



# **Good Governance Practices in Public Administration**

## **Documentation of MEE SEVA**

**February 2014**

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### 1. INTRODUCTION

Delivery of public services through electronic means has assumed increased focus in India with the introduction of National eGovernance Plan (NeGP) and the formulation of Information Technology (Amendment) Act, 2008 and draft Electronic Services Delivery Bill, 2011 by the Department of Electronics and Information Technology (DeitY), Government of India (GoI).

NeGP initiated in 2006, is an ambitious program undertaken by DeitY to improve the efficiency of service delivery to citizens and businesses. The plan seeks to create appropriate governance and institutional mechanisms, establish core infrastructure and implement Mission Mode Projects (MMPs) in the central and state governments. In essence, NeGP aims to make all government services accessible to citizens in their locality through common service delivery outlets in an efficient, transparent, reliable and affordable manner to help fulfil their basic needs<sup>1</sup>.

The four pillars of NeGP were identified as **State Wide Area Network** (SWAN) to bring speed, efficiency, reliability and accountability in overall system of Government-to-Government (G2G) functioning; **State Data Centre** (SDC) to consolidate services, applications and infrastructure to provide efficient electronic delivery of G2G, G2C and G2B services; **State Service Delivery Gateway and portal** (SSDG) to provide a standardized interfacing, messaging and routing switch through which various departments and service providers can make their applications and data inter-operable; and **Common Service Centres** (CSC) to set up internet enabled centres in rural areas to be the delivery points for Government, Private and Social Sector services to rural citizens of India.

The introduction of NeGP and expansion of Information Technology (IT) Enabled Services during this time necessitated the amendment of the IT Act, 2000 (formulated in 2000 to facilitate the growth of eGovernance and electronic based transactions, prevent computer-based crimes and ensure security practices and procedures). Accordingly, the IT (Amendment) Act, 2008 (No.10 of 2009) was introduced with key features such as penal provisions for electronic crimes and digital signature for bringing harmonization with Model Law on Electronic Signatures adopted by United Nations Commission on International Trade Law.

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<sup>1</sup> DEIT. (n.d.). *National e-Governance Plan* <http://DeitY.gov.in/content/national-e-governance-plan>

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Giving further impetus to these initiatives, DeitY formulated the draft Electronic Services Delivery Bill, 2011 that provides for delivery of public services by the Government in electronic mode. The draft Bill heralds an eventual shift to electronic documentation in the Government Departments, which includes digitisation of documents, issue of digitally signed certificates and creation of centralised digital repositories.

### a. Policy formulation in Andhra Pradesh

The national initiatives on electronic delivery of services found reflection in the formulation of the Andhra Pradesh Information Technology (Electronic Service Delivery) Rules, 2011<sup>2</sup> in exercise of the powers conferred by sub-section (1) of section 90 of the Information Technology Act, 2000. The rules provide legal sanctity to digitally signed certificates and make it mandatory for the departments to migrate to electronic service delivery within a period of three years.

### b. Introduction of Mee Seva

*Mee Seva* (meaning *at your service* in Telugu), an initiative of the Government of Andhra Pradesh has evolved as a response to the changing realities in eGovernance. It is an online, transparent and secured citizen-centric service facility to provide convenient access to the citizens without any need for them to go to multiple Government offices for getting their work done.

*Mee Seva* acts as an end-to-end mechanism for delivery of G2C services by integrating existing service delivery models of the State such as eSeva, APOnline, Rural Service Delivery Points, RAJiv Internet Villages and Common Service Centres.

*Mee Seva* works through the central pooling of relevant departmental records such as *Adangal/Pahani* <sup>3</sup> (Proof of ownership), Records of Rights (R.O.R), income certificate, caste certificate and residence certificate along with the digital signature of the authorized officer and rendering them using a web-service. *Mee Seva* leverages to fullest extent, the IT infrastructure under NeGP like SDC, SWAN and CSCs.

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<sup>2</sup> G.O.Ms.No. 10 (Information Technology & Communications (Infrastructure) Department) Dt: 18.10.2011

<sup>3</sup> Adangal means "inclusions or contents", which you obtain from the Village Administrative Officer [VAO]. The adangal is fairly conclusive proof of ownership. It will list name, survey number, extent, the type of land, what is cultivated and what the tax is

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Simply stated, Mee Seva is single entry portal for an entire range of G2C and G2B services delivered through a network of kiosks.

Figure 1: Mee Seva Website



### c. Documentation Methodology

The following sections comprise a documentation of *Mee Seva*. The format for this documentation has been prescribed by the Department of Administrative Reforms and Public Grievances, Government of India. Accordingly, the documentation of *Mee Seva* is presented in seven sections, namely 1. Situation before the intervention, 2. key challenges faced by innovators, 3. strategy adopted, 4. results, 5. sustainability, 6. key lessons learnt and 7. replicability.

This documentation is based on detailed primary and secondary research. Primary research involved consultation with key stakeholders of *Mee Seva* such as citizens, kiosk operators, *Mee Seva* officials and the *Mee Seva* project team. As part of the secondary research, previous documentations on *Mee Seva* were referred to as listed in the bibliography.

### 2. SITUATION BEFORE THE INTERVENTION

- a. **Existing models:** Before the introduction of *Mee Seva*, Andhra Pradesh had several single window service delivery models operating in the State. These were the following:
  - i. **eSeva:** eSeva was initially launched as a pilot project under the name TWINS (Twin Cities Integrated Network Services) since the project was implemented in the state capital, which comprised the twin cities of Hyderabad and Secunderabad. In 2001, it was decided to implement TWINS renamed as e-Seva in the entire State of Andhra Pradesh. eSeva aimed to provide selected services and information of departments and agencies of State and Central Governments to the citizens of the State in an efficient, reliable, transparent and integrated manner on a sustained basis through easy access to a chain of computerized Integrated Common Service Centres<sup>4</sup>. eSeva operated 796 centres across the State.
  - ii. **APOnline:** APOne Ltd., was set up in 2002 as a Joint Venture between AP Technology Services and Tata Consultancy Services Ltd., to serve the growing IT needs of departments and ensure citizen centricity in their operations. APOne delivered G2C services through internet as well through a network of 2661 kiosks across the State. APOne also operates the official portal of the Government of Andhra Pradesh (<http://www.aponline.gov.in>) launched on 23rd March, 2002 to provide an electronic gateway to various services offered by the Government<sup>5</sup>.
  - iii. **Rural Service Delivery Points (RSDPs):** In 2003, government started RSDPs by upgrading 2500 existing STD/PCO centres to deliver government service electronically. Services like electricity bill collection, downloading of application forms, and issue of land records were provided through such RSDPs.
  - iv. **Rajiv Internet Village (RAJiv):** RAJiv centres were started as a rural eSeva model to bring the government closer to the people and for easy access to the information and electronic service delivery in rural areas.

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<sup>4</sup> G.O. Ms. No.17 (Information Technology & Communications Department) Dt.09-05-2002

<sup>5</sup> TCS. (2011). *APOnline : Single window electronic delivery of services*.

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- v. **Common Service Centres:** In pursuance to NeGP which aimed to provide integrated services to citizens through CSC model for a cluster of five to six villages, close to 4600 CSCs were established across the State.
- vi. **Bhoomi counters:** *Bhoomi* counters were started in 416 *mandals* of eight districts, during 2008-09 for issue of Land related certificates to the public from Land Records data available in *mandal* computers.

### b. Key drivers for change to Mee Seva

- i. **Fragmented operations:** In view of the multiple models operating in isolation across the State, it was decided in 2007 to bring eSeva, RSDPs, RAJiv centres and CSCs under the common nomenclature of RAJiv Citizen Services<sup>6</sup>. However, regardless of such efforts to bring about a minimum uniformity among these different service models, they were essentially fragmented entities operating under different service providers with different business models.
- ii. **'Post-office' mode of operation:** While the existing single-window models helped reduce frequent visits to multiple offices for utility payments and served as nodal centre for applications for a variety of services like land records, passport etc., they were still acting as 'post-offices' which merely accepted applications, dispatched them to the concerned offices, received certified receipts or documents and gave them to the citizens.
- iii. **Non-automated back-ends:** While the single-window models presented an automated front-end, the back-end operations in most participating departments were manual in nature. The process of accessing crucial records relating to land, registration, etc., lying in paper form in various offices was time-consuming and tedious. Even where the records were digitized, chances of tampering were not completely eliminated.

As these records are required for various purposes like claiming reservations, bank loans, scholarships and other social benefits, citizens had to make multiple visits to get them. Large demand during peaks seasons such as school/college admissions coupled with lack of stipulated time-frames for service delivery and effective grievance redress mechanisms, very often put

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<sup>6</sup> G.O. Ms. No.15 (Information Technology & Communications Department) Dt.01-06-2007



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citizens at the mercy of unscrupulous officers and middlemen. The arrangement also placed a heavy burden on officers as many of them had to work overtime during months of peak demand to deliver the certificates.

A combination of the aforesaid factors encouraged the introduction of an intervention that broadens the present scope of operation of service centres, provides reliable and secured software architecture, becomes a part of the NeGP architecture, offers a common look and feel and provides a common interface for each of the State Designated Agencies for extending services through their respective Common Service Centres (CSCs). It was in this context that, *Mee Seva* was introduced as an overarching framework, which would bring together disparate service delivery models and ensure seamless, efficient and cost effective service delivery to the citizens.

