Global and Local Context of Good Governance: A Study of Sikkim

Dissertation submitted to the Department of International Relations, Sikkim University in partial fulfillment of the requirement for the award of the degree of

MASTER OF PHILOSOPHY

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<div align="right">**Date: 08th February 2016**</div>

<div align="center">**<u>DECLARATION</u>**</div>

I declare that the dissertation entitled **"GLOBAL AND LOCAL CONTEXT OF GOOD GOVERNANCE: A STUDY OF SIKKIM"** submitted to Sikkim University for the award of the degree of **Master of Philosophy** is my original work. This dissertation has not been submitted for any other degree of this university or to any other universities. The Dissertation has under gone through the anti plagiarism test.

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We recommend that this dissertation be placed before the examiners for evaluation.

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CERTIFICATE

This is to certify that the dissertation entitled **"Global And Local Context of Good Governance: A Study of Sikkim"** submitted to the **SIKKIM UNIVERSITY** in partial fulfillment of the requirements for the degree of **Master of Philosophy in International Relations,** embodies the results of *bona fide* research work carried out by **Mr. Gaurav Subba** under my guidance and supervision. No part of the thesis has been submitted for any other degree, diploma, associateship, fellowship. He has duly acknowledged all the assistance and help received during the course of the investigation.

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Chapter I

Good Governance: Conceptual and Theoretical Considerations

After the introduction of liberal economic policies in 1991, the concept of governance has emerged as an important element in policy discourse. Policy makers, stress on governance reforms for improved policy outcomes. Until the late 1980s, governance was not a word heard frequently within the development community. Today it is a buzzword used freely in most publications emanating from governmental departments, donor agencies and academics. It is heavily relied upon to explain developmental outcomes. International and multilateral aid-giving agencies have adopted it as a general guiding principle to improve the capability of the recipient countries to handle development assistance better and utilize it more efficiently.

The upsurge in the recognition in the usage of the word governance is closely linked with the redefinition of the role of the state. In the post World War II period, state was seen as an engine of growth, but with the failures in the development performance, it began to be blamed for all that had gone wrong. Ineffective and incompetent absorption of international aid triggered the search for alternative institutions for delivering public services.

It is widely known that governance was first used by the World Bank in its report, on Sub-Saharan Africa in 1989. In this report, the bank suggested that the programs of fiscal adjustment and investment in that region were being rendered ineffective by a 'crisis of governance'. What the bank saw in its experience of advancing structural adjustment programs was the weak role of the state and its institutions in implementing these programs. There were incompetent and corrupt governments that tended to curtail or dilute these programs and even after governments accepted the conditions, enjoined in these programs, they were not able to implement them. This led the Bank, in its initial formulation, to focus on managerial and administrative competence as a strategy to improve governance (Tiwari 2015), and committed itself to the seemingly more apolitical and largely technical strategy of improving governance.

What the World Bank did was in redefining the state was to shift the focus from government to governance. But this shift reflected the ascendance of neo-liberal ideology in economic theory and public policy from the 1970s in the western world, (Mathur 2008).

Neo-Liberalism, Good Governance and Democracy

The actual term governance comes from an ancient Greek word, *kebernon*, which means to steer. In current usage, to govern means to steer, to control, and to influence from a position of authority. Therefore, governance is an exercise of power for steering social systems, as well as a process by which organizations are directed, controlled, and held to account to their society. It is a set of the systems and processes concerned with ensuring the overall direction, effectiveness, supervision and accountability of an organization (Haque 2002).

By 1980s, due to crisis of governability and fiscal problem, some western democracies, started shifting towards privatization, decentralization, public sector reform that can be situated under the rubric of New Public Management (NPM). These developments brought about significant changes in role of the state and facilitated the emergence of policy networks involving several non-state actors. Parallel to these shifts in the developed economies, a considerable number of African countries were suffering from the failure of the World Bank induced Structural Adjustment Programs (SAPs). This further coincided with the end of Cold War leading to renewed interest in democracy and need to establish strong institutional framework conducive to democracy and economic development.

Democracy has become the most fashionable form of governance in the world. In all societies of the world today, the issue is not which political system is appropriate but rather when will society become democratized or fully democratic. The democratization project is therefore, regarded as the age of civilization that every society should strive to attain rather than a political option among many others (Okafor 2013). Democracy has thus been recognized as the only moral and legitimate way through which a society can be administered. Thus, theoretically, scholars and international financial institutions like the World Bank have established an inextricable connection between democracy and good governance. Democracy,

adequately understood, is a theory that sets some basic principles according to which a good government, whatever its form, must be run. Such principles include those of justice, equity, freedom, liberty, accountability, openness and transparency in government. Indeed, effective democratic forms of governance rely on public participation, accountability and transparency. In most countries today, it is these principles that are used as criteria for distinguishing between good and bad governments. In this regard, democracy not only prescribes how political power should be acquired but also what to do with it or how it should be exercised. Therefore, democracy specifies who constitutes the legitimate government and wields the authority inherent in the state (the elected representatives), how they acquire authority (free and fair elections, choice between parties) and how they are to exercise it (in broad harmony with public good). This makes democracy amenable to moral and ethical justifications or judgments. Hence, good governance forms the philosophical foundation upon which democracy and democratic theories are built (Ogundiya 2010).

Consequently, there emerged a global developmental agenda of good governance, which ushered in massive reform initiatives across developing and changing societies implicating paradigm shifts in the way state would function and also the role of non-state actors such as the market and civil society in the system of governance. Alongside a new set of formal indicators such as transparency, efficiency, accountability and so on to measure the quality of governance also rose in prominence (Chaudhuri, Bidisha. 2012).

Reviews of the literature generally demonstrate that governance has different meanings and is used in a variety of ways. However, to put it simply governance is concerned with network of relationships of three actors – State, Market, and Civil Society. It is an interactive process where government may like to impose its will but its acceptance will depend on compliance and action of others. Governance is concerned with the changes taking place in the organization of the state and its relationships with private sector and civil society actors. Here academic attention turns from the state- centric analysis towards an understanding of the wider public policy system in which the institutions of government appear to be involved in processes of negotiation, bargaining and compromise with a host of other actors.

This is what is conventionally described as the transition from government to governance.

Development economists have come to recognize that good governance is not merely a matter of promoting markets or encouraging private investment. Stable political regimes, appropriate legal framework, conducive social institutions and social values also matter. Democracy is valuable in this context for it provides legitimating for good governance (Hirst 2000). It also means that the substance of democracy is also valued; this comes through with increased participation of people in the use and management of resources through greater decentralization, sharing power and greater responsiveness of the government to issues of equity and justice (Mathur, 2008).

Here, if we see good governance, it has eight major characteristics i.e. Participation, Transparency, Effectiveness and efficiency, Responsiveness, Accountability, Equity and inclusiveness, Rule of Law, as in for the effective and efficient governance.

On the other hand, e-Governance as a component of good governance is the implementation and delivery of government services through the information communication technology to provide Transparent, Effective, Efficient, Responsive and Accountable governance to the society. This means e-Governance has all the properties as well as innovative Information and communication Technology for the effective and efficient governance in any sector that assures that corruption is to be 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 responsible to the present and future needs of society (Sanjay Kumar Dwivedi 2005). Thus e-Governance can be said that it is a part of good governance.

We find that in all societies, the formation of public governance is largely dependent on its contextual parameters, including social structure, economic condition, political atmosphere, cultural pattern and technological trend. The nature of governance often changes depending on the intensity and speed of transition in some of these surrounding factors. In the current age, one of the most significant contextual phenomena affecting public governance is the revolution in information and communication technology (ICT). Internationally, this revolution in ICT has facilitated the globalization of the economy, business, finance and culture. Internally,

within each society, the conventional forms of communication (print media, motion pictures, radio, telephones, and records) are increasingly being replaced with digital and wireless technologies such as cellular telephones, satellites, and electronic mail and, above all, the internet.

In response to this transition in the context of governance, in almost every country, the state has taken the necessary initiatives to restructure political and administrative institutions by adopting ICT in order to enhance electronic interaction and service delivery. In fact, there have emerged many terms including digital governance, smart governance, net-governance, cyber-management and digital democracy which overlap with the notion of electronic governance or e-governance. One of the most significant aspects of e-governance is the creation and maintenance of websites by legislatures, ministries, agencies, political parties, local institutions, and so on. The main rationale behind this opting for e-governance are that e-governance will reduce costs and delays in delivering services, expand citizens' access to public sector information, reinforce innovation in public agencies, increase transparency and public accountability, weaken authoritarian tendencies and strengthen civil society and democracy (Haque 2002).

Good Governance in India

In last two decades of post economic liberalization India, good governance agenda found expression in different reform initiatives spreading across health, education, local governance, public administration and many more.

One of the major areas of reform in the Indian context has been e-governance where Information Communication Technologies (ICTs) have been deployed to improve the service delivery to the citizens. E-governance in India could be crucial in understanding the entire governance reform spectrum in two important ways. Firstly, it is geared towards achieving good governance standards such as efficiency, transparency, accountability etc. and hence sets out a list of formal indicators to measure its quality. Secondly, most of the initiatives in this field operate on a strong public-private partnership (PPP) model that shed considerable light on the way different stakeholders are interacting within the complex of governance (Chaudhuri, Bidisha. 2012).

The term governance gained currency in India with the liberalization of the Indian economy in 1991. The decade of the 90s saw increasing use of the term 'governance' to explain the failures of development and the policy makers accepted that governance is critical to the alleviation of poverty in the country.

It was the Eight Five Year Plan (1992-1997) that pointed out the need to re-examine and to reorient the role of the government as well as the process of planning. In this re-orientation, the plan indicated that while there may have been good reasons in the past for the public sector to take the initiative in industrial areas where the private sector would ordinarily either not enter or hesitate to do so, such reasons do not exist today. Therefore, restructuring of public sector would essentially entail vacating such areas for private sector initiatives. Second, addressing itself to the task of people's involvement in development, the plan emphasized that the role of the government should be to create right type of institutional infrastructure so that people participate more fully. It referred to the increasing role of the voluntary agencies, panchayats and cooperatives.

Thus began the journey of governance discourse in India but not entirely without the influence from the West and the agenda of donor agencies. The tenth plan (2002-2007) explicitly took upon the issue of governance by indicating that governance has in the recent times emerged at the forefront of the development agenda and good governance is one of the most crucial factors required if the targets of the tenth plan are to be achieved.

The plan then went on to define governance as the management of all such processes that, in any society, define the environment which permits and enables individuals to raise their capability levels, on one hand, and provide opportunities to realize their potential and enlarge the set of available choices, on the other.

The 11th Five Year Plan took this concern further by arguing that 'all our efforts to achieve rapid and inclusive development will come to naught, if we cannot ensure good governance in the manner public programs are implemented and, equally in the new way government interacts with the ordinary citizen.'

Having emphasized the importance of good governance, the paper goes on to add that "corruption is now seen to be endemic in all spheres and this problem needs to be

addressed urgently. Better design of projects and implementation mechanisms and procedures can reduce the scope for corruption. Much more needs to be done by the Centre and the States to reduce the discretionary power of the government, ensure greater transparency and accountability, and create awareness among citizen."

Indian policy makers see corruption as the most endemic and entrenched manifestation of poor governance in India. Planning Commission in its National Human Development Report (Commission 2002) sees corruption embedded in the way government activities were being carried on in the country. The institutional arrangements in regulating the economy were such that state officials had monopoly as well as discretionary powers vested in them. The problem was compounded by procedural and legal hurdles, which an individual had to confront in almost every interface with public authorities. It suggests that the solution to the problem does not lie merely in deregulation and liberalization of the economy. Systematic efforts have to be made to review prevalent institutional arrangements and accountability mechanisms have to be strengthened for those who hold power.

The emphasis of the Planning Commission in improving governance in the country is on building state capacities, strengthening public service delivery mechanisms and creating effective institutions for decentralization. The National Human Development Report (2002: 124) lays down the following agenda:

1. Devolution of power to manage local affairs and decentralization of decision-making.
2. Civil service reform aimed at improving transparency, accountability, efficiency and sensitivity in public administration at all levels.
3. Enforcing incentives/disincentive structures that truly reflect social values and norms.
4. Procedural reforms covering all aspects of government's interface with public and
5. Empowerment, particularly of women, the marginal and the excluded.

As Grindle (2004) points out, good governance is deeply problematic as a guide to development. Getting good governance calls for improvements that touch virtually all aspects of the public sector – from institutions that set the rules of the game for economic and political interaction, to decision-making structures that determine

priorities among public problems and allocate resources to respond to them, to organizations that manage administrative systems and deliver goods and services to citizens, to human resources that staff government bureaucracies, to the interface of officials and citizens in political and bureaucratic arenas. Getting good governance at times implies change in political organizations, the representation of interests, and processes for public debate and policy decision-making(Grindle 2002).

Reforms are essentially a political activity. They are political whether in the sphere of liberalizing the economy and deregulating it or in designing institutions that emerge as the state transforms itself in the perspective of neo-liberal policies. (Kuldeep Mathur: 2008).

E-Governance as a Part of Good Governance in India

In line with this global trend, India has undertaken massive initiatives to introduce e-governance at the national, state and local levels. Similar to the previously mentioned common rationales, India justifies the adoption and expansion of e-governance on the grounds that it costs less, reduces waste, promotes transparency, eliminates corruption, generates possibilities to resolve rural poverty and inequality, and guarantees a better future for citizens (Haque 2002).

E-governance in India steadily evolved from computerization of government departments to fragmented initiatives aimed at speeding up e-Governance implementation across the various arms of the government at the national, state, and local levels. These fragmented initiatives were unified into a common vision and strategy provided by the National e-Governance Plan (NeGP) in 2006 (ibid).

In the 1990s India began to apply several communication technology initiatives such as e-governance, telecommunication, telemedicine, e-commerce, and community information centers while promoting access to the internet to bring economic benefits to the people. The application of ICTs for e-governance in rural development aims to 1) provide decision support to public administrators for improving planning and monitoring of developmental programs; 2) improve service to citizens and enable transparency; 3) empower citizens through access to information and knowledge; and 4) train developmental organizations to improve their functions and expand employment opportunities in rural areas. India's experience in e-governance/ICT

initiatives has demonstrated significant success in improving accessibility, cutting down costs, reducing corruption, and increasing access to un-served groups. Most of the state governments in India have approved e-governance initiatives through the use of ICTs and are in the process of enabling their citizens to use the Internet too. E-governance is viewed as ICT-enabled governance.

In a broader sense, 'e-governance' is all about reform in governance facilitated by the creative use of ICT. In India, e-governance transformation initiatives started in the 1990s. Since then the country has made considerable progress in the information and communication technology sector. To improve IT performance and productivity, the Government of India approved the National e-Governance Plan (NeGP) on May 18, 2006, which sought to improve delivery of government services to citizens and business establishments with the vision to "make all government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realize the basic needs of the common man". E-governance has become the necessary need to any form of governance at the local, regional, national or international level. While the 1980s saw the development of computerization in the government sector, the 1990s witnessed the importance of overall computerization with a centralized model in India.

With the cost of communication and IT infrastructure going downward and demand going upwards, the e-governance initiatives took shape in the decade of 2000s. Thus the government sponsored e-governance projects with the corporate world took a big leap to provide the impetus for long-term growth of e-governance within the country.

At the state level, many state governments started off their initiatives in the same period by taking up projects to serve their people through ICT. Today every state has a State Electronic Mission (SEM) to provide e-government services to the citizens.

The government has taken several initiatives in the journey from e-governance vision to implementation. Some purposeful steps and initiatives from vision to implementation include:

1. Thirty-one Mission Mode Projects (MMPs) across a wide range of public services such as passport seva, e-procurement digitization of land records, national citizen database, etc.

2. Eight e-Government Support Components to help set up the required infrastructure (State Wide Area Network, State Data Centers, Common Service Centers etc.) with technical and financial partnership with the private sector.

3. E-Government Management Structure comprising multiple committees to resolve bottlenecks and oversee program execution.

Today with the launch of State Electronic Mission and under the State Data Centre guidelines, inclusion of 'Citizen Services under Governance' has become a necessity in every State/UT. The journey of e-governance is guided and empowered by the 31 Mission Mode Projects (MMPs) under the National e-Governance Plan (NeGP) which acts as a powerful driving force for today's presence of e-governance in all government ministries and departments. Some standard programs and projects at the state and central levels which offer e-governance services to citizens include: certificates, licenses, land records, utility services and tax payments, (health, education and pension), RTI and grievance, public distribution system, election, police, agriculture, local government service, employment, industry and commerce, property registration, passport and visa and state specific services (Sapru 2014).

With the increasing awareness among citizens about their rights and the resultant increase in expectations from the government to perform and deliver, the whole paradigm of governance has changed. Government, today, is expected to be transparent in its dealings, accountable for its activities and faster in its responses. This has made the use of ICT imperative in any agenda drawn towards achieving good governance (INDIA 2008).

Sikkim's Profile

Sikkim, the second smallest state of India in terms of territory, with an area of 7096 square kilometer, is bounded from its north to east by China, by Bhutan from its east to south and West Bengal state of India in the south and Nepal in the west. Despite its tiny size, Sikkim is diverse in language and culture, in history, politics and in

geography also. Sikkim is the homeland of three main ethnic groups the Lepchas, the Bhutias and the Nepalese. While the Lepchas are the original inhabitants of the state, the Bhutias are the migrants from Tibet into Sikkim in seventeenth century and the Nepalese started migration into Sikkim from the beginning of the nineteenth century. Other communities joined them later in different phases (Mukherjee 2012).

As per the latest Census of 2011, the population of Sikkim is 607,688, which was 540,851 in 2001 Census constituting 5.26% of the total population of India. In 2011 Census, the population of Sikkim constitutes 5.02% of the total Indian population, which is 1,210,193,422 (Linguistic Survey of India 2009).

The capital city of Sikkim is Gangtok. Sikkim comprises of 4(four) districts. The total population growth rate of Sikkim was 0.05 % (percent) of India in 2011. In 2001, the figure was 0.05 percent%. The total growth rate population in this decade (2011) was 12.89%. Literacy rate in Sikkim as per the 2011 census; has increased and is 81.42%. Male literacy stands at 86.55% while female literacy stands at 66.39%. In actual numbers, total literates in Sikkim stands at 444,952 of which males were 251,269 and females were 193,683.Sex ratio in Sikkim is 890 i.e. for each 1000 male, which is below national average of 940 as per census 2011. In 2001, the sex ratio of female was 875 per 1000 males in Sikkim.

