

IMPACT ASSESSMENT STUDY OF EGOV FOUNDATION'S URBAN MISSION



REPORT BY



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Abbreviations

CSC	- Common Service Centres
CSR	- Citizen Service Representative
CV	- Critical Value
DAC	- Development Assistance Committee
DARPG	- Department of Administrative Reforms and Public Grievances
ICT	- Information Communications Technology
IEC	- Information Communication and Education
INR	- Indian Rupee
IT	- Information Technology
LDC	- Low Development Countries
MIS	- Management Information System
NGO	- Non-Government Organisation
NOC	- No Objection Certificate
NPS	- Net Promoter Score
OECD	- Organisation for Economic Co-operation and Development
PGR	- Public Grievance Redressal System
PMIDC	- Punjab Municipal Infrastructure Development Company
PRISM	- Property Registration Information System Module
SDG	- Sustainable Development Goals
SMS	- Short Message Service
SSDG	- State Portal and State Service Delivery Gateway
TFC	- Thirteenth Finance Commission
TS	- Test Statistic
ULB	- Urban Local Body
UN	- United Nations
USD	- United States Dollar

Executive Summary

Table 1 Summary of Key indicators and Results

DAC Parameter	Key Indicators	Results
Effective	Number of intermediaries that have been identified in the ecosystem and the community they are serving	<ul style="list-style-type: none"> • 76% of the respondents avail services by themselves (n = 384), • 25% of the respondents avail services through someone from family in the same household (n = 384), • 2% of the respondents avail services through their neighbour (n = 384), • 1% of the respondents avail services through NGO/Civil Society (n = 384), • 0% of the respondents avail services through other modes (n = 384)
Effective	Ratio of ULBs in a state which have reported that they published a Citizen Charter	<ul style="list-style-type: none"> • 100% of the surveyed administrators in the ULBs reported that they have published Citizen Charters (n = 11).
Effective	Proportion of employees that have received feedback on their performance	<ul style="list-style-type: none"> • 85% of the employees surveyed from the ULBs received feedback (n = 20). • 75% of the employees received weekly feedback, 15% did not receive feedback and 10% received feedback monthly (n = 20).

Effective	Proportion of employees that have received incentives for good performance	<ul style="list-style-type: none"> None of the employees have received incentives for good performance (n = 20).
Effective	Time saved on documentation and reporting by ULB employees	<ul style="list-style-type: none"> On average, ULB employees reported that before mSeva, it took 4 days for documentation and reporting of municipal services. Post mSeva it took 1.35 days for the same.(n = 20).
Impact	% of citizens aware of various channels through which they can access government services	<ul style="list-style-type: none"> 37% of respondents were aware of channels for availing ULB Services (n = 384) 56% of the general population respondents are aware about Branch/ward office and 39% are aware about the ULB office channels for availing service. 38% of the general population respondents are aware about Branch/ward office and 84% are aware about the ULB office channels for availing service (n = 100). 43% of the mSeva platform users are aware of mobile application of ULB, 50% of the mSeva platform users are aware of website of ULB and 30% are aware of WhatsApp of ULB for availing services in comparison to the offline channels such as ULB office and Branch/Ward office of ULB (n = 30).
Impact	Proportion of citizens who are aware of their rights/entitlements to total citizens in the ULB	<ul style="list-style-type: none"> Only 13% of the citizens are aware of the existence of a Citizen Charter (n = 384) Only 9% of the citizens are aware about the objective of the Citizen Charter (n = 384) Only 5% of the citizens had read the

		Citizen Charter (n = 384)
Impact	Locations where citizens have seen the Citizen Charter	<ul style="list-style-type: none"> • Only 8% of citizens have seen Citizen Charter at the Urban Local Body Office (n=384) • Only 3% of citizens have seen Citizen Charter at the hoarding of the Urban Local Body Office (n=384) • Only 2% of citizens have seen Citizen Charter in the form of a poster or a pamphlet (n=384) • Only 1% of citizens have seen Citizen Charter on the online ULB website (n=384)
Impact	Percentage of citizens who find it easy to access government services	<ul style="list-style-type: none"> • 57 % of Citizens find it easy to access ULB Services (n=382) <ul style="list-style-type: none"> ○ 82% of mSeva Platform users (n = 28) ○ 57% of Citizens in the General Population (n = 254) ○ 47% of Citizens at the ULB Counter (n = 100)
Impact	Average Rating given by citizens on mSeva App	<ul style="list-style-type: none"> • 4.4 out of 5 is the rating provided by mSeva App users (through a primary survey) (n=28) • Rating of mSeva app on Google Playstore is 2 stars out of 5
Impact	Net Promoter Score ¹ .	<ul style="list-style-type: none"> • NPS for mSeva platform is 30 (survey tool: Citizen App User Survey). This implies that there are more promoters than detractors i.e. they are likely to recommend the mSeva app to others (n=30) • NPS for ULB Counter is -12 (survey tool: Citizen in the General Population). This implies that there are more detractors than promoters i.e. they are not likely to recommend ULB services available from the counter to others. (n=254)

¹ NPS is a key metric measuring the likelihood of recommendation to others. Positive NPS implies that promoters are more than detractors and negative NPS implies more detractors than promoters

		<ul style="list-style-type: none"> • NPS for ULB Counter is -22 (survey tool: Citizen at the ULB Counter). This implies that there are more detractors than promoters i.e. citizens who avail the ULB services from Counter are not likely to recommend it to others. (n=100) • NPS for ULB Employees is 100 (survey tool: ULB Employee Survey). This implies that ULB employees are satisfied while using mSeva for the execution of their day-to-day tasks (n = 20).
Impact	Percentage of employees reporting increased quality of work	<ul style="list-style-type: none"> • 65% of the employees surveyed reported that due to mSeva it was easier to cross-check information (n = 20). • 30% of the employees surveyed reported that due to mSeva fewer errors were made within the reporting and documentation process (n = 20). • 5% of the employees surveyed reported that due to mSeva it takes less time to process the service request.

Chapter 1: Introduction and Overview of the Program

1.1 Governance, Digitisation and Citizen Empowerment

One of the biggest duties of governments is to provide sufficient, affordable, and high-quality services. The health and well being of its population is directly linked to the delivery of services (such as water, sanitation, waste management, and housing). However, in many nations, delivery is hampered by problems with coordination, governance, financing, and competence, all of which are compounded by the speed and size of urbanisation. Governments have critical responsibilities in service delivery, regulation, facilitation, and collaboration with other stakeholders and institutions at all levels.

The core focus of governance is to protect an individual's legal rights, to provide fair access to public services and to distribute the advantages of economic prosperity amongst all citizens. Effective governance involves creating checks and balances to ensure that the government is transparent in its dealings, responsible for its actions, and responsive to the citizens' needs. To keep pace with rapid urbanisation and technological advancements, governments need to overhaul their operations, laws, rules, and regulations, as well as the ways in which they interact with people. Data and technology are becoming intertwined with governance around the world. This change will necessitate government capacity building and public education on e-Governments. Accurate and reliable data is a component of the effective implementation of policies and standards across all sectors of service delivery. Data governance involves the triangulation of people, processes, and technologies to manage and protect data appropriately.

Citizen participation in service delivery is currently high on many countries' development agendas, as well as on the key development agendas of agencies and donors. Over the last two decades, several new ideas and institutional arrangements have emerged to encourage citizen participation and empowerment in service delivery. The necessity to improve people's skills and willingness to participate and express their voice in service delivery needs citizen empowerment. It also necessitates service providers' and government organisations' commitment to facilitating fair and effective restitution.

Local governments play a significant role in providing services to citizens. The Encyclopedia of Social Sciences states that "Municipal Government has risen to a place of high importance in modern political society not only because urban dwellers now form so large an element in the population but because city administration has developed by its complexity into a problem of great inherent difficulty".² A municipal authority's ability to oversee service supply depends on patterns of decentralisation and the organisation of local government bodies; inconsistent

² [Urban Local Governments in India: Challenges and Prospects, Dr. Annapurna Nanda](#)

decentralisation frequently results in substandard services.³ In order to promote an effective, quick, and transparent process of communicating information to the public and other agencies, as well as for executing government administration operations, e-Governance may be regarded as governance via the electronic medium.⁴

Competent and skilled human resources are required to empower ULBs and help them to effectively cater to the needs of their citizens. It is of great importance to manage these human resources in an effective and efficient manner. Many ULBs do not have the capacity required to deliver services at the standard and quality required. Personnel with skill sets within different areas such as citizen participation, public relations, e-governance, and government service delivery are crucial for the smooth functioning of a ULB. Weak institutional frameworks are another area of substandard urban governance.⁵

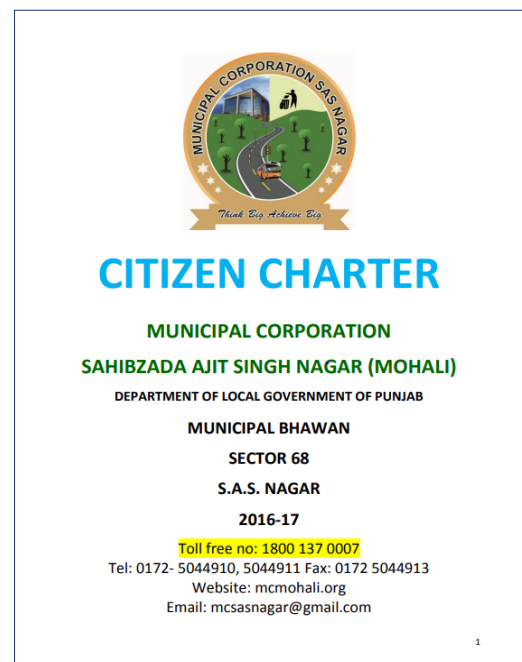
Urban Local Bodies are categorised on the basis of population, geographical features, economic status, local revenue generation and level of employment within their jurisdiction. The Government of Punjab published a list of ULBs constituted under the Department of Local Government as per the classifications in the Constitution (74th Amendment) Act, 1992.⁶ For example, Municipal Corporations have a population range of 3,00,000 or more people, City Municipal Councils have a population range of 50,000 to less than 3,00,000 people, Town Municipal Councils have a population range of 20,000 to less than 50,000 people and Town Panchayats have a population range of 10,000 to less than 20,000 people. Notified Area Committees are administered separately by a specific Committee.⁷

1.1.1 Citizen's Charter

The Citizen's Charter was initially envisaged as a document outlining citizens' rights in the United Kingdom in 1991. It gave citizens a statutory guarantee that they would be able to seek redress if a government service failed to meet specified requirements. The Citizen's Charter, which aims to put people first in the delivery of public services, is a state commitment. It is a word of honour that demonstrates devotion to the document's guarantees while also meeting the requirements. This model was then emulated around the world, including in India.

A Charter comprises of the following components:-

- 1) Vision and Mission Statement;
- 2) Details of Business transacted by the Organisation;
- 3) Details of Customers/ Clients;



³ [Urban Governance, 2016, William Robert Avis](#)

⁴ [E-governance in Local bodies in India, 2017, Prof. Vaibhav Gandhi, Dr. C K kumbharana](#)

⁵ [Capacity building scheme for Urban Local bodies, Ministry of Urban Development](#)

⁶ [List of ULB constituted under Dept. of Local Govt. Punjab, 2016, Government of Punjab](#)

⁷ [Report for Controller and Auditor General of India, 2020, Government of India](#)

Figure 1 Citizen Charter

- 4) Statement of services provided to each Citizen/ Client group separately and time limits for the same;
- 5) Details of Grievances Redress Mechanism and how to access the same; and
- 6) Expectations from the Citizen/ Client

The process of ideating, drafting, and executing a Citizens' Charter was started by the Department of Administrative Reforms and Public Grievances of the Government of India (DARPG). Subsequently, several government departments/organisations were given guidelines for developing the charters as well as a list of dos and don'ts.⁸

In December 2011, *The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011 (Citizens Charter)* was introduced in the Lok Sabha. It was then sent to a Parliamentary Standing Committee for review. The committee submitted its report in 2012. The bill never went through due to the dissolution of the Lok Sabha in 2014. In India, 25 states have Citizens Charter in various agencies involved in service delivery to citizens and 98 departments of the Union Government have Citizen Charters for various departments.

1.1.2 Case Study of successful integration of e-governance with Citizen Charter

Jan Sewa Kendra, Ahmedabad

The District Collectorate of Ahmedabad is a fine example of an administrative entity that has successfully attempted to reengineer processes for better service delivery by using Citizens Charters and Jan Sewa Kendras.

In February 2004, the district administration of Ahmedabad standardised the entire Citizen Charter of the district, which covered 75 issues like land, issue of licences and certificates, public distribution system, and widow pension, among others. The scope of the Citizens Charter was arranged in a concise and accessible application layout clearly outlining legal provisions, the delegation of powers, enclosures and annexures expected from the citizens, and the prescribed time for disposal at each stage in the Collectorate, and its subordinate offices. This process simplified and streamlined the range of services delivered by the district administration and established basic standards for service delivery.

An initiative was launched parallelly to reengineer the processes and standardise the application and query formats which facilitated the opening of a civic centre called Jan Sewa Kendra, for e-Governance with Citizens Charter as the main focus of service delivery. The Vadodara Collectorate used the Jan Sewa Kendras for the first time in May 2003 as part of a one-day governance programme aimed at fast-tracking issuance (same day) of certificates and affidavits in the district and Taluk headquarters.

The main objectives of the Jan Seva Kendra are:

⁸ [Duties Responsibilities of Contact Officers, 2021, Government of India](#)

1. To bring transparency and speediness in administration through smooth procedures.
2. To provide self-explanatory citizen-friendly standardised formats of applications for all issues of the Citizen Charter and make them available online at Jan Seva Kendra and Taluka and Pranth headquarter.
3. To implement a one-day time window in issuing certificates and affidavits.
4. To provide reworking of internal processes and procedures with attitudinal change and higher motivational levels of employees.

The software used in the Jan Seva Kendra has been specifically designed to include standardised citizen-friendly and informative formats for all the 75 issues of the Collectorate Citizen Charter. It provides on-the-spot disposal of some categories of cases, online tracking of applications and grievances by citizens, information on the provisions of every issue and the minimum number of days required to process an application.

The standardised formats are designed such that a citizen can fill it up themselves without needing touts or middlemen. Each application is submitted and monitored online by the district headquarters, sub-divisional and the Taluka headquarters. 50% of data entry operators in the Jan Seva Kendra are physically disabled. The Jan Seva Kendra hopes to become a one-stop location for all citizens, catering to effective implementation and monitoring of the citizens' charter and quick disposal of grievances.

The key benefits from the implementation of Citizens Charters and the Jan Sewa Kendras are better service delivery, quicker turnaround time, reduced interface with government officials, and better productivity. The state has accepted the public-private partnership model, like the one in Vadodara and Ahmedabad, for replication in other districts. Jan Sewa Kendras are already functional in 15 district headquarters and 122 Taluks. The government intends to cover all Districts and Taluks by the end of the financial year. The services/facilities to be provided by these centres are to be on the same pattern throughout the state. The key takeaway here is that improving service delivery cannot be achieved without a complete overhaul of internal procedures/processes/systems and attitudinal change.

1.2 Challenges in the Global Context

Inefficient service delivery of civic amenities is caused by a lack of sufficient and competent human resources, inconsistency in politics, unclear delegation of powers, insufficient financial resources, lack of access to the community for services, and poor public engagement. It is estimated that disinformation costs the world 78 billion dollars yearly without accounting for the negative effects on society. Disinformation undermines public confidence in government officials in many nations. A lack of defined structures, list of duties and effective solutions to the urgent demands of citizens only serves to further weaken their trust. According to the 2021 Edelman Trust Barometer, although trust in governments increased at the beginning of the COVID-19, over the course of the response they have lost favour and are viewed as the least ethical and knowledgeable stakeholder.⁹ Studies have claimed that issues including corruption, a lack of

⁹ [How can governments push towards a better now, 2021. Kevin Burrowes, Jessica Shannon](#)

strong institutional systems, a lack of diversity in populations, and ethnic fragmentation in emerging countries makes it difficult to provide public services in an adequate manner.¹⁰ Almost all countries are decentralised therefore better coordination amongst all levels of government is the key to effective and efficient public governance. There are five main gaps which need to be bridged for better coordination and capacity building. They are related to information, capacity, fiscal resources, administration and policy. Given the dynamic environment of the world today, expectations of society have been increasing. It is imperative for governments to cater to these needs to the best of their ability.¹¹

The Covid-19 pandemic has brought long-standing disparities in areas like healthcare, income, and livelihoods to light. Privacy rights and our digital environment have been no different. The digital privacy divide has been laid bare, with larger ramifications than ever before, as we've all had to adjust to new realities. As part of the pandemic response, governments and businesses have had to traverse the fine line between public health and personal privacy. While many public-health interventions do not necessarily warrant data collection, some may have infringed on people's private data. The pandemic has made several countries look at statutes to protect personal privacy and fostered institutional coordination between governments and the private sector over data partnerships. Despite the increased attention and awareness towards data governance, infrastructure for ICT, data security enforcement, data aggregation across vulnerable communities, and effective risk communication strategies are some of the major factors lacking in effective data governance.

All levels of government must be transformed by e-Government, but the focus should be on local governments because they are the closest to residents and serve as their primary interaction with the government for many. Local government administrative innovations based on e-Government can have the greatest impact on residents. The advantages of information technology have not been dispersed equally. There is a significant digital divide in ICT access. According to the Digital Economy Report 2021, 23% of Low Development Countries (LDCs) lack access to mobile broadband networks. The internet is used by 20% of people in LDCs. As a result, LDCs are significantly behind in meeting the UN SDGs' goal of increasing access to ICTs and providing universal and affordable internet access in LDCs. This division is especially evident in LDCs' rural and urban areas. In remote areas, 16% of people do not have access to a mobile network, and 35% do not have access to internet platforms via a mobile device. In comparison to 2015, there has been a decrease in the percentage of rural residents who lacked access to the internet, from 63% to 35%.¹² While this digital divide is contracting, the barriers to access seem to remain fixed.

