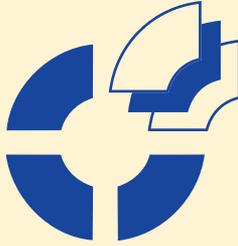




VERIFICATION OF DISBURSEMENT LINKED INDICATORS

FOR WORLD BANK FUNDED MPCARS PROJECT

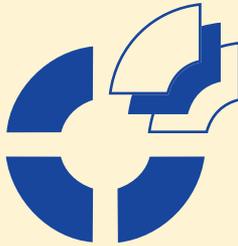


सिद्धिमूलं प्रबन्धनम्
भा. प्र. सं. इन्दौर
IIM INDORE



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March, 2017

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EXECUTIVE SUMMARY

The Government of Madhya Pradesh (GoMP) enacted the Public Services Guarantee Act, 2010, to guarantee delivery of public services to the citizens of the state. The International Bank for Reconstruction and Development (World Bank) has decided to fund this project (Citizen Access to Responsive Services Project) for five years, with the credit funding of USD 35 Million based on the achievement of predetermined Disbursement Linked Indicators (DLI). This project is to be implemented by Madhya Pradesh State Agency for Public Services (MPSAPS). Three key result indicators and nine sub-component indicators have been specified. Indian Institute of Management, Indore (IIM-I), has been engaged to verify the achievements against the targets set for the Base Year (Year 0).

A mixed methodology for assessing the project achievements was agreed upon with MPSAPS and World Bank. This included site visits, interactions with citizens, analysis of backend systems, and also interactions with the numerous government stake holders. The verification exercise finds that the Baseline indicators for Year zero have been comfortably achieved by the project, and at many places the targets have been surpassed as of February 2017.*

The project is set for achieving the five year DLI targets that have already been specified. However, a need exists for addressing the numerous challenges in the pre-delivery stage, and also for fine tuning of the DLI indicators, to match the evolved needs of assured delivery of public services.

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* Data used is as on February 28, 2017

1.0 INTRODUCTION

The Government of Madhya Pradesh (GoMP) enacted the MP Public Services Guarantee Act, 2010, to project its commitment towards improving the delivery of public services to the citizens of the state. Highlights of this act are: service as a right, service within stipulated time, and service through a standard operating protocol with accountability. It also included a provision for penalty in case of non-delivery (refer mpedistrict.gov.in). The government initiative was housed in a society registered for this purpose that is the State Agency for Public Services (SAPS), under the Department of Public Services Management. SAPS is the implementation agency for this project.

Subsequently, GoMP partnered with the National Informatics Centre (NIC) state unit, a Government of India (GoI) undertaking, to provide the necessary IT support. NIC was tasked with application development, hardware/ software maintenance, back-up, restoration, and an integrated Management Information System (MIS), which is updated regularly. The objective being to provide end to end services to the citizens of the state through a highly reliable and scalable IT infrastructure managed by government IT professionals.

GoMP approached the World Bank (WB) for financial support to strengthen, expand and maintain the systems set up for delivery of public services. World Bank came forward under its program “**MADHYA PRADESH: CITIZEN ACCESS TO RESPONSIVE SERVICES (MPCARS)**” to provide financial support to the project and fund the project based upon the milestones achieved (Disbursement Linked Indicators or DLIs). This was done as World Bank's (WB) objectives under this program are: “*expanding access to the poor and under-represented groups, and incorporating feedback loops for a more responsive services delivery, along with larger objectives of eliminating extreme poverty and boosting shared prosperity*”.

To provide funds to the project under this program, WB requires a third party's verification of the DLIs achieved. The first release of funds is to be based upon the achievement of the Base year (Year 0) indicators, and the identification of factors that would lead to achievement of the set targets in the ensuing five years. IIM-I has been nominated for carrying out the verification task as a third party for this project.

2.0 CONCEPTUALIZING PUBLIC SERVICE DELIVERY

The DLI verification project aims to carry out a baseline verifications (Year 0) of the delivery of public services, delivered by the various public departments to the citizens of the state. Some indicators have been defined for the same. The process as we understand is summarized in Figure 1.

The key success factors for delivery of assured public service lie in identification of services to be covered, Government Process Re-engineering (GPR) of these services, and finally implementation of a system that can assure their end to end delivery. The key result focus, and the sub components of DLI, detail out the deliverables at the various stages of this process. Further, the outreach strategy, internal computerization of the public service delivery mechanisms, and the nature of delivery, all together, constitute key components of the whole delivery process. SAPS, through the Lok Seva Kendras (LSK – as citizen kiosk), adopts a

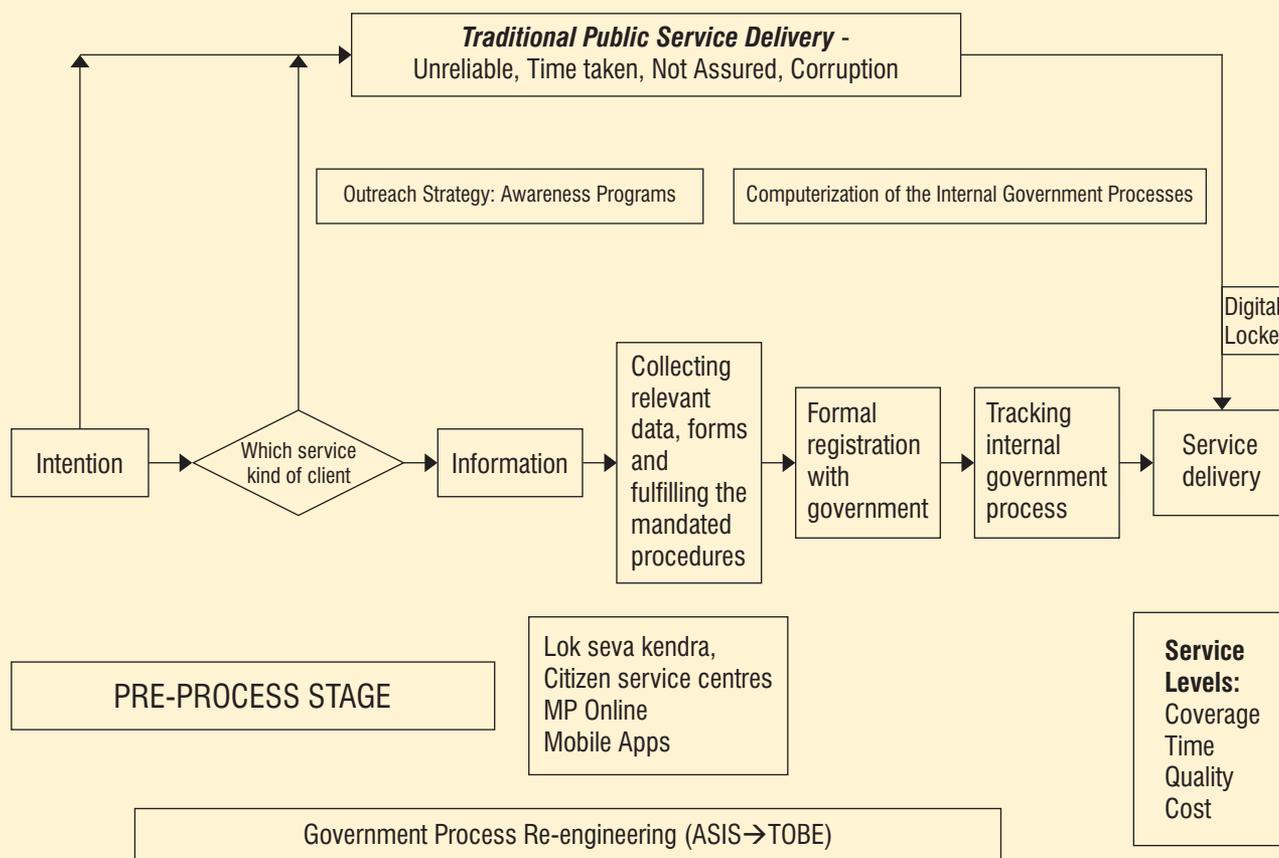


Figure 1 - Conceptual map of the public service delivery process

monitoring role wherein the indicators reflect the shift to the modified IT enabled process, while crowding out the traditional delivery process. This is a herculean task in an emerging economy context, which is characterized with lack of transparency, rampant corruption at lower levels, multiple stakeholders and poor awareness of rights among the citizens. For the assurance of public service delivery, measured as per DLI, the process is required to be fully tuned to the objectives of the World Bank project and to the State Government's promise of assured deliveries. This project is a step in its facilitation.

2.1 Current System Description

One hundred and sixty-four (164) services (including MP Online services) from twenty-three (23) departments of the GoMP have been identified to be provided through the single interface of LSKs. LSKs have been established for this purpose through a public-private partnership model. One hundred and thirty-six (136) of these services have already been notified and enabled for citizen access online, with the complete list available online.

Several of these services can also be requested by the citizens through the Internet access portal recently developed for this purpose and hosted at: <http://mpedistrict.gov.in>. This website is a single point source for accessing all information pertaining to: the “Public Service Guarantee Act, 2010” by GoMP. It also provides relevant notifications and updates, a complete list of public services covered so far, and much more.

