Public Grievance Redressal for Urban e-Governance in Andhra Pradesh

Insights from Guntur & Visakhapatnam

Prepared

for

eGovernments Foundation

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This case is solely written for class discussion. The authors may have disguised certain names and information to protect confidentiality.

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Public Grievance Redressal for Urban e-Governance in Andhra Pradesh

Introduction

The eGovernments Foundation (eGov)[1] is a non-profit, mission-driven organization, established in 2003, that aims to transform urban governance in India through DIGIT (Digital Infrastructure for Governance Impact & Transformation), its flagship technology platform. DIGIT helps ULBs efficiently manage operations, track finances, and provide municipal services to citizens.

DIGIT[2] is an open-source and open API (Application Programming Interface)[3] based platform that allows developers, corporations, and people to create new applications and solutions. It is an MIT licensed software that allows the users to use, the right to modify and distribute the software and its source code.

The possibility of integration and standardization is present in DIGIT and it provides modules[4] such as Revenue, Expenditure, Administration, and Citizen services. The revenue module includes property tax, water charges, administration tax, trade licenses, and land and estate, which is facilitated through the City/State Dashboard. The expenditure module includes works management, payroll, pension, inventory, and assets that are facilitated through the Mobile Application. The administration is being facilitated by the open-source platform which contains employee, and file management. DIGIT allows the integration of citizen services with a Geographic information system (GIS) which includes grievance redressal, building plan approval, birth and death, marriage registration, and the citizen portal. It also permits Municipal Accounting in the form of reports, receivables, budgets, payables, and workflows.

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[1] https://egov.org.in/

[2] https://www.digit.org/

[3] Application Programming Interface (API) is a software interface that allows two applications to interact with each other without any user intervention and is also defined as a code that helps two different software to communicate and exchange data with each other.

[4] Urban e-Governance Implementation. eGov Foundation. Retrieved March 2022 from DIGIT Website: https://www.digit.org/wp-content/uploads/2018/05/Andhra-Pradesh-eGovernance-Implementation.pdf

The ready-to-use platform speeds up implementation and assists local governments in achieving process improvements, accountability, and transparency at all levels of administration.

The Digital India Programme is a flagship program of the Government of India with a vision to transform India into a digitally empowered society and knowledge economy. The aim of the eGov Foundation lies along with the Digital India program, and so far, the organization has digitized four states in India, i.e., Andhra Pradesh, Punjab, Uttarakhand, and Odisha.
Mr. Viraj Tyagi, The CEO of eGov Foundation wanted to identify the on-ground scenario regarding the usage of the DIGIT applications amongst the employees and the citizens in Andhra Pradesh.

Background of DIGIT in Andhra Pradesh

The government of Andhra Pradesh had the objectives[5] for the standardization of Municipal Governance processes across all ULBs, improved service delivery to citizens through technology, data-driven municipal governance that leveraged real-time transaction data, and Improved employee tracking & accountability across ULBs.

In Telugu Desam Party (TDP) Government came across Greater Chennai Corporation's Website using the previous version of eGov's DIGIT, transformed the urban governance, and was impressed by its structured platform. Hence, it was an easy and quick choice for the TDP Government to opt for DIGIT by eGov Foundation as it fulfilled the necessary requirements of the state.

In 2015, the Government of Andhra Pradesh signed a contract with the eGov Foundation for the digital transformation of its 110 ULBs by bringing them onto a single platform. Before the implementation of DIGIT, Andhra Pradesh had call centers and grievance numbers as a part of Public Grievance Redressal (PGR). Cities like Kakinada, Guntur, Vijayawada, and Rajahmundry had their respective websites in place which acted as information portals.

Pause 1

Discussion

[5] Our Journey to National - Scale Impact. eGov Foundation. Retrieved March 2022

Apart from this, there was an absence of a digitalized system containing a proper structure for operations, reporting, and monitoring.

Implementation Phases of PGR

In 2016, the implementation of the first phase was started, and the details of which are elaborated in the implementation plan below[6].

First Phase

For the first phase of implementation, there were three components which are the introduction of toll-free numbers, walk-ins, and ULB portals.

Since few ULBs had their respective websites and toll-free numbers in place, the government of Andhra Pradesh decided to introduce a common toll-free number across the state for the citizens, and in the respective ULBs, each department designated an employee to manage the PGR services. As a part of the implementation process, the manual system (ULB offices and citizen service centers) where the citizens would walk in and file a complaint was integrated with the DIGIT platform.

For bringing ULB portals into action using DIGIT, two cities, i.e., Kurnool, and Kakinada were selected for the pilot as they had an existing digitalized system in place. The existing mechanisms were leveraged, and integrated with DIGIT to enhance the service delivery and bring them onto a single platform. As a part of the change management process, training was provided to all the departments by the respective ULBs. In the portals, PGR was one of the components along with property tax, water tax, and land tax management in the first phase. Kurnool was the first city to go live with DIGIT's Portal.

Second Phase

The second phase of implementation is a two-fold process where it includes automating the workflow management of the ULBs across the state and further includes forwarding the registered complaints via the portal, app, and other channels to the designated employee under the ULBs, thus ensuring appropriate mapping of complaints when escalated.

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[6] Thiagarajan, K. (2022, January 5th, 31st). Interview with Andhra Pradesh State Account Lead at eGovernments Foundation. (V. Vaasanthi, & Kaviya Shree KR, Interviewer)

During the implementation processes, the PuraSeva App was launched. This app has a unified interface for the citizen to interact with the ULBs. Citizens can seek services, pay dues, track the status of applications, and report grievances. To boost the usage of the app, a marketing agency was hired to publicize the process of application usage by the citizens through advertisements and videos. The advertisements and videos to impart awareness and knowledge among the citizens were released in two different languages, English and Telugu (Regional language) with different lengths such as 30 seconds, 1, 3, and 5-minute-long clips as per the requirements, across various spots of the cities.

As part of the campaigning and marketing plan, after 3-4 months of the app launch in Andhra Pradesh, hoardings were installed along the highways, and posters were circulated across the local cable TV channels and cinema theaters. The Self-Help Groups (SHGs) working under the respective ULBs were also included as a part of the campaigning process to advocate the app usage, as they had direct contact with the citizens. Through this, the citizens gained awareness and knowledge of the app usage, and the number of downloads of the app significantly increased.

The ULB officials were able to review, track and manage the teams concerned in various departments using the dashboard as it gave an overview of the entire workflow taking place across the cities. The state and the regional officials conducted meetings at timely intervals to review the performance and managerial aspects of the ULBs.

In 2016, the Swachhata App was launched by the Ministry of Housing and Urban Affairs (MoHUA), which is a complaint redressal platform. To avoid confusion regarding the multiple app usage (PuraSeva and Swachhta App), the grievances received through the Swachhata App were channelized and integrated with the PuraSeva App system.

Third Phase

For the third phase of implementation, the campaigning process for the PuraSeva App was expanded across the schools of Andhra Pradesh to impart awareness. The installation of the application was then monitored regularly.

As a part of the process, Service Level Agreements (SLAs) [7] were established across various departments of the ULB, which describe the efficiency of the service to be provided. The incorporation of the SLAs with complaint redressal was done to review the performance across the departments of various ULBs.

There were repetitive complaints specific to certain spots across the respective cities, thus for better management, those complaints and spots were documented and the process was termed Blackspot Monitoring. Another new input channel was introduced, Video Analytics, wherein vehicles were fitted with cameras and were used to capture and document the issues across the city and these were pushed into the automated system and resolved, of which most of them were public health and sanitation issues.

An AP Command Communication Center, situated in Velagapudi, 40 km from Guntur, managed the complaint redressal across the state using video analytics complaints. The complaints published in the newspapers were also documented, registered, and resolved within the defined SLAs and were introduced as one of the new input channels, thus bringing a positive impact among the citizens.

Few other channels such as the Building Plan Approval and GIS for analyzing the spatial data and layering of information was effectively used for monitoring the complaints as a part of DIGIT in Andhra Pradesh. For improved feedback mechanisms from the public, the Interactive Voice Response System (IVRS), a computer-telephone integrated feedback system was introduced.

In 2015, the smart city mission[8] was launched by MoHUA, under which the smart cities started implementing additional websites, thus the state government suggested integrating the smart city websites with the DIGIT module.

Refer Exhibit 1 for Implementation Timeline of DIGIT in Andhra Pradesh.

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[7] Service Level Agreements (SLAs) are commitment-based agreements between the service provider and receiver that document what services the provider will furnish and defines the service standards the provider is obligated to meet.

[8] Smart City Mission was a new initiative by the Government of India under the Ministry of Housing and Urban Affairs (MoHUA) to drive economic growth and improve the quality of life of people by enabling local development and harnessing technology as a means to create smart outcomes for citizens. https://smartcities.gov.in

Current Scenario

The current version of DIGIT used for CDMA; the Government of Andhra Pradesh Website is highly scalable according to the new requirements as compared to the older version. The eGov Maturity Framework[9] (Foundation, 2022) has five levels of e-Governance Maturity, which are manual operations, digitally-enabled operations, integrations, advanced applications, and leadership in the mentioned sequence. Currently, Andhra Pradesh and its PGR System stands at level 2.5, which is between digitally-enabled operations, and integrations.

In 2021, eGov handed over the operations and maintenance of the DIGIT module to the Government of Andhra Pradesh, and at present, eGov is acting as an Advisory Consultant.

DIGIT Grievance Redressal Workflow

The DIGIT module in Andhra Pradesh has two applications, the Commissioner and Director of Municipal Administration (CDMA) Website[10], and the PuraSeva App[11].

The state government incorporated the following Public Grievances channels for standardization through DIGIT, which are Grievance by Minister, Phone Call, Portal, PuraSeva App, Citizen Portal, Citizen Service Center, Employee App, Field Source, Command Communication Center, Swachhta App, Website, and Email.

The DIGIT grievance redressal workflow comprises of five steps. In the first step, a citizen files a complaint through DIGIT applications, i.e., CDMA Website, PuraSeva App, or channels integrated with DIGIT. In the second step, the complaint is assigned to a designated employee of the grievance location. If there is any mistake in the assignment, employees can request to re-assign. In the third step, the complaint is forwarded to higher officials if decision-making or finances are involved, and if the grievance is not redressed within the SLA period, it is

[9] E-Governance Maturity Framework. Retrieved from eGov Website: https://egov.org.in/wp-content/uploads/2021/08/eGov-Maturity-Framework.pdf

[10] https://cdma.ap.gov.in/

[11] https://play.google.com/store/apps/details?id=cdma.gov.mobileapp&hl=en_IN&gl=US

escalated to higher officials through the escalation routing matrix. In the fourth step, once the complaint is resolved, approval is taken from the higher officials to close the complaints. The entire status of complaint redressal can be tracked by the citizens. In the last step, the citizen can rate the complaint redressal process after the complaint is resolved, and can also reopen the complaint if he or she is not satisfied.

Refer Exhibit 2 for DIGIT Grievance Redressal Workflow.

A. Insights from Guntur

To see the impact of DIGIT implementation in Andhra Pradesh, Mr. Viraj Tyagi wanted to understand the on-ground scenario of Guntur, which is one of the top-performing ULBs in the revenue generation, municipal services, and public grievances dashboards identified on the CDMA Website.

60_Decibels have conducted interviews, and surveys of citizens, and municipal employees, and published the results in Lean Data Insights from PuraSeva 2019[12], and PuraSeva Impact Performance Report 2021-22[13]. Hence, the field research only included capturing the experience of ULB employees from different departments, citizens from different socio-economic backgrounds, and focus group discussions (FGDs) in the form of audio or video footage to bring out qualitative outcomes.

1. City Profile

Guntur district is divided into three revenue divisions, i.e., Guntur, Bapatla, and Palnadu (Narasaraopet), which is further divided into 69 mandals (16, 25, and 28 mandals respectively), and 1243-gram panchayats (257, 459, and 527 respectively). Guntur city is the headquarters and cultural center of the Guntur district[14].

Guntur city is located in the Indian state of Andhra Pradesh, near Vijayawada, which has a hot humid climate as it is not more than 40 miles from the Sea. Guntur city is known for the production, marketing, and distribution of agricultural produce like chilies, onions, coriander, turmeric, cereals, and other related produce grown in the Guntur district and neighboring districts. The city is also popularly known as the tobacco trading and refining center of India. In comparison to Vijayawada, there are a greater number of professional colleges and higher educational institutions in the city. Guntur is also serving as a center for specialized medical treatment for its citizens, and neighboring districts[10].