A manifestation of this digital divide is the lack of access of services to the digitally uninitiated. While digitally enabled governance is, in theory, democratising service delivery; it ends up excluding a large portion of those without access to digital devices or know-how. Another

¹⁰ [What are the challenges of providing public goods in developing countries? Developing countries and the problems of service delivery, 2015. Abu Bakarr Kaikai](#)

¹¹ [Current and Future Public Governance challenges, 2009. OECD](#)

¹² [Digital Economy Report, 2021. UNCTAD](#)

challenge due to the digital divide is the first mover's advantage that the digitally literate get. This ends up concentrating service delivery with the elite.

1.3 Challenges in the Indian Context

The metrics of outcome, efficiency, and accountability are used to assess governance.¹³ After more than three decades of sustained economic development in India, policymakers at both the central and state levels face the most difficult task: ensuring 'inclusive' growth, in which the benefits of greater national wealth are shared by all parts of society. It is vital, in particular, that all individuals have access to high-quality basic services such as health and education, as they are not only goals in themselves, but also play a crucial role in boosting human capabilities to fully participate in economic progress. Lack of clarity on legal frameworks; lack of appropriate tools, methodologies, and guidelines; human resource restrictions; financing limits; deficiencies in internal systems and processes; shortcomings in external systems; community participation; and other problems are among the challenges.

India aims to become a USD 1 trillion digital economy by 2025. Over two-thirds of the nation's GDP and 90% of government revenue is generated from urban areas.¹⁴ Per the 75th round of the National Sample Survey, 14.9% of rural households and 42% of urban households have access to the internet. One of the most important indicators of India's digital divide is digital literacy. The Ministry of Information and Technology considers any individual who can operate a computer/laptop/tablet/smartphone and other IT-related tools as digitally literate.

In India, 38% of families are digitally literate. In metropolitan regions, 61% of people are digitally literate, but in rural areas, only 25% are. As per the UN E-Government survey 2020, India ranks 100th out of 193 on the e-Government Development Index. In addition to lack of digital literacy, a host of challenges hinder the effective implementation of e-governance in India. These include lack of integrated services, lack of adoption, portability of technology and data integrity concerns.

The delivery of public services and programmes generally involves navigating a complex network of rules and regulations within different levels of government. This network is monitored by numerous facilitators at various stages of the service delivery system. Weak oversight, breaches, and weakened legal frameworks are the main concerns of local governments. In addition to these concerns, there have been administrative challenges with respect to the implementation of new technological innovations.¹⁵ Inadequate allocation of funds to local bodies hampers effective public governance. Additionally, not enough revenues are generated for the renewal or creation of new infrastructure which poses grave challenges for local governments leading to service delivery deficiencies.¹⁶ There is a lack of skilled personnel to carry out public-facing tasks with dedication and efficiency. Hence the situation of weak state capacity leads to deficiencies in public governance within the nation. The functional tasks and resource-generation capabilities of municipal governments are not usually aligned. As a result,

¹³ [Governance challenge in India, 2019, Nirvikar Singh](#)

¹⁴ [India's Urban Challenges, 2011, World Bank](#)

¹⁵ [Governance and public service delivery in India, 2019, Farzana Afridi, Nalini Gupta](#)

¹⁶ [India's Urban Challenges, 2011, World Bank](#)

in order to actually devolve authority, the lower levels of government need to rely on the upper levels of government for support.¹⁷

1.3.1 Legislation around e-governance in the Indian context

To enable e-governance within India, the Union and State governments have enacted policies that support the foundations of such digital infrastructure such as:

1. The **Technology Act** was launched in 2000 to provide a framework for e-governance which include electronic contracts, digital signatures etc.¹⁸
2. The **National e-Governance Plan** was approved in May 2006, with the objective to scale-up e-governance on a national level.
3. The **Draft National Policy on Information and Technology** was released in October 2011. Its objective was to put focus on technology-based approaches to overcome developmental challenges in various sectors such as governance, education, skill development etc.¹⁹

1.4 Efforts taken for better e-Governance in Punjab

As part of the eGov foundation's Urban Mission, the mSeva app was launched in Punjab to streamline civic service delivery.

Punjab is located in the northwestern part of India. It covers an area of 50,362 sq. km which is 1.53% of the country's geographical area and has a population of 2.8 crores.²⁰ The Department of Information and Technology has been entrusted by the Government of Punjab for the formulation of policy, effective implementation of e-governance projects, and provision of technical advice for all departments.

Over the past decade, several initiatives by the government of Punjab have enabled user-friendly platforms.

1. **Property Registration Information System Module (PRISM)** was launched in 2012 to digitise land records. Various services are provided on the single window system such as on-the-spot registration, valuation of property, online capturing photographs of parties, Sub-Registrar and witnesses etc.
2. The project **SUWIDHA** was launched in 2002 and was implemented in district Fatehgarh Sahib. It is a single user-friendly window disposal helpline for all applicants.
3. Punjab Transport Department launched the project **VAHAN** (in 2010) and **SARATHI** (in 2006) to provide information to citizens through SMS or the internet and digitise the

¹⁷ [Urban issues, reforms and way forward in India, 2009, Chetan Vaidya](#)

¹⁸ [Information Technology Act, 2000, Indian Code](#)

¹⁹ [Electronics and Information Technology Annual Report, 2012, Government of India](#)

²⁰ [Forest Survey of Punjab, 2017, Government of Punjab](#)

department.

4. **State Portal and State Service Delivery Gateway (SSDG)** was launched in 2014. It aimed to provide electronic delivery of services to citizens which can be accessed at an affordable cost and simultaneously provide efficiency and transparency. The objective of the State Portal was to provide citizens access to services at a single interface. In accordance, SSDG reduced the burden on the administration and timely processed the services/requests.
5. In 2014, the **e-District project** was launched to provide a large volume of services to citizens through automation of workflow, data digitization, and backend computerization through all departments. The services would be provided in a time-bound manner through Common Service Centres (CSC).²¹
6. **iHRMS- Web-Based Human Resource Management Software** was launched in 2019 with the view to have a uniform HR system across all departments and corporations. It deals with various aspects such as salary, leaves, increments, loans and advances, reimbursements etc.²²
7. **DigiNest** was launched in 2020 to provide digital access to the state directory to citizens.²³

1.5 The Urban Mission

Cities are growth centres for India, and the nation's growth depends directly on their administration and sustainable urbanisation. Many parts of city planning in India require attention and evaluation, and some are particularly important. An important legislative pillar of urban planning is the Twelfth Schedule of India's Constitution that encourages states to enable city plans to be created by local governments, called urban local bodies (ULBs). This is a critical step toward the propagation of local governments and their empowerment. While this necessitates the development of planning capability in ULBs. Urban India has a population of 377 million. There are 4882 Urban Local Bodies that are in charge of service delivery to citizens. The state governments have entrusted Urban Local Bodies with a comprehensive list of responsibilities. Public health, welfare, regulatory functions, public safety, public infrastructure projects, and development activities are all covered by these tasks.

The extensive procedure mandated by state planning regulations is a major issue impacting efficient urban planning. If statutory processes are simplified and a shorter time period is set, a plan may be developed considerably more swiftly. The topic of equity has been largely disregarded in city plans, which is one of the most serious planning flaws. The urban policy milieu has demonstrated a serious absence of poverty planning. The crux of the problem is a

²¹ [E-Governance Plans in Punjab](#), 2016, Gian Jyoti

²² [Integrated Human Resource Management System of Punjab](#), 2019, Government of Punjab

²³ [Punjab CM launches mobile app 'DigiNest' to ensure digital access to state government directory'](#), December 31, 2021, ET Government

refusal to acknowledge the problem of urban poverty or to provide enough living space for the poor. For example, India's cities have not planned for economical housing, leaving the issue of housing to the markets. Such challenges hinder efficient and equitable service delivery to citizens.

When these age-old and structural challenges are juxtaposed with the growing technological advancements and the ramifications thereof, the challenges to service delivery seem mammoth. At the same time, the scope of innovation in solving these challenges is also huge.

eGovFoundation launched the Urban Mission to enable Urban Governance Transformations in partnership with PMIDC in Punjab. The objectives of the mission are -

1. Providing a better quality of life to citizens through better governance,
2. Improving the accountability and quality of public services
3. Deepening the collaboration in decision-making and maintenance of public infrastructure
4. Enhancing citizen engagement and participation in governance

1.5.1 Key Interventions of the mSeva Program

The program was initiated in February 2018, wherein the following interventions were carried out:

1. Develop and deploy the mSeva platform (website and mobile app) for employees of 167 ULBs and citizens of Punjab.
 - a. Allow citizens to access government services, such as water bills, filing property tax, grievances, remotely or from the comfort of their homes and increase the channels of access to government services
 - b. Increase efficiency and ease with which ULB employees work by digitising their work and reducing paper load.
2. Train ULB employees to adopt the mSeva platform at their work
 - a. Encourage service delivery by ULBs and citizens' access to services in a flexible and contactless manner.
 - b. Encourage more state governments to adopt the program.
3. Increase transparency of systems by sharing data on the performance of ULBs
 - a. Provide citizens access to reliable and transparent public services which are easy to use.
 - b. Encourage and help ULBs to develop and contribute solutions, knowledge assets and innovations.



Figure 2 Landscape scan of mSeva

- More than 160 ULBs are using mSeva Property Tax system, taking its total collection of more than 103,00,00,000 INR
- More than 140 ULBs are using the Water and Sewerage system on mSeva platform with a total collection of 73,00,00,000 INR.

mSeva can be accessed through their website and mobile application. The service can also be accessed via a Whatsapp chatbot.

1.5.2 mSeva Platform for Citizens

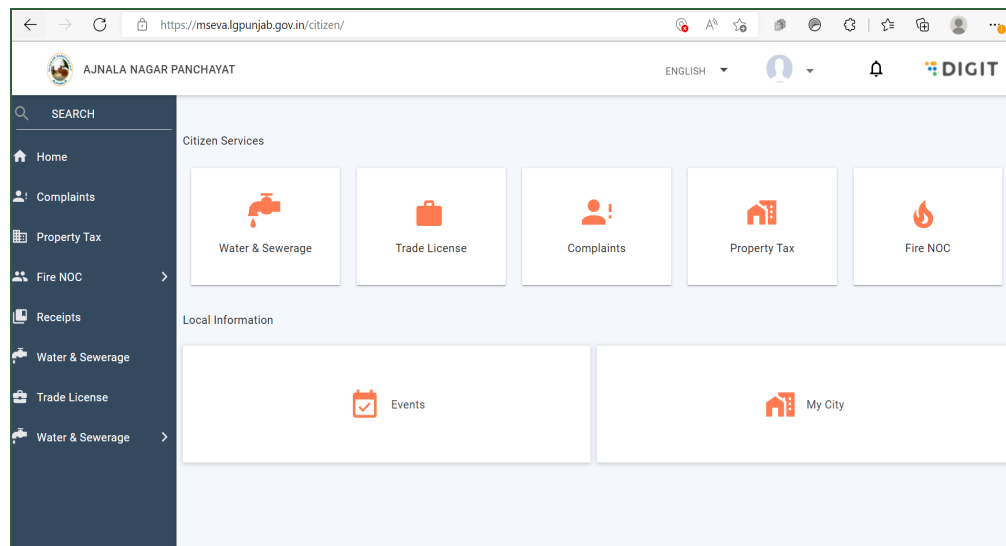


Figure 3 mSeva Website for Citizens

The mSeva website offers an easy to use interface which enables citizens to access the following services

- Water Sewerage
- Trade Licence
- Complaints
- Property Tax
- Fire NOC

The platform provides additional information about the city and events happening within the city.²⁴

²⁴ [Ajnala Nagar Panchayat, DIGIT](#)

1.5.3 mSeva Mobile Application for Citizens

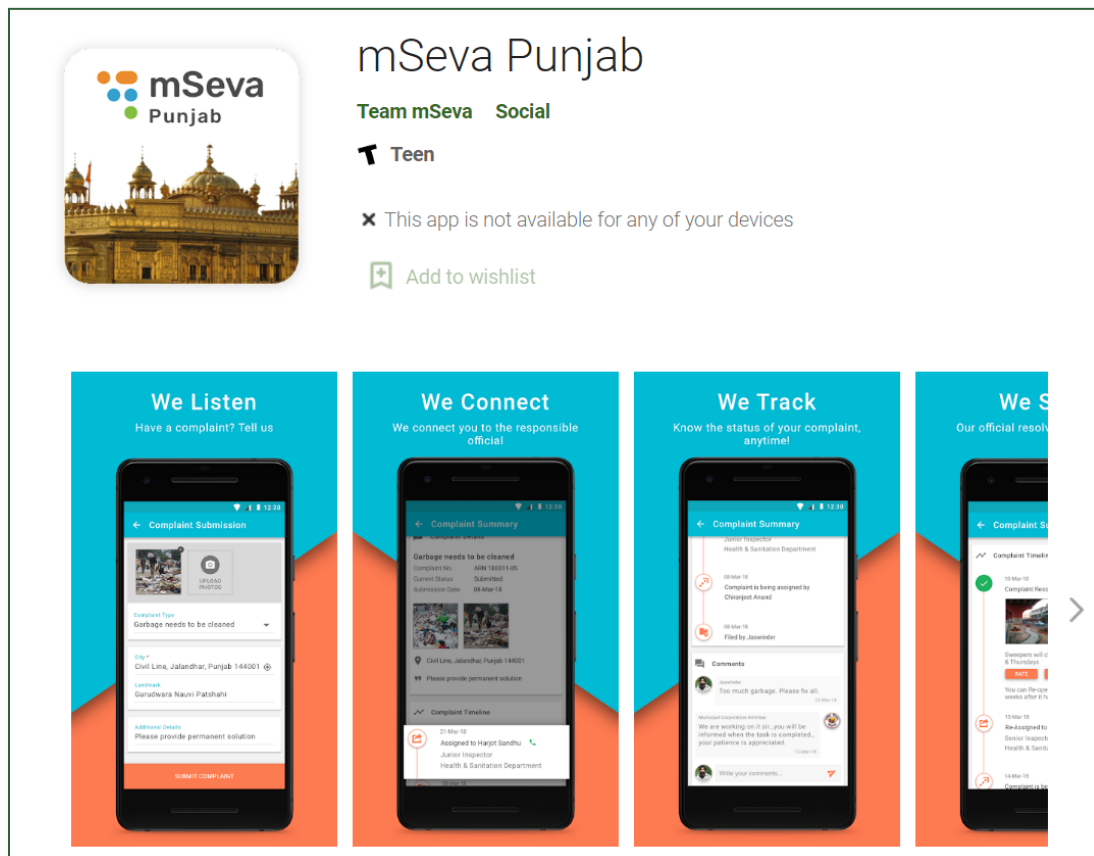


Figure 4 Mobile Application for Citizens

With the mSeva app, citizens of Punjab can:

1. Lodge a complaint with their municipal corporation for speedy resolution. With simplified complaint submission, status tracking and regular updates, all they need to improve their city is their phone!
2. Conduct business activities with ease. Citizens can apply for their Trade Licence, pay the Licence fee and download their Trade Licence.²⁵

²⁵ [mSeva Punjab, Google Play](#), 2019, eGov

1.5.4 mSeva Whatsapp Chatbot for Citizens

mSeva WhatsApp Chatbot is now Live in Ajnala

ਆਪਣੇ ਬਿੱਲਾਂ ਦਾ ਭੁਗਤਾਨ ਕਰਨਾ ਹੁਣ ਉਨਾ ਹੀ ਅਸਾਨ ਹੈ ਜਿੰਨਾ ਵਟਸਐਪ ਤੇ ਗੱਲਬਾਤ ਕਰਨਾ

1 **ਜੁੜਨ ਲਈ**
ਹੇਠ ਦਿੱਤੇ ਨੰਬਰ ਤੇ ਮਿਸਡ ਕਾਲ ਦਿਓ
8750975975
ਜਾਂ QR ਕੋਡ ਨੂੰ ਸਕੈਨ ਕਰੋ

2 **ਭੁਗਤਾਨ ਲਈ**
ਆਪਣੇ ਪਾਣੀ, ਸੀਵਰ, ਪ੍ਰਾਪਰਟੀ ਟੈਕਸ ਦੇ ਬਿੱਲਾਂ ਦਾ ਭੁਗਤਾਨ ਕਰੋ ਅਤੇ ਰਸੀਦਾਂ ਡਾਊਨਲੋਡ ਕਰੋ

3 **ਰਿਪੋਰਟ ਅਤੇ ਟਰੈਕ ਲਈ**
ਆਪਣੀ ਸਿਕਾਇਤ ਦਰਜ ਕਰੋ ਅਤੇ ਸਥਿਤੀ ਨੂੰ ਟਰੈਕ ਕਰੋ

ਵਟਸਐਪ ਨਾਲ ਜੁੜਨ ਲਈ QR ਕੋਡ ਨੂੰ ਸਕੈਨ ਕਰੋ
ਜਾਂ
ਹੇਠ ਦਿੱਤੇ ਨੰਬਰ ਤੇ ਮਿਸਡ ਕਾਲ ਦਿਓ
8750975975

mSeva Punjab

Figure 5 WhatsApp Chatbot for Citizens

Citizens can contact the chatbot by calling the service number or sending a Whatsapp message to the number. Once the chat is started, the chatbot will walk them through filing complaints from a list of grievances for their specific location, attaching images to support the complaints, and tracking the status of each complaint, obviating the need to visit the ULB office in person or log into a website and exploring through multiple screens. The mSeva WhatsApp bot aims to bring the government closer to the people at the comfort of their phones, as citizen engagement requires ease, accessibility, increased response, and accountability from local government.

