



GOOD GOVERNANCE AND IMPLEMENTATION OF GOVERNMENT PROGRAMMES: AN ANALYSIS OF THE 12TH FIVE YEAR PLAN STRATEGY

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ABSTRACT

'Good governance' is the most discussed and evaluated subject in academic and donor communities in the age of political globalization. The poor governance and corruption are the two faces of same coin. The India may not be a young country in terms of commercial trade but as far as scripting the growth story as an independent nation is concerned, India is relatively young. Good governance is an essential factor for political empowerment, economic growth and sustainable development at all levels of the society. Transparency and accountability are the two very important features of people friendly government. The social and economic chaos, corruption and aggression that proliferate in failed states clearly demonstrate the results that ensue when bad governance succeed. The professionals, thinkers and scholars have witnessed that there has been a dramatic rise in expenditure on programmes of social inclusion in the last five years but this is accompanied by growing complaints about implementation. Many plans and programmes have not reached and empowered the weaker sections of the society due to insufficient and ineffective implementation of plans and programmes. Development programmes announced by State or central government must be aimed at reduction in poverty and improvement in productivity levels of local workers. The Public Expenditure evaluation meets should be organized regularly at gram sabha, taluk and district levels to ensure proper utilization of funds and ownership of development programmes by the people. Implementation and monitoring of government Plans and programmes can be greatly strengthened through creative use of new media technologies. Extension of broadband connectivity to all Panchayats would enable much better information flow and allow stronger monitoring of the implementation of programmes on particularly. The present study based on qualitative and evaluated the strategies of 12th Five year plan regarding good governance and implementation of government plans.

KEYWORDS: *Good Governance, Economic Chaos, Rule Of Law, Political Empowerment, Economic Growth.*

PREAMBLE

'Good governance' is a widely discussed, debated and investigated issue in academic and donor communities in the age of political globalization. India may not be a young country in terms of commercial trade but as far as scripting the growth story as an independent nation is concerned, India is relatively young. Research studies revealed that India, one of the fastest growing economies in the world, it will be the youngest country with over 64 percent of its population being of the working age. With the aid of talented and employable workforce, India's demographic employability profile in 2020 will be a goldmine. No nation is bigger than the people and all policies and initiatives undertaken by any government is for the people. Therefore, Good governance is an essential factor for political empowerment, economic growth and sustainable development at all levels of the society. Transparency and accountability are the two very important features of people friendly government. The social and economic chaos, corruption and aggression that proliferate in failed states clearly demonstrate the results that ensue when bad governance succeed.

The term Good Governance is increasingly used to emphasize the need for governance to function with due regard for the rule of law and especially in a manner that is free of corruption. There is also growing consensus on the major characteristics of good governance. According to scholars Good governance is nothing but participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. Narendra Modi, Prime Minister of India said that "Mere good governance is not enough; it has to be pro-people and pro-active. Good governance is putting people at the center of development process." According to United Nations, Good governance has eight characteristics which are Consensus Oriented, Participatory, following the rule of law, effective and efficient, accountable, transparent, equitable and inclusive. Good governance is required for efficient and effective implementation of government plan schemes and programmes. It is also needed for ensuring that ordinary citizens can effectively access public services that are their right. Finally, it is needed for a better functioning of the private sector in the economy.

The poor governance and corruption are two faces of the same coin. The poor governance leads to corruption, and huge amount of corruption occurs either because of mishandling of government accord, or because flexible decision making in some areas is used to the advantage of some. Corruption undermines the legitimacy

of the system in the eyes of the public and reduces potential for achieving efficiency through competition. The present study deals with the twelfth five year plan strategies regarding the implementation of Plan programmes in general and role of good governance in particular.

CONCEPT AND DEFINITION

The Good governance is all about the processes for preparing and implementing decisions. It's not about making 'Right' decisions, but about the best possible process for making those decisions. Good decision-making processes, and therefore good governance, share several characteristics. All the components have positive effect on various aspects of local government including consultation, meeting procedures, policies and practices, service quality protocols, councilor and officer conduct, role clarification good working.

UNDP States governance can be seen as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable, and it promotes the rule of law. It ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources.

The global definition of 'good governance' may not fit into the scenario of every country. Every country is different each other in terms of economically, socially, geographically since the demand side of governance may differ from one country to another. The UNDP definition of "good governance" encompasses three key words: transparency, accountability and participatory. These three words form a key part of any governance model which may be deemed 'good'.

The report entitled "Governance and Development" (1992), the World Bank set out its definition of good governance. It defined good governance as "the manner in which power is exercised in the management of a country's economic and social resources for development".

