collaborative Government
- Role of State in era of Governance

1.1 GOVERNANCE

“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”.

(Policy Report, 1997, United Nations Development Programme (UNDP)).

The concept of Governance refers to the processes and structures that are intended to bring about accountability, responsiveness, transparency, stability, rule of law, equity and inclusiveness, empowerment and broad-based participation. Apart from this, Governance also represents the values, norms and rules of the system through which public affairs are managed in a transparent, responsive, inclusive and participatory way. In a broad sense, Governance can be defined as the institutional environment in which citizens and other stakeholders interact among themselves and participate in public affairs. Therefore, governance is more significant than just the organs of government.

The key distinction between government and governance underscored by many scholars is, the involvement of institutions beyond the state in the management of the public affairs. Deputy Secretary General of United Nations, in his speech said “*Governance is not something the state does to society, but the way society itself, and the individuals who compose it, regulate all the different aspects of their collective life*”. The state thus is the wielder of power and the principal actor in the government. While in governance, whole society is involved in managing public affairs. The government still continues to play a key role in enabling and facilitating the participation of other elements in the society. The state, thus, as an enabler provides the important legal and regulatory framework and political order within which various organisations can act and function, and where the citizens act without fear.

The following is the key distinction between government and governance:

Government	Governance
Government is the structure which enables and facilitates the process of governance.	Governance is the process where-by various actors work for the welfare of the people.
It is the machinery and an organ which wields power of the State, it includes the Executive, legislature and the judiciary.	It is carried out by various entities including the State and other institutions existing outside of it, which includes the Civil Society, Non-Governmental Organizations etc.
It is a formal setup which interacts within itself and outside of it.	Though it evolves out of the formal setup of the State, it expands the scope of government and also intensifies the service delivery provided.

There are various entities which are involved in governance. Apart from the formal government and its institutions, the other actors are the NGOs, civil society, research institutes, financial institutions, educational institutions, lobbyists, MNCs, media, cooperatives, etc. All these institutions play a vital role in decision making and also influence the process of decision making.

1.2 GOOD GOVERNANCE

The World Bank defines the term Good Governance in one of its reports as “*Good governance is epitomized by predictable, open and enlightened policy-making, a bureaucracy imbued with professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs*”. Apart from this, Good Governance also refers to a participative manner of governing, which functions in a responsible, transparent and accountable manner based upon the notions of legitimacy, efficiency and consensus for the purpose of upholding the rights of individual citizens.

This idea of providing ‘good’ governance for the people has been in existence since ancient time. The concept of welfare state has been dealt by a number of world-renowned philosophers

including Kautilya. The government is understood to bring the happiness and for the welfare of its subjects. In a democratic setup, it can also be associated with efficient and effective administration. So such an administration should be development oriented and committed to the welfare of the people.

1.2.1 Kautilya on Good Governance

Kautilya in his Arthashastra elaborating on the traits possessed by the king of a welfare state, he stated that the happiness of the king lies with the happiness of his subjects, their welfare is his welfare, he should not act for his own pleasure but for the pleasure of his subjects. Thus, 'The King' is just a title given to the one who governs, this titular role is thought to be the brain of the government and the people, who are governed, are considered to be the heart of the government.

The ultimate role of the king is, therefore to govern for the welfare of his people. Kautilya mentions the following imperatives of good governance of a king:

- a. Guide the administration effectively
- b. Take the middle path, avoiding the extremes without missing the goal
- c. Maintain law and order of the state
- d. Pay fixed salary and emoluments to the public servants
- e. Lay emphasis on the writers
- f. Lead a disciplined life with morality and ethics
- g. Merge his individual personality with his duty
- h. Display administrative qualities
- i. Carry out strong measures against corrupt officials
- j. Replace bad ministers with good ones

1.2.2 Plato on Good Governance

Plato is credited with creating the *Philosopher King* as an Ideal ruler. Plato believes that conflicting values in various part of the society can be harmonised. The rational and righteous political order as suggested by Plato leads to harmonious unity of society where every part flourishes, without the expense of the other. Such a political realisation is not possible without virtue. Plato in his book *Republic* calls for the rule a Philosopher King. The following are the important aspects of a Philosopher King theory as dealt by Plato.