1. WhatsApp Chatbot was introduced for bill payments and Public Grievance Redressal in Punjab.
2. eGov Foundation has partnered with Reap Benefit to integrate their solutions and to increase citizen engagement through the Solve Ninja Chatbot.²⁶

²⁶ ['eGov Foundation partners with Reap Benefit and Asian Century Foundation: Building citizen centric solutions for urban issues'. July 31, 2021, Business Standard](#)

1.5.5 mSeva Platform for ULB Employees

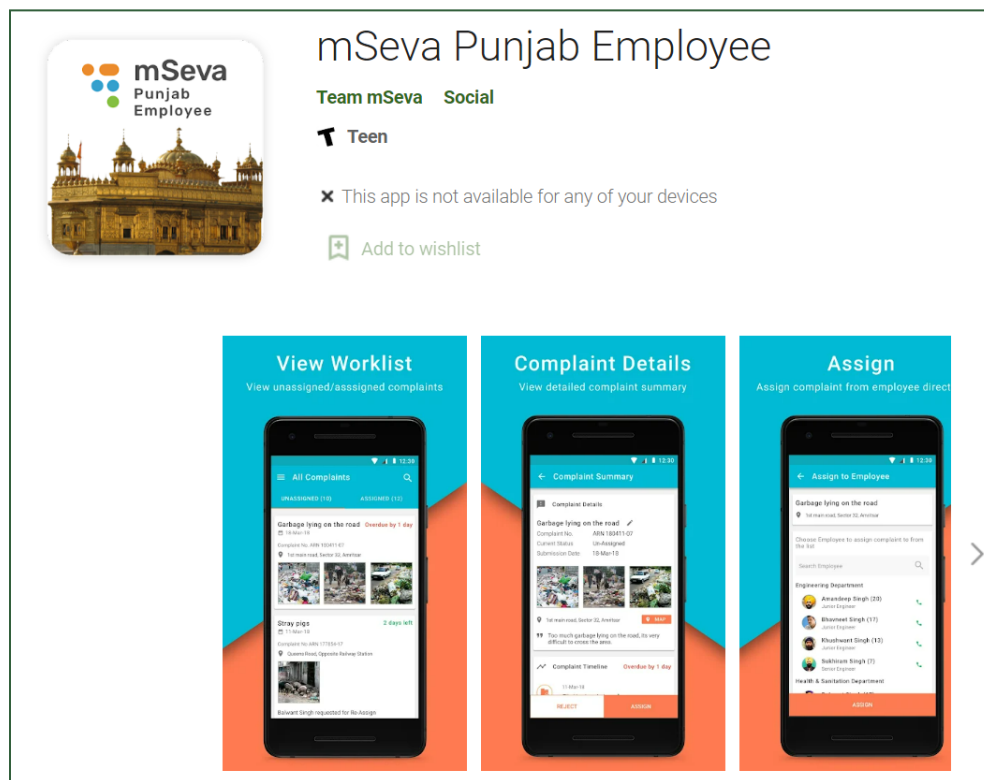


Figure 6 mSeva platform for Employees

The purpose of the mSeva Punjab Employee app is to help municipal employees easily manage the Public Grievance Redressal System (PGR). The PGR application's employee interface supports three employee roles:

1. Assigning officer – A central or ULB specific employee who assigns the incoming complaints to the concerned field employee (Last Mile)
2. Last Mile employee – A ULB specific field employee who receives the complaint and resolves it on the ground.
3. Citizen Service Representative (CSR) – A central or ULB specific employee who files complaints on the citizens' behalf. The Citizen Service Desk employee files complaints coming over phone, SMS, Email and other online channels, Handwritten applications and letters.²⁷

Through the creation of these websites and mobile applications, eGov Foundation improved government systems and enhanced the quality of life of citizens in India and contributed to the vision of its Urban Mission.

²⁷ [mSeva Punjab Employee, Google Play](#), 2019, eGov

Chapter 2: Sattva’s Approach and Methodology

2.1 Objectives of the Impact Assessment study

The objective of the study was to assess the impact of the program and provide actionable insights and recommendations to catalyse evidence-based decision-making. The main hypotheses for the Citizen Causal Chain and ULB Employee Causal Chain were ‘easy, reliable and transparent access to government services and ‘adherence to SLAs by ULBs, maintenance of quality and timely delivery of government services.

2.1.1 Framework of the study

The Organisation for Economic Cooperation and Development’s (OECD) Development Assistance Committee (DAC) principles focus on six evaluation criteria, namely Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability to assess the merit of an intervention. These parameters provide a normative framework for assessing the quality or merit of an intervention. The study has focused heavily on Relevance, Coherence, Effectiveness and Impact.

RELEVANCE	COHERENCE	EFFECTIVENESS	EFFICIENCY	IMPACT	SUSTAINABILITY
Assessing to what extent the program objectives and design respond to the target group’s global, country, and partner/institution needs, policies, and priorities, and continue to do so if the circumstances change	Assessing the alignment of the program, or what it is likely to deliver with the needs of the community. Also checking its alignment with the priorities of the region, at a state, national or international level	Assessing the supporting systems and processes influencing the achievement or non-achievement of program objectives, through concurrent measurement of program outputs	Assessing the budget allocation versus actual spend to inform utilisation. Unit cost spend is assessed to understand the cost variance and suggest effective ways of saving costs.	Assessing the extent to which the program has generated significant positive or negative, intended or unintended, in terms of local, social, economic, environmental and other development indicators	Assessing to what extent the impact of the program is likely to continue after funding support has been withdrawn by determining operational, financial and institutional sustainability

Figure 7 OECD’s DAC Principles

Insights for the study were mapped at four levels and the design was framed to answer different indicators under each theme.

- The extent to which program objectives and design are **relevant** to stakeholders.
 - ◆ Preference for online channels versus offline channels.
 - ◆ The compatibility of the program with the other programs in the country, sector or institution to ensure **coherence** of the program
 - ◆ Assessing the number of ULBs published in the Citizen Charter.

- The rigour of on-ground implementation, stakeholder involvement, and monitoring and evaluation processes undertaken to ensure operational **effectiveness** of the program.
 - ◆ Identification of the number of intermediaries within the ecosystem and community.
 - ◆ Assessment on the performance of employees.
 - ◆ Requirement of additional resources to resolve queries/complaints or requests.
 - ◆ Completion of service requests/complaints in a time-bound manner

- The extent to which the program has **impacted** the lives of the citizens.
 - ◆ Awareness of various channels within citizens through which they can access ULB services.
 - ◆ Awareness of Citizen Charter within citizens.
 - ◆ Ease of access to ULB services among citizens
 - ◆ Average rating given by citizens across socio-demographic parameters.
 - ◆ Assessment of Net Promoter Score.
 - ◆ Assessing the impact on the quality of work carried out by ULB employees.

2.2 Study Design and Approach

Descriptive cross-sectional design is deployed to assess the current status of outcome indicators to quantify changes affected by the intervention. This helped gather valuable impact related insights from a 360-degree perspective across the stakeholders involved and is fundamental to providing recommendations towards fine-tuning the model and scaling up in the long term.

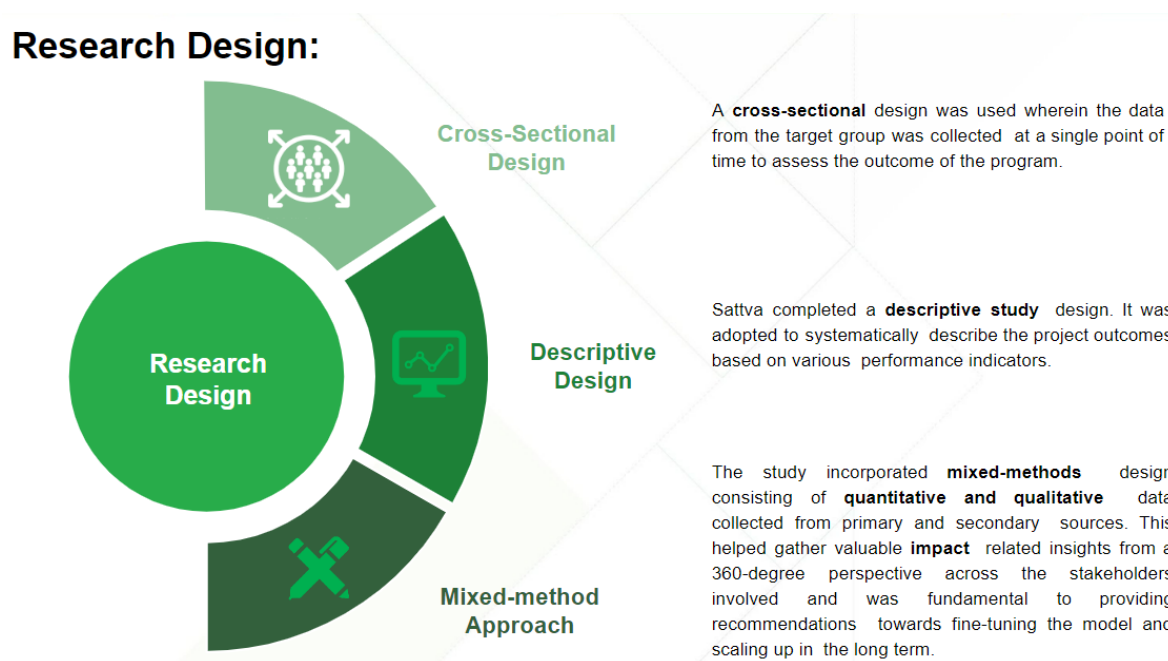


Figure 8 Research Design

2.2.1 Study Plan

The impact assessment study was conducted across four phases.

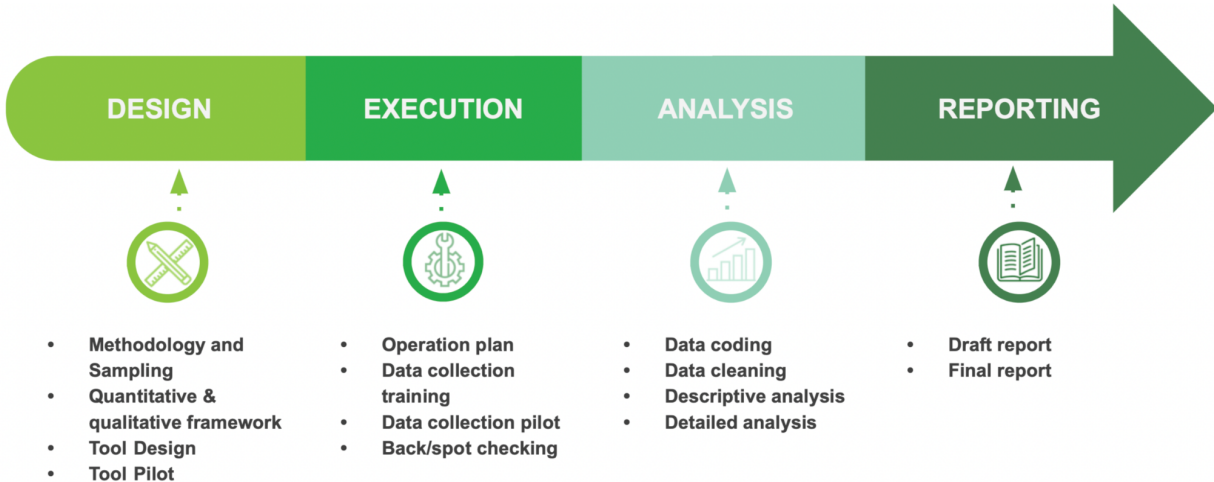


Figure 9 Phases of Impact Assessment Study

The data collection tools were designed to capture each and every aspect of the citizen causal chain and ULB employee causal chain. Within the citizen causal chain, the impetus was placed on three different fragments, the general population, respondents at the ULB counter and the mSeva platform users. For the ULB employee causal chain, the impetus was on ULB employees and administrators.

2.2.2 Field Plan

The data collection was carried out over 2.5 weeks across the three sample districts namely, Amritsar, Barnala and Firozpur. The survey was conducted telephonically for the mSeva platform users and physically for the general population, citizens at the ULB Counter, employees and administrators of ULBs.



Figure 10 Surveys conducted during the Study

The data collection team consisted of two data coordinators and eleven data collectors. 40% of the data collectors were female and 60% were male. The field team always carried masks, sanitisers, and water bottles and maintained social distance with the respondents, hence adhering to Covid protocols. They also carried their respective ID cards and permission letters in case of any contingencies faced on the field.

2.2.3 Quantitative Research

The survey tools were tested before data collection. The objective of testing the tools was to assess the methodology framework, the structure of questions, the logic applied and the time taken to complete the survey. The tools were translated into Hindi and Punjabi. Further, the training for the field team was organised in the second week of April 2022 in Patiala, Punjab. The field team for the in-person survey consisted of one field coordinator and eight data collectors. Virtual training was imparted for three data collectors who were conducting telephonic surveys. Several mock trials and roleplay exercises were conducted with the entire field team to ensure better understanding of the survey tools.

2.2.4 Qualitative Research

Qualitative data was collected by the experts in our field team. Interviews were conducted with 13 ULB administrators. Appointments with Commissioners and Executive Officers (EOs) were confirmed in advance and at a time which was convenient for them. The field team was aware of the objective of the study, was trained to collect qualitative data and was comfortable speaking both Hindi and Punjabi. After every interview, the field sent the respective transcripts in English to the research team.

2.2.5 Quality Assurance

The research team and the field team were responsible for the quality assurance of the collected data. Spot checks and Back checks were conducted including logic and consistency checks to ensure robust data quality. Over the duration of the data collection, feedback sessions of 15-20 minutes were scheduled on a daily basis with the field team. During these sessions, inconsistencies within the collected data and any challenges faced by the team were discussed and addressed.

2.2.6 Data Digitisation and Analysis

All quantitative research instruments were digitised. Each data collector had the Atlan Collect mobile application installed on their mobile phones. Questionnaires were uploaded on the Collect App and every member of the data collection team had access to it. The data collected through the questionnaires was analysed by the research team. The team checked for outliers, incomplete surveys, incorrect and duplicate data points etc., as a part of the data cleaning

process. Statistical analysis methods such as Chi-square test of independence and two-proportion Z-test were applied to analyse the association between variables.

2.3 Sampling Framework

The key stakeholders of the study included citizens of Amritsar, Barnala and Firozpur and employees of respective ULBs. Citizens are further classified into:

1. Citizens using the mSeva platform
2. Citizens using ULB services at the counter
3. General population

Sattva followed a multi-stage sampling that involved three stages of sample selection starting with the selection of districts followed by ULB and citizens

1. Districts were selected using population as one of the characteristics. We wanted to ensure representation of ULBs from the most populous districts, least populous districts and districts with the average population. Ludhiana was replaced by Amritsar as a region. This is because the adoption of the mSeva platform is low in Ludhiana. Amritsar is the next most populous region and has a high rate of adoption of the mSeva platform. Therefore, the selected districts include Amritsar, Barnala and Firozpur.
2. This was followed by the selection of ULBs across these three districts. ULBs were randomly selected across these districts ensuring representation from Municipal Corporations, Councils and Nagar Panchayats.
3. The survey aimed for equal representation between men and women while collecting data.

One administrator and two employees were selected from each ULB to ensure a representative sample. Each ULB usually has one administrator at the level of a Commissioner or an Executive Officer. In rare cases, like that of the Patiala Municipal Corporation, a ULB had two Joint Commissioners where we interviewed one of them.

2.3.1. Stakeholder mapping and Sample Size

The study was conducted within 14 urban local bodies across 3 districts, i.e Amritsar, Barnala and Firozpur. Further, the study had ULB employees and three types of citizen surveys where 254 respondents were from the general population, 100 respondents were citizens surveyed at the ULB counters and the rest 30 respondents were those who specifically used mSeva platform for availing services. Hence, 384 citizens, 20 employees and 13 administrators of ULBs were surveyed to ensure a representative sample. A representative sample is defined as a subset of the population, such that it represents the same properties and proportions as that of the population. 384 is the sample size which can be adopted at a 95% confidence level to obtain the characteristics of the population of Punjab with a +/-5% margin of error (Using Cochran's Formula of proportion with $p=0.5$). According to the law of large numbers for a normal

distribution, the minimum sample size to be considered should be 30. In this study, we assume our population parameters follow an absolute normal distribution. The following power formula was carried out within the law of large numbers to reach a sample size of 384:

$$\text{Sample size} = \frac{\frac{z^2 \times p(1-p)}{e^2}}{1 + \left(\frac{z^2 \times p(1-p)}{e^2 N}\right)}$$

Here in the above formula, N is the population size, e is the margin of error and z is the z-score.

Table 2 Number of Sample Districts and ULBs

Regions	Sample
Districts	3
ULBs	14

2.3.2 Sampling Distribution

There were five types of Urban Local Bodies across urban India. Their functions were broadly related to public health, welfare, infrastructure and development activities. It was essential to ensure equal representation across all types of ULBs since each and every type of ULB had different characteristics such as population, amount of resources at their disposal etc. ULBs were randomly selected across three districts to ensure representation of Municipal Corporations, Municipal Councils and Nagar Panchayats.

Table 3 Sample ULBs and Citizen Surveys covered

District	Number of ULBs covered	Number of Surveys	Municipal Corporation	Municipal Council: Class I	Municipal Council: Class II	Municipal Council: Class III	Nagar Panchayat
Amritsar	5	135	Amritsar	Batala	Tarn Taran	Majitha	Bikhiwind

Barnala	4	103	Patiala	Barnala	–	Tapa	Handiaya
Firozpur	5	146	–	Firozpur	Guru Har Sahai, Talwandi Bhai	–	Makhu, Mamdot

The following table shows the total number of samples conducted for each type of stakeholder and sample taken for further analysis of data.

Table 4 Type of Stakeholder and their Sample

Stakeholders	Sample	Survey/Interview Conducted	Sample that has been analysed
ULB Administrators	14	11	11
ULB Employees	28	22	20
Citizen App Users	38	38	30
Citizens availing Government Services (ULB Counter)	115	116	100
Citizens in the General Population	230	360	254
Total Citizen Sample Size			384

2.3.3 Stakeholder Mapping

The citizen and ULB employee causal chain incorporates five types of surveys. The following table shows the research instrument with their respective purpose.

