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Report No: PAD1175

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF US\$ 35 MILLION

(SDR 25.4 MILLION, ESTIMATE)

TO THE

REPUBLIC OF INDIA

FOR A

CITIZEN ACCESS TO RESPONSIVE SERVICES PROJECT

DECEMBER 18, 2015

GOVERNANCE GLOBAL PRACTICE
SOUTH ASIA

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CURRENCY EQUIVALENTS
Currency Unit = US DOLLARS

FISCAL YEAR
April 1 – March 31

ABBREVIATIONS AND ACRONYMS

BPL	Below Poverty Line
CSC	Citizen Service Centers
DLI	Disbursement Linked Indicators
DoIT	Department of Information Technology
EEP	Eligible Expenditures Programs
FGDs	Focused Group Discussions
GIS	Geographic Information Systems
GPR	Government Process Re-engineering
GoI	Government of India
GoMP	Government of Madhya Pradesh
GRS	Grievance Redress Service
IA	Implementing Agency
ICT	Information and Communication Technologies
IEC	Information, Education and Communication
INR	India Rupees
IUFR	Interim Unaudited Financial Report
LIS	Low-Income States
LSK	<i>Lok Sewa Kendras</i>
M&E	Monitoring and Evaluation
MAPIT	Madhya Pradesh Agency for Promotion of Information Technology
MP	Madhya Pradesh
MPSAPS	Madhya Pradesh State Agency for Public Services
MPSEDC	Madhya Pradesh State Electronics Development Corporation
MPSWAN	MP State Wide Area Network
NSS	National Sample Survey
OBC	Other Backward Caste
PCMC	Procurement and Contracts Management Cell
PPP	Private Public Partnerships
PSGA	Public Services Guarantee Act
PSMD	Department of Public Service Management
RTPS	Right to Public Services
SAPS	State Agency for Public Services
SC	Scheduled Caste
SDS	Service Delivery Support
ST	Scheduled Tribe
TA	Technical Assistance
TDP	Tribal Development Plan

VA	Verification Agent
VGf	Viability Gap Funding
VLPs	Village level providers

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Practice Manager / Manager:	Alexandre Arrobbio
Task Team Leaders:	Ana Bellver Vázquez-Dodero and Vikram Menon

INDIA
CITIZEN ACCESS TO RESPONSIVE SERVICES

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PAD DATA SHEET*India**IN: CITIZEN ACCESS TO RESPONSIVE SERVICES PROJECT (P149182)***PROJECT APPRAISAL DOCUMENT***SOUTH ASIA**0000009063*

Report No.: PAD1175

Basic Information			
Project ID P149182	EA Category C - Not Required	Team Leader(s) Ana Bellver Vazquez-Dodero, Vikram Menon	
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints []		
	Financial Intermediaries []		
	Series of Projects []		
Project Implementation Start Date 01-Apr-2016	Project Implementation End Date 31-Mar-2021		
Expected Effectiveness Date 15-Mar-2016	Expected Closing Date 31-Mar-2021		
Joint IFC No			
Practice Manager/Manager Alexandre Arrobbio	Senior Global Practice Director James A. Brumby	Country Director Onno Ruhl	Regional Vice President Annette Dixon
Borrower: Department of Economic Affairs, Ministry of Finance, Government of India			
Responsible Agency: Department of Public Service Management of Madhya Pradesh			
Contact: Telephone No.:	Mr. Hari Ranjan Rao 07552441332	Title: Email:	Secretary hariranjnrao@mp.gov.in
Responsible Agency: State Agency for Public Services			
Contact: Telephone No.:	Mr Selvendran 07552518586	Title: Email:	Executive Director md@mpsdc.com
Project Financing Data(in USD Million)			
[]	Loan	[]	IDA Grant
[]		[]	Guarantee

<input checked="" type="checkbox"/> Credit		<input type="checkbox"/> Grant		<input type="checkbox"/> Other						
Total Project Cost:		50.00			Total Bank Financing:		35.00			
Financing Gap:		0.00								
Financing Source						Amount				
BORROWER/RECIPIENT						15.00				
International Development Association (IDA)						35.00				
Total						50.00				
Expected Disbursements (in USD Million)										
Fiscal Year	2016	2017	2018	2019	2020	2021	0000	0000	0000	0000
Annual	6.00	6.10	6.60	6.60	5.60	4.10	0.00	0.00	0.00	0.00
Cumulative	6.00	12.10	18.70	25.30	30.90	35.00	0.00	0.00	0.00	0.00
Institutional Data										
Practice Area (Lead)										
Governance										
Contributing Practice Areas										
Cross Cutting Topics										
<input type="checkbox"/> Climate Change										
<input type="checkbox"/> Fragile, Conflict & Violence										
<input checked="" type="checkbox"/> Gender										
<input type="checkbox"/> Jobs										
<input checked="" type="checkbox"/> Public Private Partnership										
Sectors / Climate Change										
Sector (Maximum 5 and total % must equal 100)										
Major Sector			Sector		%	Adaptation Co-benefits %		Mitigation Co-benefits %		
Public Administration, Law, and Justice			Sub-national government administration		70					
Public Administration, Law, and Justice			Public administration- Information and communications		30					
Total					100					
<input checked="" type="checkbox"/> I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.										

Themes		
Theme (Maximum 5 and total % must equal 100)		
Major theme	Theme	%
Public sector governance	Other public sector governance	40
Public sector governance	e-Government	30
Social dev/gender/inclusion	Gender	30
Total		100
Proposed Development Objective(s)		
The development objective of the project is to improve access to PSGA services by citizens of Madhya Pradesh, and in particular by under-represented groups.		
Components		
Component Name	Cost (USD Millions)	
Component 1. Results-based financing.	25.00	
Component 2. Technical Assistance.	10.00	
Systematic Operations Risk- Rating Tool (SORT)		
Risk Category	Rating	
1. Political and Governance	Moderate	
2. Macroeconomic	Low	
3. Sector Strategies and Policies	Moderate	
4. Technical Design of Project or Program	Low	
5. Institutional Capacity for Implementation and Sustainability	Substantial	
6. Fiduciary	Substantial	
7. Environment and Social	Low	
8. Stakeholders	Substantial	
9. Other	Low	
OVERALL	Substantial	
Compliance		
Policy		
Does the project depart from the CAS in content or in other significant respects?	Yes [<input type="checkbox"/>]	No [<input checked="" type="checkbox"/>]
Does the project require any waivers of Bank policies?	Yes [<input type="checkbox"/>]	No [<input checked="" type="checkbox"/>]
Have these been approved by Bank management?	Yes [<input type="checkbox"/>]	No [<input type="checkbox"/>]
Is approval for any policy waiver sought from the Board?	Yes [<input type="checkbox"/>]	No [<input checked="" type="checkbox"/>]

Does the project meet the Regional criteria for readiness for implementation?		Yes [X]	No []
Safeguard Policies Triggered by the Project		Yes	No
Environmental Assessment OP/BP 4.01			X
Natural Habitats OP/BP 4.04			X
Forests OP/BP 4.36			X
Pest Management OP 4.09			X
Physical Cultural Resources OP/BP 4.11			X
Indigenous Peoples OP/BP 4.10		X	
Involuntary Resettlement OP/BP 4.12			X
Safety of Dams OP/BP 4.37			X
Projects on International Waterways OP/BP 7.50			X
Projects in Disputed Areas OP/BP 7.60			X
Legal Covenants			
Name	Recurrent	Due Date	Frequency
Loan Agreement Legal Covenant: Institutional Arrangements	X		CONTINUOUS
Description of Covenant			
The Recipient shall make the proceeds of the Loan available to the Project Implementing Entity in accordance with the Recipient's standard arrangements for developmental assistance to the States of India			
Name	Recurrent	Due Date	Frequency
Project Agreement Legal Covenant: Institutional Arrangements	X		CONTINUOUS
Description of Covenant			
The Project Implementing Entity, through PSMD, shall establish and thereafter maintain within MPSAPS, the Project Implementation Unit with functions and resources satisfactory to the Association and with staff in adequate numbers and with qualifications, experience and terms of reference satisfactory to the Association.			
Name	Recurrent	Due Date	Frequency
Project Agreement Legal Covenant: Project Operations Manual	X		CONTINUOUS
Description of Covenant			
The Project Implementing Entity shall adopt 30 days after effectiveness, and thereafter implement the Project in accordance with the Project Operations Manual.			
Name	Recurrent	Due Date	Frequency
Project Agreement Legal Covenant: Safeguards	X		CONTINUOUS

Description of Covenant					
The Recipient shall carry out the Project in compliance with the Tribal Development Plan, and pursuant to the objectives, policies, procedures and other provisions set forth therein in a manner and substance satisfactory to the Association.					
Name		Recurrent	Due Date	Frequency	
Project Agreement Legal Covenant: DLI Targets Verification		X		Yearly	
Description of Covenant					
The Project Implementing Entity shall undertake, at least annually, a verification process, through the independent third party entity or entities to ascertain whether the DLI Targets have been achieved for the respective DLI Period(s) under review.					
Conditions					
Source Of Fund		Name		Type	
IDA		Additional Event		Disbursement	
Description of Condition					
The Project Implementing Entity’s Legislation has been amended, suspended, abrogated, repealed or waived so as to affect materially and adversely the ability of the State of Madhya Pradesh to perform any of its obligations under the Project Agreement.					
Source Of Fund		Name		Type	
IDA		Withdrawn		Disbursement	
Description of Condition					
No withdrawn shall be made for EEP expenditures under Category (1) unless the Recipient shall have: (i) complied with the disbursement instructions provided by the Association; and (ii) furnished evidence in accordance with the DLI Verification Protocol.					
Team Composition					
Bank Staff					
Name		Role	Title	Specialization	Unit
Ana Bellver Vazquez-Dodero		Team Leader (ADM Responsible)	Sr Public Sector Spec.		GGODR
Vikram Menon		Team Leader	Senior Public Sector Specialist		GGODR
Swayamsiddha Mohanty		Procurement Specialist	Procurement Specialist		GGODR
Papia Bhattacharji		Financial Management Specialist	Sr Financial Management Specialist		GGODR
Jorge Luis Alva-Luperdi		Counsel	Senior Counsel		LEGES
Ruma Tavorath		Safeguards	Senior		GENDR

	Specialist	Environmental Specialist			
Sangeeta Kumari	Safeguards Specialist	Senior Social Development Specialist		GSURR	
Extended Team					
Name	Title	Office Phone	Location		
Magali Junowicz	Public management specialist				
Sanjay Saxena	E-governance and ICT specialist		New Delhi		
Locations					
Country	First Administrative Division	Location	Planned	Actual	Comments
Consultants (Will be disclosed in the Monthly Operational Summary)					
Consultants Required ? Consultants will be required					

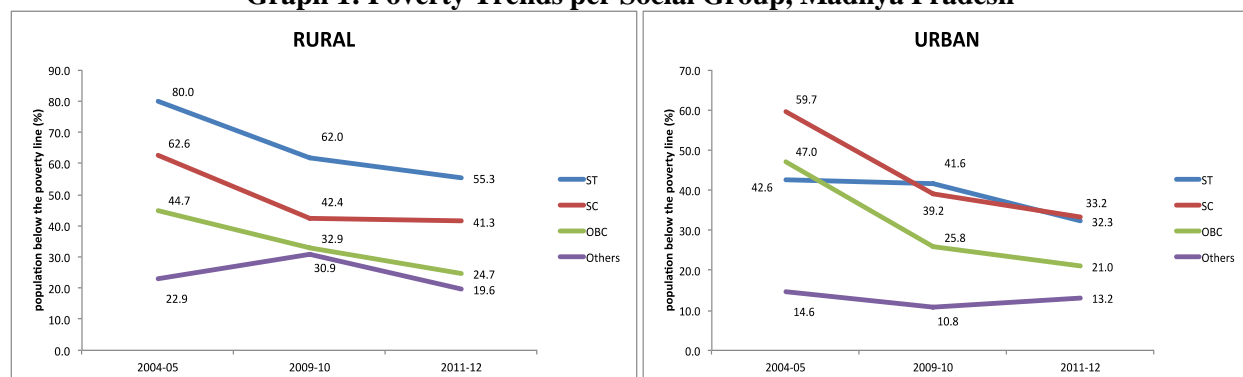
I. STRATEGIC CONTEXT

A. Country Context

1. Madhya Pradesh (MP) is a low income state in India with more than one-third of its population living below the poverty line and a strong presence of scheduled castes and tribes. According to the 2011 census, MP has more than 72 million inhabitants with almost 16 percent comprising of scheduled castes (SCs) and 17 percent comprising of scheduled tribes (STs). Over 32 percent of MP's population lives below the poverty line compared to the national average of 22 percent with higher poverty rates among the scheduled tribes, and scheduled castes (Graph 1). Poverty rates in the urban areas are lower than in rural areas for all social groups.

2. Despite progress made in recent years, the impact of growth on poverty in MP has been one of the lowest among Indian states and inequality is increasing. MP grew at an annual rate of 3.5 percent between 1999 and 2008, compared to 8 and 12 percent during 2010-11 and 2011-12 respectively, which was accompanied with a significant 12 percentage point decrease in poverty. However, inequality has increased from 28.4 percent in 1993 to 31.5 percent in 2011 as per the Gini coefficient, with urban areas being more unequal than rural areas. Slower decline in poverty rates among STs and SCs suggest that growth in these later years seems to be more beneficial for the non-SC/ST population. See Annex 5 for details.

Graph 1: Poverty Trends per Social Group, Madhya Pradesh



3. Access to public services in MP remains highly unequal. On average, 49 percent of MP citizens do not have access to basic services compared to a national average of 46 percent. Moreover, MP has the widest disparities in access to basic services across districts. According to the Access Deprivation Score¹, in Singrauli, MP's most deprived district, the average citizen lacks access to 64 percent of the basic services (below the average of a state like Bihar) — compared to 34 percent in Bhopal (above the average of states like Karnataka and Maharashtra). The “under-represented groups” - SCs, STs and women- suffer relatively greater deprivation due to lack of exposure, cultural, economic, and social factors.

4. Critical barriers exist for ensuring universal access to government services such as limited access to information, cumbersome procedures and weak accountability systems. Citizens face significant challenges in accessing information about government services, which increases transaction costs, especially for those in remote areas, who have to travel long

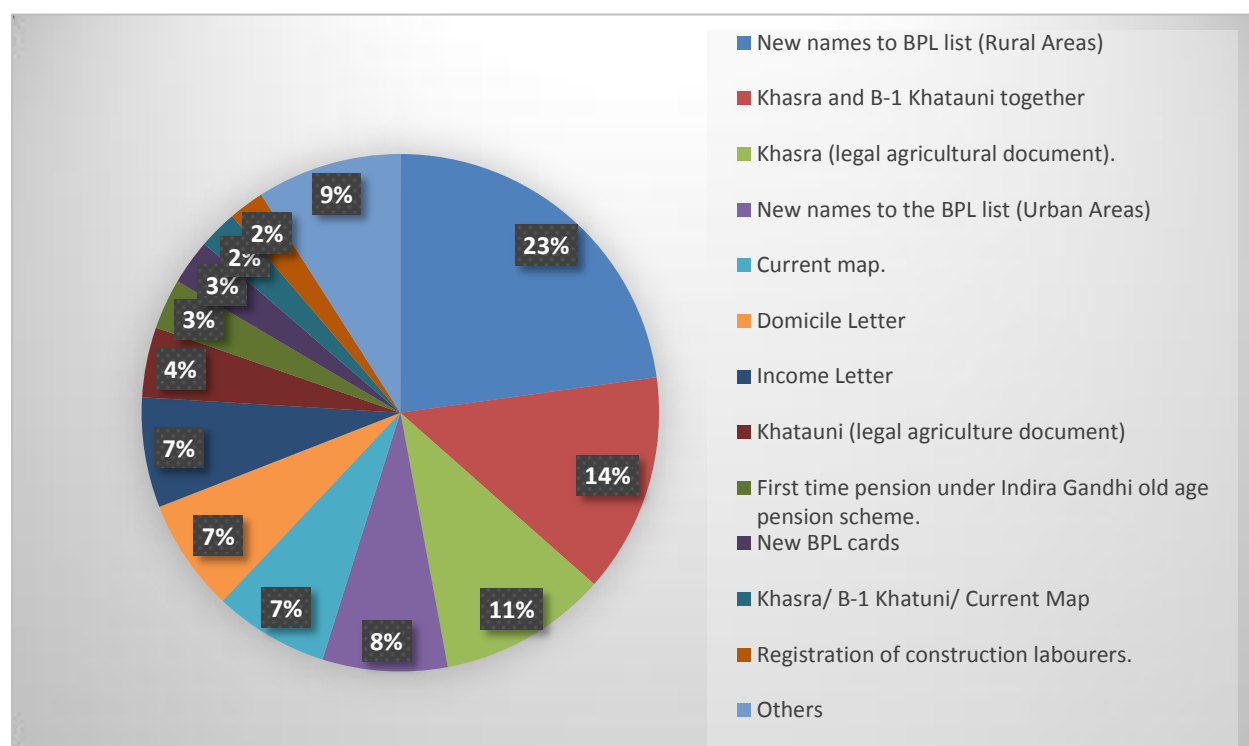
¹ The Access Deprivation Score measures access to six basic services (health care, education, drinking water, sanitation, housing, and energy) that are part of the consumption bundle that makes up the Empowerment Line (McKinsey, 2014).

distances to access services, and for those from under-represented groups who are often illiterate and disempowered. Lack of information and limited accountability systems strengthens the positions of field officials and creates space for “middle men” to take advantage of the information asymmetry. This results in low trust in government agencies, particularly among excluded groups, which, in turn, leads to a vicious circle of minimizing interactions with the government and relying on middle men or other community members.

B. Sectoral and Institutional Context

5. In an effort to improve service delivery, the Government of Madhya Pradesh (GoMP) adopted the Public Services Guarantee Act (PSGA) in 2010 – the *Loksewoan Ke Pradan Ki Guarantee*. The PSGA is the first of its kind in India and worldwide. It sets time-lines for the delivery of selected public services, creates an appellate structure in the event that government officials fail to meet these deadlines, and allows for the imposition of penalties for delays. Created in 2011, the Public Service Management Department (PSMD) is responsible for its implementation. Regular monitoring is conducted at the State level by the Chief Minister’s office and by the District Managers assigned in every district.

Graph 2: Service-wide break-down of total applications received



6. Under the PSGA, services are provided by *Lok Sewa Kendras* (LSKs) or “kiosks”, which allows citizens to apply for multiple government services at a “one stop shop”. The LSKs are privately operated under a public-private partnership (PPP) arrangement. Currently, there are 334 LSK centers throughout the state –one in every block- and more than 10 million applications have been processed from September 2010. Furthermore, 126 public services have been notified,

and 63 are available at LSKs. Graph 2 provides an overview of the most demanded services (for a full list see Table A.7.4). Departments that provide services notified under the Act include: Energy, Labor, Revenue, Urban Administration & Development, Social Justice, Food, Forest, Home, Farmers' Welfare & Agriculture Development, Woman & Child Development, Transport and Panchayats & Rural Development, among others.

7. The PSGA has contributed to reducing citizens' transaction costs, speeding up service delivery and improving accountability of public officials. The PSGA triggered reforms including mandatory issuance of receipts for applications, on line applications through computerization, clearer eligibility criteria, and an adherence to timelines for providing services. Preliminary assessments² suggest that these reforms have created simpler, more efficient and more accountable government processes. LSKs have made it possible for citizens to receive services in a 'single stop shop,' reduced dependence on "middle men" and eliminated the need for direct interface with government officials, resulting in unbiased treatment of applications.

8. However, not all citizens are benefiting equally from these improvements and some of the traditional barriers to access services continue to affect this model of service delivery. In spite of the GoMP's communication efforts, awareness among citizens about their rights with respect to public services is low, particularly in rural areas and there is a need for further clarity about the fees to be paid. Some LSKs lack trained personnel to provide information about government services and assist users in filling out the application forms. Citizens are not able to provide feedback to government and only a very small proportion of applicants whose service application has been rejected go in for first appeal and a very negligible portion of that goes for second appeal in case of rejection. This suggests that either citizens have low awareness on the provision of appeal or there is lack of trust among people about the PSGA appeal and issue-escalation mechanism which needs to be revisited.

9. Moreover, use of LSKs among under-represented groups is proportionately lower. Despite availability of targeted services that are critical for them such as caste certificates, inclusion in the Below Poverty Line (BPL) list, BPL cards, ration cards, or application for various pension and social schemes³, use of LSKs by STs, SCs and women is not very high and they find challenges when submitting applications.

10. Lack of integration of service delivery systems and government processes also remains a challenge. There are currently various separate government initiatives trying to facilitate access to services (for example, "MP online"). Moreover, deepening process re-engineering and streamlining within government could reach a roadblock if the integration of databases and data sharing across the various government departments are not aligned. Limited coordination with Line Departments and misalignment of procedures can translate into parallel arrangements for receiving applications. And in some cases, designated officers may be reluctant or not able to use the PSGA systems due to lack of training.

² See Annex 6 and 7 for preliminary results of the Institute for Good Governance assessments, the multi-state survey on RTPS commissioned by the World Bank and the focus group discussions conducted as part of the preparation of this project. For an external assessment see Robinson, 2012.

³ Some services available at LSKs are critical for accessing other government sponsored schemes and social benefits. For instance, incorrect spellings of names in voter ID cards or birth certificates can lead to denial of many benefits or the transfer of benefits and/or payments not honored by commercial banks. STs and SCs identified ration cards, old age pensions or subsidized housing for the poor as critical services for them.

Government Strategy

11. The GoMP has laid out its Vision for inclusive development in MP to consolidate the gains secured over the past decade and establish firm foundations for the state's growth and development in the years to come. The government's "*Vision 2018*" document places good governance and efficient government services at the center of public policy to deliver results to the population most in need. The Government aims to facilitate widespread access to key public services "*anywhere, anytime*" through transparent and accountable governance, "*reaching out to the last man*". This is aligned with the Government of India (GoI) focus on e-Governance.

Box 1: GoI's renewed focus on e-Governance

"...Government is committed to providing a clean and efficient administration focused on delivery. (...) The government will stress on putting in place transparent systems and time bound delivery of government services. Government systems and processes will be revisited to make them citizen friendly, corruption free and accountable. (...) E-governance brings empowerment, equity and efficiency. It has the power to transform peoples' lives. (...) The National e-governance plan will be expanded to cover every government office from the center to the Panchayat; to provide a wide variety of services to citizens. Emerging technologies like Social Media will be used as a tool for participative governance, directly engaging the people in policy making and administration"

Presidential speech (6/9/2014)

12. Three guiding principles will drive the "next generation of PSGA reforms": *inclusiveness, simplification and accountability* to transform the way the government interacts with citizens. Based on this approach, the GoMP plans to digitize and incorporate into the PSGA most of the services the government provides to citizens, to ensure citizen friendly, time-bound and more accountable service delivery. Similarly, it aims to integrate various service delivery platforms currently under operation and develop a "*Serv Sewa* portal" to allow citizens to access services through the channel of their choice (i.e. kiosk, phone, web or mobile technologies). The GoMP is also further advancing the simplification of government procedures so that some certificates are not needed at all⁴, or are available real time at a single repository. A High Power Committee has been established to provide strategic guidance to the next phase of PSGA implementation.