3.0 VERIFICATION METHODOLOGY

3.1 Methodology

The project targets coverage of a population of over seventy million citizens spread out over a large geographical area. To be able to verify the achievements against the DLI we choose a methodology that comprises field visits, dialogue/ interactions with citizen beneficiaries, service delivery contractors and their staff, system developers, and GoMP officials. These were conducted during field and office visits (including surprise visits). Additionally, meetings were also held with the NIC and GoMP officials, who are jointly in-charge of electronically delivering the services notified by GoMP. We also collected secondary data from the system development agency (NIC). The analysis that has already been carried out by the implementation agency was also taken into consideration.

Furthermore, based upon the detailed insights that we developed, strategies have been identified that would enable the project to achieve its objectives during the five year implementation period.

3.2 Visits to Lok Seva Kendras

The following *LSKs* were visited (Annexure J contains some sample photos covering the visits):

- (a) On 1-Feb-2017: Lok Seva Kendra, Collectorate Bhopal, A Block, Old Secretariat, Bhopal (Proprietor: Mr Ankit Agrawal).
- (b) On 1-Feb-2017: Lok Seva Kendra, Gas Rahat Bhawan, Near Old Vidhan Sabha, Bhopal (Proprietor: Mr. Atul Bhardwaj) (*Surprise visit*).
- (c) On 28-Feb-2017: Lok Seva Kendra, Janpad Panchayat, Ashta (Proprietor: Mr Pradeep Vashishta).
- (d) On 28-Feb-2017: Lok Seva Kendra, Tehsil Parisar, Sehore (Proprietor: Mr Pradeep Vashishta).

3.3 Physical Verification and Data Collection

During the visits, services and facilities related questions were posed to the citizens utilizing the services of *LSKs*. Interactions were also held with the staff delivering the services at the *LSKs*. In particular, the *LSK* staff were interrogated on their knowledge of the operational procedures and their attitude to serve the citizens. Queries were also made regarding the patterns and seasonal variations in the number of citizen seeking service delivery, commonly demanded services, and the problems faced by them and the citizens, in the delivery of the services.

Detailed dialogues were held with the technology support team of NIC to understand the core IT system. This included discussions on available hardware, software, and staff to manage the IT systems, the application development processes adopted, and the data backup / preservation policies.

Data was also collected from the data repository to study the numbers and patterns in service demands, popularity of the services demanded, time to deliver services, and usability of the system features. A snapshot of the current status of applications received and processed, is available at Annexure A.

4.0 VERIFICATION OF THE DISBURSEMENT LINKED INDICATORS

As part of the project, two key result and three sub-component areas have been identified. These branch out into three key result indicators and nine sub component indicators. The indicator list, targets of the indicators for Year 0, achievements against the targets, and the generic concerns regarding them, are next discussed and summarized in Table 1 given below.

4.1 Improved Access to Services - Key-result 1.0

This is a coverage indicator that seeks to identify the number of citizens accessing the PSGA services. The target set for Base year (Year 0) was -- coverage of at least 5.4% of the population. After a holiday for the first year, this coverage is expected to increase at two percentage point during the rest of the project period.

For coverage, the indicator is dependent upon the population of the state. We rely upon the 2011 census figures, which indicates Madhya Pradesh state's population as 7,26,26,809 (Source: <http://www.census2011.co.in/census/state/madhya+pradesh.html>). This figure is used as the baseline figure for all computations. There are significant variations across districts (refer Annexure C).

Till end of February 28, 2017, 42,931,167 public service delivery requests have been made. These transactions are spread across the different services (details provided in Annexure F).

A unique identifier for individuals in the population is so far not included in the system. While Aadhaar (UID) project has made significant headways, capturing of the Aadhaar number in any of the public service deliveries is so far not prevalent, and also not mandatory. As duplicate applications for the same public services is a possibility, hence, for verification purposes we need to carefully choose the data to be used for the verification.

For baseline assessments, we use the service transaction of, "Issue of Other Backward Class certificate" as an indicator. This is the most popular transaction in the system. There is no assurance of there being no duplicity. However, the duplicity is likely to be extremely low as a duplicate certificate would only be sought once the original (and all its copies) is lost. Possibility of such an event however exists.

The transaction data reports 8,098,693 numbers of "Other Backward Class (OBC) Caste" certificates have been issued in a population of almost 72 million (2011 census). This amounts to a coverage of 11.15% of the total population. This is more than twice the baseline target of 5.4 % specified for Year 0. The details of the service transactions in the ten most popular services are provided in Annexure F for comparison purposes.

From the above the *Key result indicator for Base Year 0 has been comfortably achieved*. While the actual

figure of coverage may be marginally lower if one considers the small amount of duplicity and population increase from 2011 to 2017, the indicator would still comfortably surpass the stated benchmark of covering 5.4% of the population.

4.2 Improved Access to Public Services by under-represented groups - Key-result 2.0

Two kinds of under-represented groups (i.e., Women and SC/ST) are identified. As part of the baseline assessment, an outreach strategy needs to be put in place to provide coverage to these under-represented groups. In the later years, the coverage measures would kick in (Refer Annexure D).

4.2.1 Women accessing PSGA services - Key-result 2.1

Specific indication of the women accessing PSGA is not available today as the full details are not captured, and an individual's Aadhaar details are not linked. From November 2016, attempts to capture Aadhaar number have been strengthened and this would enable a clear identification of the number of women who have accessed the services. Annexure D provides details of the women specific services and also makes some recommendations that need to be considered as one seeks to achieve the later year goals in this regard.

The implementation agency MPSAPS has prepared an outreach strategy document (Annexure E). This document specially indicates the steps for reaching out to the women population through self-help groups and to girl students and provides them public services. *Hence, the Base year (Year 0) requirements are fulfilled.*

4.2.2 SC/ST accessing PSGA services - Key-result 2.2

A cursory analysis of the Table of service transactions in Annexure F shows that the under-represented groups of SC/ST have their caste certificates issued through the LSK, hence there exists preliminary evidence of the under-represented SC/ST population accessing the service delivery.

A specific outreach strategy for extending coverage in Tribal Areas has been prepared by MPSAPS and the same is under execution. As per this strategy document (Annexure E) steps are proposed to be taken in a time-bound manner to reach out to Tribal areas and deliver public services to them. *Hence, the Base year (Year 0) requirements are fulfilled.*

4.3 Points of Presence

4.3.1 Access to Services - Sub-component 1.1

This indicator exists at an intermediate level and captures the point of presence that provides access to services. It requires that the points of presence be fully functional. The public services have traditionally been delivered in face to face interactions in government offices, with no guarantee or assurance on the time of delivery. As part of the public service assurance and guarantee act LSKs have been introduced as another

layer to bring about tracking, assurance, and time bound delivery. LSK's are available in each district of the state and generally cover every Tehsil of respectable size. These LSK's have been set up over time, and while some have been in operation for four years, others have just been commissioned in the last year.

At the Base year (Year 0), three hundred and thirty-six (336) LSKs are fully functional. In the subsequent years, ten points of presence are required to be added every year. LSKs have been setup on a PPP model, where private personnel provide front end services to the citizens from the back-end information that the system provides.

During the field visits we visited four of these centers to have a preliminary view of their working. From an analysis of the transaction data (Annexure G) we identify the 336 fully functional LSKs, with more than 25,000 transactions. The current population of functional LSK's is however 412, with the rest having less than 16,000 transactions till now. The data in Annexure G, shows that there is a natural gap in the number of transactions at a LSK lying above 25,000 or below 16,000.

Of late, multiple options for public service delivery have also emerged. Firstly, some services of the LSK are now being served through the over 8,000 MP Online kiosks. As MP Online Centers (in urban areas) and Citizen Service Centers (in rural areas) get integrated at the backend with the LSK system, public services can be availed through a larger net of service providers, and LSK's would lose their status of the points of delivery. We saw some initial signs of the same, where the LSK's were barely commercially viable, and were invariably dependent upon the Viability Gap Funding grant for survival (refer Annexure G for details). Further, the public services are now being opened for delivery through the internet websites, and mobile apps in the future, which would further dampen the LSK workload overtime, which could emerge as a point of concern for this DLI in the future.

For the MPSAPS projects continuity, it is essential that its current delivery model remains economically viable, for both the government and also for the service providing partners (i.e., attractive for delivery channel partners, the LSK contractors). For better incentive alignments, a step-wise increasing incentive scheme may be considered, so that the LSK's have an incentive to serve more and more citizens.

Hence, we find the Base line (Year 0) of 336 fully functional LSKs being met, but with a possibility of LSK intermediary losing relevance overtime.

4.3.2 LSKs With Information/Facilitation Services - Sub-component 1.2

LSKs have been conceived of as the first face of the government, as the citizen accesses the government's services through the LSK (discussion with ED SAPS). Hence, LSKs are also viewed as information / facilitation centers. The initial PPP contract of LSKs accordingly categorized LSKs as Class A and Class B, each requiring that one window be kept distinct and separate for providing facilitation and inquiry resolution to the citizens. For the base level no percentage or numbers are specified for this indicator.

During the field visits we did find good sitting place for the citizens and a devoted window to help with citizen

queries and facilitating them on arrival. As part of evidence the relevant extract of the concession agreement is provided, which stipulated the need for a distinct facilitation provision (refer Annexure H).

With the evidence of the institutional arrangement of LSKs making them as facilitation centers (and our own observations), we view this indicator as achieved.