### 3. KEY CHALLENGES FACED BY THE INNOVATORS



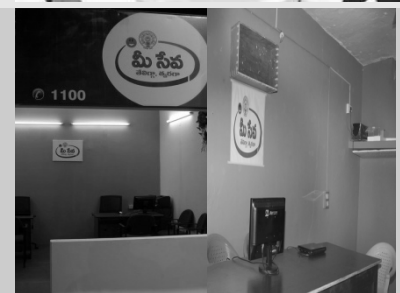
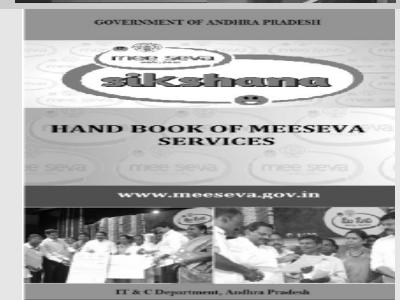
- a. **Creating awareness:** *Mee Seva* has been conceived with the primary aim of providing a common kiosk-based interface for several departments so that citizens do not have to visit multiple government offices for availing services. However, generating awareness among the citizens regarding *Mee Seva* was a major challenge as eSeva, RAJiv centres, APOnlines, etc., were already operational across the State for delivering basic G2C and B2C services. Citizens had to be made aware about the integration of all such centres within the *Mee Seva* fold to avoid confusion regarding the multiplicity of centres and variations in processes.

Figure 2: *Mee Seva* awareness generation measures

Images	Awareness generation measures
	Training programs through MANA TV where members from the State project team, NIC, etc came and held detailed discussions on availing services through <i>Mee Seva</i> .
	<i>Mee Seva</i> transaction video has been uploaded on the website which can be watched in you tube to familiarise people with <i>Mee Seva</i> transactions



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Images	Awareness generation measures
	<i>Mee Seva</i> score boards are placed in prominent places in the Andhra Pradesh Secretariat
	Most public meetings by the Chief Minister, other ministers or senior officials includes few talking points on <i>Mee Seva</i> to create awareness among citizens
	In order to create easy association in the citizen's mind, <i>Mee Seva</i> centres are required to have a common look and feel across the State. This includes standard colour schemes, sign boards, citizen charters and notice boards at each centres.
	The handbook of <i>Mee Seva</i> services is one of the first documents in the entire country to give step-wise instructions to citizens regarding the availing of 200 services from departments, contact details of all concerned officers, <i>Mee Seva</i> centre agents, helpline numbers, etc.

- b. Introduction and acceptance of digital signatures:** In line with NeGP objectives, *Mee Seva* sought to bring about a key process change in the way services were delivered by the Departments. This was the introduction of digital signatures, which can be used to authenticate the identity of the signer of a document. *Mee Seva's* attempt to issue government documents to citizens with digital signature<sup>7</sup>

<sup>7</sup> A digital signature (standard electronic signature) takes the concept of traditional paper-based signing and turns it into an electronic "fingerprint." This "fingerprint," or coded message, is unique to both the document and the signer and binds both of them together. Digital signatures ensures the authenticity of the signer. Any changes made to the document after it has been signed invalidate the signature, thereby protecting against signature forgery and information tampering. As such, digital signatures help organizations sustain signer authenticity, accountability, data integrity and the non-repudiation of signed electronic documents and forms.

This is different from an electronic signature which can be as basic as a typed name or a digitized image of a handwritten signature. Consequently, e-signatures are very problematic with regards to maintaining integrity and security, as nothing prevents one individual from typing another individual's name. Due to this reality, an electronic signature that does

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was the first of its kind in the country and posed major challenges in terms of cost, infrastructure requirements as well as security considerations.

Further, the acceptance of digital signatures has been a major concern. Citizens and officials have not been very comfortable with digital signatures. There have been several instances of *Mee Seva* certificates being rejected even within the state as well as in other States. Cultural reticence, unequal access to technology, and the lack of an adequate legal and service infrastructure has made the shift to digital signature, a major challenge for implementers.

In order to address the issue of reluctance of departments to accept *Mee Seva* certificates, a circular<sup>8</sup> was issued which highlights all the relevant points of the AP Information Technology (ESD) Rules, 2011 and specifically states that digitally signed certificates permits and licenses issued by *Mee Seva* kiosks in accordance with are legally equivalent to the ink signed and sealed documents hitherto issued by the statutory authorities. It was made mandatory for all institutions to honour and recognize the certificates issued by authorised agents of *Mee Seva* including all SCAs. All HoDs and District Collectors were instructed to bring the ESD rules to the notice of all institutions under their control including private institutions to pre-empt any inconvenience for the citizens.

- c. **Tendency of citizens to approach the department:** Although it was decided to deliver selected services through *Mee Seva*, it was a major challenge to ensure that citizens approached the *Mee Seva* centres instead of the departments. Therefore, a government order<sup>9</sup> was issued to instruct that statutory services delivered through *Mee Seva* shall not be delivered in parallel in the manual format. As per the order, separate initiatives and stand-alone applications in various districts shall also be merged and subsumed in the *Mee Seva*.
- d. **Power problems:** *Mee Seva*'s key competence lies in the delivery of critical documents to citizens in a limited time. However, rural areas of Andhra Pradesh face persistent power cuts especially during the summer, thereby rendering the *Mee Seva* centres non-functional as the servers will be down and the printers and

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not incorporate additional measures of security (the way digital signatures do, as described above) is considered an insecure way of signing documentation. (Source: <http://www.arx.com/digital-signatures-faq>)

<sup>8</sup> Circular No. 24 (2)/PM/IT&C/2012 dated 08.02.2012

<sup>9</sup> G.O.MS.No. 3 (Information Technology & Communications (Infra) Department), dt:22.02.2012

scanners, non-operational. Therefore, many centres have installed inverters and are considering up-gradation to generators as power has not been available even for inverter-recharge.

- e. **Change management:** Successful adoption of new systems depends largely on capacity building for the intended users. Given *Mee Seva*'s scale of operations, large number of officers and operators had to be trained, which would have involved huge expenditure if undertaken through traditional classroom modes. Instead, the IT&C Department adopted a multi-pronged approach for capacity building of the department personnel and *Mee Seva* operators.

*Mee Seva* capacity building trainings are being conducted through - i) *Mana TV* (Live Television broadcast), ii) Video Conference facility, iii) Conducting Training from the centres located at RDO Offices iv) Class room Training to the *Mee Seva* operators by the service providers and to the departmental officers and v) Hands-on Training at District /Divisional level Training Centres.

#### 4. STRATEGY ADOPTED

##### a. Legal framework

The Government of Andhra Pradesh issued the Andhra Pradesh Information Technology (Electronic Service Delivery) Rules, 2011 vide G.O.Ms.10, of IT&C Department, dated 18.10.2011 to enable and regulate the electronic filing of applications and the issue of Digitally Signed licenses, permits, certificates, sanctions or approvals and the receipt or payment of money for the delivery of services. The Electronic Service Delivery rules *inter alia* contain the following key points:

- Competent Authorities and other Statutory Authorities can deliver public services adopting the system of electronic service delivery with the use of Digital Signature Certificates.
- Any license, permit, certificate, sanction or approval delivered in accordance with the rules to be admissible in any proceedings, without further proof or production of the original.
- The receipt or payment of money by or in favour of Government adopting the system of electronic service delivery shall be deemed to be a receipt or payment effected in compliance with the Financial code and Treasury code of the Government.

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- Within 180 days of the coming into force of these rules, Competent Authorities shall publish the public services of the department/agency/body which are to be delivered through electronic mode, date by which each such service shall be made available through electronic mode; the manner of delivery of such services and their service levels; and the designated officers for delivery of each such service through electronic mode.

### b. Implementation strategy

- i. Inter-departmental coordination meetings** - Once *Mee Seva* was conceptualized, meetings were conducted with key Departments, to describe the entire concept, its impact and bring them on board at the very inception. Series of consultations with different stakeholders like Chief Commissioner of Land Administration (CCLA), Joint Collectors and from the technical side, NIC, APOnline, etc., to understand the services and the status of the computerization of land records. Government issued orders to all the Departments to identify the respective departmental services that can be offered through *Mee Seva*.
- ii. Categorization of services** – The services delivered through *Mee Seva* have been grouped into categories A and B.
  - **Category A:** Certain high volume, high impact services of departments have been identified for delivery across the counter in 15 minutes by accessing the departmental databases. No supporting documents need to be given at the kiosk.
  - **Category B:** Services listed in this category involves mandatory departmental work-flow and requires verification of documents/notices/hearings/field inspections and approval of the concerned authorities. Applications for services under this category are received by the kiosk operators along with supporting documents and forwarded to respective officers who handle it thereon according to the prescribed workflow.

Category B services have been further divided into B1 and B2 based on the nature of back-end processes involved in service delivery. Category B1 services are delivered in less than five working days and can be moved to category A

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from the second and subsequent request onwards<sup>10</sup>. Category B2 services are statutory services that involve notices/hearings/field inspections and are governed by statutory time limits.

*These are equivalent to the Type 1, 2 and 3 categorisations adopted by DeitY in e-District MMP National Rollout Guidelines 2012, titled 'Integrated Framework for Delivery of Services'*

**iii. Linkage with departments:** The web-based application called *Mee Seva* portal was developed to link kiosks with departmental databases to render services. Departmental applications were suitably modified to enable this linkage and connectivity between departments, portal and the kiosks was established through the Andhra Pradesh State Wide Area Network.

**iv. Pilot implementation:** *Mee Seva* was launched in Chittoor district from 4<sup>th</sup> November 2011 on a pilot basis. During this phase, 10 G2C services pertaining to Revenue and Registration Departments were delivered through 120 centres of eSeva, APOne and other CSCs. It was planned to extend *Mee Seva* to all remaining 20 districts by March 2013. Following activities were taken up during this period:

*In anticipation of the huge demand from students for certificates for social benefits such as income, residence and caste certificates during the month of June-August, instructions were issued to the District Collectors<sup>11</sup> to collect the requisite data at for Class X and above students. The collected data was verified and digitally signed database by Tehsildars and stored in the database for issue under Category A.*

- *Mee Seva* team prepared the digital databases for several services in anticipation of demand during the scale-up phase.
- *Mee Seva* was also included in the 'Computerization of Tehsildar Offices Project' and accorded funding<sup>11</sup>.