13. The World Bank's contribution to the program will focus on expanding access to the poor and under-represented groups, and incorporating feedback loops for a more responsive service delivery. This operation aims to support the GoMP efforts to continue improving service delivery by offering technical assistance in specialized technical areas, while providing incentives for keeping the focus on inclusion and responsiveness.

C. Higher Level Objectives to which the Project Contributes

14. The Project is expected to have a positive contribution towards the achievement of the Twin Goals - eliminating extreme poverty and boosting shared prosperity- in India. By addressing the identified constraints, the project will contribute to reducing the transaction cost for citizens to access services, particularly for those living in remote areas and belonging to under-represented groups, and enhance their access to basic public services and government

⁴ On September 25, 2014 the GoMP announced that income and domicile certificates were no longer required for government procedures and allowing for self-attested copies instead of original certificates.

schemes. In turn, is expected to result in a higher impact of those schemes on poverty alleviation. Moreover, by promoting equity in service delivery for all citizens, gathering user feedback and strengthening accountability systems, the Project will also contribute to improving the responsiveness of public policies, and increasing citizen's trust in government.

15. The proposed operation fits with the WBG's India Country Program Strategy (Report No. 76176-IN; April 11, 2013) for FY2013-2017 and is well aligned with the GoI's new "Finance Plus" approach. The Country Program Strategy's overarching objective is to support poverty reduction and shared prosperity in India, by contributing to three main engagement areas: integration, transformation, and inclusion. This operation aims to facilitate access to services for the poor and under-represented groups in one of the largest low income states (LIS). In line with the "Finance Plus" approach, this operation leverages resources to transform government services in MP and support an innovative approach to service delivery. MP was the first state in India and worldwide to approve a Right to Public Services legislation and since then, fourteen states have emulated the initiative. MP has thus the potential to become a reference for other LIS struggling to provide access to public services in their territory.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

16. The Project development objective is to improve access to PSGA services⁵ by citizens of Madhya Pradesh, and in particular by under-represented groups.

Project Beneficiaries

17. Direct beneficiaries of the Project will be the citizens of Madhya Pradesh, particularly the under-represented population. Users of public services, especially those living in remote areas and/or from under-represented groups (that is, women, scheduled castes and scheduled tribes) will benefit from increased access to services, better information and the possibility of providing feedback which in turn will result in more responsive policy making. NGOs and other organized groups would play a critical role in voicing their concerns and exerting the demand side pressure for effective implementation of the proposed project actions. Other beneficiaries include: Public officials from Government Departments and district level officials who will benefit from improved monitoring and more effective service delivery support systems, and LSK operators who will benefit from enhanced demand for their services.

PDO Level Results Indicators

18. The key outcomes to be achieved are:

- Improved access to PSGA services by citizens of Madhya Pradesh.
- Improved access to PSGA services by under-represented groups.

19. Indicators for measurement are as follows:

⁵ Public services that have been notified under the 2010 Public Services Guarantee Act (PSGA), have conducted government process reengineering and are available online through the LSK software or the *Serv Sewa* portal when it becomes operational.

- Citizens accessing PSGA services.
- Women / Scheduled Castes (SCs) and Scheduled Tribes (STs) citizens accessing PSGA services.

III. PROJECT DESCRIPTION

A. Project Components

20. The Project consists of two complementary components: (i) Component 1. Results-based Financing (US\$ 25 million) to provide incentives for achieving results along three subcomponents: access to services and citizen outreach; integration of government systems and performance management, and (ii) Component 2. Technical Assistance (US\$ 10 million) to support the GoMP in specialized technical areas and strengthen the capacity of the implementing agencies. Component 1 will disburse against agreed eligible expenditure programs (EEPs) upon achievement of Disbursement Linked Indicators (DLIs). Component 2 will disburse against eligible expenditures upon submission of IFRs.

21. **Component 1: Results-based financing (US\$ 25 million).** This component aims to support the implementation of critical public management reforms needed to reach the results against which it would disburse as follows. (For more details about the activities and the expected results see Annex 2).

- *Subcomponent 1.a) Access to Services and Citizen Outreach (US\$ 5 million).* The objective of this subcomponent is to facilitate access to public services through the expansion of the LSK network to underserved and remote areas, improvements in the facilitation services provided at the kiosks, and conducting citizen awareness and outreach campaigns. More specifically, this subcomponent will support the following activities: (i) Integration strategy and roll out plan to integrate other service delivery platforms into the LSK network; (ii) Review of the current PPP framework; (iii) Improving LSK centers efficiency and citizen friendliness; and (iv) Raising citizen awareness through communication campaign, and targeted outreach efforts to reach out to under-represented groups.

- *Subcomponent 1.b) Simplification of Government Services (US\$ 15 million).* This subcomponent aims to foster the integration of government services and streamlining of internal procedures. Activities supported under this subcomponent include: (i) Improved coverage of services to be provided by LSKs; (ii) Establish multiple delivery platforms to allow citizens to access services through the channel of their choice (kiosk, mobile, web, phone); (iii) Improve and automate backend procedures in Line Departments and improve their integration with frontend interfaces; (iv) Develop an interoperability framework and a statewide citizens database; (v) Capacity building activities for Line Departments, PSMD and institutions at the district level; and (v) Change management activities to gather support from stakeholders for the proposed activities.

- *Subcomponent 1.c) Performance Management (US\$ 5 million).* This subcomponent aims to strengthen monitoring and evaluation systems, incorporating citizen's feedback and promoting the use of service delivery data for evidence-based decision making. Activities to be supported under this subcomponent include: (i) Establishing a data analysis cell at the Public Service Management department to support decision-making among government departments; (ii))

Strengthening M&E capacity of the Institute for Good Governance, and improving PSGA M&E tools, (iii) developing a feedback module to gather inputs directly from users and promote the use of such information for a more responsive policy-making; (iv) Strengthening the grievance redress mechanism and (v) Operating cost of the implementing agencies.

22. This component will disburse upon achievement of key results as measured by the Disbursement Linked Indicators included in Table 1, against the execution of agreed-to Eligible Expenditures Programs (EEPs) included in Table 2.

23. *Disbursement Linked Indicators (DLIs)*. Five DLIs have been selected for providing incentives to improve access to services to improve coverage of services and strengthen support systems for more responsive service delivery. See below for more details.

Table 1: Disbursement-Linked Indicators (DLIs)

<i>Project DLIs</i>	<i>Rationale</i>
DLI #1. Citizens accessing PSGA services.	Facilitate access to more accountable, effective and transparent public services by citizens of Madhya Pradesh.
DLI#2. Women and ST/SC citizens accessing PSGA services.	Facilitate access to more accountable, efficient and transparent public services by under-represented groups to foster social inclusion and poverty reduction.
DLI#3. PSGA points of presence fully operational	Facilitate access to public services through the geographical expansion of the LSK network into underserved and remote areas.
DLI#4. PSGA services.	Continue adding services to the Public Services Guarantee Act and conducting government process reengineering for a simplified, time-bound service delivery.
DLI#5. Beneficiary feedback for decision making	Gathering beneficiary feedback for a more responsive service delivery and decision-making.

24. *Eligible Expenditure Programs (EEPs)*. A preliminary analysis of the program budget identified the following EEPs as suitable for project financing: salary and wages, training, operating cost and grants.

Table 2: Eligible Expenditure Programs (EEPs)⁶, US\$ million

Identified EEPs	Eligible Expenditure Amount (US\$ million)						
	FY 15-16	FY 16-17	FY 17-18	FY 18-19	FY 19-20	FY 20-21	Total
Subcomponent 1.a) Access to Services and Citizen Outreach	6.05	6.37	6.86	7.53	8.38	9.44	44.63
Subcomponent 1.b) Simplification of Government Services	8.15	9.82	11.64	13.99	16.61	19.75	79.96
Subcomponent 1.c) Performance Management	0.76	1.67	1.86	2.08	2.34	2.63	11.34
Total	14.95	17.87	20.36	23.59	27.33	31.82	135.93

⁶ EEPs comprise non-procurable items only. The table includes budgeted figures, not actual expenditures. For a full list of expenditure heads see Table A.3.5.

Disbursements of Component 1	6	5.1	3.6	3.6	3.6	3.1	25
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25. **Component 2: Technical Assistance (US\$ 10 million).** This component will provide specialized technical assistance to support implementation of the government program and achievement of project results. This component functions as a complement to Component 1 and therefore does not have a separate results framework. Eligible expenditures under this component are consulting and non-consulting services, acquisition of goods and operating costs. In particular, this component will provide funding for the following activities:

- *Subcomponent 2a) Supporting government process reengineering.* This subcomponent will provide support for the simplification and reengineering of government processes, and advisory services to PSMD and the High Power Committee.
- *Subcomponent 2b) Enhancing ICT infrastructure and strengthening ICT capacity.* This subcomponent will provide funding for the acquisition of ICT equipment (hardware and software) and strengthening ICT capacity within the GoMP by providing ICT advisory and technical support in specialized areas such as software and hardware architecture, software development services and ICT systems integrator.
- *Subcomponent 2c) Strengthening project management.* This subcomponent will strengthen SAPS capacity to manage the Project by hiring a project management team with expertise on M&E, communication, technical coordination, procurement and contracts management, project planning, budgeting and execution. It will also provide funding for hiring a third party auditor for the verification of DLIs.

B. Project Financing

i. Lending Instrument

26. *Credit amount, lending instrument and project duration.* The proposed operation will be financed by an investment project financing credit of US\$35 million to the Government of India and will use a results-based financing modality to provide incentives for results. Lessons learnt from previous experiences with this instrument in the South Asia region, and in India in particular, have been incorporated into the Project design. The duration of this operation is five years. Credit proceeds will be disbursed against the execution of specific EEPs and the fulfillment of DLIs. Disbursement arrangements are detailed in Annex 3.

ii. Project Cost and Financing

27. *Project funding.* The EEPs for disbursements under Component 1 include wages and salaries and non-procurable items such as training and grants. Project funding under Component 2 will reimburse the GoMP for the following eligible expenditures: consultant services, goods, workshops and training, and other operating costs. See Annex 3 for details.

Table 3: Project Cost and Financing

Project Components	Project cost	IDA Financing	% Financing
Component 1. Results-based financing	35.7 million	25 million	70%
Component 2. Technical Assistance	14.3 million	10 million	70%

Total Project Costs	50.0 million	35 million	70%
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C. Lessons Learned and Reflected in the Project Design

28. The design of this operation draws upon and adapts the experiences from several e-service delivery and ICT interventions and DLI based projects in India and worldwide⁷. Lessons learned during the preparation and implementation of these operations include:

- *Reaching the poor and under-represented requires the use of appropriate tools to ensure their participation and ownership, supply of relevant and pro-poor services, and campaigns to raise awareness and outreach.* The design of this Project incorporates direct inputs from beneficiaries gathered through focused group discussions in low income and minority dominated areas and a statewide household survey on service delivery and PSGA (See Annex 6 and 7). The *one stop shop* kiosks or LSKs are valued by marginalized groups because they level the playing field for all citizens ensuring “equal” treatment regardless of background. Feedback from users will be gathered throughout implementation to continue improving project design. Outreach activities and campaigns will also be conducted, including specific action to incentivize women, SCs and STs to make use of the centers. In addition, the government plans to hire village level providers to facilitate access to services in remote areas and overcome resistance to new technologies.
- *Need for high quality dialogue during preparation and client engagement.* Indicators have been designed, in close coordination with the Government, to be clearly defined, realistic measurable, and achievable within the reform efforts, but also ambitious, in order to be transformative. The number of DLIs has been limited to five to keep the government focused on the key priorities for the Project (access to services) while supporting the GoMP to refine its vision during project implementation, incorporating new technologies and expanding the service delivery model to other areas within government. Verification protocols and methodology have also been discussed in great detail and designed to be as simple and clear as possible.
- *Technical Assistance is crucial to enhance program quality and facilitate achievements of results.* A thorough Technical Assistance program has been designed in close coordination with the GoMP for each subcomponent to support achievement of DLIs and contribute to smooth project implementation.

29. The design of this operation also draws on lessons learned from the World Bank’s engagement in Madhya Pradesh. Although the Bank has had a long history of working with the GoMP, its current portfolio in the state is small with only two projects under implementation: the Water Sector Restructuring Project and the Rural Livelihoods Project. Both projects, and the former in particular, have reflected a welcome shift from a starting point of traditional core investment support to sector wide reform approaches. Reforms under both projects reflect strong ownership and have been driven by the GoMP. The Rural Livelihoods Project is considered as one of India leading projects in its area and the government sees it as forming the basis of a new generation of reforms that focus on rural transformation. The institutional structures that supported the Project have been effectively taken over and made sustainable by the GoMP as a state wide implementation unit for reforms. Both projects reflect the depth of understanding of

⁷ For a more in-depth discussion about lessons learned see Annex 2.

reforms and the strong focus on sustainability of the GoMP – both of which are critical for the successful implementation of this Project.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

30. Project implementation will be led by the Department of Public Service Management, through the State Agency for Public Services (SAPS) which will serve as the Project Implementation Unit (PIU). SAPS is a Society under the administrative control of the MP Public Services Management (PSM) Department. SAPS will be responsible for coordination with all participating or recipient agencies, liaising with the Bank; overseeing technical inputs, consolidating the required documentation, conducting financial management, and procurement related to the Project. SAPS will also be responsible for ensuring compliance with the Bank's financial management, procurement regulations and safeguard requirements, and reporting to the Bank on a timely manner. SAPS Executive Director will be responsible for overall project implementation, coordination of technical activities and supervision of the project implementation unit.

31. SAPS capacity has been adequately strengthened to perform its role as project implementation unit. Created in May 2013, SAPS has a limited track record of implementation experience as an institution, although some members of the project team do have relevant project experience. Overall, SAPS has adequate staff strength to handle its existing finance functions and three new management positions for procurement, financial management and technical coordination have been created. In addition, a capacity building plan has been agreed to strengthen SAPS' capacity during project implementation. (See Table A.3.10 in Annex 3)

32. Implementation will also be carried out through two technical agencies under the Department of Information Technology. These include the Madhya Pradesh Agency for Promotion of Information Technology (MAPIT), a Society under the Information Technology Department of GoMP and the Madhya Pradesh State Electronics Development Corporation (MPSEDC), a Government Company under the Information Technology Department. Both these agencies are well staffed and established institutions tasked with the promotion and implementation of Information Technology and e- governance in Madhya Pradesh.

33. The recently established High Power Committee will act as Steering Committee for the Project. The Committee was established in June 2014 to lead the effort to streamline government processes in various departments, resolve inter-departmental issues related to process reengineering within government and align relevant department's identified processes for simplification. The Committee (chaired by the Chief Secretary) will provide strategic guidance to the Project and advice on all policy matters pertaining to the implementation of the PSGA Act. It will facilitate inter-departmental and multi-departmental coordination, monitor key results and propose corrective actions when necessary.

B. Results Monitoring and Evaluation

34. This operation will have a strong focus on Monitoring, Evaluation and Learning. First, the operation will strengthen existing PSGA monitoring systems at the School of Good

Governance and Policy Analysis and the design of new M&E tools to be used during project implementation (such as mystery audits, score cards and feedback surveys). Second, it will support the establishment of delivery data analysis cell at the PSMD to support evidence-based decision-making. Third, the Project will support the establishment of feedback loops for a more responsive service delivery. The design of the Project has already benefited from inputs from focused group discussions in low income and minority dominated areas, interviews with key stakeholders and department representatives and a statewide household survey on service delivery and RTPS. Further inputs will be gathered from beneficiaries during implementation through appropriate instruments. All these M&E instruments will be used to improve the design of the proposed interventions during the lifetime of the Project. In addition, a rigorous impact evaluation is also being designed to assess the impact of project interventions on service delivery, empowerment and trust.

C. Sustainability

35. Strong political and administrative ownership will contribute to ensuring sustainability of the reforms supported by the Project. The government of Madhya Pradesh has a solid track record of governance reforms and there has been continuation of policies given the election of the same party for a third consecutive term. Implementation of the Public Services Guarantee Act has been highly successful and this second phase has strong ownership amongst both civil servants and senior level politicians. Therefore sustainability of project supported actions is not a concern. The recently established High Power Committee will facilitate buy-in from Line Departments and state government officials. To further broaden ownership and ensure sustainability, the Project will focus on outreach and communication to lock in some of the reforms.

V. KEY RISKS AND MITIGATION MEASURES

Overall Risk Rating and Explanation of Key Risks

36. The overall risk to the developmental results of the proposed operation is Substantial, mainly driven by the three risks described below.

i) *Institutional Capacity for Implementation and Sustainability risk*: The implementing agency (MPSAPS) has limited experience with Bank and other multilateral development partner operations. The institutional capacity risk has been assessed as Substantial given that this operation includes both a DLI and TA component and it is therefore more complex than the traditional investment lending projects the GoMP is used to. A capacity building plan that includes hiring a project management team for the duration of the Project has been agreed with the counterpart to mitigate this risk.

ii) *Fiduciary risk*: Given the limited experience of the PIU, the joint FM and procurement fiduciary assessment has thrown up challenges relating to inadequate staffing, and limited demonstrable implementation experience. Risk mitigation measures are proposed including recruitment of a financial management official and a procurement and contracts management manager, and requiring the project management team to include a procurement and contracts management key expert in its team, among others.

iii) *Stakeholders risk:* There is strong ownership for the Project from both political and administrative leadership. However, resistance from vested interests to the simplification of government procedures and enhanced transparency might undermine reform efforts. To mitigate this risk the Project will support the design and implementation of a change management strategy that will include communication and awareness efforts and policy actions to modify the incentive structure will be put in place.

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

37. There are two main expected benefits of the Project: a reduction in the transaction cost for citizens trying to access public services and a reduction in the administrative cost for providing such services.

- *Improved access to public services is expected to lead to a reduction in transaction cost for citizens.* The Project will support the geographical expansion of the LSK network, the simplification of government procedures and improvements in service coverage under the PSGA. This is expected to reduce the transaction cost for citizens, particularly for those citizens living in remote areas and from poor and under-represented groups. The financial cost to apply for these services is expected to fall either because citizens would have to make fewer trips to service delivery centers, or pay fewer fees to intermediary agents for additional supporting documentation (such notary fees). Further, the time saved could be spent on productive activities.
- *Better integration of service delivery systems, simplification of government processes and automation is expected to lead to reduced administrative cost:* The Project will support the streamlining of government processes, the integration of multiple service delivery platforms and government databases, and a reduction in the timeframes to deliver public services. This is expected to reduce the administrative cost for providing such services.

38. The economic impact of the Project is expected to be positive based on the abovementioned benefits. However, project outcomes are difficult to estimate in economic terms, since new services are to be added over time on a continuous basis and some of the proposed reforms are transversal in nature (such as the integration of databases and service delivery channels, connectivity improvements, etc.) that are expected to benefit the public sector as a whole. And even if quantification was possible, such calculation is likely to underestimate the economic impact of the Project since it would not capture intangible benefits such as increased citizen trust in government agencies, more beneficiaries benefiting from social schemes and more responsive policy-making that will in turn result in enhanced impact on poverty reduction interventions. A more appropriate approach to estimate the economic impact of the proposed interventions would be to conduct an impact evaluation for specific services or targeted areas. Such evaluation will be conducted during project implementation to estimate the economic impact of project activities on newly notified services and tribal districts.

B. Technical

39. The government program is sound and builds on four years of PSGA implementation. The government has outlined an ambitious program to support the “next generation” of PSGA

reforms in order to improve the overall efficiency of service delivery systems by integrating, harmonizing and simplifying government's systems, and developing new service delivery channels – kiosk, phone, web and mobile interfaces- to reach out to the last man and minimize intermediaries. In addition to the 126 services already notified under the PSGA, 83 new services are being considered for notification in the current year. This is consistent with the track record of the GoMP in supporting PSGA implementation and other governance reforms.

40. The World Bank's contribution aims to influence the overall government program by focusing on issues of access and responsiveness, while providing support on specialized technical areas to enhance the quality of the overall program. This operation will focus on addressing barriers to access public services by under-represented groups and strengthening service delivery support systems for a more responsive service delivery. In addition, the Project also includes technical assistance in various areas to improve the design of the overall program, overcome potential resistance from vested interest groups and improve the capacity of government agencies to implement the proposed reforms.

41. The interventions supported by this operation draw on lessons learned from international experience on e-governance initiatives. Many governments have used one stop shop solutions and information and communication technology (ICT) tools (cell phones, SMS, and web-based tools) to enhance access to services, citizen engagement and accountability of service delivery. Consistent with international experience, the proposed interventions aim to institutionalize the new public service delivery systems, by creating alternative mechanisms that will eventually replace the old manual procedures and reduce opportunities for discretionary action from public officials and middle men. See Annex 2 for a detailed discussion.

C. Financial Management

42. The financial management arrangements for the Project are based on the country systems and are adequate to provide reasonable assurance on the use of project funds comprising the credit proceeds and the counterpart contribution for intended purposes. With the addition of a full time finance person in the team, SAPS will have adequate staff strength to handle the finance functions of the Project. SAPS will have the primary responsibility of financial management of the Project including preparation and submission of project level financial reports in agreed formats and submission of an annual audit reports to the Bank. Since the Implementing Agencies namely the PSMD, MPSAPS, MAPIT and MPSEDC have not implemented any Bank financed projects earlier, there are no overdue audit reports or unsettled ineligible expenditure related to these agencies.

43. Disbursements for Component 1 are conditional on the achievement of reform actions or results measured by the DLIs. Under Component 1 the Bank will reimburse the GoMP for expenses incurred under pre-identified budget lines or Eligible Expenditure Programs (EEPs) in the annual budget of the implementing agencies. The EEPs will include salaries and non-procurable budget line items. Disbursements under this component will be made based on expenditures pertaining to the EEPs as evidenced by Interim Unaudited Financial Reports, upon achievement of the agreed results as per the agreed Disbursement Linked Indicators (DLIs).

44. External verification. Decisions over compliance and disbursement against DLIs will be made on the basis of reports prepared by the GoMP and presented to the Bank with the necessary documentation verifying that they have been satisfied. A third party expert as per the verification

protocol agreed between the GoMP and the Bank will verify the findings presented in these reports with the full assistance of the counterparts.

45. Disbursements under Component 2 will be made against eligible expenditures upon submission of quarterly IUFRs. The GoI will pass on the funds to GoMP on a back to back basis as per existing arrangements between GoI and States for externally aided projects. Eligible expenditures will comprise: (i) consulting and non-consulting services, (ii) goods, (iii) workshops and training, and (iv) other operating costs.

D. Procurement

46. Procurement under the TA component will be carried out in accordance with the World Bank's guidelines, whereas Eligible Expenditure Programs include procurement-neutral items. All the goods, consultancies and works to be procured under the TA component shall be subject to the Bank procurement procedures. TA component is expected to include selection of consultancy firms, individuals and goods (mostly ICT and office equipment). EEPs include salaries and procurement-neutral budget line items.