4.4 Integration of Government services

4.4.1 Integration of Government Services - Sub-component 2.1

The number of public services to be provided, starts with the notification of a service for its inclusion under the Public Service Guarantee Act. So far one hundred and sixty-one (161) services have been identified to be guaranteed on the Public Services Guarantee Act. For the Base line (Year 0) assessment, forty-seven (47) PSGS services were required to be made available through LSKs.

Of the 161 services notified, 101 services are available through LSKs (Annexure G provides details of the maximum used 49 services). Annexure H lists the services and their ranking with respect to popularity. We find that 49 services are being regularly accessed and have over sixteen thousand transactions against them till now.

We have evidence that as government policies evolve overtime, the domain space for the government services changes. Three distinct cases were found for the same:-

Firstly, the emergence of multiple delivery channels (alternate front ends for service delivery) it has resulted in some services no longer getting delivered through LSKs. For instance, with the computerization of land records (handled as separate project under the government, specialized and a distinct land data cell have got created, which deliver the land related services. As a result, land related service delivery through LSKs has reduced (Table in Annexure F provides evidence of the same). Secondly, some services which were once very popular have become redundant due to change in government policy. For instance the above poverty line certificates are no longer being issued as government withdrew their need. Thirdly, document and certification is progressively moving towards self-certification and attestation. Public managers are also seeking to make document generation automatic, based upon delivery of another service. For instance, caste certificates and domicile certificates can be generated with birth certificates, and issued together, with their digital copies uploaded to the digital locker. This reduces the service transactions as documents are already issued and certified and only their copies need to be retrieved at a later date. This significantly changes the mix services to be delivered while reducing their absolute counts. A careful assessment of the impact of these changes needs to be made to ensure that the sub component level goals do not become constraints to new innovative thoughts. Instead, the sub component level goals would need to be revised with the policy changes.

Hence, with 49 services being heavily used (more than 16,000 transactions) this indicator is achieved.

4.4.2 PSGA Services Provided Within the Time-frame - Sub-component 2.2

The primary aim of the project is to ensure time bound and assured delivery of a public service. These indicators seek to measure the same. An 87% threshold has been set for the baseline year for the delivery of timely services.

Application registered	Total Disposed Application With in Time Limit out of Registered		Total Disposed Application Beyond Time Limit out of Registered		Total Pending Application out of those Registered
42203123 Percentages	Service Given (+ve Disposed) 34714809 82.3	Service Given (-ve Disposed) 4578826 10.8	Service Given (+ve Disposed) 1690617 4.0%	Service Given (-ve Disposed) 703895 1.7%	514976 1.2%

Table 1 Transaction Summary of Operational Lok Seva Kendras (LSK)

Of the 42,203,123 transactions for PSGS services, 39,293,635 were disposed off in time (93.1%). Alternatively, of the 36,405,426 services positively (+) disposed off 34,714,809 were delivered within the promised time-frame (95.4%). *Hence, ontime delivery of public services is being achieved, and the achievements significantly beat the set targets.*

4.4.3 Service Delivery Channels - Sub-component 2.3

The public services can be delivered through various service channels increasing reach and coverage, while simultaneously allowing choice for citizens. For the baseline year (Year 0) one service delivery channel was targeted. This exists in the form of fully functional LSKs.

For later years, there exists a need to recognize the other alternative delivery channels like MPOnline and Citizen Service Centers (CSC) and also mobile applications. The alternative service delivery channels are fast evolving and getting adopted by the citizens. The indicators may be required to be fine-tuned to accommodate them in the future years.

Hence, this indicator is met for the Base line (Year 0).

4.4.4 PSGA Notified Services Issuing Digital Certificates - Sub-component 2.4

This sub component level indicator proposes to capture process maturity. Of late, the caste certificates are being digitally signed, and numerous evidences exist for how digital signing of external and internal government documents goes a long way in bringing process maturity.

Hence, this indicator is met for the Base line (Year 0).

4.5 Performance Management

4.5.1 Performance Management Analytical Reports Generated by MPSAPS on PSGA Services - Sub-component 3.1

To enable closing of the loop, the need for carrying out business analytics has been felt. A competent team from NIC handles the IT infrastructure, as well as, development of applications. The computational demand from the LSK service center terminals (as well as, for access from kiosks and the Internet) for the services being delivered do not appear to be a challenge currently for the system (hardware, operating system, and storage), for the infrastructure placed by the NIC team. Since Nov-2016, an analytics team of four persons has also been deputed for enabling extraction of appropriate data and support decision making with it. The NIC team is well aware of the possibility of enabling access for citizens through mobile platforms in the future.

For the baseline year, the necessary infrastructure is required to be in place for such a process level improvement to take place. This infrastructure was found to be present. *Hence, this indicator is met for the Base line (Year 0).*

4.5.2 Public Services Where Government Process Re-Engineering Has Been Conducted - Sub-component 3.2

At the fundamental level GPR has been incorporated into the public service delivery process. Before a service is notified, a specialized team does an ASIS analysis and proposes a “TO BE” system. The proposed changed system, if accepted by the public department, is then notified by its departmental head before the service gets integrated into the PSGA platform. The prevalent practice on the same was studied based upon the GPR documents shared with us.

The baseline requirement was for 80 services to be covered under GPR. With 107 services being covered the base line is being met, and a system is in place to ensure that GPR is conducted and accepted by the client department before the service is offered through LSK.

Hence, this indicator is met for the Base line (Year 0).

4.5.3 Beneficiary Feedback for Decision-making - Sub-component 3.3

This is a closing of the loop indicator. It proposes that a system be in place for ascertaining the quality of the public service being delivered through feedback. For the baseline year a methodology was required to be in place for achieving this.

Rapid Assessment System (RAS) is a regular feedback platform of the Government of India which has been integrated with the LSK MIS. On a regular basis, the GOI's RAS has been integrated with the citizen services portal. As soon as a service is delivered, feedback from the citizen is solicited through SMS and web. This is

TABLE 2 Disbursement Linked Indicator's achievement for Base year (Year 0), against the targets

	Result	DLI Description	Base-line Target (unit)	Achievement	Remarks
1	Key Result 1. Improved access to public services.	Citizen Accessing PSGA services	% of total MP population At least 5.4 % of citizens accessed PSGA Services	80,98,693 Other backward class caste certificate issued in a population of 7.2 cr (2011 census) i.e, 11.15%, which is more than twice the baseline target specified. (Annexure C)	There may be minor duplication. Some citizens request a duplicate certificate, having lost the original. But these numbers are expected to be small. Unique identification is under process (linking with Aadhaar), however none of the services are so far fully Aadhaar mandatory.
2.1	Key Result 2. Improved access to public services by under-represented groups.	Women accessing PSGA services.	Approval of an outreach strategy for women beneficiaries.	An outreach document has been prepared and the same has been shared. The document is under execution with MPSAPS (IEC Document given Annexure D)	The document recognizes the need for a special focus on women, girl child, farmers and urban deprived classes, and proposes to deploy a specific strategy aimed at inclusion and coverage of women population (self-help groups, and girl child focus).
2.2		ST and SC citizens accessing PSGA services	Outreach strategy targeted to ST/SC approved	An outreach document has been prepared and the same has been shared. The document is under execution with MPSAPS (Tribal Outreach Document given as Annexure E)	For covering the large tribal population of the state(21%) a separate strategy document has been prepared, which specially targets SC/ST for inclusion.
3.1	Subcomponent 1: Access to services	PSGA point of presence fully operational	336 LSKs fully operational	341 LSKs are fully functional. These figures are based upon an analysis of the number of transactions done at each operational LSK. We categorize LSKs with over 20,000 transactions till February 28th as fully operational (see Annexure F, data requested and obtained from NIC).	Another 77LSKs have been commissioned, however they have not yet established in working (with some commissioned less than a year back) and are yet to cross 15,000 transactions till 28th Feb.
3.2		LSK centers with information /facilitation services.	None (Percentage)	All the LSK centers have been executed as transaction cum facilitation centers (as per policy-included in the LSK PPP tender), with one counter dedicated for information facilitation. This was evident during the team's physical visits. (Snapshot of LSK Tender document Annexure G)	May be required to be redefined over time as an alternative target.

	Result	DLI Description	Base-line Target (unit)	Achievement	Remarks
4.1	Subcomponent 2: Integration of government services	PSGA services	47 PSGS services available online, High power committee to be established (Number)	49 PSGS services have witnessed transactions more than 1000, hence they serve as the baseline for comparison of future delivery. (Annexure H-- All services summary till February 2017)	So far 107 services have been notified and attempts have been made to make them available online, however they would need time for complete awareness and adoption by the citizens.
4.2		PSGA services provided within the legal timeframe.	87% (percent) services delivered within the guaranteed time frame.	Of the 42,409,241 transactions for PSGS services, 39,299,503, were disposed off in time (92.7%). Of the 36,412,906 services finally delivered 34,722,353 were delivered within the promised time frame (95.4%).	For the baseline year significantly high ontime delivery is reported.
4.3		Service delivery channels	One Number	The service delivery channel i.e., LSKs, are fully functional. (Site visit and Annexure F)	Other channels are being identified for integration into the system, and this may require a change in the DLI description for the future.
4.4		PSGA notified services issuing digital certificates.	One Number	As on date, the OBC and SC/ST Caste certificates are being provided with digital signatures.	While over- time all certification is proposed to be done with digital signatures, a digitally signed process flow within the service delivery department is also being considered for implementation and is in a pilot stage.
5.1	Subcomponent 3: Performance Management	Analytical reports generated by MPSAPS on PSGA services.	Nil (Text)	A data analytics cell has been established in December 2016, with a 4 member team. Located at the CM Helpline office, under MPSAPS.	The data analytics cell setup is fast developing and equipping itself with the various data analytics infrastructure.
5.2		Public services where government process reengineering (GPR) has been conducted.	80 (Number)	As a policy all services are first taken up for GPR before getting introduced as part of PSGS. So far 107 services have been introduced for online transactions, providing evidence of having gone through a GPR.	The data analytics cell setup is fast developing and equipping itself with the various data analytics infrastructure.