**v. Service Level Agreements (SLA):** SLA is an agreement between the service provider and the service seeker that defines the service levels, terms and conditions for enforcing the service levels and remedies for default or delays in achieving the prescribed service levels. In the context of *Mee Seva*, SLA essentially refers to the time-frame within which a service is to be delivered by the *Mee Seva*

<sup>10</sup> DoLR, GoI, NIC (). 'Mee-Seva-Andhra Pradesh-Service at Door Step' in Success stories on National Land Records Modernization Programme (NRLMP) [http://dolr.nic.in/dolr/downloads/pdfs/revenue\\_ministers\\_document.pdf](http://dolr.nic.in/dolr/downloads/pdfs/revenue_ministers_document.pdf).

<sup>11</sup> G.O.Rt.No. 390 (Revenue (District Administration) Department) dt:- 13 -03-2012

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service provider. The SLAs set for the services of most departments has been drawn from their respective citizen's charters.

- vi. **Integration of delivery models:** In implementing *Mee Seva*, multiple service delivery models such as eSeva, APOne and CSCs were brought under the brand of *Mee Seva*. All centres were required to conform to the *Mee Seva* centre specifications<sup>12</sup> which include uniform colours for exteriors and interiors and display of the *Mee Seva* logo and citizen's charters.

### c. Institutional arrangements

- i. **Apex committee:** An apex committee headed by Chief Secretary has been constituted to oversee the implementation of eGovernance projects under NeGP for Andhra Pradesh. Through an order<sup>13</sup>, it was instructed that the committee would review the progress made by departments in bringing services under *Mee Seva* besides internal action in terms of data base creation, migration to State Data Centre, procurement of digital signatures, bulk signing, and capacity building. The committee is also expected to examine the realignment of departmental applications to meet *Mee Seva* requirements.
- ii. **Nodal Department:** As the nodal department, the Information Technology & Communications (IT&C) department plays a catalyzing role in *Mee Seva* implementation. The department has been instrumental in conceptualising the project and bringing together the entire implementation set-up. It continues to play a key role in evolving guidelines, coordinating with departments and various implementation partners, driving the awareness and publicity machinery and in overall supervision of the project.
- iii. **Director, Electronic Service Delivery (ESD):** Director ESD, an executive agency under the IT&C department has been authorized to notify the services and their areas of jurisdiction under *Mee Seva* project. In order to have better administrative control, the powers of Director, ESD has been delegated to the Joint collector, designated as the Addl. Director, ESD.
- iv. **Authorized Service Providers/Service Centre Agents (ASPs/SCAs) –** The ASPs/SCAs of *Mee Seva* appointed by Director (ESD) include APOne,

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<sup>12</sup> <http://meeseva.gov.in/APSDCDeptPortal/Downloads/Mee%20Seva%20Centre%20Verification%20Form.pdf>

<sup>13</sup> G.O. Ms. No. 4 (Information Technology & Communications (Portal) Department) dt: 29 -01-2013



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APOnline CSC, eSeva SPANCO, eSeva DMC, eSeva HCL, CSC CMS, CSC Sreeven, and DeGS. The ASPs/SCAs have ensured smooth functioning of *Mee Seva* by providing and maintaining IT infrastructure, appointing Authorized Agents, training them and providing secured stationery.

- v. **District eGovernance Societies (DeGS)** are bodies constituted to co-ordinate the national rollout of eDistrict MMP at district level. In Andhra Pradesh, these societies have been constituted and made the nodal agencies for *Mee Seva* implementation and operate under the Chairmanship of District Collector.<sup>14</sup> DeGS is responsible for *Mee Seva* implementation at district level, which involves ensuring coordination amongst the various project stakeholders at field level, handling of operational and technical issues, collection of user charges and maintenance of audited accounts.
- vi. **District *Mee Seva* Resource team:** A District *Mee Seva* Resource team has been created to assist in capacity building and day-to-day implementation of *Mee Seva*. The team supports the district administration in monitoring, addressing and escalating issues pertaining to the following:
- Centre readiness as per specifications
  - Availability of secured stationery training to all stakeholders, department officials and kiosk operators
  - Status of digital signing and porting
  - Monitoring requests pending beyond SLA
  - Analysis of rejected records
  - Extending technical support to stakeholder departments
  - Periodical reports to IT&C department
- vii. **Participating Departments:** The departments delivering their services through *Mee Seva* contribute to reengineering of processes, capacity building of staff, monitoring of SLAs and take up developmental activities using the departmental share of *Mee Seva* user charges.
- viii. **Project Management Unit:** *Mee Seva* has established project management units at two levels. The PMU at Director (ESD) coordinates with the SCAs whereas the

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<sup>14</sup> G.O.Rt.No. 92 (Information Technology & Communications (Infrastructure) Department) dt:13.06.2012

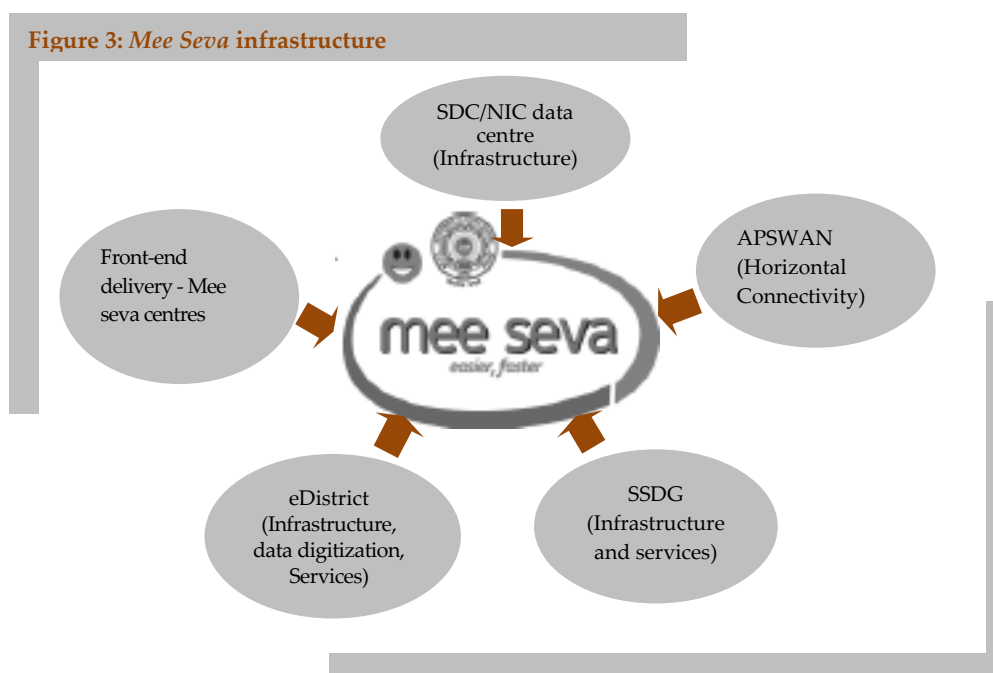


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PMU at IT&C Department coordinates with Departments and provide them handholding support.

- ix. **National Informatics Centre (NIC)** – NIC works with the *Mee Seva* team in developing departmental application and linking existing applications with the *Mee Seva* portal.

### d. Infrastructural set up



*Mee Seva* service delivery platform comprise of the following components:

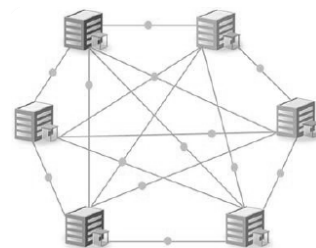
<b>Mee Seva centres</b>	Front-end delivery channels
<b>SCA/APOnline data centres, SSDG, e-District</b>	Middle/intermediate layer
<b>SDC/NIC Data Centre/ Depts/.</b>	Back-end systems (Request Processing Systems)
<b>APSWAN</b>	Network segments connecting the front-end delivery channels to back-end systems through middle layer

- i. **Front-end delivery channels**, the *Mee Seva* service centres are located in all *mandals* of the 23 districts in the State. There are around 7100 centres across the State operated by multiple ASPs/SCAs.

ii. **The Middle Layer:** The systems comprising the Middle /Intermediate Layer are located in SCA and APOnline data centres, eDistrict and the SSDG. A brief description of eDistrict and SSDG is given below:

- a. **eDistrict:** eDistrict is an MMP under NeGP which enables the district administration to automate back-end workflows of departments through process redesign and data digitization to achieve an integrated approach to service delivery. eDistrict envisages a centralized architecture at the State level with common application software for each of the identified services for all the districts of the State using SWANs, SDCs, SSDGs and CSCs. In Andhra Pradesh, CSCs established under eDistrict project have been integrated with *Mee Seva*. Around 50 services developed using eDistrict are currently rendered through *Mee Seva*.
- b. **State Service Delivery Gateway (SSDG)<sup>15</sup>:** “Enabling electronic Forms Application through State Portal and Service Delivery Gateway”, in short, ‘State Service Delivery Gateway’ (SSDG) is an MMP under NeGP. SSDG’s primary role is to integrate information fragmented as islands of legacy systems spread across government departments, which use heterogeneous platforms and technologies and exist at diverse geographical locations, in varying state of automation. SSDG acts as a *standards-based messaging switch* and providing seamless interoperability and exchange of data across platforms.

SSDG plays a crucial role in the operation of *Mee Seva*. As different departments provide electronic services through applications developed on diverse platforms, any interaction among the applications of these departments would require connectors/adaptors for point-to-point connections between departments, creating a *mesh and tight coupling* between applications.



SSDG helps reduce such point-to-point connections and provide a standardized interfacing, messaging and routing switch through which various players such as departments, front-end service access providers and back-end service providers can make



<sup>15</sup> Mee Seva. (n.d.). Departmental User Training Course ware (Police Department): State Service Delivery Gateway  
<http://www.meeseva.gov.in/APSDCDeptPortal/Downloads/Manuals/Courseware%20Police%20Department.pdf>.

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their applications and data inter- operable. SSDG essentially acts as a middleware between the *Mee Seva* portal and State Government departments and enable:

- Online/Offline e-filing of application forms at CSCs through State Portals
- Intelligent routing of forms to the destination field office
- A front end application mechanism through e-Forms
- Assured electronic delivery, acknowledgement and status tracking of application
- Online payments
- Repository of Government Information and services
- MIS reporting at the State level

Currently 46 services developed using SSDG are being rendered through *Mee Seva*.

iii. **Back-End systems** are located in the respective government departments, in State Data Centre (SDC) and in NIC Data Centre.