47. The project implementing unit (PIU) will create a dedicated procurement and contracts management cell to undertake routine procurement functions. These include procurement planning and monitoring, reporting and coordination with the Bank, implementation of procurement risk mitigation plans etc. This cell will be headed by the Director Administration in a part time capacity supported by a full time procurement and contracts management manager. The PIU will engage a procurement and contracts management consultant for the initial period till the capacity to conduct procurement under a World Bank funded projects is strengthened.

E. Social (including Safeguards)

48. The key social issue identified under the Project is limited to differential access to public services by the Scheduled Castes, Scheduled Tribes, Women and other marginalized groups in the state. As the overall focus of the Project is improved citizen access to public services this issue is assessed in detail and necessary strategies and indicators have been agreed as part of the overall project design explained in preceding sections. The entire Project is expected to be designed based on the guiding principles of inclusiveness, transparency and accountability.

49. The Bank's Operational Policy on Indigenous Peoples (OP 4.10) has been triggered by the Project since a large proportion of MP's population comprises of Scheduled Tribes. These groups account for 21.1% of the state's population (Census of India, 2011). The state is also home to three Particularly Vulnerable Tribal Groups. Though it is changing fast, most of these predominantly tribal districts are still marked by poor human development indicators, adverse development characteristics, poor infrastructure, low income profile, difficult topography and remoteness. With respect to the delivery of public service, like in most rural areas of India, there is little awareness about rights and entitlements, less assertion and low demand which sometimes leads to sub-optimal provisioning of services.

50. A tribal development plan (TDP) has been prepared by GoMP as part of the project's effort to facilitate access to services among Scheduled Tribes and foster social inclusion. Under the access to Information Policy this TDP has been disclosed to the public. Hard copies of the TDP shall also be placed in locations easily accessible to public in Hindi and other languages

used locally by tribals. To inform the TDP preparation, district level consultations were organized in three districts, two of which are predominantly tribal- Jhabua and Mandla and one with a mixed population- Panna. Participants in these consultations included members of tribal community, elected leaders, civil society and government officials.

51. The Project does not trigger the Bank's operational Policy on Involuntary Resettlement (OP 4.12). Existing buildings and structures shall be utilized for the Lok Sewa Kendras. Hence, no land acquisition and resettlement is expected under the Project.

F. Environment (including Safeguards)

52. The Project does not trigger the Bank's environmental safeguard policies and poses no risk to the environment as a result of planned project activities. Project activities do not include any physical intervention such as construction work and hence they will not have any direct environmental impacts on the ground, cause any loss or conversion of natural habitats, lead to any changes in land or resource use, or cause any environmental pollution.

G. World Bank Grievance Redress

53. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/grs>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

Annex 1: Results Framework and Monitoring

INDIA: Citizen Access to Responsive Services Project (P149182)

Project Development Objective: The development objective of the Project is to improve access to PSGA services by citizens of Madhya Pradesh, and in particular by under-represented groups.

RESULT	INDICATOR	Core	DLI	Unit	Baseline 2014	Year 1	Year 2	Year 3	Year 4	Year 5
PDO Indicator										
Key Result 1. Improved access to public services.	Citizens accessing PSGA services.		X	% of total MP population	At least 5.4 % of citizens accessed PSGA Services	Awareness campaign conducted	At least 2 percentage points increase over year 1 achievement	At least 2 percentage points increase over year 2 achievement	At least 2 percentage points increase over year 3 achievement	At least 2 percentage points increase over year 4 achievement
Key Result 2. Improved access to public services by under-represented groups.	Women accessing PSGA services.	X ⁸	X	% of total applications	Outreach strategy targeted to women approved	Outreach strategy targeted to women conducted	At least 3 percentage points increase over year 1 achievement	At least 3 percentage points increase over year 2 achievement	At least 3 percentage points increase over year 3 achievement	At least 3 percentage points increase over year 4 achievement
	ST and SC citizens accessing PSGA services.		X	% of total applications	Outreach strategy targeted to ST/SC approved	Outreach strategy targeted to ST/SC conducted	At least 3 percentage points increase over year 1 achievement	At least 3 percentage points increase over year 2 achievement	At least 3 percentage points increase over year 3 achievement	At least 3 percentage points increase over year 4 achievement
Intermediate Indicators										
Subcomponent 1: Access to services	PSGA points of presence fully operational.		X	Number	336 LSKs fully operational	Implementation Strategy and rolled out plan	At least 50 additional points of presence fully	At least 50 additional points of presence fully operational	At least 50 additional points of presence fully	At least 50 additional points of presence fully

⁸ Equivalent to core sector indicator: “Direct project beneficiaries (number), of which female (percentage)”.

						approved	operational over baseline	over baseline	operational over baseline	operational over baseline
	LSK centers with information /facilitation services.			Percentage	None	10%	25%	50%	75%	100%
Subcomponent 2: Integration of government services	PSGA services.		X	Number	47 PSGA services available online; High Power Committee established	At least 10 additional notified services available online over baseline	At least 10 additional notified services available online over year 1 achievement	At least 10 additional notified services available online over year 2 achievement	At least 10 additional notified services available online over year 3 achievement	At least 10 additional notified services available online over year 4 achievement
	PSGA services provided within the legal timeframe.			Percentage	87%	87%	90%	90%	92%	95%
	Service delivery channels ⁹ .			Number	1	New software application to support new channels designed	New software application operational	2	3	4
	PSGA notified services issuing digital certificates.			Number	1	1	2	3	4	5
Subcomponent 3: Performance Management	Analytical reports generated by SAPS on PSGA services.			Text	0	Data analysis cell established at SAPS	Capacity built within data analysis cell and report template agreed.	Annual PSGA services report presented to the High Power Committee.	Annual PSGA services report presented to the High Power Committee.	Annual PSGA services report presented to the High Power Committee.
	Public services where government process			Number	80	GPR conducted	GPR conducted	GPR conducted in	GPR conducted in	GPR conducted in

⁹ Channels through which PSGA services can be accessed such as kiosk, web, mobile apps, phone/helpline, village level service providers, etc.

	reengineering (GPR) has been conducted.					in at least 10 additional services over baseline	in at least 10 additional services over year 1 achievement	at least 10 additional services over year 2 achievement	at least 10 additional services over year 3 achievement	at least 10 additional services over year 4 achievement
	Beneficiary feedback for decision making.		X	Text	Feedback collected through annual survey	Methodology for gathering beneficiary feedback approved ¹⁰	Feedback module operational and first feedback report available online	Second feedback report available on-line following approved methodology	Third feedback report available on-line following approved methodology	Fourth feedback report available on-line following approved methodology

Indicator Description

Project Development Objective Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Citizens accessing PSGA services.	Applications for PSGA services processed online through the LSK software (or the <i>Serv Sewa</i> portal when operational) within a year, as percentage of the total population of MP (as per 2011 Census 72,597,565) It assumes 1 application per citizen in a given year. The <i>Serv Sewa</i> portal will be developed based on the LSK software, and will allow citizens to submit applications through various channels (kiosks, website, Line Departments, Call center, Village level service providers). See definition of “PSGA services” below.	Annual	LSK software	SAPS
Women accessing	Applications for PSGA services processed online through the	Annual	LSK software	SAPS

¹⁰ It is expected that the methodology for gathering user feedback would include monitoring indicators such as “Citizens/women/ST/SC satisfied with the quality/responsiveness of services”. Once the methodology has been agreed with the government, the indicators would be included in the project Results Framework.

PSGA services.	LSK software (or the <i>Serv Sewa</i> portal when operational) within a year that include women as beneficiaries (self-reported), as percentage of total applications received. See definition of “PSGA services” below.			
ST and SC accessing PSGA services.	Applications for services processed online through the LSK software (or the <i>Serv Sewa</i> portal when operational) within a year that include SC/ ST citizens as beneficiaries (self-reported), as percentage of total applications received. See definition of “PSGA services” below.	Annual	LSK software	SAPS

Intermediate Results Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
PSGA points of presence operational.	Number of LSK, kiosks or counters that are able to receive applications for PSGA services and process them online. Village level service providers will also be considered as PSGA points of presence if able to process applications online.	Annual	LSK software	SAPS
LSK centers with information /facilitation services.	Percentage of LSK centers that have a dedicated counter to provide information and help desk services and facilitation support to fill and submit applications.	Annual	Institute for Good Governance assessment.	Institute for Good Governance
PSGA services.	Number of services that have been notified under the 2010 Public Services Guarantee Act (PSGA) and are available online through the LSK software/ <i>Serv Sewa</i> portal. It also includes services implemented by SAPS that are available real time at the Government single repository and/or <i>Serv Sewa</i> portal.	Annual	LSK software	SAPS
PSGA services provided within the legal timeframe.	Services that are provided within the timeframe stipulated in the 2010 Public Services Guarantee Act, as amended from time to time	Annual	LSK software	SAPS
Service delivery channels.	Channels through which PSGA services can be accessed such as kiosk, web, mobile app, phone/helpline or village level service providers.	Annual	LSK software	SAPS

PSGA notified services issuing digital certificates.	Number of PSGA notified services issuing digital certificates (e.g. birth certificate, caste certificate) at the GoMP single repository (www.certificate.mp.gov)	Annual	SAPS report	SAPS
Analytical reports generated by SAPS on PSGA services.	Annual reports produced by the data analysis cell at SAPS on implementation of PSGA services based on data from LSK software. Annual reports to be presented to the High Power Committee and shared with the concerned departments/district officers for evidenced-based decision making. Year 1 target requires the establishment of the data analysis cell at PSMD. Year 2 target requires capacity built at the data analysis cell and template of the annual report agreed with the World Bank.	Annual	SAPS report	SAPS
Public services where government process reengineering (GPR) has been conducted.	Public services under the PSGA where government process reengineering (GPR) has been conducted and redefined procedures approved by the High Power Committee and the PSMD.	Annual	SAPS report	SAPS
Beneficiary feedback for decision making	Feedback from beneficiaries gathered through various channels (sms, web, phone). Year 1 target requires the GoMP to prepare and agree with the World Bank on a framework for gathering such feedback that includes technology platform, methodology, frequency and sample report. Subsequent targets require the GoMP to publish an annual report on the feedback received during that year that shows gradual increases in coverage and beneficiary satisfaction.	Annual	LSK software	SAPS

Table A.1.1. Disbursement-Linked Indicator Matrix

DLI	Amount of the Credit Allocated to DLI (US\$ '000)	Year 0 Baseline to be achieved	Indicative DLI Period for DLI achievement				
			Year 1	Year 2	Year 3	Year 4	Year 5 (until Closing Date)
DLI 1: Citizens accessing PSGA Services		At least 5.4% of citizens accessed PSGA Services	Awareness campaign conducted	400 per each 1 percentage point increase over year 1 achievement	400 per each 1 percentage point increase over year 2 achievement	400 per each 1 percentage point increase over year 3 achievement	400 per each 1 percentage point increase over year 4 achievement
DLI Value:	5,000	1,000	800	800	800	800	800
DLI 2: Women and Schedule Castes (SC) and Schedule Tribes (ST) citizens accessing PSGA Services		Outreach strategy targeted to women approved	Outreach strategy targeted to women conducted	200 per each 1 percentage point increase over year 1 achievement	200 per each 1 percentage point increase over year 2 achievement	200 per each 1 percentage point increase over year 3 achievement	200 per each 1 percentage point increase over year 4 achievement
		500	600	600	600	600	600
		Outreach strategy targeted to ST/SC approved	Outreach strategy targeted to ST/SC conducted	200 per each 1 percentage point increase over year 1 achievement	200 per each 1 percentage point increase over year 2 achievement	200 per each 1 percentage point increase over year 3 achievement	200 per each 1 percentage point increase over year 4 achievement
		500	600	600	600	600	600
DLI Value:	7,000	1,000	1,200	1,200	1,200	1,200	1,200
DLI 3: PSGA points of presence fully operational to receive and process on-line PSGA Services applications		At least 336 PSGA points of presence fully operational	Implementation strategy approved and rolled out	10 per each additional PSGA point of presence over year 0 baseline	10 per each additional PSGA point of presence over year 2 achievement	10 per each additional PSGA point of presence over year 3 achievement	10 per each additional PSGA point of presence over year 4 achievement
DLI Value:	5,000	1,500	1,500	500	500	500	500
DLI 4: PSGA Services available on-		At least 47 PSGA Services available on-line and	60 per each additional PSGA Service over year	60 per each additional PSGA Service over year	60 per each additional PSGA Service over year 2	60 per each additional PSGA Service over year 3	60 per each additional PSGA Service over year 4

DLI	Amount of the Credit Allocated to DLI (US\$ '000)	Year 0 Baseline to be achieved	Indicative DLI Period for DLI achievement				
			Year 1	Year 2	Year 3	Year 4	Year 5 (until Closing Date)
line		High Power Committee established	0 baseline	1 achievement	achievement	achievement	achievement
DLI Value:	5,000	2,000	600	600	600	600	600
DLI 5: Beneficiary's feedback for decision making		Feedback collected through annual survey conducted	Methodology for gathering beneficiary feedback approved	Feedback module fully operational and first feedback report available on-line following approved methodology	Second feedback report available on-line following approved methodology	Third feedback report available on-line following approved methodology	Fourth feedback report available on-line following approved methodology
DLI Value:	3,000	500	1,000	500	500	500	0
Total Financing Allocated:	25,000	6,000	5,100	3,600	3,600	3,600	3,100

After two years of project implementation, the DLI targets will be reviewed to strengthen them further so that the coverage of the Program can be intensified based on achievements on the ground.

Table A.1.2. DLI Verification Protocol Table

#	DLI	Definition/ Description of achievement	Scalability of Disbursements (Yes/No)	Protocol to evaluate achievement of the DLI and data/result verification		
				Data source/age ncy	Verifi cation agent (VA)	Procedure
1	Citizens accessing PSGA services Unit of measure: Percentage of total population Unit price = 400,000 per every 1 percentage point	Applications for PSGA services processed online within a year, as percentage of the total population of MP (as per 2011 Census). It assumes 1 application per citizen in a given year. The Government portal will be developed based on the LSK software, and will allow citizens to submit applications through various channels (kiosks, website, Line Departments, Call center, Village level service providers)	Yes	MPSAPS	VA	Contracted verification agent (VA) to conduct a systems audit verifying the information reported by MPSAPS. This will be complemented by “mystery shopping” audits or similar. Year1 target requires a mass-media communication and awareness campaign conducted in MP.
2	Women, ST/SC citizens accessing PSGA services Unit of measure: Percentage of total applications Unit price = 200,000 per every 1 percentage point.	Applications for PSGA services processed online in a given year that include women and SC/ ST as beneficiaries (self-reported), as percentage of total applications processed.	Yes	MPSAPS	VA	Contracted verification agent (VA) to conduct a systems audit verifying the information reported by MPSAPS. This will be complemented by “mystery shopping” audits or similar. Year 0 target requires the outreach strategy for women and ST/SC to be agreed with the Bank and approved by the GoMP. It also requires translated versions of the Tribal Development Plan (in Hindi and tribal dialects like Korku, Bhili and Gondi) be placed in District libraries, District Collectors and BDOs offices accessible to the tribal population. Year1 target requires a targeted outreach campaign to be conducted in MP targeting women and ST/SC. It also requires Year 1 achievements to be measured in terms of applications processed through the LSK software during year 1 that include women and SC/ ST as beneficiaries (self-reported), as percentage of total applications processed.
3	PSGA points of presence	Number of LSK, kiosks or counters that are able to receive	Yes	MPSAPS	VA	Contracted verification agent (VA) to conduct a systems audit verifying the information reported by MPSAPS. This will be

	operational Unit of measure: Number Unit price = 10,000 per every additional point of presence operational	applications for PSGA services and process them online. Village level service providers will also be considered as PSGA points of presence if able to process applications online.				complemented by “mystery shopping” audits or similar. Year1 target requires the integration strategy for various government systems to be prepared and the roll out model to incorporate them into the LSK network to be approved by PSMD.
4	PSGA services Unit of measure: Number Unit price = 60,000 per additional service	Number of services that have been notified under the 2010 Public Services Guarantee Act and are available online. It also includes services implemented by SAPS that are available real time at the GoMP single repository and/or Government portal	Yes	MPSAPS	VA	Contracted verification agent (VA) to review list of notified services, verify GPR processes and conduct “mystery shopping” audits or similar.
5	Beneficiary feedback for decision making Unit of measure: Text	Feedback from beneficiaries gathered through various channels (sms, web, phone) and published online.	Yes	MPSAPS	VA	Contracted verification agent (VA) to assess the feedback mechanism, the methodology and the publication of the reports. Year 1 target requires the GoMP to prepare and agree with the World Bank on a framework for gathering beneficiary feedback that includes technology platform, methodology, frequency and sample report. Subsequent targets require the GoMP to publish annual reports on the feedback received during that year that shows gradual increases in coverage and beneficiary satisfaction.

Annex 2: Detailed Project Description

INDIA: Citizen Access to Responsive Services Project (P149182)

1. **Overall approach.** The proposed project design combines three key critical and interrelated elements: (i) eligible expenditure programs against which credit proceeds can be disbursed; (ii) a set of disbursement conditions that provide a performance framework to advance the reform agenda and contribute to the development objectives supported by the operation; and (iii) a technical assistance component to support the achievement of the agreed results.

Project Description

2. The project development objective is to improve access to public services by citizens of Madhya Pradesh, and in particular by under-represented groups.

3. The Project consists of two complementary components: (i) A Results-based Financing Component (US\$ 25 million) that will disburse against eligible expenditure programs upon achievement of the agreed results; and (ii) a Technical Assistance Component (US\$ 10 million) to support the GoMP in specialized technical areas, and strengthen public management systems that are critical for implementing the government's program.

4. **Component 1: Results-based financing (US\$ 25 million).** This component aims to provide incentives for undertaking critical public management reforms and achieving results in terms of service delivery along the three result areas.

- ***Subcomponent 1.a) Access to Services and Citizen Outreach:*** The objective of this subcomponent is to facilitate access to public services through an expansion of the LSK networks at the sub-block level, improvements in services provided at the kiosks, and citizen awareness and outreach campaigns. This subcomponent will support five sets of interventions.

- a. **Expanding the LSK Network.** The objective is to make it easier for the citizens to access public services by reducing the physical distance between citizens and LSK network centers. The Project will expand the LSK network by incorporating other “kiosk” or access points such as CSC and MPOnline kiosks. Considering that there are already 6,500 operational CSC Centers in MP (delivering GoI and some private sector services) and around 3,200 operational MP Online Kiosks, collectively the State already has more than 10,000 Points of Presence (PoP) through which PSGA services can be provided. If an appropriate rationalization and harmonization exercise is carried out through which all the three entities can work under appropriate PPP frameworks providing same set of services, their collective reach (called the LSK Network from hereafter) will allow PSMD to reach the 32,000 Gram Panchayats in MP.

The Project would support plotting all currently operational LSK, CSC and MPOnline kiosks on a map of Madhya Pradesh and identify areas of under and over coverage, based upon density of population and size of area served. Infrastructure and capacity gaps will also be identified. Once a physical mapping exercise is completed, it will become clear where the real gaps of under/over coverage are and what is needed for the existing facilities to perform LSK functions. An integration will be developed and rolled out through which CSC and MP Online centres will be upgraded and integrated into the LSK network, either as sub LSK Centers, or as independent

LSK centers, with a view to expand the current reach at the Block level to Gram Panchayat and Village level.

b. Promoting PPP for the LSK Network: LSKs are run by private operators under a PPP model. The current PPP funding model for LSK operators has proven to be both robust and financially viable, with less than 50 percent of the total LSK centers being subsidized through the Viability Gap Fund. The current PPP contracts with LSK operators is coming to an end by middle of 2015 and there is therefore a need to review the PPP framework in light of the proposed expansion of the LSK network and the social inclusion targets, to ensure that expected project outcomes are realized. Reviewing the PPP model used by other states with a successful delivery mechanism (viz. MahaOnline of Maharashtra government, Akshaya of Kerala government etc.) will also provide valuable inputs for such revision. Recommendations will be made (and implemented as appropriate) to improve the financial sustainability and viability of the PPP model to ensure maximum participation and benefits for all stakeholders.

c. Improving LSK Centers' Efficiency and Citizen Friendliness: LSK operators represent the point of contact with the public. Their effectiveness and efficiency directly translates into citizen satisfaction. However, the capacity of LSK operators varies across the state. Providing consistent and adequate customer service across the LSK network will increase public trust and user satisfaction. Therefore, it is critical to ensure regular and appropriate training of LSK operators. While there are written guidelines provided to the operator so that they can answer all queries raised by the citizens, there is a need for clearly laid down standard operating procedures which are regularly reviewed and updated to ensure they reflect the latest policy and procedural requirements for accessing different services. Specific interventions will include:

- *Improving quality of frontline services:* Preparation of Standard Operating Procedures (SOPs) and checklists for each service being delivered by the LSK Network. Preparation of Frequently Asked Questions through inputs from Line Department and its constant updating based upon new questions posed by citizens.
- *Training for LSK operators:* Preparation of a comprehensive online Training Manual and context sensitive help within the LSK system in order to aid the LSK operators. Regular and hybrid (a combination of class room and on-the-job training) training of all LSK operators on new services and functionality. This will include a significant behavioral component for making the operator's attitude sympathetic, citizen-friendly and prepared to provide facilitation to its potential clients.
- *Orientation of the government officials:* With LSKs being the medium for providing services and government functionaries the real service provider, continuous capacity building will be provided to functionaries on technology use, accountability, reducing barriers to access and on change management-for orienting them on the transition of service delivery from a supply driven mode to a citizen centric one.
- *Enhanced support services:* Adding information services, women's counter, facilitation / help desk counters, queuing systems, etc.

- *Quality assessments.* Identifying and establishing service quality and key performance indicators for LSKs. Implementing a system for regular monitoring of key performance indicators like outreach/ access across social groups and public disclosure of selected key performance indicators. *E-governance* societies to be created at District level for better supervision of LSK/SubLSK network (as of now monitoring is at Divisional Level) and through departmental reviews and community monitoring.

d. Raising Citizen Awareness through Communications and Outreach: Support will be provided to increase citizens' awareness about their rights under the PSGA, the different delivery channels for accessing public services and the grievance redressal and appeal mechanism. With a view to stimulate the demand among under-represented groups, the Project will also support targeted outreach efforts to reach out to these groups. It will also gather user feedback through a regular communication system via sms and annual Satisfaction Surveys (Citizens Report Card) for gathering suggestions for service delivery improvements.