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[12] (2019). Lean Data Insights from PuraSeva. 60 Decibels. Retrieved February 2022

[13] (2021-22). PuraSeva Impact Performance Report. 60_Decibels. Retrieved March 2022

[14] Guntur District. (2022). Retrieved February 2022, from Administrative Setup: https://guntur.ap.gov.in/administrative-setup/

As per Census 2011[15], the total area of the Guntur administration is 48.50 sq. km. In 2012, 10 villages were merged with Guntur, after which the total area is 157 Sq. Km. As per the ULB classification by the Government of Andhra Pradesh, based on the size of the ULBs and the municipal government budget, Guntur city falls under the category of Municipal Corporation. The city is divided into 57 election wards for administrative purposes. The total population of the city is 6,47,508 with a slum population of 189,001. The total literacy rate in the city is 80.40 %, and the sex ratio is 1019 females for every 1000 males.

1.1. ULB Organization Structure

There are nine departments in Guntur Municipal Corporation (GMC), which are establishment and education, revenue, accounts, town planning, engineering, public health, Urban Poverty and Alleviation (UPA) cell, and election department[16]. In 2019, the ward secretariat system was introduced and following that a separate department was added to the ULB for better management.

1.2. Overview of PGR in ULB

Before beginning with the field survey, the grievances received from different channels between the duration of 1st April 2021 to 31st January 2022 are reviewed from the PGR dashboard on the CDMA Website[17] to get a glimpse of the top complaint categories registered across various departments from the most active PGR channels.

As per the highest grievances received, it has been analyzed that the most active PGR channels on the ground are as follows:

[15] Census. (2011). Retrieved February 2022, from Guntur City Demographics: https://www.census2011.co.in/census/city/412-guntur.html

[16] Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

[17] CDMA Website. (2021-2022). Retrieved February 2022, from PGR Dashboard: http://ph.vassarlabs.com:3000/pgr/source/department/district&ulb/GUNTUR&1021

S. No	PGR Channels	Description
1.	Phone call	Toll-free Number: 08632345103/105; WhatsApp: +919849908391
2.	Website (CDMA)	Complaints registered without Login
3.	AP Command Control Center	Grievances captured from Newspaper Clippings, and complaints that are Reopened Twice.
4.	PuraSeva APP	Mostly used by the citizens for registering complaints.
5.	Citizen Portal	Complaints that are registered through the CDMA Website Login.
6.	Employee App	Employees registering complaints using PuraSeva App Login.
7.	Citizen Service Center	Only Birth and Death Registrations/ Grievances after 2019, Town Planning Applications or Grievances, and RTI.

Source: Primary Research

The departments with the greatest number of grievances in sequence are engineering, public health and sanitation, town planning, revenue, administration (establishment and education), and UPA cell.

Refer Exhibit 3 for Total Grievances received from different Channels across all the Departments in Guntur.

The top ten complaint categories registered through various grievance channels are non-burning of street lights, dog menace, desilting of the drain, UGD overflow, issues related to drinking water supply, pothole fill up or repairs to the damaged surface, issues relating to vacant lands, removal of garbage, absenteeism of door-to-door garbage collector, and mosquito menace.

2. Survey Overview

A sample survey of 25 citizens has been conducted[12], of which the majority belonged to the middle-income group with an average monthly income between 15k to 1 lakh, the majority aged between 25 to 50 years, followed by the age group above 50 years, and a balanced

number of females and males. Discussions have been done with two SHGs to understand the last mile connectivity.

There is a Lean Data Survey conducted by 60_Decibels in Andhra Pradesh[9], with 205 sample size of citizens through telephonic interviews. The report states a net promoter score of 44 on a -100 to 100 scale, and out of the interviewed citizens, 76% reported improvements in their quality of life, whereas 61% experienced “no challenges” with PuraSeva App. The top reported outcomes of the survey are “time saved in registering complaints, ease in filing and addressing grievances, and lastly, quick and efficient access to government services.”

A sample survey of 30 employees has been conducted[12], of which the majority of them are male, and had experienced less than two years in ULB, followed by an experience of two to five years.

There is a Lean Data Survey conducted by 60_Decibels in Andhra Pradesh[8], with 101 samples size of employees through telephonic interviews. The report states a net promoter score of 49 on a -100 to 100 scale, and out of the interviewed employees, 96% reported improvements in their quality of life, whereas 63% experienced “no challenges” with PuraSeva App. The top reported outcomes of the survey are “time and effort savings, easier way to complete tasks, and allows for faster resolution of issues.”

Refer Exhibit 4 for Comparison of Lean Data Results and Primary Results in Guntur.

3. PGRS Implementation Timeline in Guntur

In 2009, a Citizen Service Center was launched at GMC for receiving all service applications, and grievances. In the same year, a Toll-free Number Service was also launched which was handled by an operator who maintained an offline record of the grievances.

In 2016, DIGIT applications, i.e., CDMA Website, and PuraSeva App were implemented with modules of Property tax, and Grievances. Toll-free Number Service was also integrated along with DIGIT applications.

MeeSeva Kendra was launched at GMC in 2017 that acted as an offline source for all service applications, and grievances that were transferred from the Citizen Service Center, and from then the Citizen Service Center just handled the applications and grievances related to birth

and death registrations. Two more modules, i.e., Trade License, and Water Charges were added to DIGIT applications in 2018.

Lastly in 2019, all modules in DIGIT applications started in April, whereas in the same year Ward Sachivalayam/ Secretariat and Spandana were introduced, which are the state cum city service centers, and its online cum offline grievance channel respectively. After the introduction of Ward Secretariats, the previous state service centre, MeeSeva Kendra handles only birth and death registrations or grievances before 2019, whereas, the previous city service centre, Citizen Service Center handles RTI, town planning applications or grievances, birth and death registrations or grievances after 2019.

Refer Exhibit 5 for PGR Implementation Timeline in Guntur.

Pause 2
Discussion

4. PGR Channels active on Ground

Apart from the channels integrated with the CDMA Website that are visible in the PGR Dashboard, other channels are active on the ground, i.e., Tapaal (Grievances registered through Manual Hardcopy, or Registered Post), Resource Planners (Mediators for the SHGs), Ward Secretariates (Grievances registered related to ULB and State Services), Spandana (An Offline and Online PGR Channel where grievances are registered related to ULB and State Services), and MeeSeva Kendra (Only grievances related to Birth and Death Registrations before 2019). The database of these channels is not integrated with DIGIT applications.

Refer Exhibit 6 for Active PGR Channels on Ground in Guntur.

5. All Applications used in Guntur

There are many applications used on the ground for different purposes. The purpose of DIGIT applications, i.e., CDMA Website has PGR, service application, payment for the services, and open dashboards which is used by the citizens, computer operators, last level employees at ULBs, and ward secretaries, whereas the purpose of PuraSeva App has PGR, and payment for the services which is used by the citizens, and a few employees when needed.

Spandana is a PGR module that is used by the citizens, computer operators, last-level employees at ULBs, and ward secretaries. The type of grievances received through Spandana is regarding state services, ULB services, and ward secretariats. AP Seva Portal is to be used at the ward secretariats which is used to track the number of services applied, and the link for ULB service applications is redirected to the CDMA website. The dashboard shows the total number of service requests resolved within and beyond the SLA period. The purpose of AP-DPMS (Development Permission Management System) Website has service applications that are only relevant to the town planning department at ULB, whereas eOffice is the software used across all the departments at the ULB for internal management.

Refer Exhibit 7 for All Applications used on Ground in Guntur.

Pause 3
Discussion

6. About Ward Secretariats

Grama/ Ward Sachivalayam[18] or Village/ Ward Secretariats are the state cum city service centers serving the state and ULB services cum grievances. There are 10 departments in every Ward Secretariat of which six departments, i.e., revenue, administration, health & sanitation, engineering, town planning, and MEPMA or UPA departments are under the ULB administration, whereas the remaining four departments, i.e., energy, medical & health, revenue, and police departments are under the state administration.

The employees working under each department of the ULB at the Ward Secretariats are administrative, education and data processing, sanitation and environment, amenities, planning and regulation, and welfare and development secretaries respectively, of which the administrative secretary is in charge of the Secretariat. These are the last-level employees of the ULB who resolve the grievances and work for service provision at the ground level.

Refer Exhibit 8 for Ward Secretariat Organization Structure.

[18] https://vswsonline.ap.gov.in/#/home

Under the Ward Secretaries, are the volunteers who work for the door service delivery by creating awareness about new schemes, and initiatives, and helping the citizens for better service provision by being available a call away. For every 4000 population on average, there is one Ward Secretariat, and for every 50 to 75 households, there is one volunteer. In Guntur, there are 207 Ward Secretariats.

7. Applications used at Ward Secretariats

There are four applications used at Ward Secretariats. The first one is the CDMA Website, whose logins are provided to administrative, sanitation and environment, and amenities secretaries. The database of the CDMA Website is integrated with the PuraSeva App which works with the same logins.

The third application is Spandana (Website/App), whose login is only provided to the administrative secretary. Spandana is neither integrated with CDMA Website nor PuraSeva Ward Secretaries resolve the complaints at ground level which are received through CDMA Website, PuraSeva App, and Spandana. Whereas, the complaints received at Ward Secretariats are registered on Spandana Website only.

There is less awareness among the citizens about the DIGIT applications, i.e., CDMA Website, and PuraSeva App. Whereas in comparison, most citizens are aware of Spandana as it is politically well marketed. In DIGIT applications, there is a delay in complaint redressal as the complaints are not assigned to the right employee because there is no option to map the ward details with Ward Secretariats in the DIGIT, whereas the complaints received through Spandana are made sure to be resolved within the SLA period. In comparison to DIGIT, Spandana has more complaint categories, and also Telugu option is available. Also, multiple channels are available under Spandana, i.e., Website, Mobile Application, Ward Secretariats, Toll-Free Number, and Spandana Monday; whereas under DIGIT there is one Website (CDMA) and Mobile Application (PuraSeva). Hence, for the mentioned reasons, citizens mostly prefer Spandana over DIGIT applications.

Refer Exhibit 9 for Applications used at Ward Secretariats

8. Mediators for SHGs

Important insights came from the discussions with community organizers, and resource planners, who are the mediators between the government and SHGs. Their major

responsibility is to create awareness and educate the SHGs about new schemes or initiatives launched by the ULB and state government, assist them in availing the services, and collect their grievances if any. The grievances received from the SHGs are directed and carried to the ULB officials, which are actively resolved within a day or two.

In conversation with the SHGs, it was noticed that they didn't have any awareness about the online or offline grievance platforms, neither they mentioned any grievance to the resource planners. This shows that the last mile access is poor, and needs to improve. When questions were raised regarding the PuraSeva App, the resource planners also didn't have any knowledge regarding its operations, which showed that the efficiency of resource planners can be improved.

Refer Exhibit 10 & 11 for Field Observations and Field Photographs from Guntur

B. Insights from Visakhapatnam

To see the impact of DIGIT implementation in Andhra Pradesh, Mr. Viraj Tyagi wanted to understand the on-ground scenario of Visakhapatnam, which is one of the top-performing ULBs in the revenue generation, municipal services, and public grievances dashboards identified on the CDMA Website.

60_Decibels have conducted interviews, and surveys of citizens, and municipal employees, and published the results in Lean Data Insights from PuraSeva 2019[12], and PuraSeva Impact Performance Report 2021-22[13]. Hence, the field research only included capturing the experience of ULB employees from different departments, citizens from different socio-economic backgrounds, and focus group discussions (FGDs) in the form of audio or video footage to bring out qualitative outcomes.

1. City Profile

Visakhapatnam also known as Vizag, is the largest and most populous city in the State of Andhra Pradesh, it is primarily an industrial city, apart from being a port city. the proposed administrative capital of the state. It is known as the “City of Destiny” and the Jewel of East Cost”. It is one of the four smart cities of the State and serves as the District Headquarters and home of the Eastern Naval Command of the Indian Navy.

Visakhapatnam District has two revenue districts, i.e., Bheemunipatnam and Visakhapatnam, these are further divided into 11 manuals and 925-gram panchayats. Visakhapatnam city is the headquarters of the Visakhapatnam district[19]. Andhra Pradesh has seven divisions of classification such as the Municipal Corporation, Selection Grade, Special Grade, Grade I, Grade II, Grade III, and Nagar Panchayats. Visakhapatnam comes under the Municipal Corporation cadre.

Visakhapatnam is the most populated amongst cities in Andhra Pradesh. According to the Census 2011[20], the population of the city was 1,728,128 with an area of 550 Sq.km. The city

[19] Visakhaptnam District (2022), from Administrative Setup: https://visakhapatnam.ap.gov.in/administrative-setup/

[20] Census (2011), from Visakhapatnam Demographics: https://www.census2011.co.in/census/city/402-visakhapatnam.html

had 72 wards which were further recently divided into 98 wards with 8 zonal divisions. The literacy rate of the city is 81.79% with a sex ratio of 970 females for every 1000 Males

1.1. ULB Organization Structure

The legislative body or the elected wing of GVMC is headed by the mayor, followed by the Deputy Mayor and the subsequent Ward Committee, Standing Committee, and Special Committee. They undertake departments such as engineering, public health and sanitation, revenue, town planning, urban poverty alleviation, IT, general administration, ward secretariat and volunteers, projects, UCD, education, and horticulture[21].