- a. **SDC** has been identified as one of the important elements of the core infrastructure for supporting eGovernance initiatives of NeGP. SDCs are expected to consolidate the services, applications and infrastructure to provide efficient electronic delivery of G2G, G2C and G2B services through common delivery platforms. Some of the key functionalities of SDC include central repository, secure data storage, online delivery of services, citizen information/services portal, state intranet portal, disaster recovery, remote management and service integration. It enables various State departments to host their services/applications on a common infrastructure leading to ease of integration and efficient management, ensuring that computing resources and the support connectivity infrastructure is adequately and optimally used.
- b. **State Electronic Certificate Repository (SECR)** - All the certificates and documents issued by *Mee Seva* are being stored at a location called SECR. SECR is placed in the public domain for verification of the certificate (issued under *Mee Seva*) using the unique Application number. SECR also serves as a repository, where certificates issued under Category B (involving Departmental workflow and field level verification) are stored and can be later re-issued across the Counter (Cat. A).

#### iv. **Network segments: Andhra Pradesh State Wide Area Network (APSWAN):**

APSWAN provides connectivity among the proposed Data Centre site, the Secretariat, various Departments and at District and Block levels. Since these transactions require substantial flow of data, connectivity was provided or improved to all the Government departments as well as the kiosk using APSWAN. APSWAN network has 8 Mbps bandwidth from State to District Head Quarters and 2Mbps bandwidth from district to *mandal* head quarters.

*Mee Seva* centres in Hyderabad and Ranga Reddy districts are connected through APSWAN to the back-end systems located in SDC or in government departments.

The *Mee Seva* centres at District and Mandal levels are connected through multiple Internet Service Providers (ISPs). The *Mee Seva* centres operated as APOne franchises, are connected to APOne data centre in Hyderabad through multiple ISPs. In turn, APOne Data Centre is connected to the SDC through an ISP link. *Mee Seva* centres in Districts and municipal areas are connected to nearest Point-of-Presence of APSWAN through ISP and in turn connected to SDC. These centres also maintain redundancy by direct connection through ISPs.

#### e. **Mee Seva process flow**

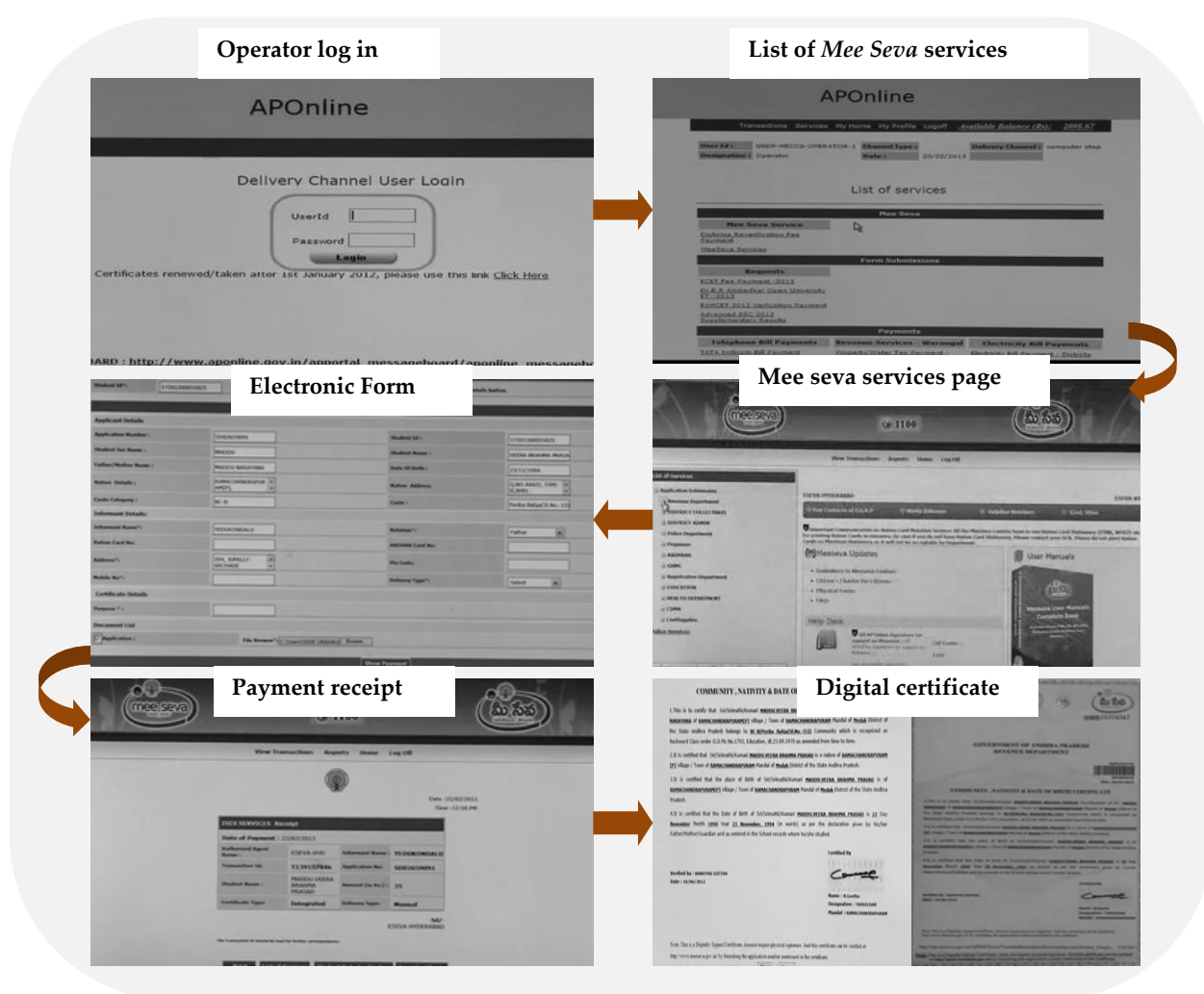
#### **Category-A Services**

- i. **Filing of application at kiosk:** Citizens apply for a service at the kiosk by filling in a physical application form supported by required documents and fees.
- ii. **Processing by operator:** Upon receiving an application, the kiosk operator logs onto the portal using his/her username and password. Thereafter, the operator selects the appropriate *Mee Seva* service requested by the citizen; he is then directed to a form where a request type is to be selected. Upon selecting the request type, the relevant ID (e.g., student SSC ID) is entered and the 'get details' button is clicked to fetch the page comprising all details related to the ID. This page has several fields for entering relevant details of a citizen's application including the mobile number and email id, which are later used to convey alerts and information to citizens regarding their applications. The operator is also required to fill in the delivery type (channel through which the service will be delivered to citizen), purpose for which the certificate is sought, etc.
- iii. Upon entering all details, the 'show payment' button is clicked to see the applicable fee for the service. If the fee paid by the citizen matches with the

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payment shown, the operator clicks the 'confirm payment' button upon which the payment acknowledgement receipt is generated. The acknowledgement receipt contains the reference number for tracking the status of application. Thereafter, the document is printed using secured stationery and given to the citizen across the counter.

Figure 4: Mee Seva – Category-A Process Flow



## Category-B Services

- Filing of application at kiosk:** Citizens apply for a service at the kiosk by filling a physical application form supported by required documents and fees. All accompanying documents are scanned and uploaded along with the electronic application prepared by the kiosk operator.
- Processing by operator:** Upon receiving an application, the kiosk operator logs onto the portal using his username and password. Thereafter, he selects the appropriate Mee Seva service requested by the citizen; he is then directed to a form where a

request type is to be selected. Upon selecting the request type, the relevant ID (e.g., student SSC ID) is entered and the 'get details' button is clicked to fetch the page comprising all details related to the ID. This page has several fields for entering relevant details of citizen's application including the mobile number and email id, which are later used to convey alerts and information to citizens regarding their applications. The operator is also required to fill in the delivery type (channel through which the service will be delivered to citizen), purpose for which the certificate is sought, etc. All accompanying documents are scanned and uploaded along with the electronic application. Thereafter the application is forwarded to the concerned officer, for example, a *Tehsildar*.

- iii. **Validation by Department:** The departmental officer will logon to the system on a daily basis using username and password and click the 'type of certificate' tab to see the list of pending requests on his dashboard. Upon clicking a request, the details of application are provided to enable the officer to decide whether it pertains to his/her jurisdiction<sup>16</sup>. Thereafter, the officer verifies the information furnished by the applicant, the documents/enclosures submitted and the fee particulars.
- iv. Based on the field verification of request, an officer accepts or rejects an application and enters remarks justifying the acceptance/rejection. The acceptance or rejection is submitted using digital signature of the officer to ensure the safety of the authorized login and process. The digital signature certification is coupled with a mandatory 4 digit PIN number assigned to the particular officer. On entering the pin and pressing 'OK' the required statement is generated which is digitally signed by concerned officer and forwarded to the central repository.
- v. Where an application is rejected, the concerned officer enters the reasons for rejection and change the status of the application to 'closed'. Print outs of memos pertaining to rejected applications and certificates of accepted applications are sent by kiosk operators and sent to the applicant's address through courier. The details are updated on the portal and an SMS is then sent to the applicant's mobile number with the certificate delivery details.
- vi. **Central data repository:** The certificate digitally signed by the officer is forwarded to the central data repository. From the central repository, the certificate is printed in secured stationery and posted to the citizen.

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<sup>16</sup> Applications which do not pertain to the officer's jurisdiction can be forwarded to the concerned officer.