Out of total population of Sikkim, 25.15% people live in urban regions. The total figure of population living in urban areas is 153,578 of which 80,273 are males and while remaining 73,305 are females. The urban population in the last 10 years has increased by 25.15%. Of the total population of Sikkim state, around 74.85% live in the villages of rural areas. In actual numbers, males and females were 242,797% & 214,202 respectively. Total population of rural areas of Sikkim state was 456,999. The population growth rate recorded for this decade (2001-2011) was 74.85%. In rural regions of Sikkim state, female sex ratio per 1000 males was 882. In rural areas of Sikkim, literacy rate for males and females stood at 84.62% and 62.97%. Average literacy rate in Sikkim for rural areas was 78.95%. Total literates in rural areas were 321,930 (Sikkim Population Census data 2011).

Issues of Governance in Sikkim

After 40 years of Sikkim as a constituent state of India, it has made a lot of development and has gone through a lot of change and progress. It has made significant strides in all the social and economic indicators. Sikkim has maintained one of the highest economic growth rates of 8.3 % in the country during the 9th plan. Sikkim has the 5th highest growth rate in per capita income and Sikkim devotes 4th highest percentage of plan expenditure on social sector in the country ((GOS) Sikkim 2007).

However, it is said that poverty is deepening and widening. People have become too dependent on the government thereby losing their ability, innovative skills and commitment. The traditional institutions are fledging, and development practices are vanishing. Political rights are infringed upon. New cultures of depredation and violence are emerging. People are looking for newer avenues and better opportunities, whereas the ability of the states to deliver goods is fast eroding. The delivery institutions have become weak and fragile. In the absence of accountability and transparency, people are losing their faith and confidence on the governmental institutions. Political interventions, bureaucratic lethargy and indifference in the civil society have made the monitoring and evaluation literally impossible" (ibid).

The 10th Five-Year Plan of India mentions "in almost all states, people perceive bureaucracy as wooden, disinterested in public welfare, and corrupt. The issue of reform in governance has acquired critical dimensions, more so in the poorer states…weak governance, manifesting itself in poor service delivery, excessive regulation is seen as one of the key factors impinging on growth and development. There has also been less than adequate decentralization of the functions of government. The spirit of the 73rd and the 74th constitutional amendments has not been observed in many of the states. It is believed that little improvement will be possible until such decentralization becomes effective, both in terms of functions and resources".

In Sikkim, it is found that there is a debate on second generation reforms which aim at changing the mindset of the politicians, improving the functioning of political institutions and consolidating the link and the symbiosis between democracy, development and participation.

The most fundamental link between democracy, development and participation is the delivery institutions and mechanisms. But it can be realized that the entire delivery system is under deep confusion and great stress today. It is found and is tended to become accountable to none and responsible to nothing. Whereas, only if there is accountability, transparency and good service delivery, a good governance can be found.

The use of technology in the delivery of government services is particularly relevant in a state like Sikkim where communications and access are major problems. The Government of Sikkim has already started the application of electronic technology to government operations. It is the first state in the country to have computerized all its land records. But the use of computers is still largely viewed as a mechanical adjunct to the existing mechanical process and utilized mainly for data storage. Thus, it is important that the government takes steps to advance the application of technology, both to demonstrate its usefulness and to reduce costs of operation (Sikkim 2001). "Reducing cost" has been one, among many rationales for the adoption of e-governance by the Government of India as well.

The adoption of information technology can be effectively used to increase the government's interface with the public and to enhance the quality of state services. The government will keep a database of citizens, which will help target welfare programs and minimize the misuse of funds. The spread of the electronic networks and the incorporation of information technology in the day-to-day functioning of the government will allow the public easy, quick and convenient access to government services and help cut down on corruption. For example, individuals will be able to apply for a birth certificate or renew their driving license electronically; and projects could be given clearance online. Also within the government, too, the process of decision-making will be quicker by cutting down on transit delays in sending and receiving information (ibid).

E-Governance in Sikkim

In the context of Sikkim where democracy and development have not taken its proper root, the concept of *'good governance'* can be considered as a part of development process in view of bringing goodness and satisfaction in the state and to the civil society (Khamdak n.d.). In Sikkim, the concept of good governance attributes to accountability, both financial and political, transparency, easy access to information, popular participation in decision-making process and formulation and implementation of policies, responsiveness, efficient delivery system of goods and services, enforcement of rule of law, supplanting the rule of whims and caprices of rules whether stipendiary or elected, citizen satisfaction and an overall caring and humane ambience promoting an egalitarian and equitous social and economic order. It also attributes to the combating of corruption, nepotism, red-tapism, favoritism, bureaucratic mismanagement or mal-governance.

It further focuses on adaptation of proper procedures so that aid and allocated funds are effectively utilized and managed for the betterment and welfare of the general masses in the civil society with the prime objective to reduce hardship and poverty (Khamdak n.d.).

Since '*e-Governance'* includes all the characteristics of '*good governance'*, Sikkim therefore envisions for implementation of e-governance in Sikkim. In fact the state has already taken some of the initiatives under the guidance of government of India as per the initiatives taken by GOI (government of India).

Government of Sikkim is aware of the transformational changes in IT technology and has started to harness its capabilities for the welfare of the state by having up to date citizen services, ensuring greater accountability through e-Governance and also promote IT investments in the state.

As per the information technology policy of Sikkim, their aims and objectives are:

- Empowering citizens and making life easier for them through E- governance.
- Facilitating Income and employment generation in the private sector.
- Improving productivity in the Government Departments through computerization.
- Use of information tools in the administrations to improve governance.
- Making Sikkim a totally computer literate state.
- Reducing the digital divide.
- Using Information Technology to map the resources of the state.
- Using Information Technology to bring succor to the disabled.

Some of the initiatives that will be taken to meet the above mentioned mission and objectives are:

- Employment generation.
- E-Governance and Computerization in the Government.
- Resource Mapping.
- Capacity building in Information Technology.
- Technical Infrastructure.
- Cyber laws, Security and Intellectual Property Rights.
- IT for the disabled.
- Publicity and Interactions with the local entrepreneurs.
- Industrial Policy relating to Information Technology

(Information Technology Policy for The State of Sikkim 2006).

The Sikkim State Innovation Council also underlined the following issues and challenges. Sikkim is facing problems implementing e-Governance applications because of poor Internet connectivity in the State. Connectivity to be established up to the GPU level for proper implementation of e-Governance projects but the hilly topography and remote location of some areas are a hindrance in establishing connectivity. The Power Grid Corporation of India (PGCIL) has completed OPGW connectivity in the South District but the West District is yet to be covered. The State Government has signed an agreement with the BBNL on establishing connectivity in

the State but so far nothing has been done from their end. Setting up of Wi-Fi connectivity in Sikkim as an alternate for connectivity is also a problem because of poor line of sight (Minutes of the meeting of the State Innovation Council 2013).

Survey of Literature

Bevir, Mark. 2012, in *Governance: A Very Short Introduction*, discusses the concept governance and the changing dynamics what was used to be before and today. The author also describes about the different forms of governance such as Organizational governance, Corporate governance, Public governance, Global governance, and finally Good governance- wherein we find the vast shift of old forms of governance to a new form of governance. The author relates good governance with the practice of Democracy.

There is a link between development and good governance. Particularly in the global south, global financial institutions like the IMF or the World Bank specially emphasize such linkage. Frey Klaus. 2008, in *Development, Good Governance, and local Democracy* discusses about the period after post world war II where the international financial institutions especially IMF (International Monetary Fund) and World Bank plays a vital role in development particularly related to Southern countries. The author discusses that "governance has become a key focus in the development debate of the 1990s, not only concerning the necessity of restructuring global governance arrangements in order to overcome the predominance of "donor states" and of financial interests over the poor states of the South, but also with regard to the restructuring of the state and of state-society relations within these southern countries, as a basic condition for development". Further the author emphasizes, "The main international development agencies share an overall consensus that good (i.e., transparent, accountable, inclusive) governance should be established and expanded everywhere to boost the tempo of development". From this we can assume there is a deep inter-linkage between Neoliberalism, Democracy and Good Governance.

The author discusses the incorporation of democracy and participation in the World Bank discourse, which can give a space to create economic transformation. Though the author have also discussed how the World Bank prioritize poverty reduction and

keeps it high on its agenda, but it could be clearly seen how the ideas or concepts like neo-liberalism, plays a vital role in functioning of any countries smoothly. Further these concepts can work well only in Democracy and achieving Good Governance not just Governance, which lacked in a management such as administration, state-society relation etc. is the main reason towards realization of less government but better governance which everyone aspires for it today in state, national and international level. The author in the end of the discussions tries to see critically about the good governance approach for e.g. to quote "The good governance approach and its equivalents in the development debate, according to my understanding, fails to acknowledge the political nature of local conflicts and the interests and power relations involved which have to be contemplated in thinking about strategies for change", and the author comes with the suggestions as well.

Implementation of good governance has to take into consideration the social, political and economic factors. Particularly the states in the global South, which have poor socio-economic indicators, governance has to address these concerns. Saxena, Anupama. 2005, "E-Governance and Good Governance: The Indian Context" especially emphasizes that bad governance cannot be converted into good governance, rather the author argues that e-Governance can only make better governance. But mostly as author have discussed in this article regarding the constraints related to Social, Administrative and Political factors only if this things are removed, will the idea of e-Governance achieved. Another article on good governance in India by Sumanjeet.2006, "E-Governance: An Overview in the Indian Context" discusses about its objectives and the benefits of e-Governance. The author discusses about the implementation of e-Governance in India and the issues regarding implementation of e-governance in India. Further the author in this article suggests few measures for the better development and applicability of e-governance in India like a clear and focused vision of what is objective of introducing e-governance, areas of public funding should be clearly spelt out, strong IT infrastructure for e-governance implementation, building e-governance awareness and commitment etc.

In the neoliberal democratic era where initiatives are taken to have good governance, particularly the entry of World Wide Website (WWW) and Internet has helped accelerate and globalize the concept of good governance. Rose, Richard. 2005, in "A

Global Diffusion Model of e-Governance" analyzes the use of Internet within different countries. The author discusses about the Diffusion model. Further this article discusses about the implications of Internet diffusion nationally and globally.

E-Governance helps to perform governance well. In fact, India has already started to meet the demands and manage a vast population. Since India is composed of multi-ethnicity having different language which has been one of the major obstacles in implementation of e-Governance in India. Prasad, Kiran. 2012, in "E-Governance Policy for Modernizing Government through Digital Democracy in India" discusses about the emergence of e-governance in India. It further discusses the challenges of setting up of e-governance in India. This author also discusses the disparities in languages, which is not understood by almost more than half of the population. Finally this article presents the case study of Kerala wherein we find or get to know the advancement of e-governance and its usefulness for better governance.

Democracy is said to be well practiced/exercised only if there is accountability, transparency and service delivery. E-Governance is thus, among many, one of the important aspects which helps realize Democracy. Savic, Dobrica. 2006, *E-Governance Theoretical Foundations And Practical Implications* discusses about Democracy and have tried to link it up with the idea of e-Governance. Further the author explains how e-Governance better helps in building democracy. Finally the author illustrates the development of e-Governance in Canada.

There is a concrete effect of power play in every society and social relationships. This exacerbates the performance of governance. Sreekumar, T.T. 2008, "Decrypting E-Governance: Narratives, Power Play and the Participation in the Gyandoot Intranet" in the chapter in the book *ICTs and Indian Social Change: Diffusion, Poverty, Governance* talks about the advent of E-Governance in India and taking the case study of Dhar district in Madhya Pradesh has tried to see the Gyandoot as an organization and technology and its role and its implications into the picture of social dynamics. The author has also discussed about the Gyandoot Kiosks and its reach into the grass root level but the author too discusses about the issues and challenges, which seems a very long process to become a reality. Here, the author too points out the power play that takes place in the village level and becomes one of the major

challenges for the smooth functioning of e-Governance. Another similar discussions related are Dwivedi, Sanjay kumar & Bharti Ajay kumar, 2005. "E-Governance in India – Problems and Acceptability" here the author discusses about the importance of E-Governance, he also discusses about the problems in India such as poverty, illiteracy, infrastructure etc. use of ICT can help to govern things better and has found the introduction of e-Governance useful. The author discusses about the initiatives taken by the Government of India to have good governance through the means of e-Governance. Further the author points out the status of India in implementing of projects in various states such as Gyandoot in Dhar district of Madhya Pradesh, CARD in Andhra Pradesh, and Bhoomi in Karnataka. Also, Sapru R.K. & Sapru Yudhishthira, 2014. "Good Governance through e-Governance with special reference to India" here author explains about the need and importance of e-Governance in India. The author states the positions of the other successful countries in implementing e-Governance and also explains India is far behind compared to other states. However, the author discuses the initiatives taken by the Government of India and further illustrates major issues and challenges faced in implementing e-Governance, the author have come up with the solutions also in order to better functioning of it.

With the entry of the neoliberalism, we got to hear a lot about Structural Adjustments Programs (SAPs), where a lot of structural reform, a country has to go through. Chin, Lim Hyun & Ho, Jang Jin. 2006, in *Between Neoliberalism and Democracy: The transformation of the developmental state in South Korea* discusses the transition phase of the South Korean state. The author have discussed in terms of the economy of the country. This article has further discussed about the impact of globalization and the inputs of neoliberalism and its restructuring programs famously known as Structural Adjustments Programs. Most of all, the authors have tried to focus on the previous position of a country and the present state of a country.

A theory better helps understands any particular phenomenon vividly. De' Rahul, 2008 in *Electronic governance – Theory* discusses about the two theories of structuration theory and Actor Network Theory wherein with the help of these two, e-Governance research could be done. Further the author discusses about the developing countries issues.

Edited by Jolle Demmers, Alex E. Fernandez Jiberto and Barbara Hogenboom, 2004, *Good Governance in the Era of Global Neo-Liberalism: Conflict and Depolarization in Latin America, Eastern Europe, Asia and Africa*, the introductory chapter "Good Governance and democracy in a world of neoliberal regimes*"* discusses that after the end of the cold war a new discourse on governance and political systems have arised. There was a realization that global neoliberalism could only successfully proceed in a 'sound' governance. This chapter talks about after 1990s the emphasis on 'good' governance was combined with the call for democratization. Here the authors have critically analyzed the emergence of good governance and democratization as prioritized issues of the international development agenda, within the context of worldwide neoliberalization. It is illustrated that governance is much more than formal institutions structures and state authority. Further the author also discusses by quoting, that "even from the perspective good governance means a democratic capitalist regime, presided over by a minimal state which is also part of the wider governance of the NewWorld Order".

Sikkim Human Development Report 2014, represents and discusses the achievements and future aims and goals. It delinesates the multiple deprivations to which the rural poor get subjected are those relating to poverty, unemployment, ill-health, and illiteracy which impede in the assured basic needs and living standards. However, according to this report there is a huge improvement compared according to the report of 200, particularly in poverty reduction and literacy rate. But still this report emphasizes more towards achieving the aims and goal of decentralization developments efforts and local governance. Also reflects generating a sense of ownership, introduce transparency and make the governance accountable.

Rationale and Scope of the Study

Sikkim is a young democracy, where there is a diverse demographic and urban-rural divide and an economic disparity. As far as good governance is concerned there is a need of understanding and examining the shift in the role of the state and also the non-state actors, the issues and challenges in implementing e-Governance, and what implication e-Governance has for democracy and development in the state. The study focuses on the linkages between neo-liberalism, good governance and democracy. It further tries to see the issues and challenges in implementation of e-Governance in a state like Sikkim with multiple socio-economic challenges.

Objectives

To understand the triadic relation between neoliberalism, good governance and democracy.

To understand the role of the state in good governance.

To identify the issues and challenges and understand the implementation of e-Governance in Sikkim.

Research Questions

What are the rationales for the introduction of e-Governance in Sikkim?

What will be the nature and role of the state in this system of governance?

What implications it has for democracy and development in Sikkim?

What are the issues and challenges in implementing e-Governance in Sikkim?

Research Methodology

The first part of the proposed study discusses the concepts like good governance, democracy and neoliberalism and their interrelationship and how the concept of good governance fits into this framework. The second part of the study looks at the major issues and challenges of implementing e-Governance in Sikkim. The sources used are both primary and secondary data. It also uses various publications of the central, state, or local governments, like the Human Development Report. Various publications by international bodies, books, magazines, journals, newspapers, reports, blogs, websites.

Chapterization

1. Good Governance: Conceptual and Theoretical Considerations discuss the concepts and theoretical framework related to governance, good governance and democracy. The chapter also discusses the concept of e-Governance as a part of good governance in India. As a part of the chapter, a brief profile of Sikkim and issues of governance in the state is discussed. The chapter also introduces rationale and scope, objectives, research questions, and research methodology followed in the study.

2. Crisis of Governance and Good Governance in India: In this second chapter, an attempt is made to understand how the crisis of governability in India re-energized the interest in good governance in India. It tries to elaborate the rationales of introducing good governance. Also the chapter discusses the role of state in good governance.

3. Evolution of Systems of Governance in Sikkim: In this chapter, different systems of governance in Sikkim from the pre monarchical to the contemporary period are discussed in detail.

4. E-Governance in Sikkim: Issues and Challenges: The chapter identifies and analyzes the issues and challenges in Sikkim in implementing e-Governance. It looks at how the state operates vis-à-vis market and civil society in this system of governance.

5. Conclusion: This chapter concludes with a detail finding of research done. Finally, it also elaborates about the implications for democracy and development.

Chapter II

Crisis of Governance and the Concept of Good Governance in India

Democratic governance is measured by the level of people's participation, free and fair elections and accountable elected representatives, availability of information, and people's role in decision making, women's participation and fulfilling the expectations of the poor. Competitive elections, positive discrimination and involvement of diverse social forces have created space for popular participation in India. But, our democracy faces challenges from corruption, poverty, fickle coalitions, regionalism, and violence. Powerful elite groups control real decision-making. Sovereignty is conceived in terms of powerful governments, not free citizens; democracy begins and ends with the ballot box. Only Parliament is exposed to the public mandate. Democracy has not changed the lives of millions of ordinary people in the country, who are still unable to read and write, drink clean water, or earn a decent living. In democracies, elections are necessary to legitimize the state; but there is a life beyond the elections, which must be ensured.