The Administrative or the Executive wing is headed by the Municipal Commissioner followed by three Additional Commissioners, who deal with respective departments under them and other subsequent chiefs.

1.2. Overview of PGR in ULB

The GVMC has a bifurcation of six departments for Public Grievance Redressal [22], which are Engineering, Public Health and Sanitation, Town Planning, Revenue, Urban Poverty Alleviation, and Administration under which citizens register their complaints against the service delivery of municipal services. In the PGR dashboard, under each ULB and their respective departments, the complaints are further classified based on the number of open complaints and their percentage, closed and their percentage, and those which are within and outside the SLA Period.

Pre-site visit study includes the analysis of data of grievances across different channels under the Public Grievance Redressal dashboard on the CDMA Website between the duration of 1st April 2021 to 31st January 2022, to get an overview of the most complaint received categories, most complaint receiving wards, and the percentage of complaints within SLA period and outside SLA period. The most active channels with the greatest number of grievances in sequence are the AP Command Communication Centre (Grievances captured from Newspaper

[21] Greater Visakhapatnam Municipal Corporation (2022), from Departments: https://www.gvmc.gov.in/wss/

[22] CDMA Website (2021-2022), Retrieved February 2022, from PGR Dashboard: http://ph.vassarlabs.com:3000/pgr/grievance/department/district&ulb/VISAKHAPATNAM&1086

Clippings, and grievances), CDMA website, PuraSeva app, Citizen portal, toll-free number, employee app, and the citizen service centers.

Out of the six categories of departments, the Engineering department and Public Health and Sanitation departments get the maximum number of complaints, as they consist of services that have to be overlooked daily. Under the Engineering department, the top five complaint categories are Non-Burning of Street Lights, Pothole fills up/Repairs to the damaged surface, Repairs to Flyovers/ bridges/ Culverts, Water pipe leakage, and Maintenance of Parks. Under the Public Health and Sanitation, the top five complaint categories are removal of garbage, desilting of the drain, stagnation of water, stray pigs, and removal of debris.

Refer Exhibit 12 for Total Grievances received from different Channels across all the Departments in Visakhapatnam.

2. Survey Overview

The primary survey for the study was conducted under the area limits of Greater Visakhapatnam Municipal Corporation amongst the citizens and the employees of GVMC on the various online and offline platforms to facilitate the PGR system in the city. The purpose and focus of the primary survey are to capture awareness about the complaint registration platforms, usage of the online and offline platforms, and overall experience, and get feedback from the citizens and the employees which will help in improving the service delivery.

The employee survey with a sample size of 31 was conducted across all the six departments and the hierarchy of the departments, predominantly male with a work experience of more than 4 years. Each department within GVMC had a different hierarchy, hence to understand the awareness, usability, and experience of the PGR platforms and systems, the employees from the lower level, mid-level, and highest level were interviewed. This was built on the Lean Data Survey conducted by 60_Decibels in Andhra Pradesh in 2019[8], with a sample size of 101 employees through telephonic interviews. Of which the net promoter score was 49 on a scale of -100 to 100 and 96% reported improvement in their quality of life.

The citizen survey was conducted to document the on-ground situation and experience of the citizens on the usage of both the online and offline PGR platforms and exclusively the

platforms implemented by DIGIT, to know their awareness, user experience, and accessibility to these modules and platforms. A sample survey of 26 citizens was conducted, the majority of them belonged to the lower middle class – upper middle class, with an average age group of 30-50 years, and a combined group of male and female. This was built upon the Lean Data Survey conducted by 60_Decibels in Andhra Pradesh between December 2021 to February 2022[9] with a sample size of 205 citizens through the telephonic mode of the interview to document the experience and impact on the usage of the PuraSeva App. The report works on two main aspects, experience and impact, and profile and Covid-19 impact. The net promoter score, on a scale of -100 to 100 scale in 2019 was -27, which improved to 44 in 2022. Among the interviewed citizens, 76% stated that quality of life improved and 61% experienced "no challenges" with the app.

Refer Exhibit 13 for Comparison of Lean Data Results and Primary Results in Visakhapatnam.

Pause 2

Discussion

3. PGR Channels active on Ground

According to the CDMA website, there are eleven channels through which the complaints are received, of which the employee app, field source, Swachhata app, and email are not active and no complaints are received via these channels.

Apart from the CDMA-ERP Module, there are other channels that are actively used under the jurisdiction of GVMC, they are:

- Dial Your Mayor (180042500009) is a toll-free number through which the citizens can register their complaints.
- Spandana is a public grievance redressal system that functions online and offline where citizens can lodge their complaints across municipal and urban services. For the offline mode, every Monday – Spandana Monday takes place where the HODs of all the departments and the Municipal Commissioner hold meetings where the citizens can register their complaints directly. For the online mode, citizens can register through the Spandana website.
- DIGIT - CDMA - PuraSeva App - is implemented by the eGov Foundation and is used as one of the PGR systems in Visakhapatnam.

- Ward Secretariats/Ward Sachivalayam are government-established one-stop service delivery spots. These are for every 1000-1200 households. Citizens can visit their nearest ward secretariats and register their complaints with help of the employees.
- Tapaal is a manual complaint that is submitted to the nearest Ward Sachivalayam or zone office or the GVMC main office.
- GVMC portal specific to the ULB of Visakhapatnam comes under the Smart City initiative and is a platform for the citizens to register their complaints.

Refer Exhibit 14 for Active PGR Channels on Ground in Visakhapatnam.

4. All Applications used on Ground

The GVMC works on various applications for the management and delivery of services. It runs on both state and city-level applications. The following are the applications used,

- **Spandana**[23] is a one-stop public grievance redressal platform for the citizens of Andhra Pradesh, where the service is delivered online and offline. The grievances can be registered from various sources through ward Sachivalayam, 1902 Call Center, Mobile App, Web Application, and Collectorate grievance day (Spandana Monday). The citizen can track the complaint routing, redressal and feedback can be registered.
- **AP DPMS**[24] - Andhra Pradesh Development Permission Management System is a module that is being used by the Town Planning department for service delivery. Online Building Permission System is a subset of AP DPMS and is a first-of-its-kind state-wide integrated “cloud-based online system. It provides citizens with digitally-enabled automated approvals for buildings and the development of layouts for Residential, Commercial, and Industrial purposes, to achieve an orderly development of the cities and towns.
- **eOffice** is a digital workplace solution for well-organized and transparent inter and intra-government processes. The respective application has been used within the GVMC office for internal work management.

[23] Spandana Website. Retrieved February 2022: https://www.spandana.ap.gov.in/?Length=4

[24] AP DPMS Website. Retrieved February 2022, from Online Dashboard: http://apdpms.ap.gov.in/

- **DIGIT Module - CDMA -** is an Enterprise Resource Planning module that is state-led by the eGov Foundation and is used for the service delivery of online municipal services, an open-source platform to give an overview of the PGR system across various ULBs present in the state of Andhra Pradesh.
- **PuraSeva App** is an application by the eGov Foundation integrated with the ERP module - CDMA, for public grievance redressal, payment of taxes and charges and to give a glance on the volunteer respective to the citizen's area limits and SLAs for service delivery.

- **GVMC Portal**[21] is the respective ULB portal that is used for the overall city management, which gives information on and for ePayments, Public Grievance Redressal system, and eRequest and to deliver municipal services. It also serves as a city dashboard giving information on the complaint types, sources, and categories.

Refer Exhibit 15 for All Applications used on Ground in Visakhapatnam.

Pause 3

Discussion

5. About Ward Secretariats

Post government change in 2019, the Grama-Ward Sachivalayam or the Ward Secretariats[18] were established across the state. The Ward Secretariats (WS) are the point of contact between the Government and the Citizens, the centers have 10 representatives from all departments (urban and Municipal) present there to deliver both municipal and urban services which are administrative, ward amenities, planning, and regulation, sanitation, and environment, welfare and development, revenue, health, town planning, education, and women protection. These are the last level employees who directly deal with the grievances and service delivery at the ground level.

Under the ward secretariat system, every 1000-1200 households have one ward secretariat at their nearest for easy accessibility. In Visakhapatnam, there are approximately 650 ward secretariats across the city. Volunteers are the medium through which the government reaches the citizens by creating awareness about schemes and policies, every 50-60 households have one volunteer to reach out to.

6. Applications used at Ward Secretariats

The applications used at Ward Secretariats are the DIGIT module - CDMA website and PuraSeva app. The CDMA logins are given to the ward admin secretary, ward welfare and development secretary, ward revenue secretary, and the ward health secretary. The database of PGR of CDMA and the PuraSeva app is integrated for service application and delivery. The Spandana Module - website and app whose logins are provided to all the secretaries for service delivery. The Spandana is a standalone module whose database is not integrated with the DIGIT module. The complaints that are registered at Ward Sachivalayam are usually taken through Spandana Grievance System Module only. When the citizens try to register offline at the Ward Sachivalayam or the GVMC main office, the complaints are tending to be solved through oral orders and are mostly not entered into the grievance system. AP Seva Portal, which is only integrated with the CDMA Website for service applications.

Spandana is more popular among the citizens compared to the DIGIT module, with lesser awareness, as Spandana is politically well marketed. The delay in complaint redressal is due to issues in the mapping of employee and ward details, which in turn escalates beyond the SLA period. The accessibility to the Spandana module is better as it is available in two languages – English and Telugu. Spandana has both online and offline modes for complaint redressal; hence it is most preferred by the citizens.

Refer Exhibit 16 & 17 for Field Observations and Field Photographs from Visakhapatnam.

C. Major Findings from Guntur and Visakhapatnam

The findings from the field survey conducted in Guntur, and Visakhapatnam are similar in the majority of the areas. One of the major gap areas is that only a few PGR channels are integrated with the DIGIT module, which doesn't give a wholistic view of the total number of grievances in the respective cities.

CDMA Website is not used by all hierarchy of employees, and the logins of higher employees are handed over to the computer operators or last level employees. In Visakhapatnam, the information and details regarding the departments, and employees are not updated, hence there is a delay in routing the complaints. There is a delay in addressing the grievances through DIGIT applications as ward mapping is not updated due to the linkage of ward areas with ward secretariats.

Compared to Spandana which is politically well marketed, there is less awareness about DIGIT applications among the citizens. Though DIGIT was launched in Guntur, and Visakhapatnam in 2016 and 2017, all modules started working with force in 2019. In the same year, YSR Congress Party won the elections which introduced Spandana, and Ward Secretariats. In the state of Andhra Pradesh, channels and services such as GIS, Video Analytics, and Blackspot Monitoring were at a standstill due to the change in policies.

There was a period when the citizens faced multiple technical issues in the PuraSeva App, which caused the citizens to discontinue their usage, hence they started using Spandana, the new platform. Spandana is user-friendly, as it is bi-lingual, and has an option for English or Telugu, whereas there is no local language option available in DIGIT applications.

As observed, there is a separate website for internal management that is used across the ULB. Although online platforms exist, the two ULBs still maintain an offline record for administration purposes, which either conveys that all employees are not yet technology-friendly, or change management has not been done successfully, or there is a lack of trust in these online platforms.

In Guntur, the efficiency of the mediators for SHGs, i.e., Community Organizers, and Resource Planners can be improved through capacity-building programs, which will raise awareness among the SHGs.

Of the many suggestions received from the citizens, and employees, the most prominent ones are as follows. It was reported by many citizens that their complaints were closed without resolution, and suggested providing an acknowledgment of the image with GPS location as proof. For the same issue, employees responded that very vague complaints are raised by the citizens that aren't in the preview of the ULBs, and there is no option to reject the complaints in the DIGIT application. Once the complaints get escalated to the higher officials, the employees from the lower level in the hierarchy cannot re-look or re-work the same. Sometimes, complaints are allotted to the wrong department and employee due to the lack of an exhaustive complaint categories list, and customization to describe the grievance.

The PGR channels mentioned in the CDMA Dashboard, and the DIGIT ULB Portals are not similar, and also there is repetition and non-uniformity of nomenclature of the grievance channels. All the PGR channels mentioned in the DIGIT ULB Portals are not active on the ground.

Refer Exhibit 18 for the PGR channels mentioned in DIGIT's Guntur ULB Portal.

There is an option to update or make corrections on the CDMA Website from the logins of the Municipal Commissioner in the two ULBs, whereas in Guntur, the option is available even for the GMC Manager. The CDMA office receives suggestions from the ULBs, and updations are made only if similar requests are received from multiple ULBs. For connecting to the CDMA office, the employees of the ULB suggested introducing a toll-free number at the CDMA office, where they can register grievances related to the DIGIT applications.

All the employees of the ULB are not technology savvy due to the inter and intra-department shuffling of the ULB employees. Hence, the ULBs have requested to provide training programs at regular intervals.

Pause 4

Discussion

D. Conclusion

DIGIT has been implemented to bring standardization among all the ULBs, and their departments by integrating all the channels. The motive of the DIGIT is not fulfilled as all channels are not integrated, and also due to the implementation of Spandana which is a similar module providing both the ULB and state services. The duplication of DIGIT PGR, and Spandana module brings confusion among the citizens as well as the employees.