	Result	DLI Description	Base-line Target (unit)	Achievement	Remarks
5.3		Beneficiary feedback for decision making	Approval of methodology for gathering beneficiary feedback.	Two alternative means for gathering beneficiary feedback were shared. In 2015, to capture a onetime feedback for the CM help line, feedback on LSK services was also recorded. 92.48% of the 8556 people surveyed, reported satisfaction with the LSK services. On a regular basis, the GOI's RAS (Rapid Assessment system) has been integrated with the citizen services portal. As soon as a service is delivered, feedback from the citizen is solicited through SMS and web. This is an ongoing feedback mechanism, which has been recently launched in February 2017. Of the 28,578 feedback solicited, 63 respondents gave their response, with about 7% categorizing the service as bad.	The RAS integrated system is a regular feedback platform. Capturing user feedback from CM helpline on a one-time basis allows for cross checks, and similar exercises in the future can be used to validate.

an ongoing feedback mechanism, which has just been launched in February 2017. Of the 28,578 feedbacks solicited, 63 citizens responded, with about 7% categorizing the service as bad.

In 2015, to capture a onetime feedback for the CM help line, feedback on LSK services was also recorded. 92.48% of the 8556 people surveyed, reported satisfaction with the LSK services. This allows for a further cross check and can be periodically used to report on user satisfaction.

Hence, a system for monitoring of beneficiary feedback exists, which enables performance measurement and assessment on a continual basis. Consequently, *this indicator is met for the Base line (Year 0)*.

5.0 ROADMAP FOR FURTHER ACHIEVEMENT OF DLIs AND OBJECTIVES

5.1 Service Inclusion

The mandate of GoMP for the MPSAPS project is to provide assured delivery of public services. Covering 20 state departments, 153 public services have been notified for delivery assurance, with 107 offered through the LSKs. As there are 63 state departments, it is likely that numerous other services exist which can be included for assured delivery through the project. Some such services which can get included into the system through an e-monitoring mode are monitoring of mid-day meal program for children, electronic tracking of the free periodic health check-up and electronic tracking of health of pregnant women. Monitoring of these services is important as substantial public funds are spent in their delivery and monitoring. The electronic monitoring would help ensure improved supervision and utilization of the public funds, while improving the quality of services. As these services are of a continuous nature, the coverage indicators would need to be alternatively defined. That is, a count of citizens (children, females) benefiting from the service would need to be substituted with suitable time based transaction monitoring.

In the current framework, the delivery indicators do not reflect these priorities of the government nor do they emphasize them. This may be because, there exists only one kind of public service delivery i.e., document delivery as a public service. The recognition and inclusion of E-monitoring of physical service delivery (like mid-day meal or women health) may be considered.

5.2 Addressing Pre-Process Stage Challenges

As we conceptualize, the public service delivery process originates with a core need of an individual. It is the social and legal system which manifests this need into an intention to avail public service. The process so initiated ends with the satisfactory fulfillment of the service by the government. Hence, the process delivery has two stages; the pre-process stage and delivery stage. The current focus of the DIL's is on the delivery stage. The registration with an LSK, which is the starting point of a transaction in the system, is actually an intermediate stage. That is, LSKs come into the service delivery process after an intention has manifested and considerable effort has been made by the citizen in trying to get the service delivery. The pre-process stage of the public service delivery, where the need, intentions and information gathering occur, does not get assessed in the DLIs. The assessment of the pre-process stage is important as successful entry into the delivery stage necessitates a successful negotiation of the pre-process stage. In the current project we find this to be a challenge.

The emphasis on outreach strategy, government process reengineering, and awareness programs provide evidence of the government having recognized the challenges during the pre-process stage and its intentions of addressing them in a planned fashion. However, to resolve these challenges during the pre-process stage many options exist. One of this lies in attempts at increasing coverage -- increasing the number of delivery channels (i.e., MP Online, LSK's, CSC, Mobile App etc.). However, while increase in

channels improves coverage, it also tends to add confusion for the citizen such as who provides which service, which option is cheaper and reliable, which has a higher assurance level, and the like.

Further, the state has witnessed numerous specialized initiatives. These complete in providing a front end for delivering a service, with the primary component of the service delivery remaining with the functional department (for instance the Land Records Modernization program). This is likely to confuse a citizen -- who delivers what service? The need for a common delivery platform for the citizen hence emerges. A suitable indicator for this is unlikely to be -- a count of the fully functional front end centers, as it is currently existent (DLI 3.1). A more appropriate indicator would lie in the density of services delivered from each center. This would also have the added benefit of making the front end delivery points (LSKs) economically viable.

During the pre-process stage, communication (through various media) with the target citizens is of key importance. It increases the number of public service delivery transactions by converting latent needs into full-fledged public delivery service intentions. Hence, the lack of education in the target population (high illiteracy rates of rural India) is a barrier to the expansion of the project's reach. The use of trained and paid "e-Service Assistants" may be tried out on a pilot/drive basis to bridge the literacy gap. However, this needs to be done without introducing an extra layer in the service delivery. Design of proper incentive linkages would be necessary. Some such linkages could be: an incentive for a citizen availing services for the **first-time** or a **first-time** service being availed by the citizen. Strategy also needs to be in place to facilitate self-service, i.e., repeat service utilization by citizens by themselves.

Overtime, we envisage an integration of the delivery channels and an increased emphasis on the pre-delivery processes (i.e., before a request gets registered with an LSK). This would require a fine tuning of the delivery objectives that presently aim at coverage only. The delivery objectives need to consider the variances across geographies, social strata, and variations across other fault line, ensuring that the numerous services get universally availed (with valid contextual variances). This would require a fine tuning of the delivery objectives that currently aim at coverage. More specifically, while the existing delivery indicators emphasize increase in channels, an ideal one should be emphasizing on integrated delivery.

5.3 Need for Evolution of DLIs Parameters Overtime

The current delivery process is aimed at increasing access of public service i.e., coverage, while emphasizing and assuring timely delivery. While some of the DLIs specify a broad and comprehensive measure (% of state population accessing the service), others are narrowly defined in terms of number of fully functional LSKs (DLI 3.1) and the number of services included for delivery (DLI 4.1). These delivery indicators emphasize higher citizen coverage through LSKs, while assuming a crowding out of the traditional delivery mode.

To bring about this change (from traditional public service delivery to delivery through LSKs) a continuous push from the government to eradicate direct delivery (bypassing the LSK/CSC, or MPOnline) would be

required. For this the existing system would need to be supplemented with a tracking of the transaction done using the traditional delivery options. The project indicators should aim at a reduction in such indicators over time, while aiming to completely stop traditional delivery. Also, as the system matures, moving beyond coverage, the delivery indicators would need to focus more on quality of service and their cost-effective delivery.

5.4 Benchmarking of The Public Service Delivery

By having progressively increasing yearly targets, the current verification exercise seeks to benchmark the public service delivery internally. There also exists a need for external benchmarking of the public service delivery. One such benchmarking is provided by GOI, wherein it compares states across the country on their adoption of the e-district platform. However, the focus here is on taking the first steps and at best on the coverage i.e., who has initiated e-delivery and who has not? How many citizens are covered? How many districts are covered? Etc.

Benchmarking of the public services becomes unique as it simultaneously aims to address service delivery and public institutions. The literature on service delivery focuses upon efficiency, quality, effectiveness and cost and primarily lies in the marketing domain. In contrast, the literature on the public side studies benchmarking of infrastructure (public infrastructure like that covered in ib.net for water and sewerage infrastructures). Simultaneously, contextual aspects (such as rural/urban, extend of literacy, kind of services, etc.) are expected to make external benchmarking difficult unless the comparisons are done at a higher level of abstraction. But higher levels of abstraction limit the benchmarking applicability for the practitioner.

External benchmarking of the public services requires a much more detailed study. As of now we would recommend that as the project moves from coverage to efficiency and effectiveness indicators, benchmarking with other Indian States would be more relevant.

6.0 CONCLUSION

This verification exercise of the Delivery Level Indicators (DLIs) finds that the state government (working through the Department of Public Services Management and SAPS) has comfortably achieved the base year (Year 0) targets that had been set forth. The project is also well set for achieving the five year targets that have already been specified. However, a need exists for addressing the numerous challenges in the pre-delivery stage, and also for a fine tuning of the DLI indicators to match the evolved needs of public service delivery.