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**Figure 5: Mee Seva – Category-B Process Flow**



### f. Problem Resolution and Query Handling

Immediate Problem Resolution has helped a long way in building confidence and stabilizing the application. Problem resolution techniques adopted in Mee Seva include the following:



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Figure 6: <i>Mee Seva</i> problem resolution techniques	
1100	Call centre number for citizens/kiosk operators/officials to call and register their complaints or seek information
Discussion FORUM	<ul style="list-style-type: none"> <li>• Open to <i>Mee Seva</i> Users, kiosk operators</li> <li>• Lists FAQs and recently asked questions</li> <li>• Discussions on new queries</li> </ul>
Help Desk	Receives suggestions, complaints and grievances from kiosk operators/officials/citizens through email and offers technical support
PMU mail	<ul style="list-style-type: none"> <li>• Enables inter departmental communication</li> <li>• Help resolve issues between SCAs and CSCs</li> </ul>
Request Tracking System	<ul style="list-style-type: none"> <li>• Web based request tracking tool</li> <li>• Supports role based requests and workflows</li> <li>• Single Window to track and trace requests/issues raised</li> <li>• Reduces issue/request resolution time and increases overall productivity</li> <li>• Tracks who requested what and when they requested it, what was done to address the request, who handled the request and how much time it took them.</li> <li>• Extensive search capabilities allow users to use the program's database to identify similar problems or requests that were handled in the past, making the solutions instantly available</li> </ul>
SMS based monitoring	<ul style="list-style-type: none"> <li>• Daily customized SMS for different level of administrative officers</li> <li>• Updates on transactions taking place in their jurisdiction and pendency within and beyond SLA</li> </ul>

### g. Privacy and Security Policy

- i. **Co-location of data:** *Mee Seva* follows a system where the ownership of the data rests with the concerned departments. However, the departmental data is also co-located in the SDC in a secured environment.
- ii. **Digital signatures:** Class-3 digital signatures along with PIN have been issued to all officers and kiosk operators for accessing *Mee Seva* portal for service delivery.
- iii. **Public Key Infrastructure (PKI) components:** *Mee Seva* Portal is integrated with PKI<sup>17</sup> components such as Form Signer and Form Signer Pi for authenticating the individuals accessing the portal as well as for processing the requests through digital signatures.

<sup>17</sup> A public-key infrastructure (PKI) is a set of hardware, software, people, policies, and procedures needed to create, manage, distribute, use, store, and revoke digital certificates

## Mee Seva

- iv. *Mee Seva* Portal uses Secure Sockets Layer (SSL), HTTP redirects, cookies, JavaScript, and strong symmetric key encryption to deliver the single sign-in service. The sign-in, sign-out, and registration pages are centrally hosted in the *Mee Seva* Portal.
- v. **Security audit:** At the application level, *Mee Seva* application has been security-audited initially by a Cert-in certified Agency and by STQC

### h. Unique features of *Mee Seva*

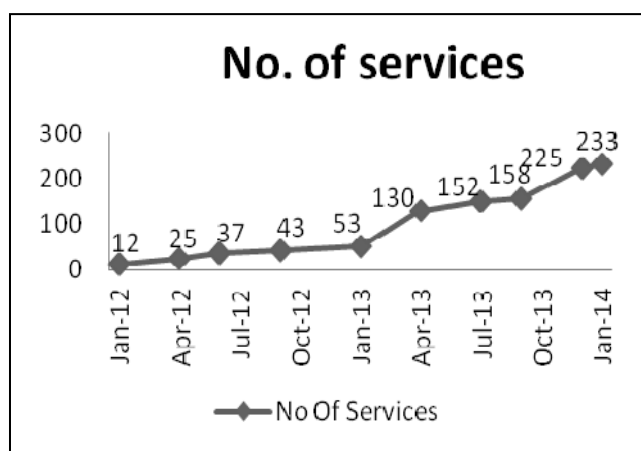
- i. **Single sign-on:** *Mee Seva* provides single sign-on facility to enable departmental users to move seamlessly between departmental and *Mee Seva* applications.
- ii. **Mass digitisation, mass porting and bulk-signing:** While adding new departmental services, the relevant databases/records existing in digital form are cleaned and ported to the central database server co-located at the SDC; where databases/records are still in manual form, they are digitised. Authorised officials provided with Class 3 digital signature certificates do bulk signing of records ported to the central database. The bulk-signing mechanism helps increase the pace of digitisation; it is tamper-proof and has audit trail for all transactions.
- iii. **SMS alerts at each stage of application processing:** *Mee Seva* has integrated SMS alert support for tracking the progress of service requests by citizens.
- iv. **Secured stationery:** *Mee Seva* certificates are issued in secured stationery that employs 11 security features, which make duplication difficult, create public confidence and minimise fraudulent and malafide practices. All certificates issued by *Mee Seva* are stored in the State Electronic Certificate repository to enable their online verifications by any authority.
- v. **Automatic Payment Gateway:** The payment collected from the applicant at the kiosk is distributed online to the various stakeholders in real-time. This solves the problem of reconciliations, late-payments and embezzlements.
- vi. ***Mee Seva* Online Portal:** The latest innovation in *Mee Seva* is the *Mee Seva* online portal (<http://online.meeseva.gov.in/CitizenPortal/UserInterface/Citizen/OnlineLoginForm.aspx>). This portal enables users to access *Mee Seva* services 24/7 directly without visiting Departments or any *Mee Seva* centres, check the status of the service request raised by them, and make secure payments using Net banking. Currently, one service each of Mines and Geology, Industries, IT&C and Registration departments are provided herein.

## 5. RESULTS

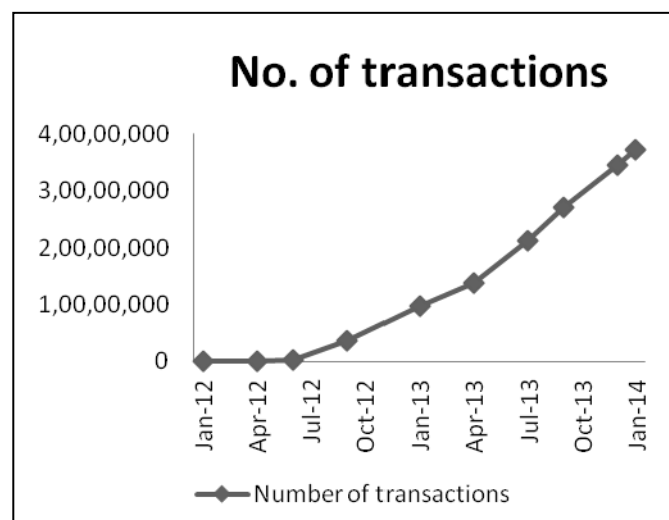
*Mee Seva* has become a widely used facility across the State. In December 2013, *Mee Seva* crossed three crore transactions bringing in a total revenue of around Rs. 70 crores. Starting with 10 services in November 2011, *Mee Seva* has scaled upto 233 services (annexure 1) by January 2014 delivered across the State through 7000 centres.

- a. Growth of *Mee Seva*:** The growth of *Mee Seva* as captured in the following diagrams reflects the results achieved in the span of about two years. The number of *Mee Seva* centres have been continuously growing although the pace of growth has slowed substantially, indicating possible saturation in reach. Similarly, after an initial increase over 1000% during June-September 2012, the rate of growth of transactions has been slowing down. On the other hand, services being added to *Mee Seva* appears to have an yearly spurt where the month of April witness a growth of more than 100%, possibly in line with the availability of funds towards the last months of financial year to spend on development of applications.

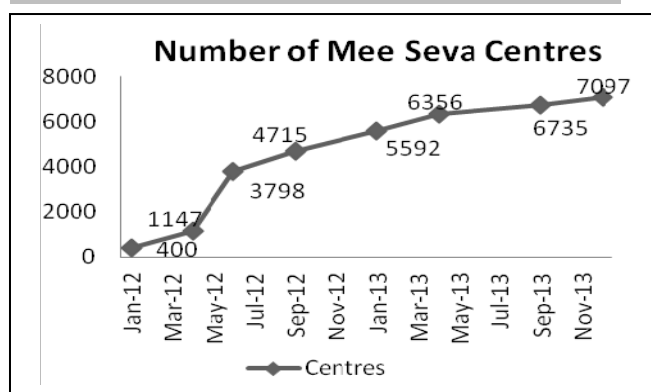
**Figure 7: No. of services delivered through *Mee Seva***



**Figure 8: No. of *Mee Seva* transactions**



**Figure 9: No. of *Mee Seva* centres**



Source: *Mee Seva* PMU

## Mee Seva

- b. **Capacity Building:** The key results achieved by *Mee Seva* in capacity building are given in the following table<sup>18</sup>:

**Table 1: Mee Seva capacity building**

Mode of training	Numbers
<b>Hands on Classroom Training</b>	
No. of department Officers	14,540
No. of Kiosk Operators	54,157
No. of Sessions	2,002
<b>Mana TV</b>	
No. of Services	225
No. of Departments	20
No. of Sessions	95
<b>Video Conference</b>	
No. of Services	225
No. of Departments	20
<b>Workshops at Field Level</b>	SSDG Workshop : 3135(69.39%)

- c. **Key Result Areas:** The following table gives an overview of the performance of *Mee Seva* in some key service delivery parameters.