Legitimate governments are not necessarily good governments. Human lives shrivel and the poor remain voiceless because of sharp income inequalities, widespread feudalism, and absence of internal democracy within political parties, inadequate checks and balances, institutions and ignorance of elected representatives. The moral foundations of the Indian state have been eroded by electoral fraud, money politics, steady criminalization of the political system, and increasing corruption in public life. Electorates have lost their faith in elections, which reflects in poor voter turnout. The political process no longer commands the confidence of the people. Marginalized groups, desperate for representation and bypassed by the mainstream, take up arms against the state. Human lives, lost in these conflicts, represent the brutal costs of poor governance (Saurabh 2001).

However the tendency to ascribe failure of development policy to bad or inadequate governance has become nearly universal. It seems development finance institutions (DFIs), multilateral agencies (MLAs) like the World Bank and the Asian Development Bank, and policy-makers have all come to the conclusion that poor governance, like a multiplicative factor, reduces even the best policy and prescription

to naught. One can dispute this contention in many ways. Since all acts of omission and commission, poor design of institutions and their improper working can be considered as governance failure, the contention is neither an explanation of development failure in a causal sense nor particularly useful from the point of bringing about change in economic performance (or even of governance). The notion of governance failure has to be narrowed down and carefully understood. As a truism it has the danger of masking our inadequate understanding of societies and economies or even our unwillingness to understand the specific features of particular societies (S. Morris 2001).

Talking about poor governance, without worrying deeply about the conditions that endanger the same, may also hide an unwillingness to examine the policies and development approaches critically (ibid). On the other hand, good governance demands respect for human rights, rule of law, strengthening of democracy, promoting transparency and capacity in public administration. The responsiveness of the state and its institutions to the needs and aspirations of the people, and inclusive citizenship are imperative to good governance (Jeevan Kumar 2011).

Taking into the account of the idea of "Governance" and "Good Governance", in a country like India, there is a need to understand and pay heed towards, for the better governance, so as there is development in the social, political and economic sphere of the country without the exclusions of the individuals. Therefore this chapter discusses the problem of governance, it analyzes the entry of good governance initiated by the international institutions and practiced by the developing countries for development. It tries to see the crisis of governance in India. It also discusses about the roles played by state and the rationales for introduction of e-Governance in the country for good governance.

The Concept of Governance

The traditional concept of governance simply implied an exercise of control by a body of persons elected or brought into power by force, to rule and to reign over their subjects in whatever way they like, in total disregard of their own obligations. However, with the passage of time and the consciousness and growth of democratic atmosphere throughout the world, it began to be realized that the people are not

merely the subjects but they have their legal rights and their sovereigns have their corresponding obligations towards them for securing and promoting their welfare, social, economic and political. The perception came to be realized that the people have their own rights, sometimes called as inalienable natural rights, and that they were entitled to be governed consistent with these rights (Sanjeev Kumar Sharma 2011).

Though they are not new concepts, the terms "Governance" and "Good Governance" have recently come to occupy an important place in development literature, and in the concerns and considerations of major international donors. Indeed, more and more importance is attached to the notion of good governance, thus rendering bad governance as one of the worst possible features of society and a major cause of its problems and dysfunctions. Good governance often refers to the task of running the government in an effective manner. It is qualitatively and conceptually superior to a mere good government. The concept of governance and government do not have the same meaning. Government often denotes the formal legal institution of the state, capturing the site and dominance of formal political authority and leadership structures. By contrast governance is much broader and more useful concept that includes the exercise of political authority and control over society and how that affects the management of a country's economic and social resources for development. Governance brings on board all development actors and lays emphasis on shared responsibility in ensuring human development. From this perspective, governance entails the institutional capacity of public organizations (not limited to government) to furnish public and other goods to the citizens in an effective, transparent, impartial and in an accountability manner (ibid).

It was due to the intellectual discourse coming from the World Bank and other multilateral agencies that the concept of good governance gained prominence. It was in a particular background that IMF and World Bank aired the concept of good governance. Until the early nineties, the 'Washington Consensus' was the main influence in the discourse of multilateral agencies like World Bank (ibid).

The main prescription of the 'Washington Consensus' was the policies of liberalization, privatization and globalization. It was assumed that adherence to these

policies by the developing world would result in higher economic growth and reduction in poverty. It considered excessive intervention of state as a major cause of economic slowdown and stressed on the liberation of market from state regulation, in this way they supported the concept of 'minimal state'. However in the early nineties, the 'Washington Consensus' and the policies of the IMF and the World Bank were criticized as it lowered the growth of world economy, aggravated the economic and social problems of many countries and increased the gap between rich and poor. Thus the fundamental principles and assumption of the IMF and World Bank policies which were based on 'Washington Consensus" was seriously questioned. In order to respond to these criticisms the World Bank started emphasizing the importance of institutions and governance. According to them the existence of 'weak institution' and 'poor governance' were the main reasons that created hurdles in the development process. In 1998, study titled "Assessing Aid: What Works, What Does Not and Why", the World Bank concluded that foreign and world have made a greater impact on poverty reduction if it were focused on poor countries with stronger economic institutions and policies. Now the World Bank redefined the role of the state also. It now recognizes the important role played by the state in the development process, although markets are regarded as the main engine of sustained economic growth. The state and the market are now viewed as complementary to each other rather than alternatives to each. The effective state is now regarded as vital to creating an environment that allows the markets to flourish (ibid).

On one hand the World Bank wanted an environment conclusive for market to flourish and on the other hand added a new aspect to the concept of good governance in order to reduce the state power. According to the World Bank the power of the state could be controlled and reduced by different measures like ensuring the participation of people in designing and monitoring projects and programs, bringing more transparency to state activities and making public officials and politicians accountable to people (W. Bank 2000-2001).

Decentralization of state power can also check an excessive concentration of power. Effective and strong institutions can limit the space for arbitrary action and restrain corruption. Effective institutions call for greater separation of power among the different branches of state. An independent judiciary can ensure accountability of

legislature and executive authorities. The provision of a regulatory regime can promote competition and innovation while constraining the abuse of monopoly power. The introduction of greater competition in different areas such as hiring and promotion, policymaking and service delivery can improve the performance of state and make it more responsive. The World Bank and IMF talked about the basic tenets of good governance like transparency, accountability, efficiency and fairness in order to check the excessive concentration of state power. Thus the concept of good governance came as a response to the critics of world bank policies in which they tried to show that they are really bothered about addressing the social and economic problem faced by different countries and will stress on pursuing those policies which will help in reducing poverty and will lead to the real development of the society. But in reality the World Bank advocated the concept of good governance in which they wanted state to play an active role only for creating conducive environment for the market to flourish and wanted the state only to function in a manner that would not intrude upon the efficient functioning of the market forces (Sanjeev Kumar Sharma 2011).

It was only later that the term good governance was used to represent the interest of all the groups in the society and stressed on the promotion of social cohesion, integration and well being of its population. Like UNDP views governance as the exercise of political, economic and administrative management of public affairs. It encompasses the mechanism, processes and institutions through which citizens and groups articulate their interests, mediate their differences and exercise their legal rights and obligations. The result of good governance is development that "gives priority to the poor, advances the cause of women, sustains the environment, and creates needed opportunities for employment and other livelihoods". UNDP defines governance in terms of eight specific characteristics i.e. participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive, and the rule of law (UNDP 1997).

Crisis of Governance in India

Since 1991, economic liberalization in India has reduced red tape and bureaucracy, supported the transition towards a market economy and transformed the economy, with high growth rate. However, although the Indian economy has become the 4th largest in the world, the growth has been uneven across social and economic groups, and poverty is still an issue. Endemic and deep-rooted corruption is a major factor for most social and political ills. It is a serious threat not just to sustainable economic growth, but also to the socio-political fabric of the country. Recent major scandals such as the 2G-spectrum scam, Commonwealth Games misappropriations, Adarsh housing scandal, and the cash for vote scam have badly dented the credibility of the political class. Public dissatisfaction with the current inefficient and arbitrary decision making system of the nation appears to be at all time high after independence (www.socialissuesindia.files.wordpress.com 2011).

The first high profile scandal after independence was the Jeep scam in 1948, when jeeps were required for the army operation in Kashmir. V. K. Krishna Menon, the then High Commissioner for India in London entered into a deal with a foreign firm without following the normal procedure. Rather than initiating a judicial inquiry, as suggested by the Inquiry Committee led by Ananthsayanam Ayyangar, the then Government announced in1955 that the Jeep scandal case was closed. Union Minister G.B.Pant made a funny announcement "that as far as Government was concerned it has made up its mind to close the matter. If the opposition was not satisfied they can make it an election issue." Soon thereafter in 1956, Krishna Menon was inducted into the Nehru cabinet as minister without portfolio. Other notable scandals include the Mudgal case (1951), Mundra deals (1957-58), Malaviya - Sirajuddin scandal (1963). The governing climate in those days can be gauged from the following observations. A one man committee of A. D. Gorwala, set up to suggest ways to improve the system of governance, observed that quite a few of Nehru's ministers were corrupt and this was common knowledge and that the government goes out of its way to shield its ministers. The Santhanam Committee, which was appointed in 1962 to examine the problem of corruption, observed in 1964 that: "There is widespread impression that failure of integrity is not uncommon among ministers and that some

ministers, who have held office during the last sixteen years have enriched themselves illegitimately, obtained good jobs for their sons and relations through nepotism and have reaped other advantages inconsistent with any notion of purity in public life."In later years, corruption gradually became almost institutionalized when power got concentrated in just one person – Indira Gandhi. Nagarwala case (or V K Malhotra) was a most bizarre scandal when the Chief Cashier of State Bank of India, V.P.Malhotra paid Rs 60 lakhs to one Nagarwala supposedly on telephonic instructions from Indira Gandhi. Nagarwala died in jail but the mystery was never really resolved. Later, the Bofor's deal and the kickback charges led to Rajiv Gandhi losing power. Then Narsimha Rao became the first Prime Minister to be prosecuted in corruption charges in the JMM bribery case. Of course, he was later acquitted (ibid).

Corruption is an age-old phenomenon. The word corruption means destruction, ruining or spoiling – a society or nation. Selfishness and greed are at the root of it; it also implies lack of integrity and honesty. A corrupt society is characterized by immorality and lack of fear or respect for the law. When it stops valuing integrity, virtue or moral principles it starts decaying. Corruption is the abuse of public power for private gain.

Corruption comes under many different guises: bribery, misappropriations of public goods, nepotism (favoring family members for jobs and contracts), and influencing the formulation of laws or regulations for private gain, (ibid). Therefore, good form of governance is necessary to be implemented for the better future of the state and citizens.

The period beginning in the early 1980s has been particularly turbulent, as India has been confronted with an unprecedented series of crises notching up one deadly milestone after another: the assassination of two prime ministers; continuing insurgency and terrorism in the strategic states of Kashmir Assam, and the Punjab; and the rise of religious fundamentalism and exacerbation of communal and sectarian violence that has claimed thousands of lives in the past two years. The mounting problems of daily governance, made acute by government prevarication and ineptitude and the breakdown of civil law and order, not only bring into focus the

simmering "crisis of governability" in this populous multi-ethnic, multi-religious democracy, but also underscore the fact that, despite the current political calm, Indian democracy remains vulnerable and precarious and will require concerted resuscitation in order to safely negotiate the storms ahead (Sharma 1994).

India has been ridden with civil tensions ever since the first signs of dissent in Kashmir during the forties. Since then, various ethnic groups in Punjab, Haryana, and Tamil - Nadu, Assam, and Northeast India have demanded political rights and even autonomy to form a state that would protect their interests. The assassination of Mahatma Gandhi, Indira Gandhi and Rajiv Gandhi highlights the culture of political violence prevailing in the country since independence. State resources are the most valued prizes for politicians and their constituencies. Ultimate authority over resources has passed into the hands of individuals, not formal institutions. The rise of businessmen and industrialists has led to money-politics. The license-quota-permit Raj forged an alliance between industry and politics; lack of transparency makes their transactions suspect. No large party has opened its accounts for independent audit (Saurabh 2001). The election process is thus reduced to an auction of political power and patronage through lucrative government contracts. Industrialists are making illegal donations, and enjoy political clout as part of the ruling elite (ibid).

The spread of political corruption is challenging orderly governance in India. The Vohra Committee Report, 1995, highlighted the nexus between crime syndicates, police, bureaucracy, and politicians. Former Prime Ministers Rajiv Gandhi and Narshimha Rao were investigated on corruption charges. This has made institutions weak leading to plunder of public money, lowering of trust, and decay of governance (ibid).

The Parliamentary system in India reveals a variety of corrupt practices. Persons, with criminal records, including kidnapping, rape, and murder have easily won elections by muscle power. Parliamentary proceedings are poorly attended and alliances are notoriously fickle. Now, regional parties have become stronger; fragmented parliaments have made unstable coalitions unavoidable. The country had faced its third election in as many years at immense financial cost (Saurabh 2001).

The role of the judiciary lies in protecting individuals and minorities against the misuse of power by public authorities. Despite judicial review and public interest litigation there is an erosion of public confidence in the system itself due to lack of effective access to justice, huge backlog of cases, long delays, and persistent corruption (ibid).

Governments are getting larger in India without getting better. Despite increase in per capita government expenditure, the total number of poor and illiterates has increased, since these funds do not touch the lives of ordinary people. Increased resources for social services become meaningless due to wrong priorities, improper implementation of policies, and financial leakage (ibid).

Clearly, the institutions of governance in India have failed to provide social, economic and political opportunities to its teeming millions, who happen to be born poor and are thus marginalized. Increasing levels of crime, violence, and conflicts also reflect this reality. Progress towards better governance will be impossible without the protection of the basic rights of the people and their participation in development activities (Saurabh 2001).

India, which started out with nearly all the institutions (largely inherited from the British) current in advanced societies, but limited to serve only a miniscule proportion of its population, failed in the apparently easy task of simply extending the domain, and access to these institutions, to the whole of society. Today we know that in India such extension has been more formal than real (S. Morris 2001).

India had all the ingredients by way of rules, institutions and organizations in spheres such as law, politics, participation, administration and governance, which few other non-industrial countries had. It also opted for universal franchise and a 'fair and true' democracy, which meant that most of the inherited institutions and more had to be extended to cover the entire population (ibid).

Political and social institutions tend to show the form of success and correctness but not the content and substance. Constitutionally provided decentralization exists in theory but is negated by government rules, orders processes and controls, and overstaffing; caste equality is enshrined in the constitution but violated every hour in

some corner of the country (S. Morris 2001). Equality of opportunity is enshrined in the Constitution but poor children out of school, and others not so poor are exploited in Bihar and UP by a rapacious private sector because public schooling has all but collapsed (S. Morris 2001).

Indeed, an entire enterprise has evolved within and outside government whose task is to manage the contradictions between the formal political and social development on the one hand, and slow economic development on the other, and the consequent non-realization of political and social development in substance. Thus, for the state it is important to tell the intelligentsia and the middle classes that it (the government) is doing something about poverty and the environment; that it provides scholarships; that it has hundreds of special and targeted programs, that there are many thousands of nongovernmental organizations (NGOs) working in the villages and elsewhere, and that there are free hospitals; free water supply; and that all are equal before the law. In truth though, despite all these efforts, India has very slow growth in per capita income barely doubling over a thirty-year period (and not because of a high population growth as many believe to be). It also has one of the worst records with respect to the environment. Bright young boys and girls are systematically excluded from good education given its highly elitist character (despite the activities of charitable and religious organizations). The leakages from government programs are so large, ranging from a minimum of 30 per cent to as high as 98 per cent, that such programs are more usefully (and correctly) seen as programs that serve to buy up potential dissent among the excluded and deprived. Despite free hospitals, even the poor spend vast sums on medical care; health status and morbidity of the Indian is amongst the worst in the world. We have tragically (and shamefully) the highest incidences of avoidable diseases such as blindness and mental retardation due to vitamin deficiencies, leprosy, tuberculosis, typhoid and malaria to name just a few (ibid).

Criminal suspects are often subject to inhuman treatment by the police in the process of extracting a confession. At the same time drunken driving by affluent individuals resulting in fatal accidents may go unpunished. Often the police themselves play a role in suppressing evidence. The institutional school would explain economic performance in terms of institutional inadequacies or their absence altogether. It is

true that the two are intertwined. And any snapshot picture of poor economic performance would reveal inadequate or missing institutions. But this does not mean that institutional failure was a cause of poor economic performance. This results in the populist politics, and the corruption that has now virtually destroyed many institutions (ibid).

However, government is the foundation of every community and it is essential that it works in an effectual manner to ensure that the public interest of the community is duly met with sustainable growth and progress of the country as a whole. India is a developing country and has complete potential of becoming a global super power but the ineffective central governing system due to expansive geographical terrains and decentralized government is retarding this progress (Muzzammil 2014).

The Emergence of Good Governance in India

Good Governance (efficient, effective, responsive, corruption free and citizen friendly) is central to the administration for ensuring people's trust in government and promoting social harmony, political stability and economic development, (Sangita 2002). Good governance in developing countries has been identified with political (pluralism, participation, decentralization, human rights and consensus), economic (economic liberalization, private ownership, investment, growth – poverty alleviation), social (civil society and non -governmental organizations or communitarianism, social capital or social cohesion), legal (rule of law and independent judiciary), and administrative (accountability, transparency, less corruption, efficiency, effectiveness and responsiveness) reforms by the international development and donor agencies (Kaul 1999)(Konig 1999, Osborne 1999) (T. W. Bank 1999).