Table 5 Type of Surveys within the Study

Research Instrument	Section and Purpose
Citizens in the General Population	The survey was conducted in public places with random people from the population. The instrument included questions related to citizens' accessibility to services, modes and channels through which they access services and their experience.
Citizen availing ULB services at the counter	The survey was conducted in Urban Local Body Offices with random people. The instrument included questions related to citizens' behaviour while availing ULB services at the counter.
Citizen using the mSeva platform:	Telephonic surveys were conducted with the citizens using mSeva platform. The instrument included questions related to citizens' usage patterns and their satisfaction levels.
ULB Employees	The survey was conducted in an Urban Local Body with the employees using mSeva for their day-to-day tasks. The instrument included questions related to employees' behaviour while using mSeva for their daily tasks.
ULB Administrators	This survey was an in-person interview conducted with Executive Officers or Joint Commissioners of respective Urban Local Bodies. The instrument included questions related to different aspects of how much mSeva has helped ULBs in the execution of tasks and the challenges faced by ULBs.

2.4 Statistical Methods employed in the Study

1. Chi-Square Test

Chi-square test of independence was conducted to analyse the association between variables. The statistical significance of the association between variables was tested at multiple confidence intervals.

2. Two proportion Z-test

A Two proportion Z-test was conducted to analyse the association between variables. The statistical significance of the association between variables was tested at multiple confidence intervals.

2.5 Geography of the study

1. Amritsar

Amritsar district is in the Jalandhar region of Punjab and its administrative headquarters are located in Amritsar city. It covers a geographical area of 2683 sq. km as per the census 2011. It has a population of 24,90,656 with 13,18,408 males and 11,72,248 females. It has a sex ratio of 889 females for every 1000 males. The overall literacy rate is 76.27%, whereas for males is 80.15% and for females is 71.96%. The main sources of income are from the agricultural sector, and per capita income is 1,12,955 INR.²⁸

2. Barnala

Barnala district is in the Patiala region of Punjab and its administrative headquarters are located at Barnala city. According to the 2011 census, the geographical area covered is 1482 sq. km. It has a population of 5,95,527, out of which 3,17,522 are males and 2,78,005 are females. It has a sex ratio of 876 females for every 1000 males. Overall literacy rate is 67.82%, whereas for males is 71.57% and for females is 63.57%. The main source of income is from the agricultural sector and per capita income is 1,33,832 INR.²⁹



Figure 11 Sample Areas of the Study

²⁸ [Amritsar District Census Handbook, 2014, Directorate of Census Operations, Punjab](#)

²⁹ [Barnala District Handbook, 2014, Directorate of Census Operations, Punjab](#)

3. Firozpur

Firozpur district is in the Firozpur region of Punjab and its administrative headquarters are located in Firozpur city. According to the 2011 census, the geographical area covered is 5305 sq. km. It has a population of 20,29,074, out of which 10,71,637 are males and 9,57,437 are females. It has a sex ratio of 876 females for every 1000 males. The overall literacy rate is 69.92%, whereas for males is 75.44% and for females is 61.69%. The main source of income is from the agricultural sector and per capita income is 1,15,050 INR.³⁰

2.6 Limitations of the study

1. Lack of equal representation in gender: The survey aimed for equal representation between men and women while collecting data. It couldn't be achieved because of challenges faced in the field while collecting data, the hesitance of citizens to complete the survey and to share personal information.
2. Phone interviews for Citizen App Users.
3. COVID: ULBs and cities were functioning at a reduced capacity.

2.7 Ethical Considerations of the Study

The evaluation followed ethical protocols in all aspects and at all stages of the engagement:

Informed consent and voluntary participation: All respondents and participants were given appropriate and accessible information about the purpose, methods, and intended uses of the research, what their participation entails, any risks and benefits. They were made aware of their right to refuse participation whenever and for whatever reason they wish, without fear of penalization or victimisation. Consent was taken regarding the recording and usage of all information acquired - written, verbal, and photographic.

Anonymity and confidentiality: The identity of research participants will always be protected through anonymity or confidentiality unless research participants explicitly agree to or request the publication of their personal information.

³⁰ [Firozpur District Handbook, 2014, Directorate of Census Operations, Punjab](#)

Chapter 3: Findings of the Impact Assessment Study

The mission of eGov Foundation's Urban Mission is to ensure that *"all citizens have access to reliable and transparent public services which are easy to use and secure"*.³¹ Its theory of change focuses on Citizens, Urban Local Bodies and the Ecosystem at large. "A theory of change is a method that explains how a given intervention, or set of interventions, is expected to lead to specific development change, drawing on a causal analysis based on available evidence".³² This section of the report focuses on the 'Citizen Causal Chain' and the 'ULB Employee Causal Chain' within eGov Foundation's theory of change.

Providing services to citizens is one of the main functions of the government. Citizens play a critical role in the smooth functioning of any democracy. Their faith in the system and view of their government is important. This is built through their interactions with the government when they complete tasks such as paying their electricity bill, taxes and availing of social benefits. Citizens require open, easy and efficient access to government services. As per the McKinsey Report, 2015, it was reported that 'many governments continue to design and deliver services based on their own requirements and processes instead of the needs of the people they serve'.³³ The risks of these actions might involve losing the trust of citizens, creating a negative customer experience and increasing direct and indirect costs of providing government services. The focus on creating a positive user experience for citizens when they avail of government services will help to solve these problems, and to improve the system as a whole.

The delivery of services plays a key role in determining the perception and credibility of the government with its citizens. Governments are digitising their services to ensure ease of access to Citizens and ease of provision by employees. Digital systems need to be technologically advanced and maintained. The user interface must be visually appealing and must reduce informational gaps.³⁴ ULBs must ensure the availability of trained and skilled personnel, which is another challenge faced by ULBs. Local governments are also challenged by a lack of funding for the implementation of policies and programs. This points toward a requirement for additional or alternative sources of revenue and adequate budget allocation.³⁵ The focus on helping ULBs to adhere to SLAs and improve their performance will help to improve the system. The efforts of programs like the Urban Mission will aid in this effort.

The findings of the Impact Assessment of eGov Foundation's Urban Mission have been detailed in this chapter.

³¹ [eGov Foundation's Theory of Change \(Miro board\)](#)

³² [Theory of Change, UNDAF Companion Guide, Page 4, Para 1](#)

³³ [Implementing a citizen-centric approach to delivering government services, 2015, McKinsey & Company](#)

³⁴ [Five challenges that keep governments from delivering great digital services, 2019, IBM](#)

³⁵ [The Top Four Challenges State and local Governments Face in 2022, 2022, AVENU](#)

3.1 Urban Local Bodies (ULBs)

The study highlights the insights derived from ULBs.

3.1.1 Socio-economic demographic profile of ULBs

A total of 20 employees and 11 administrators were surveyed and interviewed across the three districts of Amritsar, Patiala and Firozpur. Data about ULBs such as ease of use of mSeva by employees, improvement in quality of work, challenges faced while using mSeva, and budget allocation for the IEC campaign amongst other data points were collected during the course of data collection

Gender Profile

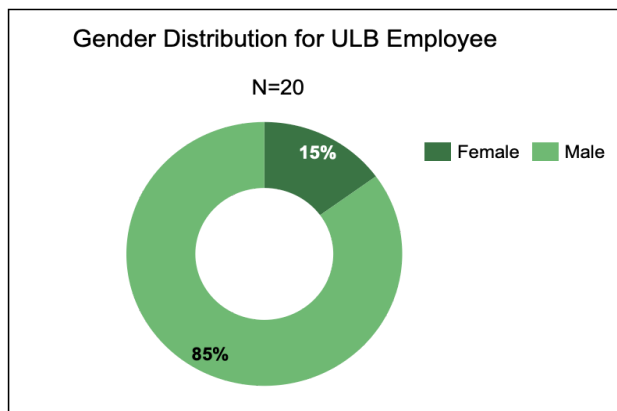


Figure 12 Gender Distribution of ULB Employee ³⁶

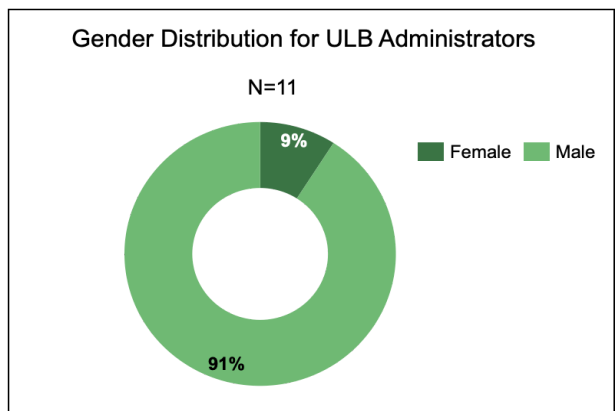


Figure 13 Gender Distribution of ULB Administrators

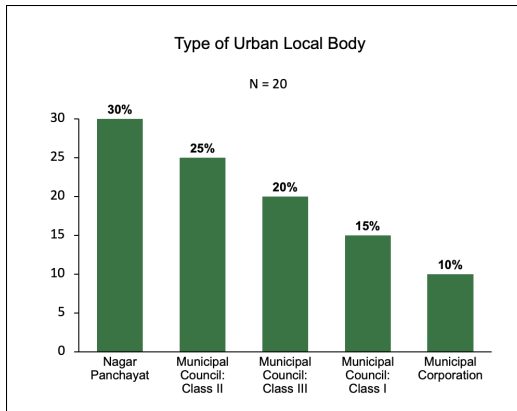
The proportion of ULB employees surveyed are skewed towards males. The same was observed while interviewing the ULB administrators as shown in the graph below.

Types of ULB employees

Majority of the surveyed ULB employees were clerks(50%), followed by junior assistants (25%), accountants (10%), computer operators (5%), and inspectors (5%) and procurement officers (5%).

³⁶ The "N" represents the number of ULB employees surveyed during the study.

Types of ULBs



Under the Constitution (74th Amendment) Act, 1992³⁷, a Nagar Panchayat's population range was set from 10 to 20,000, a Municipal Council's population range was set from 20,000 to 3 lakh, and a Corporation's population range was set at 3 lakh or more. Given that each type of ULB portrays different characteristics, it was essential to have representative samples for all types. Every type of ULB was represented while surveying and interviewing the employees and administrators respectively.³⁸

Figure 14 Type of Urban Local Body

3.1.2 Insights on ULBs

2.1 All ULBs surveyed need to increase transparency in activities by publishing their Citizen Charter on their website and by sharing ULB performance dashboards with the citizens

1. All ULBs surveyed reported that they have created a Citizen Charter and only 27% of the ULBs have updated their Citizen Charter recently.
 - a. However all ULBs have not published their Citizen Charter online.
 - b. Additionally, each ULBs understanding of a Citizen Charter is different. This points to a requirement for ULBs to be instructed by the District and State Government on the standards and requirements of a Citizen Charter.
2. Dashboards on ULB performance are currently private and only visible to the ULB Administrators and employees and are not visible to citizens.

2.2 ULBs require more training and support to use the mSeva platform

1. At least one employee in all ULBs surveyed had received training on the mSeva platform
2. at least once. The property tax department of Patiala specifically highlighted the issue of lack of training and support.
3. Support after training is required for ULBs. Only 18% of the ULBs surveyed had received additional training in the past year. ULBs reported that they contacted the Chandigarh office for support when they needed it.

³⁷ [Decentralisation and Municipalities, 2001, Government of India](#)

³⁸ Question from the data collection tool: Type of Urban Local Body

2.3 Uptake of mSeva Platform by ULBs

1. Usage: All ULB Administrators reported that at least one person in their office used the mSeva platform to execute their day-to-day tasks. However, each employee in each ULB office did not use the mSeva platform to complete their duties. Each employee in the ULB office at every level of administration needs to use the platform, for the adoption of the mSeva platform to be successful.

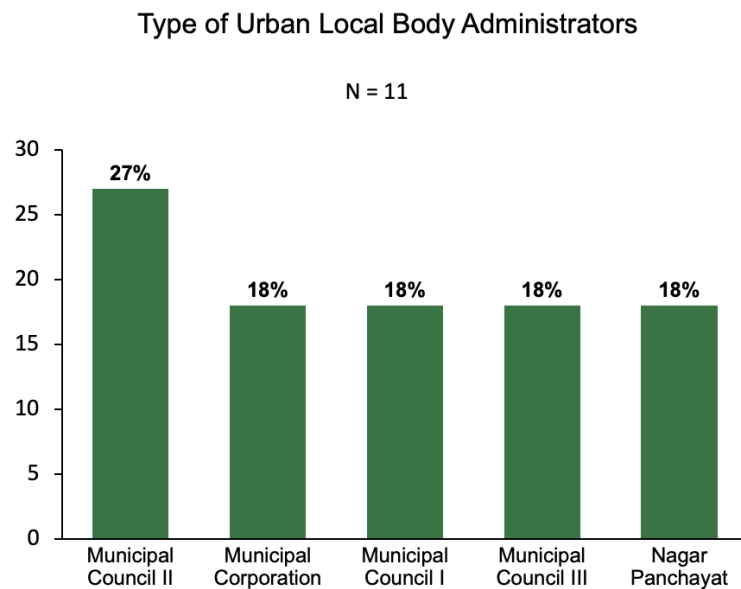


Figure 15 Type of Urban Local Body Administrators ³⁹

³⁹ Question from data collection tool: Since when have you been using mSeva (Year)?

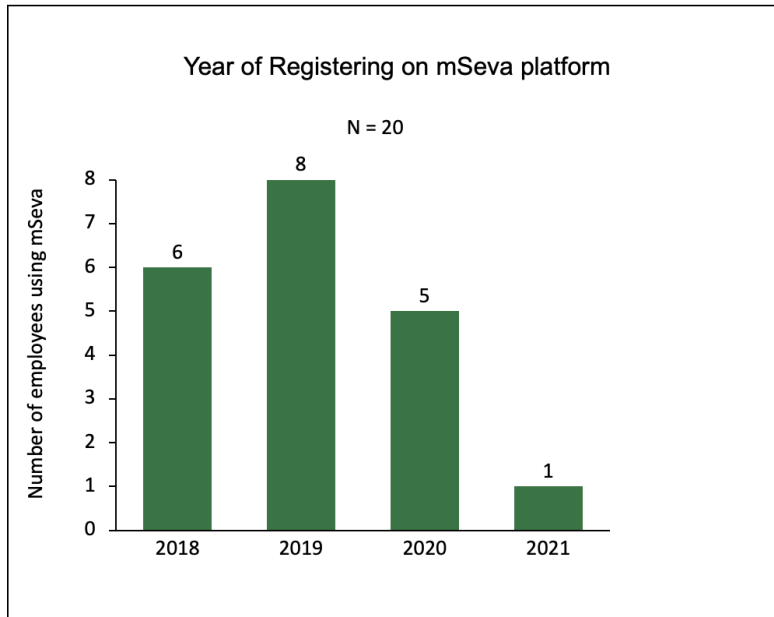


Figure 16 Year of Registering on mSeva⁴⁰

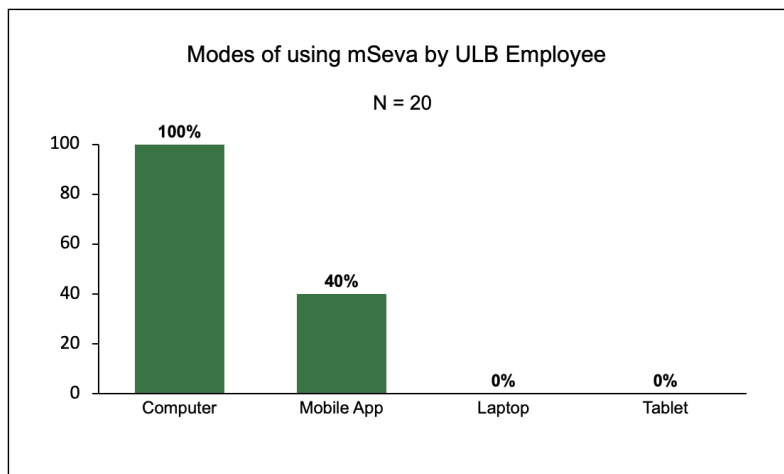


Figure 17 Modes of using mSeva by ULB Employee

2. Performance Review: Receiving feedback on performance is an integral part of helping ULB employees to achieve their performance goals and adhere to their SLAs. While 85% (N=20) of ULB Employees reported that they received feedback on their performance, 15% of ULB employees reported not receiving feedback.
 - a. Feedback was shared on a weekly (75%) and monthly basis (10%) or not at all (15%).

⁴⁰ Question from the data collection tool : Do you execute day-to-day activities using M-Sewa via a computer, laptop, tablet, or mobile app?

2.4 ULBs require more financial support to conduct IEC activities

1. The frequency and number of IEC campaigns needs to be increased, since all ULBs do not conduct IEC Campaigns. IEC campaigns include the tree plantation drives, cleanliness drives, painting and poetry competition at schools, recruitment camps and public awareness camps for government schemes. As a part of IEC activities, Balbir Singh Sidhu, the minister of health and family welfare for Punjab, recently launched 22 IEC awareness vehicles as part of "Mission Fateh."⁴¹ The IEC activities related to Swachh Bharat and Swasth Punjab were launched at a large scale in the district of Ludhiana under the guidance of its Deputy Commissioner.⁴²
2. 81% of the surveyed ULBs reported that they require financial assistance to conduct IEC activities for citizens. 45% of the surveyed ULBs reported that they needed an increase in the budget allocated for IEC activities. 36% of the surveyed ULBs reported that they did not have any budget allocated for IEC activities and required support with the same. These budget allocations play an important role in increasing awareness.