**Table 2: Mee Seva Key result areas**

S.No	KRAs	Manual system	Mee Seva
i.	<b>Service Delivery Time</b>	No Adherence to Time limits	Strict Adherence to Time limits (Mentioned in the Citizen Charters)
ii.	<b>Processing time of issuing authority – services categorized for instant service</b>	3 to 15 days	15 minutes
iii.	<b>Processing time of issuing authority – services involving Departmental work-flow</b>	10 to 60 days	A per citizen charter (3 to 45 days depending on the departmental verification and approval process)
iv.	<b>Service availability</b>	Only at the issuing authority office	7000+ <i>Mee Seva</i> Centres
v.	<b>Cost to Citizens</b>	High Logistics cost and unofficial cost of Rs. 3000 crores/year	Logistics cost has been reduced as <i>Mee Seva</i> Centres have increased Government's reach to citizens. Payment of user charges (Rs 90 Crores per year) to sustain the initiative.
vi.	<b>Department Business Process</b>	No Centralised Database was	Digitization & Centralization of Land Record Management System for Revenue Services has

<sup>18</sup> IT&C Department (2014). 'Mee Seva News Letter' <http://www.meeseva.gov.in/APSDCDeptPortal/Newsletter/NewsLetter-Jan-2014.pdf>

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S.No	KRAs	Manual system	<i>Mee Seva</i>
	<b>Reengineering</b>	established earlier.	helped in creating a centralized land record data as well as integrating all the processes on a single platform. Major pain area of Revenue Department in managing land records has been relieved.
vii.	<b>Central Maintenance, Update and Monitoring of Database</b>	Distributed databases without any sanctity and purity.	Digitization & Centralization of Municipalities (Urban Bodies) for Unified Birth / Death records and Property Tax payments to prepare a unique system of disbursing various certificates to citizens and helping the Government with a systematic procedure to manage issuance of certificates with central monitoring. The MA&UD department could save more than Rs 3 Crores annually with this shift.
viii.	<b>Unique Platform of Service Delivery</b>	Government Departments had individual systems (without any technology interface) for service delivery	An integrated platform achieving economies of scale, scope and learning for all departments.
ix.	<b>ICT Awareness</b>	Low ICT Awareness among the key stakeholders	IT awareness among key stakeholders: citizens, kiosk operators, government officials etc.; which has helped in implementation and successful operations of <i>Mee Seva</i> applications
x.	<b>Inter-Department Coordination</b>	Low Inter-Department Coordination without any common interface	Participating Government departments are integrated with a centralised system and databases. Departmental boundaries are removed with hassle free inter-department data sharing and updates. (Revenue & Registration Departments are case in point)
xi.	<b>Efficiency of Departments in Service Delivery</b>	Low	High with reduced drudgery and efficient systems
xii.	<b>Government Reach to Citizens</b>	Low reach to citizens, few government offices as access points.	Massive Outreach to the people with the spread of the centres across the State
xiii.	<b>Citizen Grievance Resolution</b>	No Grievance Resolution Mechanism	Citizen Grievance Resolution Mechanism in place: Parishkaram 1100 - Call Centre for public grievances. On an Average 2500 to 3000 Calls in received in a Month
xiv.	<b>Transparency in information</b>	Nil or negligible	Citizens can verify the status of their data application/request on <i>Mee Seva</i> portal and at service delivery centre.

(Source: *Mee Seva* nomination for Prime Minister's award)

- d. **Awards:** Mee Seva has won several awards in the last two years. It has won the 'GOLD' Award at national eGovernance Awards 2013-14 for 'Outstanding Performance in Citizen Centric Service Delivery', CSI Nihilent award 2013, Dataquest - CMR eReadiness Awards- 2013, 9th eIndia Award 2013, THE Manthan Award - South Asia & Asia Pacific 2012, Skoch Award – 2012 for Best Project of National Significance and the India – Tech Excellence award 2012.

## 6. SUSTAINABILITY

*Mee Seva* is an initiative that uses technology to improve service delivery linkages between the government and the citizens. It has sought to reach remote areas of the state in a short time and deliver services through its vast network of centres. According to the *Mee Seva* team, the project has reached a critical mass where it has become 'too big to fail'. Yet, it is important to understand the specific factors that have the potential to influence the sustainability of this initiative. A brief examination of these factors follows:

- i. **Political and Administrative Will:** Political will is counted as one of the most critical success factors for any eGovernance initiative as it allows eGovernance champions within government to deliver and gain access to the required resources. According to Parks, *"Almost invariably, successful IT projects have been championed by a strong, committed leader, whose vision and ability to build support within government, secure the necessary funding, and manage the project from beginning to end has ensured the success of the initiative<sup>19</sup>."*

*Mee Seva* has seen tremendous support from the Chief Minister of the State, the Minister for Information Technology and other senior political leaders. The project has benefitted from strong commitment of the administrative machinery comprising the Secretary, (Information Technology & Communications (IT&C) Department), the Director (ESD), the heads of participating departments and other senior officers.

The combination of political and administrative will that *Mee Seva* has enjoyed has helped bring diverse departments together and has made organisational and

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<sup>19</sup> Parks, T. "A Few Misconceptions about E- Government," The Asia Foundation, August 17, 2005, <http://unpan1.un.org/intradoc/groups/public/documents/APCITY/UNPAN022638.pdf>.

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cultural changes at all levels of government much less disruptive in spite of the drastic changes introduced in the departmental processes.

- ii. **Public Private Partnership (PPP):** *Mee Seva* has used a two-tier PPP model for its operation wherein the kiosks are maintained, operated and run by Authorized Agents (AAs). These agents called kiosk operators/village level entrepreneurs/franchisees are appointed and managed by Authorized Service Providers (ASPs) in consultation with the District Collector.

Use of PPP model for expansion of *Mee Seva* has enabled easy financing and maintaining infrastructure, minimising the citizen-officer interface to reduce corruption, increasing efficiency through SLAs and has made the system cost effective through a shared user fee model (see: Revenue model). Further, the local entrepreneurship model employed by *Mee Seva* centres ensures that the local economy benefits through improved service delivery and employment of local youth. This means that the community itself has a strong incentive to ensure the sustenance of *Mee Seva*.

- iii. ***Mee Seva* services not delivered in parallel:** The sustenance of *Mee Seva* is ensured by the government stipulation that statutory services delivered through *Mee Seva* shall not be delivered in parallel in the manual format. Separate initiatives and stand-alone applications running in various districts have been merged and subsumed in *Mee Seva*.
- iv. **Next stage of eGovernance:** *Mee Seva*, the integrated service delivery gateway can be seen as the more evolved form of common window initiatives for service delivery such as eSeva in Andhra Pradesh, FRIENDS in Kerala and Gyandoot in Madhya Pradesh, which gathered pace during the early 2000s. *Mee Seva* has drawn upon these initiatives and has fully leveraged the NeGP infrastructure to create a business model which is replicable across the country.
- v. **Revenue model:** *Mee Seva* was launched with an initial investment of Rs. Nine crores. To recoup the investment, *Mee Seva* follows a revenue model whereby citizens pay a user fee of Rs.25/- (in addition to statutory fees) for availing a Category 'A' service and Rs.35/- for a Category 'B' Service.<sup>20</sup> This fee is shared among various stakeholders for maintenance, development and upgrading of

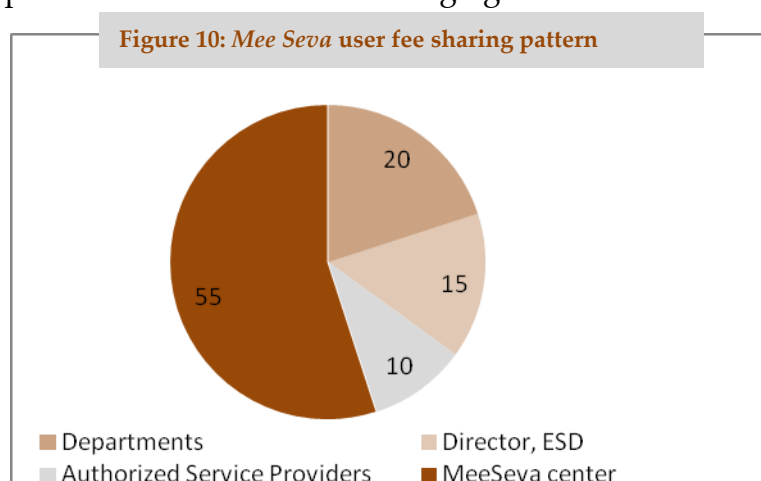
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<sup>20</sup> G.O.Ms.No.29 (Information Technology & Communications (Infrastructure) Department) dt: 25.07.2012



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services. More than 20% is shared with respective departments<sup>21</sup> (to maintain the databases, infrastructure, capacity building), 15% with Director, ESD (to maintain *Mee Seva* Infrastructure/application maintenance), 10% with Authorized Service Providers (Monitoring & Infrastructure) and 55% with the *Mee Seva* centre. The user fee sharing pattern is shown in the following figure:



Having completed three Crore transactions by January 2014, *Mee Seva* has generated revenue of Rs. 118 Cores in user fees. According to the *Mee Seva* team, it has recovered the entire initial investment thereby allowing decent returns for all the stakeholders and has achieved financial self-sustainability.

In view of the above, one can observe that *Mee Seva* has already attained critical mass, making it difficult to reverse the processes and gains achieved.

## 7. KEY LESSONS LEARNT

- i. **Dealing with power failure would be crucial:** One of the key promises of *Mee Seva*'s is the delivery of category A services in 15 minutes. However, frequent power failures, especially in rural areas have severely affected the ability to deliver across the counter services even within a day. In rural areas where power cuts may go upto 8 hours a day, provision of UPS may also fail to address this issue. The divisional and district level offices of departments handling *Mee Seva* operations are experimenting with solar UPS with support from the government. However, these require high initial investment and a sustainable solution for the power problems in the centres is yet to evolve. Often centres also face issues with server errors and slow computer systems that further delay the delivery of

<sup>21</sup> The Department share of the user fee is transferred to the participating Departments by the Director ESD. Department share of user charges includes the service tax payable to the Central Excise Department, as per Service Tax Rules 1994.

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across-the-counter services. While the local *Mee Seva* resource team is always available for taking care of many of these issues, delivering across the counter services require quick responses failing which citizen's may lose faith in *Mee Seva*'s commitments.

- ii. **Functional token systems help pre-empt overcrowding:** *Mee Seva* has around 250 urban centres with 6-7 counters to cater to the large urban population. These centres are equipped with comfortable seating arrangements, token systems and display boards. While token systems can help handle large crowds during peak hours, they were found to be non-functional in many urban centres. Well-functioning electronic token systems and display boards could go a long way in making *Mee Seva*, a pleasant experience.
- iii. **Knowledge levels of centre operators is a critical component:** Regardless of all efforts made by high level officers, the ultimate success of *Mee Seva* lies with the centre operators as they are responsible for entering the correct details, fetching the relevant documents and delivering them to the citizens. Any mistake from the operator in any of these stages could spoil the *Mee Seva* experience. A slight mistake in printing the certificates could waste costly stationery printed with several security features. *Mee Seva* team has made several efforts to handle this critical component in the form of on-site and off-site capacity building of operators, and testing their typing skills before selection.