On a positive note, these two modules have benefits that the other platform doesn't. The DIGIT applications, i.e., CDMA Website, and PuraSeva App provide ease of service delivery through an online mode of integration and standardization with a scope of scalability. They are also flexible in updating the changes as per requirement. Lastly, it provides a customizable routing and escalation matrix, which allows easy flow for administration.

Ward Secretariat system and Spandana are developed with an effective concept that acts as a one-stop shop for all ULB services, state services, and respective grievances. The introduction of the Ward Secretariat and Volunteers increased the last mile access on a large scale, which created greater awareness about these platforms as they provide service delivery at the doorsteps. Spandana also provides easy access to citizens because of local language

options, various complaint categories, and different channels integrated under the name of Spandana, i.e., Ward Sachivalayam, Toll-free Number, Spandana Mobile Application and Website, and Spandana Monday.

In order to get the true picture of the total number of grievances, the possible solution would be to integrate the concept of DIGIT, and Spandana which can act as a one-stop-shop, that will subsequently help in better decision making.

E. Exhibit

Exhibit 1: Implementation Timeline of DIGIT in Andhra Pradesh

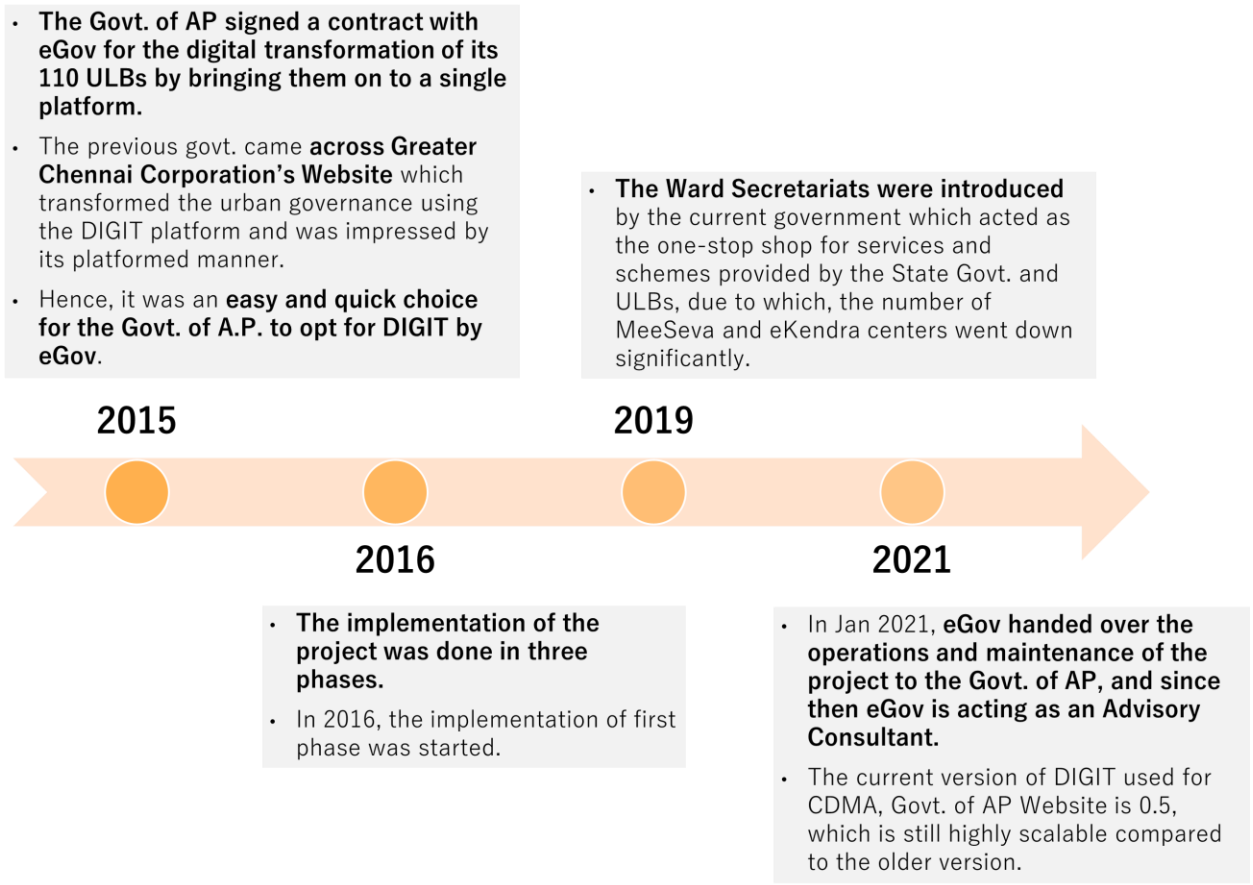


Figure 1: Timeline of DIGIT in Andhra Pradesh

Source: Interview with Mr. Krishna Kumar, AP State Account Lead at eGov Foundation

Exhibit 2: DIGIT Grievance Redressal Workflow

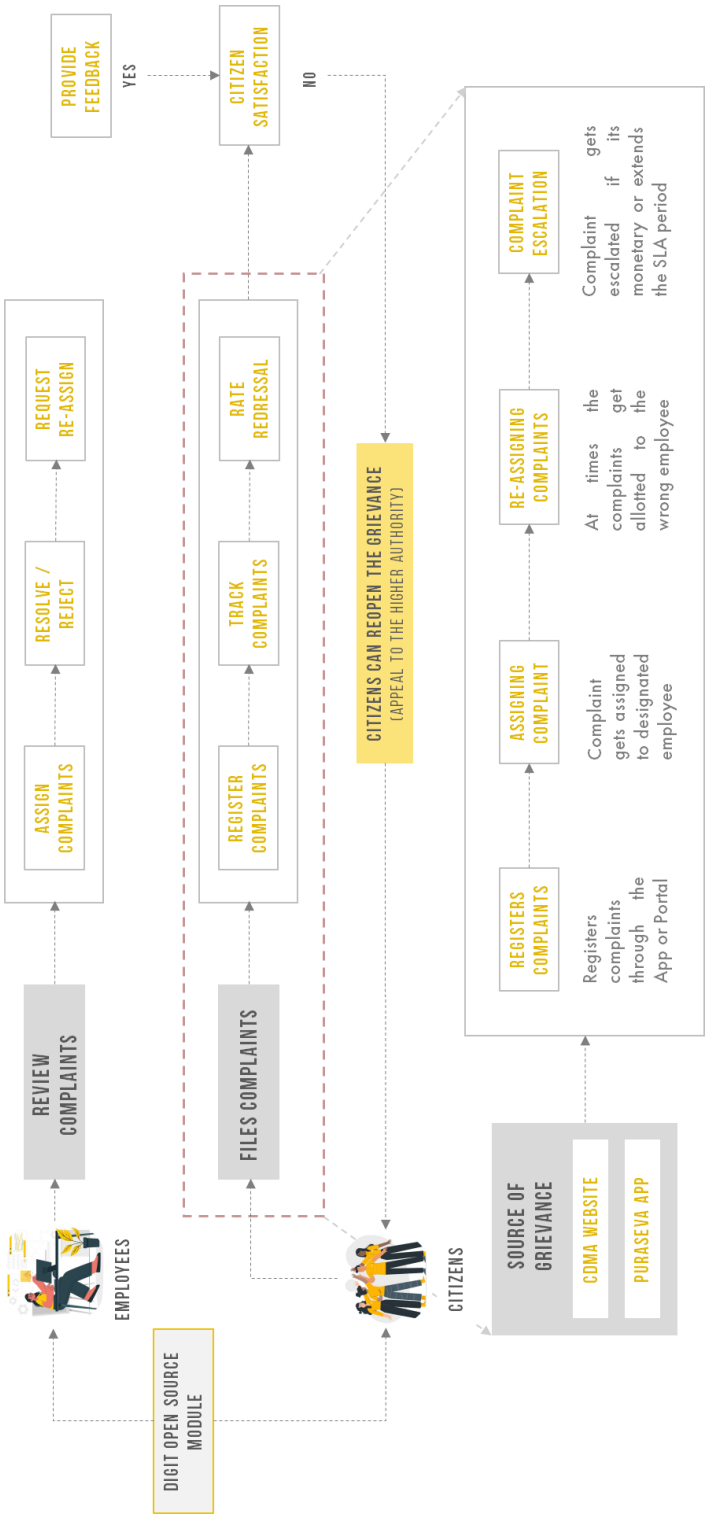
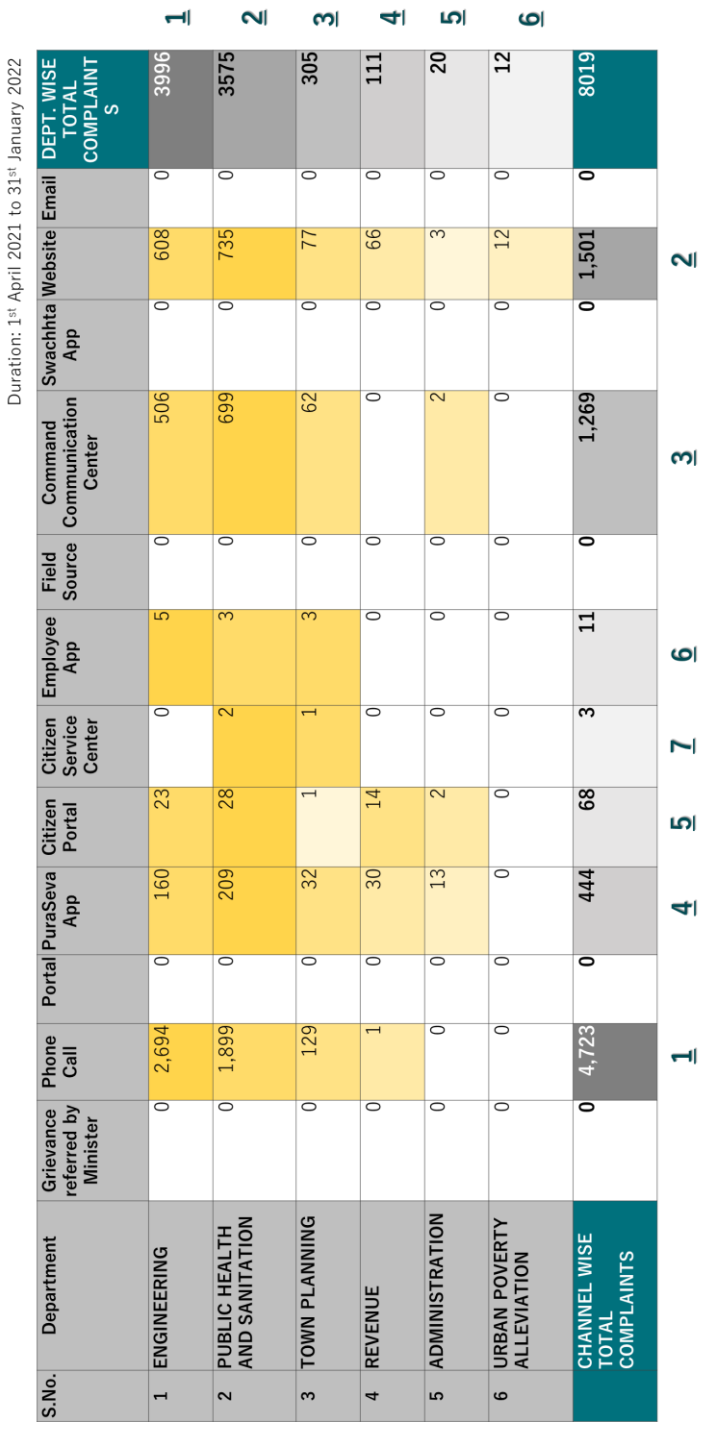


Figure 2: DIGIT Workflow

Source: Primary Source

Exhibit 3: Total Grievances received from different Channels across all the Departments in Guntur



Duration: 1st April 2021 to 31st January 2022

S.No.	Department	Grievance referred by Minister	Phone Call	Portal	PuraSeva App	Citizen Portal	Citizen Service Center	Employee App	Field Source	Command Communication Center	Swachhta App	Website	Email	DEPT. WISE TOTAL COMPLAINTS
1	ENGINEERING	0	2,694	0	160	23	0	5	0	506	0	608	0	3996
2	PUBLIC HEALTH AND SANITATION	0	1,899	0	209	28	2	3	0	699	0	735	0	3575
3	TOWN PLANNING	0	129	0	32	1	1	3	0	62	0	77	0	305
4	REVENUE	0	1	0	30	14	0	0	0	0	0	66	0	111
5	ADMINISTRATION	0	0	0	13	2	0	0	0	2	0	3	0	20
6	URBAN POVERTY ALLEVIATION	0	0	0	0	0	0	0	0	0	0	12	0	12
	CHANNEL WISE TOTAL COMPLAINTS	0	4,723	0	444	68	3	11	0	1,269	0	1,501	0	8019