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ANNEXURE A Summary of MPSAPS The Applications Data

A sample screenshot displaying the Lok Seva Kendra Access Web-page providing summarized information on transactions

Status on Mar 7 2017 2:15PM					
आज के अब तक प्राप्त : 6,132					
आवेदन		जाति संबंधी आवेदन - विशेष अभियान		ईटीएसेशन संबंधी आवेदन	
कुल प्राप्त	4,27,30,777	अनुसूचित जाति	28,57,328	कुल दर्ज	1,65,698
कुल लंबित	5,92,313	अनुसूचित जनजाति जाति	40,47,336	LSK से दर्ज	5,469
कुल निराकृत	4,19,74,978	अन्य पिछड़ा वर्ग	70,21,238	MPOnline की सेवा	7,701
कुल अपूर्ण	1,63,486	विमुक्त / घुमकड़ अर्ध घुमकड़	25,890	LSK से दर्ज	7,701
				RCMS की सेवा	1,52,528
				MPO से दर्ज	1,52,528
				MPeDistrict की सेवा	
		कुल प्राप्त	1,39,51,792		
नागरिक सेवा आवेदन		प्रथम अपील		द्वितीय अपील	
कुल दर्ज	2,567	कुल प्राप्त	67,992	कुल प्राप्त	784
अधूरे आवेदन	1,766	कुल लंबित	2,399	कुल लंबित	186
पूर्ण आवेदन	801	कुल निराकृत	65,593	कुल निराकृत	598
जाति संबंधी पूर्ण आवेदन	50			अर्धवण्ड आरोपित प्रकरण	25
+Ve निराकृत	550				

The above (7-Mar-2017 2:15 PM) snapshot shows registration of 6,132 new applications so far that day, across the state of Madhya Pradesh. Four hundred and twelve (412) LSKs were operational in the state, each with multiple terminals and trained persons deployed on them (four or more on LSKs visited, typically one for enquiries and three for providing services on terminals). A study needs to be undertaken to assess the appropriate number of LSKs, terminals and manpower needed at LSKs to utilise deployed resources best. A detailed district-wise (location-wise) study (such as, considering populations, population densities, percentage of population in the target services category, and their geographical spread) to locate appropriate numbers of LSKs (and terminals in them) for optimal usage of funds is desirable. This may help conserve resources, enable provision of services for wider masses while doing it economically.

Some links on the website appear to be under development (in-operational), for example: http://mpedistrict.gov.in/Public/Designation_search.aspx

ANNEXURE B Observations on Reach And Access of Services

The LSK at Collectorate, Bhopal appears to be a highly utilised one due to the advantage of being centrally located. All the counters had citizens waiting in queues for their turn. Footfalls were not so high at any other LSK visited.

Notice boards depicting the list of services available were prominently displayed (though, use of an electronic notice board instead of printed ones could help keep these notice boards updated). Other normally needed facilities for citizens appeared adequate.

The distance to travel for citizens to avail services appears to be another hindrance. A pilot study to determine the (cost and benefits) effectiveness of mobile LSKs (for example, using a small van), with full service terminal(s) and a trained person, to smaller villages may be carried out. It may help deliver the services to remote areas and improve citizen coverage (additional cost of transportation will have to be accounted for). This mobile service may be kept available on a fixed day of the week (or fortnight or month, as needed), as well as, available on request by the local public representative when sufficient applications are accumulated for registration in the system. A more detailed field project study with considerable interaction with the stakeholders can reveal improved strategies for cost effective delivery. Such mobile service delivery mechanisms would help cover remote areas, as well as, run drives for covering the entire population with specific services as and when needed.

Another strategy which may prove to be useful is to allow an authorized (or registered) village level entrepreneur / operator or other suitable representative to process applications received with an appropriate incentive mechanism. The possibility of providing some or all of these services through mobile (smartphones) platform may be explored with such a pilot. The coverage of SC and ST, whose settlements are geographically wide spread and usually sparse, could benefit from such design and delivery.

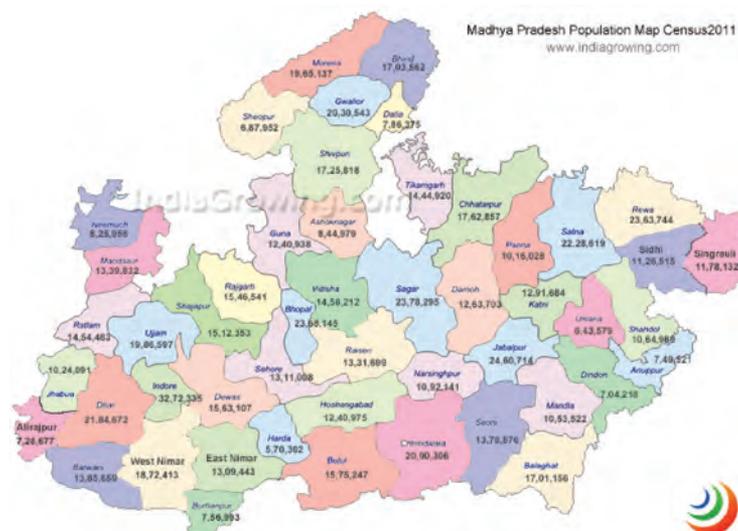
It is observed that multiple platforms to deliver the same services have started operating. Integrating them all under one banner is strongly recommended. This shall improve accounting of all services delivered and its comparison with targets over time.

ANNEXURE C Coverage of Most Populated Districts

An analysis of the top ten districts by population in MP (obtained from <http://www.census2011.co.in/census/state/districtlist/madhya+pradesh.html>) and their rank in utilization of e-services is provided below:

District Name	Indore	Jabalpur	Sagar	Bhopal	Rewa	Satna	Dhar	Chindwara	Gwalior	Ujjain
Rank (Population)	1	2	3	4	5	6	7	8	9	10
Rank (e-Service delivery)	6	4	3	16	10	8	7	2	28	19

Inclusion of further districts is omitted for brevity. The above figures (see district wise population distribution map below) show that there is much for district administrations where services' utilization rates are low to learn from other districts where the schemes appear to be performing better. A periodic (quarterly or half-yearly) conference of appropriate district administration authorities to discuss steps taken for promotion of GoMP e-services, problems encountered and steps taken to resolve them, could help improve the utilizations in districts lagging behind. Indeed, high population districts appear to be attractive targets to reach larger population masses with more services speedily, while geographical spread of the population poses a challenge to delivery. Detailed studies by a team of experts are desirable to enhance the penetration of services in all districts and to improve the overall utilization figures. This should include adoption of strategies used by well performing districts in the remaining districts.



Madhya Pradesh state district-wise populations (not to scale)

(Census 2011, source: <http://www.indiagrowing.com/>; some districts with higher populations appear to have lesser e-services penetration and appear to be appropriate targets for faster spread of government e-services.)

ANNEXURE D Woman And Child Beneficiaries

Beneficiaries of a large number of e-services provided are likely to be males, as well as, females and children (inclusion of services rendered to the third gender, as emphasized by the Honorable Supreme Court of India, is suggested for the future). Services specially rendered for differently abled citizens may also be included where possible. However, segregation of figures of citizen beneficiaries into particular genders served are not available clearly. It is strongly recommended that the delivery of GoMP services through any e-platform also be linked with a unique identification of the citizen served (such as, but not limited to, the Aadhaar (Unique Identification or UID card). While nearly all services could be used by any gender, some are particularly meant for women and analysis is currently based only on such services identified.

(i) Amongst the listed services, following service (ID) numbers appear to serve women exclusively: 2.1 (provision of “pregnancy related assistance” with 101,114 beneficiaries up to Feb-2017) and 7.3 (“widow pension scheme” with 68,388 beneficiaries up to Feb-2017).