• ***Subcomponent 1.b) Simplifying Government Services:*** This subcomponent aims at enhancing the range of services offered to the citizens, simplifying, streamlining, standardizing and automating Line Departments' and District Collector offices' systems and procedures for public services, developing mechanisms for inter departmental data sharing and augmenting State level ICT infrastructure to deliver these services through multiple channels. Activities supported under this result area include:

a. Expansion of LSK Services by increasing the number of services notified under the Act and the services available online through various platforms: Currently only 52 government services out of a total of 102 notified services, 47 of which are accessible online at LSKs. While this focus has resulted in selected PSGA services being delivered in a systematic and better manner, given the type and number of services being offered by LSKs, the total traffic of transactions routed through LSKs is quite limited. If LSKs were authorized to offer a broader range of services, not only will their financial sustainability improve, but because of the additional number of people visiting to LSKs it will lead to better coverage of existing PSGA services and improve the utility of LSKs for the common man. The Project will provide support to: (i) identify additional services that can be operationalized; and (ii) deliver these services through a centrally (state level) developed managed software solution that will deliver services through LSK/kiosk, internet, mobile and phone interfaces.

b. Improve and automate the back-end procedures in Line Departments and improve their integration with selected delivery channels through administrative reforms and Government Process Re-Engineering in Line Depts. & District Collector's (DC) Offices: LSKs have proved to be an excellent front-end to interface with citizens and collect applications for various services and forward them electronically to the concerned Line Departments (LDs) for processing. And, although the services notified under the PSGA have undertaken process reengineering to simplify their procedures, there is a need to look at the entire production function of the Line Department as a whole. The Project will provide support for Line Departments to map the services they offer to citizens and restructure their administrative and information systems to further simplify them and integrate LSK frontend with LDs backend procedures. Keeping the project focus on improving access to services by the under-represented groups, the following departments would be considered for GPR and digitalization on a priority basis: Backward

Classes & Minorities Welfare; Food, Civil Supplies & Consumer Protection; Labor; Panchayat & Rural Development; Public Grievances Redressal; Public Health & Family Welfare; SC and ST Welfare, Social Welfare; Urban Administration & Development and Women & Child Development.

Some activities to be supported include: (i) feasibility study and stakeholder consultations for implementing each of the selected services with respective LDs; Government Process Reengineering (GPR) exercise in LDs; (ii) detailed workflow analysis and time and motion studies in pilot District Collectors offices (DCOs), to identify the main barriers to increasing staff productivity and adopting citizen centric and citizen friendly approaches, (iii) Revising Standard Operating Procedures for District Collectors; (iv) reviewing the feasibility of establishing dedicated women's' counters, counseling counters specially focused counters in LSK Centers and providing the backend information systems which can facilitate and assist the people manning these counters in addressing citizen's queries, problems and needs.

c. Developing an interoperability framework and a State wide Citizens Database based on UID, to enable data sharing across Line Departments and with LSK Network: Madhya Pradesh State Electronics Development Corporation (MPSEDC) is in the process of establishing a State Residents' Data Hub (SRDH) on a pilot basis. The SRDH shall be an authentic, de-duplicated repository containing information of all the citizens of Madhya Pradesh. SRDH would be used by the LDs for better monitoring and planning of various Government schemes as well as to link one LDs data with other LDs, with the UID acting as the linking field through which heterogeneous database (in different agencies and LDs) will be able to share data and build composite records for each citizen. MPSEDC is in the final stages of completing the pilot work. The Project will support the rollout of this pilot work in all selected departments and locations, over a period of time.

In order to integrate the SRDH and the LSKs, the Project will provide support to: (i) conduct a rapid review of the SRDH pilot and an evaluation of its feasibility to create a common and comprehensive MP State Residents Database, covering all citizens of MP and all GoMP departments; (ii) carry out a study of the available departmental databases to see how these can be integrated through a commonly agreed Interoperability Framework, which will enable data sharing between departmental databases of different Line Departments; (iii) prepare a policy for inter-operability and data sharing with multiple agencies and Line Departments and get the policy issued through the IT Department of GoMP; (iv) assist and support the Line Departments in implementation of Interoperability Framework so that composite views can be created by linking different attributes of each citizen; and (v) integrate all services in the LSK system through the use of Aadhar ID (UID) / SRDH database identifying each citizen.

d. Establish Multiple Delivery Platforms so that each citizen can select the option best suited for his / her needs and preference, through an integrated LSK Software Solution. This will involve design development of customized and comprehensive software solution covering all existing and new services which will provide LSK, Web and Mobile interfaces to access PSMD's One Stop Service Store. These interfaces will allow citizens to not only access services by visiting the LSK / CSC Centers but also through internet (by using their desktop and laptop computers), mobile (phone based App available on all smart phones) and through regular phones (using Integrated Voice Response System (IVRS) and call center based help desk operators who

can be reached by dialing through mobile and landlines). The web interface shall be through a comprehensive web portal which can be used to inform citizens of the existence, locations, and PSGA and other services of the LSKs in their respective communities. The LSK software solution will include a payment gateway through which citizens can pay their taxes, dues and user charges directly through the web interface, and an SMS gateway through which PSDM / LSKs will be able to communicate an application's status to citizens and gather their feedback about satisfaction with services delivered. It is envisaged that the proposed LSK software solution shall be developed using web and mobile technologies and develop an integrated platform to manage all the three interfaces: LSK version, web version and mobile version.

- ***Subcomponent 1.c) Performance Management:*** This subcomponent aims at promoting evidence-based decision making by strengthening monitoring and evaluation systems, incorporating citizen's feedback and promoting the use of service delivery data for decision making. Activities to be supported under this subcomponent include:

- a. Support to the High Power Committee for GPR. With a view to bring this to fruition, the GoMP constituted an empowered committee in June 2014 to simplify identified government processes in order to make the system more efficient, transparent and expedient so that public services can be provided quickly, easily and in a citizen-friendly manner. This committee will also monitor, guide and advise the government for implementation of the requirements of the Public Service Guarantee Act. The Project would support the Committee by: (i) performing a rapid TNA exercise to identify needs and implement the required capacity development / training plans; (ii) implementing a strategy for change management of all stakeholders, through workshops, training programs, etc.; and (iii) identifying and engaging required ICT professionals required in LDs and DCs to contribute to the GPR exercise and implement backend computerization.

- b. Establishment of Social Inclusion Cell within PSMD to ensure that the Project maintains its central focus on the needs and requirements of 'under-represented groups' to access public services. The Project would support a series of activities aimed at removing the severe barriers in accessing public services faced by the under-represented groups. These include carefully planned interventions through which the "bottom of the pyramid" can not only access services but also articulate their demand for which service are really required by them, how they would prefer to be served and complain when the established systems do not deliver as per these citizen groups satisfaction.

Activities will include: (i) developing a social inclusion policy for the Project, which ensures the primacy of under-represented groups' (SCs, STs and women) needs and requirements for accessing public services, in all aspects of the Project; (ii) identifying and utilizing out specific IEC activities, tools, mediums and channels through which these groups can be made aware of their rights under PSGA and how they can avail of these services using the LSK network and other delivery channels developed under the Project; (iii) developing the PSMD Solution (LSK, Mobile and web interfaces) in such a manner that analytical reports showing statistics about usage of PSGA services by each of these under-represented groups, which along with similar reports for the general user groups will give an idea of the extent to which these groups are

accessing the PSGA and other services through the Project delivery channels; and (iv) carrying out tailored studies and surveys to gauge the satisfaction levels of these groups and gather feedback on which additional services they require.

c. Providing project management, data analytics and Monitoring and Evaluation skills through establishment of a data analysis Cell at the Department of Public Service Management. One of the key constraints to improving public service delivery is the lack of capacity to gather, collate, analyze and disseminate relevant information necessary for informed decision making. The Project would support the establishment of a Data Analysis Cell within the PSMD, comprising of project management, data analytics and Monitoring & Evaluation (M&E) professionals for: (i) providing project management and data analysis services, (ii) operating M&E services for identifying areas to focus managerial attention for intervention and corrective action, (iii) generating all MIS and analytical reports required by different stakeholders and (iv) integrating with GIS based system by utilizing the resources of State Special Data Infrastructure (SSDI), State GIS Lab, MAP IT & MAPCOST.

d. Improving monitoring and evaluation (M&E) tools and analytical reporting including executive dashboards and performance reports through establishment of M&E Cell at the Center for Good Governance. Performance needs to be monitored and evaluated regularly in order to provide project leadership with the information they need to lead effectively. The Project will enable and support evidence-based decision making by increasing administrative capacity, strengthening monitoring and evaluation systems, incorporating citizen's feedback and promoting the use of service delivery data. It will provides the necessary technical and advisory support to ensure the PSMD has the capacity to develop, distribute and monitor meaningful performance indicators, through a third party monitoring and evaluation services which ensure compliance with all regulatory requirements and provide confirmation that all project targets are being achieved or not.

5. **Component 2: Technical Assistance (TA) (US\$ 10 million).** Technical Assistance will be used to provide TA to support capacity building and institutional strengthening activities related to the achievement of key results along the three result areas. It would also provide assistance to improve the design of the EEPs and to strengthen the capacity of the GoMP to manage them. The technical assistance will consist of specialized technical consultancies and acquisition of ICT equipment. In particular, the TA component will fund activities in the following areas:

- ***Subcomponent 2. a) Supporting Government process reengineering (GPR) and capacity building activities (US\$2 million).*** This subcomponent will provide support for mapping of citizen-government interaction points, identifying additional services to be notified under the PSGA, the simplification and reengineering of related government processes,.
- ***Subcomponent 2. b) Enhancing ICT infrastructure and strengthening ICT capacity (US\$6 million).*** This subcomponent will provide funding for the acquisition of ICT equipment (hardware and software) and strengthening ICT capacity within the GoMP by providing ICT advisory and technical support in specialized areas such as software and hardware architecture, software development services and ICT systems integrator. .

PSMD will require significant investments in ICT infrastructure in order to be able to develop, host and maintain the PSMD Solution through which all the Services will be delivered through MP using different delivery channels. MPSEDC has already established a State Data Center where the current LSK application is hosted. MP State Wide Area Network (MPSWAN) has already provided broadband connectivity to all block headquarters. Both the State Data Center as well as MPSWAN are already working at nearly full capacity and will need upgrading if the proposed PSMD Solution is to be hosted on the State Data Center and fast and reliable internet connectivity has to be provided to LSK Centers as well as to all Line Department users. Since the volume of transactions at each CSCs center and MPOnline kiosk will be significantly lower than a typical LSK center, it is expected that they will continue to be responsible for procuring broadband internet connections through public and private ISPs, and not depend on the MPSWAN to provide connectivity. The State Data Center will need significant investments in procuring additional Servers and supporting peripherals for hosting the Development, Test / Quality and Production environments for the PSMD Solution.

Similarly, PSMD will require an array of ICT infrastructure for implementing the next generation of LSK services as well as for supporting all services through multiple delivery channels. This infrastructure shall include the hardware, software, connectivity, and technical services required to host and run the new LSK system across the state. This component shall also include augmenting the existing State Data Center and the MPSWAN. A Disaster Recovery site will also be created to ensure protection of applications and data. Cloud computing based architecture may also be implemented, based upon GoI's recommendations of 'cloud first' approach and 'Meghdoot' policy. Upgrading of ICT infrastructure will also be required at the LKS centers level, Line Departments and DC Offices'

- ***Subcomponent 2.c) Strengthening project management (US\$ 2 million).*** This subcomponent will strengthen SAPS capacity to manage the Project by hiring a project management team with expertise on M&E, communication, technical coordination, procurement and contracts management, project planning, budgeting and execution. It will also provide funding for hiring the third party auditor for the verification of DLIs

Strategic Relevance

6. Assisting State governments to become more effective in delivering public services is critical to promote inclusive development in India. The federal structure of the Government of India gives states a fundamental role in the promotion of inclusive growth, and poverty reduction. According to the Seventh Schedule, basic public services (health, education, water, agriculture, forest) are either a direct responsibility of the State government or a shared responsibility between the Union and the State governments. Even in the latter case, state governments tend to play an important role in the implementation of centrally sponsored schemes.

7. The proposed operation fits with the World Bank Group's India Country Program Strategy for FY2013-2017 (Report No. 76176-IN; April 11, 2013). The Country Program Strategy's overarching objective is to support poverty reduction and shared prosperity in India, by contributing to three main engagement areas: integration, transformation, and inclusion. The Country Program Strategy acknowledges that delivering on the overarching objectives requires a

strong focus on low-income states (LIS), where the majority of the poor live. This operation aims to facilitate access to government services for the poor and under-represented groups in one of the largest LIS.

8. The proposed operation is well aligned with the Government's new "Finance Plus" approach, which lays out the government's vision of how best to use the financing and expertise of multilateral institutions to address India's development challenges. According to this approach, support should be focused on projects that transform and modernize policies and institutions, leverage resources, and pilot new and innovative development approaches. The approach adopted in MP to improve service delivery is pioneering in India and worldwide. The state was awarded the second prize under "Public Service Reforms" category of the United Nations Public Service Award for the year 2012 for the implementation of the 2010 Public Services Guarantee Act ("PSGA Act"), and since then, fourteen states have emulated the initiative. This operation leverages progress made in the implementation of the PSGA Act to transform the way government provides services as it relates to citizens. Therefore, MP has become a model for other LIS struggling to provide access to public services in their territory.

Stakeholder Assessment

9. Project stakeholder includes: Government departments, LSK operators, and public officials at the district and sub-district level, private intermediaries affected by policy changes and service delivery reforms, and the citizens of Madhya Pradesh. A brief summary of relevant stakeholder is provided below:

- *Department of Public Service Management*: strong champions exist within the department and the Project is considered a flagship. Change in leadership and institutional capacity within the Department could affect project implementation. However, GoMP has a solid track record of governance reforms and continuity of policies due to re-election of the incumbent party.
- *Department of Finance*: Department of Administrative Reforms, and Line Departments: are responsible for providing 126 services through LSKs. Each department places a high level political commitment to improve service delivery across government, however, turf issues, disincentives to coordinate and capacity constraints within line departments to vision, design and implement appropriate reforms could impact implementation. Resistance from public officials within these departments to streamline procedures is one of the main risk factors.
- *LSK operators*: the 334 LSKs currently under operation are managed by private operators under a PPP arrangement. Private operations might require additional incentives in order to provide services and functionalities that were not envisioned under the existing PPP framework or that do not increase their profits in the short run.
- *Public officials at the district and sub district level*: are important stakeholders and could stand to lose power and authority.
- *Private intermediaries*: the management of service delivery is often mediated through other stakeholders such as legal notaries and touts, often with local political connections. They could be "spoilers" and oppose reforms.
- *Citizens of Madhya Pradesh*: they are the main beneficiaries of the Project. Users of public services, especially those living in remote areas and/or from under-represented

groups, will benefit from increased access to services, better information and the possibility of providing feedback about service quality. NGOs and other organized groups could play a critical role in voicing concern and exerting the demand side pressure for effective implementation of the proposed project actions.

Lessons Learned from e-Government Interventions in India¹¹

10. The design of this operation draws upon and adapts the experiences from several e-service delivery and ICT interventions, particularly in India. These projects include: *Gyandoot*, a Government to Citizen (G2C) and Citizen to Government (C2G) project aimed at delivering a host of government services to the people in Madhya Pradesh; The e-government component of the Sustainable Access in Rural India project, a G2C and C2G project in Tamil Nadu aimed at delivering government services to the public; as well as other projects in India. Lessons learned during the preparation and implementation of these operations include:

- *Reaching the rural poor requires the use of appropriate technology, with focus on creating sustainable systems:* ICT in poor rural areas can be catalysts for change. However, merely setting up e-government projects does not guarantee that the poor will access its services and benefits. Some prerequisites are needed to make their introduction cost-effective and sustainable, including a stable electric power supply, good connectivity, and human capability to manage hardware and software. If these essential factors are not present, it may be better to look for low-tech, more appropriate solutions. For example, in the case of *Gyandoot*, for using radio—which is cost-effective and has a large reach in rural areas—may be a better way to inform farmers about agricultural commodities prices. The right choice of technology needs to focus on creating sustainable systems, for delivery of services to citizens. People must drive technology and not vice versa. ICT can only facilitate the system of delivery.
- *Mere Supply of ICT is not Sufficient: Successful e-Government Projects Require Complete Backend Computerization:* ICT initiatives reaching out to citizens are beloved by politicians and agencies because they grab media attention. Far more effective are the back office applications that help better planning, decision-making and management. They are more likely to sustain and to have a mass-scale impact. Backend computerization is essential for cutting-edge online service delivery to citizens. This aspect points to the need for focusing on the transformation required for achieving the goals of the Project and not just merely on supplying more ICTs. Government officials must be closely involved and take on ownership of the backend processing at their departments.

¹¹ This section draws on extensive literature on e-government experiences in India including: “Making E-Government Projects in Developing Countries More Successful and Sustainable: Lessons from Two Case Studies from India” R. Kumar, International Development Group, Department of Urban Studies and Planning, Massachusetts Institute of Technology, 2007; “An Evaluation of Gyandoot” By Center for Electronic Governance Indian Institute of Management, Ahmedabad, India; “ Electronic Government and the Rural Poor: The Case of Gyandoot” S. Cecchini and M. Raina The MIT Information Technologies and International Development Volume 2, Number 2, Winter 2004, 65–75; “ ICTs and the MDGs: On the Wrong Track?” R. Heeks, Development Informatics Group, University of Manchester, UK, 2005; and “Impact and Sustainability of E-Government Services in Developing Countries: Lessons Learned from Tamil Nadu, India” R. Kumar and M. L. Best.

- *The role of Intermediation for Successful Service Delivery:* In rural India, direct ownership and use of ICT—for instance through a PC with Internet access—applies only to a small fraction of the population. In most cases, poor people have to rely on a human intermediary to access e-government applications. The profile of the intermediaries who add human skills and knowledge to the presence of ICT is thus critical for projects that want to reach the poor. Enthusiasm, education, commitment and attachment to the rural communities are important characteristics that, combined with a right set of economic incentives and adequate training to understand and provide this new mode of service, are key to have good intermediaries to bring e-government to poor people. To the contrary, disintermediation is a must for cutting-edge delivery of services online. Lack of disintermediation was an important reason for the failure of *Gyandoot*, where people still had to go to the concerned government office even after they had applied through the kiosk
- *Localized and Relevant Content is Critical:* The experience of *Gyandoot* shows that locally relevant content is critical. Though the kiosks offered a number of services, only very few were actually being used. Content in the local language is also extremely important for increasing usage and delivering the benefits to more people. Customized content for women is also important for increasing usage among them and addressing gender specific digital divide.
- *Need for Coordination among Supporting Institutions:* Another important lesson is the need for ensuring proper coordination among supporting departments for real time updating of data and better online service delivery. These projects depended on coordination among various departments for delivery of services. As noted before, the projects reviewed enjoyed considerable success in the beginning, they failed to sustain their success due to lack of coordination and support from the supporting departments. This shows the presence of strong complementarities in ICT projects and the need to ensure good coordination among various agencies involved.
- *Pro-poor services vs. financial sustainability:* Projects need clear, realistic, and achievable objectives. If the primary concern of an ICT project is to reach marginal sectors of society, it is preferable to focus on a limited number of well-run, pro-poor services, rather than offer a great number of services of use only to middle and upper classes. Given that e-government services, such as issuance of income, caste, or domicile certificate and below-the-poverty-line listings are characterized by low charges and infrequent or onetime usage, a pro-poor approach may not lead to financial sustainability. In *Gyandoot*, lack of financial sustainability of the kiosks was mainly a result drastic reduction in usage over time. Implementation of the Project and coordination with different government departments also suffered after the initial champions of the Project at the district level left. These factors are extremely important in any e-Government or ICT for development project.
- *Community Participation and Ownership fosters the success and resilience of ICT and e-government projects:* Before launching ICT projects, the service and information needs of a community should be thoroughly assessed and ICT applications developed in collaboration with local staff. Local ownership fosters the success and resilience of ICT

and e-government projects. Outside control and top-down approaches, on the other hand, often waste resources in the initial periods of projects, endangering their future sustainability. Rapid, participatory rural appraisals (PRAs) and other survey instruments have been used for several years to ensure community ownership of development programs. These tools should be used to ensure that ICT applications respond to the priorities of the community and include gender concerns. In the case of e-government projects, the local administrative and political actors need to be involved in the implementation of the Project, otherwise the likelihood of failure increases dramatically. By involving citizens, the administration can, among other things, ensure that the introduction of computerization does not become indivisible from the political fortunes of the party in power. Project managers can secure the support of government staff by convincing employees that introduction of ICT does not necessarily mean layoffs, and training them on the use of technology

- *Raising awareness among the poor about the potential of e-government is also critical.* Word of mouth is often a powerful tool for publicity. The leaders of poor communities, as well as school children, could be brought to the kiosks for a demonstration showing what e-government can do for them (for example, obtaining a birth or domicile certificate). It is important that poor people feel comfortable accessing e-government, given that they typically face discomfort and harassment when they visit government offices. In this respect, the location of the kiosk is also important. Kiosks should be located near places routinely visited by poor people, for instance, in ration distribution shops. Furthermore, the provision of content that is not directly related to development goals, such as news, matrimonial ads, and entertainment information, could be a winning strategy to raise awareness about kiosks. A survey of five villages in Andhra Pradesh, Uttar Pradesh, and West Bengal found that entertainment programs, together with news, are the types of information most frequently accessed by the rural poor.

Annex 3: Implementation Arrangements

INDIA: Citizen Access to Responsive Services Project (P149182)

Project Institutional and Implementation Arrangements

1. Project implementation will be led by the Department of Public Service Management, through the State Agency for Public Services (SAPS)¹² which will serve as the Project Implementation Unit (PIU). SAPS will be responsible for coordination with all participating or recipient agencies, liaising with the Bank; overseeing technical inputs, consolidating the required documentation, conducting financial management, and procurement related to the Project. SAPS will be responsible for ensuring compliance with the Bank's financial management, procurement regulations and safeguard requirements, and reporting to the Bank on a timely manner. SAPS Executive Director will be responsible for overall project implementation, coordination of technical activities and supervision of the project implementation unit.
2. Other implementing agencies are MAPIT and MPSEDC. The Madhya Pradesh Agency for Promotion of Information Technology (MAPIT) and the Madhya Pradesh State Electronics Development Corporation (MPSEDC) will be responsible for the implementation of subcomponent 1.b and will provide advice for various areas of project implementation. MAPIT is a government society which has been established to propel the growth of IT and implement the State IT Policy. MPSEDC is the agency of the state working towards promotion & implementation of IT and e-Governance. Both entities are under the administrative control of the Department of Information Technology.
3. The current Secretary of the Public Service Management Department (PSMD) is *ex officio* the Secretary of the IT Department. Therefore, all the implementing agencies are under the same Secretary which will back up the leadership and coordination role of SAPS. GoMP recognizes the importance of having a sustainable management and implementation structure to leverage on the synergies of both agendas. A request has already been presented to the High Power Committee to permanently combine the positions of Secretary of IT and PSM in one individual.
4. An intergovernmental steering committee has been established. The recently established High Power Committee on Business Process Reengineering¹³ will act as Steering Committee for

¹² SAPS is a Society registered under the MP Societies Registration Act 1973 under the administrative control of the MP Public Services Management (PSM) Department. The President of the General Body of the MP-SAPS is the Chief Minister of the State and the Chairman of its Executive Committee is the Secretary, PSM Department. MP-SAPS receive budgetary grants from the PSM department. It also receives grants from the Central Government for the centrally sponsored E-district Project. The total budget allocated to the Society in 2013-14 was circa INR 550 Million. The Society operates its own bank account and functions according to the Administrative and Financial powers delegated by GoMP.