Figure 3: Channel and Department wise Complaints in Guntur

Source: CDMA Website. (2021-2022). Retrieved February 2022, from PGR Dashboard: http://ph.vassarlabs.com:3000/pgr/source/department/district&ulb/GUNTUR&1021

Exhibit 4: Comparison of Lean Data Results and Primary Results in Guntur

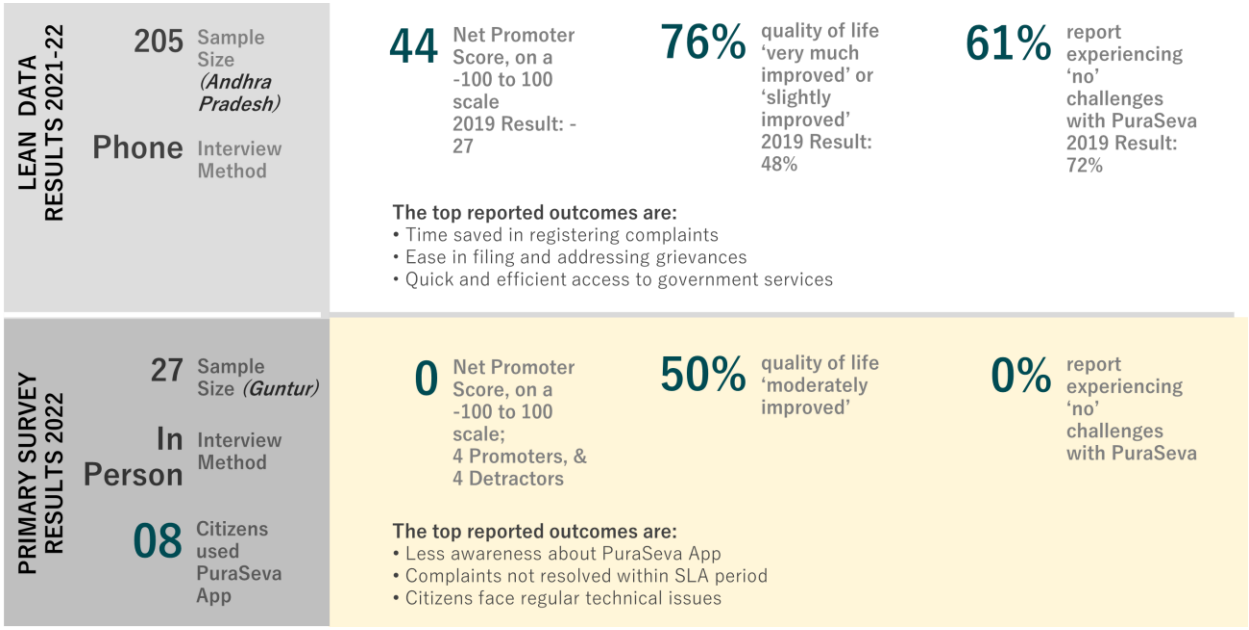


Figure 4: Citizen Survey Overview in Guntur

Source: (2021-22). PuraSeva Impact Performance Report. 60_Decibels. Retrieved March 2022

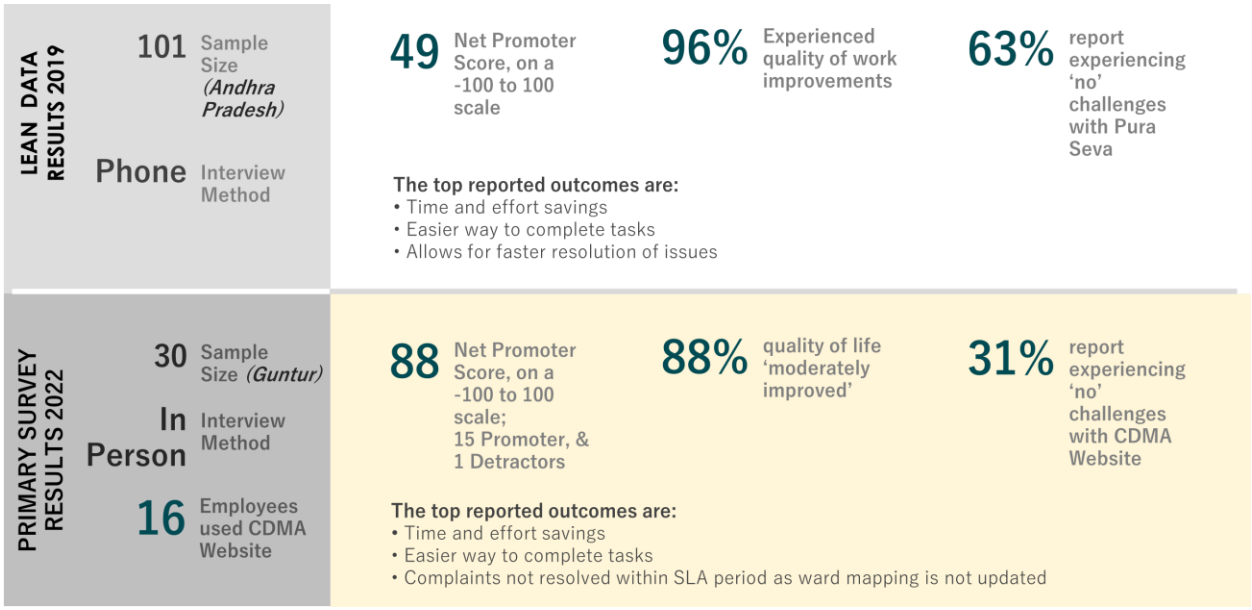


Figure 5: Employee Survey Overview in Guntur

Source: (2019). Lean Data Insights from PuraSeva. 60 Decibels. Retrieved February 2022

Exhibit 5: PGR Implementation Timeline in Guntur

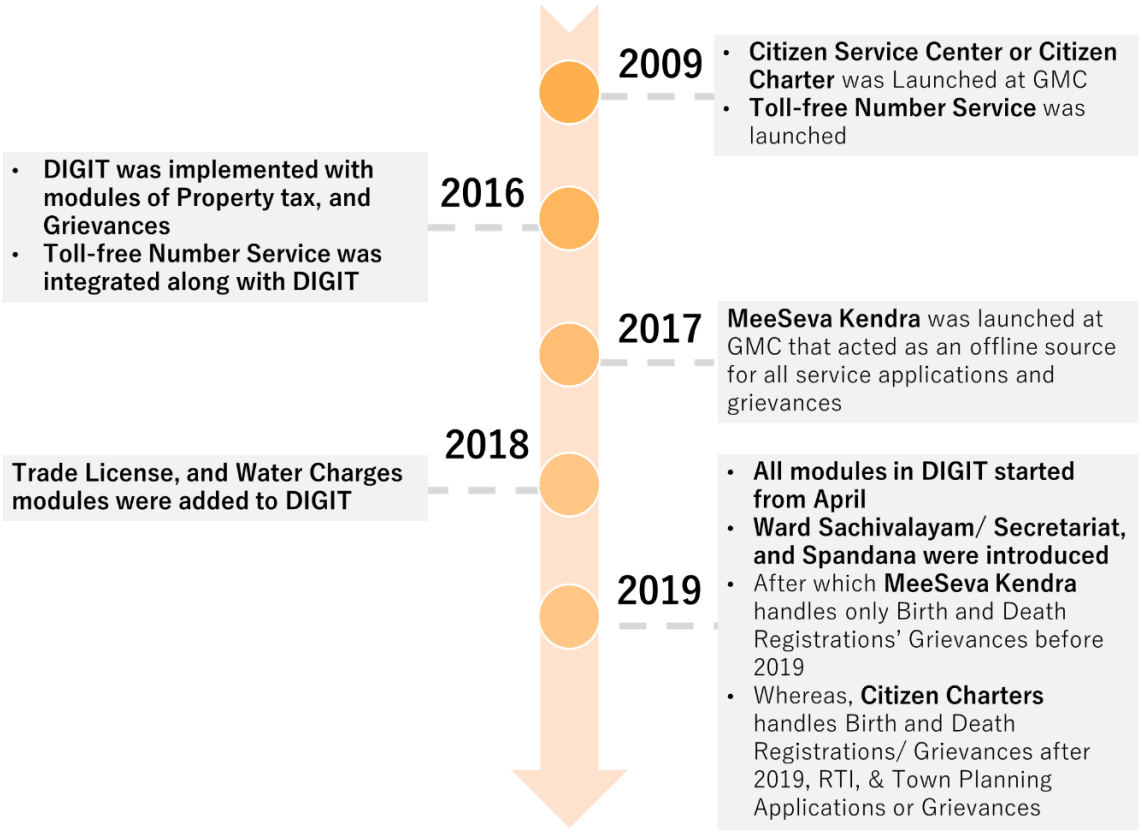


Figure 6: PGR Implementation Timeline in Guntur

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

Exhibit 6: Active PGR Channels on Ground in Guntur

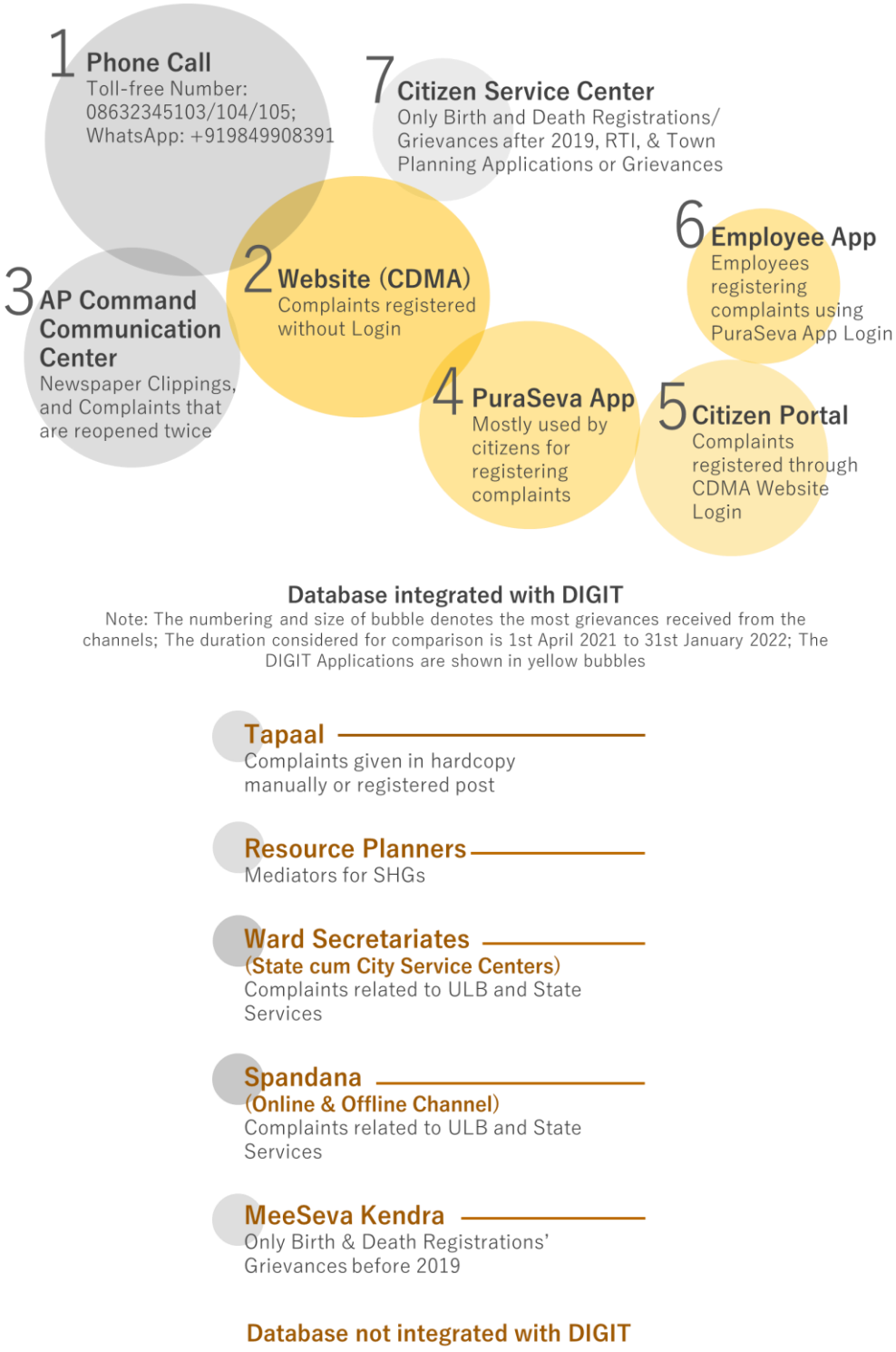


Figure 7: Active PGR Channels on Ground in Guntur

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

Exhibit 7: All Applications used on Ground in Guntur

	Name of the Application	Purpose of the Application	Usage by ULB Employees	Usage by Ward Secretaries	Usage by Citizens
Commissioner & Director of Municipal Administration Government of Andhra Pradesh	**CDMA Website**	PGR, Services, Payments, & Dashboards related to *ULB*	Mostly used by Computer Operators, & LLE's at ULBs		
	PuraSeva App	PGR, & Payments related to *ULB*	Used by few employees only if needed		
స్పందన	**Spandana**	PGR related to *ULB, & State Govt.*	Mostly used by Computer Operators, & LLE's at ULBs		
AP సేవ పోర్టల్	**AP Seva Portal**	Services, & Dashboards related to *ULB, & State Govt.*			
Andhra Pradesh DPMS DEVELOPMENT PERMISION MANEGMENT SYSTEM	**AP-DPMS (Development Permission Management System)**	Services *related to ULB, & State Govt.*	Used only by Town Planning Department		
eOffice A DIGITAL WORKPLACE SOLUTION	**eOffice**	Internal Management			