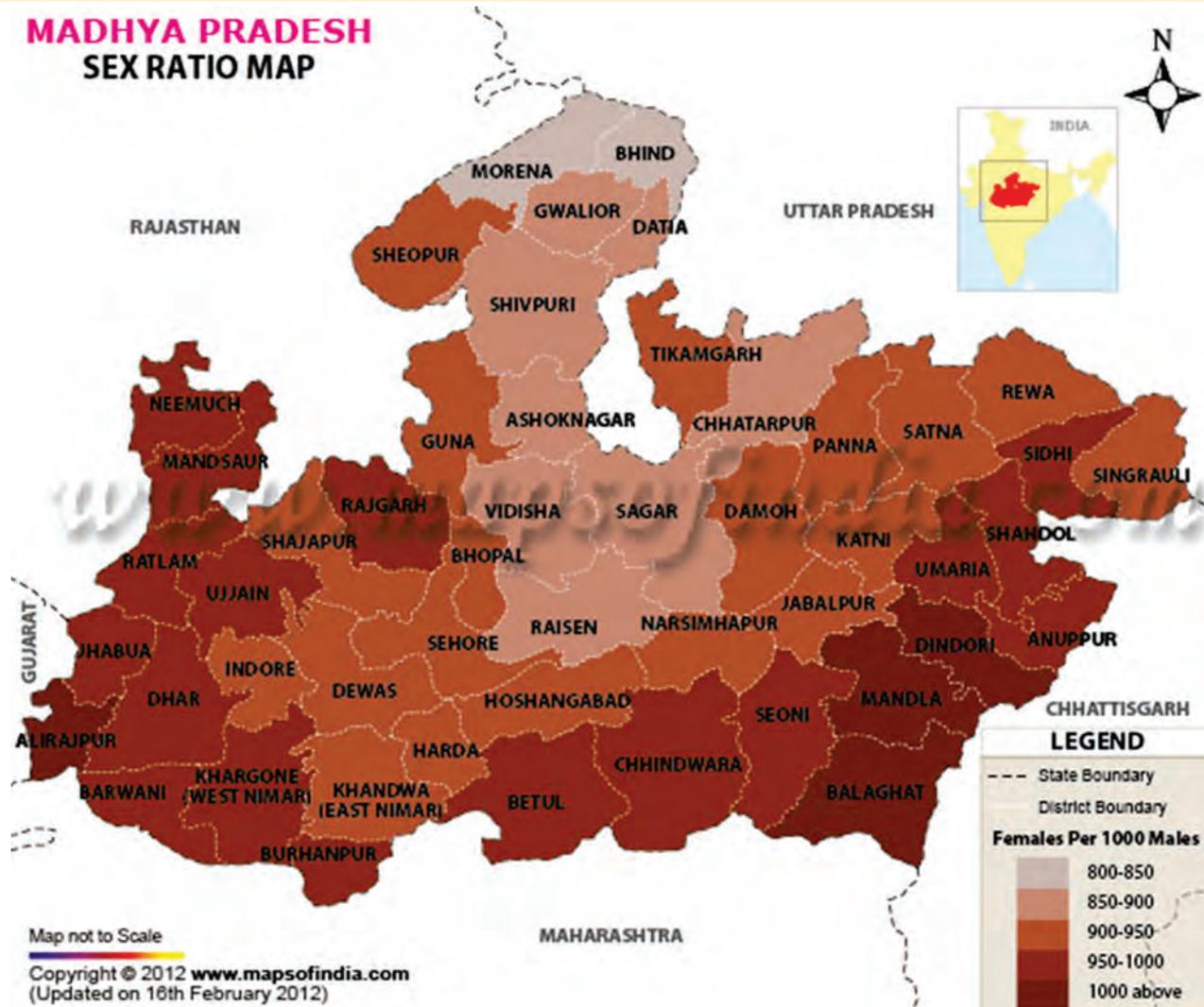
(ii) Additionally, the following service (ID) numbers could be serving a large number of women: 6.1, 6.2, 6.3-A, 6.3-B, 6.3-C, 6.4, 4.1 (“certificate for being differently able”), 4.11-A, 4.11-B, 4.11-C, 10.1, 10.2, 10.3, 2.5 (pertaining to construction site workers where significant numbers of women are employed in India), 2.2 (marriage related financial assistance), 2.4 (construction site workers related assistance), 12.3 (citizen health card related services), 12.1(a) (pertaining to assistance granted under severe illnesses), 12.2 (pertaining to acquired disability), 103 (pertaining to nurses registration, as proportionately less are male in India), 5.2, 16.1, 16.2, 18.1, 18.2, 18.3, 18.4, 18.7 (marriage registration), 7.1, 7.2, 9.1, 9.2, and some other un-numbered services.

(iii) The services pertaining exclusively to children appear to be: 12.4 (vaccinations, data appears not collected / reported currently), 12.6 (child heart health care scheme, data appears not collected / reported currently), 7.6 (daughter upbringing pension scheme, 2,020 till Feb-2017, which appears to be a new scheme), 14.1-A (16,548 beneficiaries, numbers appear to be on the rise), and 14.1-B (65,404 beneficiaries, numbers appear to be on the rise).

For the remaining services provided it appears difficult to estimate the services rendered exclusively to women unless suitable method of recording the gender of the person served is incorporated in the system. Identification of the beneficiary with respect to sex, caste or tribe as applicable (and in future, date of birth to identify children as beneficiaries, along with, physical or other disability to identify differently abled citizens served, when launching and monitoring special services for them) need to be embedded in the system.

The use of Aadhaar (citizen unique identification) card may serve this purpose and may be incorporated in the system (suggested to be made mandatory with sufficient notice). Not undermining the importance of services delivery in other districts, it appears feasible to improve coverage of women by focusing on services delivery in south-western and south-eastern districts of Madhya Pradesh where the sex ratio is favorable to women (for reference, see sex ratio distribution map for Madhya Pradesh below).

MADHYA PRADESH SEX RATIO MAP



Madhya Pradesh state district wise sex ratio (Census 2011, source: <http://www.mapsofindia.com/>;
south-western and south-eastern districts appear to be attractive targets for services targeted at women
as they have a sex ratio favorable to women)

ANNEXURE E Extracts From The Outreach Strategy Document

Item 7 of the Information Education and Communication Strategy (IEC) Report

7. Special planning for the vulnerable population in the state:

- 1- Focus on Women Self Help Groups (WSHGs)** - Around 38% of population is marginalized or under-represented in MP. So it is obvious to reach those unreachable for sustainable development of the state.

As we know that these sections are faced with problems related to poverty, illiteracy, lack of skills, sanitation, health care, control over resources and access to government schemes etc. It is quite difficult to tackle these problems individually but through these groups we can solve in a better way. Today these groups, known as Self-help groups, have become the vehicle of change for the poor and marginalized.

Following steps should be taken under the IEC strategy to reach those sections -

- SHGs should be targeted and formed under various schemes in the state under various departments like WCD, Rural development, Urban Administration and Development etc.
- Some Unique (pictorial or ICT based) IEC/IPC material should be developed for SHGs.
- Capacity Building of team involved in SHG formation and management on Service Guarantee Act 2010, provisions and processes.

In MP around 65,000 Women SHGs are formed in rural and urban parts in MP. Focus on SHGs should be the ideal way to reach those marginal families in a better way.

- 2- Girl child / students** – We should target girls studying in the government schools in urban and rural areas for long term impact. We should align our communication activities with Rajya Shiksha Kendra, Kasturba Gandhi Balika Vidhyalayas.
- 3- Farmers and agricultural labor in the villages** – Farmers and agriculture labor should be addressed through various IEC and mass media means to address their needs and specific requirements from the government. In this drive Agriculture and Horticulture Departments can be major partner in the activity planning and implementation.
- 4- Urban Deprived Classes** – Slum dwellers & SHGs in urban areas should be targeted in a strategic manner through defined IPC activities for awareness, demand generation and service delivery in urban areas.

Sample extract from the Tribal Outreach Strategy:

आदिवासी क्षेत्रों को लक्षित जागरूकता अभियान – 2016

लोक सेवाओं व सीएम हेल्पलाइन

अधिकार अभियान

उद्देश्य:

- आदिवासी बहुल जिलों में लोक सेवा और सीएम हेल्पलाइन के संबंध में जागरूकता।
- नागरिकों को लोक सेवा प्राप्त करने के अधिकारों से परिचय कराकर सशक्तिकरण के प्रयास करना।

लाभित जिले:

अलीराजपुर	अनूपपुर	बालाघाट	बड़वानी	बैतूल
छिंदवाड़ा	धार	डिंडोरी	होशंगाबाद	जबलपुर
झाबुआ	खंडवा	खरगोन	मंडला	रतलाम
सिवनी	शहडोल	श्योपुर	सीधी	सिंगरौली
उमरिया				

साल 2011 की जनगणना के अनुसार प्रदेश में कुल आदिवासी जनसंख्या प्रदेश की कुल आबादी का 21.1 प्रतिशत है।

प्रमुख भागीदार:

- लोक सेवा प्रबंधन विभाग
- पंचायत एवं ग्रामीण विकास विभाग
- आदिवासी विकास विभाग
- संबंधित जिला प्रशासन
- राष्ट्रीय माध्यमिक शिक्षा अभियान माध्यमिक शिक्षा मंडल, भोपाल
- आदिवासी जिलों में कार्यरत अशासकीय संगठन
- वन्या प्रकाशन / प्रदेश के आदिवासी क्षेत्रों में स्थित कम्युनिटी रेडियो स्टेशन
- आकाशवाणी/भोपाल केन्द्र
- मध्यप्रदेश माध्यम

लाभित समुदाय:

प्राथमिक – ग्रामों में कृषक व अन्य आदिवासी समुदाय, जिलों में महिला स्वसहायता समूह, शालाओं की बालिकाएं व छात्र, शासकीय शालाओं के छात्र-छात्राएं व अन्य आम नागरिक।

द्वितीय – विभिन्न विभागों के अधिकारी व मैदानी स्तर के कर्मचारी, जनप्रतिनिधि, स्थानीय मीडिया, लोक सेवा केन्द्रों के कर्मी व अशासकीय संगठनों के कार्यकर्तागण।

गतिविधि कैलेण्डर – गतिविधियों को दो प्रमुख भागों में बांटा गया है।

प्रथम: वे गतिविधियां जो अभियान को सहयोग देंगी। जिनमें विभिन्न संचार माध्यमों से समन्वय स्थापित करना, प्रसारण व प्रचार सामग्री का निर्माण करना शामिल है।

द्वितीय: ये गतिविधियां जो जिला स्तर पर अन्य विभागों के सहयोग से संचालित की जाएंगी। इनमें जिला प्रशासन के मार्गदर्शन में गतिविधियों का संचालन, मॉनीटरिंग व दस्तावेजीकरण है।

गतिविधियों के संचालन के प्रमुख बिंदु :

गतिविधियों का प्रारूप व क्रियान्वयन से जुड़े समस्त दिशा-निर्देश लोक सेवा प्रबंधन, भोपाल द्वारा जारी किये जायेंगे।

जिला स्तर पर गतिविधियों के क्रियान्वयन के लिये प्राथमिक उत्तरदायित्व संलग्न विभाग का होगा। जिला लोक सेवा प्रबंधन समन्वय करेंगे।

ANNEXURE F Analysis of Services Transaction Data

Data analysis of one hundred and fifty three (153) services reveals the following:

- (i) Seventeen (17) services are (new undertakings) under development and yet to be launched demonstrating the strong commitment of GoMP to launch new e-Government services continuously.
- (ii) Thirty two (32) services show a utilization of zero (0, this includes a system testing service, while some of these may be MP-Online services, not included in the current study). A field research study is suggested to analyse and recommend ways to trigger their utilization.
- (iii) Another forty three (43) services show a utilization of <1000 (twenty nine, 29, at <100 and fourteen, 14, at <1000 citizen utilization counts). Some of these appear to be so, being recently launched. It is possible that with passage of time their utilization increases as awareness among the citizens spreads.