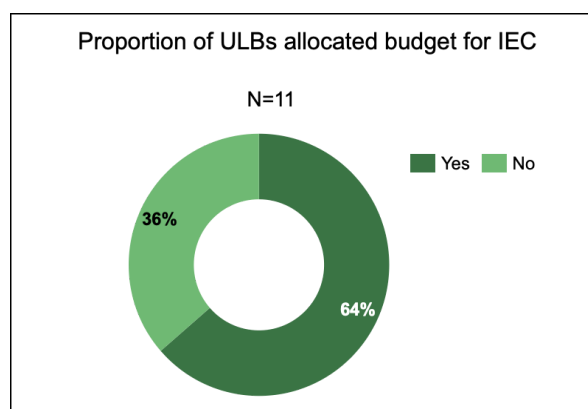


Figure 18 Proportion of ULBs allocated budget for IEC ⁴³

Table 6 Surveyed ULBs and their Budget requirements

ULB Locations	Type of ULB	Allocated IEC Budget	Amount Allocated	Required
Patiala	Municipal Corporation	No	NA	7 lakhs
Barnala	Municipal Council I	No	NA	10 Lakhs
Bikhiwind	Municipal Corporation	No	NA	1 lakhs

⁴¹ [Punjab Health Minister flags off 22 IEC awareness vans, 2020, Tribune India](#)

⁴² [Swachh Bharat and Swasth Punjab in full swing, 2017, Times of India](#)

⁴³ Question from the data collection tool : What is the budget allocated for IEC campaigns per financial year?

Firozpur	Municipal Council I	No	NA	5 Lakhs
Gur Har Shai	Municipal Council II	Yes	20,000	50,000
Handiaya	Nagar Panchayat	Yes	2 Lakhs	5 Lakhs
Majitha	Municipal Council III	Yes	2 Lakhs	5 Lakhs
Makhu	Municipal Council II	Yes	5 Lakhs	Budget allocation is enough
Mamdot	Nagar Panchayat	Yes	25,000	50,000
Talwandi Bhai	Municipal Council II	Yes	4 Lakhs	5 Lakhs
Tapa	Municipal Council III	Yes	2 Lakhs	Budget allocation is enough

2.5 ULBs find the mSeva platform beneficial

1. Net Promoter Score: The net promoter score is 100 since the percentage of promoters is 100% and 0% are detractors. This implies that ULB employees are satisfied while using mSeva for the execution of their day-to-day tasks and they are likely to recommend mSeva-based solutions to a colleague.

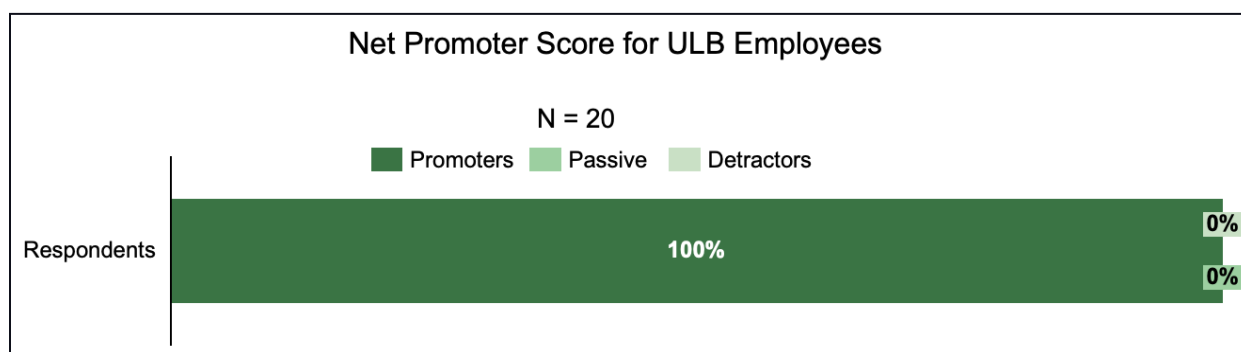


Figure 19 Net Promoter Score for ULB ⁴⁴

2. ULB employees find the mSeva platform useful. They reported that their work has improved in multiple ways. 65% of ULB employees reported that it was easier to cross check information, 30% reported that there were fewer errors in their work and 5% reported that they required less time to complete each service request.

⁴⁴ Question from the data collection tool : On a 1-10 scale (where 10 means highly recommended and 1 means 'not recommended'), How likely is it that you would recommend M-Sewa based solutions to a colleague?

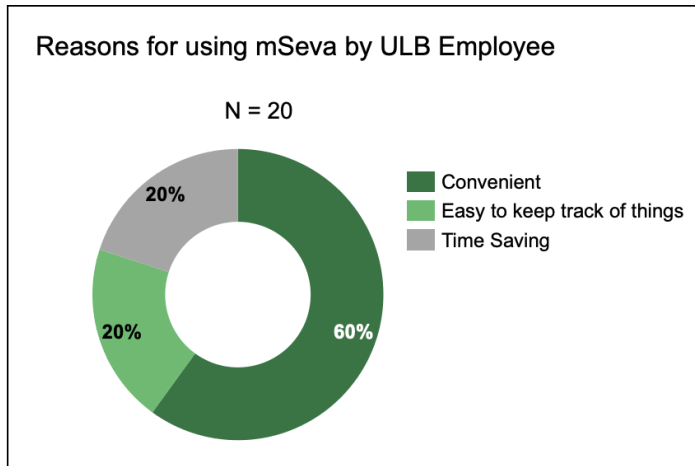


Figure 20 Reasons for using mSeva by ULB Employee⁴⁵

3.2 Citizens

3.2.1 Socio-economic demographic profile of citizens Demography

This section of the report focuses on the distribution of citizens according to geography, gender, age, occupation and income. A total of 384 respondents were surveyed across 3 districts. Citizens were distributed evenly across the three districts with 38% of citizens belonging to Firozpur, 35% of citizens belonging to Amritsar and 26.8% of citizens belonging to Barnala.

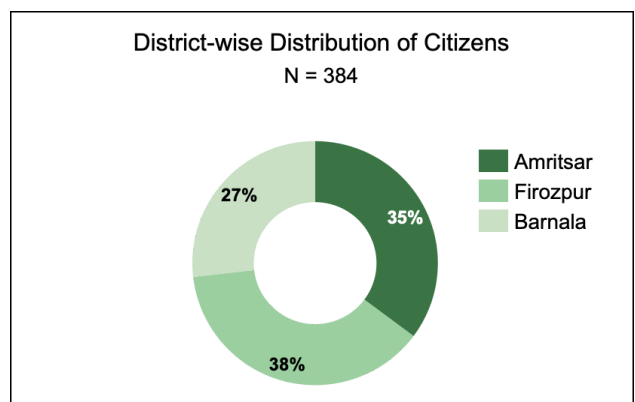
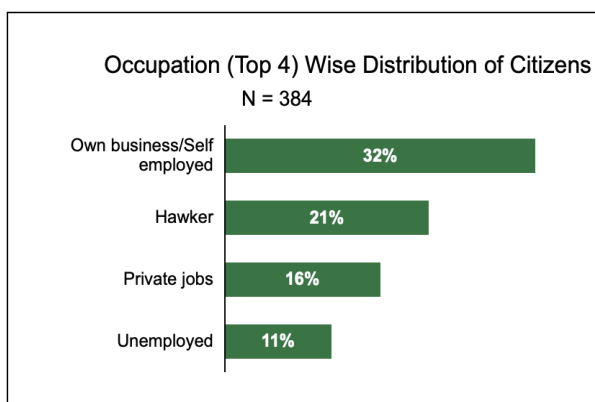


Figure 21 Occupation (Top 4) wise Distribution of Citizens⁴⁶ Figure 22 District-wise Distribution of Citizens⁴⁷

⁴⁵ Question from data collection tool : what are areas where you experienced improvement

⁴⁶ Question from data collection tool : Occupation

⁴⁷ Question from data collection tool : Occupation

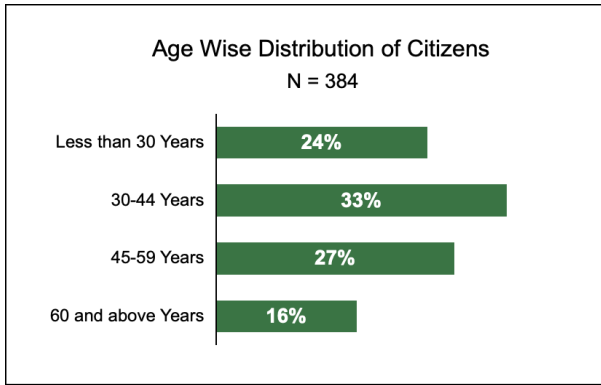


Figure 23 Age wise Distribution of Citizens⁴⁸

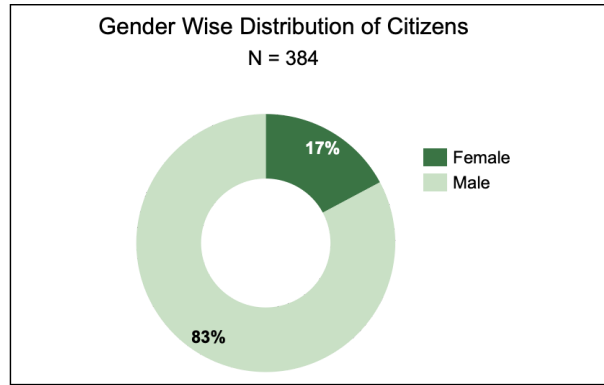


Figure 24 Gender-wise Distribution of Citizens⁴⁹

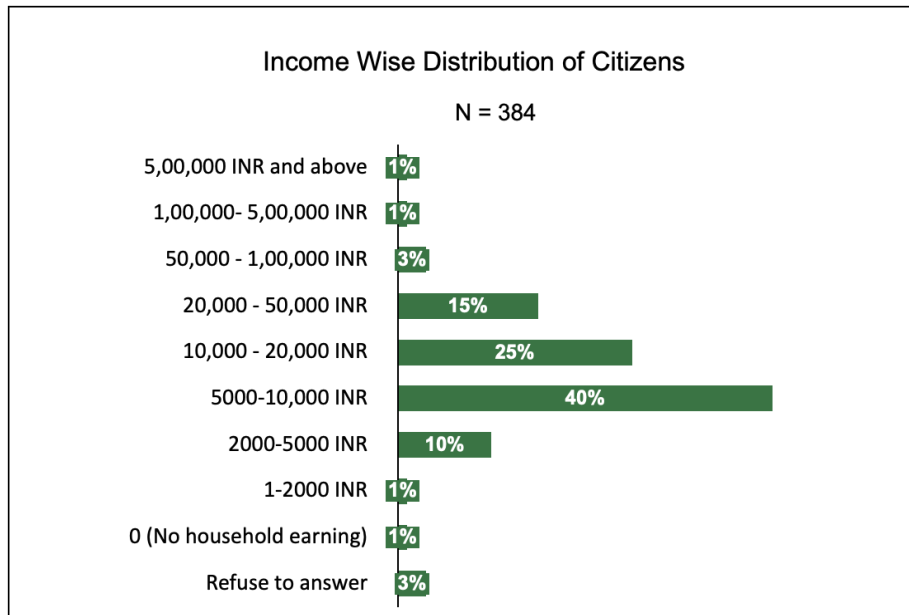


Figure 25 Income Distribution of Citizens⁵⁰

⁴⁸ Question from data collection tool : Occupation

⁴⁹ Question from data collection tool : Age

⁵⁰ Question from data collection tool : Income

3.2.2 The relationship between citizen behaviour and Urban Local Body (ULB) services

Urban Local Bodies (ULBs) are government entities which administer the cities or towns in their jurisdiction. The classification of a ULB is usually based on the size of its population. In Punjab, ULBs are classified as Municipal Corporations, Municipalities (Class I, II and III) and Nagar Panchayats under the Department of Local Government⁵¹. 'According to the Thirteenth Finance Commission (TFC), there are 3,723 ULBs in India, of which 109 are Municipal Corporations, 1,432 are Municipalities and 2,182 are Nagar Panchayats, for a population of 1.15 billion, which is growing at a rate of 1.47% as on 2009.'⁵²

Urban Local Bodies are vested with a long list of functions delegated to them by the state governments. These functions broadly relate to public health, welfare, regulatory functions, public safety, public infrastructure works, and development activities.⁵³ 'The Twelfth Schedule of the Constitution lists the specific functions under economic and social development that are best devolved to ULBs.'⁵⁴ The list is as follows:

- I. Urban planning including town planning
- II. Regulation of land-use and construction of buildings.
- III. Planning for economic and social development.
- IV. Roads and bridges.
- V. Water supply for domestic, industrial and commercial purposes.
- VI. Public health, sanitation conservancy and solid waste management.
- VII. Slum improvement and up-gradation.
- VIII. Urban poverty alleviation.
- IX. Fire services
- X. Urban forestry, protection of the environment and promotion of ecological aspects
- XI. Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded.
- XII. Provision of urban amenities and facilities such as parks, gardens, playgrounds
- XIII. Promotion of cultural, educational and aesthetic aspects.
- XIV. Burials and burial grounds; cremations, cremation grounds and electric crematoriums.
- XV. Cattle pounds; prevention of cruelty to animals.
- XVI. Vital statistics including registration of births and deaths.
- XVII. Public amenities including street lighting, parking lots, bus stops and public conveniences.
- XVIII. Regulation of slaughterhouses and tanneries.'⁵⁵

There are multiple ways in which citizens can access services provided by their ULBs. The services can be accessed online or in person by visiting the ULB office or branch office, through the telephone, the website of the ULB, the mSeva mobile application, and the Whatsapp chatbot. These methods of availing ULB services are referred to as '**Channels**' for the purpose

⁵¹ [List of ULBs, 2016, Government of Punjab](#)

⁵² [Urban Local Bodies, Care Edge Ratings](#)

⁵³ [Urban Local Bodies, Government of Assam](#)

⁵⁴ [Functions of Urban Local Bodies, IFMR Capital](#)

⁵⁵ *ibid*

of this report. This chapter explores correlation⁵⁶ between citizens' awareness on channels with their education and income to understand the dynamics better. Variables such as age, education and income can possibly be correlated to the awareness of channels among citizens. The following sections explain the correlation between demographic variables of citizens and citizens' awareness of their ULB channels.

3.2.3 Relationship between 'Awareness of Channels amongst citizens' with 'Demographics'

'Democracies need active, informed and responsible citizens – citizens who are willing and able to take responsibility for themselves and their communities and contribute to the political process.'⁵⁷ For this reason it is important for citizens to be aware of channels through which they can access government services. It is also important to understand the resources available to them (such as their level of education and income) and other variables (such as age) which can contribute to their active participation in their government systems and processes.

3.1 Age

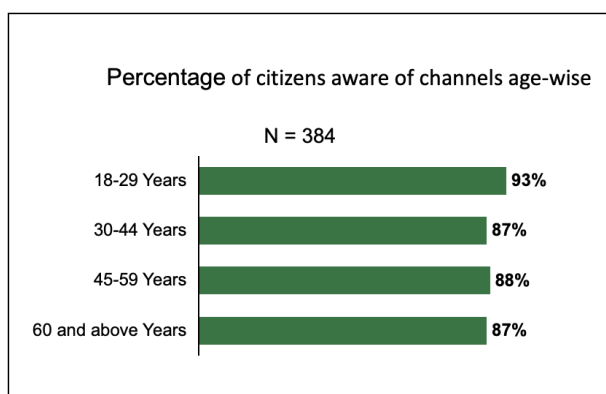


Figure 26 Awareness of channels by age

93% of citizens who reported that they are aware of channels through which they can avail of government services, fall under the age group of '18-29 years'.

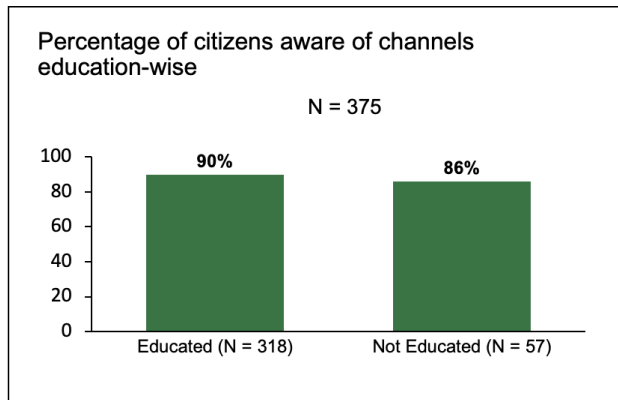
Through the Chi-square test of independence, we found that age and awareness of channels are **independent** of each other implying awareness of channels is not correlated with the age of the citizen. As observed in figure 8, the percentage of citizens who are aware of channels is nearly identical for citizens above 30 years of age.⁵⁸

⁵⁶ The correlation is tested by using a simple 'Chi-Squared Test of Independence'. The test allows us to establish whether the two variables are independent or not independent of each other. Once the association between the two variables is statistically established, the trend in the column percentage provides the direction of the correlation.

⁵⁷ [Importance of Citizenship Education, Young Citizens](#)

⁵⁸ Question from data collection tool : Are you aware of different channels through which you can access Urban Local Body services?

3.2 Education

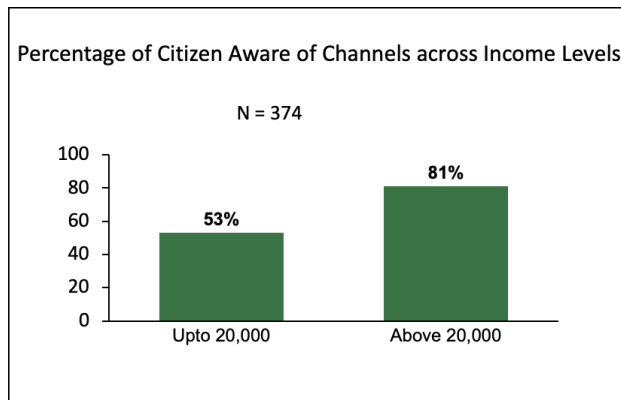


It is surprising to note that there is almost no relationship between the level of education and a citizen's awareness of channels to access ULB services.

Awareness of channels and education level of citizens are **independent** of each other. Awareness of channels is slightly higher among the respondents who are educated. ⁵⁹

Figure 27 Awareness of channels by education

3.3 Income



We found that the awareness of the channels is **independent** of the income level of the citizens. ⁶⁰

Figure 28 Awareness of channels by income

⁵⁹ Question from data collection tool : Are you aware of different channels through which you can access Urban Local Body services?

