Research Article

Rooting Democracy in Good Governance: An ISM Approach

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ABSTRACT

Democracy offers a promising system of accountability and citizen-centric governance in place. More than a system of governance, it refers to a way of life, a social structure, a method of establishing social and economic ties, and most importantly, a set of moral principles. Effective collaboration between the government and the populace leads to good governance. But it can be held that, we cannot have good governance in place without democracy. The article demonstrates through the Interpretive Structural Model (ISM) approach that "democracy and good governance are symbiotic and complement each other" heavily lean toward the assumption of "can't' have democracy without good governance."

1. Introduction

Among all the forms of governance, citizens want to be governed by a more accountable and citizen-centric system that provides a better method to deal with conflicts and differences. Democracy offers a promising solution to these counters. It is hard to distinguish concept and operationality of democracy and good governance (referred to hereafter as GG). Understanding democracy in terms of institutions and procedures which is supported by Schumpeter's definition of democracy as a competitive struggle for the popular vote(Schumpeter, 1976) and further developed by Robert Dahl, who saw democracy as involving contestation or competition on the one hand and participation or inclusion on the other(Dahl, 1971) is equally important on par with viewing democracy in terms of the social benefits that it can deliver where Tawney and Sen believes that this could be proved to symbiotic and make democracy more meaningful along with increasing living standards of citizens compared to other systems.(Sen, 1999; Tawney, 1965) Democratic virtues and democratic values constituting the base of political system can be effective mechanism to serve people in multi-cultural and diverse societies like India.

Democracy which has both institutional and functional aspects, has been considered by many as a modern political tool to manage diversities through presenting the absoluteness of the State and the government vis-à-vis citizens and creating both representative and participatory democracy. Governance, however, has been a central focus in all countries irrespective of the type of government. It is challenging to give a specific definition for the concept of governance because it is intricate and multifaceted. They are still unable to agree on anything with

clarity regarding its meaning. Different definitions of governance have been offered by academics. But to put it simply, governance is the process of making decisions and the means by which those decisions are carried out (or not carried out).(Rao, 2008) The United Nations Human Development Report of 2002 introduced a new definition of governance, referring to it as democratic governance, which is a prerequisite for improved human development. Respecting people's freedoms and their rights, giving them a voice in decisions that affect their life, and holding decision-makers responsible are all parts of democratic governance. It aims to increase the responsiveness of social and economic policies to the needs of the populace.(UNDP, 2002, p. 70) Finally, it should be noted that governance is a process rather than a set of laws or a particular activity. It incorporates both the public and private sectors and is based on collaboration rather than control. Moreover, governance is not a formal institution but rather ongoing interaction. It serves as the foundation for the idea of good governance, which gained popularity in the context of the third wave of democracy—the revitalization of democratic institutions—in order to realize the objectives of globalization, human development, and participatory democracy.(Preti, 2004, p. 57) The concept has much to do with ethical grounding of governance and must be judged and evaluated with reference to given norms and objectives discussed later in the article. On a minor note, it can be held that, we can't have good governance in place without democracy. The driving reason behind this argument is that there can be no good governance in place without having strong opposition parties, a free media and a healthy civil society. But understanding of relationship of governance and regime types gives us the broader view that it cannot be said that good governance is the product of only democracy. There are

examples of non-democratic countries showing objectives of good governance in their decision-making. There is case, where nondemocratic, one-party state of China(Geddes et al., 2014; Wahman et al., 2013), and semi-authoritarian Russia are performing better in forcing Rule of Law and effective governance.(Ishiyama, 2019, p. 2205) These examples can be understood as an example of discontented performance of democracy on globally as justified by surveys. According to Pew Research Center surveys, a significant portion of the populace in numerous nations frequently expresses dissatisfaction with the functioning of their democracy. And a lot of people are becoming dissatisfied with this and wanting political change as a result. Among the 17 advanced economies surveyed in 2021, a median of 56% feel that significant adjustments or a complete overhaul of their political system are necessary. This is the view held by at least two thirds of people in Italy, France, Spain, Belgium, the United States, South Korea, Greece, and Japan.(Wike, 2021) Furthering and limiting our case for democratic countries where human, civic, and fundamental rights are preserved are respected, the author put the case where it shows that "democracy and good governance are symbiotic and complement each other" heavily lean toward the assumption of "can't' have democracy without good governance."