In other words, good governance is strictly connected with institutionalized values such as democracy, observance of human rights and rule of law and greater efficiency within the public sector. Their main emphasis is on removal of corruption and strengthening of civil society, people's participation, transparency, administrative efficiency and accountability (Gonzalez 1999). In developing countries like India, good governance refers to probity in public life and responsive and people friendly administration. Good governance is the important agenda for all major political

parties. Removal of corruption through anti – corruption institutions and laws like Lokpal, electoral reforms, right to information, transparency in administration (procurement and tendering), de-politicization of appointments and transfers of administrators and e-governance are the guiding principles for administrative reforms. Accountability of administration is also visualized by strengthening decentralized self-governing institutions like Panchayati - Raj Institutions (PR Is) (particularly Grama Sabha, social auditing, monitoring, jama bandhi, people's planning and so on) and stakeholders' organizations (water, forest, educational, health and other such committees), apart from other reforms (privatization of services, down-sizing, right sizing and so on) (Sangita 2002).

Good governance means different things to different people. The lack of well-defined scope for what governance encompasses allows a user to choose and set one's own parameters, (Corkery 1999). 'Governance' could simply mean, as defined in the Seventeenth Century by Chaucer and Shakespeare, a method of management (Osborne 1999) or an act or a process of governing. Consequently, good governance is the act or process of governing so as to achieve whatever is good for the society (a moral interpretation of democracy) or whatever is considered good by the society (a majority governed interpretation of democracy). However,' good' is a relative concept, consequently good governance is also a fluid and contextual concept (Sangita 2002).

During last two decades, when scholars were discussing on governance, the "good governance" discourse was dominant point of view. This approach has so many normative aspects. As a concept, good governance carries liberal values that reflect priorities and values of its definers. These sources of definition have the ontological control over the definition of these categories (Zarhani 2013).

Therefore critics believe that good governance approaches can be compared with modernization theory for the same reasons. In spite of this kind of criticism, good governance as dominant discourse is used for analyzing of condition of developing countries. Therefore most researches and works on governance and development in India are under control of 'good governance' discourse (Zarhani 2013)**.**

The government of any country acts as the mainstay for every community. All types of governments have public welfare as its primary intention, its primary job being, to warrant that the advantage of public welfare reaches to the downtrodden sections of the society as well. However, it is a painstaking task. The government needs to ensure that it conducts the administration function in an apparent and effectual manner so that the citizens are assured about the initiatives of the government.

E-Governance as Part of Good Governance in India

E-governance has the power to provide the requisite transparency and accessibility for the citizens. It is a blessing from technology that amalgamates political functionality with the technological ease. E-governance works on the assemblage of technological tools like Internet, local area networks and mobile technologies and applications that enable effectual service deliverables like prompt information accessibility and broadcasting, augmented administrative efficiency and better public services (Infosys 2011).

E-governance can be understood as a progressive and development practice which augments the manner in which government functions, disseminate information, encouraging active participation of citizens and extent services to internal and external clients involve government bodies, citizens, NGOs and international parties. Governments across the globe are upgrading themselves by coupling information technology advancements like Wide Area Network (WAN), Internet, World Wide Web and mobile computing to communicate with citizens, business and various departments of the government, (Obi 2007). E-governance warrants improvised delivery of services to citizens, government employees and other concerned parties (World Bank 2011). This practice fosters citizen engagement through interactive empowerment by allowing approachability to knowledge and information and making the government administrative processes more methodical and effectual in functionality by warranting transparency, convenience and empowerment (J. Bhattacharya 2012).

India was one of the earliest to respond to the possibilities of using ICTs in development administration in the developing world. It may be noted that the Indian

State began to design and execute rural development programs with a relatively visible ICT content in the 1970s, while international attention on the potential of harnessing ICTs for developmental activities is a much new phenomenon. Several attempts have been made to use ICTs for improvising development planning, a key area of State action in the pre-liberalization era (Krishnan 2013).

'Electronic governance' became a key phrase in the Indian State's efforts to provide a facelift to its administrative machinery in late 1990s. The World Bank and other international agencies now gear it for 'good governance' as part of the structural adjustment strategies dictated. Since the institution of the Ministry of Information Technology, the central government has shown substantial interest in using IT for various objectives. The surging numbers of what is identified as e-governance projects since 1999 indicate that most of the State governments and Union Territories in India claim to have accepted the need for undertaking e-governance initiatives (ibid).

The governments at the national and state level seek to harness their potential and create new dimension of economic and social progress through bringing change in traditional governance structure to e-governance system. E-Governance can renovate the relationship between public, private sector and government and enables better policy outcomes, high quality services and greater engagements with the citizens in the country (ibid).

The culmination of these reforms spawned e-governance both at the central and state levels. Local governments too have been empowered like never before with the application of the ICTs. There are now vertical and horizontal linkages right from the central level to state level and down to district level. Efforts are on to integrate the local governments into the national architecture (Y Pardhasaradhi 2011).

The roots of e-governance in India lay in the establishment of the National Informatics Centre (NIC) in 1977. The launching of NICNET in 1987 – the national satellite-based computer network, provided the main thrust for e-Governance. This was followed by the launch of the District Information System of the National Informatics Centre (DISNIC) program to computerize all district offices in the country for which free hardware and software was offered to the State Governments.

NICNET was extended via the State capitals to all district headquarters by 1990. In the following years, computerization, tele-connectivity and Internet connectivity led to a number of e-Governance initiatives, both at the Union and State levels. A National Task Force on Information Technology and Software Development was constituted in May 1998. In 1999, the Union Ministry of Information Technology was created. In 2002, the National e-Governance Plan was rolled out with 2007 as a benchmark to achieve the policy goals (Government of India 2008) and (Y Pardhasaradhi 2011).

E-Governance has been a theme debated in and out of governments the world over. The Indian experience has been mostly in terms of pilot projects as can be seen through their success in states like Kerala, Andhra Pradesh, Karnataka, Tamil Nadu, Maharashtra, New Delhi and a few North-Eastern states, particularly Sikkim and Arunachal Pradesh. However, the fact remains that majority of such successful projects have neither been scaled up nor replicated across the country on account of its cultural, lingual and ethnic diversity. The effectiveness of the respective state governments also comes into question. In this regard, the state of Andhra Pradesh has done some pioneering work, beginning with e-Seva. The e-literacy project Akshaya was a grand success in its pilot state in Malappuram district in Kerala. The digitalization of land records program, Bhoomi, in Karnataka was a revolutionary turnaround in the way the land revenue department used to function. Now, all the farmers in that state have digital land records (record of tenancy and cultivation). Similarly, the North Eastern states have been successful in introducing the concept of community service centres that provide all government services to the citizens at the grassroots level. Public sectors like the banking, insurance, railways, income tax department, commercial taxes department, telecommunications, national highways, etc., have been successful in introducing e-governance platforms much ahead of the National e-Governance Plan (NeGP) of 2002. The plan did lay down many deadlines and an effective framework, but by the end of 2007 only a few states could reach the goals. This is generally attributed to lack of adequate financial resources or grants from the Centre. Also, there were no innovative collaboration (PPP) models that could sustain the pilot projects and their replication on a large scale. Though there was initial resistance to technology in governance from the institutional stakeholders, the problem was solved in a phased manner. Much depends on the political will of

the ruling dispensation in giving a thrust to the application of e-governance models in areas hitherto not considered viable (Y Pardhasaradhi 2011).

For accomplishing the e-governance objectives, there are few necessities. Internet connectivity is critical for e-governance. Moreover, accessibility of the services by the people should also be enhanced. Only then e-governance can be effectual. There is an imperative need for a team of skilled engineers to handle the entire process of e-governance and address the issues arising with time and also consistently upgrade the system for better experience. The data on the government portals should be regularly updated so that the people get latest information and statistics that is the most helpful. This radical transformation of the governing system is impossible without investing a lot of funds. This can be acquired from both public and private sources of finance (N. Y. Singh 2012).

E-governance has tremendous capability of speeding up the social, political and economic development especially in developing countries across the globe through its multiple advantages. This technology enabled platform makes the government more proficient, responsible, transparent and receptive to the needs of population along with making the entire administrative process more cost effective (Gregory 2007). It results in substantial savings and a better and more consistent government-citizen interaction especially with the population dwelling in remote and rural belts of the country. The decision-making and political processes have become more transparent and accountable with laying the foundation of a country's development in purview of political, social and democratic advancement (Sund 2011).

The Role of State in Good Governance

In a democratic set up, governance depends upon legislatures, executive and judiciary. Since governance is a process by which policies of a state are implemented, effective functioning of a state organs and administrative institutions are a prerequisites necessity. In the developing countries state plays a major role in bringing effective change in society through the implementation of various development programs. Thus, good governance is necessary for achieving the full benefits of various developments schemes and programs (Rao 2007).

The collapse of banks and financial institutions in the recent past; the uncovering of scams and frauds in the world of finance and corporate affairs; various scandals, including those that were exposed and those widely believed to be covered up, in the political or administrative set-up. All these point inescapably towards the need for good governance and accountability. The practice of good governance and acceptance of principles of accountability and transparency is acquiring greater significance in all spheres of public life: government and public administration, corporate and institutional affairs as also in civil society organizations (Nadkarni 2009).

India's experiences during the past six decades have clearly established that good governance in India aims at expansion of social and economic opportunities, removal of poverty and efficient delivery of services at the grassroots. For effective functioning of good governance, every citizen must be empowered and has right to be informed, express their views which must be heard and considered, participate in various decision-making processes of governance and contribute in meaningful ways (ibid).

Conclusion

In a democratic setup citizens expect speedy and transparent delivery of public services. The public services are delivered to the citizens through ministries, departments, agencies and bodies. The delivery of services and information can also be made available through information technology, portals and web sites. E-governance can act as a great tool to enhance transparency and accountability and in turn promotes good governance. The use and spread of e-governance, helps to reduce of brokers, middlemen and public officials to extract payment in return for delivery of services. The information and access to delivery of public services is usually complicated and cumbersome due to multiplicity of agencies, complicated procedures, red-tapism, untoward attitude and behavior of civil servants. E-governance is the delivery of government services and information to the public by using electronic means. Most of the government particularly local governments have already launched on-line information and monitoring system for delivery of services like issue of certificates, license, payment of bills for telephone, electricity, water

supply etc. the delivery of public service is improved through the information technology and e-governance, since it lead to less time in completing transactions. It also enhances accountability, responsiveness and transparency in the delivery of services and also checks corruption (Sanjeev Kumar Sharma 2011).

E-governance as a concept broadly focuses on three main areas. Firstly, from governance point of view it enhances transparency and encourages democratic values. Secondly, it tries to make public services efficient, cost effective and responsive to citizens and business. Thirdly, it ensures simplicity, efficiency and accountability in managing voluminous information and data effectively (ibid).

E-governance is more than streamlining processes and improving services. It is about transforming government in such a way that citizens can actively participate in democracy. The toughest task before the government is to create an environment where e-governance solutions can be effectively developed, designed and implemented (ibid).

Chapter III

Evolution of Systems of Governance in Sikkim

This chapter describes the systems of governance as practiced in Sikkim from the pre-merger period to the establishment of democracy and finally it analyzes and tries to address the issues and the problems of the subsequent system of governance in Sikkim.

Early system of governance in Sikkim

The Sikkim has its own unique history, as it is said that the Mangars (Dolma 1908) and Limboos (Risley 1928/2001, p. 11) were also the original inhabitants in this part of the land of Sikkim. However it is generally agreed, Lepchas are said to be the real autochthones (White 1909/1984, p. 7). It was only after the establishment of Namgyal Dynasty in 1642 that Sikkim was ruled under the monarchical system.

Before the invasion of the Namgyal Dynasty, "the Lepchas had their tribal chiefs and ruled over the land known as Sikkim today", (Sinha 2009) having their own system of Governance.

The political administration was setup in such a manner that the people were divided into various political classes. A class was under an Athang[1]. A Tur[2] exercised control over a number of classes. It is described that the overall authority, though it was in a loose form, was vested in a Panu/Punu[3]. The spiritual side of the Lepchas was taken care of by four major spirits – Mun, Padam, Yaba and Pau. The priestly class was supposed to have possessed these spirits. It was believed that the rulers (or their wives) possessed the highest spirit, the Mun. Thus both temporal as well as spiritual authorities were exercised by the leaders who happened to be elderly and venerated persons. This indigenous system and the independence of the Lepchas continued to operate in Sikkim behind the barrage of snowy peaks and thick jungles till the beginning of the seventeenth century (Bhadra 1992, pp. 75-76).

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[1]Chieftain.

[2] A local lord

[3] King.

The form of governance which Lepchas had set-up was not able to survive as the central authority of Panu was declining and every clan under its Athang was breaking away from the loose federation. There were frequent fights between various classes for the occupation of fertile valleys. Compared to those of Tibetans, Lepchas had weak social and political institutions and leadership. Such kind of weak and chaotic situation resulted in the disintegration of the Lepchas and Tibetans was able to successfully impose their rule in Sikkim, though at the beginning they had taken a refuge in Sikkim.

After, the weakness and ill administration of the rule, a substantial number of Lepchas was converted into Buddhism. The Tibetans established a temporal authority over the Lepchas, this lead to the new era in the political history of Sikkim. However, the agreement was that the Lepchas were to be treated equals, but the political authority was to be in the hands of the Tibetan ruler. But this was not acceptable by the sections of the Lepchas who were not converted, and this even ensued war between them, culminating in another agreement according to which the temporal power was shared with the Lepcha chief. But gradually the Tibetans were able to extend their authority throughout Sikkim and ultimately they were in control of both the temporal and spiritual power (Bhadra 1992, pp. 75-76). Thus, this clearly shows that there was a lack of governance with the Lepcha ruler and which in turn lead to the formation of Namgyal Dynasty which was able to survive for many years, under the establishments of monarchical institutions.

Monarchical Institutions: Political and Administrative Set-up

As mentioned by J.C. White, Lhatsan Chhempo of Red Hat Sect following a ritualistic schism in the Buddhist sect of Tibet arrived in Sikkim in 1640 AD accompanied by two more lamas. They were successful to convert the people of Sikkim into Lamaist Buddhist faith and in the year 1642 Phuntsok Namgyal was successfully enthroned as the first ruler of the then Greater Sikkim (Dejong)[4] (White, op. cit. page 16).

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[4]The Land of Rice (cited in the work of White, 1909)

Hereafter, this marked the beginning of the Monarchy rule in Sikkim. After the installation of Phuntsok Namgyal in 1643, 12 chiefs of Bhutia clan were selected as Kazis[5] and in the same manner chiefs of 12 noble families of the Lepchas were selected as Jongpens[6] (Namgyal and Dolma, 1908).

As stated in the Gazetteer of Sikkim, "prior to the advent of British in Sikkim, there were eight ranks (Wongchuk 2010) within the organization of the Government of Sikkim namely – Chogyal; Gyal – tshab/ ku – tshab (Regent/Representative); Drung – yig (Secretary); Chak – zod (Chancellor); Dun – nyer (Prime Minister); Lon – pon (Minister); Dzong – pon (Governor of a district); Pipon/Dingpon (Village headman); Gyapon (assistant to the village headman)". Thus, this vividly shows that monarchical institutions had a form of administrative organization, which was very strong form of government to rule over its subjects. It indeed ruled the land of Sikkim for a very long time, from the period of 1642 to 1975.

To put it simply, the country was divided into twelve dzongs[7]. The ruler selected 12 Lepchas from among the superior families of Lepchas of Sikkim to serve as district administrative officer. A Koshag[8] composed of 12 Bhutia chiefs representing their 12 clans in Sikkim was set up to assist the King in administering the state. The local administration was under the control of Landlords who were responsible for maintaining law and order in their respective jurisdictions. They were further responsible to collect revenues from the tenants and deposit the required portion of the collection to the state treasury. However, the king being an appointee of the Lamas and dependent on the Tibetan chieftains was not a superior one but just one among them. The king had to satisfy the Bhutia nobility and thus strong Landlordism grew in Sikkim. The landlords could even flout the orders of the king and rule over the area under them most autocratically (Bhadra 1992, pp. 75-76). Thus, this vividly points towards the weakness in governance pattern within the rule of monarchical institutions. It can be said, though the power was resided with the king, he was not able to exercise appropriately and this led to the lack of governance.

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[5] Land lords.
[6] District Administrative Officer (Sikkim: Democracy and Social Change, pp. 75-76)
[7] Districts.
[8] Council.

The system under the monarchical institution in Sikkim was both exploitative and callous. The king and the family had the largest and most fertile lands as their personal estates in the state. The tenants free of cost tilled the land belonging to the king and all its revenue went for the personal use of the king and family (Bhadra 1992, pp. 77-78). While the king appropriated huge wealth from the state, the ruler did virtually nothing to improve the lot of the common man. In fact, the king hardly spent any time for the administration of the country. The administration was left in the hands of Chunzed[9] and the Dunia[10] who had a council to assist them. But their administrators and councilors were more interested in personal aggrandizement and cared very little for the welfare of the state. Besides, the king preferred to spend most of the time in Tibet. Thus, most of the Sikkimese wealth was lavishly spent in a foreign country. The state's sovereignty and honor were at the mercy of Tibet, and whenever the state was threatened by a foreign power, the king either requested Tibet to protect it or he fled to that country leaving the people at the mercy of the foreign invaders. Namgyal's family in Sikkim hardly produced strong and able rulers. Most of the time local lords violated his orders and at times they even captured power and drove the king away from the state (Basnet 1974, pp. 50-51).

The high lamas were influential actors in the decision-making processes of the state. Like the king, the monasteries had their own estates. All persons settled within the jurisdiction of the monasteries had to pay their land revenue and share of crops to them. Moreover, every person in their jurisdictions had to provide seven days free labor to them in a year. The monasteries not only administered the areas under their jurisdictions they also carried out the judicial functions. The kings and the lamas were in close alliance with the kazis and they together plundered the people through various administrative devices and pattern of land holdings. The entire system worked in a manner so as to help only Bhutias and high class Lepchas. As a result there was continuous conflict between the Bhutia and the Lepcha communities at all levels (Bhadra 1992, pp. 77-78).

There were feuds among the members of the ruling family. Dissension prevailed in the council. Some members of the council even challenged the authority and

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[9] Prime Minister.
[10] Dewan.

legitimacy of the king and arrogated to themselves the state power for a considerable period of time. Conflict and clashes between the Lepcha and Bhutia were frequent. Sometimes lawlessness and chaos assumed such alarming proportion that the king had to request the Tibetan authorities to restore the law and order in the state (Bhadra 1992, p. 78).