- a. The Philosopher king can be men or women.
- b. Only the bright, stable and courageous people are chosen to be a king. Special intensive training should be provided to them covering a wide area ranging from music, gymnastics to military aspects and city management.
- c. They should be imparted knowledge of being just, noble, good and advantageous.
- d. Goodness is not just a concept but it is the ultimate state of their mind.
- e. The aim of the rulers should be to spread happiness throughout the city by getting people close together in harmony.
- f. An ideal state is not governed for private gain and is free from any civil strife.
- g. The philosophers rule out of necessity and not for their benefit or pleasure. Hence, they should not have any attachment to the process of ruling and the power associated with it.
- h. According to Plato, freedom is one of the important values of the society. Apart from this, other values include wisdom, courage, justice, moderation and friendship.

- i. The rule of authority is not only rational but also moral and is based on the consent of the governed.
- j. The underlying idea of governance by philosophers is based on the idea of welfare.
- k. Philosophers rule calls for impartial and equal treatment of all citizens and social groups and the government exists for the benefit of all the group of citizens.

1.2.3 Aristotle on Good Governance

Aristotle can be considered to be the first person to deal with the term ‘governance’ when he classified political organisation based on the manner they are ruled as Dictatorship, Autocracy and finally Democracy. In his book *Nicomachean Ethics*, Aristotle describes that only when man lives with virtue, he can live a happy life as intended by the nature. In his other book *Politics*, he describes the role to be played by politicians and the political community in bringing about the life of virtue in the citizenry. Some of the important aspects dealt by Aristotle are as follows:

- a. The end or purpose of politics is the best of the ends. And the main objective of politics should be to stimulate a particular character among the citizens of the state and to make them better beings who are prepared and willing to perform noble actions.
- b. Aristotle calls for the citizens to directly participate in the assembly not just by voting for their representatives, but deliberately and willingly serve in the juries to help uphold the laws. So that the citizens can become part of a group which discusses the good and the bad, the advantageous and the disadvantageous, the just and the unjust and finally come to a decision and pass laws accordingly.
- c. The state should exist for developing the virtue of its citizens. Those who are the most virtuous are fit to rule according to Aristotle; and they will be the best rulers, on behalf of the citizens, instituting laws which lead to a virtuous life.
- d. According to Aristotle, no regime can exist if the laws do not rule them.
- e. Every human life has a telos or purpose according to Aristotle. The purpose and function of the political community is to provide education and laws that will lead people to pursue and achieve their telos.
- f. The best city according to Aristotle is one which is happy and acts nobly and such noble acts are impossible without noble ends.
- g. According to Aristotle, the territory of a state should be large enough so that its inhabitants can live a life at leisure in liberal manner and at the same time with moderation. And the main concern of study of Aristotle is related about the life at peace and not at war, hence he elaborates upon the character of a peaceful state.
- h. Aristotle calls for proper and effective education be provided to the young and it should be the main object of the legislator. Education should be same for all and common and should not be made privatized. The aim of education should be to empower the students to serve the common good of the city.

1.3 ORIGIN OF THE MODERN CONCEPT OF GOOD GOVERNANCE

The concept of ‘good’ governance emanated from the understanding of process of governance. Governance entailed participation from all sections of the society and the concept of good governance emerged at the end of 1980s, an era of tumultuous global political scenario. The collapse of Berlin wall on November 1989 triggered chain of events which ultimately led to the disintegration and collapse of Soviet Union and as a consequence the decay of alliances

in the eastern bloc. These political changes brought about the serious discussion on how a state has to be devised in order to achieve- economic development, or in other words a discussion on good governance.

In the 1989 World Bank Study “Sub-Saharan Africa-from crisis to sustainable growth” scrutinized the development problems in Sub-Saharan Africa. For the first time, the term “governance” was used to define the need for greater institutional reform and a better and more efficient public sector in these countries.

This study defined governance as “the exercise of political power in order to manage the affairs of the nation”. This concept of governance got further developed in the World Bank’s 1992 publication “Governance and Development”, and the term governance was defined as “the way in which power is used in the management of a country’s social and economic resources for the purpose of development”.

So governance emerged from the understanding of the government and ‘good’ governance from the understanding of the process of governance. This was done to help administrators understand the sound public sector management strategies. The governance cannot remain value neutral and hence the idea of ‘good’ governance is to qualify the process of governance. Because of its use by the World Bank and other International institutions, the concept of good governance gained impetus and is now at present widely welcomed and implemented in countries across the globe.

1.4 THE WORLD BANK PRESCRIPTION

The concept of governance has evolved and changed from time to time. Earlier it was only the process and then it changed to *governing by networks* during the cold war era. Finally in early 90’s, the conditionality vested by the west on the developing nations was not restricted to economics alone, it also extended to social, political and administrative policies.