Scholars of the modern era acknowledge that democracy is more than just a system of governance. It refers to a way of life, a social structure, a method of establishing social and economic ties, and most importantly, a set of moral principles. It is essentially a way of leading correlated lives and sharing communicative experiences. In essence, it is a reverent and respectful attitude toward one's fellow humans. The concepts of equality, liberty, fraternity, justice, and government norms of duty and accountability to the people form the foundation of such a political and socioeconomic system. It also upholds the ideals of citizen equality and dignity. But the manner of defining democracy in terms of election can be misleading as we would call every government that holds elections a democracy. We can refer to a set of values, principles, and standards that must be upheld as requirements for democracy. These conditions are necessary in all domains: political, social, and economic. The social conditions necessitate a populace that is educated and culturally evolved, the absence of discrimination, social equality of status, equality before the law, and equality of opportunity, as well as equal possibilities to engage in social, cultural, and educational processes. The absence of pervasive inequality, the satisfaction of the basic material needs for a dignified human existence, the equitable allocation of resources, equal chances for gainful employment, equal compensation for equal labor, and protection from exploitation are all considered aspects of an economy. Political conditions include equal citizenship rights, the rule of law, equal opportunity for political engagement, and rights that are both guaranteed and safeguarded, most notably the freedom of speech, religion, and opinion. It also covers the freedom to take part in civil and political processes, popular or representative governance, free and fair elections, and tolerance for opposition and dissent. Here, I recognise variables of democracy viz. Equal and Inclusive Treatments, Protection Against Discrimination, Transparent Electoral Process, Fair Opportunities and Responsible and Free Judiciary.

Though it is never a cure-all, governance can compensate for some of the market's and the state's shortcomings in terms of coordination and regulation. Governance can be as flawed in allocating social resources as the state and the market. Therefore, how to overcome its failure and make it more successful is a natural task facing scholars. Numerous academics and international organizations have developed a variety of concepts in response to the challenge, including good governance, efficient governance, sound governance, and meta-governance. The most significant of them is "good governance." The English language has had a concept of good government since the emergence of the State and government. But since the 1990s, there has been a serious global challenge to good governance, which had long been seen as a political ideal. It faces opposition from "good governance." One of the most common terms in political science literature, the notion has been used more frequently since the 1990s in both Chinese and English works. Many multinational organizations, like the World Bank, the Organization for Economic Cooperation and Development (OECD), and the United Nations Development Programme (UNDP), have thought about the components of good governance and how they relate to development. These organizations differ in their ethos, experiences, and views of what makes for successful governance.. According to former UN Secretary-General Kofi Annan, "Good governance is ensuring respect for human rights and the rule of law; strengthening democracy; promoting transparency and capacity in public administration."(Annan, 1998)

To implement this, the UN follows eight principles:

Participation, Rule of Law, Consensus Oriented, Equity and Inclusiveness, Effectiveness and Efficiency, Accountability, Transparency, and Responsiveness.

Effective collaboration between the government and the populace leads to good governance. For good governance to succeed, political administration must involve all relevant powers. Only when they have the political clout to participate in elections, policy-making, administration, and oversight can citizens effectively advocate for the State and collaborate toward the development of public authority and order. The only practical system that seems to be able to safeguard citizens' absolute equality and free will in politics is democracy. As a result, democracy and effective governance go hand in hand. Good administration is only possible in a free and democratic political system since it is impossible to have each without the other. In exchange, the democracy can sustain with the principles of good governance in place effectively.

Observing variables of democracy and GG, it can be established that the features of GG and democracy are common and overlap to the greater extent in certain set of environments. Hence, for further study, features of both concepts are merged and analysed. The following are the essential variables or prerequisites for both democratic system and GG.