A study is also suggested to ascertain that these services are needed, designed effectively from input to delivery, and achieve high utilization rates in future. A Government Process Re-engineering (GPR) exercise would be able to better identify services for conversion to e-delivery to achieve higher utilization rates for future.

- (iv) Forty seven (47) more services exhibit increasing utilization (by Feb 2017 end, twenty nine, 29, having been used by <10,000 and eighteen, 18, by <50,000 citizens). These services appear to have reached (or crossed) the inflexion point establishing their utility and may contribute larger utilization figures in the coming year(s). Hence, these are suggested targets for wider communication among the citizens to facilitate the achievement of (above) target coverage across all districts.

Some such services below 10,000 citizens utilization count are: "inclusion in voter list" (service 6.4), "no objection certificate" (service 4.7), "compensation for loss of crop due to wild animals" (service 4.6), "financial assistance under various situations of distress" (service 4.11-A), and similarly, services 4.8A, 4.12, 4.14-B, 4.9-B, 10.3, 1.4, 1.2, 1.7, 1.1(B), 1.1(C), 1.3(A), 13.1(A), 13.1(B), 13.1(C), 13.2(A), 13.2(C), 2.3, 11.4, 12.1(A), 18.2, 18.7, 7.6, and 3.2 (Note: As some service identification numbers are duplicates, the unique count here appears less than 29).

And, such services below 50,000 citizen utilization are: 6.3(C), 11.3, 4.5, 4.9(A), 4.14(A), 4.10-B, 1.1(A), 1.6, 13.2(B), 2.2, 2.7, 12.2, 18.2, 18.4, 7.4, and 14.1-B (Note: As some service identification numbers are duplicates, the unique count here appears less than 18).

- (v) Twenty two (22) services emerge as the most popular. These are the services which were among the first ones to be offered, and so, have an advantage of having been available for a longer time. They (some or all of them) may have reached a stage of maturity and are not likely to yield high rates of utilization in the future (this needs a detailed study by an expert group). It should be pointed out

that the citizen numbers who have utilized these services still appear to reflect potential with regard to the state's population and the percentage below poverty line (BPL).

These services are: “local resident certificate” 6.1, “income certificate” 6.2, “certificate of belonging to scheduled caste / scheduled tribe” 6.3-A, “certificate of belonging to other backward communities” 6.3-B, and 6.1, 6.2, 4.2-A, 4.3, 4.2-B and six more services with the same number or un-numbered, “benefits for pregnant women” 2.1, “registration of construction workers” 2.4, “addition of name to below poverty line list” 5.2 and 16.1, “addition of name to old age pension scheme” 7.2, “issue of new BPL ration card” 9.1, and “issue of new APL (above poverty line) ration card” 9.2 (discontinued now).

Analysis of the data shows that nine of the most popular ten services, namely, “obtaining the other backward community (OBC) certificate” ranked 1, “obtaining the scheduled caste / scheduled tribe certificate” ranked 2, “obtaining the age / birth certificate” ranked 3, “obtaining local citizenship certificate” ranked 4, “obtaining various land record documents (khasra and/or khatauni)” ranked 5, 6, 8 and 10, and “obtaining income certificate” ranked 9, are of a one-time-only nature. Only in occasional cases of a certificate (and all its copies) being lost is a citizen expected to request for it again. Hence, once the entire population is covered, the sustainable demand continuity for these services can be expected to be at best near the population growth rate (and some replacement demand). These services, over the period Sep-2012 to Feb-2017, account for a cumulative utilization of over thirty five million (35,332,470). As such, a large increase or even continuity of a large demand of these services in the years to come may be a challenge.

Only one of the top ten most used services, i.e. “obtaining below poverty line (BPL) certificate” ranked 7, is a service required once every six months (as there is substantial movement in and out of this category), and as such, may require citizens to visit again. In the period Sep-2012 to Feb-2017, this service has been utilized by over 2.4 million citizens (2,433,391) at an average of 46,795 per month. However, by spreading awareness, improved utilization of this service may be achieved.

It is noteworthy that the above ten (top 10) services account for eighty two percent (82%) of the total e-services delivered to the citizens over the period Sep-2012 to Feb-2017. Hence, substantial marketing communications for the other services shall be needed to achieve the targets of 2% annual increase over already achieved service levels. Provision of budget for this activity may be made exclusively. Appropriate effectiveness studies need to be carried out periodically to monitor progress and for taking necessary corrective steps.

It is also a matter of concern that the services delivery count figures appear to be reaching a plateau (declining in some districts), primarily due to services so far offered being largely of a once in a lifetime nature. Hence, effort is needed to identify services with high potential population reach rates and to ensure sustainability of improved (increased) e-services delivery counts in future.

ANNEXURE G Performance of LSKs by Services And Districts

Performance of LSKs

Analysis of snapshot (7-March-2017, 1:20 PM) of individual LSK transactions level data reveals that of the four hundred and twelve (412) LSKs operational (seventy six, 76, of which having started operations recently):

(i) thirty two (32) have had less than 5,000 applications registered and another forty four (44) have had less than 16,000 applications registered (these LSKs have started operations recently and some are only partially functional).

(ii) 336 (three hundred and thirty six) LSKs have more than 25,000 registered applications.

All put together, more than 42 million (42,203,198) applications for citizen services have been registered so far.

It is essential for continuity of GoMP's current (and new) citizen services that it remains attractive for delivery channel partners (the LSK contractors) to serve more and more citizens rather than depend on minimal assured compensations. A step-wise increasing incentive scheme, as more citizens are served may attract LSKs to attract more citizens for service, though it may create some moral hazards, for example, pushing of last days of the month service demand to next month if targets for the current month are already achieved.

Identification of new services for e-delivery

A special task group may be assigned to identify the services for inclusion (conversion to e-delivery) with the help of NIC. The services selected should be in high demand, and where possible, of repeated requirement in nature, to help achieve the targets. Integration of services currently being provided through several other platforms under a single delivery platform is desirable (to avoid dual counting, as well as, to envelope all services delivered in counting).

Performance of services in various districts

District level LSKs performance data reveals that there are several services which have not registered even a single beneficiary in one or more LSKs (eight hundred and sixty five (865) such combinations are identified in the data). Another two thousand six hundred and sixty eight (2,668) district-service combinations appear to have less than 1,000 beneficiaries, and five hundred and eleven (511) more district-services have less than 5,000 beneficiaries.

Substantial development team effort may be under-utilised in developing e-services which are not adequately used. Improved attention is needed to be paid, to identify correct services to target which need to be offered through e-platforms, especially in light of high targets set to be achieved. The list below shows the top ten citizen services which registered highest applications in any district (and the district in which it was

requested):

- 1: (6.3-A) अनुसूचित जाति, अनुसूचित जनजाति के लिये जाति प्रमाण पत्र प्रदाय करना, 397,893 applications in Dhar District.
- 2: (6.3-B) अन्य पिछड़े वर्ग के लिये जाति प्रमाण पत्र प्रदाय करना, 328,701 applications in Sagar District.
- 3: (6.3-A) अनुसूचित जाति, अनुसूचित जनजाति के लिये जाति प्रमाण पत्र प्रदाय करना, 319,199 applications in Jhabua District.
- 4: (6.3-B) अन्य पिछड़े वर्ग के लिये जाति प्रमाण पत्र प्रदाय करना, 290,378 applications in Chattarpur District.
- 5: (6.3-B) अन्य पिछड़े वर्ग के लिये जाति प्रमाण पत्र प्रदाय करना, 289,349 applications in Indore District.
- 6: (6.3-A) अनुसूचित जाति, अनुसूचित जनजाति के लिये जाति प्रमाण पत्र प्रदाय करना, 288,681 applications in Khargon District.
- 7: (6.3-A) अनुसूचित जाति, अनुसूचित जनजाति के लिये जाति प्रमाण पत्र प्रदाय करना, 288,398 applications in Chindwara District.
- 8: (6.3-B) अन्य पिछड़े वर्ग के लिये जाति प्रमाण पत्र प्रदाय करना, 286,416 applications in Balaghat District.
- 9: (6.3-B) अन्य पिछड़े वर्ग के लिये जाति प्रमाण पत्र प्रदाय करना, 267,466 applications in Jabalpur District.
- 10: (6.3-A) अनुसूचित जाति, अनुसूचित जनजाति के लिये जाति प्रमाण पत्र प्रदाय करना, 259,798 applications in Betul District.

A more detailed study may reveal steps taken that helped achieve higher utilisation and their applicability in other districts. Studies to identify the under utilised services in specific districts are also needed to formulate future strategies.