¹³ Members of the BPR High Power Committee include – the Director-General of RCVP Noronha Academy, Director-General of Atal Bihari Vajpayee Institute of Good Governance and Policy Analysis, Additional Chief Secretary / Principal Secretary (Finance), Additional Chief Secretary / Principal Secretary Planning (Economics and Statistics), Principal Secretary (General Administration), Principal Secretary/Secretary (Law and Legislative Affairs), Principal Secretary / Secretary (Information Technology) and three subject experts nominated by committee's Chairperson. The Principal Secretary, Secretary of Public Service Management Department will be committee's Member Secretary.

the Project. The Committee was established in June 2014 to lead the effort to streamline government processes in various departments, resolve inter-departmental issues related to business process reengineering (BPR) and coordinate with relevant departments. The Committee will provide strategic guidance to the Project and advise on all policy matters pertaining to the implementation of the RTPS Act. It will facilitate inter-departmental and multi-departmental coordination, monitor key results and propose corrective actions when necessary. The Secretary to the Department of Public Services Management will be the Member Secretary of this High Powered Committee.

5. Policy and institutional advice on administrative reforms and monitoring and evaluation support will be provided through a partnership with the Atal Bihari Vajpayee Institute of Good Governance and Policy Analysis. The Institute is a registered Society under Madhya Pradesh Society Registration Act and has the Chief Minister as the head of its Governing Body, The Institute functions as a knowledge resource hub and has been established with the aim to recognize and promote research, good practices, and overall improvement in practices of governance in Madhya Pradesh.

Project administration mechanisms

6. The Executive Director the State Agency for Public Services will be the Project Director and responsible for day to day administration of the Project. While capacity in SAPS is limited the Department of Public Service delivery has started putting in place a strong team to lead the reform efforts and the implementation capacity of SAPS will be further strengthened through increases in staff and through partnerships with think tanks and civil society organizations. The Project Director will be supported by a team comprising of technical, procurement and financial management specialists.

7. The key responsibilities of SAPS as Project Implementation Unit (PIU) shall include:
- (a) Coordination and engagement with all participating stakeholders, including the World Bank,
 - (b) Oversee and be responsible for technical inputs under this Project,
 - (c) Consolidation of all necessary documentation required by GoMP, GoI and the Bank including documentation on DLI's and TA Activities,
 - (d) Maintaining project accounts and generating all financial information required by GoMP, GoI and the World Bank.
 - (e) Responsible for managing the entire project procurement life cycle for all contract packages
 - (f) Responsible for ensuring compliance with the agreed financial management arrangements, procurement regulations and safeguard requirements, as well as complying with the World Bank's reporting requirements in a timely manner.

Fiduciary Aspects

Disbursements

8. **Project financing:** The overall funding envelope for the Project is US\$ 50 million with 70 percent financed by the World Bank and 30 percent financed by GoMP. The Project has two components: a US\$ 25 million results based component and a US\$ 10 million technical assistance component. The financing mechanism of each component is described below in detail.

Table A.3.1: Project Cost and Financing (US\$ Million)

Project Components	Project cost	IDA Financing	%	GoMP Financing	%
Component 1. Results-based financing	35.7	25.0	70%	10.7	30%
Component 2. Technical Assistance	14.3	10.0	70%	4.3	30%
Total Project Costs	50.0	35.0	70%	15.0	30%

9. **Disbursements and Funds Flow:** The following table summarizes the Project's disbursement arrangements.

Table A.3.2: Disbursement Arrangements

Disbursement Categories	Amount of Credit (US\$)	%age of Expenditure to be Financed (including Taxes)	Disbursement Cycle	Disbursement Condition
(1) Eligible Expenditure Program ("EEP") – Component 1	25 million	70%	Annual Reimbursement of eligible expenditure based on certification of DLIs achieved and expenditure reported in semi-annual IFRs	Achievement of DLI targets
(2) Goods, Non-Consulting Services, Consultants' Services, Incremental Operating Costs, Training and Workshops – Component 2 activities to be implemented by SAPS	10 million	70%	Semi-annual advance based on nine-monthly forecast.	None
TOTAL	35 million			

Component 1. Results-based Lending ("DLI component")

10. **Disbursement Linked Indicators (DLIs):** Disbursements for Component 1 of the Project are conditional on the achievement of reform actions or results. These are identified as Disbursement Linked Indicators (DLIs). A certain amount of credit proceeds has been allocated to each DLI, referred as DLI price, which is the amount that the government can claim as reimbursement against EEPs if that DLI has been achieved and verified.

Table A.3.3: Pricing of DLIs

DLI	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
		US\$ in Millions					
DLI #1. Citizens accessing PSGA services	1.0	0.8	0.8	0.8	0.8	0.8	5.0
DLI#2. Women and ST/SC citizens accessing PSGA services	1.0	1.2	1.2	1.2	1.2	1.2	7.0
DLI#3. PSGA points of presence fully operational	1.5	1.5	0.5	0.5	0.5	0.5	5.0
DLI#4. PSGA services	2.0	0.6	0.6	0.6	0.6	0.6	5.0
DLI#5. Beneficiary feedback for decision making	0.5	1.0	0.5	0.5	0.5	0	3.0
TOTAL	6.0	5.1	3.6	3.6	3.6	3.1	25.0

11. For each year, the amount eligible for disbursement will be equivalent to the price of the DLIs achieved as given in the table above. Where achievement of a DLI cannot be verified, an amount equivalent to the price of that DLI will be withheld. This amount may be paid at any later date when such achievement can be verified by the Bank.

12. *Disbursement schedule.* Table A.3.4 below presents the indicative disbursement schedule for DLI based disbursements under Component 1.

Table A.3.4: Indicative Disbursement Schedule (DLI Component)

Period	Performance & IFRs Period	No. of DLIs to be Achieved	Submission of DLI results report to the Bank along with IFR & WA	Verification and Agreement on DLI Results between the Bank and Govt.	Amount to be Disbursed Component 1 (US\$)
Year 1	Twelve months before the signature of the credit	4	Effectiveness	One month of project effectiveness	6 Million
	From credit signature – March 2017		April 15, 2017	May 15, 2017	5.1 Million
Year 2	April 2017– March 2018	5	April 15, 2018	May 15, 2018	3.6 Million
Year 3	April 2018– March 2019	5	April 15, 2019	May 15, 2019	3.6 Million
Year 4	April 2019– March 2020	5	April 15, 2020	May 15, 2020	3.6 Million
Year 5	April 2020– March 2021	5	April 15, 2021	May 15, 2021	3.1 Million
	TOTAL	24			25 Million

13. *Finance mechanism:* the Bank will reimburse the GoMP for 70 percent of the expenses incurred under pre-identified budget lines in the annual budget of (i) the Department of Public Service Management (PSMD) including MPSAPS, and (ii) the Department of IT including MAPIT and MPSEDC. The EEPs include salaries and other non-procurable existing budget line items like training, viability gap funding, etc. that will contribute towards achieving the Project development objectives. These pre-identified budget lines will comprise the Eligible Expenditure

Programs (EEP) for Component 1 (See Table below). The remaining 30 percent of the expenses incurred under these budget lines will represent the counterpart funding by GoMP.

Table A.3.5: Eligible Expenditure Programs (EEPs), Million INR

Sl. No	Description	Budget	Exp.	Budget	Budget
		2013-14	2013-14	2014-15	2015-16
A	PSDM				
1	Salary, TA, DA, Telephone, Other	19.3	19.3	41.1	47.2
	Subtotal (1)	19.3	19.3	41.1	47.2
B	MPSAPS				
1	SAPS Establishment	7.1	6.7	16	25
2	V.G.F for LSK	100.8	41.5	110	100
3	Grant to DEGS for Application	70	55.5	80	100
4	Call Center (CM Help Line)		0	110	150
	Subtotal (2)	177.9	103.7	316	375
C	MPSEDC				
1	SWAN	350	230	200	200
2	GIS Lab (revenue component)	5	0	5.5	10
3	Tele Samadhan Call Center	25	25	0	0
	Subtotal (3)	380	255	205.5	210
D	MAPIT				
1	Direct Grant to MAP IT	82.5	81	115	140
2	Seminar & Workshop	20	27.4	25	30
3	Training	15	3.4	25	25
4	PEMT (IT Cadre)	62.5	5	100	100
	Subtotal (4)	180	116.8	265	295
	Total (1+2+3+4)	757.2	494.8	827.6	927.2

Note: The above-mentioned expenditure heads comprise non-procurable items only

14. *Flow of funds:* Disbursements under this component will be made based on expenditures¹⁴ pertaining to the EEPs as evidenced by Interim Unaudited Financial Reports (IUFs), upon achievement of results as per the agreed Disbursement Linked Indicators (DLIs). Once the DLIs have been satisfactorily met, the GoMP will submit IUFs showing the expenses incurred under the EEPs and the World Bank will transfer 70 percent of those to the GoI. The GoI will pass on these funds on a back to back basis to GoMP's consolidated fund as per existing arrangements between GoI and the States for externally aided Projects.

15. *External verification:* Decisions over compliance and disbursement against DLIs will be made on the basis of reports prepared by the Government of Madhya Pradesh and presented to

¹⁴ Grants to agencies like MPSAPS, MAPIT and MPSEDC by the respective parent departments will not be treated as eligible expenditures. Only the actual paid expenditures incurred by these entities will be considered eligible expenditures for purposes of reimbursement by the Bank.

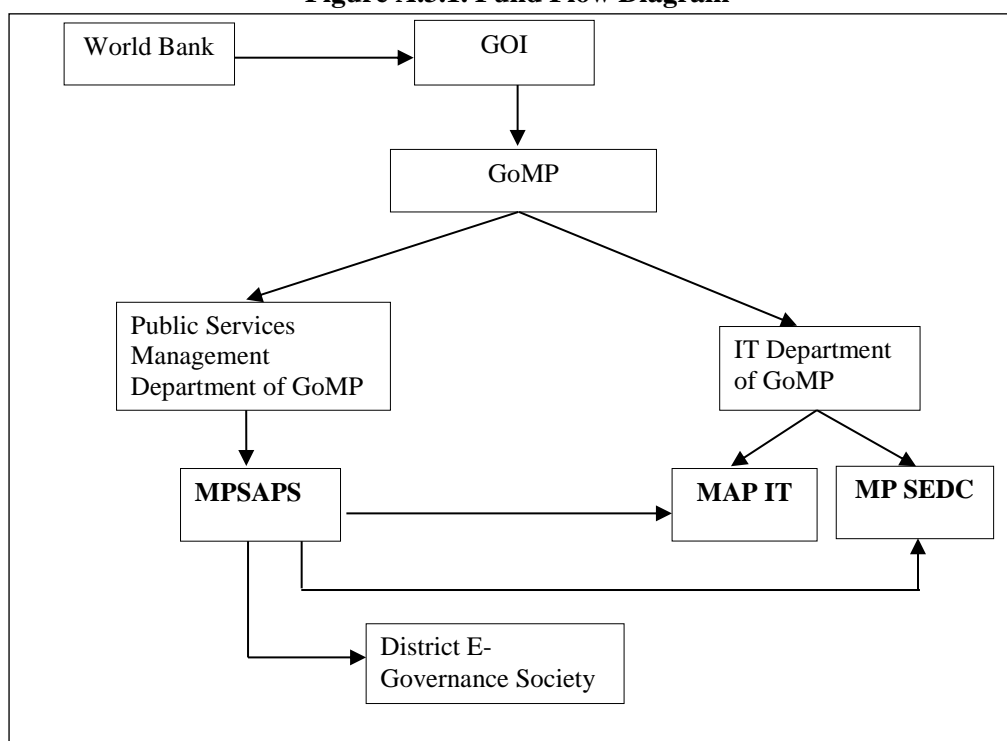
the Bank with the necessary documentation verifying that they have been satisfied. A third party expert as per the verification protocol agreed between the GoMP and the Bank will verify the findings presented in these reports with the full assistance of the counterparts.

Component 2. Technical Assistance (“TA component”)

16. *Finance mechanism:* Project funding under Component 2 will be used to reimburse the GoMP for 70 percent of the expenses incurred for the agreed activities under this component. The GoMP will provide counterpart funding for the remaining 30 percent. The following expenditures are eligible: consulting and non-consulting services, goods, workshop and training and other operating costs.

17. *Flow of funds:* Disbursements by the Bank will be report-based. Disbursements under Component 2 will comprise reimbursements against eligible expenditures reported in quarterly IUFRs. GoI will pass on the funds to GoMP’s consolidated account on a back to back basis as per existing arrangements between GoI and States for externally aided projects.

Figure A.3.1. Fund Flow Diagram



18. **Budgetary arrangements:** The Project’s financial planning process for each financial year will follow the budgeting cycle of the Government of Madhya Pradesh (GoMP) i.e. April to March and will be completed when the project’s expenditure estimates are included in the State Government’s Budget presented to and approved by the State Legislature. The State follows a detailed budget calendar and a budget call circular including detailed instructions is circulated during the year. This calendar provides deadlines for all the steps involved in budget preparation

to ensure that there is sufficient time to receive, review, discuss, and compile the inputs from all departments. The consolidated budget is prepared by the Finance Department for submission to the Legislature. The GoMP will have to ensure that funds are made available to MPSAPS through the budget cycle for all project activities so the agreed results are met. The following points will be considered while formulating budget for the Project.

- The existing budget lines will suffice for the Eligible Expenditure Program under Component 1. This apart, additional budget lines for the Project will have to be created under the budget of PSMD and MPSAPS. It is recommended that a budget line for the proposed project is created with sub-heads for (i) *Technical Assistance activities* (i.e. expenses related to Component 2, including GoMP counterpart funding) and (ii) GoMP Funded activities (i.e. other new activities that need to be undertaken by MPSAPS/MAPIT/MPSEDC to achieve the agreed results under Component 1).
- Once the State Budget is approved by the Legislature, budgetary funds will be released to MPSAPS by the State Treasury against the Demand for Grants. The Project budget for each financial year will grow out of the Annual budget of the MP Public Service Management Department pertaining to the EEP; annual work plan of MSAPS, MAPIT and MPSEDC pertaining to the project related activities. Adequate consultation would be held by MPSAPS with all implementing entities to finalize the project budget for a financial year.

19. **Project Accounting:** The accounting centers shall be responsible for maintaining the relevant books of account for of the project. The accounting centers for the Project shall be as follows:

Table A.3.6: Accounting Centers

Name of Accounting center	Level
Component 1 (EEPs)	
MP Public Service Management Department	STATE
MP SAPS	STATE
MAP IT	STATE
MP SEDC	STATE
MP e-governance Societies	51 DISTRICTS ¹⁵
Component 2 (TA)	
MP SAPS	STATE

20. For EEPs under Component 1, accounting records will be maintained using the government's accounting system which are of acceptable standards. For Component 2, SAPS will maintain a separate cash book.

21. **Internal Control Framework:** GoMP's internal control framework is based on the General Financial Rules and the Treasury Code of the government together with Government Orders issued by GoMP from time to time. MPSAPS, MAPIT and MPSEDC being separate legal government entities have their own Financial Powers, Policies and Procedures laid down. But

¹⁵ Funds will flow to the District E-governance Societies (DEGS) for payment of salaries of staff and for Training and Workshop. Fund is transferred by MPSAPS to DEGS through NEFT. There is one Society in each District of the State. The Secretary of the DEGS is the District Collector.

these are within the overarching Government internal control framework. Internal controls in the Project will at minimum include:

- (a) *Authorization and Approvals:* For payments to be made, the financial and administrative authority shall be exercised in accordance with the approved delegation of powers.
- (b) *Verifications:* For each payment, the treasury or the finance section of the spending unit shall review that payment claim is appropriately supported by documents, is in compliance with approved policies and has been approved by competent authority.
- (c) *Segregation of Duties:* Financial Management function shall be independent of procurement and administration. There will be dual bank signatories wherever bank accounts outside treasury is used.
- (d) *Physical Controls:* All spending units will maintain a fixed assets register for assets procured from credit proceeds. All assets will be tagged and periodically verified.
- (e) *Reconciliations:* Expenditure reconciliation with Accountant General (in case of Treasury transactions) and bank reconciliation (in case of stand-alone bank accounts outside Treasury) will be carried out on monthly basis. Any difference in the reconciliation will be reviewed and reasons for difference will be documented.
- (f) *Supervisory Controls:* Monthly reconciliations with Accountant General and the commercial bank, physical stock verifications reports and periodic financial reports will be reviewed by the Project management. Periodic Financial Reports will also be reviewed by the Bank. Annual attest audit of Project Financial Statements including assurance on internal controls and Annual third party verification of DLIs for Component 1 are some of the key controls designed for the Project.
- (g) *FM and Procurement Manual:* A brief consolidated manual is under preparation which will put in one place all the policies, agreed procedures, timelines, fund flow design, accounting and reporting arrangements, internal control framework, and audit arrangements applicable to the Project in order to facilitate quick and easy reference for the Project staff. This will be part of the Operations Manual which will be adopted by GoMP no later than 30 days after the Project is declared effective.

22. **Financial Audit:** MPSAPS will be responsible for submitting annual audited Project Financial Statements to the Bank for each financial year. Audit coverage will be extended to all spending units namely MPSAPS, MAPIT, MPSED and the District E-governance Societies. The Annual External audit will be conducted by private firm/s of chartered accountants, empaneled with the Comptroller and Auditor General (C&AG) for Major Audits and selected on the basis of open competition. Terms of Reference and selection criteria of the Auditors will be agreed with the Bank. The EEP expenditures pertaining to the Public Service Management Department will be audited by the State AG under standard Terms of Reference agreed between the Bank and Comptroller and Auditor General (C&AG - Supreme Audit Institution of India). Thus, the audit reports listed in the following table will be monitored in the Bank's system. The Audited Financial Statements of the Project will be made publicly available in a timely fashion and in a manner acceptable to the Bank.

Table A.3.7: Audit Reports to be monitored in the Bank's system.

Implementing Agency	Audit of	Auditors	Due Date
MPSAPS	Project Financial Statements including EEP	Private Chartered Accountants	December 31
PSMD	Expenditure Statements comprising relevant Budget lines of EEP	State AG	December 31
DEA / GOI	Special Account	Comptroller & Auditor General of India	December 31

23. **Retroactive financing:** Expenditures not exceeding 20 percentage of the proposed credit incurred after September 1, 2014 against: (i) budget heads comprising the EEPs and; (ii) activities proposed under Component 2 including procurable items, if any, procured according to World Bank Procurement guidelines, will be reimbursed by the Bank, to the extent of 70 percent, after the Project is declared effective. A preliminary projection of the likely expenditure for the period to be covered under the retroactive finance facility, estimates the reimbursable expenditure for this period circa USD 6 Million.

Procurement Capacity

24. Procurement under the TA component would be carried out in accordance with the World Bank's guidelines¹⁶. EEPs include salaries and procurement neutral budget line items. All the goods, consultancies and works to be procured under the TA component shall be subject to the Bank procurement procedures. TA component shall include selection of consultancy firms, individuals and goods (mostly IT and office equipment).

25. The Director General MPSAPS is the head of the Institution supported by the Executive Director (ED) and staff at HQ and field. The ED heads the project implementation unit (PIU) and procurement is overseen by the Director (Administration). There is no designated procurement officer in the MPSAPS. A Deputy Director (Finance) in part time capacity and a team of three staff who have dual responsibility for procurement and finance currently support the procurement function which conducts small levels of procurement. The Internal Control System in MPSAPS is based on approved annual plans / budgets, MP Store Purchase rules (1960, updated in 1976), Financial Code of GoMP and Delegation of Administrative and Financial Powers (June 2014). There is no annual procurement planning practiced in the MPSAPS. Open tendering is generally used for procurement. Limited tenders are allowed for contract size of less than INR 25,000 and single source for items less than INR 1,000 or proprietary items, irrespective of value. Single source can be used in exceptional circumstances. State Rate Contracts can be used for the items listed in the store purchase rules. These rate contracts are finalized by MP Laghu Udyog Nigam. eProcurement is not currently used by MPSAPs, although GoMP has been using an eProcurement system for quite some time. MPSAPS has very limited

¹⁶ Guidelines: Procurement of Goods, Works and Non-Consulting Services under IBRD Loans and IDA Credits and Grants by World Bank Borrowers" dated January 2011; and "Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits and Grants by World Bank Borrowers" dated January 2011.

institutional capacity in procurement and has not been exposed to project procurement under Bank funding or large size contracts.

26. The PIU will create a focused procurement and contracts management cell (PCMC). The PIU will build the necessary capacity and team in this cell including through making new appointments and by building procurement capacity in the team. The PIU will engage a procurement and contracts management manager (PCMM) to be a part of the PCMC in the PIU. In case of delay in onboarding of PCMM, the PIU will engage a procurement and contracts management consultant for the initial period till the capacity aligned to Procurement and Contracts Management under World Bank Funded Projects is built in the PIU. The PIU will prepare a comprehensive procurement and contracts management capacity building plan, training calendar and will update the same annually. Bank's Procurement Policy and Guidelines, SRFP, SBDs and Agreed NCB Documents would be used under this Project. Use of e-Procurement system would be done after the systems have been implemented by the PIU and assessed and agreed with the Bank for use under the proposed Project. As the Project preparation progresses, the Bank will deliver to PIU workshops on topics of specific relevance in Procurement. The PIU will prepare General Procurement Notice and a procurement plan to be updated annually.

27. In Madhya Pradesh, procurement of civil works is handled by MPSAPS through government agencies such as MPPWD and MPRES. These agencies follow the state financial rules, which are quite different from Bank Guidelines, for conducting procurement. At the district level, procurement is done by the MPPWD and MPRES based on the allocation of funds through the District level societies headed by the Collector. At state as well as district levels, demand forecasting is done by actual estimation of needs. However, some steps have been initiated recently towards strengthening the procurement system including for the construction and renovation of LSKs.

28. Based on the assessments conducted, it may be concluded that the procurement capacity in the MPSAPS is weak and needs to be strengthened. Areas of concern include delays in decision-making and absence of well-documented procedures and guidelines.

29. The use of Public Private Partnerships (PPP's) is feasible in Madhya Pradesh. For projects implemented under the public private partnership (PPP) model, the state government has initiated the establishment of a dedicated PPP Cell under the Commissioner of Institutional Finance (CIF). In the past the PPP model was used for Lok Sewa Kendras and Citizen Service Centers. However, there is no dedicated PPP cell in the PSM department or the PIU, MPSAPS. The current arrangement for PPP's in delivering services through LSK's ended in March 2015 and this provides an opportunity to strengthen the PPP framework.

Procurement Arrangements under the Project

30. A procurement and contracts management cell will be established to undertake routine procurement functions. These include procurement planning and monitoring, reporting and coordination with the Bank, implementation of procurement risk mitigation plans etc.) This cell will be headed by the Director Administration in a part time capacity supported by a full time procurement and contracts management manager (PCMM) on the rolls of the MPSAPS. These

individuals will function as part of the PIU. In addition, the PIU will be supported by a procurement and contracts management key expert. These procurement and contract management experts will be required to undergo the necessary capacity building and training to become well conversant with the Bank's Guidelines, procurement procedures and good contracts management techniques. These procurement experts will report to the Executive Director MPSAPS through the head of PCMC. A PIU with the Executive Director as its chairperson and consisting of procurement, FM and functional experts will be responsible for the overall implementation of the Project. The PIU will in turn work with the Department of PSM, district level societies and LSKs etc. for facilitating delivery of services and carrying-out procurement under the Project.