1. Participatory: Many people view democracy as a vehicle for inclusiveness and involvement. One important tenet of good government is the involvement of all sections of society. One may participate directly or through authorized intermediary organizations or agents. Public participation helps to democratize the political process by providing information about public wants and requirements to decision-makers and implementers, and vice versa. Good governance can only be accomplished in a society that is free, allows for unrestricted involvement, and respects the rights of its citizens.

2. Equal and Inclusive Treatments: Making sure that every person of a society feels included and does not feel cut off from society's norms is essential to its health. This means that equal possibilities for improving or maintaining well-being must be provided to all groups, but especially to the most vulnerable. For this reason, the state can implement affirmative action laws or policies for marginalized groups in democracies, thereby supporting the foundation of good governance.

3. Follows rule of law: Equitable legal frameworks that are impartially applied are necessary for good governance.

Complete protection of human rights, especially those of minorities, is also necessary. An independent court system and an unbiased, uncorruptible police force are necessary for the fair enforcement of the law. If the rule of law is respected, developed, and successfully upheld, democracy can operate with efficiency.

4. Transparent: Transparency pertains to the general public's access to information and the understanding of government policies, directives, and choices. As a result, it strengthens and enhances predictability. Transparency is encouraged by good governance to support both substantive and procedural knowledge, but in democracies, this characteristic may also be limited if the information is sensitive or has a negative impact on law and order, national security, or other important areas.

5. Consensus oriented: In a particular culture, there are several actors and viewpoints. To develop a broad consensus on what is in the best interest of the entire community and how this might be accomplished, good governance necessitates the mediation of the various interests within society. It also necessitates having a long-term, wide view on what sustainable human development entails and how to accomplish its objectives. Only by comprehending the social, cultural, and historical backgrounds of a particular society or community can this be achieved.

6. Responsive institutions: Institutions and procedures must endeavor to serve all stakeholders in a timely manner in order to sustain good governance. Administrative responsiveness means that in order to effectively provide commodities to citizens and satisfy all parties involved, the administrative machinery must be robust and responsive enough at the points of interaction. In order to achieve this, the administration must make sure that: suitable constitutional provisions are made for regular and timely elections to local institutions; district planning is decentralized; personnel policies and training programs are reorganized; office procedures are flexible; tasks are clearly defined; government employees are held accountable; public grievances are promptly and promptly resolved; and the working environment is improved.(Sahni & Vayunandan, 1992)

7. Accountability: One essential component of successful government is accountability. The public and their institutional stakeholders require accountability from not only governmental (or horizontal accountability(Schedler et al., 1999)) institutions but also the private sector and civil society organizations. Depending on whether choices or actions are made internally or externally by an organization or institution, different parties have different accountability. An institution or group must generally answer to the people who will be impacted by its choices and activities. Enforcing accountability is contingent upon transparency and the rule of law. To ensure that public servants are held accountable for their actions and responsive to the body that bestows upon them authority, accountability is essential. This may be achieved differently in different countries or political structures, depending on the history, cultural milieu, and value systems involved.

8. Effective and Efficient: Processes and organizations that address societal demands while optimizing available resources are considered to exhibit good governance. In the framework of good governance, environmental preservation and the sustainable use of natural resources are also included in the concept of efficiency. In addition to improving the efficiency of the process of economic growth, excellent governance can also contribute to improved governance in emerging nations. In particular, successful public sector administration, the advancement of civil society, the reinforcement of law and justice, and economic and financial management can all be aided by good governance (AlamAlam et al., 2010).

The four components of governance mentioned above have a tendency to reinforce and complement one another conceptually. Accountability is the last line of defense for predictability and transparency, and it is frequently linked to participation. Even predictable decision-making by independent government agencies may lead to the latter prioritizing agency interests above those of the former in the lack of responsibility to impacted parties. In a similar vein, without institutions that acknowledge responsibility and without legal frameworks that strike a balance between the rights to disclosure and confidentiality, transparency and information openness cannot be guaranteed. Once more, maintaining the accountability of public institutions would benefit from a predictable legal framework. Transparency is also necessary for predictability since it could be challenging to uphold the principle of equality before the law in the absence of knowledge about how people in similar circumstances have been treated. And last, a transparent system makes government accountability, engaging, and results more predictable.