The African Development Bank (AfDB) (1999) defines "governance as a process referring to the way in which power is exercised in the management affairs of a nation".

The paper entitled "Governance: Sound Development Management" The Asian Development Bank

(AsDB) (1995) Good governance is defined as “the manner in which power is exercised in the management of a country’s economic and social resources for development”. Further, in a separate opinion issued by the AsDB General Counsel, it was explained that governance has at least two dimensions: (a) political (e.g., democracy, human rights); and (b) economic (e.g., efficient management of public resources).

CHARACTERISTICS OF GOOD GOVERNANCE

Good Governance is the key to a Nation’s progress. The government should be committed to providing a transparent and accountable administration which works for the betterment and welfare of the common citizen. The scholars have stated that an important step for Good Governance is simplification of procedures and processes in the Government so as to make the entire system transparent and so faster. The government should consider the redress of the public grievances as a very important component of a responsive administration.

- **Participation of people:** All men and women should have a right and opportunity to participate in the process of decision-making, either directly or through legitimate intermediate institutions that represent their interests. It can happen in several ways – community members may be provided with information, asked for their opinion, given the opportunity to make recommendations or, in some cases, be part of the actual decision-making process.

Public involvement includes three ‘pillars’:

- Public access to information;
- Public participation in decision-making processes;
- Public access to judicial and administrative redress often termed ‘access to justice’.
- **Accountability:** Accountability is one of the fundamental requirements of good governance. Local government has an obligation to report, explain and be answerable for the consequences of decisions it has made on behalf of the community it represents. This accountability differs depending on the organization and whether the decision is internal or external to an organization.
- **Transparency:** The People should be able to aware, follow and understand the decision-making process in the committee. The transparency method helps to built on the free

flow of information. Processes, institutions and information should be directly accessible to those concerned authority or people, and enough information should be provided to render them understandable and examine.

- **Rule of law:** Laws, regulations and codes of conduct should be fair and enforced impartially, particularly the laws on human rights. One of the effective ways of tackling weak governance is to look at the disconnection between institutions within the broader governance environment including the scope of operation of the society in general. The availability of information is critical to good governance. Access to information and the promotion of procedural rights provide an enabling framework where accountability and improved delivery could enhance institutional changes. In the case of Victorian local government, relevant legislation includes the local government Act 1989 and other legislation such as the Public Health and Wellbeing Act 2008 and the Equal Opportunities Act 2010.
- **Responsiveness:** The government especially local or regional should always try to serve the needs of the entire community while balancing competing interests in a timely, appropriate and responsive manner. Institutions and processes try to serve all stakeholders within a reasonable timeframe.
- **Equitable and inclusive:** All men and women have equal opportunities to improve or maintain their well-being.
- **Effectiveness and efficiency:** Local government should implement decisions and follow processes that make the best use of the available people, resources and time to ensure the best possible results for their community. It promotes efficient public delivery systems and quality public outputs. It deals with the amount of public respect the civil service has. One aspect of poor service delivery is corruption. One of the ways of fighting corruption is through competitive salaries and motivating staff through incentives.
- **Vision and mission:** The policy makers and public should have a vision and mission all the time. The Leaders and also public have a long-term perspective on good governance and human development, along with a sense of what

is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.

GOOD GOVERNANCE AND IMPLEMENTATION OF PLANS: AN OVERVIEW

The term 'government' applies to all organs of state at national, provincial and local levels. The government institutions have an obligation to respect, protect, promote and fulfil the rights of its citizen. The legislature is responsible for making laws that would benefit the citizens of the country. Parliaments are responsible for representing the interests of all sectors of society, articulating these interests into relevant policies and making sure that these policies are implemented efficiently. The executive is responsible for the implementation of the government policies and programmes. The judiciary examines the omissions and commissions and safeguards the interest of the people. The media institutions are known as the fourth estate of a democracy. They are also the voice of the people in a democracy.

Many scholars have critically analyzed that the prime objective of the Eleventh Plan, was faster and inclusive growth (Poverty reduction), Emphasis on social sector and delivery of service therein, Empowerment through education and skill development, Reduction of gender inequality, Environmental sustainability, To increase the growth rate in agriculture, industry and services to 4%, 10% and 9% respectively, Reduce Total Fertility Rate to 2.1, Provide clean drinking water for all by 2009, increase agriculture growth to 4%. India has faced some of the challenges in Eleventh year plan. These challenges call for renewed efforts on multiple fronts, learning from the experience gained, and keeping in mind global developments.