ANNEXURE H Analysis of The Most Highly Used Services

Out of a total of four hundred and twelve (412) LSKs, leaving seventy six (76) which have been recently launched and provide partial services, three hundred and thirty six (336) are fully operational. The recently started (76) LSKs have registered citizen services utilizations of below 16,000 each; while, the fully operational LSKs have surpassed registrations of above 25,000 (total) citizen services utilizations each. The table below shows a brief transaction analysis of the 20 highest utilized services, with their last six months utilizations (which are somewhat alarming to achieve the set targets):

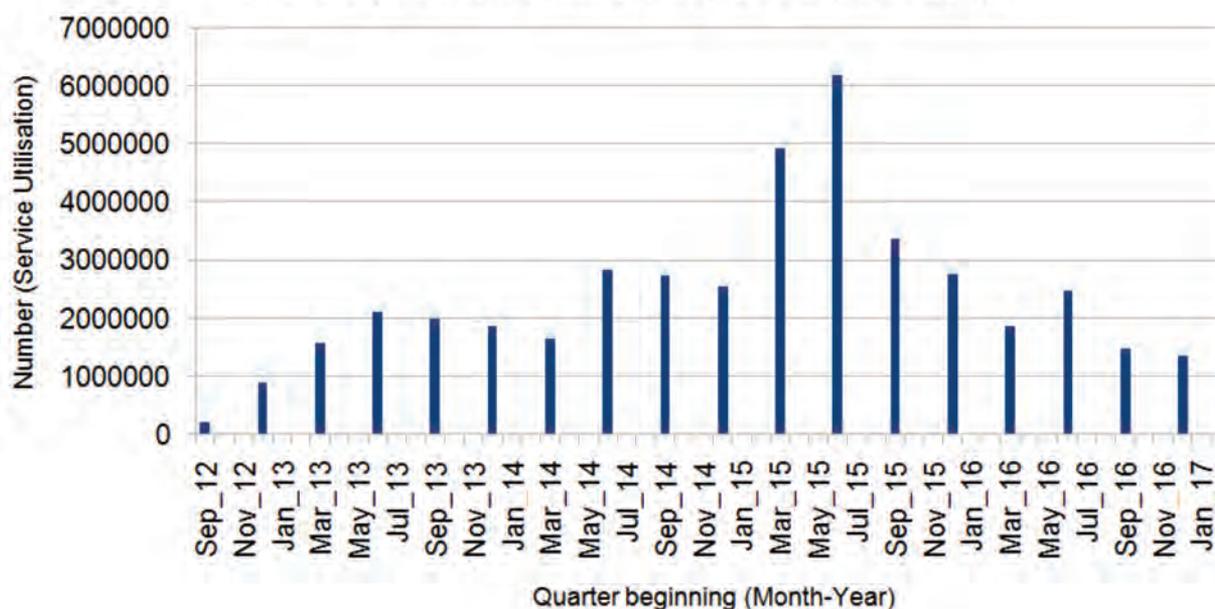
Rank	Services	Total Transactions	Transactions (last 6 months)
1	(6.3-B) अन्य पिछड़े वर्ग के लिये जाति प्रमाण पत्र प्रदाय करना	8098693	469915
2	(6.3-A) अनुसूचित जाति, अनुसूचित जनजाति के लिये जाति प्रमाण पत्र प्रदाय करना	7831812	444133
3	(6.2) आय प्रमाण पत्र प्रदान करना	4541822	2
4	(6.1) स्थानीय निवासी प्रमाण-पत्र	3131399	5
5	चालू खसरा एवं बी-1 खतौनी की प्रतिलिपियों का एक साथ प्रदाय	2775534	0
6	(4.2-A) चालू खसरा की प्रतिलिपियों का प्रदाय	2652646	0
7	(16.1) गरीबी रेखा के नीचे के परिवारों की सूची में नाम जोड़ना (ग्रामीण क्षेत्र)	2433391	64
8	चालूखसराएवंबी-1 खतौनी की प्रतिलिपियों का एक साथ प्रदाय (नवीन)	1359955	377551
9	6.2 कानूनी बाध्यता के कारण आय प्रमाण पत्र प्रदाय करना	1325401	419053
10	(4.2-B) बी-1 खतौनी की प्रतिलिपियों का प्रदाय	1181817	0
11	(4.3) चालू नक्शा की प्रतिलिपियों का प्रदाय	1175730	1
12	6.1 कानूनी बाध्यता के कारण स्थानीय निवासी प्रमाण-पत्र जारी करना	1038342	352358
13	(5.2) गरीबी रेखा के नीचे के परिवारों की सूची में नाम जोड़ना (नगरीय क्षेत्र)	971421	93064
14	चालू खसरा/बी-1 खतौनी/चालू नक्शा की प्रतिलिपियों का प्रदाय	674401	0
15	(4.2-A) चालू खसरा की प्रतिलिपियों का प्रदाय (नवीन)	667185	181937
16	(4.3) चालू नक्शा की प्रतिलिपियों का प्रदाय (नवीन)	503797	139764
17	(2.4) निर्माण श्रमिकों का पंजीयन	314735	62782
18	(9.2) नवीन ए.पी.एल. राशन कार्ड जारी करना	243795	6
19	(7.2) इंदिरा गांधी राष्ट्रीय वृद्धावस्था पेंशन योजना प्रथम बार स्वीकृत एवं प्रदाय करना	239072	20937
20	(9.1) नवीन बी.पी.एल. राशन कार्ड जारी करना	226000	12299

It appears that several services which ranked very high in citizen utilization rates earlier, on studying last six months data, appear not to be needed any more (perhaps, being of one time requirement in nature). These

services (from the table above) are rank numbers: 3, 4, 5, 6, 7, 10, 11, 14 & 18. Service rates appear to have dropped very significantly also for services ranked: 13, 17, 19 and 20. Thus, thirteen of top twenty services, which have contributed to high service utilizations in the past, appear to have vanished from contributing any further. This may pose a threat for GoMP in achieving targets set for the future (see also “Total quarterly utilization of all e-services”).

A more detailed expert group study for all services may be undertaken to establish the likely rise and fall rates, repeat or one-time nature, and seasonality of services. The expert group may also identify more services for the GoMP to target for conversion into e-platform delivery and develop a strategic plan spanning five or more years (particularly in light of stringent targets required to be achieved).

Quarterly Service Utilisation (All services total)



Quarterly utilization of all e-services

At the same time, services (especially for women and children) rendered by government (or its agencies) are yet to be included (after suitable conversion into e-services, such as, various Aanganwadi worker's services for pregnant ladies, mid-day meal schemes for children in schools, distribution of books to school going children, etc). Inclusion of these citizen services, promises enhanced support in achieving future targets. An expert group needs to identify, study, and suggest which of these services (and how) can they be delivered through suitable electronic platforms integrated with LSK, MP Online, etc. It is expected that, both, the delivery, as well as, the monitoring of such important services shall benefit from inclusion in electronic governance.

ANNEXURE I Extract of the LSK PPP Contract

Model RFP Document for selection of LSK to be used by DeGS

3.1. Establish Lok Seva Kendra

The operator shall establish Lok Seva Kendra within 30 days of initializing date and start receiving applications. For the purpose of establishing such LSK the operator shall:

- a. Make, or cause to be made, all necessary request in his own name to the relevant Government Departments/Agencies with such particulars and details, as may be necessary for obtaining all Applicalbel permits;
- b. Comply with all Applicable Permits and Applicable Laws in the performance of the operator's obligations under this Agreements;
- c. Employ person whose CVs and consent was furnished with the bid to operate the Kendra and subsititure them if needed with permission of the DeGS <name of district> based on the below category definition.

S.No.	Category of LSK	Minimum Number of Counters	Minimum Number of Staff
1	A	3	5
2	B	2	3

Under Category A:

- I. One person with diploma or degree holder in the field of Computer so as to effectively handle hardware and resolve issues related to software.
- II. One person shall be deployed to deal with public relations at enquiry counter.
- III. Three "computer operators" having adequate skills to key in data/text in web based software.

Under Category B:

- I. One person with diploma or degree holder in the field of Computer so as to effectively handle hardware and resolve issues related to software and to deal with public relation at enquiry counter.
- II. Two "computer operators" having adequate skills to key in data/text in web based software.

Note:

1. In case the average number of applications received at LSK under category A in six consecutive months exceeds 2000, the operator shall provide one

ANNEXURE J Photos of Visits



**LSK,
Central Secretariat,
Bhopal**



**LSK,
Gas Rahat Bhavan,
Bhopal**



LSK, Aashta, Dist Sehore



LSK, Dist Sehore

the 1990s, the number of people with a mental health problem has increased in the UK (Mental Health Act 1983, 1990).

There is a growing awareness of the need to improve the lives of people with mental health problems. The Department of Health (1999) has set out a strategy for mental health care in the UK. The strategy is based on the following principles:

- People with mental health problems should be treated as individuals.
- People with mental health problems should be given the opportunity to participate in decisions about their care.
- People with mental health problems should be given the opportunity to live in their own homes.

The strategy also sets out a number of objectives for the future, including:

- To reduce the number of people with mental health problems who are admitted to hospital.
- To improve the quality of care for people with mental health problems.
- To improve the lives of people with mental health problems.

The strategy is a key document for the future of mental health care in the UK. It sets out a clear vision for the future and provides a framework for the development of mental health services.

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