31. It is estimated that the Project will involve procurement of about US\$10 Million. The Project will review to enhance the financial delegation to PIU and Executive Director in order to reduce the delays in procurement related decisions.

32. *Procurement Arrangements for Goods, Civil Works and Non-Consulting Services:* The professional procurement and contracts management manager (PCMM) will handle the procurement of Goods, Works and Consulting and Non-Consulting Services (including outsourcing and PPP arrangements, if any). As mentioned before, the PIU will be supported by a procurement expert as a key member with experience on procurement and contracts management. The PCMM will report to the Executive Director. While the PCMM assisted by procurement and contracts management will issue the contracts, the payments for these contracts shall be handled by the PIU.

33. *Decentralized Procurement:* No decentralized procurement is currently envisaged under the Project because of weak capacity. However if the capacity is improved and considered satisfactory in future, decentralization of procurement may be considered only after the same is agreed with the Bank. The PCMM will be responsible for required capacity building.

34. *E-Procurement:* As of now eProcurement system is not in use at MPSAPS. The Bank encourages use of eProcurement and in future, eProcurement may be considered provided the system proposed to be used is assessed and found acceptable by the Bank. After starting to use eProcurement for their normal operations, the PIU will inform the Bank of their intent to use eProcurement under the Project and request for conducting the assessment of the system.

35. *Monitoring and Supervision of Procurement:* The PIU will act as single point of contact for the Bank for the purpose of implementing/monitoring the agreed procurement arrangement under the Project (including the procurement handled by all entities). The PIU will prepare a consolidated summary report containing important information on the progress on each procurement, providing details such as the name of the contract, estimated cost, actual cost, date of invitation, date of opening, number of bids received, number of bids considered responsive and date of award of contract. The progress report will also contain information on contracts awarded within the original validity of bids and those awarded with extended bid validity, percentage of contracts awarded in the first/second/third call, the implementation status, number of conferences carried out to build capacity of bidders etc. The format for the consolidated report on prior review contracts (which will be submitted to the Bank on quarterly basis as part of IFR)

will be agreed with the Bank by PIU. The information received by PIU and Bank's Implementation Support missions will be analyzed by the Project and an action plan to remedy the situation and take corrective measures will be prepared and agreed with the Bank.

Table A.3.8: Perceived Procurement Risks and Mitigation Measures

Risk Factor	Initial Risk	Mitigation Measure	Completion Date	Residual Risk
Limited/No procurement capacity and inefficiencies resulting in delays in procurement process	High	<p>Use of a procurement expert to handle the procurement Goods/Works and selection of consultants</p> <p>Use of skilled procurement staff for processing, monitoring and handling of procurement</p> <p>Adequate delegation for decision making</p> <p>Monitoring through procurement plan and quarterly reports</p>	<p>The Procurement Manager is recruited</p> <p>The Procurement and Contracts Management Cell (PCMC) headed by Director (Administration) is formed. One full time procurement and contracts management manager (PCMM) in place before project activities initiate and training to be completed before the PCMC initiates procurement processes.</p> <p>Decision making structure and revision to delegation of power agreed.</p> <p>The report on prior review contracts to be submitted as part of IFR to the Bank</p>	Substantial
Non-compliance with agreed procurement arrangements (particularly for decentralized procurement)	Substantial	No decentralized procurement till the capacity is built and a monitoring mechanism is set-up	Continuous	Moderate
External interference (including F&C) in the procurement process	Substantial	<p>External/internal procurement audits</p> <p>Use of e-procurement system</p> <p>Set-up code of ethics</p>	<p>From year 1.</p> <p>As and when the PIU is prepared to introduce eProcurement</p> <p>Code of ethics to be signed by each of the procurement staff before project activities start</p>	Low
Inadequate competition resulting in possibility of collusion and higher bid price.	Substantial	<p>Disclosure of procurement related information</p> <p>Appropriate handling of complaints</p> <p>Realistic cost estimates and qualification requirements</p> <p>Use of e-procurement system</p>	Continuous	Moderate
Overall Risk	Substantial			Moderate

36. *Procurement Risk Assessment:* Table A.3.8 lists major procurement related risks and the mitigation plan. The Project will finance procurement and contracts management capacity building as a separate sub-component, which is likely to mitigate risk in the medium term. The risk ratings have been decided based on both the probability of occurrence of various events (including F&C risks related to procurement) as well as their likely impact. Based on the risk factors, the overall residual procurement risk rating for the Project is determined as "Substantial".

37. *Methods of Procurement:* Table A.3.9 given below gives highlight of the various procurement methods to be used for this Project. These along with agreed thresholds would be reproduced in the procurement plan. The thresholds indicated in the following table is for the initial 18 months period and is based on the procurement performance of the Project, these thresholds would be modified as and when required. Domestic preference will be applicable for ICB procurement of Goods as per Appendix 2 of the Procurement Guidelines, if so indicated in the procurement plan.

Table A.3.9: Procurement Methods

<i>Category</i>	<i>Method of Procurement</i>	<i>Threshold (US\$ Equivalent)</i>
<i>Goods and Non-consultant services</i>	<i>ICB</i>	<i>>3,000,000</i>
	<i>LIB</i>	<i>wherever agreed by Bank</i>
	<i>NCB</i>	<i>Up to 3,000,000 (with NCB conditions)</i>
	<i>Shopping</i>	<i>Up to 100,000</i>
	<i>DC</i>	<i>As per para 3.7 of Guidelines</i>
	<i>PPP Arrangements</i>	<i>As per para 3.14 of Guidelines</i>
	<i>Force Account</i>	<i>As per para 3.9 of Guidelines</i>
	<i>Framework Agreements</i>	<i>As per para 3.6 of Guidelines</i>
	<i>Procurement from UN Agencies</i>	<i>As per para 3.10 of Guidelines</i>
	<i>Performance Based Procurement</i>	<i>As per para 3.16 of Guidelines</i>
<i>Works</i>	<i>ICB (not likely to be used)</i>	<i>>40,000,000</i>
	<i>NCB</i>	<i>Up to 40,000,000 (with NCB conditions)</i>
	<i>Shopping</i>	<i>Up to 100,000</i>
	<i>DC</i>	<i>As per para 3.7 of Guidelines</i>
	<i>Force Account</i>	<i>As per para 3.9 of Guidelines</i>
<i>Consultants' Services</i>	<i>CQS/LCS</i>	<i>Up to 300,000</i>
	<i>SSS</i>	<i>As per para 3.9-3.11 of Guidelines</i>
	<i>Individuals</i>	<i>As per Section V of Guidelines</i>
	<i>Selection of Particular Types of Consultants</i>	<i>As per para 3.15-3.21 of Guidelines</i>
	<i>QCBS/QBS/FBS</i>	<i>for all other cases</i>
	<i>(i) International shortlist (ii) Shortlist may comprise national consultants only</i>	<i>800,000 Up to 800,000</i>

38. *Review by the Bank:* The Bank will prior review following contracts:
 Works: All contracts more than US\$ 10.0 million equivalent;
 Goods: All contracts more than US\$ 1.0 million equivalent;
 Services: All contracts more than US\$ 1.0 million equivalent;
 (Other than consultancy)
 Consultancy Services: > US\$500,000 equivalent for firms; and
 > US\$200,000 equivalent for individuals

Direct contracts for goods and works: > \$50,000

Single source selection of consultants (individual & firms): > \$50,000

39. The justification for all contracts to be issued on LIB, single-source or direct contracting basis will be subject to prior review. In the case of the selection of individuals, the qualifications, experience, terms of reference and terms of employment shall be subject to prior review. These thresholds are for the initial 18 months period and based on the procurement performance of the Project, these thresholds will be modified. The prior review thresholds will also be indicated in the procurement plan. The procurement plan will be subsequently updated annually (or earlier/later, if required) and will reflect the change in prior review thresholds, if any. In addition, the Bank will carry out an annual ex-post procurement review of the procurement falling below the prior review threshold mentioned above.

40. *Frequency of Procurement Supervision:* The Bank will normally carry out the implementation support mission on semi-annual basis. The frequency of the mission may be increased or decreased based on the procurement performance of the Project.

41. *Use of Government Institutions and Enterprises:* Government owned enterprises or institutions in India may be hired for unique and exceptional nature if their participation is considered critical to project implementation. In such cases the conditions given in clauses 1.13 of Consultant Guidelines shall be satisfied and each case will be subject to prior review by the Bank. Similarly goods, non-consultancy services or works supplied/carried out by a government-owned unit that is not managerially, legally or financially autonomous shall be considered as a Force Account for which paragraph 3.9 (Force Account) of the Procurement Guidelines will be applicable with prior review of the Bank.

Environmental and Social Safeguards

42. *Environmental Safeguards.* The Project will not involve rehabilitation or construction and, therefore, it will have a Safeguards Category C rating which requires no Environmental Management Plan.

43. *Social Safeguards.* A Tribal development Plan has been prepared to comply with the bank's operations policy on Indigenous people (OP4.10). No land acquisition or resettlement is involved and hence, the Operations Policy on Involuntary Resettlement is not triggered. MPSAPS with support of the project management team, is overall responsible for the implementation of the TDP and ensure its compliance with bank's OP 4.10.

44. *Borrowers Institutional Capacity for Safeguard Policies:* Project implementation will be led by the Department of Public Service Management, through the State Agency for Public Services (MPSAPS) which will serve as the Project Implementation Unit. MPSAPS shall coordinate with all participating or recipient agencies, liaising with the Bank; overseeing technical inputs; consolidating the required documentation; conducting financial management and procurement related to the Project. MPSAPS will be responsible for ensuring compliance with Bank financial management, procurement regulations and safeguard requirements, and

reporting to the Bank on a timely manner. MPSAPS Executive Director will be responsible for overall project implementation, coordination of technical activities and supervision of the project implementation unit.

45. Being a new agency registered in May 2013, MPSAPS has limited track record of experience handling safeguards matters. Provision of a Social Inclusion expert in MPSAPS implementation team is being made to ensure mitigation of safeguards risk in compliance with Bank's safeguards policies. Overall social safeguards risks are limited as no adverse impact of the Project is anticipated.

Capacity Building Plan

46. To strengthen MPSAPS' capacity to implement the Project, a capacity building plan has been agreed that includes all the above-mentioned institutional strengthening and risks mitigation actions. The following table summarizes them.

Table A.3. 10. Capacity Building Plan

Action Description	Date	Responsible Party
General		
Project Management Team hired on term appointments, including among team members: procurement and contracts management expert, social inclusion and communication expert, M&E expert and ICT expert.	Before project activities are initiated.	SAPS
Project Operations Manual prepared.	Before project activities are initiated.	SAPS
High Power Committee to approve the request to permanently combine the positions of Secretary of IT and PSM in one individual.	During the 1 st year of implementation	PSMD
Project M&E systems strengthened.	During the 1 st year of implementation.	SAPS; Institute for Good Governance
Technical		
PPP advisor hired.	During the 1 st year of implementation.	SAPS
Establishing a data analysis cell and a social inclusion cell at PSMD	During the 6 months of implementation	PSMD
Implementation plan for each DLI and detailed verification protocol.	During the 6 months of implementation	SAPS
Fiduciary		
Standing evaluation committee with provision of co-opting the subject matter expert in place.	Before project activities are initiated.	SAPS
PIU staff and consultants participate in training about World Bank procurement guidelines, financial management, and disbursement.	Before project activities are initiated.	SAPS; World Bank
Training on use of e-procurement.	During the 1 st year of implementation.	SAPS

Annex 4: Implementation Support Plan
INDIA: Citizen Access to Responsive Services Project (P149182)

1. The Implementation Support Plan (ISP) aims to address the support requirements to implement risk mitigation measures and support the GoMP in achieving the Project Development Objective. Overall, the design of the Project and its implementation arrangements intend to respond to the identified issues through the following measures and arrangements:

- (a) *Limited experience with Bank-financed projects.* The State Agency for Public Services (SAPS) has limited experience with Bank-financed projects and no experience at all with DLI modality. As a result, the counterpart requires targeted support, training and a close and steady communication with the Bank team on project implementation mechanisms and processes. The Government was closely involved in the design and preparation of the Project.
- (b) *Limited knowledge on the Bank's fiduciary rules in particular procurement.* SAPS has limited experience with the Bank's fiduciary rules and has never carried out procurement processes under the Bank's guidelines. However, some members of the project team have relevant experience. Prior to implementation, SAPS will receive training on the Bank's procurement guidelines and will extend its fiduciary team by hiring additional specialists for financial management and procurement. The Bank's procurement specialist will be able to quickly react to requests for support from SAPS, and particularly so in the beginning of the Project.
- (c) *Need to strengthen M&E systems and ensuring monitoring of DLI compliance.* To facilitate the monitoring of progress and DLI compliance, most indicators have been designed using available sources of information and reporting systems to easily gather information on their progress. However, for some indicators no existing data for a baseline was available, but will be established during the first year of implementation through activities under the technical assistance component. In addition, technical assistance will be provided to strengthen the state's monitoring systems so all DLIs can be monitored.
- (d) *Close supervision and support through country-based staff.* The task manager, the co-task manager, the social development specialist, some sector specialist and the fiduciary team are based in Delhi. Short term consultants based in Madhya Pradesh will also provide support during implementation. This will allow for close, timely and cost-efficient supervision and ongoing support to the Government.

2. Specific provisions have also been considered to guarantee sound fiduciary and safeguard oversight:

- (a) *Procurement.* Procurement implementation support by the Bank will include: (i) providing training to SAPS, (ii) providing detailed guidance on the Bank's Procurement Guidelines to the Procurement Unit, (iii) reviewing procurement documents and providing timely feedback to the Procurement Unit, and (iv) monitoring procurement progress against the Procurement Plan.

- (b) *Financial management.* The Bank supervision team will: (i) provide training to SAPS' Financial Management Unit and the project team; and (ii) regularly review the Project's financial management system and its adherence to the Project Operations Manual, including but not limited to, accounting, reporting and internal controls.
- (c) *Social development.* The Bank supervision team will provide support to SAPS and relevant departments for social safeguards activities.

Implementation Support Plan

3. Implementation will be supported by the Bank team through the following activities. The main focus of implementation support is summarized in Table A.4.1.

- *General Supervision inputs.* There will be two formal missions per year complemented by a series of visits made by staff based in Delhi to respond to upcoming demands by the Government. The current team composition includes a TTL, which will help in focusing the supervision and responding to the demands of the sector ministries. In addition, team members based in the country office and at headquarters will provide day to day supervision support of all operational aspects, as well as coordination with the client and among Bank team members. The first implementation mission will take place as soon as possible after effectiveness to provide direct feedback on the quality of project implementation plans and review progress made against the agreed mitigation actions. The first mission is therefore expected to include staff predominantly from the social and fiduciary teams, as well as the team on the ground in charge of day-to-day implementation support. Subsequent missions may have a stronger emphasis on verification/M&E skills and technical implementation expertise.
- *Fiduciary inputs.* Training will be provided by the Bank's financial management and procurement specialists before the beginning of project implementation. The Bank team will continue to support SAPS to identify capacity building needs to strengthen overall project implementation, with an emphasis on fiduciary aspects. Formal supervision of project implementation and financial management will be carried out semi-annually or as needed, while procurement supervision will be carried out on a timely basis as required by the client.

Table A.4.1. Main Focus of Implementation Support

<i>Time</i>	<i>Focus</i>	<i>Skills Needed</i>	<i>Resource Estimate</i>	<i>Partner Role</i>
First 6 months	Support to implementing agency to finalize implementation and procurement plans and begin implementation, including ensuring adequate resources and M&E capacity.	Project management, M&E, Social inclusion, and procurement skills	Monthly discussions in Bhopal to review plans and progress. Team of 6-8 specialists.	Available to meet with Bank staff to discuss plans and progress.
6-48 months	Quarterly discussions with implementing partners to review progress and plans for next cycle.	Technical skills in main Program areas and ability to work with clients	Quarterly discussions in Bhopal to review plans and progress. Team of 6-8 specialists.	Available to meet with Bank staff to discuss plans and progress and to provide monitoring data.
<i>Annually</i>	Independent verification of results.	Independent technical expertise.	One week mission. Team of 4-6 specialists.	Participating as observers.
<i>Year 2- Year 3</i>	Mid-term review	Project management, M&E, Social inclusion, and procurement skills	One week mission. Team of 4-6 specialists	Participating as observers.

Table A.4.2. Task Team Skills Mix Requirements for Implementation Support

<i>Skills Needed</i>	<i>Number of Staff Weeks (per year)</i>	<i>Number of Trips (per year)_</i>	<i>Comments</i>
<i>ICT Specialist</i>	4	4	Country office based
<i>Procurement Specialist</i>	6	4	Country office based
<i>FM Specialist</i>	4	4	Country office based
<i>Social Specialist</i>	6	6	Country office based
<i>M&E Specialist</i>	4	4	Country office based
<i>Task Manager, and co- Task Manager</i>	8	8	Country office based
	8	8	Country office based

Annex 5: Poverty and Social Inclusion Profile of Madhya Pradesh

INDIA: Citizen Access to Responsive Services Project (P149182)

1. This annex aims to provide an overview of the poor and under-represented groups Madhya Pradesh (MP) and their accessibility to public services, based on the limited information available. Understanding the underserved population will enable the design of appropriate interventions and outreach activities in order to improve service delivery to these communities, promote social inclusion, and ultimately contribute to reducing poverty.

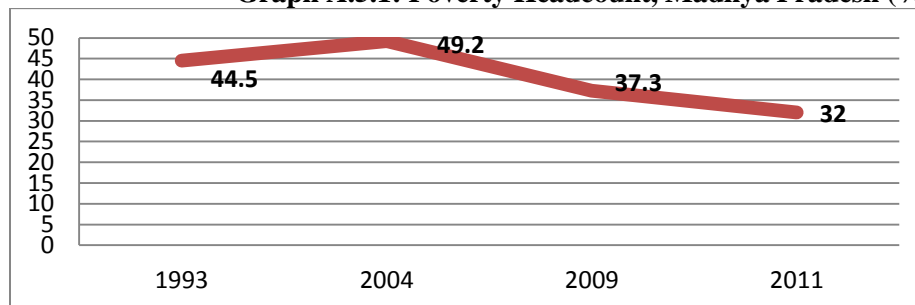
2. *Defining the Underserved Populations.* Underserved populations are identified here as those with below average levels of service provision. In general, these groups are underserved for three overarching reasons: their geographic location; the conditions in which they live; and who they are and their relationship with society.¹⁷

Growth and Poverty in Madhya Pradesh

3. Located in the heart of India, Madhya Pradesh is geographically the second largest state in India after Rajasthan and it is counted among the low-income states (LIS) in India. With nearly 72 million population and representing 6% of India's population, Madhya Pradesh is the fifth most populous state in India (Census of India, 2011). Nearly one-third of the population lives in poverty. Poverty headcount in the state (32 %) is far behind the national average which was at 22% in 2011. Because of its significance in both size and numbers, MP becomes very crucial for any policy related to improve the outcomes in India.

4. A large proportion of MP's population comprises of Scheduled Castes (SCs) and Scheduled Tribes (STs). These groups account for respectively 15.6 percent and 21.1 percent of the state's population (Census of India, 2011). While the share of SCs in MP's population mirrors their share in the total population of India (16.6 percent), the share of tribals is significantly larger than their share in India's population (8.6 percent). In fact, more than 14 percent of tribals in India live in MP alone, making the state significant for any advances towards the cause of tribal development in the country.

Graph A.5.1: Poverty Headcount, Madhya Pradesh (%)



¹⁷ These types of marginalization (called “relational”, “locational”, and “situational”) are defined and discussed in the context of educationally underserved populations in a report entitled *First Principles: Designing Effective Education Programs for Underserved Populations: Digest*, by Estelle E. Day, Ed. M; D. James MacNeill, Ed. D.; and Kurt E. Bredenberg, Ed.M., American Institutes for Research in partnership with World Education Inc., June 2011.

5. In recent years, the GDP growth of Madhya Pradesh has increased considerably and poverty rates have gone down. Per capita income in MP nearly tripled from INR. 15,442 in current prices in 2004-05 to INR 54,030 in 2013-14 thanks to an annual growth rate of 3.5% between 1999 and 2008, 8% during 2010-11 and 12% from 2011-12. This growth was accompanied with a significant decrease in poverty. As the Graph shows, poverty reduction during 1993-2011 went down at an annual rate of 44.5% from 45.3% in 1993 to 31.9% in 2011.

6. However, the impact of growth on poverty in MP has been the lowest across all Indian states¹⁸ and inequality is increasing. Growth in per capita income in MP has been lower than the high income states and its pace of poverty decline has been weak in comparison to other low income states. For instance, between 2004-05 and 2011-12, the poverty rates in Bihar, Orissa and Rajasthan declined by 7 and 11 percentage points respectively year-on-year, in comparison to Madhya Pradesh where the poverty rates declined by 6 percentage points (annually) over the same period. Between 1993 and 2011, within MP, poverty has declined from 48.9% to 35.7% in the rural areas and from 31.8% to 21% in the urban areas. As a result, MP has witnessed an increase in inequality, as measured by the Gini coefficient¹⁹, from 28.4% in 1993 to 31.5% in 2011. Urban areas of MP witness more inequality at 35.14% than the rural areas at 24.91% in 2011.

Table A.5.1. Gini coefficient by State

State	1993	2004	2009	2011
Madhya Pradesh	0.284	0.298	0.326	0.315
National	0.268	0.294	0.300	0.303

Source: Estimates using household-record NSS Schedule 1.0 data.

Note: Data based on mixed recall period consumption aggregates and official Planning Commission poverty lines.

Estimates correspond to percentage of individuals in each of the listed categories

Table A.5.2: Gini coefficient by NSS region and sector

Region	1993	2004	2009	2011	1993	2004	2009	2011
	Rural				Urban			
Vindya	0.2219	0.2364	0.2595	0.237	0.2717	0.3053	0.3301	0.359
Central	0.2142	0.2464	0.2288	0.2786	0.3662	0.3451	0.4469	0.4576
Malwa	0.2242	0.2889	0.2859	0.2675	0.2951	0.4016	0.3284	0.3092
South	0.3433	0.2315	0.2999	0.2824	0.2757	0.3069	0.4093	0.3105
Southwest	0.2629	0.2037	0.2374	0.2107	0.3095	0.3193	0.2719	0.2636
Northern	0.2359	0.2129	0.2109	0.2093	0.3009	0.3311	0.261	0.3992
Madhya Pradesh	0.2525	0.2413	0.2608	0.2491	0.3021	0.3467	0.343	0.3514

Source: Estimates using household-record NSS Schedule 1.0 data. Estimates correspond to percentage of individuals in each of the listed categories.

¹⁸ As per NSS data from 1993-94 to 2011-12.