However, capacity building could be a never-ending task for *Mee Seva* as operator turnover could be quite high in such jobs and every new entrant may need training for the specialised task. While the training modules of *Mee Seva* have been made available through 'YouTube', these need to be made available in local languages and simplified further.

- iv. **Use of incentives and disincentives:** Apart from the revenue sharing model, *Mee Seva* awards are used to facilitate high performing district heads who play a crucial role as Chairpersons of DeGS. On the other hand, the system of disincentives includes action against centre operators who are often accused of bribery or fraud. Based on investigations into such allegations, district heads have taken stringent actions including barring of such centres from continuing operations.
- v. ***Mee Seva* is generating revenues, but it may not be enough:** *Mee Seva* operates on a user fee model and has crossed three crore transactions. This means that the project has generated approximately Rs. 118 crores in total revenue since its

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launch. The following table shows the revenue accruing to the *Mee Seva* centres from the project.

**Table 3: Revenue share of *Mee Seva* centres**

Item	Transactions as on 20/01/2014	Unit	Revenue (In Rs.)
<b>Total <i>Mee Seva</i> transactions</b>	<b>3,73,09,413</b>	-	-
Category A (approx.33%)	1,26,70,899	Rs. 25	31,67,72,475
Category B (approx.66%)	2,46,38,513	Rs. 35	86,23,47,955
<b>Total revenue</b>			1,17,91,20,430
Share of Centres			59,29,05,526
Annual share per centre		7000 centres (approx.)	2,47,04,396.93
Monthly revenue of a centre operating since <i>Mee Seva</i> 's launch		24 months (approx.)	3529.2

Source: MEE SEVA DASH BOARD (as on 20/01/2014)

<http://Mee Seva.gov.in/APSDCDeptPortal/UserInterface/LoginForm.aspx>

From the above table, one can see that a *Mee Seva* centre that has been operation since January 2012 has earned around Rs. 3,500 from *Mee Seva* services. In reality, this figure may be much lower as urban centres may account for a large share of *Mee Seva* transactions while rural centres handle much lower numbers. Given that *Mee Seva* centres require initial capital investment and regular expenses for staff and equipments, even a monthly revenue of Rs. 3,500 may prove grossly inadequate for entrepreneurs.

Further, an attempt was made to analyse the nature of all transactions handled by the *Mee Seva* centres. The following table captures the details:

**Table 4: Transaction and revenue share of *Mee Seva***

Type of transaction	Number (in lakhs)	% of transaction	Revenue (In lakhs)	% of revenue
B2C	27.04	2.91	24400.03	4.49
G2B	2.88	0.31	35941.2	6.61
G2C	144.56	15.54	283646	52.17
<i>Mee Seva</i>	244.8	26.32	12822.87	2.36
Utility	510.94	54.93	186833.5	34.37
	930.22	100	543643.6	100

Source: State Level Electronic Transactions dashboard (data from January 2013 onwards) accessed on 20/01/2014 at 17:07pm

<http://164.100.132.65/CentralEseva/>

The above tables show that while *Mee Seva* transactions constitute approximately 26% of total transactions, it generates only 2.4% of the total revenue. This means that while a typical centre is required to make more capital (printers, scanners) and skill (generating

digital certificates) investments for providing *Mee Seva* services, it generates only two percent of the total revenue for the centre.

### 8. REPLICATION

The key factors contributing to replicability of eGovernance project include functional replicability, technological replicability, and commercial replicability<sup>22</sup>. The following section, examines the replicability of *Mee Seva* using the aforesaid.

- i. **Functional replicability:** *Mee Seva* aims to deliver G2C services across the State. A large number of these are generic services that largely involve similar processes across the State and even across the country such as caste, income and land records related certificates. Further, new services are being added periodically without affecting the existing operations. Starting with 10 services in November 2011, *Mee Seva* has expanded to 233 services in the span of two years and is aiming to break the cap of 300 services soon. It indicates that the project has achieved the capacity to scale up and replicate across services and geographic boundaries. In view of this, one can opine that *Mee Seva* is functionally replicable.

Replicability at country level - *It is envisaged that, with cloud computing picking up, and hi-speed connectivity available, software applications can be placed in the cloud with minimal customization for country wide replication.*

- ii. **Technological replicability:** The *Mee Seva* web-based application relies on multiple application platforms of participating departments and delivers services with the support of diverse ASPs who uses different IT architectures. This shows the *multiple platform feasibility* of the project.

The *Mee Seva* web-based application has been developed on Microsoft .NET (Framework 4.0) technology using ASP.NET for application development with MS SQL Server 2008 R2 as the database platform along with PKI Engine and Payment Processing systems. Current system can be scaled up horizontally or vertically based on future needs and requirements of departments.

The addition of departments, districts, services, kiosks have achieved scale, scope and learning economies. The rapid scaling up of *Mee Seva* across the State from 120

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<sup>22</sup> Bhatnagar, S., Rama Rao, T., Venkateswara Rao, V., & Satyanarayana, J. (2004). *E-Governance Assessment Frameworks 2.0*. Department of Information Technology.

## Mee Seva

centres in one district delivering 10 services of 2 departments to 7000 centres across 23 districts delivering 233 services of 20 departments/agencies in just two years' time is indicative of its *ease of installation in new locations*. According to the *Mee Seva* team, the project has already been adopted as a national model for delivering G2C services and the edistrict MMP has been accordingly redesigned. The DeitY (GoI) has already sanctioned grants for replication of *Mee Seva* in five states (Bihar, Assam, Pondicherry, Rajasthan, Odisha and Himachal Pradesh) under the rapid-roll out initiative<sup>23</sup> and for *conversion of Mee Seva into components* to be placed in the National eGov app store.

- iii. **Commercial replicability:** *Mee Seva* draws upon applications developed under *Mee Seva*, eDistrict and State Service Delivery Gateway to deliver its services. The commercial viability of the project has been ensured through the shared user fee model that has already generated profits for all the stakeholders involved. Further, *Mee Seva* has evolved a strong brand image and business model that makes it easier to market the project and implement it other locations on a commercial basis.

### Conclusion

*Mee Seva* has largely succeeded in converging all NeGP initiatives to render G2C services in a fast, transparent and secure way. It has encouraged large-scale process reengineering across departments and has introduced advanced technologies in service delivery.

According to the *Mee Seva* team, “*Mee Seva* is a holistic application of four indispensable and equally important ingredients, namely the application of innovative technology, a convincing concept and business model in the form of franchise based centres, policies combined with a strong political leadership and adequate infrastructure”.

*Mee Seva* is expected to play a key role in smooth implementation of the proposed Right to Services Act in the State as it provides an established mechanism for setting service delivery timelines, maintaining the records of all applications, tracking them by citizens and officials, and redressing grievances as and when they arise.

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<sup>23</sup> Under Rapid Roll out initiative, DeitY supports the roll-out a successful initiative from an owner state to other seeker States by funding the cost of central infrastructure required to run the application, Customization Cost, O&M cost for 2 years, Training & Capacity Building. Peripheral cost like LAN, WAN, connectivity, data entry operators, data digitization etc to be borne by seeker state

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## ABBREVIATIONS

AA	Authorized Agent
AP	Andhra Pradesh
ASP	Authorised Service Provider
B2C	Business to Citizen
CSC	Common Service Centre
DeGS	District eGovernance Society
DeitY	Department of Electronics and Information Technology
ESD	Electronic Service Delivery
G2B	Government to Business
G2C	Government to Citizen
G2G	Government to Government
GoAP	Government of Andhra Pradesh
GoI	Government of India
HoD	Head of the Department
IT&C	Information Technology and Communications
MMP	Mission Mode Project
NeGP	National eGovernance Plan
NIC	National Informatics Centre
PIN	Personal Identification Number
PKI	Public Key Infrastructure
PMU	Project Management Unit
PPP	Public Private Partnership
RSDP	Rural Service Delivery Point
SCA	Service Centre Agency
SDC	State Data Centre
SLA	Service Level Agreement
SSDG	State Service Delivery Gateway
STQC	Standardisation Testing and Quality Certification
SWAN	State Wide Area Network
TWINS	Twin Cities Integrated Network Services



## Mee Seva

### ANNEXURE

#### 1. Mee Seva Existing Services List (as on 20-01-2014)

Mee Seva Existing Services			
Total Count	Sl.No	Department Name	Service name
1	1	Agriculture	Crop Insurance
2	2		Subsidized Seed Distribution
3	3		Farm Mechanization
4	4		Application Resubmission
5	5		Manufacturing New
6	6		Manufacturing Addition of Fertilizers
7	7		Manufacturing Address Details/Manufacturer/Company Name Change
8	8		Manufacturing Amendment
9	9		Manufacturing Chemist Details Change
10	10		Manufacturing Duplicate
11	11		Manufacturing Godown Deletion
12	12		Manufacturing Godown Inclusion
13	13		Manufacturing Renewal
14	14		Manufacturing Responsible Person Details Change
15	15		Retail Dealer Change of Firm Name
16	16		Retail Dealer Form O inclusion
17	17		Retail Dealer Godown Deletion
18	18		Retail Dealer Godown Inclusion
19	19		Retail Dealer Inclusion of Imported Products
20	20		Retail Dealer Responsible Person Details Change
21	21		Retail Dealer Sale Point Address Change
22	22		Retail Dealer Amendment
23	23		Retail Dealer Duplicate
24	24		Retail Dealer new
25	25		Retail Dealer Renewal
26	26		Wholesale Dealer Change of Firm Name
27	27		Wholesale Dealer Duplicate
28	28		Wholesale Dealer Form O inclusion
29	29		Wholesale Dealer Godown Deletion
30	30		Wholesale Dealer Godown Inclusion
31	31		Wholesale Dealer Inclusion of Imported Products
32	32		Wholesale Dealer New