Thus, this kind of system left many repercussions in its trail. The whole governance pattern was inefficient, wherein there was nothing for the common people to be happy. The country was economically, most backward spot in the region.

Administration Mechanisms the British Brought in Sikkim

To begin with, the entry of British in Sikkim actually started in 1817, with the Treaty of Titaliya, wherein resulting by putting an end to the bloody attacks from the East and West, where Bhutan and Nepal plundered hamlets and the capital, and seized chunks of territory, altering its border forever. With this treaty the British gained a permanent foothold in Sikkim (Hiltz 2003).

Over the course of the nineteenth century, the three Himalayan kingdoms came to function as a buffer zone for the British Raj, a mountainous bulwark protecting India from the Chinese and Russian empires. In an arrangement that suited British India, the exact terms of its relationships with the three states were never completely spelled out. Sikkim was destined, however, to emerge as the lynchpin for British aspirations to "open" Tibet and so was brought more closely into the political orbit of the British colonial system than either Nepal or Bhutan (Hiltz 2003).

Sikkim possesses what has been described as the "single most strategically important piece of real estate in the entire Himalayan range. Sikkim's Nathula and Jelepla, two 14,000 foot plus passes descending into Tibet's Chumbi Valley, provide one of the easiest passage through the vertical reaches of the Himalayas and have invested Sikkim with a geopolitical importance disproportionate to its tiny size. In the late 1800s as the British became involved in the "Great Game" with Russia and increasingly keen to expand commercial interests north of the Himalayas, Sikkim was transformed into a protectorate of British India. The Anglo-Chinese Treaty of 1890 gave the British government exclusive control over the internal administration and

foreign relations of the kingdom. For almost twenty years, the British directly administered Sikkim and in 1908 restored the internal administration to its ruler. In 1947 the British left India (Hiltz 2003).

In the late nineteenth century when the British East India Company extended its control over Sikkim, it found that the country was in a primitive stage. There were no roads, no police, no court, no public works, no education and no money in the state treasury (White 1909/1984, pp. 70-96).

Also, administratively it was a wrecked country. In spite of the framing of the two constitutions[11], there was no revenue system, no records and no civil service worth its name. Politically, the country was in a chaotic state (Bhadra 1992, p. 78). However, the entry of British into Sikkim brought a lot of difference in the long run as well. It was the British who brought much new mechanism in the administration of Sikkim. The British introduced certain administrative forms and values then prevalent in British India. But in Sikkim, as in most of the "princely" states in India, the British sought to use the existing political structure and elite to the greatest extent possible in the transformation of the functions and objectives of administration (L. E. Rose 1978).

The traditional political system under the Namgyal dynasty in Sikkim had involved an intricate devolution of administrative powers and functions that have sometimes been characterized as "feudal". The King of Sikkim was vested with absolute authority, and the government was operated as if the country were a private estate. One or more officials bearing the designation Chandzoh assisted the king[12] and a personal attendant called Dronyer[13], at the central level (the palace) (L. E. Rose 1978).

There was no departmental system as such, with a vertical distribution of administrative functions. Whatever administrative requirements arose was handled by either the Chandzohs or Dronyer, as was deemed appropriate by the king (Chogyal).

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[11] One framed around the year 1747, known as Mangshar convention, whereby the powers and privileges as well as the duties of the king and noble lords were defined, and the other framed in 1871 which high-lighted the settlement pattern and tenancy rights.
[12] The equivalent of a "confidential secretary"
[13] Literally, meaning "introducer of guests or visitors"

Regional and local administration was vested in the Dzongpons (district officers) appointed by king or, for their private estates, in the Kazis (Landowning nobility of Bhutia/Lepcha descent) (ibid).

The appointment of a "Political officer" by the British Government of India in 1890, and the concurrent policy under which the king was temporarily deprived of his political powers and functions, resulted in a basic reorganization of the administrative structure in Sikkim. For the first time a number of departments were established, headed by officers directly responsible to the political officer. The political officer in the place of the traditional council, the Lhadi Medi, appointed a state council, which had been a larger, more representative body than its successor. At the time of its inception in 1890, for instance, the state council consisted of only five members – four Kazis that were known for their pro-British proclivities, and the head lama of Pemiongche monastery. Later, the political officer expanded it to include representatives of the Nepali Thikadari (landlord) families (ibid).

The administrative changes introduced by the British political officer after 1890 had seriously disrupted the traditional political system. Eventually, a new pattern of regional and local administration emerged in which the Bhutia/Lepcha Kazis and the Nepali Thikadaris played the central role, displacing the Dzongpons (district officers) as the main agents of the Sikkim government at the regional level. This developed out of the land settlement program introduced by the first political officer, which was used to accomplish substantial changes in the landownership pattern. Several Kazi families that had supported the Namgyal dynasty in its dispute with the British lost part of their landholdings in the course of the settlement, receiving compensation in the form of "subsistence allowances" amounting to 30 percent of the rent paid by the new Lessee to the government. A number of monasteries also lost all or part of their holdings on the same terms. This land was later distributed to the Kazi families that had close ties to the British political officer on fifteen - year leases or to the Nepali Thikadaris on ten-year leases. By the end of the nineteenth century, a large proportion of cultivable land in Sikkim had come within the ambit of the Lessee system (L. E. Rose 1978).

The British rule drastically changed the inter-communal relationship in the state. The British rule encouraged the settlement of Nepalese who soon threatened the existence of both the Lepchas and Bhutias by the virtue of their number, valor, superior agricultural techniques and hard work (Narain 1967, p. 553).

With the withdrawal of the British, who had kept the rulers ineffective and isolated from the people, no central authority was left that could restrain the Nepalese on the one hand and the ruling Bhutia - Lepcha alliance on the other from the head – on clash. Since the king himself had never risen above the parochial and communal feelings, he could hardly command respect among the Nepalese and depended solely on the minority Bhutia – Lepcha support. The more the king depended on the Bhutias, the more militant the Nepalese became.

The Nepalese settlers were always under the threat of eviction and expulsion from Sikkim. No attempt was made by the coterie in Sikkim to assimilate the Nepalese, who were treated as foreigners; it was natural for the Nepalese to develop a sense of statelessness. They always longed for the degree of security, justice and freedom that their brothers were enjoying in Darjeeling under the patronage of the Indian Government.

Here, developmental activities initiated by the British in Sikkim created a politically conscious class that came increasingly in touch with the ideals of social justice expounded by the Indian national leaders. Such conscious sections were included with the educated Bhutias and Lepchas apart from Nepalese; they became restive and demanded an end to feudalistic system and urged for introduction of democratic setup, which was successful, after a long struggle, in the year 1975 (Bhadra 1992, pp. 78-79).

However, under the monarchy rule, the ruler was autocratic and oppressive and did not command obedience and support. Corruption was rampant and the enormous sums advanced by India for development works went straight into the coffers of the king and the members of his coterie. The king maintained 15 private estates that accounted for 12,740 hectares out of total cultivable area of about 90,130 hectares (Bhadra 1992, pp. 78-79). These lands, the most fertile in the state, produced rich

crops of paddy, cardamom and apples. The king either directly or through the revenue department of the government, collected revenues and taxes from the tenants of his land. The Chogyal and his family members constructed about a dozen huge buildings with a rental value amounting to about Rs. 50,000 per month. The king had a share in cinema house and cooperative societies. His family members had taken agencies of jeeps, petrol, and motor spare parts. They were also the sole agents of those essential commodities that were supplied by India under restricted quota (Bhadra 1992, pp. 78-79).

The feudal elements and the high lamas of big monasteries were flourishing under the protective wings of king. The feudal masters evicted the tenants frequently and exploited them mercilessly under the system of Adhiadhars[14] and Kutdars[15]. The government as subsidy provided the major part of the agricultural inputs to the landlords. The top ranking bureaucrats distantly related to the king were reaping rich harvest to the detriment of the interest of the common man and of the administrative efficiency. The people were, therefore, looking for an opportunity to clip the powers of the feudal lord and establish a new system that could ensure distributive justice to them (ibid). Thus if there is a problem in the distribution, there will be no justice which directs towards lack of governance. Finally, there was a widespread resentment towards monarchical institutions and demanded for a democratization and the establishment of democratic set – up. Thus, which eventually, due to weak and ill governance, lead to the downfall of monarchy institution and paved a pathway for the establishment of democracy in 1975.

The Entry of Democratic Governance in Sikkim

Democratic governance is built on the concept of human development in its full sense of the term, which is about expanding capabilities people have, to be free and able to lead lives that they would choose to. The capability to be free from threats of violence and to be able to speak freely is as important as being literate for a full life. While the range of capabilities that people have is huge and almost infinite, several

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[14]Adhiadhars – This is a practice of giving land to the tenant and in return the production done from it, is to be distributed in equal halves.

[15] Kutdars – This is a practice of giving land to the tenant but in return the tenant has to provide the production, which is cultivated as per the demand of the owner (for e.g. if a owner demands 100 kilo of cardamom the tenant has to provide, lost and profit will be on his own).

key capabilities are fundamental in human life and are universally valued, not only those in the 'socio-economic sphere' such as health and survival, education and access to knowledge, minimum material means for a decent standard of living, but those in the 'political sphere' such as security from violence, and political freedom and participation. Indeed, these are core elements of human well being reflected in the Millennium Declaration. Democratic governance needs to be underpinned by a political regime that guarantees civil and political liberties as human rights, and that ensures participation of people and accountability of decision makers (UNDP, Deepening Democracy In a Fragmented World 2002).

Like the concept of 'good governance', democratic governance seeks efficient institutions, and a predictable economic and political environment necessary for economic growth and effective functioning of public services. But the concept of democratic governance concerns political freedom and human rights, and removal of discrimination as central objectives. A reform agenda would aim at building institutions and rules that are not just efficient but also fair, and that are developed through a democratic process in which all people have a real political voice. Democratic governance thus incorporates into the notion of good governance for development, democratic processes and institutions, and a concern with the securing of political and civil rights and freedoms as human rights.

Indeed, democracy is not strictly essential for good governance; just as well as bad governance is quite possible under formal democratic structures (United States. Agency for International Development. 2002). However, it considers that free, fair, and competitive elections do make it possible to remove bad or corrupt political leaders. Thus they encourage leaders to govern more effectively, in the public interest. Democracy also gives citizens non-electoral means - associations, movements, and the media - to monitor officials and participate in policymaking. In addition, leaders in democracies have stronger incentives (and more institutional means and obligations) to explain and justify their decisions and to consult a broad range of constituencies before making decisions. Such participation and debate give the public a stronger sense of policy ownership. As a result policies are more sustainable and government is more legitimate (Abdellatif 2003).

For these and other reasons, it is strongly in the interest of both government and citizens to promote and have "good governance" under the larger framework of democracy.

Henceforth, "the Sikkim Assembly met and passed a resolution on April 10, 1975 demanding the removal of the Chogyal and merger with India to protect the interests of the people of Sikkim who had chosen a democratic system which could only be protected by meeting these demands. A referendum was organized on April 14, on the issue of merger to seek public opinion. The result went overwhelmingly in favor of the merger. Accepting this verdict, the Indian Parliament agreed to the merger. Exactly after a month, Sikkim became a full fledged state of the Indian Union" (Das 1983, p. 61).

Following the tripartite agreement, the state was divided into 32 constituencies: 15 seats were reserved for the Bhutia-Lepchas, 15 for the Nepalis, 1 for the scheduled castes/tribe and 1 for the Sangha. The Chogyal would continue to be the constitutional head and the assembly would have no power to question him or his family. The head of the administration would be a chief executive from India. The first election for the assembly was held in April 1974 and the party of Kazi Lendup Dorjee, Sikkim Congress swept the polls by winning 31 seats. The Govt. of Sikkim pressed hard to have closer ties with India and on 5th September 1974, the constitution (35th amendment) was passed in parliament to upgrade the status of Sikkim from a protectorate to an associate state of the India. However, differences between the Chogyal and the assembly got aggravated to such an extent, that the Sikkim assembly unanimously adopted a resolution, 10 April, 1975, abolishing the institution of the Chogyal and declaring Sikkim as a constituent unit of India. The assembly also resolved to submit its resolution to the people of Sikkim by way of a general referendum. About 60,000 votes were cast in favor of the resolution whereas 1,500 against. Consequently the Lok Sabha and the Rajya Sabha passed the 38th constitution amendment bill, which received the assent of the president on 16th May 1975 and made Sikkim the 22nd state of the Indian Union. From then on, institutions of democracy started taking roots in Sikkim.

Decentralization and Local Governance in Sikkim

Since Sikkim came to the democratic fold of India only in 1975, it did not experience the community development program launched in India in the early 1950s. However, as a protectorate of India, the erstwhile kingdom of Sikkim was largely guided by the Indo-Sikkim Treaty of 1950, and in pursuance of the Treaty, the institution of local self-government was introduced in Sikkim in 1951. Local bodies called local area Panchayats came into existence and were constituted of elected members. But the institutions were defunct in no time as they failed to generate much enthusiasm.

A proper attempt to establish PRI in Sikkim was made with the formulation of the Sikkim Panchayat Act of 1965. Following the Act, block panchayats were formed in each revenue block [village]. These panchayats were constituted of five elected members. The 1965 Act was in force till 1981, during which period four elections were held in the years 1966, 1969, 1972 and 1976. The functions of the block panchayats were basically related to development, community welfare and agency. The development functions included (i) agricultural development, (ii) dairy development, (iii) development of cottage industries and cooperatives, and (iv) minor schemes of irrigation, embankment, etc.

The welfare functions took cognizance of (i) sanitation, health, hygiene, and conservancy, (ii) mother and child welfare, (iii) construction, repair and maintenance of school buildings, (iv) prevention of epidemics, (v) maintenance of burning and burial grounds, and (vi) maintenance of civic amenities, such as drinking water supply, village approach roads, etc. The agency functions were basically organizational, such as community programs for afforestation, soil conservation, immunization, etc. Though the functions of panchayats were quite elaborate on paper, actual implementation was limited to execution of minor schemes and settling local disputes. Paucity of financial resources was the major impediment as the local body was allotted only 10 percent of land revenue collected from the area. The system could not continue for several reasons. Since only the land revenue payees had the right to elect and be elected, much of the population consisting of tenants and landless workers remained unrepresented. It required no fertile imagination to assume that the unrepresented segment received few or no benefits from a body, the members

of which were not elected on the basis of universal adult suffrage. Under such circumstances, community development and people's participation were farfetched ideas and rural development programs could not make much headway. Between 1965 and 1981, major changes took place in the governance of Sikkim. The hereditary monarchy was replaced by democracy. The transition from monarchy to democracy took its own time, and reorientation of the existing panchayat system was long overdue. In 1982 the Government of Sikkim introduced a new Panchayat Act with a two-tier panchayat system consisting of gram panchayat at the block level and zilla panchayat at the district level. This time, election of panchayat members was based on universal adult suffrage though there was provision for nominated candidates from disadvantaged classes, scheduled castes and tribes, and women. In total, 138-gram panchayats were elected. On average, there was one elected body for every three-villages/revenue block. Each of the four districts had one zilla panchayat constituted of the presidents of all the gram panchayats within the district. The members from among themselves elected the president and vice-presidents of the zilla panchayat while the district collector was the secretary. The term of office for all local bodies was five years. The 1982 Act kept ample provision for community development but the financial resources were limited. Though the panchayats possessed the power of taxation, they hardly exercised the same 'for fear of antagonizing the people' (Dhamala 1994).

Thus, in spite of enjoying the power to formulate development plans and execute village-level schemes, the gram panchayats could not achieve the expected results. People's participation, too, was wanting during the initial phase. Due to the overbearing influence of local political parties, these bodies fell short of reaching the common goal of involving each member of the Community (Choudhury 2001).

The present Panchayati Raj institution in Sikkim is based on the Sikkim Panchayat Act enacted in 1993 on the line of the 73rd Constitution Amendment Act. For the effective administration of villages, two-tier panchayati raj system has been established in whole state except the two villages of North Sikkim. The traditional system of governance prevalent in the village of Lachen and Lachung in North Sikkim known as Dzumsa system since the time immemorial has been retained without any change. The Gram Panchayat is at the bottom of the two-tier structure. It

is comprised of one or more than one villages depending on the population and the prevailing geographical conditions. The members of the gram panchayat are elected directly by the people for whom the entire villages are divided into different wards. The people elect one member from the single ward. The gram panchayat in Sikkim is comprised of five to nine members but in most of the gram panchayat unit there are only five members. The members from among themselves elect one Sabhapati, up-Sabhapati and Sachiva. The Zilla panchayat is at the apex of local government in the state. The people of the state directly elect all the members. For the election of the members, the whole of the district is divided into various territorial constituencies (Chhetri, Sikkim Chronicle 2010).

In 2002, there were 903 wards and was reduced to 891 in 2007 and from 166 GPU to 163 GPU in 2007. Similarly there was reduction of constituencies in Zilla panchayat from 100 in 2002 to 93 in 2007. The reasons for such reduction in the GP wards and ZP constituencies are mainly due to the creation of municipality, municipal councils and town Panchayats in the state (Chhetri, Sikkim Chronicle 2010).

The 74th amendment of the Indian Constitution 1992 received the assent of the president on 20th April 1993 and came into force in 1st June 1993. After the creation of the municipality in the year 1980, it got dissolved a year later. It was only recently the government enacted new legislation i.e. the Sikkim Municipality Act 2007, for the creation of the Urban Local Bodies in consonance with the provision of 74th amendment act 1992. The first election of municipality was held on 27.04.2010 and was conducted as per the provision of 74th Constitutional (amendment) Act 1993 (Chhetri, Sikkim Chronicle 2010). The recently held second election of municipality was conducted on 09.10.2015, seeing the time span of the implementation of these Urban Local Bodies; it is at very nascent stage.Also, the state government in order to facilitate the decentralization especially the administrative decentralization created the Block Administrative Centers (BACs) in different parts of the state in 2006. At present there are 26 such BACs across the state. The Block Development Officer heads each BAC. She/he is a general administrator and their main role is to provide leadership and coordinate the activities of extension officers and of village level workers. But the office of BAC in Sikkim is new and is at nascent stage compared to other states of India (ibid).