¹⁹ A Gini coefficient of zero expresses perfect equality, where all values are the same (for example, where everyone has the same income). A Gini coefficient of one (or 100%) expresses maximal inequality among values (for example where only one person has all the income or consumption, and all others have none).

7. One of the major economic challenges faced by MP remains uneven growth, stagnation in agriculture and slow growth of industry. Agriculture, fishing and forestry, as a source of income, have declined from 63.26% in 2004 to 54.45% in 2011. Workforce participation rates have declined across all social groups as those working in the blue and white collar jobs have declined from 71.76% in 2004 to 68.72% in 2011, while the participation of unskilled people has increased from 28.64% to 31.18% over the same period.

Social Exclusion in Madhya Pradesh

8. Madhya Pradesh faces important development challenges, particularly in terms of extreme poverty and inequality. Over 37 % of MP's population lives below the poverty line compared to the national average of 30%. Last years' GDP growth has had an important impact in poverty reduction but as mentioned before inequality has widened. However, inequality has increased with urban areas being more unequal than rural areas. Slower decline in poverty rates among the scheduled tribes (STs) and scheduled castes (SCs) in rural areas suggest that growth in these later years seems to be more beneficial for the non-SC/ST population.⁴

9. Access to public services remains highly unequal. On average, 49% of MP's citizens do not have access to basic services compared to a national average of 46%. Moreover, MP has the widest disparities in access to basic services across districts. In Singrauli, MP's most deprived district, over 64% of citizens lack access to basic services. 20 SCs STs and women suffer relatively greater deprivation due to lack of exposure, cultural, economic, and social factors.

10. As per capita incomes rise in MP, the puzzle on why poverty reduction in MP has not been able to respond favorably to growth may be due to the development lag of the under-represented groups. Scheduled Castes (SCs), Scheduled Tribes (STs) and women remain poorer than the other sections of the society. This represents a crucial challenge for the state on the way to comprehensive and holistic development. Even though poverty levels among these groups have declined in recent years (especially in the urban areas); their education outcomes have improved; and there seems to be a strong political will to improve their and progress; there has been a deceleration in the pace of improvement in the welfare of these groups.

Outcomes for Schedule Caste and Schedule Tribes

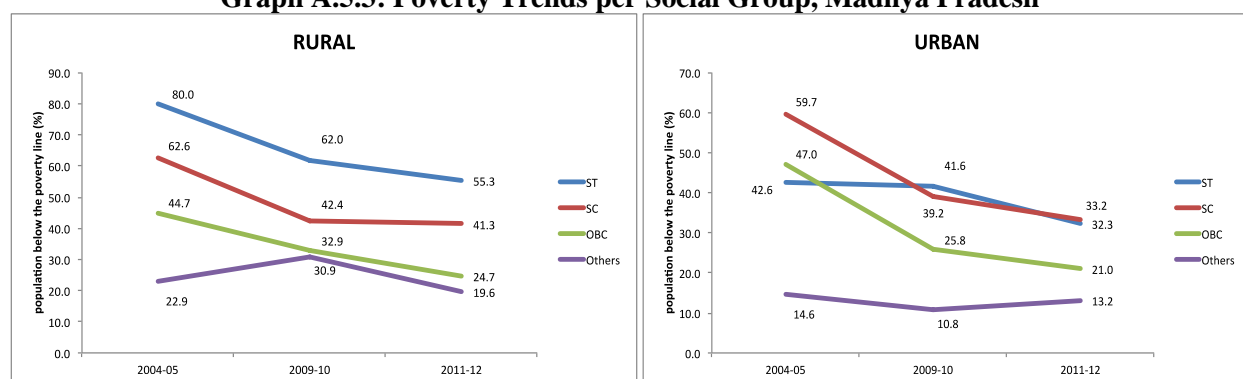
11. SCs and STs comprise a large a proportion of the state's population. At 15.6%, the share of SCs population in Madhya Pradesh is almost the same as their share in the total population of India (16.6%). However, the share of tribals in Madhya Pradesh at 21.1% is significantly larger than their share in India's population (8.6%). There are 46 recognized Scheduled Tribes and three of them have been identified as "Special Primitive Tribal Groups" in the State. Thus MP becomes very significant for any advances made towards the cause of tribal development in India.

²⁰ Based on the Access Deprivation Score that measures access to six basic services (health care, education, drinking water, sanitation, housing, and energy) that are part of the consumption bundle that makes up the Empowerment Line. (McKinsey, 2014).

12. Though the poverty rates among the STs and SCs in rural areas declined sharply between 2004-05 and 2009-10, its decline has slowed down since that period, and thereby suggesting that growth in these later years seems to be benefitting the non-SC/ST population more. Thus the poverty rates among different social groups again diverged in a manner that despite the progress made, nearly one in every two ST households and two in every five SC households in rural MP continue to live in poverty in 2011-12.

13. Poverty rates in the urban areas in MP on the other hand are on the whole lower (21% in 2011-12) compared to the rural areas (35.7%) for all social groups. The biggest beneficiaries of the decline of poverty in urban areas have been SCs among whom the incidence of poverty declined by 26 percentage points in the same period, compared to a decline of 25 percentage points for other backward class (OBC) and 10 percentage points for STs and stagnated poverty levels among other social groups.

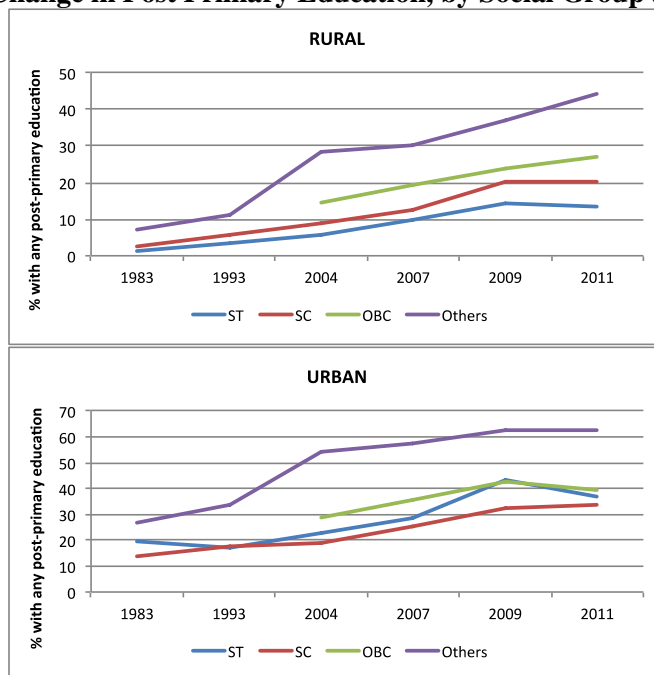
Graph A.5.3: Poverty Trends per Social Group, Madhya Pradesh



14. In terms of education, MP has done well in improving the educational outcomes of SCs and STs, but the educational attainment among the non-SC/ST groups has improved at a faster rate. Between 2004-05 and 2011-12, the proportion of SCs and STs with no education declined and their post-secondary educational attainment increased. However, while the SCs and STs registered a healthy increase in post primary educational attainment at 12 and 18 percentage points respectively until 2011-12, this was lower than the improvement recorded by OBCs and other groups at 27 and 37 percentage points. The fact that growth in post primary education among SCs and STs has declined since 2009 indicates a negative trend.

15. Furthermore, the SCs suffer disproportionately from unequal land distribution patterns in MP. Land ownership patterns in MP largely reflect a feudal culture, as there has been a disproportionate increase in the proportion of SCs among landless and marginal farmers from 1983 to 2011-12. However, the percentage of OBCs owning big parcels of land only indicates their increasing political and economic clout. In addition, the government acquisition of land for development disproportionately affects the tribals, who are not only the dominant ones to be displaced but also the destruction of forests adversely affects their major source of livelihood. This has given rise to many social movements in MP.

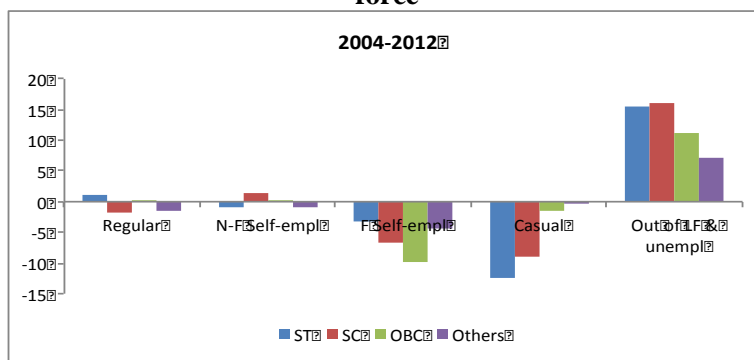
A.5.4: Change in Post Primary Education, by Social Group and Area



Source: Calculations based on NSS rounds on the population aged 15-59

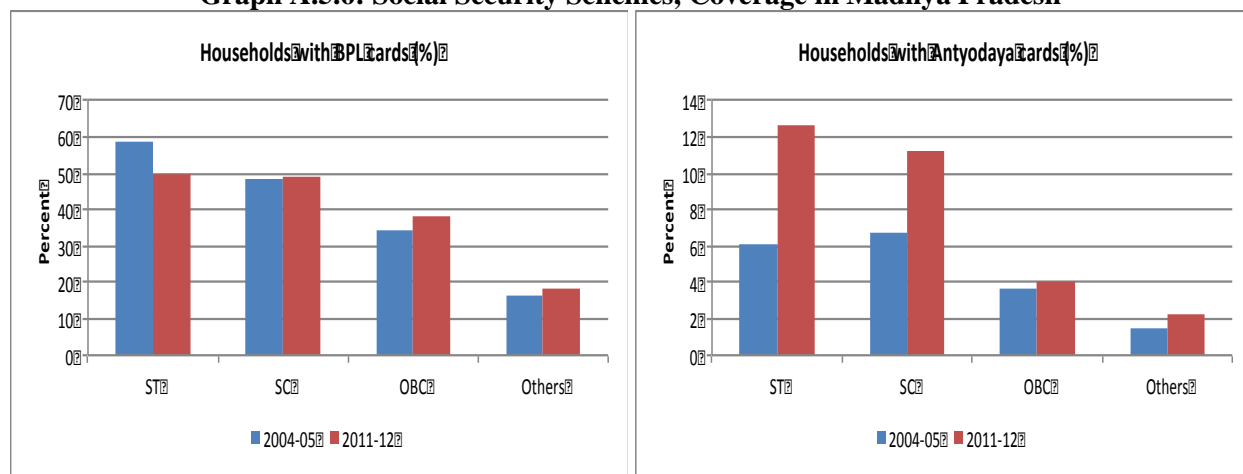
16. Another issue of concern has been the declining workforce participation rates across social groups, especially among the SCs and STs. Labor participation rates among the STs and SCs have decreased from 81% and 70% respectively in 2004-05 to 65% and 54% respectively in 2011-12, reflecting a rise in the numbers out of the workforce and those employed. The decline is more dominant among the tribal and SC women who are dropping out of the labor force more than any other group in both rural and urban areas. However despite the drop, one-third of STs and 29% of STs continue to work as farmers and casual labors respectively, more than the proportion engaged in casual labor among any group. The SC workforce engaging in construction labor has increased by a significant 8% and represents the maximum proportion of those employed in the construction labor.

Graph A.5.5: Increase in the percentage of Scheduled Castes and Scheduled Tribes out of the labor force



17. In this scenario, social security schemes become very critical for the development of these vulnerable groups. Social security schemes such as the PDS and MGNREGA appear to be reaching SCs and STs. Nearly 72% of households holding an Antyodaya card (promising subsidized food to families with an income of INR 250 per capita per month or below) in 2011-12 and 52% of those holding BPL cards were from the SC/ST category. However, a worrying trend (especially for women) that is emerging is the declining proportion of ST households seeking work in the scheme between 2009-10 and 2011-12.

Graph A.5.6: Social Security Schemes, Coverage in Madhya Pradesh



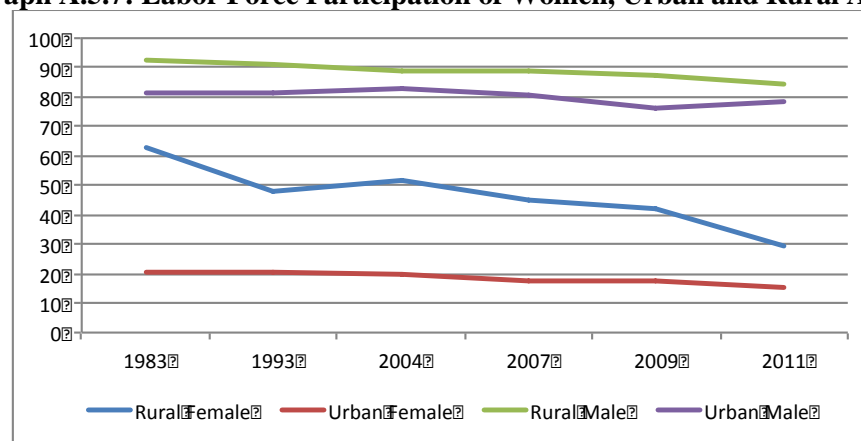
18. As shown above that the SCs and STs are lagging behind in the development process. The state has undertaken several reforms and initiatives to improve the welfare of SCs and STs between 1993 and 2003 like PDS, MGNREGA, Bhopal document for the redistribution of grazing land among SC households, a supplier diversity program to facilitate SC dealership for government supplies, scholarship to SC/ST children, allotment of forestland to tribals on lease, provision of zero interest loans for agriculture and online issuance of cards. However these programs face resistance from upper caste, OBC peasants and entrepreneurs in its implementation. The state is the first one in the country to set up special courts in each district to hear cases regarding atrocities committed against SCs and STs.

Outcomes for Women

19. Madhya Pradesh occupies one of the bottom positions in social indicators and the women face particular gender disadvantages in the state. MP has one of the lowest child sex ratios, not only lower than the average for India but also lower than other low-income states like Chhattisgarh, Bihar, Odisha, etc. The child ratio in the state has in fact declined from 932 per 1000 boys in 2001 to 912 per 1000 boys in 2011. The survival disadvantage in MP manifests itself primarily through high infant mortality rates for girls - 62 compared to 57 for boys in MP and higher than the average for girls in India (46), and later high under-5 mortality suggesting neglect of the girl child during the early formative years. In 2012, an average woman in MP was expected to bear 3 children, which is higher than the country's average Total Fertility Rate of 2.4. MP's maternal mortality rate (MMR) (269 deaths per 100,000 live births) is also higher than the average for India (212 deaths per 100,000 live births). More than half of women are married

before the age of 18 (as against the national average being at 43.8% in 2007-08) and child marriage is associated with many health risks for the young mother.

Graph A.5.7: Labor Force Participation of Women, Urban and Rural Areas



20. Despite disadvantages at birth, girls have recorded gains in educational attainment. The gap between men and women with no education in rural areas has reduced from 23 percentage points in 2004 to 17 percentage points in 2012. While there has been a moderate increase in the percentage of women educated below primary and primary level in rural areas; the largest increase was seen in the proportion of women educated up to the secondary level (from 5.7% in 2004-05 to 13.5% in 2011-12), suggesting that younger girls in villages were going on to complete higher levels of education. Gains in urban areas, though, were not as significant.

21. However, labor force participation rates for women have declined over time. NSS data suggest a significant decline in female labor force participation rates (FLFP) of women aged 15-59, from about 44% in 2004-05 to 26% in 2011-12, with this decline being mainly in the rural areas and dominated by SC and ST women. Female employment in urban areas has been traditionally low and has gone down further, particularly between 2009 and 2011, again dominated by SC and ST women. This is a serious cause of concern for the state government. Moreover, women are dropping out of casual and farm work in rural areas and regular jobs in urban areas to join the ranks of the unemployed/out of the work force. Reasons for this can be that with higher education, women prefer to drop out of labor force than accept low paying, casual work. Another possibility can also be that rising incomes of the households enables women to give up their jobs and stay at home and perform household duties.

Annex 6: Barriers to Accessing Services

INDIA: Citizen Access to Responsive Services Project (P149182)

1. An assessment based on focused group discussions (FGDs) was conducted in June 2014 with a view to understand the barriers that common citizens' face in accessing government services in Madhya Pradesh (MP). FGDs were conducted in Bhopal city in the Shreeram Nagar, Arif Nagar and Deeksha Nagar colonies – all of which are low income and minority dominated areas. FGDs were also conducted in rural areas such as, Panna district, which is a Scheduled Caste (SC) dominated area, and in Mandla²¹ district which is tribally dominated.

Most Important Services from the Citizens' Perspective

2. The Participants of the FGDs were asked to reflect on critical services that the Government of Madhya Pradesh should provide. The major reflections of the citizens were the following:

Table A.6.1 Most Important Services from Citizens' Perspective

Rural Citizens	Urban Citizens
House for the homeless (Indira Awas Yojana)	Caste certificate
Old Age Pension	Employment related information
Parivar Sahayata Yojana	Municipal services of sanitation, solid waste clearance, street lighting etc.
Ladli Laxmi Yojana	Complaint of service providers including postman
MGNREGS job card	Ratification of spelling of name in critical certificates (voter ID, birth certificate etc.)
Ration card and supply of food grains etc.	Free coaching for the students of poor families
Household toilets/sanitation	Booking of marriage halls/other services

3. The services mentioned above are critical for accessing other government sponsored schemes and social benefits. For instance, incorrect spellings of names in voter ID cards or birth certificates can lead to denial of many benefits or the transfer of benefits and/or payments not honored by commercial banks. Citizens identified ration cards, old age pensions or subsidized housing for the poor as critical services.

4. There are many services demanded by the citizens that are beyond the Government schemes and benefits. Many of the desired services, such as information related to employment schemes or correction to spelling of names on certificates and booking of marriage halls are 'facilitation role' expected from the LSKs. This is in line with the findings of the survey conducted by the School of Good Governance²² which identified the following new services that are desired by the citizens from the LSK.

- Employment related information and submission of applications;

²¹ In village Simarkhapa village of Mandala block and village Kalpi, a forest village of Bijadandi Block.

²² A randomized survey of the users of LSKs was conducted, taking 40 rural and 16 urban LSK centers in 2014 by Atal Bihari Bajpai Lok Prashashan Sansthan, Bhopal which is also known as School of Good Governance.

- Education loan, ID card of students, academic transcripts, school migration certificate, scholarship forms submission facility etc.;
- Birth and death certificates, vendor licenses, work demand under MGNREGA building construction permits, application for Indira Awas Yojana etc.;
- Application for voter ID cards, gun licenses, Kisan credit cards, driving licenses, road taxes etc.;
- Sales Tax (TIN) number for the shopkeepers, information related to subsidy and seeds/fertilizers.

Various Constraints Citizens Experienced

5. Last year, many of the citizens participated in the FGDs mentioned their attempts to obtain services. These applicants did not visit LSK centers, however, tried through other means. The details are given in the following table:

Table A.6.2: Experience of Citizens in Urban Areas in Accessing Services

Service	Applied by	Efforts to access	Result
Caste certificate	Self	Many rounds to the office	Failed
Majdoor Card	Self	Paid INR 1000	Failed
Name in BPL list	Agent	Paid INR 1500	Failed
Birth Certificate	Agent	Paid INR 500	Successful
Disability certificate	Self	Number of time visited to submit required documents	Got certificate for 40% disability which does not entitle for many benefits
Income certificate	Agent	Paid INR 650	Failed
Name in BPL list	Agent	Paid INR 2000	Successful

6. The table above indicates urban citizens with service needs approached agents, although the departments or LSK center were relatively close. Participants of the focus groups mentioned that agents were available in their locality; therefore, agents became the first person for easy access. The cost of accessing service is high and success rate is not very impressive. In order to avoid many subsequent visits to the relevant offices as well as indifferent attitude of officials, most poor and less literate citizens depended on agents. In urban areas, Parshads (elected ward members) were the first contact point for the citizens to get information and seek support in accessing services related to the municipal body.

Table A.6.3: Experience of Citizens of Rural Areas in Accessing Services

Service	Applied by	Efforts to access	Result
Old Age Pension	Male family member	Many subsequent visits to the Panchayat office for various certificates/papers that were requested.	Failed
Job card under MGNRGS	Self	Provided necessary papers to Panchayat	Failed
Provision of ration on ration card	Self	Provided necessary documents to the District office of Civil Supply Department. Visited several times	Failed
Increment of pension amount under Indira Gandhi old age pension scheme	Self	Submitted papers including age certificate to Sarpanch	Sarpanch has not moved application and increment of INR 500 in pension is stalled.
House subsidy under Indira Awas Yojana	Self	Opened and provided details of bank account to Sarpanch. Visited block office several times.	Failed

7. In rural areas, citizens approached the Sarpanch (head of Panchayat or Panchayat Secretary) to provide services which were under the village Panchayat's jurisdiction. For instance, services such as, caste certificates income certificates, requires a mandatory authorization letter from the village Panchayat. Moreover, the village Panchayat delegated authority to approve applications or forwarded applications to a higher level as emerging demand for services increased. The table illustrates the village Panchayats, officials at the block and/or district levels all underperformed their duties and in several cases did not deliver the service requested by the applicants.

- A study conducted by the Atal Bihari School of Good Governance identified the most rejected applications. Some rejections were due to non-eligibility of the applicant for the service. In other cases, rejection occurred due to inefficiency or apathy by officials to resolve issues or procedural bottlenecks for services. The following is a list of the most rejected services mentioned in the report: Name in the Below Poverty Line (BPL) list
- Income certificate
- Domicile certificate
- New Above Poverty Line (APL) ration card
- Copy of land record (B1); and
- Old age pension

8. Eligibility and requirement of documents for services were more flexible in terms of income certificate, or domicile certificate. However, rejection rate of such services was significantly high.

Key Barriers for Accessing Services

9. Some of the key demand side barriers to access services are the following:

10. *Ignorance on the details of schemes.* For most of the participants of the FGDs, the critical deterrent to accessing services from the government was lack of information. There is a general understanding of the scheme; however, the conditions to apply the eligibility criteria, documents required and appropriate agency to file the application, were unknown. As a result, applicants made several trips to relevant office. Even after submission of the documents, applicants did not know whether the application was completed and services would be rendered.

11. *Low literacy levels discourage filing application by self.* Applicants mentioned that low level of literacy, created a sense of fear when filing applications, resulting in a preference of any agent over personally filling applications. Applicants are aware that agents charge an exorbitant fee; however, the cost of an agent was offset against their daily wage loss, considering applicants may have to make several visits to the office. Applicants felt a barrier as they were unable to demand desired services due to illiteracy.

12. *Attitude of officials on managing the front desk.* The participants developed apathy towards the Government officials due to what they perceived as unsupportive behaviors. One participant described the following. “First, the peon does not allow us to meet the official. They ask to write a slip with our name. Even if we enter the office, officials do not treat us respectfully. We know that the assurance provided by them for the service delivery is false. We do not trust that we can get service without bribing someone.”

13. In rural areas, village Panchayat serves as the closest service providing agency. However, Panchayat have not been trained to treat the villagers in their constituency as their clients. In some cases, citizens reported that the Panchayats discriminate applicants based on caste or economic status. The most deserving citizens’ for services under various programs were from the scheduled caste or scheduled tribe social groups but in some cases they were not respected by the powerful Sarpanch.