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33	33		Wholesale Dealer renewal
34	34		Wholesale Dealer Responsible Person Details Change
35	35		Wholesale Dealer Sale Point Address Change
36	36		Wholesale Dealer Amendment
37	1	Civil Supplies	FP Shop Renewal
38	2		Print ration card
39	3		Ration Card Mutations
40	1	Education	Application for issue of Age Certificate
41	2		Application for duplicate Memo of Marks
42	3		Application for Re-Counting of Marks
43	4		Application for Migration Certificate
44	1	Election	Application of transposition
45	2		Application for inclusion of Name in the Electoral Rolls
46	3		Application of change of details
47	4		Application for Objection/Deletion of Name in the electoral roll
48	5		Issue of Voter Certificate/I-Card
49	1	Industries and Commerce	Cleaner Production Measures
50	2		Investment Subsidy
51	3		ISO/BIS Certification
52	4		Pavala Vaddi
53	5		Power Cost Reimbursement
54	6		Sales Tax Reimbursement
55	7		Skills Up gradation
56	8		Stamp Duty/Land Cost/Land Conversion Charges/Mortgage Duty
57	1	ITC	50% Exhibition Rental Refund
58	2		Allotment of land
59	3		100%/50% Stamp duty Refund
60	4		25% Power Subsidy
61	5		Conversion to Industrial Power Tariff
62	6		Declaration of IT Park Status
63	7		Recruitment Assistance
64	8		Reimbursement of Patent filing cost
65	9		Reimbursement of Quality Certification expenditure
66	10		Specific Incentives for SC/ST/ Women Entrepreneurs
67	11		Tier II/III Location Anchor Company Incentive
68	1	Labour	Issuance of duplicate certificate for Registered Establishment / Shop
69	2		Notice of Change
70	3		Registration of Establishment / Shop (Form - I)

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71	4		Renewal of Establishment / Shop (Form - III)
72	1	Mining and Geology	Granite Quarry Lease
73	2		Marble Quarry Lease
74	3		Mineral Dealer License
75	4		Mining Lease
76	5		Other Quarry Lease
77	6		Prospecting License
78	7		Reconnaissance permit
79	1	Municipal Administration	Applying for Building permission – C&DMA
80	2		Applying for Trade license – C&DMA
81	3		Birth Certificate – C&DMA
82	4		Birth Certificate Corrections - GHMC
83	5		Birth Certificate – GHMC
84	6		Child Name inclusion – C&DMA
85	7		Child Name inclusion – GHMC
86	8		Corrections in Birth Certificate - CDMA
87	9		Corrections in Death Certificate - CDMA
88	10		Death Certificate Corrections – GHMC
89	11		Death Certificate – C&DMA
90	12		Death Certificate – GHMC
91	13		Exemption request – C&DMA
92	14		New Assessment request – C&DMA
93	15		Non Availability Certificate – Birth – CDMA
94	16		Non Availability Certificate – Birth - GHMC
95	17		Non Availability Certificate - Death – CDMA
96	18		Non Availability Certificate - Death – GHMC
97	19		Permission for Water Connections – C&DMA
98	20		Sub-Division request – C&DMA
99	21		Transfer Of Title Deeds – C&DMA
100	22		Vacation remission – C&DMA
101	1	NPDCL	Category Load Change- NPDCL
102	2		Category Change- NPDCL
103	3		Load Change - NPDCL
104	4		Name Change - NPDCL
105	5		New Connection - 6A – Street Lights - NPDCL
106	6		New Connection - 6B – Public Water Works - NPDCL
107	7		New Connection - General Purpose - NPDCL
108	8		New Connection - Religious Places (Temples, Church, Mosque, Govt. Schools etc.) - NPDCL
109	9		New Connection Commercial -NPDCL
110	10		New Connection Commercial-Hoardings- NPDCL

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111	11		New Connection Domestic -NPDCL
112	12		New Connection for Industries-NPDCL
113	13		New Connection for Cottage Industries-NPDCL
114	1	Police	Issuance of Certificates for (Character, Antecedents, No objection for vehicle)
115	2		License for Hostels, Lodges, Theme, Entertainment, Restaurants, Bars, Dhabas and Resorts
116	3		Missing lost Documents
117	4		Permission of Bandhobust
118	1	Registration & Stamps	Amendments of society
119	2		Certified Copy of Bye-laws
120	3		Certified copy of Certificate of Registration Firms
121	4		Certified copy of Certificate of Registration Societies
122	5		Certified Copy of Registration Document
123	6		Dissolution of firm
124	7		Encumbrance Certificate
125	8		Firm name Change
126	9		Pre-Registration /Slot Booking
127	10		Registration of Firm
128	11		Registration of Society
129	12		Submission of Appeal
130	1	REVENUE	Adangal /Pahani Corrections
131	2		Agricultural Income Certificate
132	3		Apathbandhu Application
133	4		Appeals On Demarcation (HYD)
134	5		CC of ROM (HYD)
135	6		Certified Copies Of PT
136	7		Certified copies of TSLR
137	8		Certified copies issued by RDO
138	9		Certified copies of Panchanama
139	10		Chesala Pahani
140	11		Copy of village Map
141	12		Copy of FMB
142	13		Demarcation(HYD)
143	14		Duplicate Copy of Certificate-Income
144	15		Duplicate Copy of Certificate-Integrated
145	16		Duplicate Copy of Certificate-Residence
146	17		Duplicate Pattadar Pass Book Service (Tahsildar)
147	18		EBC certificate
148	19		Extract of Adangal / Pahani
149	20		Extract of D-Form Patta Application

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150	21	Extract Of House Site patta
151	22	Extract of ROR 1B
152	23	Faisal Patti
153	24	Family Member Certificate (Social security schemes & govt. employees / pensioners)
154	25	F-Line Petitions
155	26	Income Certificate
156	27	Integrated Certificate (Caste-Nativity-Date of Birth)
157	28	ISES- Income Fee Reimbursement
158	29	ISES-Income Certificate
159	30	ISES-Integrated Certificate
160	31	ISES-Residence Certificate
161	32	Khasra Pahani
162	33	Land Conversion
163	34	Late Registration of Birth
164	35	Late Registration of Death
165	36	Loan Eligibility Card
166	37	Localization of Properties(HYD)
167	38	Money Lending License
168	39	Mutation of entries in revenue Records
169	40	National Family Benefit Scheme Application
170	41	No Earning Member Certificate
171	42	No Objection certificate
172	43	OBC Certificate
173	44	Old Adangal/Pahani details
174	45	Pattadar Pass Book Replacement Service (Tahsildar)
175	46	Pawn Broker License
176	47	Possession Certificate (for House Site Purpose)
177	48	Prajavani
178	49	Residence Certificate
179	50	Residence Certificate -GENERAL
180	51	Sethwar / Supplementary Sethwar/Resettlement Register/Flr
181	52	Sub-divisions of lands
182	53	New Pattadhar Passbook
183	54	Wasool Baqi
184	55	Change of Name Certificate
185	56	No Property Certificate
186	57	Agricultural Land Value Certificate
187	58	Small/Marginal farmer Certificate
188	59	Permission for Digging Agricultural well/Drinking water well digging using WALTA Act.

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189	60		Extract of ORC (Occupancy Rights Certificate)
190	61		Renewal of Cinema Licence
191	62		Certified copies of NOC under explosive Act
192	63		Certified copies of NOC under Petroleum Act
193	64		Issue of Occupancy Rights Certificates for INAM Lands
194	65		ISES Request Application
195	66		Issue of ARM License(Fresh)
196	67		Issue of ARM License(Renewal)
197	68		Refund of Trade Deposit
198	69		Permission to Run the Benefit Show
199	70		Issue of Tonch Map
198	71	NOC for Construction of Cinema Halls	
199	72	Cracker/Storage of Explosive Material License	
200	1	RTA	DL Slot Booking with Fee Payment
201	2		LL Slot Booking with Fee Payment
202	3		DL Abstract
203	4		RC Abstract
204	1	UIDAI	Know Your AADHAAR
205	2		Seed Your AADHAAR
206	1	Health Care	Allopathic Medical care Hospital registration
207	1	School Education	School Registration
208	1	Social Welfare Department	Application for Student Scholarship(Renewal)
209	2		Premetriculation Scholarship Services
210	3		Application for Student Scholarship(Fresh)
211	1	EPDCL	Category Change- EPDCL
212	2		Load Change - EPDCL
213	3		Name Change - EPDCL
214	4		New Connection - 6A – Street Lights - EPDCL
215	5		New Connection - 6B – Public Water Works - EPDCL
216	6		New Connection - General Purpose - EPDCL
217	7		New Connection - Religious Places (Temples, Church, Mosque, Govt. Schools etc.) - EPDCL
218	8		New Connection Commercial -EPDCL
219	9		New Connection Commercial-Hoardings-EPDCL
220	10		New Connection Domestic -EPDCL
221	1	CPDCL	New Connection Domestic- CPDCL
222	2		New Connection General Purpose- CPDCL
223	3		Name Change-CPDCL
224	4		Load Change-CPDCL
225	5		Category Change-CPDCL



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226	6		New Connection-6A- Street lights - CPDCL
229	7		New Connection-6B-Public Water Works - CPDCL
230	8		New Connection Agriculture Services - CPDCL
231	9		New Connection - Commercial - CPDCL
232	10		New Connection - Commercial Hoardings - CPDCL
233	11		New Connection Religious Places - CPDCL

### 2. Mee Seva departments (as on 20-01-2014)

S.No	Department	No. Of services	S.No	Department	No. Of services
1.	Revenue	72	2.	Civil Supplies	03
3.	Registration	12	4.	RTA	04
5.	Municipality	22	6.	Education	04
7.	Labour	04	8.	Election	05
9.	Mines & Geology	07	10.	UIDAI	02
11.	Industries & Commerce Department	08	12.	Health	01
13.	ITC	11	14.	School	01
15.	Agriculture	36	16.	Police	04
17.	NPDCL	13	18.	Social Welfare	03
19.	CPDCL	11	20.	EPDCL	10
<b>Total Services</b>			<b>233</b>		