Figure 8: All Applications used on Ground in Guntur

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

Exhibit 8: Ward Secretariat Organization Structure

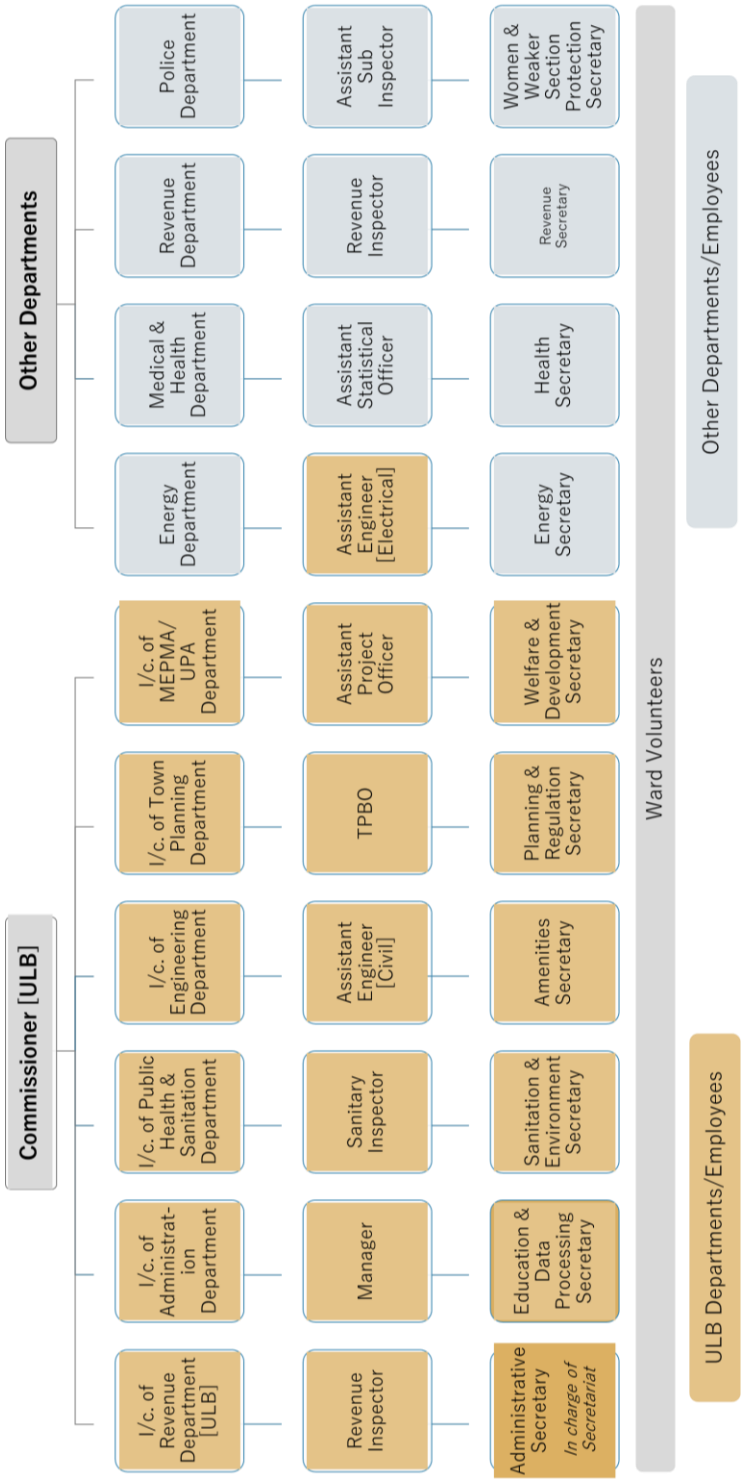


Figure 9: Ward Secretariat Organization Structure

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

Exhibit 9: Applications used at Ward Secretariats

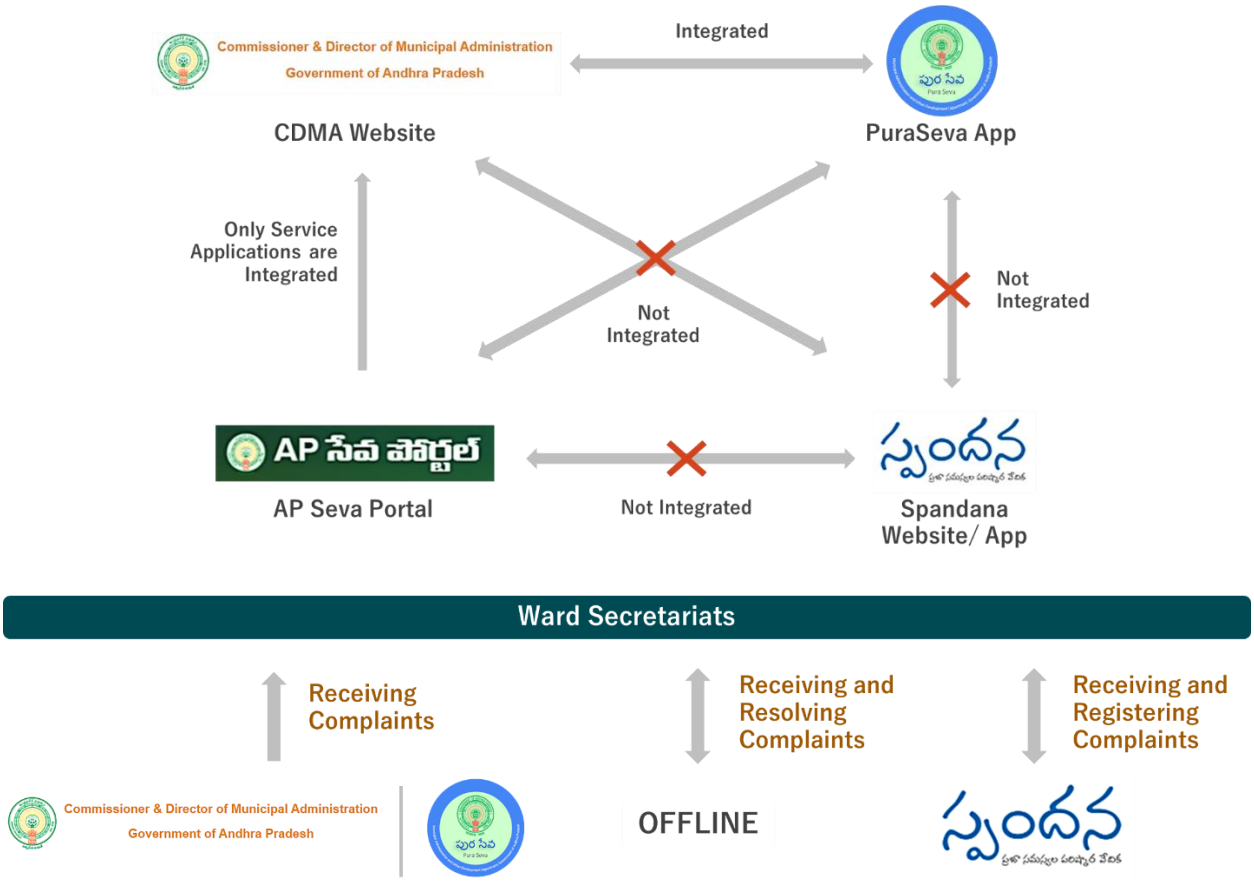


Figure 10: Applications used at Ward Secretariats

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

Exhibit 10: Field Observations from Guntur

Ward Mapping is not updated in the DIGIT, for which the officials mentioned that there is no option to update the ward details by linking them to the ward secretariats as shown in the image below.

GUNTUR MUNICIPAL CORPORATION

WARD SECRETARIAT AREAS AND WARD NUMBERS

Sl. No.	SECRETARIAT No.	Old WARD No.	New Wards No.	No. of Households	Population as per 2011 Census	10% Population Growth	Total Population	Name of the Area's
1	*2*	*3*	*4*	*5*	*6*	*7*	*8=6+7*	*9*
1	1	1	57	966	3757	376	4133	Rajagopal Nagar, Maddirala colony (Part), Basavataraka Nagar
2	2	2	1,57	984	3839	384	4223	Maddirala Colony (Part), Ganesh Nagar, Gaddipadu, Auto Nagar
3	3	1, 2	1	948	3597	360	3957	Vasavi Nagar, Tharakarama Nagar, Shop Employs Colony (Part), Veternary Colony, Nandamuri Colony
4	4	2	1	926	3535	354	3889	Gandhi Nagar(Part), Rahul Gandhi Nagar, Jani Rajakula Colony
5	5	2	1, 2	953	3628	363	3991	RTC colony, Venkatarama Nagar extension, Shop Employs Colony (Part), Srikanth Nagar,
6	6	2	2, 1	822	3378	338	3716	Israyel pet, Raghava Nagar,
7	7	2	2	834	3346	335	3681	Manipuram, Venkatarao Nagar
8	8	2, 3	1, 2, 4	1004	3937	394	4331	Gandhi Nagar(Part), Ziyauddin Nagar, Veeraiah chowadary nagar

Figure 11: Allotment of Ward Secretariat Areas with Ward Numbers

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

All the complaints received through Tollfree Number and WhatsApp are entered in four separate registers of the highest complaint categories received, which are then again fed into the CDMA Login by the Receptionist.

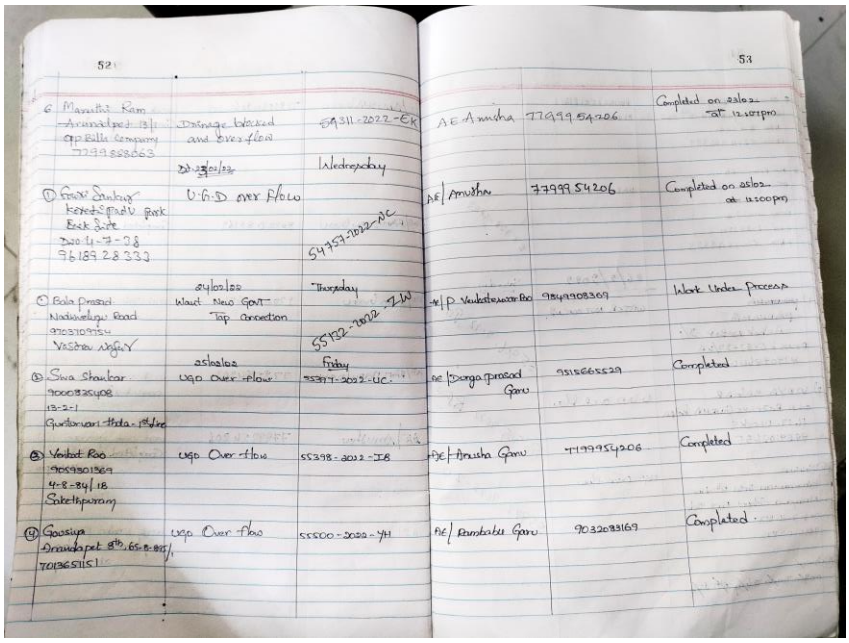


Figure 12: Register maintained for Tollfree Number and WhatsApp Grievances
Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

The grievances received from DIGIT Applications versus the total grievances received from all the DIGIT integrated channels between 2017 to 2022 have been retrieved from Data Processing Officer's Login at GMC.

The grievance receiving modes in the Data Processing Officer's or Employee's Login are different from the channels mentioned in the CDMA Dashboard. The grievances received from CDMA Website by logging in is the Citizen Portal, whereas without logging in CDMA Website is mentioned by two different nomenclatures, i.e., CDMA Portal, and Website. Also, there are other channels mentioned in their login, of which "Spotted, and Vehicle Mounted Camera" are active, whereas "Drone, SMS, Traffic Light Camera, Urban Minister Office" are not active in Guntur.