The professional, thinkers and scholars have witnessed that there has been a dramatic rise in expenditure on programmes of social inclusion in the last five years but this is accompanied by growing complaints about implementation. Many plans and programmes have not reached and empowered the weaker sections of the society due to insufficient and ineffective implementation plans. This is despite the fact that there have been a number of legislations aimed at securing legally guaranteed rights to the Indian people, through the Right to Information Act, the Forest Rights Act, and the Right to Education Act, the Mahatma Gandhi National Rural Employment Guarantee Act and the soon to be introduced

National Food Security Act. Part of the problem is that the enactment of right based schemes in an environment of illiteracy and lack of awareness and empowerment does not ensure that people will claim their rights. However, it is also true that the schemes continue to be implemented in a business-as-usual mode, while what is demanded by these programmes is an innovative break with the past. Without reforms in implementation structures, schemes aimed at social inclusion will continue to be afflicted by the universalization without quality syndrome. A broad range of reforms cutting across programmes are needed in the areas enumerated below:

BUILD QUALITY, POTENTIAL AND INTENSIFICATION LOCAL INSTITUTIONS

The 12th five year plan aims at achieving the overall improvement in local institutions across the country. The ability to organize and every project will be finished on time without waste of resources is central to effective implementation by adopting the county of Japan experience with Total Quality Management (TQM). The fundamental theory for achieving quality is that the proper work distribution and responsibilities for management must be effectively devolved to bodies responsible for implementing public programmes and they must be suitably empowered, and also learn how to control, manage and produce results. The 73rd and 74th Amendments, transferred functions to PRIs and Municipalities, but there have been not very much effective devolution of funds or of control over functionaries. Since 2004, there has been massive increase in funds available for programmes, especially after MGNREGA, which are meant to be managed at the local level but these funds are not under the effective control of the PRIs. There is also need for strengthening other local institutions which would help programme implementation.

New media and social networking sites have become most power tools to reach the computer literacy and others in the digitalized India. Implementation and monitoring of government Plans and programmes can be greatly strengthened through creative use of new media technologies. Extension of broadband connectivity to all Panchayats would enable much better information flow and allow stronger monitoring of the implementation of programmes on particularly. The Twelfth Plan can help deal with these problems if specific provision is made in each flagship programme for dedicated time and human and financial resources for local institution development.

CAPACITY BUILDING

Capacity building is one of the most challenging tasks before government. Execution of flagship programmes requires subject and professional experts. Activities such as developing plans, or measuring work, and valuing it according to the Schedule of Rates under MGNREGA/ IWMP, or linking women's SHGs to banks and teaching them financial discipline and accountability under NRLM, or spreading awareness about management of sanitation and water supply schemes, need skilled and practiced human resources. It is essential to deploy professionals from the open market, following transparent procedures and on the basis of strict norms of responsibility, accountability and performance on the temporary or contract basis to avoid staff burden of the government.

PARTNERSHIPS WITH CIVIL SOCIETY

Civil society has vital role to play in strengthening and development of local institutions and bringing upgrading into government programmes. The Government must strongly encourage partnerships with civil society including NGOs, media institutions, academic institutions, professional associations and universities. The institutional arrangements could vary, depending on the obligation and circumstance, but the need for such partnership needs to be emphasized in the design of plan and programmes.

THE PROBLEM OF CENTRAL MINISTRIES ACTING AS SILOS

Many areas such as health, water management, development of manufacturing and so on need substantial improvement in outcomes and require action in several fields. There are problems with the many departments; Solutions require collaboration amongst several ministries and departments. Unfortunately, Ministries/Departments typically act as silos. Plans and schemes are developed along the jurisdictional lines of the ministries and departments, based on vertical management and decision system which often makes coordination with other concerned Ministries very difficult. It is compulsory to develop effective mechanisms for alignment/convergence of Central Ministries and Departments on issues in general and incentivize convergence in each flagship programme with other flagship programmes closely connected to it in particularly. It is necessary in the Twelfth Plan to undertake collaborative strategizing amongst the concerned ministries to clarify the roles of the departments in delivering holistic outcomes from the perspective of citizens. In many cases, for example, the drinking water,

sanitation and housing programmes in the field must be converted into a broader in development point of view.