The third world countries, who got the development aid and assistance from the western countries had coined a concept of ‘Good Governance’. This concept was officially highlighted in 1989 in a document from World Bank on the context of sub-Saharan countries of Africa. It identified four dimensions of good governance:

- Public sector management
- Accountability
- Legal framework for development
- Information and transparency

In 1992, the *World Bank* published a document titled “*governance and development*”. In the document, it states ‘good governance is central to creating and sustaining an environment which fosters strong and equitable development and it is an essential complement to sound economic policies’. It also identified three vital aspects of governance:

- The form of political regime exercised (parliamentary or presidential, military or civilian, and dictatorship or democratic).
- The process by which authority is exercised in the management of the country’s economic, political and social spheres and the limit to which the citizens are involved and given responsibility.
- The capacity of government to design, formulate and implement policies and in general to discharge government function.

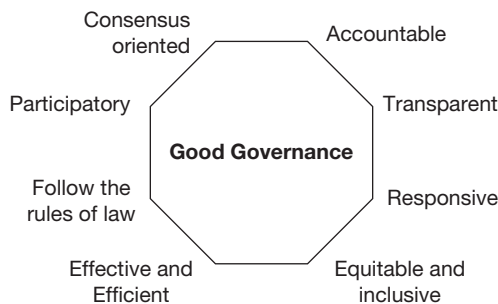
In short, good governance, according to World Bank, consists of:

- Political accountability
- Regular election to legitimize the exercise of political power
- Rule of law
- Participation of various social, economic, cultural and professional groups in the process of governance
- Bureaucratic accountability
- Independence of judiciary
- Freedom of information
- Transparency
- Effective and efficient administrative system
- Cooperation between the civil society and government.

The *Organization for Economic Cooperation and Development (OECD)* has also identified four major components of good governance:

- Legitimacy of the government
- Accountability of the political and official elements of government
- Competence of the government to make policies and deliver services
- Rule of law and respect for human rights.

As per the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), Good governance has eight major features: participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive, and follows the rule of law.



The *United Nations Development Program (UNDP)* in 1997 on its document entitled “Governance and Sustainable Human Development” enunciated a set of few principles that are grouped under five broad themes. They are:

1. **Legitimacy and voice:** It deals with the participation and consensus orientation of the society.
2. **Direction:** It explains the strategic vision of the government regarding good governance and human development.
3. **Performance:** The effectiveness, responsiveness and efficiency of the government are explained under this theme.
4. **Accountability:** It deals with the transparency and accountability of the government.
5. **Fairness:** The legal framework, Rule of law and equity among the citizens are explained in this theme.

Report on Human Development in South Asia (The Crisis of Governance, Human Development Centre, 1999)

This report lays emphasis on humane governance. It defines humane governance as good governance dedicated to secure human development. Governance must be:

- seen by people as participatory and in their own interest—‘ownership’;
- conducive to building of a society in which no one feels humiliated—‘decency’; and
- embodied in structures which are transparent and accountable to the owners, that is the people—‘accountability’.

Ownership, decency, and accountability are the bedrock principles underlying humane governance. While good governance must reduce transaction costs and enforce contracts, humane governance must be based on both real and perceived ownership, decency, and accountability for and by all citizens. People’s active participation is the guiding force behind the concept of humane governance.

Humane governance is a powerful concept which, if implemented, can help in enriching the life of the common people and lay the basis for fairer and more just societies in which human, political, and economic rights of all people are protected and their freedom of choice expanded.

This Report on Human development in South Asia visualizes three dimensions of governance which brings about human development, they are political governance, economic governance and civil governance.

Political Governance

The characteristics of a good political governance are:

- Regular, free, and fair elections, with participation in form of multi-party democracy
- An impartial judiciary protected by constitutional separation of powers
- A constitution not easily amendable by any of the branches of government
- Accountability and transparency of elected representatives and public officials
- Full access of all citizens to justice that is prompt and affordable
- Elimination of all forms of discrimination against women and minorities
- Maintenance of peace and social cohesion within and between the states

Economic Governance

The definition of good economic governance seeks an equitable outcome to the economic processes. Of the set of available policies that will foster competition, the state must choose those which will be most beneficial to the poorest sections of the society. The following are the basis for economic governance:

- Macroeconomic stability (balanced budget, low inflation, stable exchange rate) with the help of an independent central bank
- Guaranteed property rights for the people
- Taxes and subsidies must be progressive
- Sufficient budgetary allocations to social priority areas, such as basic education, primary health care, safe drinking water, adequate nutrition, family planning services, and micro-credit schemes for the poor;
- Adequate job creation
- Efficient and well-targeted subsidies for the poor
- Equitable access to credit and land

Civil Governance

Good civic governance has several components. At its core is the determination and self-initiative of people to improve their capacity to govern their lives, by creating informal structures and processes to address the following basic concerns:

- Protecting basic human rights, particularly the rights of the disadvantaged members of society; and
- Securing fundamental political, economic and human rights for all.