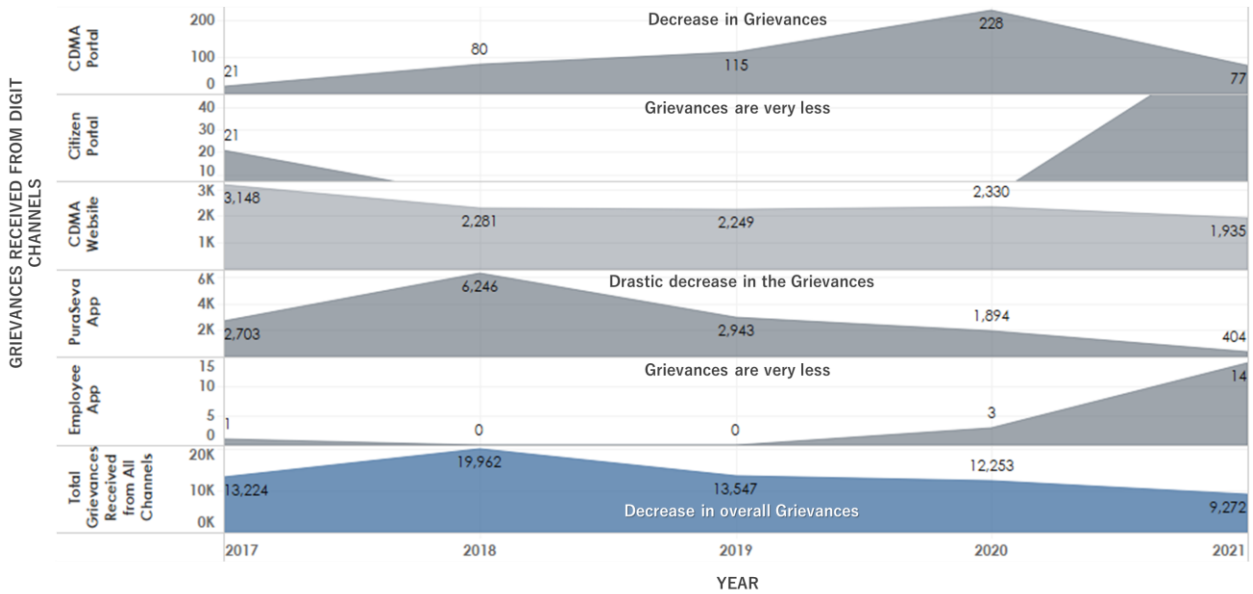


Figure 13: Timelines of Grievances received from 2017-22

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer), Tableau Generated Graph

Exhibit 11: Field Photographs from Guntur

Figure 14: Guntur Municipal Corporation (GMC)

Figure 15: Interview with the Sri P Niranjan Reddy, Additional Commissioner, GMC

Figure 16: Interview with Sri V Venkata Ramaiah, Manager, and Sri P Padmanabha Rao, Superintendent, Administration Dept., GMC

Figure 17: Interview with Ward Secretaries, Ward Secretariat 99, 100, 101, and 104, Guntur

Figure 18: Interview with Administrative Secretary, Ward Secretariat 71, Guntur

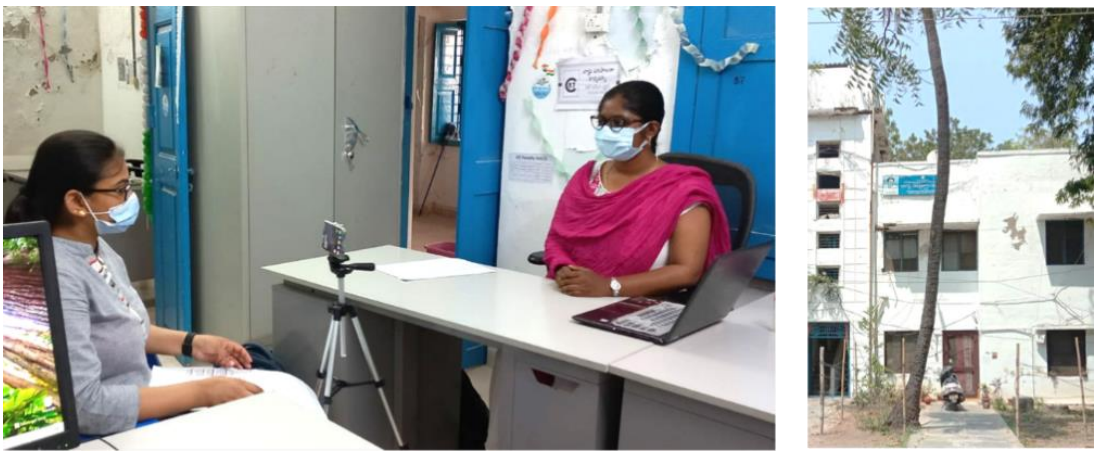


Figure 19: Interview with Administrative Secretary, Ward Secretariat 87, Guntur

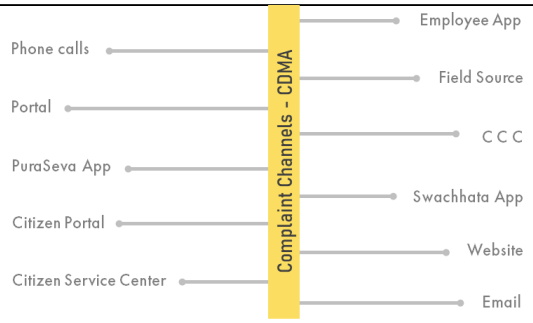
Figure 20: Interview with Community Organizer, and Resource Planners, Ward No. 3 and 4, GMC at City Livelihood Centre, Nandiveluguru, Guntur

Figure 21: Discussions with two Self Help Groups (SHGs), Ward No. 3 & 4, GMC

Exhibit 12: Total Grievances received from different Channels across all the Departments in Visakhapatnam

Duration : 1st April 2021 – 31st January 2022

S. No	Department	No. of Complaints					SLA	
		Total	Closed	Closed (%)	Open	Open (%)	Within SLA (%)	Outside SLA(%)
1	Engineering	3,200	3,188	99.63%	12	0.38%	83.66%	16.34%
2	Public Health And Sanitation	2,665	2,665	100.00%	0	0.00%	67.02%	32.98%
3	Town Planning	499	497	99.60%	2	0.40%	55.71%	44.29%
4	Revenue	223	222	99.55%	1	0.45%	77.58%	22.42%
5	Urban Poverty Alleviation	9	9	100.00%	0	0.00%	0.00%	100.00%
6	Administration	6	6	100.00%	0	0.00%	0.00%	100.00%
	Total	6,602	6,587	99.77%	15	0.23%	74.43%	25.57%



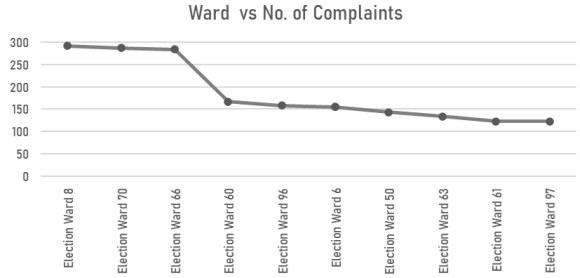


Figure 22: Department wise PGR data - Visakhapatnam

Source: CDMA Website. (2021-2022). Retrieved February 2022, from PGR Dashboard: http://ph.vassarlabs.com:3000/pgr/grievance/department/district&ulb/VISAKHAPATNAM&1086

Exhibit 13: Comparison of Lean Data Results and Primary Results in Visakhapatnam

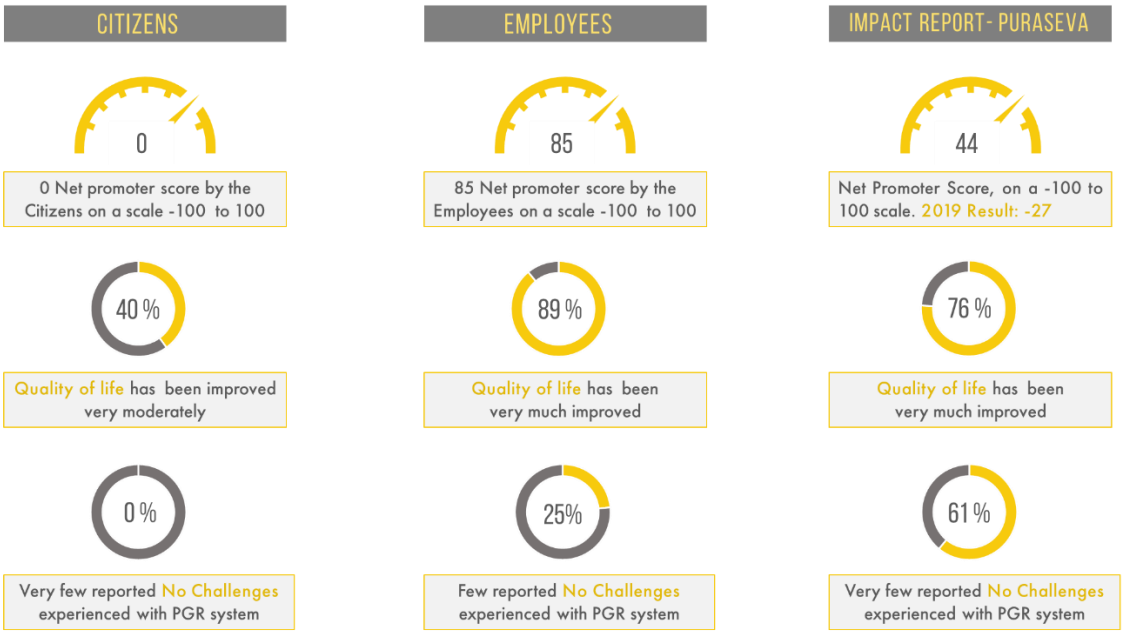


Figure 23: Citizen Survey Overview in Visakhapatnam

Source: (2021-22). PuraSeva Impact Performance Report. 60_Decibels. Retrieved March 2022

Citizens and Employees. (2022, March). Primary Survey and Observations. (K. S. R, Interviewer)

Exhibit 14: Active PGR Channels on Ground in Visakhapatnam

Figure 24: Active PGR Channels in Visakhapatnam

Source: Citizens and Employees. (2022, March). Primary Survey and Observations. (K. S. R, Interviewer)

Exhibit 15: All Applications used on Ground in Visakhapatnam

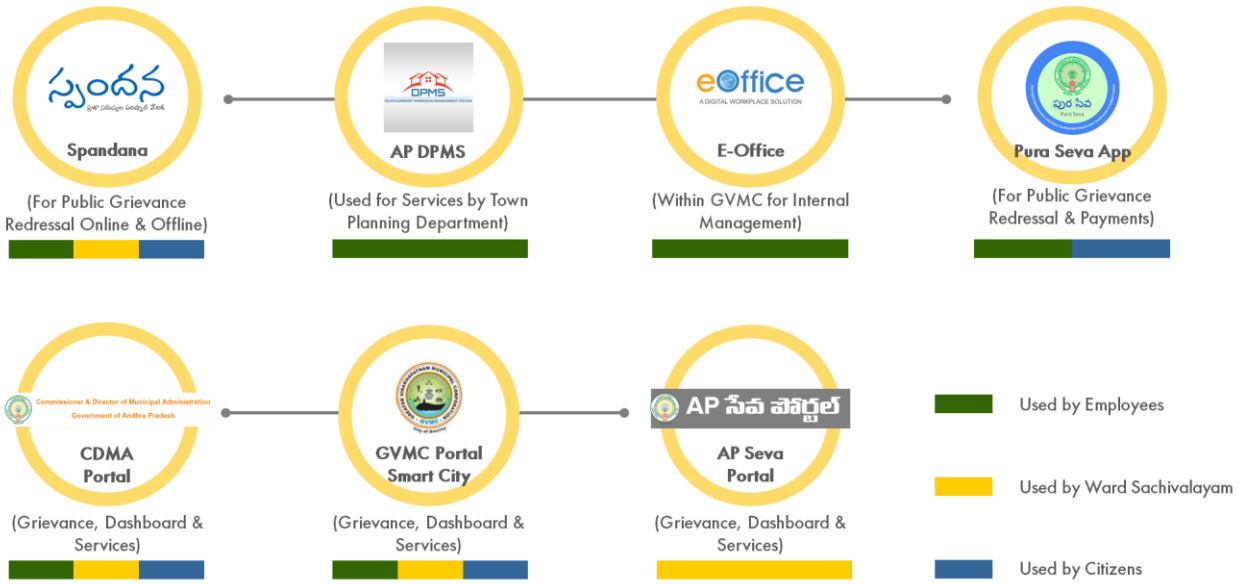


Figure 25; All Applications used on Ground in Visakhapatnam

Source: Citizens and Employees. (2022, March). Primary Survey and Observations. (K. S. R, Interviewer)

Exhibit 16: Field Observations from Visakhapatnam

Greater Visakhapatnam Municipal Corporation currently has three modules for Public Grievance Redressal, out of which the widely used platform is the Spandana Module followed by the GVMC Portal – COC. With all these three modules in place, Pura Seva App and the CDMA (Channels) are integrated with connection to the Public Grievance Redressal. The C*OC – Smart City – GVMC Portal is a separate Public Grievance Redressal platform.