2. Method and tools

As shown in the first part, variables of GG and democracy are overlapping and found common. Here, the task in second section is to grade variable according to importance and significance. Ranking of common variables of GG and democracy in this way gives us scope of checking the symbiotic relationship and to check the most and least important variable. In this way, the variables can be checked to prove or discard our assumption of "can't' have democracy without good governance" by checking these can be separated or detached from one another objectively. For this purpose, the ISM (Interpretive Structural Model) is used. This tool helps us by imposing order and direction on the complexity of relationships among variables. The recognised common variables of GG and democracy are put in multi-step process involving Identification of the variables relevant to the problem or issue achieved by survey establishing the contextual relationship among the variables; developing a Structural Self-Interaction Matrix (SSIM) of variables, indicating pairwise relationship between variables of the system; developing a reachability matrix from the SSIM, and check the matrix for transitivity. The SSIM format is transformed into the format of reachability matrix by transforming the information in each entry of SSIM into 1s and 0s in the reachability matrix. Transitivity of the contextual relationship is a basic assumption in the ISM, which states that if element A is related to B, and B is related to C, then A is necessarily related to C. Continuing the process, partitioning the reachability matrix into different levels is done. Now based on the relationships in the reachability matrix, drawing the diagraph and removal of the transitive links is completed. Then, constructing the ISM model by replacing element nodes with statements is followed by last step of review of the ISM model to check for conceptual inconsistency, and make the necessary modifications. These steps are elaborated in detail with data involved:

2.1 Structural self-interaction matrix

ISM methodology builds upon a contextual relationship among variables as assessed by experts. The expert opinion is based concerning variables of GG and democracy namely Participation; Equal and Inclusive Treatment; Rule of law; Transparency; Consensus oriented; Responsive institutions; Accountability and Effectiveness and Efficiency. In this research,

five experts, three holding government offices and two from academia, were consulted to identify the nature of contextual relationship among the variables of GG and Democracy. All the experts holding offices are with the rank of 'Gazetted Officers' with one from the involved in policy-making responsibility and two are executives. The academicians involved are also practitioners. In order to analyse the relationship among the GG and democracy

variables, a contextual relationship of 'influence or enhance' type is chosen. For example, accountability will influence or enhance participation. Keeping in mind the contextual relationship for each variable, the existence of a relation between any two variables (i and j) and the associated direction of the relation are questioned.

Four symbols are used to denote the direction of the relationship between the variables (i and j):

V = variable i will help achieve these variable j;

A = variable j will be achieved by variable i;

X = variable i and j will help achieve each other; and

O = variables i and j are unrelated.

Based on the contextual relationships, the SSIM is developed for the eight variables.

Table 1: Structural Self-interaction matrix

	V1	V2	V3	V4	V5	V6	V7	V8
V1	-	X	X	X	X	A	V	X
V2		-	V	X	X	X	V	X
V3			-	X	O	X	X	X
V4				-	A	X	V	X
V5					-	X	X	X
V6						-	X	V
V7							-	X
V8								-

Four symbols are used to indicate the relationship existing between two sub-variables:

V – for a relation from i–j (only one direction)

A – for a relation from j–i (only one direction)

 X – i–j and j–i (both directions)

O – if the relationship between variables does not exist.

2.2 Reachability matrix

The SSIM is converted into a binary matrix, the initial reachability matrix by substituting V, A, X and O with 1 and 0 as per the following rules (Table 2):

• if the (i–j) entry in the SSIM is V, the (i–j) entry in the reachability matrix becomes 1 and the (j–i) entry becomes 0

• if the (i–j) entry in the SSIM is A, the (i–j) entry in the reachability matrix becomes 0 and the (j–i) entry becomes 1

• if the (i–j) entry in the SSIM is X, the (i–j) entry in the reachability matrix becomes 1 and the (j–i) entry becomes 1

• if the (i–j) entry in the SSIM is O, the (i–j) entry in the reachability matrix becomes 0 and the (j–i) entry becomes 0