Thus, from the above discussions we can deduce that governance is very dynamic and evolving in nature. It implies the following:

- Taking care of the functioning of the state for the well-being of its citizens
- Securing the citizens the fundamental rights guaranteed in the constitution
- Enrich and improve political, economic and social life of all the citizens
- Institutionalizing the system of governance
- Ensuring that the process of governance is transparent, responsive, responsible, accountable, action-oriented, ethical and accessible for all.

1.5 ELEMENTS OF GOOD GOVERNANCE

Good governance is a universally acclaimed, dynamic concept which is mainly associated with the effectiveness and efficiency of the administrative system in a governmental framework. The good governance is distinguished by the following aspects:

- **Participation:** Participation means that the people should be vested with the power to take part in decision making by participating in the organs of the government, that are Executive, legislative and Judiciary.

The entire society should be involved in the governance as envisaged by good governance.

The motive of good governance is, people should not only be the ultimate beneficiaries of the development, and they should also act as the active agents of development.

- **Transparency:** Transparency is another major attribute of good governance. Free flow of information, separation of powers, checks and balances between legislative, executive and judicial branches, check on bureaucracy etc., are the important features of transparency.

Secrecy in governmental affairs leads to corruption, inefficiency and weakens the governance as a whole.

Example: the unprivileged, marginalized and disadvantaged section of the society is affected to a large extent by not receiving the desired benefits from the socio-economic schemes of the government due to corruption or other malpractices of the officials.

Good governance envisages on the need for the people to access quality information regarding the governance and make public all the transactions in which the public interests are at stake.

- **Accountability:** Accountability implies the key to good governance. It is an obligation or willingness to take responsibility or to account for one's actions.

Good governance ensures that both legislators and executives are answerable for their actions, performances and the use of public resources.

It is the responsibility of the officials to explain or justify their actions to the people of the country, because it is from them the officials derive their authority.

Accountability is closely related to participation, which ensures transparency.

- **Rule of law:** Rule of law is a principle that all people and institutions are subject to and be held accountable to law that is fairly applied and enforced.

Good governance ensures that the legal framework should be fair, impartial, check excesses, protect human rights, secure justice etc.

In addition to the aforesaid aspects, good governance also includes the following:

- **Inclusiveness:** Good governance secures dignity and honour for all human beings, irrespective of their sex, colour, caste, and creed and provide them with opportunities for their well-being. No human being should be excluded from the mainstream functioning of the society.
- **Responsiveness:** All stakeholders in a society will have to be served within a reasonable time frame by the institutions and its process. This is one of the objectives of good governance.
- **Consensus oriented:** In a society, not all individuals are bound to have same interests. The aim of good governance is to mediate difference of interests has to be mediated through a broad consensus and arrive at a solution which is in best interest of the society as a whole.

Community participation is a necessary prerequisite for good governance.

- **Effectiveness:** According to good governance, the governmental institutions and processes, which are responsible for the administration, should make use of the resources available effectively in optimal level for the development and to meet the needs of the society. This will help the government economically.
- **Efficient:** The resource usage by the government should always be in an efficient manner, that is sustainable with no wastage and should also be environmentally conscious.
- **Responsibility:** Good governance holds the legislators responsible for keeping a constant vigil on the administration to maintain strong value and spirit to serve the people. It is also the duty of the legislators, as the people's representatives, to listen to the aspirations, political views and issues of the people and create law that satisfies the collective interests of the people.
- **Fair judiciary:** George Washington once quoted, "The administration of justice is the pillar of government".

It is the aim of judiciary to protect the citizens from the wrongful acts of the government. The law and legal bodies should be the guardian of the rights available to the people and protector of these rights from being mishandled or misled. If dispute arises due to the encroachment of these rights, the law institution should serve justice for the people with equality and with no discrimination.

- **Empowerment:** The civil society should encourage and harness the political energy of the people by making them take part in the societal development. Good governance