The Spandana (Offline and Online PGR System) works as a standalone platform. The awareness of the Module is higher compared to the other ones. The interface of the website and app is bi-lingual making it accessible to the citizens. The complaints that are registered at Ward Sachivalayam are usually taken through Spandana Grievance System Module only. When the citizens try to register offline at the Ward Sachivalayam or the GVMC main office, the complaints tend to be solved through oral orders and are mostly not being entered into the grievance system.

The CDMA Website and the PuraSeva App, lack awareness among the citizens. The interface of both the website and the app is available only in English making it challenging for the local citizens. Delay in complaint resolution as the mapping of the employees, departments, and

the recently added wards are not updated, thus the complaint gets routed to the wrong department or the employee making the process tedious. Hence it is not opted for by the citizens.

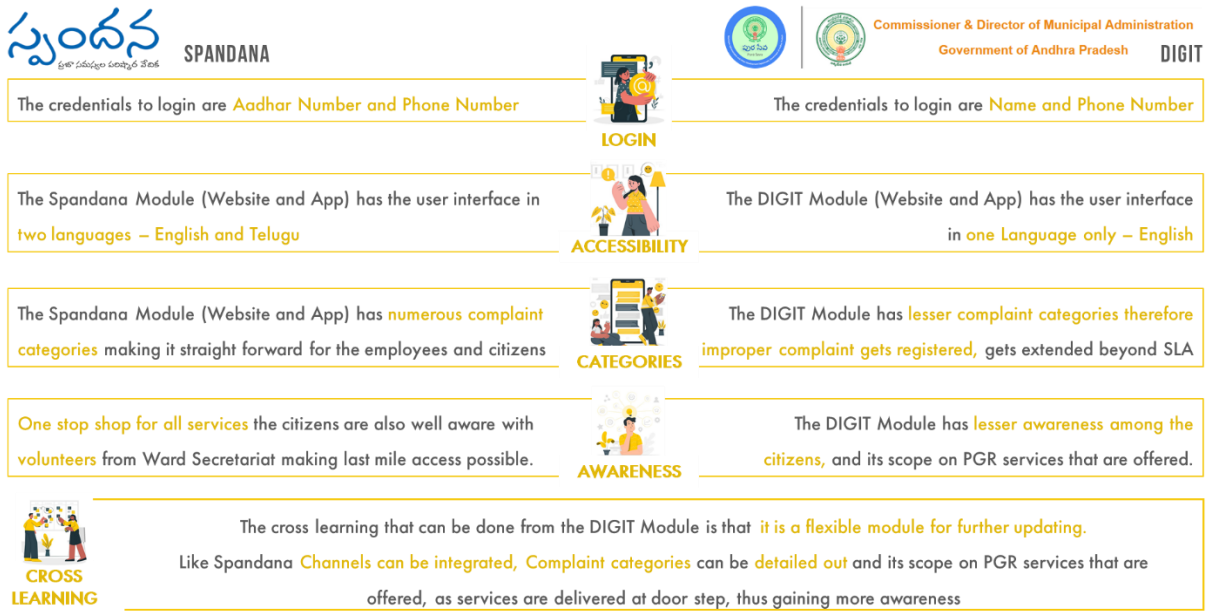


Figure 26: Findings from the Field Observations from Visakhapatnam

Source: Citizens and Employees. (2022, March). Primary Survey and Observations. (K. S. R, Interviewer)

Exhibit 17: Field Photographs from Visakhapatnam

Figure 27: Greater Visakhapatnam Municipal Corporation

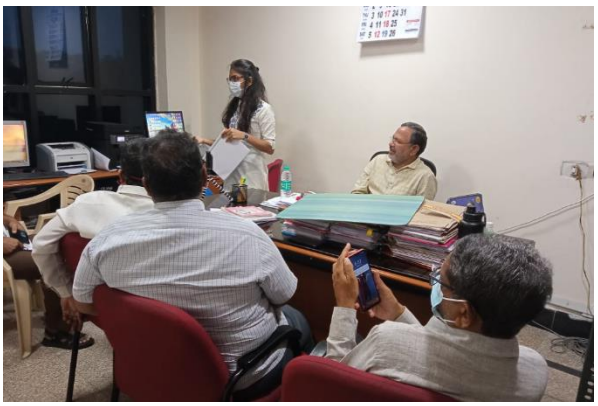


Figure 28: Interview with the Engineering Department

Figure 29: Interview with Deputy Mayor, GVMC, Mr. Satish.

Exhibit 18: PGR channels mentioned in DIGIT's Guntur ULB Portal

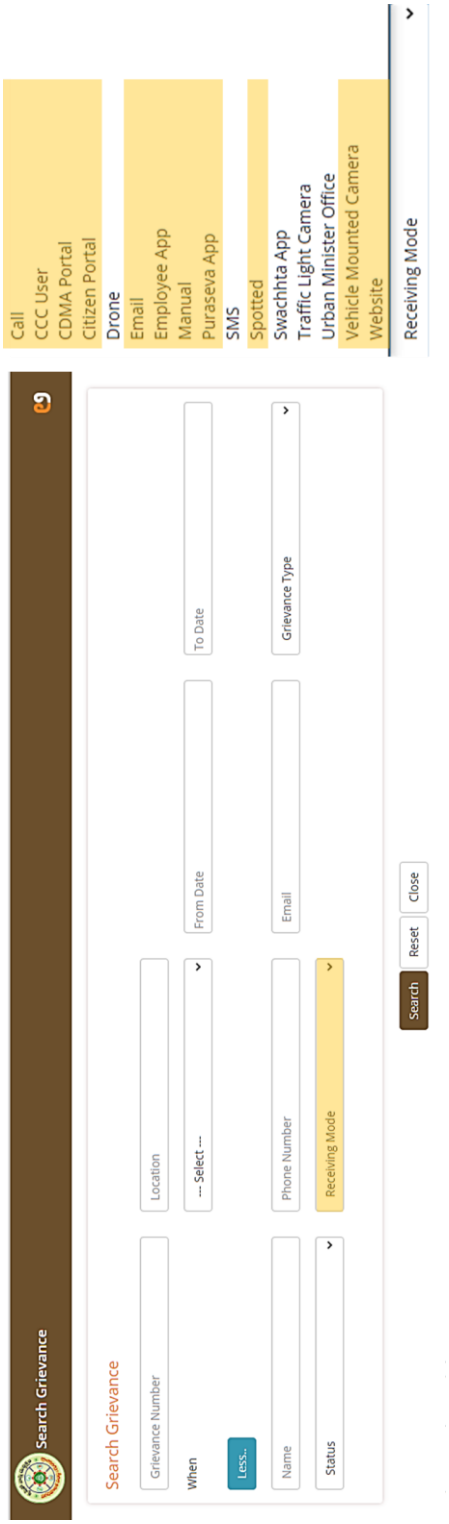


Figure 30: PGR channels mentioned in DIGIT's Guntur ULB Portal

Source: Citizens and Employees (2022, March). Primary Survey and Observations. (V. Vaasanthi, Interviewer)

F. Teaching Note

Abstract

The case study focuses on the experience of digital transformation of urban governance in Andhra Pradesh (AP) across two Urban Local Bodies. The case contains the documentation processes of implementation of the open-source platform Digital Infrastructure for Governance Impact & Transformation – DIGIT for Public Grievance Redressal in Guntur, and Vishakhapatnam through the partnership between eGovernments (eGov) Foundation and Commissioner and Director of Municipal Administration (CDMA). The case focuses on the post-implementation scenarios and the user experiences with the digital modules. The case brings in opportunities for the participants to discuss the pros and cons and put forth their opinions and suggestions in building an improved experience for the users.

Target Group

The case study is intended to be delivered as a part of the academic curriculum at policy schools and courses in India and globally, and is suitable for bureaucrats undergoing induction or in-service training, mid to senior-level government officers in charge of urban development.

Learning Outcomes

The Case is designed to address the following learning outcomes:

1. Insights on implementation of the integrated platform-based approach for urban e-governance.
2. Importance of multiple channels for last-mile connectivity.
3. Functioning of integrated online modules for service delivery.
4. Challenges faced by the ULBs amidst the post-government changes.

Teaching Strategy

The common part of the case study describes the digitization of urban governance in AP. The case is divided into two parts, A and B, capturing the service delivery of Public Grievance Redressal (PGR) through its various channels from the cities of Guntur, and Vishakhapatnam. The case can be explained with both the cities in one session of 120

minutes or two sessions with one ULB of 90 minutes each. The case is accompanied by reading material that can be shared before the session.

It is advised to introduce the organization, eGovernments Foundation, and its open-source platform DIGIT, and provide the reading material a week before the session.

Session Overview

The case study begins with the introduction of the eGovernments Foundation, and its flagship technology platform, DIGIT. The case covers the selection process of DIGIT in AP and the three implementation phases of DIGIT in the state along with the current scenario. The on-ground scenario of PGR service delivery through DIGIT and other active channels is captured from Guntur, followed by Vishakhapatnam. At last, the major findings from both the cities and the conclusion is provided. The case is to be discussed in an open discussion forum in one or two sessions as mentioned above.

1. Overview of DIGIT by eGov Foundation

In general, discuss the impact of digital governance across India and how it has helped in transformation?

- Give an overview of the eGovernments Foundation, the DIGIT – Open-Source platform, and its usage.
- Discuss the modules provided as a part of the DIGIT platform.
- Discuss the implementation of DIGIT in different states.

2. Implementation of DIGIT in AP

Pause 1: Is it better to have a standardized and integrated platform for governance? If so, discuss the pros and cons.

- Discuss the objectives set by the Government of AP for adapting an online platform in the state.
- Discuss the selection process of DIGIT by the Government of AP.
- Discuss the three implementation phases of DIGIT and the current scenario in AP.
- Introduce and discuss the eGov Maturity framework and the levels involved.
- Explain the Grievance Redressal Workflow of DIGIT applications, i.e., CDMA Website, and PuraSeva App in AP.

PGR for Urban e-Governance - Insights from ULB

3. City Profile, and its PGR Overview

- Introduce the ULB by talking about the city specifications, its demographics, organization structure, and facilities present.
- Explain the overview of PGR in the ULB analyzed through the PGR Dashboard of the CDMA Website.
- Discuss the highest complaints received through the various PGR channels across the various departments of the ULB. State the top ten complaint categories received by the ULB for the mentioned duration in order to get an overview.
- Discuss the overview of the survey conducted in the ULB.
- Discuss the PGRS implementation timeline in the ULB.

Pause 2: State your opinion on the necessity of multiple channels for efficient service delivery in PGR. What makes the PGR module to be efficient and flexible?

- Discuss the PGR channels active on the ground, and state the channels which are not integrated with DIGIT.
- Explain all the online applications used on the ground for all the purposes in general to get an understanding of ULB's digitization.

Pause 3: For inclusivity, and accessibility what can be the possible ways for last-mile connectivity?

- Discuss the options of last-mile connectivity, i.e., Ward Secretariats, SHGs, etc., under the ULB.
- Discuss the online applications used at the Ward Secretariates which are the main point of contact for the citizens, which help in the last mile connectivity.
- Enact a role play between two characters, a LIG citizen, and a MIG citizen discussing the pros, and cons of having multiple channels for the last-mile connectivity.

4. Outcomes and Conclusion from the Study.

The major findings and conclusions are common for the city of Guntur, and Vishakhapatnam.

Pause 4: How should the ULBs cope with post-government changes? How effective should the PGR module be to sustain the changes in the political scenario?

State the positive outcomes of prominent modules used in the ULBs, i.e., DIGIT, and Spandana specified in the conclusion of the study.

Mandatory Readings/ Media/ Websites

1. About eGovernments Foundation
https://egov.org.in/

2. About DIGIT, an open-source software
https://www.digit.org/

3. Urban e-Governance Implementation Report by eGovernments Foundation
https://www.digit.org/wp-content/uploads/2018/05/Andhra-Pradesh-eGovernance-Implementation.pdf

4. Our Journey to National–Scale Impact Report by eGovernments Foundation

5. Commissioner and Director of Municipal Administration (CDMA) Website
https://cdma.ap.gov.in/

6. PuraSeva Application
https://play.google.com/store/apps/details?id=cdma.gov.mobileapp&hl=en_IN&gl=US

7. Video on introduction to eGov
https://www.youtube.com/watch?v=q98LcSGLTxo

8. Video on the introduction of eGov and platform of DIGIT
https://www.youtube.com/watch?v=mqlMLQuUI6k

9. Impact book of eGov implementation in India

Suggested Readings

10. Lean Data Insights for PuraSeva App 2019 by 60_Decibels

11. PuraSeva Impact Performance Report 2021-22 by 60_Decibels