Table 2: Final reachability matrix

Variables	V1	V2	V3	V4	V5	V6	V7	V8	**Driving Power**
Participation (V1)	1	1	1	1	1	0	1	1	7
Equal and Inclusive Treatment **(V2)**	1	1	1	1	1	1	1	1	8
Rule of law (V3)	1	0	1	1	0	1	1	1	6
Transparency **(V4)**	1	1	1	1	0	1	1	1	7
Consensus oriented (V5)	1	1	0	1	1	1	1	1	7
Responsive institutions (V6)	1	1	1	1	1	1	1	1	8
Accountability (V7)	0	0	1	0	0	1	1	1	4
Effectiveness and Efficiency (V8)	1	1	1	1	1	0	1	1	7
Dependency	8	7	7	7	5	6	8	8	

After incorporating the transitivities (Step 4 of ISM), the final reachability matrix is achieved. The table also depicts the driving and the dependence power of each enabler/variable. The driving power of each enabler is the total number of enablers (including itself), which it may help achieve. Dependence, on the other hand, is the total number of enablers (including itself), which may help achieve it. The driving power and dependence further help in the

classification into four groups: autonomous, dependence, linkage and driver variables.

2.3 Level partitions

The final reachability matrix leads to the reachability and antecedent set for each enabler.(Warfield, 1974) The reachability set consists of the element itself and the other elements, which it may help achieve, and the antecedent consists of the elements,

which may help in achieving it. An intersection, thereafter, is derived for all enablers. The enablers for which the reachability and intersection are similar occupy the top level in the ISM hierarchy. The top level of the hierarchy does not permit any other element above its own. Once the top level is identified, it is separated from the other elements. The process undergoes iteration till the level of all the items is achieved. These levels help in building the diagraph and the final model.

2.4 *Iterations*

Table 3: Iteration 1

Variables	Reachability	Antecedent	Intersect	Level
V1	V1,V2,V3,V4,V5, V7,V8	V1,V2,V3,V4,V5,V6,V8	V1,V2,V3,V4,V5,V8	
V1	V1,V2,V3,V4,V5,V6,V7,V8	V1,V2,V4,V5,V6,V8	V1,V2,V4,V5,V6,V8	
V1	V1, V3, V4, V6, V7, V8	V1,V2,V3,V4,V6,V7,V8	V1, V3, V4, V6, V7, V8	1
V1	V1, V2, V3, V4, V6, V7, V8	V1,V2,V3,V4,V5,V6,V8	V1, V2, V3, V4, V6, V8	
V1	V1, V2, V4, V5, V6,V7,V8	V1,V2,V5, V6,V8	V1,V2,V5, V6,V8	
V1	V1, V2, V3, V4, V5, V6, V7, V8	V2,V3,V4,V5, V6,V7	V2,V3,V4,V5, V6,V7	
V1	V3, V6, V7, V8	V1,V2,V3,V4,V5,V6,V7,V8	V3,V6,V7,V8	1
V1	V1,V2,V3,V4,V5,V7, V8	V1,V2,V3,V4,V5,V6,V7,V8	V1,V2,V3,V4,V5,V7,V8	1

Table 4: Iteration 2

Variables	Reachability	Antecedent	Intersect	Level
V1	V1,V2,V4,V5	V1,V2,V4,V5,V6	V1,V2,V4,V5	2
V2	V1, V2, V4, V5, V6	V1,V2,V4,V5,V6	V1, V2, V4, V5, V6	2
V4	V1,V2, V4, V5, V6	V1,V2,V4,V5,V6	V1,V2, V4, V6	2
V5	V1,V2, V4, V5,V6	V1,V2,V5,V6	V1,V2,V5,V6	
V6	V1,V2,V4,V5, V6	V2,V4,V5,V6	V1,V2,V5,V6	

Table 5: Iteration 3

Variables	Reachability	Antecedent	Intersect	Level
V5	V5,V6,	V5,V6	V5,V6	3
V6	V5,V6	V5,V6	V5,V6	3

Table 3 (Iteration 1) shows that variable 3 (Rule of Law); variable 7 (Accountability) and variable 8 (Effectiveness) is at level I. This leads to the top position in ISM. (Participation Equal and inclusive Treatment Transparency) is at level II, thus occupying the second position in ISM. The process undergoes iteration in similar fashion till the various levels are achieved.