⁶⁰ Question from data collection tool : Are you aware of different channels through which you can access Urban Local Body services?

3.2.4 Insights on Citizens

4.1 Government services and methods to access them require improvement

1. The government provides an array of services across 167 ULBs in Punjab. Some of the services which were digitised by the mSeva platform are:
 - a. Water and Sewerage
 - b. Property Tax
 - c. Trade Licence
 - d. Fire NOC
 - e. Grievance Redressal
2. The mSeva platform has been implemented since April 2018. It provides online access to government services and has created an impact in the following ways:
 - a. Water and Sewerage modules (government services) were implemented across 90 ULBs at first within the first 100 days of their implementation:
 - i. Approximately 14,000 complaints were handled and more than 60 training sessions were conducted for more than 800 ULB employees till the year 2021.
3. The mSeva platform available to the citizens consists of one mobile application and a website for each ULB.
 - a. The mobile application on Google Playstore has been downloaded more than 10,000 times and has a 2-star rating. It is running its 13th version and was last updated on 19 September 2019.
 - b. The mSeva website for citizens in each ULB is still being developed. Websites have not been completed for each ULB and all government services (modules) have not been digitised yet.
4. The Urban Mission is aligned with global priorities (SDG 9 “Industry, Innovation and Infrastructure”⁶¹), national priorities (Digital India⁶²) and state priorities (improving citizens’ access to government services and increasing ULB revenue).

4.2. Citizens are not aware of services which they can access and ways in which they can avail of them

1. A Citizen Charter serves as an important guide for citizens to be informed of services which they can access and the ways in which they can access them. Our online research shows that not all ULBs have published their Citizen Charter on their official website.
2. 87% of citizens are not aware of the definition of a Citizen Charter. One of the reasons for this is that each ULB has not made the document easily accessible. Each ULB has

⁶¹ [The SDGs in action. UNDP](#)

⁶² [Digital India. Government of India](#)

not published its Citizen Charter online (on their website) and offline (framing a copy in the office, sharing hard copies with citizens who visit the office, etc.).

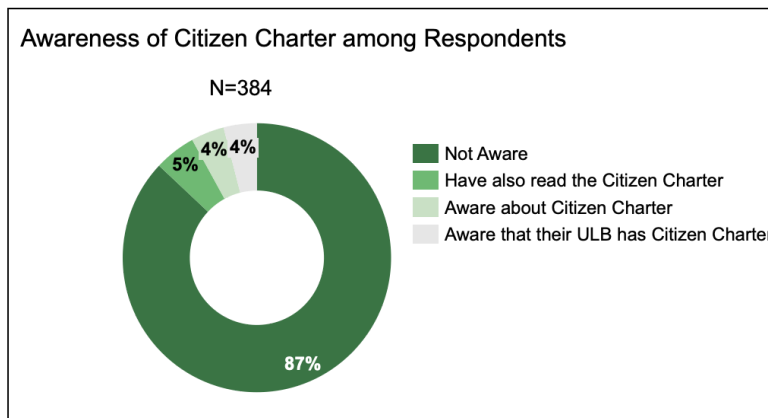


Figure 29 Awareness of Citizen Charter among Respondents

- 13% (n = 384) of the citizens are aware of the existence of a Citizen Charter. 9% (n = 384) are aware of the objective of the Citizen Charter. 5% (n = 384) have read the Citizen Charter. Most of the citizens who were aware of the Citizen Charter had seen it in their ULB office. 8% (n = 384) of citizens have seen Citizen Charter at the ULB office, 3% have seen at the hoarding at the ULB, 2% have seen in the form of poster/pamphlet and 1% have seen Citizen Charter at the website of ULB. This low statistic points to a great need to ensure that citizens are reading the charter and that it is made more accessible (in terms of ease of comprehension, provision of physical and online copies for reference, etc.) via online and offline modes.



Figure 30 Barnala Municipal Council ⁶³

⁶³ [Bamala Municipal Council Office](#)

4. The low levels of awareness amongst citizens of their Citizen Charter had a slight negative impact on their awareness of ways in which government services could be accessed. Approximately 11% of Citizens were not aware of channels through which they could avail of ULB services.
5. In general, 50% of citizens are aware of the ULB Counter as a channel for availing ULB services. The awareness of offline channels is greater than that of online channels.

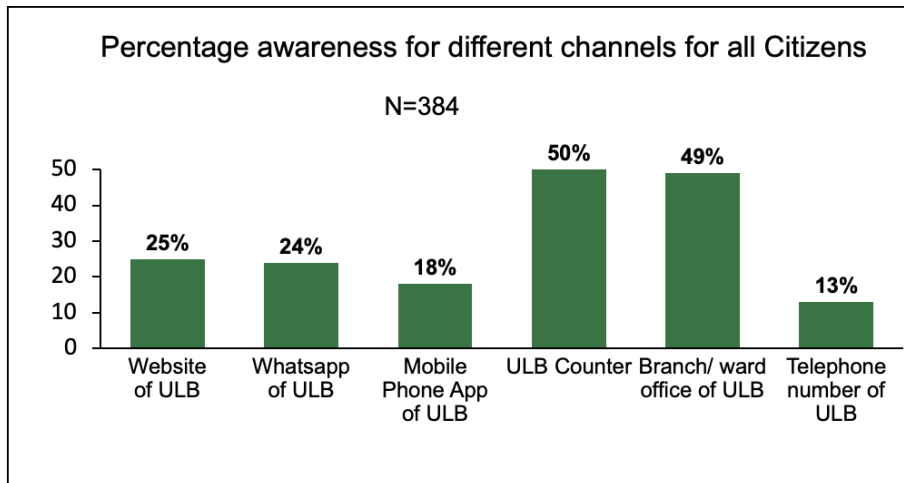


Figure 31 Awareness of Channels⁶⁴

6. mSeva platform users are more aware of online channels than offline channels of availing ULB services, since 50% of citizens are aware of the website, 43% of citizens are aware of the mobile phone application and 30% of citizens are aware of the Whatsapp chatbot as channels of availing ULB services.

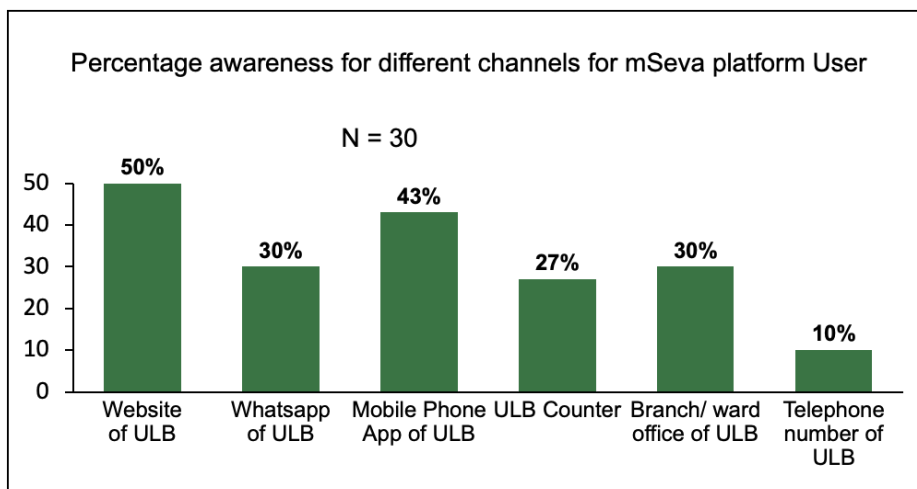


Figure 32 Awareness of channels among mSeva platform users

⁶⁴ Question from the data collection tool: I will read out the list of channels through which your Urban Local Body provides services. Could you please confirm which channels you are aware of? (Select the channels through which the citizen is aware of)

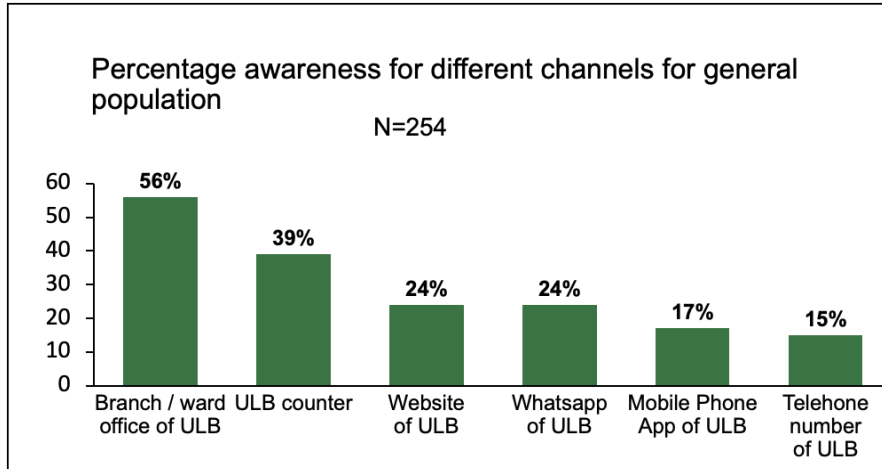


Figure 33 Awareness of channels among general population ⁶⁵

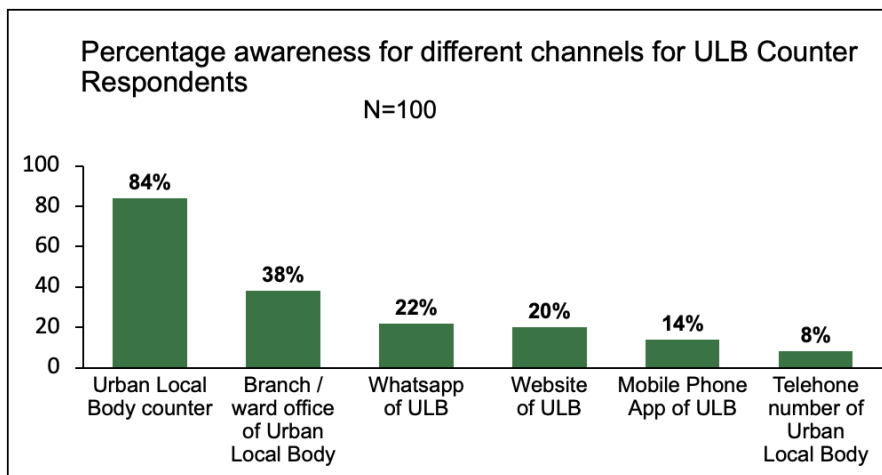


Figure 34 Awareness of channels among ULB Counter respondents

4.3. Citizens are using government services

1. Age: 89% of the citizens surveyed had availed a ULB service in the past. Of the citizens surveyed who had used a ULB service, 29.7% of the citizens were in the age group of '30-44 years' and 15.1% were in the age group of '60 and above'. This points to a need to make ULB services more accessible to citizens in the age group of '60 and above'.
2. Occupation: It was observed that all citizens within the occupation groups of 'government services', 'agricultural labour' and 'agriculture (land owners not labourers)' had used government services. Since agriculture is one of the primary occupations of Punjab, it

⁶⁵ Question from the data collection tool: I will read out the list of channels through which your Urban Local Body provides services. Could you please confirm which channels you are aware of? (Select the channels through which the citizen is aware of)

seems likely that citizens involved in agriculture might receive more support from the government, and might need to access their services. For example, the government used to pay the farmers a minimum support price (MSP) and procure their entire produce of rice and wheat, provide 'free electricity', and distribute subsidies on 'inputs such as chemicals and fertilisers and machinery'.⁶⁶

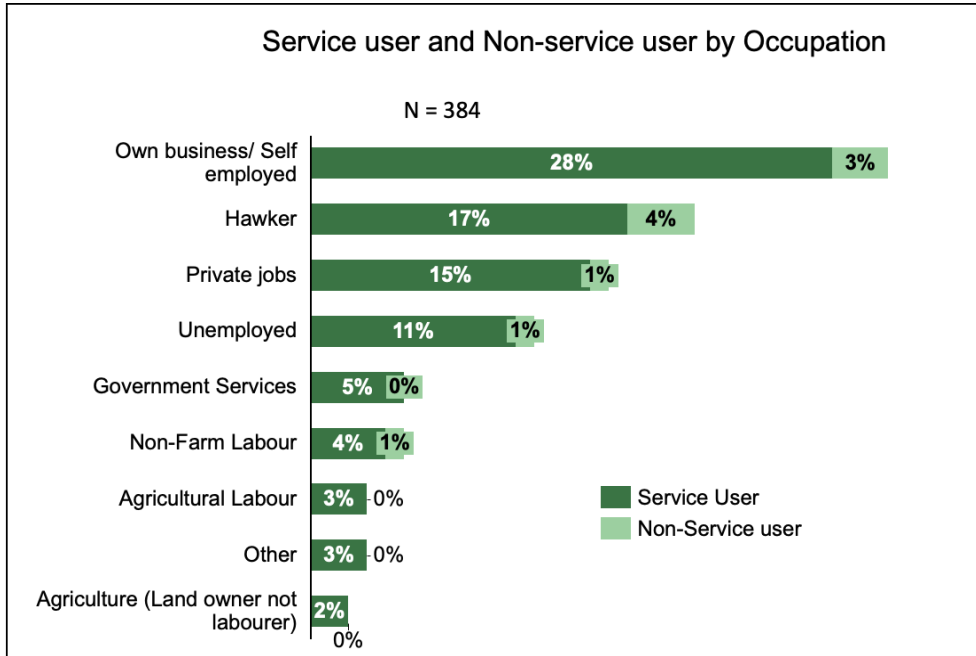


Figure 35 Distribution of Service users and non-Service users by Occupation⁶⁷

- a. It was also observed that 4% of citizens who worked as 'hawkers' and 3% of citizens who owned their own business or were self employed had not used a government service. An increased effort needs to be made to formalise the work of hawkers and increase the usage of government services by citizens in 'hawker' and 'self employed' occupation categories
3. Income: 70% of citizens had a monthly household income (MHI) of up to 20,000 INR and had availed of a ULB service. 9% of citizens in the previous income category had not availed of a ULB service. 5% of citizens had a MHI of above 50,000 INR and each of these citizens had availed of a ULB service. It is interesting to note that the rate of not availing a ULB service decreases as income increases.

⁶⁶ MSP subsidies at the root of agrarian crisis. 2021. Samyak Pandey, Urijita Bhardwaj

⁶⁷ Question from the data collection tool : Occupation

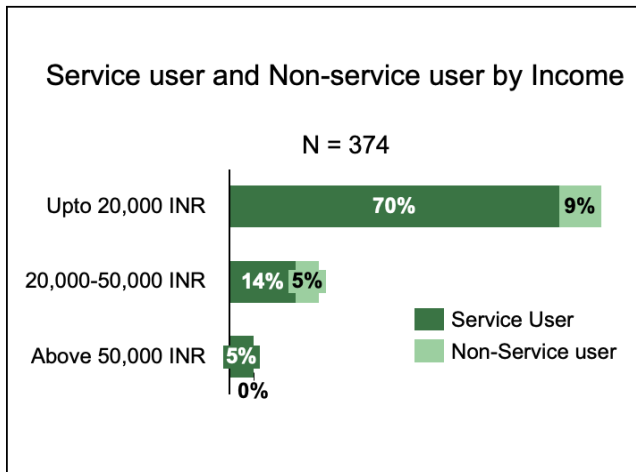


Figure 36 Distribution of Service users and non-Service users by Income ⁶⁸

- Intermediaries: Citizens need to be able to access government services on their own to maintain their independence and ensure open and easy access. 20% of the respondents reported that they availed services only through intermediaries such as their family members, their neighbours, NGOs and others - and not on their own. 12% of the respondents reported that they have availed services either through themselves or intermediaries. 68% of the respondents reported that they availed services only by themselves. While it was promising to observe that a large number of citizens availed of services by themselves, the ULB services which were accessed through intermediaries need to be identified and the reasons for the same require further exploration.

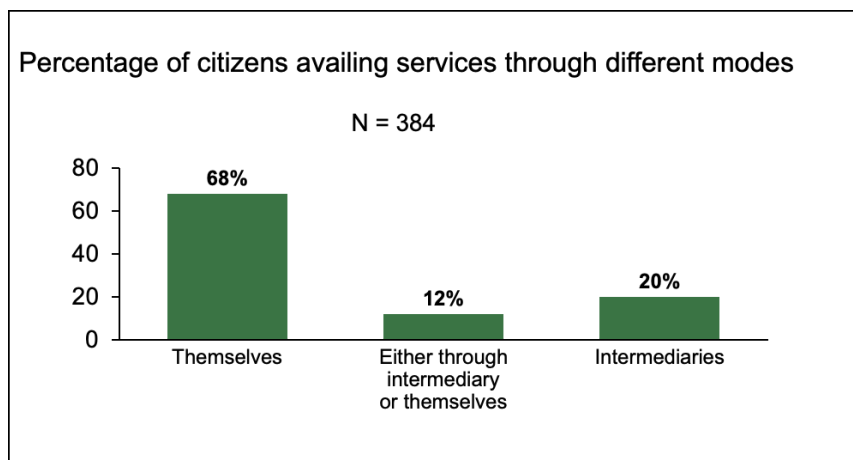


Figure 37 Percentage of Citizen availing services through different modes ⁶⁹

⁶⁸ Question from the data collection tool : Income

⁶⁹ Question from the data collection tool : how do you access services provided by Urban Local Body?

5. It was discovered that 'birth/death certificate' (53%) and 'payment of water bill' (37%) were the services which were availed the most by citizens.