Ensuring good governance at the grass root level is at the core of the devolution of powers. The institution and functioning of Ward and Gram Sabha are the expression of a strong local democracy. This should not be changed. The preoccupation is how to increase the awareness of citizens- voters and the responsibility / accountability of elected Gram / Zilla Panchayats. In the present state of affairs, annual Panchayat plans are consolidated at the Block and District levels, and then sent to the State Planning Department. With the condition that the work assigned to Blocks and Districts is to be clarified, streamlining bottom up proposals functions satisfactorily. But the reverse is not true: the top down streamlining to inform GPUs on the following up of their plan is not functioning. Panchayats have complained that information about the acceptance of their projects was belated, and that they are ignorant up to the last moment as to how much funds are available to them. They wish that information about the acceptance and funding of their projects should follow once the State Budget of the fiscal year has been passed in the Assembly. It is not simply a question of technical and bureaucratic processes that have to be set right. It is important for the upgrading and lasting commitment to Panchayats and local bodies in making devolution work (Dafflon 2011).

Good governance can be possible only when there exists the transparency in the working of any institution. Non-transparent administration paves the way for ill governance. Thus, transparency is important in the functioning of Panchayati Raj institutions (PRI) also. In regard to transparency in working of Panchayats, the author cites that "it is disheartening to note that 41 per cent of respondents feel that there is no transparency in the working of Panchayats; only 26 per cent of them said that Panchayats function in a transparent manner. Due to non-transparent way of working, it would not be out of place to mention that the Presidents of Gram Panchayats and few individuals have control over decision-making of Gram Panchayats".

As cited by Chhetri, the majority of the respondents (70%) agrees with the view that panchayat is the main instrument of rural development. It was further observed that large number of common citizens was aware about the rural development schemes launched by the central/state governments. The author states that 53 percent of respondents were of the opinion that all schemes of rural development are beneficial

for the rural poor. And says, "It was however disheartening to note that majority of people was excluded from being involved in formulation and implementation. It was found that 74% of respondents in all said that people have never been involved in the formulation of project and 61 percent of respondents opined that in the implementation of project, also people were not given a chance to say. Since people are not involved in the implementation of programs, they are not able to visualize their role. And, as informed by the people during the survey, the implementation of works is normally the discretion of the officials/Panchayats".

Now, the author points that the development would have become possible where the administrators, politician and others are committed to work and do not indulge in corruption. Accountable and corruption free administration is required for rapid development of the areas. On the question that slow development of rural areas is due to lack of accountability, 50 percent of respondents says that lack of accountability is the major reason for slow development in rural areas (Chhetri, Decentralised Governance and Development in India 2012). Thus this portrays there is lack of transparency, information and accountability; and this further points towards that there is a need of good governance.

Dzumsa/zumsa

Formally elected PIR apart, there are exceptional and extraordinary cases of traditional village panchayat in at least two villages in the North district of Sikkim. In the villages of Lachen and Lachung, the zumsa (traditional village panchayat) is responsible for all major decisions taken for the development and welfare of the village community. Direct voting elects the pipons, or office holders of the zumsa and their term of office is one year. One senior pipon, one junior pipon and a gyapon (secretary) look after the office of the zumsa. Pipons are traditionally elected from among the male members of the community because women are not eligible to compete for office though they have voting rights and can take part in the decision-making process. The zumsa meetings are to be attended by at least one member from each family. Violation of this is taken as an offence and the offenders are fined.

The responsibility of a zumsa includes supervision of development works and settling local disputes. In addition, a zumsa also reserves some power to deliver verdict in

criminal cases of a local nature. The traditional institution of the zumsa is protected by the 1982 Panchayat Act of the state. The state government recognizes the election process of the zumsa and the positions held by the pipons. Traditionally, the zumsa has more autonomy than the gram panchayats in other areas and the influence of political parties on a zumsa is negligible. The voluntary as well as mandatory participation of people in zumsa meetings adds credibility to the functioning of the institution (Choudhury, 2001).

Development Projects in Sikkim and New Paradigm of Governance

The large dams juggernaut clearly promises to be the biggest 'development' intervention in this ecologically and geologically fragile, seismically active, and culturally sensitive region. The government and the proponents of large dams in the region paint a win-win picture: exploiting the country's largest perennial water system to produce plentiful power for the nation; economic benefits for northeastern state governments through export of power to other parts of the country, and comparatively little direct displacement of local communities as compared to elsewhere in the country. Despite this seemingly optimistic picture, ground realities within the region have led to dams becoming a major issue of conflict in the region in recent years (Vagholikar 2011).

Six projects have been envisioned on the Teesta in Sikkim, of which Stages I-IV are in north Sikkim. The Teesta HEP Stage V (510 MW) was the first to be taken up in the six stages 'cascade' plan to harness 3,635 MW of hydropower, all within 175 km of the Teesta River in Sikkim. This is located in the North and East Districts, and has been commissioned. Stage VI (500 MW) will be located further downstream in East and South Districts. These hydropower projects have detrimental impact on the ecosystem, livelihoods, religion, cultural identity and political rights of the people. The heavy influx of outside workers seems to be changing the demography of the place, and these workers continue to reside in the state, affecting the social, economic and political situation, and also exerting great pressure on its sparse resources including land. Several areas that have been brought under hydropower projects are sacred, and are spiritually and culturally important for indigenous communities (K J Joy 2014).

Violation of the sacred landscape has been an important cause of discontentment among the people. The region also saw a vibrant movement of the affected people under the banner of the Affected Citizens of Teesta (ACT), including the historic hunger strike of 915 days that forced the government of Sikkim to invite the ACT for negotiations (ibid).

According to Amelie Huber and Deepa Joshi the new hydropower development discourse in the region is couched in ostensible win-win scenarios: securing energy for the rapidly developing national economy; accelerating development in hitherto 'backward' but hydro potent areas; and generating 'clean' energy and thus taking the discourse away from the earlier dam-related critiques. The entire environmental/water governance gets "depoliticized" by transferring environmental governance from the public to the state or state-backed private technological-managerial control in the specific context of Sikkim. This is all the more serious as critical dissent from state policy is against the grain where state-citizen relationships are skewed and characteristic of a process of eroding democracy and of an 'imposed…benevolent despotism' (K J Joy 2014).

Conclusion

Advancing sustainable human development requires democracy and good governance. It is only in good governance that people can be empowered to demand and shape better policies, express grievances, seek justice and hold leaders and the private sector to accountability. Societies with strong, democratic institutions empower people to influence their government to prioritize state development that is equitable and sustainable. In a true democracy where there is good governance, people can demand better policies, express grievances, and hold leaders to accountability and seek justice from abuse.

However, governance has been distorted and abused by elites who have captured public institutions to advance their narrow interests. Governance has created conditions for corruption both in its broad and narrow senses to flourish.

Moreover, the top-down aid conditionality imposed by Washington based institutions adds further pressure to introduce neoliberal reforms and makes developing

countries' governments more accountable to donor institutions than to their people. But the true measure of good governance is its ability to deliver development based on realizing people's human rights. It entails transparency, accountability, participation, and responsiveness to the needs of the poor, marginalized and underrepresented groups.

Good governance is essential to achieve development while true participatory democracy, ensures that development is equitable and sustainable. Public institutions need to be able to manage public resources and conduct public affairs in a manner that is free of corruption and abuse that upholds the rule of law and that protects and promotes the realization of the rights of its people. The true measure of good governance is the ability of a government to realize people's human rights and deliver sustainable and equitable development. Good governance is derived through transparency, accountability, participation and responsiveness to the needs of the poor, marginalized and underrepresented groups.

Therefore taking into the accounts about the ill and weak governance in the past history, Sikkim should learn and should aspire towards good governance, nonetheless, even though if there seems to be a well to do governance in Sikkim, but a state should always look forward and act towards bringing much more and better good governance.

Chapter IV

E-Governance in Sikkim: Issues and Challenges

This chapter tries to understand the concept of e-governance and how it has become a major vocabulary in the language of good governance in contemporary times. It also focuses on the rationale behind the implementation of e-governance in Sikkim. The study makes an assessment of the implementation of e-governance in various departments including the Human Resources Development Department in Sikkim. Finally, the study tries to understand the major issues and challenges faced by the Government of Sikkim towards implementation of e-governance.

It may be argued that e-governance in Sikkim started with the inception of Information Technology (IT) department in 2001. With the objective of realizing transparency, accountability, and efficient and effective governance in socio-economic and political spheres, the Government of Sikkim with great zeal implemented the idea of e-governance in Sikkim under the guidance of Government of India. Sikkim Government also plans to harness the IT potential of the state, by providing updated services ensuring greater accountability through e-governance for the welfare of the citizens. As a part of the e-governance project, the Government of Sikkim has extensive plans for flaring the institution of e-governance in the state. The State Wide Area Network or SWAN project has already been implemented in Sikkim. Other projects which are under execution include- State Data Center (SDC), setting up of 40 Community Information Centers (CICs), Online Medical database, computerization of Land Records, Electoral Rolls, Registration of vehicles, driving licenses, treasury, etc. The Sikkim State Portal is maintained by the IT Department that is a rich repository of government related and citizen friendly information. However, out of many departments, only two departments i.e. Human Resource Development Department Govt. of Sikkim and Welfare Department Govt. of Sikkim are using the facilities of e-governance actively. This chapter looks at major issues and challenges faced in implementing e-governance in Sikkim. This chapter is written based on field study conducted in Sikkim at two levels, with the officials of the concerned departments and the local people of villages. It has used primary data for this chapter.

E-Governance in Sikkim

The Government of Sikkim started E-Governance in order to achieve greater development of the state and to practice good governance and make it more efficient and effective, it has implemented the ideas of E-Governance since 2001.

Sikkim's economy is largely dependent on agriculture and tourism; it is also among the fastest-growing states in India. The state's total population is only around 5.5 lakh and nominal income has been growing at an impressive annual rate of around 14.5 percent since 1989-90; however, Sikkim has the fifth highest incidence of poverty among the states, with 41.4 per cent of the population below the poverty line (1993-94). Furthermore, with 38 per cent of the population below the age of 15, the number of young people entering the workforce and looking for jobs in industry and services will increase in the near future.

A stagnant agricultural sector combined with steadily declining industrial activity has severely limited employment opportunities outside the government. Public administration has, by default, become the propelling force behind income growth. Further, growth that has taken place has been regionally imbalanced, with the North District still remaining relatively backward in comparison with the other three districts (Request for Proposal (RFP) For Selection of SWAN TPA (From DeitY Empanelled Agencies) For Sikkim SWAN: Government of Sikkim).

However, the National e-Governance Plan (NEGP) of Government of India has a clear focus on improving delivery of government services to citizens; e-Governance is noted to play a very active role in this endeavor. NEGP recognizes that creation of basic IT and service delivery infrastructure by the States is essential for effective and cost efficient deployment of e-Governance, with this view, NeGP recognizes to undertake three core projects of State Wide Area Network (SWAN), State Data Centre (SDC) and Citizen Service Center (CSC) in every State. Department of Information Technology, Government of India is providing support for these projects to the state (Request for Proposal (RFP) For Selection of SWAN TPA (From DeitY Empanelled Agencies) For Sikkim SWAN: Government of Sikkim).

The government of Sikkim gives emphasis on better governance through the use of Information Communication Tools, income and employment generation through private sector participation and empowerment of the rural communities. Therefore the major and various projects and activities undertaken by the Department of Information Technology are below:

State Wide Area Network (SWAN): SWAN (State Wide Area Network) is envisaged as the converged backbone network for data, voice and video communications throughout the State and is expected to cater to the information communication requirements of all the departments. Key focus of the SWAN project is on high service delivery. As per SWAN policy, all States/UTs are implementing SWAN under two options. Under the first option, the State is to select a suitable Public Private Partnership (PPP) model and get the SWAN commissioned and operated for 5 years by a private Network operator. In the second option, the SWAN for the States/UTs would be set up and operated for 5 years by the National Informatics Centre (NIC). In either of the options a Third Party Auditor (TPA) is required.

SWAN is planned to be a high speed, high capacity, reliable intra-state and inter-state network planned to deliver G2G, G2B and G2C services. The network would have a minimum bandwidth 2 Mbps connectivity between the states head quarters and the district head quarters, the network would provide high uptime (>99%), redundancy, backup etc. Strict Service Levels agreements are signed between the stakeholders to ensure that the service levels are maintained. Moreover the design of SWAN is to ensure standardization & interoperability as well as security of the networks.

The SWAN deployment takes place both vertically and horizontally, the main backbone of SWAN connects the State Head quarters Point of Presence (PoP) with the PoPs at district head quarters which in turn are connected to the respective PoPs at Sub district/ block level headquarters. Moreover, the various state offices are proposed to be connected horizontally with the closest respective PoPs, Typical equipment to be deployed at these PoPs and to be maintained by the implementing agency includes routers, switches, modem, racks, RAS, AAA, NMS, Servers, VOIP Phone, Desktops, UPS, Generators, and Air Conditioners etc.

Therefore, placing information technology high on its agenda, Sikkim Government plans to harness the IT potential of the state, by providing updated services ensuring greater accountability through e-Governance for the welfare of the citizens.

The Government of Sikkim has extensive plans for flaring the institution of e-Governance in the state. The State Wide Area Network or SWAN project was implemented in Sikkim. Other projects which are under execution includes- State Data Center (SDC), setting up of 40 Community Information Centers (CIC), Online Medical database, computerization of Land Records, Electoral Rolls, Registration of vehicles, driving licenses, treasury, etc. The Sikkim State Portal is maintained by the IT Department that is a rich repository of Government related and citizen friendly information. Sikkim has been honored with the "**Skoch Challenger Award**" for being the best in the field of disseminating Information Technology concepts at the grass root level (Request for Proposal (RFP) For Selection of SWAN TPA (From DeitY Empanelled Agencies) For Sikkim SWAN: Government of Sikkim).

State Wide Area Network project aims at providing high speed; high connectivity networks, connecting offices at block level for faster access to Government services. It has been proposed to provide senders like land and property records and transactions, agricultural information, credit related services, payment of bills, issue of birth, death, caste, income, certificates pension services, grievance redressal, licenses etc. the network is to be proposed to be connected through appropriate interfaces in the form of gateways. E-Governance has been viewed as an important vehicle in enhancing the administrative efficiency and effectiveness with the objective of improving citizen services using information technology (IT). Internet and the possibility of delivering applications using networks has led decision makers to recognize the role of web technologies in providing visibility to e- Governance and an interface with citizens. State governments plan to develop State Wide Area networks (SWANs) as a delivery platform for the e-Governance applications. The SWANs may be viewed as the enabling infrastructure for rural connectivity as they provide the basic infrastructure that only needs to be augmented to support village level connectivity (Department of Information Technology, Government of Sikkim).

National Informatics Centre, Department of Information Technology, and Government of India implemented the project. Under the State Wide Area Network (SWAN) project 43 Point of Presence (POP) have been commissioned and online connectivity has been established upto Block Level. The POPs are being used for NREGA data entry work. All the Block Administrative Centers (BACs) have been allotted one room each for the establishment of SWAN Centre. Under this project all the POPs have been provided with 2 mbps leased line from BSNL and remote locations have been provided with wireless connectivity. Horizontal connectivity to PHCs, Police Stations, and Schools will be provided through broadband.

Connectivity is provided through SWAN to all the four District Administrative Centre of Sikkim. At present 34 Mbps leased line SWAN Connectivity is used at the district Pay & Accounts Office for implementation of Treasury Project "Sikkim Integrated Financial Management System" (SIFMS).

The Selection process of the SWAN TPA (Third Party Audit) was also done. Out of the three bidding parties M/s KPMG Pvt. Ltd was selected as SWAN TPA since their bid was the lowest.

However if we see at present, the Department of Information Technology, Government of Sikkim does not receive funds from the Government of India. Consequently, the SWAN PoP's in all the four district of Sikkim is not functional (Annual Report of Department of Information Technology, Government of Sikkim).

Sikkim State Data Centre (SSDC): The Sikkim State Data Center became functional from April 2011 and has hosted critical applications of the Commercial Tax Department under Finance Department and also the Geographical Information System (GIS) application i.e. Integrated Land Management and Administrative Planning (ILMAP).

State Service Delivery Gateway/State Portal (SSDG/SP): The State Portal project has been formulated under the National e-Governance Plan (NeGP) to fulfill the vision of providing easy and convenient services to the citizens through remote access primarily through Common Service Centers (CSCs) and enabling the State Portal (by implementing the key components State Portal viz. SSDG, electronic Form

("e-Forms"), Application and Computing Infrastructure. With this in view the State Portal has been designed, developed and hosted by Department of Information Technology, Government of Sikkim. The objective behind the Portal is to provide a single window access to the information and services being provided by the government with comprehensive, accurate, reliable and one stop source of information ranging from health, education, housing and employment, law & order and finances.

A variety of citizen services being provided by the government across sectors and states/UTs will also be accessible from the Portal. Around 40 Desktops, Scanners, UPS & Printers has been deployed in all 4 Districts across different locations for 9 departments.

Milestones achieved:

1. Completed the Application Development in all aspects and Performed User Acceptance Test (UAT) for SSDG Services for 9 State Departments. Even we have received UAT Sign-Off from all concerned State Departments.

2. Integrated the Sikkim State Portal Application with State Service Delivery Gateway that has been designed by CDAC.

3. The Application was audited by STQC, (Govt. of India Auditing body).

4. Gone live from March 18th, 2013.

5. The applications are being used by Human Resource Development Department, Govt. of Sikkim. The first department to start the services and the response from the citizens (students) has been positive until now.

The Departments considered for the initial phase are:

1. District Administrative Centre.

2. Human Resource Development Department.

3. Rural Management Development Department.

4. Urban Development & Housing Department.

5. Labor Department.

6. Social Welfare Department.

7. Food Security & Agriculture Department.

8. Animal Husbandry, Livestock & Fisheries Department.

9. Gangtok Municipal Corporation.

The Sikkim State Service Delivery Gateway (SSDG)/State Portal was used by the Human Resource Development Department, Government of Sikkim for receiving applications for the Common Entrance Test (Sikkim). A total of around 4000 applications were received and processed by the department. The total transaction till May 2014 done in the SSDG/State Portal is 8500.