2.5 *Classification of the enablers*

On the bases of their driving and dependency power, the enablers have been classified into four categories:

1 autonomous enabler

2 dependent enabler

3 linkage enabler

4 independent enabler.

The classification resembles the one used by Mandal and Deshmukh (1994).(Mandal & Deshmukh, 1994) In the above-given classification, the first cluster includes autonomous variable (enabler), which has a weak driving and weak dependency power. There is no autonomous variable in the present study. The second cluster consists of weak driving power, but strong dependency. There is one variable (enabler) falling in this cluster. Variable 7 (Accountability) in the present study. The third cluster includes linkage variables that have strong driving and dependence power. Any action on these variables will have an effect on the others and also a feedback effect on themselves. In the present case there are seven linkage variables, *i.e.*, enablers V1, V2, V3, V4, V5, V6 and V8. The fourth cluster includes independent variables, *i.e.*, strong driving power, but poor dependence power. The present study there are no enablers falling under this cluster, meaning no enabler has a very strong driving power. The driving power and dependence power is shown in Figure 1. Figure 1 can be illustrated by observing the iteration tables.

2.6 *Formation of ISM model*

The structural model is generated from final reachability matrix. This graph is also called a directed graph or diagraph. After removing the transitivities, the diagraph is finally converted into the ISM model. (Figure 2)
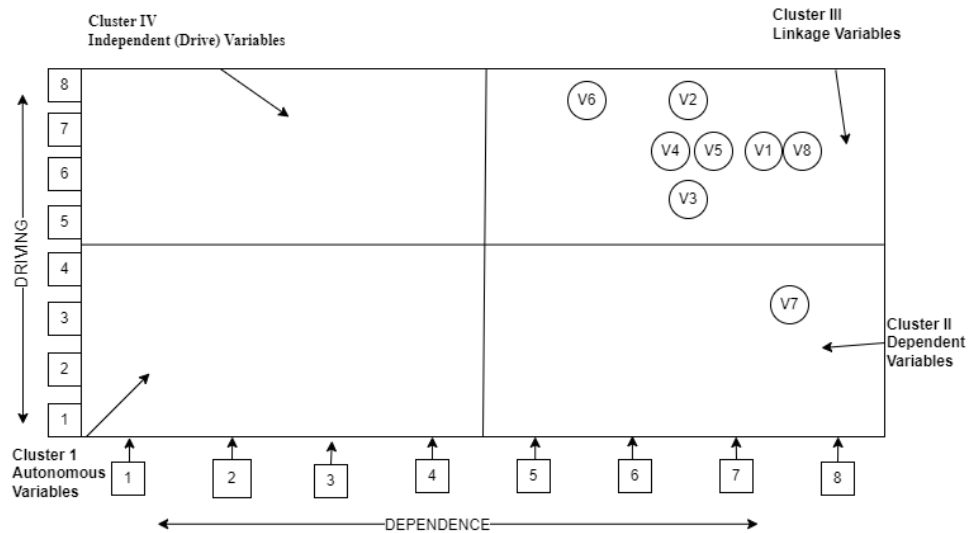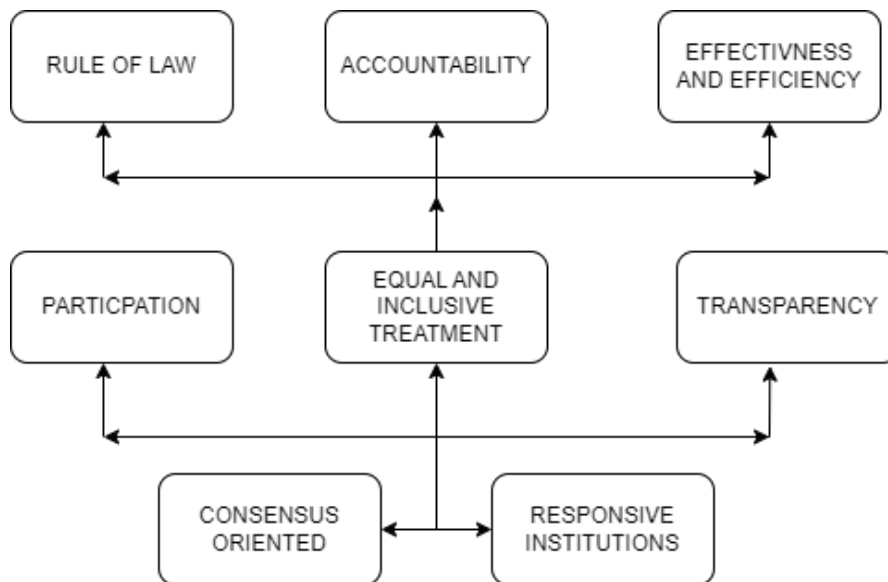
Figure 1: Micmac