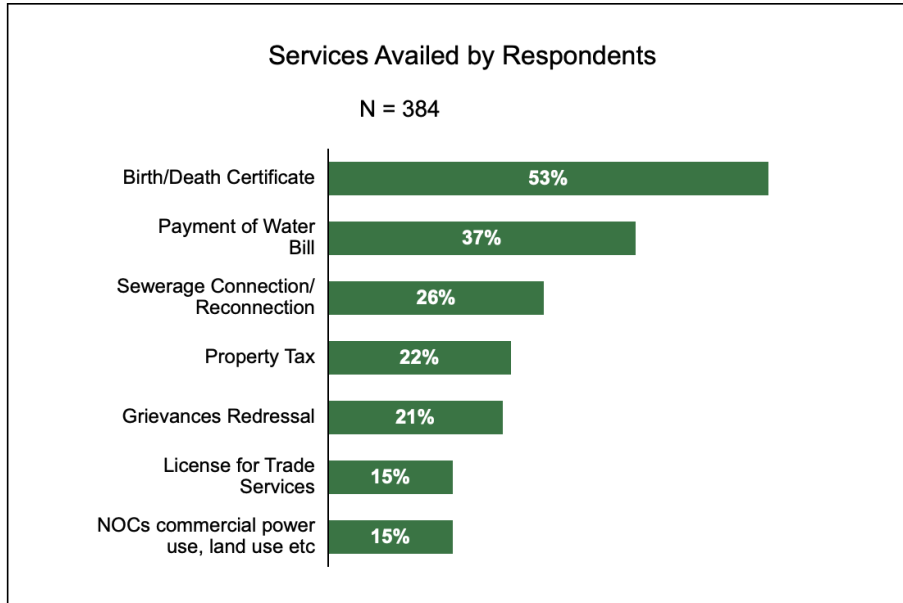


Figure 38 Services availed by Citizens ⁷⁰

6. And the following distribution of ULB service usage could be observed across citizen types:

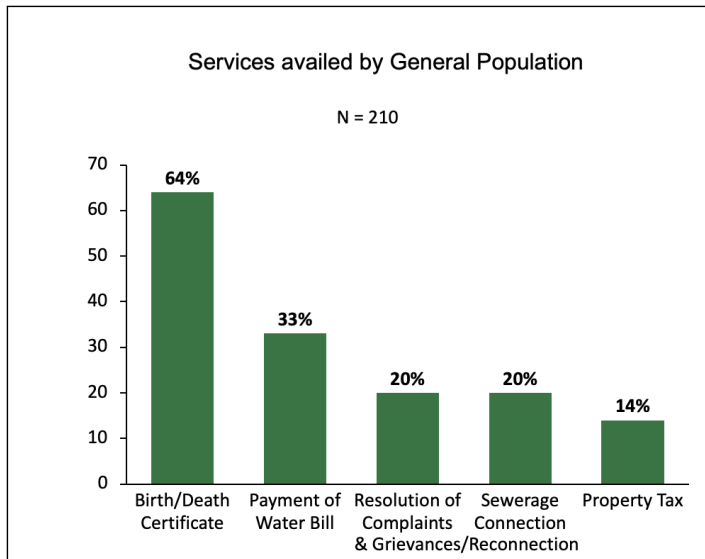


Figure 39 Services availed by General population ⁷¹

⁷⁰ Question from the data collection tool : I will read out the list of services that your Urban Local Body provides. Could you please confirm if you have availed any of these services? (Select the services which the citizen has availed)

⁷¹ Question from the data collection tool : I will read out the list of services that your Urban Local Body provides. Could you please confirm if you have availed any of these services? (Select the services which the citizen has availed)

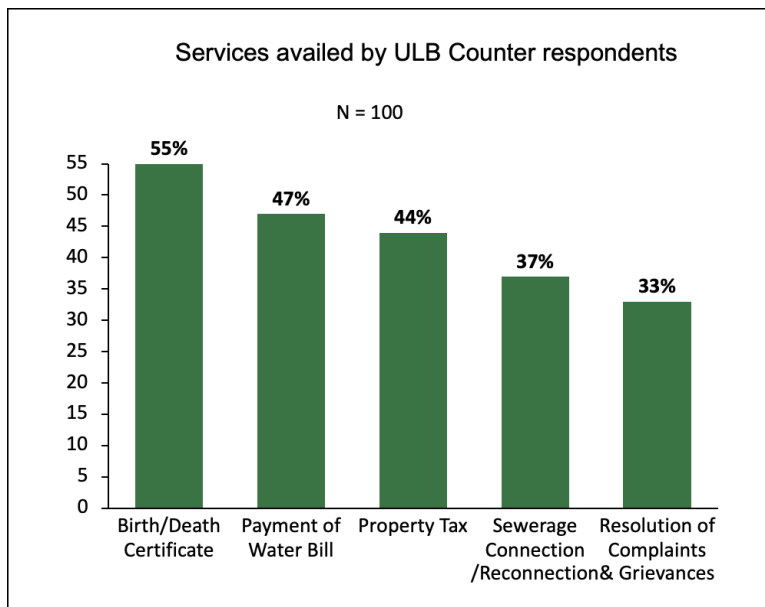


Figure 40 Services availed by ULB Counter respondents ⁷²

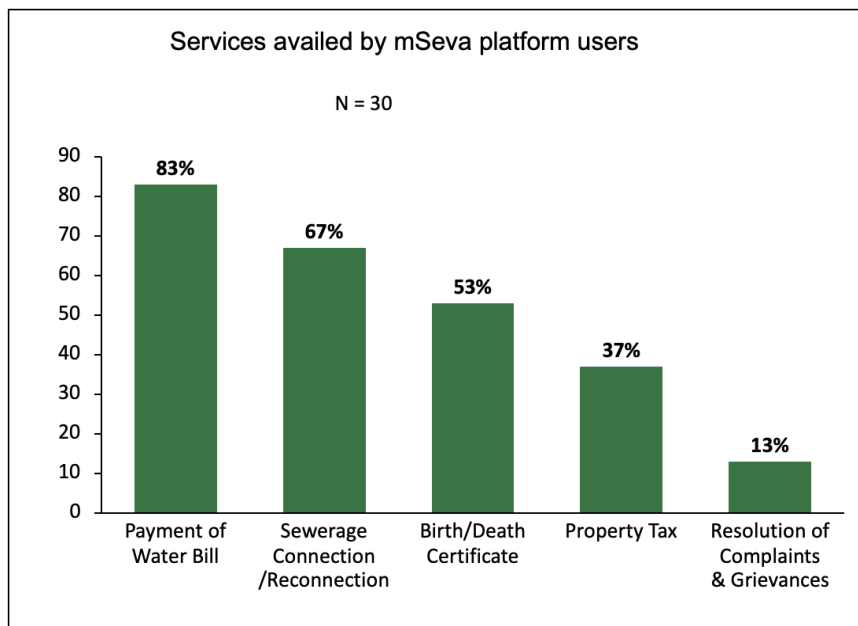


Figure 41 Services availed by mSeva platform users ⁷³

⁷² Question from the data collection tool : I will read out the list of services that your Urban Local Body provides. Could you please confirm if you have availed any of these services? (Select the services which the citizen has availed)

⁷³ Question from the data collection tool : I will read out the list of services that your Urban Local Body provides. Could you please confirm if you have availed any of these services? (Select the services which the citizen has availed)

4.4. Citizens are satisfied with government services but they are not likely to recommend government services to other citizens

1. 68% of citizens were satisfied with government services.
2. 89% of mSeva platform users stated that 'ease of access' was one of the main reasons for accessing ULB services online and through the platform. 57% of citizens in the general population stated that they found government services easy to access. 47% of citizens at the ULB office counter stated that 'ease of access' was one of the main reasons for accessing ULB services through the counter.
3. There were multiple reasons for this large difference in a positive customer experience across citizen types. The citizens below highlighted the following:
 - a. mSeva platform users highlighted the 'corruption-free process', 'user friendly interface' and 'timely processing of requests/services' as reasons.

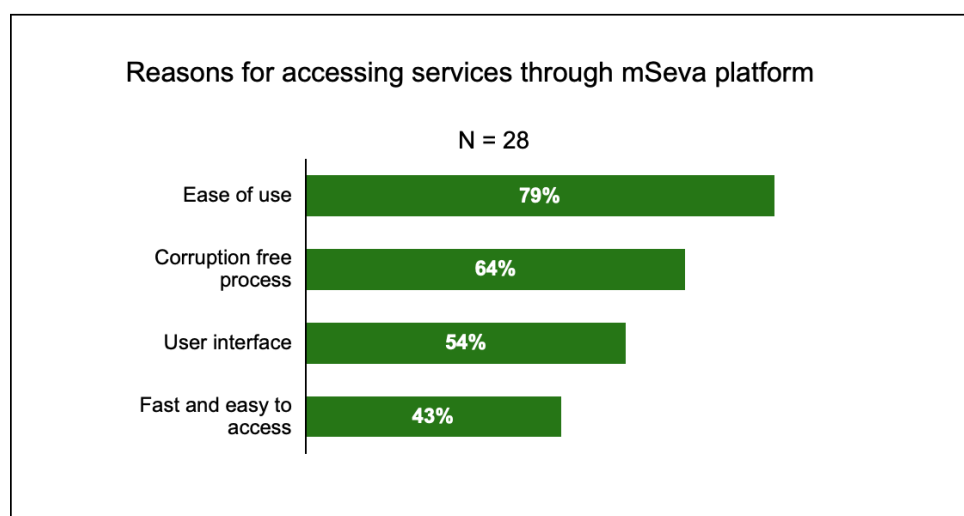


Figure 42 Reasons for accessing services through mSeva platform ⁷⁴

- b. Citizens in the general population highlighted 'transparency' and 'reliability' as reasons.
 - c. Citizens at the ULB counter highlighted 'good behaviour of the counter official', 'ease of application process' and 'proper instruction from help desk' as reasons.
4. A closer look at the reasons for accessing services through the ULB Counter as opposed to the mSeva platform revealed that citizens were 'unaware about online platforms' (56%), preferred to visit the ULB office (54%) and found it easier to access services through the ULB counter instead of the mobile application (47%). These reasons indicated that there was a need for awareness to be raised about the existence of online platforms to access government services, that training was required for citizens, support was to be provided by ULB employees to get accustomed to the process. A stakeholder

⁷⁴ Question from data collection tool : Why did you access these services online through M-Sewa Platform?

revealed that citizens enjoy visiting government offices for the opportunity to meet fellow citizens and friends. This need for human interaction cannot be replaced by any online platform.

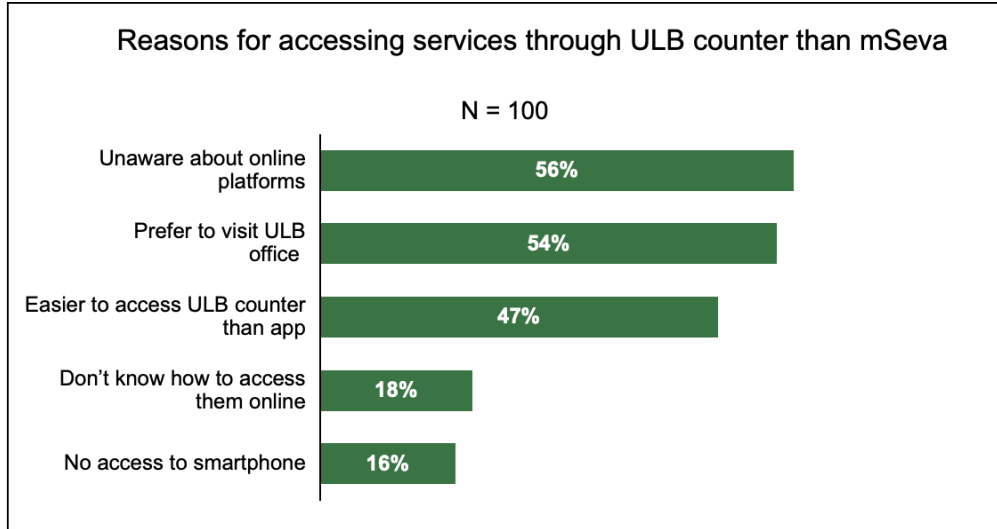


Figure 43 Reasons for accessing services through ULB counter than mSeva ⁷⁵

5. While the main challenges faced while using the mSeva platform were related to 'server issues' (61%).

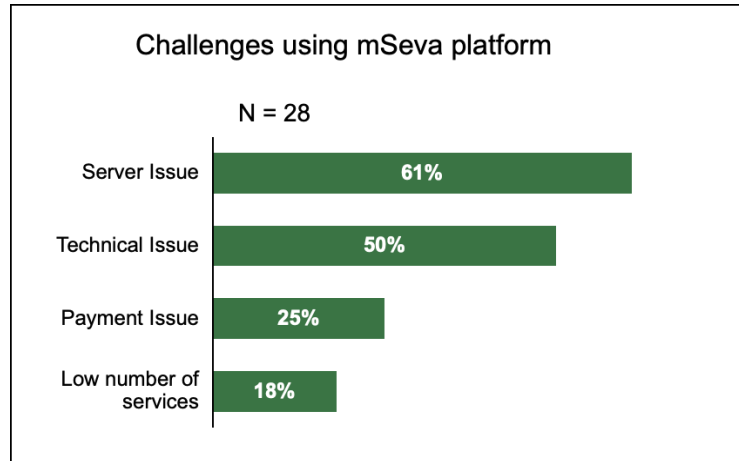


Figure 44 Challenges for mSeva platform ⁷⁶

⁷⁵ Question for the data collection tool : Why did you access these services through the Urban Local Body counter in the Urban Local Body office?

⁷⁶ Question for the data collection tool : What was the most negative aspect of the M-Sewa platform?

6. Net Promoter Score: We calculated the Net Promoter Score (NPS) for each respondent in order to measure customer satisfaction and the likelihood that they will recommend the mSeva platform and ULB services in general. The NPS for the study is calculated on a scale of 1-5:
- Highly Recommended (1)
 - Slightly Recommended (2)
 - Neutral (3)
 - Slightly Not Recommended (4)
 - Not Recommended (5)

Table 7 Parameters for Promoters, Passive and Detractors

Classification	Scale
Promoters	1. Highly Recommended 2. Slightly Recommended
Passive	3. Neutral
Detractors	4. Slightly Not Recommended 5. Not Recommended

A. NPS for mSeva = +30

- Survey tool: Citizen App User Survey.
- '+30' implies that there are more promoters than detractors i.e. they are likely to recommend it to anyone else.
- **82%** of the promoters recommended the mSeva platform to someone else in the last year.

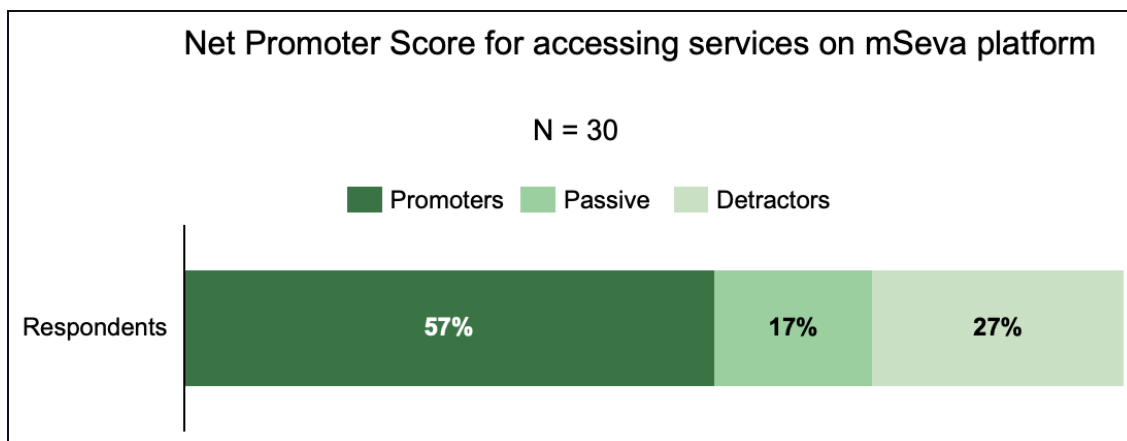


Figure 45 Net promoter Score for accessing services on mSeva platform⁷⁷

⁷⁷ Question from the data collection tool : How likely are you to recommend accessing Urban Local Body services through the platform to others? (1 means will highly recommend and 5 means will not recommend)

B. NPS for ULB Counter = -12.

- Survey tool: Citizens at the ULB Counter.
- '-12' implies that there are more detractors than promoters i.e. they are not likely to recommend it to anyone else.
- **28%** of promoters recommended accessing services at the ULB counter to someone else in the last year.

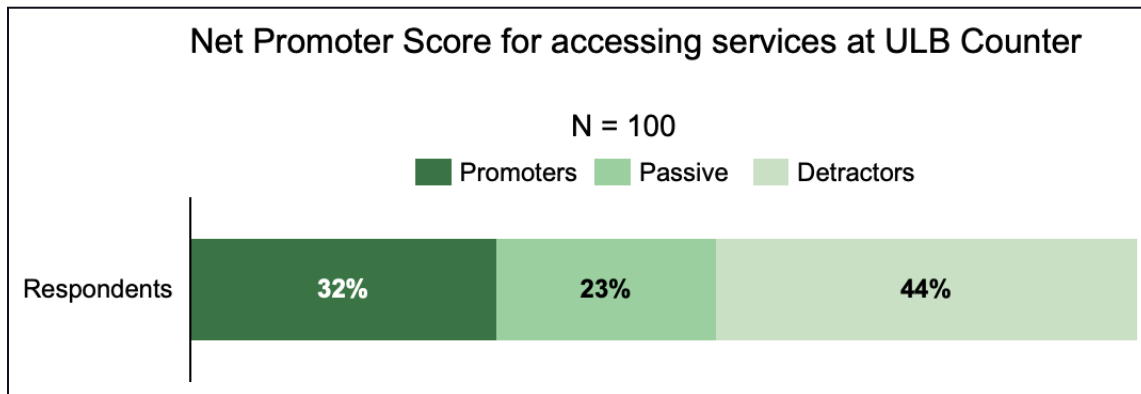


Figure 46 Net promoter Score for accessing services at ULB Counter⁷⁸

C. NPS for ULB Counter = -22

- Survey tool: Citizens in the General Population.
- '-22' implies that there are more detractors than promoters i.e. they are not likely to recommend it to anyone else.
- **27%** of promoters recommended accessing services at the ULB counter to someone else in the last year.