Geographical Information System (GIS): The Department of Information Technology, GoI, is the funding agency where as the Centre for Research and Training in Informatics (CRTI) is the Implementing agency. M/S Wipro limited is engaged as the Project Management Consultant and Andhra Pradesh State Remote Sensing centre (APSRAC) as the Technical Consultant and Execution Agency for the Integrated Land Management and Administrative Planning (ILMAP) project. Currently the following activities had been carried out and completed under this project;

1. Training on GIS and Differential Global Position System (DGPS) surveying instrument was conducted for Revenue Surveyors and Head Surveyors, Land Revenue & Disaster Management Department at ATTC, Bardang. The same training was conducted at CCCT, Chisopani in the month of April 2013.
2. The Administrative boundaries such as district, sub-division, block, GPU and GPW boundaries for North and West Districts of Sikkim have been digitized.
3. As requested by the Police Department, map of Gangtok and its surrounding areas has been prepared and submitted.

4. As requested by the Election Department, the co-ordinates of schools and Government Offices in East & South Districts of Sikkim have been submitted.

5. As requested by UD & HD, Quick bird satellite images of Gangtok area has been provided for its use in Rajiv Awas Yojana Programme.

6. As requested by the Office of the District Collector, East the maps of sub-division, block and GPU of east district have been prepared and submitted.

7. The supply order for Quick bird images for town areas of North & West Districts has been placed to National Remote Sensing Centre (NRSC), Government of India, and Hyderabad.

Computerization of Finance, Revenue & Expenditure Department (SIFMS): The Computerization of Finance, Rev. & Exp. Department has been completed. The software package "Sikkim Integrated Financial Management System" (SIFMS) for the State has been tested and already implemented at all the Pay & Accounts of Sikkim and Budget Division of FRED. This web based application software enables the Department heads to view their budgetary position in all districts. Department has imparted training to all the officials from FRED Department, Sikkim Legislative Assembly, Raj Bhawan and Sikkim Nationalized Transport in the use of software. Currently the connectivity required for the software functioning is running in 34 Mbps leased line SWAN network in all the districts.

Common Service Centre (CSC): Forty (40) Community Information Centers were set up in Sikkim in 2001 and an additional 5 Nos. of CICs in the year 2005 totaling to 45 Nos. of CICs currently operational in Sikkim with the objective of providing citizen centric services. In the year 2006 the CICs were converted to Common Service Centers (CSCs) as per the Government of India directives and State Governments.

With the approval of the State government the project was later handed over to the M/s Comat Technologies in the year 2008 that was later handed over to M/s IL&FS (ETS) in the year 2009. In the MSA, it has been agreed that the State Government's revenue support for the CSC would be discontinued after the end of the 4th year that

was September 2012. As a result M/s IL & FS Pvt. Ltd made a request for exit from the CSC operations in Sikkim that was approved by the Government of Sikkim.

At present CSC project is managed by CRTI (Centre for research in Training & Informatics) Department of Information Technology, Government of Sikkim without any SCA and revenue support from DEITY, Government of India. There are a total of 42 CSC Operators and 32 Chowkidars attached to the CSCs at present.The Department of Information Technology has processed a file for approval of the Government for either regularizing the CSC Operators and Chowkidars or by giving them a monthly-consolidated wage. Government of India has now decided to undertake implementation of the Direct Cash Transfer to beneficiaries of identified schemes of various departments in 51 districts all over India. In order to ensure that the necessary infrastructure is in place well in time, public sector banks have signed agreements with the CSC e-Governance Service Ltd (CSC SPV) to activate the CSC network as BCA (Business Correspondence agents). In Sikkim, State Bank of India is using the services of the Common Service Centers for enabling the Direct Cash Transfer Scheme and has selected 20 CSCs in the East, West, South and North Districts as their Business Correspondence agents.

At present all the common service center operators and chowkidars have been posted at the Gram Vikas Kendra and Sub divisional Office respectively. The CSC operators and chowkidars are providing technical support to all the Gram Vikas Adhikaris and Sub Divisional Magistrate.

E-Tendering/Procurement: E-Tendering/Procurement System is a process of procuring the items electronically using internet. The tenderers can see all the tenders hosted on this portal and download the Tender Schedules free of cost. It also gives the facility to view the Tenders that are closing today or closing within next 7 days or closing within next 14 days. The site also provides facility to search for tenders on various parameters such as Tenders based on value, department, product category, etc. Department of Information Technology, Government of Sikkim issued a notification bearing no: 359/1004/DIT/2012 dated 22/06/2012 regarding the constitution of a core committee under the chairmanship of the Chief Secretary, Government of Sikkim to monitor the proper implementation of e-

Procurement/Tendering process. Initially Four Departments have been taken under the purview of the project and they are 1) Building & Housing Department 2) Roads & Bridges Department 3) HRD Department and 4) Energy & Power Department. It is required that all procurements above Rs. 3 crore should be e-tendered.

Computerized Examination Data Processing System in S.P.S.C: The Department of Information Technology has installed the OMR Equipment in SPSC. Police Department has already conducted 2(two) Examinations using the OMR Technology and the FRE Department has also conducted the Accounts Clerk Examination using the OMR Technology. The overall supervision and monitoring of the equipment is given to Sikkim Public Service Commission.

E-District: E-District is a Mission Mode Project of the National e-Governance Plan under the state category. The project aims at delivering high volume of citizen centric services of the District and Sub District level like issues of certificates (income, employment, domicile etc.), ration card services, revenue court services etc. electronically which would be web enabled and will be made accessible to the citizens through Common Service Centers thereby resulting in substantial cost savings and reduction of time required to access these services. The e-District will leverage the core e-infrastructure of State Wide area Network, State Data Center and State Service Delivery Gateway.

One special feature is the creation of District e-Governance society (DeGS) at every district headed by the collector/District Magistrate. Under the scheme each DeGS will be given a seed cap of Rs. 10.00 lakhs.

M/s Price water house coopers Pvt. Ltd (PWC) have prepared DPR for e-District project. Currently the company is working with the District Collectors of all the four districts and identifying the services to incorporate them with the project.

Border Management and Security System: Border Security remains a key homeland security challenge as new risks & threats emerge, Governments all over the world are calling for higher level of safety and security. Two key missions for border security at Rangpo/Melli Check post is to maintain secure state borders for the facilitation of legal commerce, while stopping the traffic of illegal weapons, people,

drugs and property. This can be achieved by including images captured by License Plate Reader (LPR) and Driver Imaging System (DIS) surveillance cameras strategically placed in Rangpo checkpoint border. These integrated images will be supplied to the concerned department with the purpose of enhancing the agency's investigative tools used for interdiction missions.

The Project is implemented at the Rangpo Check Post. The control is given to Sikkim Police and is currently in use at the check post. Installation of the camera at Melli check post is under process.

Cyber Village: The project aims at providing support to the basic administrative unit i.e. "Village Administration" to enable content development of G2C services, GPU as the primary front-ends for service delivery to deliver services to the citizens at their doorstep. Cyber Village project involves integrated and seamless delivery of citizen services by GPU administration through automation of workflow, back end digitization, integration and process redesigning across participating sections/departments for providing services in an efficient manner to the citizens. A core list of services has been identified at the GPU level and would be implemented as part of this POC. SMS based technologies would be widely adopted in this project.

Melli Dara GPU has been selected for implementation of Cyber Village Project. The Tender process for selection of implementing agency was carried out at the Department of Information Technology and accordingly through bid process M/S Vendeep Techno Identity of Hyderabad was selected.

The project has been successfully implemented at the Melli Dara Gram Panchayat Unit making it the first Cyber Village in India.

State Permit Tracking System: "State Permit Tracking System" is for Sikkim Tourism Development Corporation, Government of Sikkim. The key objective of this project is to provide G2G and G2C Services. This project aims at providing an appropriate and a time efficient centralized system of tracking permits issued to tourists who visit the State. This system will provide quality of service, which includes web-enabled services, mobile enabled services, time efficient services etc.

The salient features of the project are:

- Bringing the services of the government closer to the door steps of the citizens through the motto of "Anywhere Anytime Services"

- Simplification and streamlining of the processes of the Department.

- To preserve electronic documents.

- Centralized Storage of Data leveraging the State Data Center.

- All the permits can be issued on a single window preferably online.

- Allowing issuing of Electronic permits and online Bus ticket booking thereby improving the efficiency and providing Quality of Service to the citizens.

- Computerization for the entire permit issuing authorities and offices across India.

- The pilot phase would comprise of the establishment of Permit Cell in the four districts of Sikkim.

Software Developed Departmentally

1. Development of website for Ecclesiastical Department: Development of website for Ecclesiastical Department has been completed and hosted in the site www.sikkimeccl.gov.in. The launch of the website was done by His Holiness Dalai Lama during the inaugural function of Tathagata Tsal (Buddha Park) at Ravangla on 25/03/2013.

2. Development of website for FRED Department: Development of website for FRE Department has been completed and hosted in the site www.sikkimfred.gov.in.

3. RED-Rh Application for RMDD: The Information Technology Department, Government of Sikkim has developed a software web application for the REDRH Project that is currently online and being hosted on the Sikkim State Data Centre. This web application that was developed upon the request from the RMDD has been

designed to manage the distribution of raw materials to the beneficiaries and also to keep track of the progress of the entire REDRH Project. The web application basically has 2 types of user viz; General users and Authorized users. The authorized users are the store level and Block level officers who have been given unique username and passwords to log in and make entries to the system. The home page of the website contains a district wise and block wise summary of the progress of the REDRH Project in 5 stages along with the login control for the authorized users. The general users can also download and view any REDRH related documents and notification using the links provided on the home page. The main module of this web application is the **e-Stores** system that keeps track of raw materials being distributed to the beneficiaries. The system also generates reports on the current status of construction materials available in the various stores and BACs and also the quantity that have been distributed to the beneficiaries. This means that the officers in the RMDD head office can determine which BAC s or stores are low on construction materials and which are not very easily and make arrangements for the next delivery of raw materials accordingly. The block level authorized users can also update the progress of each house being built using a physical progress entry form available in the system.

This in turn gets reflected on the summary of the current progress of the project given on the home page (Annual Report of Department of Information Technology Department, Government of Sikkim).

Projects Prepared and Sent to govt. of India for Funding

1- M-Agri Tools: Mobile phones have the potential to amplify the speed and ease, and to introduce new modes with which information is communicated. Almost 70% of the world's mobile phone subscribers are in the developing world. The benefits of mobile technology in some rural regions have occurred much faster than other Information and Communication Technologies (ICTs).

SIKKIM ORGANIC MISSION – 2015: Government of Sikkim has already set up a broad target of making Sikkim largely organic by 2015. Promoting organic farming is an instrument of environmental policy of the state. Under this initiative, state will need to make all out progress in all sectors.

The target set is to convert 50,000 hectares of farmland into Organic by 2015. To achieve the target massive capacity building of stake holders is needed to take over different aspects of Organic farming. The project "M-AGRI" Tools would form one of the main pillars for achieving this goal in a more effective manner. The planned modules in SMS based services in the agricultural sector are:

• Advice, education, and awareness:

• Commodity prices, market information, and trading transactions:

• Pest and disease outbreak warning and tracking:

• Data collection: Enable collection of data into central repositories, potentially from large geographic regions. This would also involve maintenance of Farmers database.

2- Online Blood bank MIS System: Online Blood bank MIS is a comprehensive solution to the requirement of Blood Bank & the State as a whole in respect to Blood Collection & Issue Management. This Software is enabled to carry out the complete operational process of Blood bank which includes Consumables inventory management, Asset management, Employee information management, License renewal process, Blood supply chain management, Bio waste management along with the excellent alert mechanism & integration of Barcode for tracking blood bags. The state can monitor activities of all Blood Banks from Project Monitoring Unit established at State. Citizens can track details of Blood Group wise blood stock availability through SMS and IVRS system at any time scattered all over the state from rural to Urban.

The following are the objective of the project:

• Provide 100% safe Blood to patient

• Status of the availability of blood group to citizen through SMS/IVRS

• Proper Screening of donors before collecting blood to ensure the quality.

• Proper management of Blood & Blood Products including Kits & Consumables based on FIFO.

• Faster processing of service

• Management of blood inventory on emergencies.

• Recruitment & Retention of regular Blood donors in the state (Annual Report of Department of Information Technology, Government of Sikkim).

However, though the government of Sikkim has taken an initiative towards establishing good governance through e-governance and which was started right from the beginning of the establishment of Department of Information Technology i.e. 2001 and has crossed over a decade.

In order to implement E-Governance various projects that are undertaken by department of information and technology are:

Central Government Projects: (National E-Governance Plan)
1.   State Portal/ State Service Delivery Gateway (SSDC).
2.   State Data Centre (SDC).
3.   State Wide Area Network (SWAN).
4.   E-district
5.   Common Service Centre
6.   Digital India Schemes

State Government Projects:

1.   Sikkim Integrated Financial Management System (SIFMS)
2.   Inner Line Permit
3.   Online Bus Ticketing
4.   Cyber Village
5.   Websites for Various Departments
6.   Salary Software for the Government of Sikkim
7.   Task Monitoring System
8.   Bulk Messaging and SMS System
9.   E-mail ids for the Officers of the Government of Sikkim
10.   Red-Rh Project for the RMDD Department
11.   M-Tourism Mobile App
12.   Traffic Offense and Monitoring System
13.   RFID file tracking system
14.   File Tracker for Vigilance Department
15.   Application for maintaining database for beneficiaries of horticulture department.

Major Findings of the Study Related to Issues and Challenges

The rationale behind implementing e-governance in Sikkim is to bring, accountability, transparency, and efficiency, it is to bring increased transparency in administrative processes thereby reinforcing people's faith in the government, and to create opportunities for promoting participation of people and their organizations in government processes. The application of information and communication technology in the governance processes is suppose to facilitate the greater access to information, enhance communication and democratic processes. E-Governance therefore is expected to improve efficiency in administration, brings about transparency and leads to the reduction of costs in running the government, thus helping in achieving the greater goal that is good governance.

Taking into considerations that among all the above-mentioned projects many of the projects are carried and supported by private companies and some other projects are carried on by Information and Technology Department, this delineates that there is a strong Public-Private-Partnerships (PPP). Therefore it can be said and can be seen that there is a huge impact of private companies within the state and without which there will be a huge problem and a state like Sikkim is not in a position in implementing e-governance without the support or help of private companies. Therefore seeing the role of international companies and national companies in implementing E-governance even in the local level, it can be said that there is deep relationship of global and local connection to good governance.

Now, the major issues and challenges that were found during the field survey related to E-Governance was that, out of 9 departments, the only actively using departments were HRDD (Human Resource Development Department) and Social Welfare Department.

The other major issues are that the state government is not able to have good internet connectivity. Moreover the cost of it is too high to provide throughout the state. Many of the projects under central governments were not able to be operational after the central government stopped funding and as a result of this the state government was not able to sustain many of the projects.

Government of Sikkim tried many alternatives to secure internet connectivity throughout the state in order to execute the programs and projects efficiently but could not be provided with strong internet connectivity resulting in slow internet connectivity and this in turn has become one of the major hindrance towards implementing E-Governance. Thus poor connectivity is one of the major issues and challenges. Moreover, service providers feel that there is a great problem related to awareness regarding E-Governance Services specially those residing in rural areas, as because of this they are not able to reach and connect with them, and help them get benefits of the services provided by E-Governance.

The government of Sikkim wants independent Telecom Circle, which they believe that it will help them to work in a much more effective and efficient manner but as a matter of fact they are in ties with the West Bengal Government. Since E-Governance is all about bringing good governance so much so that every citizens should get the benefits and help every individual in overall development. Therefore the state government of Sikkim took a greater step towards improving and making much easy for the citizens to get benefits as much as possible. Thus, these ideas are related towards Citizen Centric and to help them achieve their goals.

Findings from the field survey and the answers provided by the common citizens are as follows:

The majority of the people do not know much about good governance, however many of the facilities provided by the state governments are received by the people. Not much of the people know about the implementation of E-Governance, but they do know about and heard about the Internet. Maximum numbers of people have access to Internet but do not know how to get access into the websites of the state government portals or it can be said that they are totally unaware. Majority of the

people prefer and feel that e-governance can bring good governance and can help them related to many issues such as payments done through banking etc. But maximum numbers of people are digitally illiterate especially in rural areas.

Many of the people in Sikkim have insecurities towards rising unemployment and getting jobs. Thus this creates financial insecurities causing great distractions in achieving good governance and a major hindrance to state in attaining greater development, but with proper management and more creation of jobs and reduction of unemployment will support in bringing good governance and will help in greater performance of e-governance.

People experiences delay of works and are not able to meet officials in time when they approach taking their issues to the office. They feel that not much work has been done in terms of infrastructure development in villages as well; therefore they feel that there is a need for accountability, transparency and efficiency.

However, many of the people feel that they are getting support from the government and becoming self-independent and much more space has been created and the government of Sikkim provides opportunities. They have experienced great support in education sector, and feels health department are also doing their job well. Also they are getting benefits in agriculture sector and there is an improvement in the tourism sector as well.

Although they feel and there is a demand for every works to be done online, as they find much easiness in doing works compared to traditional forms of governance. Though their issues are solved via Panchayats institutions through online programs and projects and they are very much sure that advantages are there for the citizens wherein every works can be done online and they argued that there is less expenditure and help them save money and time.

However, there is a digital illiteracy, there is lack of awareness, and they feel that there is a lack of information in many things. The people also finds that there is not much progress about the implementation of E-Governance as they face with many difficulties and they feel there is much needed to be done in terms of performance and in terms of providing services to the citizens.

Similarly, knowing the importance and role of E-Governance the Government of Sikkim also took major initiatives and took a big leap towards implementation of Information and technology department that was started in 2000, and along with it keeping in mind about its importance the idea of E-Governance was also started to bring Good Governance.

In order to bring good governance, Government of Sikkim has taken various initiatives through the Information Technology Department.