Figure 2: An ISM-based model of Good Governance and Democracy

3. Discussion and Conclusion

The debate of democracy and good governance finds a settling pace in arguments of co-existence and mutual dependence. The ISM model in this context establishes that rule of law, accountability and effectiveness and efficiency of governance are prime driving forces. After that factor like participation, equal and inclusive treatment and transparency lie in second gradient. Factors of concensus oriented governance style and responsive institutions are least important factors in governance. These factors are very basic to good governance. The idea of the rule of law in general is connected to democracy as well. There are various types of democracy; some offer their citizens greater freedoms and rights as well as better representation than others. But if a democracy is not properly regulated—for instance, by using checks and balances or the division of powers to prevent an unequal allocation of political authority—then a segment or branch of the government could gain power and turn against the democracy as a whole. Even so, particular subjects related to a democracy may be discussed. Although the majority rule is frequently cited as a hallmark of democracy, dissident individuals may be subjected to the "tyranny of the majority," as philosopher John Stuart Mill put it, in the absence of responsible government or constitutional safeguards against democratic power. Reliable information is the foundation for accountability and is necessary to demonstrate the efficacy and efficiency of government. Some scholars contend that accountability through openness can actually work against the efficiency of decision-making. Transparency, for instance, could encourage defensive behavior and overly cautious thinking, reverting to the "avoid personal risks at all costs" mentality that new public administration aimed to eradicate. Therefore, "public accountability" also refers to a system of openness and responsiveness in government organizations. The transition from internal to external accountability is frequently accomplished through public reporting and panels. Here, accountability is linked to the ideas of openness and involvement.

The equal rights philosophy is the foundation of democracy in several nations. Liberal democracies, which may also include extra components like political pluralism, equality before the law, the ability to petition elected officials for grievance redress, due process, civil liberties, human rights, and components of non-governmental civil society, are often referred to as "democracies."

While parliamentary sovereignty is the dominant ideology in some countries, including the United Kingdom, judicial independence is often preserved in practice. This is in contrast to the United States, where the separation of powers is frequently

touted as a supporting feature. "Democracy" in other contexts refers to direct democracy. While the word "democracy" is usually associated with a governmental state, other groups and private organizations can also benefit from the concepts.(Craig, 1990)

Young(Young, 2017) recently offers a normative account of democratic dialogue across a range of constitutional systems and examines the emerging dialogue between domestic and regional courts like the European Court of Justice and European Court of Human Rights for common law countries like the United Kingdom in which the parliament has a dominant position. As a result, the discussion concludes that the idea of democracy is based on the fundamentals of good governance, since democracy is a form of government in which the many elements differ from nation to nation based on the socioeconomic and political history of the area. However, every system that calls itself democratic must have effective governance in order for the decision-making process to be flexible and adaptable to changing demands. Both are mutually intrinsic but the late finds prime place in the whole setting of governance. It proves the assumption that there can't have democracy without good governance in place.

Still, a speculative model's validity can be examined using Structural Equation Modelling (SEM), also referred to as the linear structural relationship approach. SEM lacks the ability to create original models, but it can test theoretical models that have already been developed. Therefore, evaluating this model's validity may be a topic for further research.

Declarations of interest: None

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