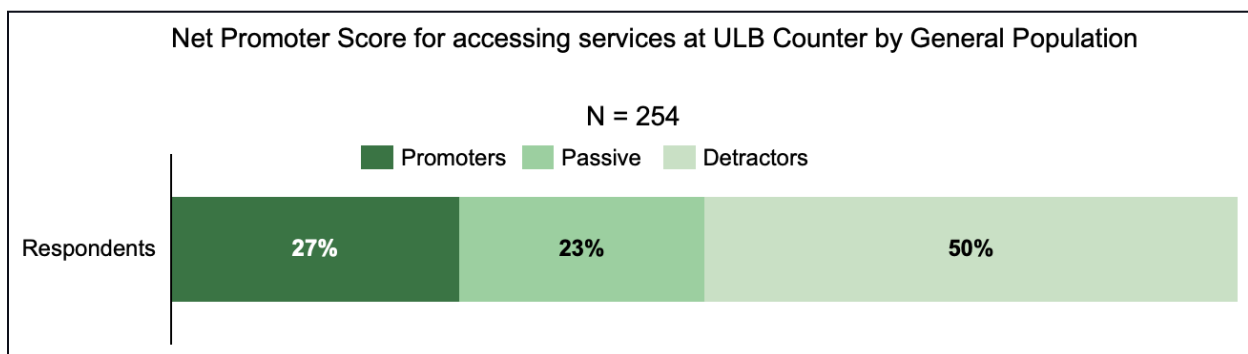


Figure 47 Net Promoter Score for accessing services at ULB Counter by General Population⁷⁹

⁷⁸ Question from the data collection tool : How likely are you to recommend accessing Urban Local Body services through the platform to others? (1 means will highly recommend and 5 means will not recommend)

⁷⁹ Question from the data collection tool : How likely are you to recommend accessing Urban Local Body services through the platform to others? (1 means will highly recommend and 5 means will not recommend)

3.3 Integrated insights for Citizens and ULBs

3.1 Most ULBs have not published their Citizen Charter online and Citizens are not aware of their Citizen Charter

1. While all ULBs surveyed reported that they have created a Citizen Charter, all ULBs also reported that they had not published their Citizen Charters online.
2. It was noted from the primary survey that only 13% (n = 384) of the citizens are aware about the Citizen Charter and even fewer percentage (9%, n = 384) of citizens were aware about the objective of the Citizen Charter. This is possibly because most of these ULBs had not made the document easily accessible. Each ULB had not published its Citizen Charter either online (on their website) or offline (framing a copy in the office, sharing hard copies with citizens who visit the office, etc.).
3. Since ULBs have not published their Citizen Charter in an accessible manner, it has hampered the Citizen's ability to gain awareness of and access to government services.

3.2 Citizens are not likely to recommend government services accessed via ULB Counter to other citizens

1. The Net Promoter Score (NPS) for Citizens surveyed at the ULB Counter was -12 and the NPS for Citizens surveyed in the General Population was -22, implying that there are more detractors than promoters i.e. they are not likely to recommend it to anyone else.
2. While 89% of the citizens surveyed had availed a ULB service in the past, it is important to examine the reasons for not availing government services by the remaining 11% of the citizens surveyed. Examining government services which are used the least, which require the support of an intermediary for access, and other related variables will help to understand the root cause of this problem.

3.3 The usage of the mSeva platform by both Citizens and ULB employees is low. Training and support is required for both stakeholders to improve uptake.

1. It is important for Citizens to be independent and to access government services on their own. However, 20% of the respondents reported that they availed services only through intermediaries such as their family members, their neighbours, NGOs and others - and not on their own. 12% of the respondents reported that they have availed services either through themselves or intermediaries. Citizens require training and support to overcome the need for an intermediary to access services.
2. ULB employees reported that they require training and support after training to use the mSeva platform. The low rates of usage of the mSeva platform by employees within

ULBs as reported during the survey also indicates a need to improve ease of access to the mSeva platform.

Chapter 4: Recommendations

4.1 Awareness

Action: Government to make it mandatory for each ULB to create a Citizen Charter. And create systems for the Citizen Charter to be governed.

Explanation: According to the Department of Administrative Reforms and Public Grievances of the Government of India (DARPG), it is not mandatory to have a Citizen Charter. There is no person within each ULB who is responsible for the creation and dissemination of the ULB's Citizen Charter.

Recommendations:

- Government to mandate creation of Citizen Charter for each ULB.
- Identification of a Nodal Officer in each ULB for the Citizen Charter. "Identification of a Nodal Officer for Citizen⁸⁰ Charter work"⁸¹ in each department of the ULB.
- ULB persons responsible for the Citizen Charter to conduct at least one meeting a month to discuss progress, improvements needed and plans.
- "Revisions need to be made to the Citizen Charter at least once a year. Revisions can include changes to service delivery standards, contact information of stakeholders, etc."⁸²
- "Citizens Feedback forms to be kept at the service delivery counters. Feedback received to be analysed for corrective action. Feedback through Call Centres/ Website/e-mail/Telephone to be encouraged"⁸³
- "Citizens Charter Advisory Committees to be formed with stakeholders in each office/unit/division."⁸⁴
- "Management Information System (MIS) Dashboards on service delivery parameters mentioned in the Citizens Charters to be created. A periodical (at least once a month) review of these dashboards must be conducted by management. Such information to be shared with user groups."⁸⁵
- Call centres to be created if they do not already exist. Call centres to be "used for receiving complaints and for providing information to the citizens."⁸⁶
- "Complaints to be received through websites of the department and call centres (if they exist)." ⁸⁷ If call centres do not exist, Citizens should be able to call the ULB office to register a complaint, request or seek guidance.
- Publish quality measurement and progress reports related to ULB's performance. Explain the standards for and performance of ULBs with reference to resolution of requests and grievances. This will help to set realistic expectations with citizens, create a transparent system and hold ULB employees accountable.

⁸⁰ Open Digital Platforms for Urban e-Governance, Insights from Punjab, Pathak-Shelat, Choudhury, Kaur

⁸¹ [Citizens Charters - A Handbook, Government of India](#)

⁸² [Citizens Charters - A Handbook, Government of India](#)

⁸³ *ibid*

⁸⁴ *ibid*

⁸⁵ *ibid*

⁸⁶ *ibid*

⁸⁷ *ibid*

Action: Create awareness amongst Citizens about the Citizen Charter and government services. Make the Charter easily accessible.

Explanation: Primary research shows that citizens are not aware about Citizen Charter and that 11% of citizens have not used a government service. Citizens need to be aware of their rights and methods in which they can access government services. If the Citizen Charter exists, citizens are not aware of its existence and ways in which they can access it. Some Citizen Charters which do exist are not easily accessible.

Recommendation:

- Conduct more IEC campaigns to increase citizen's awareness of the Citizen Charter and their ability to access government services. Focus on geographical areas and disadvantaged citizen groups (based on socio-economic indicators such as caste, income, education etc.) with low rate of usage of government services.
- Place a physical copy of the Citizen Charter at locations closest to the entrance of the ULB Office, at the Helpdesk Counter and other relevant places in each ULB office so that it can be read by Citizens.
- Translate and publish the Citizen Charter in all relevant local languages.
- Each employee should own a hard and a soft copy of the Citizen Charter.
- "Complaint and Suggestion boxes to be placed at all offices. Complaints and suggestions to be documented."⁸⁸
- "Charter to be put on the website of the department."⁸⁹
- "All ULB Employees should wear identification badges containing information on their name, department etc."⁹⁰
- "Availability of officers to the public during a fixed time slot."⁹¹
- Build strong relationships with the ULB and each of its members. Include members in program development activities and IEC events.
- ULBs to share updates and announcements via media channels such as radio, TV, newspapers.⁹²
- ULBs to proactively respond to each comment and query on any communication channel (such as radio, newspapers and their other media channels).
- Train each ULB employee to share relevant IEC information with each citizen they interact with. Provide a script and checklist for the same.

4.2 Access

Action: Make all government services accessible via mSeva platforms and improve product design.

Explanation: At the moment, an mSeva website is not fully functional for each ULB. And all modules within each ULB have not been digitised.⁹³

⁸⁸ [Citizens Charters - A Handbook. Government of India](#)

⁸⁹ *ibid*

⁹⁰ *ibid*

⁹¹ *ibid*

⁹² [Evaluating Awareness of E-government in the Republic of Yemen, 2013, Asma Al-hashmi, Suresha](#)

⁹³ The modules on Water Sewerage, Trade Licence, Complaints, Property Tax and Fire NOC were digitised for the Citizen website at the time of the survey.

Recommendation:

- Ensure that a website is active and functional for each ULB.
- Ensure all modules are digitised for each ULB.
- Publish and update the list of services offered by each department. The list should be updated at least once every 3 months.
- Create a channel to access the ULB via telephone, if one doesn't already exist.

Action: Add a strong gender lens to the program and take an active effort to increase usage of the mSeva platform and government services across all genders.

Explanation: During the primary survey at the ULB Counters, fewer females (13% n = 100) were observed accessing government services than males. It is important to include all genders in plans and activities related to the mSeva platform and the government system. For example, at this point in time, there is no clarity on whether government services are serving women and girls sufficiently. Services which require physical travel, ownership of bank accounts, and access to smartphones (or other technological devices) can be biased against women⁹⁴.

Recommendation:

- Support 'digitisation of women-centric institutions like SHGs'⁹⁵.
- IEC activities need to focus on locations where women can access information eg. door-to-door activities at the household level will be useful.

Action: Citizens should access only one online portal to raise a request to avoid wastage and duplication of time and effort.

Explanation: At the moment, multiple online portals exist for a citizen of Punjab to file a request or grievance such as mSeva (created by eGov Foundation) and mSewa (created by Department of Governance Reforms and Public Grievances, Government of Punjab).

Recommendation:

- Consolidate all systems so that a Citizen has to access only one online portal at a time.
- Dissolve the Punjab mSewa app on Google Playstore⁹⁶, the Digital Punjab website⁹⁷ and all other supplementary portals.

Action: Ensure Citizen's requests and grievances are adequately addressed and resolved. Ensure that the mSeva websites and the mobile application for Citizens is improved using Citizen and feedback and expert guidance.

Explanation:

- Some ULBs do not have enough employees to manage requests and grievances.
- The mSeva mobile application for citizens has received a 2 out of 5 star rating on the Google App Playstore. Citizens have provided specific feedback about the problems they face. These issues need to be addressed.
- Prospective users could be pushed away by the complexity of the platform - specifically in terms of the amount of data and the difficulty experienced while using the platform. A 'one size fits all' approach will not work in this case. Applications which work well for

⁹⁴ [India Digital Financial Inclusion, 2019, USAID](#)

⁹⁵ [ibid](#)

⁹⁶ [Punjab mSeva, eGov](#)

⁹⁷ [E-Sewa, Punjab Portal, Government of Punjab](#)

educated and wealthier sections of the user base might not work for less educated and low-income sections of the user base.

Recommendation:

- Ensure that each department within the ULB has an employee assigned to manage requests and grievances.
- Ensure that each department's request details (eg. Complete list of types of requests for the Sanitation department) are reflected in the mSeva platform (website and mobile application) so that Citizens can accurately generate their requests.
- Clearly state the expected timeline for resolution of each request.
- Create a feedback form on the website and in the mobile application for citizens to share feedback on all aspects of their user experience.
- Clearly share contact information of the ULB, its departments and its stakeholders on the website and in the mobile application.
- Create a 'contact us' form in the website and mobile application for citizens to communicate with the ULB.
- Send an automated email, SMS, app notification, website notification to the citizen every 5 working days containing information on the progress of their request.
- Maximise the use of pictures in messaging and menus to make the applications easier to use⁹⁸.
- Use voice based approaches and options in the platform⁹⁹.

Action: Include interactions with human support chat as part of the digital mSeva platform in the short and medium term to help citizens who lack education and confidence to adopt digital services¹⁰⁰.

Explanation: Using online government services via technological devices can be scary and complicated for citizens who lack education and confidence. Incorporating support from humans during the process of digitising government services is crucial to build and maintain trust of citizens in the system. It is important to have someone in person to guide citizens through new digital processes and help them to understand the intricacies of a new behaviour, explain jargon and demonstrate new processes. The most effective human touch points appear to be people who are already established as pillars of trust in a community, or those associated with a trusted institution¹⁰¹ like ULB employees. Human support might be a high cost investment in the short term, but it will pay off in the long run.

Recommendation:

- Call centres to be used to help citizens register and file complaints on their behalf.
- Set up stalls and kiosks across all parts of the ULB where ULB employees can address questions and file requests on behalf of citizens.

⁹⁸ [India Digital Financial Inclusion, 2019, USAID](#)

⁹⁹ *ibid*

¹⁰⁰ *ibid*

¹⁰¹ *ibid*

4.3 Ease of use and performance

Action: Increase usage of the mSeva platform (website and mobile application)

Explanation: All citizens are not using the mobile application and the websites which have been built as a part of the mSeva platform.

Recommendation:

- Share notifications via email, SMS and the notification section of the website and mobile application, and other methods¹⁰² when any changes are made such as:
 - New modules are added.
 - New functionalities are built.
 - New training material is shared.
 - Progress is being made on a citizen's request or grievance.
- Share training materials explaining the new additions and modifications to the website and mobile application.^{103 104}
- Create active channels of communication for the citizen to be able to solve technical issues related to the mSeva platform, to share feedback related to government services and the mSeva platform, to resolve queries related to their requests and grievances.
- Ensure that every part of the website and mobile application is available in the local language (including training videos, documents, etc.).

Action: Improve the marketing and communication campaign of the eGov. Link the mSeva marketing campaign with existing government campaigns focused on digitising government services like the Digital Bharat mission.

Explanation: USAID's report 'India Digital Financial Inclusion' stated that 'for some respondents – mostly young people and particularly young rural men – the value of digital payments goes beyond the simple convenience of it but speaks to something about their aspiration to identify with a new India'¹⁰⁵. While this statement was with reference to digital payments, this observation extends beyond that fact to digital government services as well.

Recommendation:

- Collaborate with existing government programs focused on digital government services. Leverage their success with tapping into the aspirations of the youth and other target demographic sections of India.

Action: Create transparency and ensure protection on the mSeva platform.

Explanation:

- All citizens cannot see all details related to their request or grievance eg. Name of the government officer who is currently working on their request, the date on which the request is expected to be resolved, the duration for which the request has been active, the number of times the request was transferred from one department to another, the number of times the request was closed and reopened etc. Citizens also cannot see the administrative performance of their ULB, District and State as a whole.

¹⁰² [Communicate Product Updates, 2017, uxstudio](#)

¹⁰³ [Property Tax-Help, Government of Punjab](#)

¹⁰⁴ [mSeva Punjab, Government of Punjab](#)

¹⁰⁵ [India Digital Financial Inclusion, 2019, USAID](#)

- 'It is important that government maintains a regulatory environment that places the consumer, their rights and their individual agency, at its core'¹⁰⁶. Digital services create large amounts of user related data and each user will create a large 'digital footprint'¹⁰⁷. This poses a large risk to users.

Recommendation:

- Share information about the following for each request and grievance.¹⁰⁸
 - Date on which request was generated.
 - The date on which the request is expected to be resolved.
 - Name and designation of the ULB employee who is currently working on their request.
 - Complete history of the request (eg. change in status, name of department request was transferred to, date of transfer of request, escalations, etc.).
- Create a unique and customised dashboard for each citizen to track all their requests and activities within their ULB.¹⁰⁹
- Create a public version of the dashboard which has been created for ULB employees so that citizens can track performance of the ULB.¹¹⁰
- Ensure data governance and citizen protection laws, rules and systems are in place to protect citizens and ensure continued future usage of digital government services.

Action: Explain the benefit of digital payments to citizens. Help citizens to move away from cash payments and to use online banking and payment facilities.

Explanation: Some government services accessed by citizens require some form of payment. 'There is a lot of inertia around switching to digital payment options. It can be viewed as difficult, costly or just not worth it.'¹¹¹ Many citizens prefer cash. 'It can symbolise security, trust, liquidity and simplicity and even in the grey economy people may have legitimate reasons to prefer operating in cash. This is important to consider in developing a digital future.'¹¹²

Recommendation:

- Collaborate with other government programs such as 'Digital India'. Leverage their marketing campaigns, infrastructure and expertise focused on benefits of 'digital services' to increase usage of mSeva platform. Also look for ways to link related services such as payments and identification systems to the mSeva platform for ease of use. Specifically to help citizens use online banking and payment services.

¹⁰⁶ ibid

¹⁰⁷ ibid

¹⁰⁸ [Digital Infrastructure, eGov](#)

¹⁰⁹ [Urban, eGov](#)

¹¹⁰ ibid

¹¹¹ [India Digital Financial Inclusion, 2019, USAID](#)

¹¹² ibid

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Annexure

1. Method in which Chi square test of independence was applied.

Steps of the test

Step 1:

We are testing to find if:

Alternative (H1): The two variables are not independent.

Or

Null hypothesis (H0): The two variables are independent.

Step 2:

We will use the χ^2 statistic. Under the null, $\chi^2 \sim \chi^2$ where Degree of freedom is: (No. of row categories – 1) * (No. of column categories – 1)

Step 3:

Alpha levels chosen are: 0.01, 0.05 and 0.1

The method chosen is Critical Value Approach.

Calculate the Critical Value (CV) obtained at 0.01, 0.05, 0.1 respectively

Step 4:

Calculate the test statistic (χ^2).

If the TS > CV, we reject the null.

If the TS < CV, we cannot reject the null.

2. Method in which two Proportion Z-test were applied to test the relationship between mobile application and whatsapp of ULB.

Step 1:

We are testing to find if:

Alternative (H1): The two proportions are not the same.

Or

Null hypothesis (H0): The two proportions are the same.

Step 2:

We will use the Z statistic.

Under the null, $Z \sim Z$,

Step 3:

Alpha levels chosen are: 0.01, 0.05 and 0.1

Step 4:

Calculate the test statistic (Z).

Step 5:

Z score at 1%,5 % and 10 % is 2.576, 1.96,1.645 respectively.

If the $TS > CV$, we can reject the null.

If the $TS < CV$, we cannot reject the null.