Assessment of E-Governance Project in Sikkim

1) **Has helped to upsurge proficiency and productivity**

The changes made possible by E-Governance is that it has improved information supply and services to be given to the citizen, such they have started E-Tendering (electronic tender) through which the citizens can access to the information regarded tender and much more etc. Also the Tourism Department government of Sikkim has started M-Tourism (Mobile Tourism), which has been able to provide good information, and communications and many more where everyone has the opportunity to get the benefits related to Mobile tourism. Also by making information and processes public has increased efficiency and productivity by allowing citizens to check on government business. It has also made the system transparent and open and encourages the citizens to start micro, small, and medium-sized enterprises to increase their business opportunities as well.

2) **Has eased in cost reduction**

With the implementation of E-Governance it has enabled public sector bodies to increase service processing and delivery capabilities by requiring less time and fewer personnel. For example students can apply for application form related to any work and can submit it online, this which in turn saves money, saves time and reduces distance and many more etc. ever people from villages or rural can have receive their payments and salaries through online.

3) **Has helped in better-quality of information and information flow**

The delivery of online information and the inputs of data in electronic format by government departments' websites have been able to improve compared to earlier times. Also, with the shared use of information and databases that is made possible

by electronic networks has improved the speed and quality of information supply. Government agencies can communicate and exchange information easily through electronic means and a number of new communication channels have opened up between governments and its people. For e.g. every government agencies are provided with user Id and e-mail Id through which they can be contacted and made easy to do work.

4) Has helped in reduction of administrative burdens

With the establishment of and the use Of Information and Communication Technology (ICTs), it has made the dream come true as it has started to help a lot in reducing the burden of performance in all the departments as well.

5) Has helped in Providing of Information and Services

The various departments of Sikkim with the help of Information Technology department government of Sikkim has created their websites and are trying to improve governance by interacting with citizens and provide services at lesser cost and time, and greater convenience. The departments try to provide information about activities and schemes to the people through their websites. They also provide facilities to download information and forms to obtain various services without visiting the concerned offices.

6) Has improved the administration efficiency for effective communication

E-Governance has improved the efficiency of government by streamlining administrative procedures for effective communication within and outside government departments. For e.g. rationalization and simplifications of the vast number of regulations and procedures and conduct of meetings sent via computerization, has made delivery fast and has cut-short delays and has enhanced the quality of services. This in turn has helps reduce paper save time and distance, money and many more etc. also, Dissemination of information can provide transparency and empowers citizens to ensure accountability and prevent the administration from indulging in corrupt practices.

7) Has assisted to create Responsiveness and Accountability

The Introduction of E-Governance can make civil servants more responsible and accountable. For e.g. the introduction of Right to Information has brought a huge impact and differences.

8) Has facilitated in peoples participation

Compared to previous time introduction of E-Governance has hugely changed the nature and extent of people's participation. For e.g. video conferencing is done in schools etc.

However, government of Sikkim is facing a large number of obstacles in implementation of E-Governance in Sikkim. These challenges are illustrated below:

a) Digital illiteracy/ lack of digital knowledge

Though everyone is aware about internet and is familiar with computer, mobile phone etc. but still lack or do not have much knowledge and ideas about the information technology and moreover people are not aware about the usage and facilities provided by the state departments. Thus, this is one of the major hindrances in implementation of E-Governance in Sikkim. Therefore there should be awareness program and people should be aware about the usage of information technology.

b) Recognition of applications

Another major concern is that citizens should be well aware of the facilities provided by the E-Governance but this seems to lacking in the case of citizens of Sikkim.

c) User friendliness of government websites and accurate and up to date information

When people of Sikkim use the websites of different government departments for information and application are not able to use it in a easy and rightful manner. Also apart from Different Government Departments of Sikkim only department of Human Resource Development Department and Social Welfare Department Government of Sikkim are using the power of E-Governance. As well as whenever a user wants to get appropriate information, the websites do not and are not able to provide accurate information and are no updates found and this causes lack of trust in the governance and hinders in the growth of overall development of the state. Therefore, government departments' websites must be easy to use and should be effective to provide rich source of information to the citizens.

d) High costs

In Sikkim, cost is one of the important hindrance in the path of implementation of E-Governance because most of the funds for a particular project supported by central government has stopped funding and as a matter of fact State government is

somehow managing in its own capacity to implement some of the projects for better performance of E-Governance in order to achieve good governance in much more better way. The funds needed of Internet connectivity and all the infrastructures that need to be developed are highly expensive which has caused one of the great challenges for the proper and full-fledged implementation of E-Governance.

e)   Maintenance of electronic devices

The electronic device that provides Internet facility to the Sikkim need high maintenance on a regularly basis and more over there is no skilled manpower who can assist to maintain those devices. Frequently, Information technology department switches to many different electronic devices that provide Internet facility, which in return it will become very much difficult for the people in the respective department to use it in a regular basis.

f) Owning own telecom circle

Till now the state is using the telecom circle of West Bengal Government, therefore there is a demand for having our own telecom circle, having independent telecom circle much of the problems will be solved related to Internet and connectivity.

g) Less access to Internet connectivity and low budget

 Many of the people from rural areas do not have access to Internet and do not have mobile phones or computers. Even if they do have mobile phones but that devices are of such a low cost which do not support Internet connection or do not have the facility to surf the internet.

h) The issue of mistrust

Since the inception of E-Governance is a newly introduced and is a new to everyone therefore in order to use it there lacks a trust in it.

i) Infrastructure

There is a necessary lack of infrastructure like electricity, Internet, technology and ways of communications that has created and have affected to the speed which delays the implementation.

Conclusion

To conclude, taking into consideration about the perspectives from both the government sector and citizens, the study found that there is too much of paperwork and it takes too much of time to complete any official work. So there is an urgent need to change the existing method for the citizen. Information Department should further advance their activity not only towards the two departments i.e. HRDD and Social welfare Department but it should encompass other departments and provide benefits towards citizen. Moreover, the study found that there should be rigorous effort both from the government of Sikkim and the Information Department, so that the services will benefit every citizen. The survey found that the major hindrance is the Internet connectivity, and without solving this basic requirement there is no possibilities of development and advancement in promoting or working/functioning of E-Governance efficiently and effectively and this in turn becomes a great hindrance in achieving good governance.

Simultaneously, in the state of Sikkim, there are no any such partners for generating funds, which can provide a robust help in development of own internet capacity of the state. Further, Government of Sikkim in collaboration with information department should take initiatives to make citizen aware of the importance of the internet so that people can understand its importance and in reaction to it some of the major stakeholders may come up to support. For anything to flourish in this globalized world stakeholders plays a vital role but the study found that there are no any such stakeholders but rather they depend upon the national stakeholders, but those stakeholders are also non-perennial.

Finally, e-governance has shown a great deal of expansion in Sikkim, yet it needs inclusive development to flourish and make it easy for day to day undertakings of citizen, as the main function of e-governance is to provide uninterrupted benefits to the citizen and its function will not be fulfilled if the benefits does not reach to the grass-root level of citizen.

According to the report of SSDG transactions as on 05/12/2015. (SSDG transaction, IT Department, Govt. Sikkim)

Sl. No	Departments	Service Application form for	Received	Rejected	Processed	Pending
1	HRDD	Common Entrance Test	3136	454	3136	0
		MBBS/BDS.B.Tech/B.Arch/MBA	455	20	453	2
		Non-CET – 2013 (lateral)	142	13	142	0
		Non-CET Diploma	969	96	969	0
		Non-CET Post Graduate	305	31	304	1
		Non- CET – Degree	2906	290	2960	0
		Non-CET-MBA/MCA	47	2	47	0
2	DC OFFICE	Income Certificate	4	0	0	4
		Establishment of private A.I Center in the state under AH, LF, and VS	2	0	0	2
3	ANIMAL HUSBANDRY	Allotment of breeding bull under AH, LF and VS	1	0	0	1
		Training under AH, LF and VS	3	1	1	2
		Providing departmental assistance (agriculture department	12	2	2	10
4	AGRICULTURE DEPARTMENT	Providing departmental assistance (Horticulture and cash crops	5	1	1	4

		development department)				
		Training (FS and AD department)	6	4	4	2
5	**RMDD**	Grievance Redressal form	3	0	0	3
6	**SOCIAL WELFARE**	Post matric scholarship for OBC (cent. Govt.)	2874	59	561	2313
		Post matric scholarship for OBC (cent. Govt.) Renewal	492	17	165	327
		Post matric scholarship for SC	1021	21	225	796
		Post matric scholarship for SC renewal	237	11	78	159
		Dr. Ambedkar post matric scholarship scheme for economically backward class students (state OBC)	6825	181	2150	4675
		Dr. Ambedkar post matric scholarship scheme for economically backward class students (state OBC) renewal	877	42	688	189
7.	**TOTAL**		20322	1245	11832	8490

According to the report of SSDG transactions as on 05/12/2015. (SSDG transaction, IT Department, Govt. Sikkim)

Conclusion

Governance has been variously defined as "the management of society by the people", (Albrow 2001), "the exercise of authority or control to manage a country's affairs and resources", (Schneider 1999) or as a complex system of interactions among structures, traditions, functions (responsibilities) and processes (practices) characterized by three key values of accountability, transparency and participation. Good governance has also been described as the striving for rule of law, transparency, responsiveness, participation, equity, effectiveness and efficiency, accountability, and strategic vision in the exercise of political, economic and administrative authority (Punyaratabandhu 2004).

While it is striking how quickly governance became a popular concept in the 1990s, "there has hardly been a consensus as to its core meaning, and less and less of a common idea as to how it could be applied more concretely" (Doornbos, Good Governance': The Metamorphosis of a Policy Metaphor 2003). The lack of specificity in the meaning of the term "governance" becomes apparent when its evolution is examined. The concept achieved prominence in donor discourse around 1990 after the end of the cold war. As discussed already, by 1980s, due to crisis of governability and fiscal problem, some western democracies, started shifting towards privatization, decentralization, public sector reform that can be situated under the rubric of New Public Management (NPM). These developments brought about significant changes in role of the state and facilitated the emergence of policy networks involving several non-state actors. Parallel to these shifts in the developed economies, a considerable number of African countries were suffering from the failure of the World Bank induced Structural Adjustment Programs (SAPs). This further coincided with the end of Cold War leading to renewed interest in democracy and need to establish strong institutional framework conducive to democracy and economic development. Democracy has thus been recognized as the only moral and legitimate way through which a society can be administered. Thus, theoretically, scholars and international financial institutions like the World Bank have established an inextricable connection between democracy and good governance.

Consequently, there emerged a global developmental agenda of good governance, which ushered in massive reform initiatives across developing and changing societies implicating paradigm shifts in the way state would function and also the role of non-state actors such as the market and civil society in the system of governance.

International donor agencies, the World Bank in particular, operating within the boundaries delineated by their statutes, adopted an essentially apolitical conception of governance, (Martinussen 1998). This orientation helps to explain the focus of the international donor community on the improvement of the quality of (recipient country) public sector management, better service delivery, rule of law, and elimination of corruption, together with compliance with donor policies, for example, reduction of excessive military expenditures, [1]By the mid-1990s, the notion of good governance had expanded to include transparency, accountability and participation. For example, the Ad Hoc Working Group on Participatory Development and Good Governance, set up in 1993 by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD), stated as its first key conclusion that democratization and good governance are central to the achievement of the development goals for the twenty-first century, (Committee 1997). Major elements of good governance, as identified by DAC members, included: the rule of law; strengthening public sector management and transparency/accountability by improving accounting practices, as well as budgeting and public expenditure management; and combating corruption. The 1997 DAC High Level Meeting subsequently endorsed the framework proposed by the Ad Hoc Working Group. By 2000, more elements were added to the conception of good governance by the DAC.

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[1]There are two distinct streams of discourse on good governance: donor agency and academic. Academic discourse has dealt mainly with the way in which power and authority relations are structured in different contexts, whereas donor-directed and policy-oriented discourse on governance has focused more on state structures designed to ensure accountability, due processes of law and related safeguards. Academic discourse is directed towards better understanding of institutional linkages between the State and civil society; donor-driven discourse is oriented towards enhancing policy effectiveness. This report addresses good governance from the donor perspective, (Punyaratabandhu 2004).

The statement issued by the 2000 DAC High Level Meeting took note that "good governance requires a broad approach to partnership extending beyond government and parliaments to include civil society and the private sector." Moreover, in addition to the requirements of transparency and accountability, a new dimension was stipulated, namely, predictability. This last element was introduced in light of the financial crises in the latter part of the 1990s, which led to a call for improvements in corporate governance and stable financial frameworks, (Punyaratabandhu 2004).

At present, at least three major features can be identified as the key defining properties of the concept of good governance.

First, good governance is predicated upon mutually supportive and cooperative relationships between government, civil society and the private sector. The nature of the relationships among these three groups of actors, and the need to strengthen viable mechanisms to facilitate interactions, are of critical importance.

Second, good governance is defined as the sum, or a combination, of the following elements: participation, transparency of decision-making, accountability, the rule of law and predictability. Democratic practices, civil liberties and access to information are sometimes added to the list. Donor assistance to strengthen governance in developing countries has focused on empowerment and capacity building with the objective of enhancing these elements.

Third, good governance is subjective in concept. The values providing the underpinning for governance are the values postulated by international donor institutions. For instance, it has been observed that "if donor-conceptualized standards of good governance were more fully elaborated and insisted upon, it would almost certainly imply an insistence that Western-derived standards of conduct be adopted in non-Western politico-cultural contexts", (Doornbos, Good Governance': The Metamorphosis of a Policy Metaphor 2003).

In the emerging governance pattern, there is a close relation between E-governance and Good Governance as both are vital parts of the current governance paradigm. E-governance is a means to achieve the goal of 'Good governance', (Chapter II E-Governance and Decentralised Planning– A Conceptual Framework n.d.).

The transformation from a model of industrialized government (centralized, bureaucratized, paper-based, impersonal, rule-based, disconnected, and organized into departments) to that of E-governance (decentralized, digital, personalized, client-focused, interconnected, and organized in new ways) is a fundamentally different one, (Chapter II E-Governance and Decentralised Planning– A Conceptual Framework n.d.). Also E-governance is said to be as a way to good governance.

By harnessing ICT for internal as well as external operations, by better managing its resources and developing an appropriate organizational culture, the objective of good governance can be attained much more effectively, (Chapter II E-Governance and Decentralised Planning– A Conceptual Framework n.d.). The effect of E-governance can also be seen on decentralized planning that could be seen in terms of increased efficiency and productivity. Enhancement of efficiency is analyzed by taking into account of the speediness of service delivery mechanism. Reduction of costs is also considered as an important objective of E-governance. The technological basis of E-governance, viz, ICTs per se has the inherent potential to provide an impetus to decentralization. As computing power has decreased in cost, computers shrunk in size and became more widely distributed; rather than reinforcing centralization and bureaucracy of governments, the new technologies have tended to encourage network organizations, new types of community and generate demands for different roles of government and methods of 'governance', (McCullagh 2003). Therefore, it is a potentially powerful tool to bridge the gap between people and govt. in terms of information and service and there is the need for introducing E-governance, (Holliday 2002).

Henceforth, understanding the role and importance of E-Governance in every dimension at the level of international, national and local level it is agreeable that E-Governance indeed helps in achieving good governance in every aspects such as social, political and

Economics etc. Thus, Government of India also in line with this global trend started and undertook massive initiatives to introduce e-governance at the national, state and local levels. Wherein it aspires, emphasizes and aims to achieve to reduce costs, reduce waste, promote transparency, eliminate corruption, generate possibilities to resolve rural poverty and inequality, and guarantees a better future and help in growth of overall development for citizens and individuals. Hence, E-governance has become the necessary need to any form of governance at the local, regional, national or international level.

E-Governance transformation initiatives started by Government of India since 1990s have made considerable progress in the information and communication technology sector. In order to improve IT performance and productivity, the Government of India approved the National e-Governance Plan (NeGP) on May 18, 2006, that aimed to improve delivery of government services to citizens and business establishments with the vision to "make all government services accessible to the common man in his/her locality, through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realize the basic needs of the common man". Thus the government of India sponsored e-governance projects with the corporate world took a big leap to provide the impetus for long-term growth of e-governance within the country.

At the state level, many state governments started off their initiatives in the same period by taking up projects to serve their people through ICT. Today every state has a State Electronic Mission (SEM) to provide e-government services to the citizens.

Today with the launch of State Electronic Mission and under the State Data Centre guidelines, inclusion of 'Citizen Services under Governance' has become a necessity in every State/UT. The journey of e-governance is guided and empowered by the 31 Mission Mode Projects (MMPs) under the National e-Governance Plan (NeGP) which acts as a powerful driving force for today's presence of e-governance in all government ministries and departments (Sapru 2014).

With the increasing awareness among citizens about their rights and the resultant increase in expectations from the government to perform and deliver, the whole paradigm of governance has changed. Government, today, is expected to be transparent in its dealings,

accountable for its activities and faster in its responses. This has made the use of ICT imperative in any agenda drawn towards achieving good governance (INDIA 2008).

Thus, the India under the good governance initiatives encourages the state governments to adopt good governance initiatives. The state of Sikkim, towards this direction, has already started many projects. Many of the projects are carried and supported by private companies and some other projects are carried on by Information and Technology Department, this delineates that there is a strong Public-Private-Partnerships (PPP). Therefore it can be said and can be seen that there is a huge impact of private companies within the state and without which there will be a huge problem and a state like Sikkim is not in a position in implementing e-governance without the support or help of private companies. Therefore seeing the role of international companies and national companies in implementing E-governance even in the local level, it can be said that there is deep relationship of global and local connection to good governance.

As far as the assessment of the initiatives is concerned, there are both achievements as well as challenges. When it comes to issues of proficiency and productivity, cost reduction, better-quality of information and information flow, reduction of administrative burdens, providing of information and services and enhancing peoples participation, the initiatives made under e-governance project has left a positive impression. However, there are still major challenges in terms of Infrastructure, cost, digital illiteracy, limited access to internet etc. These, however, is just one side of the understanding about good governance as understood in the discourse of global financial institutions. The more serious issues of governance like poverty, unemployment, income divide and how they can be addressed by the new agenda of good governance is still a question. Particularly when many of the problems and issues of governance like development induced conflicts have a direct or indirect correlation with the broader new liberal agenda, it is significant that we subject our optimism of good governance or e-governance under critical scrutiny.

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