SOCIAL MOBILISATION AND AWARENESS

The plans and programmes are expected to reach all beneficiaries on time for the empowerment of the weaker sections of the society. The experience of numerous flagship programmes has clearly established the significant role of a socially mobilised and aware community to meet success. The Programmes such as MDMS and ICDS have succeeded wherever women are mobilised and aware of their rights and responsibilities, whereas elsewhere the same programmes have performed poorly. The Local communities require necessarily space and allow the backwards, women, Dalits and Adivasis to express their voice. There is needed to make a specific provision in each flagship programme for dedicated individual and financial resources for social mobilisation, awareness raising and social audit.

SEPARATION OF DELIVERY AND POLICY MAKING FUNCTIONS

Presently, Good governance requires delivery functions to be separated from policy-making functions in Government Ministries or else both can become ineffective. Delivery of programmes organisations could be set up as specialized agencies with clear mandates, resources, and accountabilities. They should be professionally managed by people with requisite domain expertise. They should also be accountable to concerned Ministers. The organization may be depend to Ministries, but they should be 'autonomous' from clutches of ministries and his office. The Administrative Reforms Commission has recommended this approach. Programmes like MGNREGA, PMGSY, IAY, and the rural electrification programme under RGGVY are examples of areas where policy making and implementation needs to be separated to ensure effective implementation. In these specific regions, Chief Executive officers could be appointed and mandated to clearly monitor, effectively implement and review these programmes. These functions would be separated from policy making which may be done in the Government. And mainly the Second Administrative Reforms Commission has pointed out that this process has expanded rapidly and we need to introduce this organizational change in our Government system as followed by the Britain, Australia and New Zealand who are adopted this process for the past two decades and met successes.

LEARNING FROM BOTH FAILURE AND SUCCESS

The government should learn the lessons from both failure and success for the development of the country in the matter of programmes implementation. The poor performance in flagship schemes receive a great deal of attention, there are many examples of success that go unnoticed. Every flagship programme must be subject to careful diagnostics and monitoring that facilitates learning from failure as well as success. The process of simultaneous evaluation of programmes has not been very successful in most of the flagship schemes. The Planning Commission should make a special effort to identify success stories and disseminate lessons from them. Evidence based evaluation will throw up lessons which can guide the design and implementation of schemes in future. The present secretarial and accounting system does not permit effective monitoring of the flow of resources from Central Ministries to state governments and ultimately to the implementing agencies. The lack of uniform coding for plan schemes between the Centre and the States makes it difficult to trace releases under a particular scheme from the Centre to the ultimate user as it flows through the state budget system. As a result, the Central Government has direct information on releases made but no online capability of tracking flow of funds through the State implementing agencies. Actual expenditure incurred in the field cannot be tracked online and is only known on the basis of 'utilization certificates' which take a great deal of time before they are submitted.

CONCLUSION

Many economic, political and communication experts and other scholars have critically analyzed that the prime objective of the Twelfth five year plans in different perspective. The present paper has evaluated the content, new techniques, measures, aims and objectives of the Twelfth five year plan in general and implementation of programmes in particularly. Eliminate the corruption, Poverty reduction, protection of the environment and natural resources, building quality, potential and intensification Local Institutions, capacity of the specialized area experts and professionals, participation of the people from all the different sections such as dalit, adivasi, backward and other vulnerable sections of the society, creating social awareness and social mobilization are the main concerned of the twelfth five year plan. Today all the governments and major institutions around the world say that promoting and defensive good governance is an important part of their agendas. The key principal of the good governance and Implementation

of Government Programmes cover different ideals for a better society.

The 12th plan lays special emphasis on the Separation of delivery and Policy Making Functions and Partnerships with Civil Society for development of individual especially local government bodies. Although there are initiatives that try to facilitate good governance at the central level, action needs to be taken especially at the local level, which is often of more impact for the marginalized groups in the region. Development programmes announced by State or central government must be aimed at reduction in poverty and improvement in productivity levels of local workers. The Public Expenditure evaluation meets should be organized regularly at gram sabha, taluk and district levels to ensure proper utilization of funds and ownership of development programmes by the people. The officials in the different capacity should be given clear responsibility for delivery of services in respect of approved schemes and held accountable. Goons, Persons charge sheeted by a competent court for heinous offences and mainly corrupt practices should be excluded from contesting elections from local to central level. Presently, india moving towards digitalization. New media and social networking sites have become most power tools to reach the computer literacy and others in the age of digitalization. Implementation and monitoring of government Plans and programmes can be greatly strengthened through creative use of new media technologies. Extension of broadband connectivity to all Panchayats would enable much better information flow and allow stronger monitoring of the implementation of programmes on particularly. The Twelfth Plan can help deal with these problems if specific provision is made in each flagship programme for dedicated time and human and financial resources for local institution development.

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