14. *Lack of awareness about the PSGA Act and LSK centers.* In rural areas, awareness of the Public Services Guarantee Act (“PSGA Act”) was found to be significantly low. Very few participants of the FGD participants had heard about the Act. However, when asked, participants did not know about the provisions and meaning of guarantee. In urban areas, relatively more citizens reported awareness about the PSGA Act. In the urban areas, specifically, in the low income settlements, citizens lack information about the Act.

15. In rural areas, knowledge of LSK and information dissemination about services remains low. In urban areas, one participant reported her awareness through a neighbor that went to a LSK for services. In general, there is low-to no level of awareness about the Act. Moreover, the LSKs had made no systematic efforts to disseminate information related to the Act. The assumption, that establishment of the block level LSK center would automatically provide wider information to the residents of that block, had also not worked sufficiently.

Expectations from an Ideal LSK by Citizens

16. Citizens want supportive LSK operators. The attitude of government officials created a barrier for the citizens to access services, since this is a revamping of the system; citizens expect LSK staff to genuinely listen to and to offer proper advice on benefits of the schemes. Most of the rural and urban participants were unequivocally clear that a good LSK should have a facility of filling up forms by the managers of the LSK to minimize exploitation by agents or touts around the LSK centers or others in the locality.

17. Citizens, particularly women, expect LSKs to have proper sitting arrangements, toilets and drinking water within the LSK premises.

18. Citizens in rural areas expected LSKs to be closer to their villages as one LSK at the block level would not be adequate, due to the long travel distance for many villagers. Since most villagers access services via Panchayats, citizens opted for Panchayats to be extension counters of the LSKs.

19. A combination of Focused Group Discussions (FGDs) with the primary stakeholders, the LSK survey report of Atal Bihari Institute of Good Governance, Bhopal, Barrier to Assess Report of Samarthan²³ and interactions with the officials at the state and district level, led to mapping barriers in the context of service provision under the Service Guarantee Act. The table given below identifies supply side and demand side barriers. The matrix provides combination of High-High and Low-Low barriers from demand and supply side.

20. The matrix below will help build a road map to address the barriers by finding appropriate solutions, the PSGA Act serves as commitment for outreach to citizens through accessibility and availability of centers, improving the quality of services and creating trust-based and stronger relationships between citizens and the State. The matrix also provides areas of capacity building and systemic improvement that are critical for improving efficiency of the LSKs and Service Guarantee Act.

²³ Barriers to Access Rights, Entitlements and Municipal Services by the Poor, Report of Samarthan, prepared for Bhopal Municipal Corporation on behalf of DFID, UK in 2010.

Table A.6.4: Perceptions of Demand Side Stakeholders

Perceptions of demand side stakeholders			
Supply side stakeholders		PERCEIVED BARRIER HIGH	PERCEIVED BARRIER LOW
	PERCEIVED BARRIER HIGH	<p>Information</p> <ul style="list-style-type: none"> • Citizens do not know details/procedures of various rights/ entitlements under Service Guarantee Act. • Informal rather than formal sources of information of the Act. <p>Economic/socio-cultural</p> <ul style="list-style-type: none"> • Opportunity cost of obtaining benefits personally is quite high even after establishment of LSK. <p>Procedural/systemic</p> <ul style="list-style-type: none"> • Difficult to arrange necessary supporting documents like ration card, proof of age, caste or address for slum dwellers etc. <p>Attitudinal</p> <ul style="list-style-type: none"> • Attitude of staff sitting at window is generally non-cooperative and not respectful enough. <p>Institutional</p> <ul style="list-style-type: none"> • Inadequate behavioral training of the front desk officers for supportive behavior with applicants. • Inadequate arrangements for filling up forms for the unlettered applicants. • Village Panchayat and Urban Local Bodies, which are closest to citizens are not geared up to deliver services as per Act. <p>Physical/locational</p> <ul style="list-style-type: none"> • LSK at block level is inadequate to serve far flung villages. 	<p>Economic/socio-cultural</p> <ul style="list-style-type: none"> • Caste and poor economic status creates low self-esteem to demand service as a right. • Influential families/persons put pressure to get undue benefits. <p>Procedural/systemic</p> <ul style="list-style-type: none"> • Records of various services provided by the LSK and Departments are not properly synchronized as a single data base. • Inadequate computerization of data leads to delayed response. • Apprehensions that vested interests of corrupt officials and agents will sabotage improved systems of accountability like computerization, facility of filling up forms at LSK or waiver of notarized affidavits etc. <p>Attitudinal</p> <ul style="list-style-type: none"> • Difficult to get professional work approach with LSK or departmental staff without intensive behavioral training. • Service providers do not feel accountable for efficient delivery. High rejections to avoid penalty clause. <p>Institutional</p> <ul style="list-style-type: none"> • Constraints of space currently due to hired space in block offices/rented buildings. • Inadequate staff and not revised HR policies for promotion, training, performance reward in view of Service Guarantee Act. <p>Physical/locational</p> <ul style="list-style-type: none"> • One LSK in one block is not based on the population density, terrain and SC/ST population concentration to improve access and quality of service delivery.
	PERCEIVED BARRIER- LOW	<p>Socio-cultural</p> <ul style="list-style-type: none"> • Low participation of women due to transportation constraint to reach block level LSK. <p>Procedural/systemic</p> <ul style="list-style-type: none"> • Procedures of certain services are still cumbersome, promoting use of agents. • At least two visits required for certain certificate/ benefit which can be delivered on the same day. • Ineffective monitoring system for registration/follow up of complaints or appeal. <p>Institutional</p> <p>Parallel system of service delivery at the LSK and department reduce application volume of LSK, affecting economic viability of the LSK.</p>	<p>Socio-cultural</p> <ul style="list-style-type: none"> • Despite their best efforts, image of the officials at front desk is of 'corrupt' and 'untrustworthy' which is not good to enhance demand for services. <p>Procedural/systemic</p> <ul style="list-style-type: none"> • Large number of applicants demand for BPL card, land record copy, domicile and income certificate. Procedures need to be simplified to make such services efficient for delivery. • Guidelines are prepared by other departments and municipality has to enforce without direct control. <p>Attitudinal</p> <ul style="list-style-type: none"> • Corruption through agents continues and there is resistance to more transparent and accountable systems.

Annex 7: Implementation of the 2010 Public Service Guarantee Act

INDIA: Citizen Access to Responsive Services Project (P149182)

1. Madhya Pradesh (MP) was the first state in India to adopt a Right to Public Services law - officially known as the “Madhya Pradesh Lok Sewaon Ke Pradan Ki Guarantee Adhiniyam, 2010”. The 2010 Public Service Guarantee Act (PSGA) sets time-lines for the service delivery, creates an appellate structure in the event that government officials fail to meet these deadlines, and allows for the imposition of penalties for delays. The PSGA cuts across political parties and regions and other states such as Bihar, Punjab, Uttarakhand, Delhi, Uttar Pradesh, Rajasthan and Jharkhand adopted this initiative. Consequently the central government submitted a bill to Parliament, “The Right of Citizens for Time-Bound Delivery of Goods and Services and the Redressal of their Grievances Bill (2011).

2. Since its enactment in 2010, 126 public services from 21 departments have been notified under the Public Services Guarantee Act, of which 47 public services are available online at the 334 *Lok Sewa Kendra* (LSK) covering 313 blocks spread over all 50 districts of MP. Overall, more than 10,620,095 applications have been received through the system. See the table below. What follows is a brief summary of the three phases of PSGA implementation.

Table A.7.1: Implementation of the PSGA Act in Madhya Pradesh, Number of Services Notified/Available 2010-14

Year	Departments	Notified Services	Services available at LSKs	
				of which online
2010-11	9	26		
2011-12	16	52		
2012-13	21	102	52	
2013-14	21	126	63	47

Phase I: Establishment of DPSM (September 2010 to August, 2011)

3. In October 2010, GoMP created the Department of Public Service Management (DPSM) to provide an institutional structure focusing on the implementation of the PSGA Act. The GoMP consulted with relevant departments, identified services to be notified, and specified the time limits for each service by issuing necessary Government Orders. During the phase, 26 services from 9 departments were covered.

4. Subsequently, public officials received training, district administration offices and civil society organization learned of the new time-limits for services. However, notified services continued to be provided through existing manual processes and meeting the specified time deadlines proved to be a challenge. There was no system in place to gather data on compliance.

5. In order to assess the effectiveness of the implementation process, the GoMP requested Jan Abhiyan Parishad²⁴ to conduct a survey among public officers, LSK operators and beneficiaries. The survey revealed that more than 45% of the applicants did not receive a receipt at the time the application was submitted and more than 25% of the officials did not maintain an ‘inward register,’ making it impossible to verify if the service had been rendered on time.

Phase II: Introduction of Computerized Receipts (August 2011 to September 2012)

6. The feedback gathered from the survey introduced a computerized system, which registers applications and issues computer generated receipts. This change required a second round of training for public officials and mass media campaign teaching citizens to demand computerized receipts. During this phase, basic ICT infrastructure was provided and upgraded in departmental offices, including software applications developed by NIC. In each of the 50 districts, a full time District Manager was assigned in order to cater for the increased workload of the officials.

7. The team conducted a second round of surveys to gather feedback on the implementation of the PSGA Act. The survey revealed that nearly half of the applicants were still not getting receipts and about three-fourth of the applicants required support for filling the application forms. Despite these challenges, about 80% of all applications were resolved within the stipulated time limit.

Phase III: Establishment of LSKs (September 2012 onward)

8. The third phase marked a significant and qualitative improvement in the implementation of the PSGA Act. The GoMP established independent Lok Sewa Kendras (LSKs) at the block level throughout the state, through public-private partnerships (PPP). An open tender process was conducted to select the private operators for 334 LSKs.

9. The LSK is a facilitation center with at least three counters to receive applications for the services notified under the Public Service Guarantee Act. These applications are entered into the online software developed by NIC. All supporting documents are immediately scanned and digitally attached along with the application. The system displays a check list for each of the services, so that the LSK operator receiving the application can immediately confirm if prima facie all the necessary documentation required for that particular service, has been received or not. If the application is complete, the applicant receives a computer generated receipt where the date of service delivery is mentioned. Applicants providing mobile number also receive an SMS with the receipt. If any documentation is missing, the application cannot be processed and the applicant is informed accordingly.

10. Once the application is properly registered into the LSK system, it is automatically forwarded to the appropriate department for action. Since all the supporting documents are also available as scanned images an official can assess the case, without waiting for the actual paper application. Assessing the case requires an official to update the LSK system, either accepting or

²⁴ Community-based Program funded by the Department of Planning, Economics and Statistics of the Government of Madhya Pradesh.

rejecting the application. The applicant then receives an SMS requesting follow up actions or approval from the LSK center.

11. As per the PPP agreement, applicants pay INR 30 for every application submitted at the LSK center, out of which INR 25 is given to the PPP operator and INR 5 is donated to the E-Gov Society which aims to promote broader e-governance and institutional reforms to strengthen public service delivery and the implementation of the Public Service Guarantee Act. The GoMP guarantees that any center which receives less than 2000 applications per month is entitled to receive a 'Viability Gap Funding' (VGF) in the form of guaranteed fee for 2000 transactions (which works out to INR 50,000 per month) to sustain operations.

12. Government process reengineering (GPR) continued during Phase III. A series of workshops with officials from 15 departments (whose services are currently being provided by LSK centers), along with eminent retired officials and CSOs, resulting in ways to further simplify the existing government processes. As a result, the PSM department produced a BPR report which documented the simplified processes and issued the necessary Government Circulars to ensure adherence to the revised procedures as the Standard Operating Procedures to be followed across the state for those services.

Current Status

13. Currently, 334 LSK centers are operational in 313 blocks spread over all 50 districts of MP. These centers are receiving applications for 63 notified services delivered by 15 departments of the GoMP, of which 47 services are provided online. The services include ration cards, electricity connections, and income certificates. The departments include Energy, Labour, Public Health Engineering, Revenue, Urban Administration & Development, General Administration, Social Justice, SC, ST Welfare, Food, Civil Supplies & Consumer Protection, Forest, Home, Farmers' Welfare & Agriculture Development, Woman & Child Development, Transport and Panchayats & Rural Development.

14. The following table offers a summary view of the LSK performance so far.

Table A.7.2: LSK Performance, Madhya Pradesh

LSK Statistics <i>(As on 31 May 2014)</i>	
Total No. of Districts	51
Total No. of Blocks	313
Total No. of LSKs	334
Total Population of the State	726,00,000
LSK Applications Status	
Total Application received so far	106,20,095
Application disposed within time limit	92,76,850
Applicants disposed out of time limit	11,22,460
Applications pending out of time limit	5,992

Application disposed within time limit	87%
Average Application received per LSK per day (May, 2014)	82
Average Application received per District per lakh (May, 2014)	935
State Average Application received per Month Per lakh (May, 2014)	46,751

15. The LSK system stores and reports data on a monthly basis, not for cumulative (year to date) figures. LSK system treats each application as a different transaction and does not store data against citizens' identification numbers. Therefore data analysis can only be done based on number of applications received and processed, rather than number of citizens using the LSK system. Keeping these limitations in mind, below are findings from an analysis of data for May 2014.

- The state average for *number of applications received as a percentage of total population served* is 0.95%. However, if the same figure is calculated district wise, the figure ranges from 2.07% for the district of Sajaipur to 0.24% for the Bhind district. This shows that there is considerable disparity in terms of what percentage of population is being served by the LSK centers. However, citizen awareness is still very low.
- The state average of *applications received per LSK Center per day* is 82. The volume of applications varies significantly across different districts, ranging from 527 applications received in the Bhopal Collectorate LSK Center to 4 applications in Chawarpatha LSK Center in Narsingpur district. There were 89 LSKs which received more than 108 applications per day while 132 LSKs received less than 58 applications per day.
- The state average of *applications received per District per day* is 458, ranging from 1099 applications received per day in Shajapur district to 52 applications received per day in Alirajpur district.
- The overall disposal rate of the state was 73%, ranging from the highest in Vidisha district with 84% to the lowest rate of 48% in the district of Ashok Nagar.
- Analysis of the data from a departmental perspective shows that 89% of all applications received were from only 4 departments: Revenue (37%), General Administration (22%), Panchayat and Rural Development (22%) and Urban Administration and Development (8%). All other departments collectively accounted for only 12% of the applications received.
- Similarly, this concentration is also found from a services perspective: 4 specific services departments constituting 88% of the total number of applications received by LSK centers: Below Poverty Line certificate, Domicile certificate, Income certificate and copy of the Khasra / Katuni (land record).

16. It should be noted that the citizens have the choice of either submitting the application at the LSK center or directly to the appropriate departments, which continue to provide these services as per manual systems.

Table A.7.3: Applications Received by LSKs, per Department, April 2014

Department & Service	Total Applications	Applications			Applications Pending at month end
		Resolved	Rejected	Total Disposed	
General Administration	83,641	89.24%	0.43%	89.68%	10.32%
Home	899	67.07%	1.11%	68.19%	31.81%
Revenue	234,026	78.28%	0.90%	79.17%	20.83%
Forest	142	46.48%	7.04%	53.52%	46.48%
Energy	3,953	62.31%	5.89%	68.20%	31.80%
Farmer welfare & agriculture	2,117	34.96%	2.17%	37.13%	62.87%
Labor	23,721	22.55%	15.57%	38.12%	61.88%
Public health & family welfare	1,502	65.78%	6.66%	72.44%	27.56%
Urban administration & development	49,167	6.76%	54.54%	61.30%	38.70%
Village assembly & village development	137,077	6.74%	65.63%	72.36%	27.64%
Schedule caste and tribal welfare	0	0.00%	0.00%	0.00%	0.00%
Social Justice	36,152	21.96%	9.38%	31.34%	68.66%
Food, citizen recoupment & consumer protection	25,681	56.22%	4.98%	61.21%	38.79%
Public engineering	115	61.74%	4.35%	66.09%	33.91%
Women & children development	3,002	52.60%	3.20%	55.80%	44.20%
TOTAL	601195	50.67%	21.31%	71.98%	28.02%

Constitution of High Powered Committee for BPR

17. According to GoMP's Vision Document 2018 "every department's processes should be simplified and de-centralized to the maximum. Simplification of processes will help citizens in getting services more easily and ensure saving of time and resources in internal administration system. Establishment of efficient and expert processes is one of the most important targets of good governance apart from transparency, arrangement to take quick decisions and effective delivery of public services."

18. In June 2014, GoMP constituted a committee to identify government processes in order to make the system more efficient, transparent and expedient, enabling quick, easy and citizen-friendly public services. Since government processes often involve inputs and cooperation between multiple departments, changes for BPR require the concurrence of all departments. Therefore the committee was created to resolve inter-departmental issues and endorse processes for simplification. This committee monitors, guides and advises the government on implementation requirements of the Public Service Guarantee Act.

19. The members of this committee include – the Director-General of RCVP Noronha Academy, Director-General of Atal Bihari Vajpayee Institute of Good Governance and Policy

Analysis, Additional Chief Secretary / Principal Secretary (Finance), Additional Chief Secretary / Principal Secretary Planning (Economics and Statistics), Principal Secretary (General Administration), Principal Secretary/Secretary (Law and Legislative Affairs), Principal Secretary / Secretary (Information Technology) and three subject experts nominated by committee's Chairperson. Principal Secretary / Secretary of Public Service Management Department will be committee's Member-Secretary.

Concurrent Monitoring Report - Key Findings 2014 Survey

20. As part of the concurrent monitoring, DPSM commissioned Atal Bihari Institute of Good Governance (ABIGG) to conduct a survey evaluating LSK performance and assessing compliance with the PPP framework.

21. In February, 2014, ABIGG hired 4 field researchers to cover 56 LSK centers across the entire state. In each LSK, 40 applicants 5 non users and 5 elected representatives were interviewed. The physical infrastructure, computers and connectivity issues were surveyed. The key findings of the survey are as the follows:

- 82% male applicants accessed services from LSK;
- Only 15% of LSK Kiosks have adequate area i.e. more than 1000 sq. feet;
- 94% reported internet connectivity, however, loss of internet connection was reported in several cases;
- 50% LSK staff received one day orientation on procedure, rule and the PSGA Act;
- More than 80% applicants received on line receipt;
- 45% received help from agents to file applications;
- 56% paid less than or INR 50 for an agent; and
- 58% of applicants were not informed about the reason(s) of rejection of application.

22. The applicants and citizens in general mentioned that the following services should be included in the LSK:

- Registration for unemployment as done in unemployment exchange center;
- Information about schemes of employment;
- Application for Ladli Laxmi Yojana, Kisan Credit cards and Deen Dayal health cards;
- Duplicate copy of academic transcripts;
- Voter ID card, Aadhar cards; and
- Filing Passport application.

Preliminary Findings from Survey Data in Rural Barwani, Madhya Pradesh

23. As part of an ongoing survey data collection exercise to benchmark service delivery standards in Madhya Pradesh, Delhi and Karnataka –states where different forms of Service Delivery guarantees have been implemented – the following document summarizes preliminary findings pertaining to the Madhya Pradesh Lok Sewa Guarantee Act from the district of Barwani in MP.

24. The data analysis shall be further weighted (following data entry of listing information), cleaned and updated by the survey field teams. All findings are representative of households which have received a domicile/income/caste certificate in the past year within the district.

Sampling and Scope of Findings

25. A total of 620 interviews have been completed in Barwani. Due to the large size of the state, the survey team used a district level approach for data collection – where one rural district was chosen (through a random number generator) for survey. The rural MP sample contains the district of Barwani and Jabalpur. The urban sample is for the city of Bhopal. The data from Jabalpur and Bhopal are being entered, thus analysis in this note is not possible. Sampling will be representative of the entire district i.e. any village will have an equal chance of getting selected.

26. At the first stage, 70 polling stations were selected as Primary Sampling Units (PSUs) in Barwani district were selected from the list of 2014 Electoral roll data (where each polling station maps to a particular revenue village) based on probability proportional to size of total population.

27. At the second stage, within each of the selected PSUs, the survey would be initiated with the household listing exercise within a randomly segment of 150 households. In case the PSU has less than 150 households, all households will be listed during the listing exercise. While for PSUs having more than 150 households, segments of more or less the same size will be formed first and one segment will be selected randomly for carrying out the listing exercise. The listing schedule sought information on whether households have received any of the following government service in the past one year i.e. from Aug 2013 till date:

- a. Domicile certificate
- b. Income Certificate
- c. Caste certificate
- d. Ration cards
- e. Driving License (as a non-notified service)

28. At the final stage, among the listed households, 10 households per village were nearly 2 service recipients per group would be selected using systematic random sampling procedure from the following categories for each service selected for interview.

29. Services have been selected through consultations with government counterparts, field pilots to test frequency of service requests and analysis of administrative data on the types of RTPS notified services demanded by citizens.

Service Delivery Standards

30. On average, respondents spent nearly INR 300 on the entire application process. Only 3% reported not spending anything on seeking service. For domicile certificates, the average cost was INR 273; for Caste this was INR 248, for Income Certificate this was INR 249.

31. Number of days: Overall it takes 31 days to make an application and receive the selected services. Survey data shows that the time taken to receive a Domicile certificate is 17 days, while

a Caste certificate takes 23 days, income certificate takes 17 days and the BPL Ration card takes 64 days.

32. Only 32% were aware of the supporting documents and attestations needed at the time of starting the application process. Majority of our respondents received information and assistance in the application process from local Panchayat leaders, Gram Panchayat staff, elected representatives or staff at the District Magistrate offices.

33. Lok Sewa Kendras provide support in tracking application status and supporting documents. 7.5% learned about their application being sanctioned at the LSK.

34. In terms of perceptions, 51% of respondents found the service application and receipt process very difficult. Nearly 41% reported being completely satisfied with the time taken for service delivery. Approximately, 47% felt it was possible to apply and receive income/caste/domicile certificates or ration cards without any difficulty –without possessing government or political connections

Awareness/Usage of LSK and MP Lok Sewa Guarantee Act

35. Preliminary results in terms of awareness and use of LSKs are as follows:

- 1. 32% of respondents interviewed in Barwani were aware of the Lok Sewa Guarantee act in MP.
- 17% were aware of any state charter for service delivery time standards for the service they applied for.
- For those who applied for notified services, only 35% said that they knew the state government was duty bound to provide the service they applied for within a stipulated time period. However, awareness of the accurate timelines (as per the law) amongst this group was low.
- Those who use LSKs are fairly satisfied with the service provided. Amongst applicants for certificates and ration cards in Barwani, 58% knew the location of a Lok Sewa Kendra – possibly because they used these to track their application or submit forms for their service request. Only 10% did not know what Lok Sewa Kendras were. Of those who were aware of the location of the nearest LSK, 79% have visited an LSK. And, of those who visit and used an LSKs, 95% stated they received the service/information they needed and got what they wanted at the center.
 - a) 23% of LSK users were asked to come back again as the center was closing
 - b) 14% reported that no staff member was manning the LSK counter when they visited,
 - c) 41% of those using the LSKs stated that the biggest problem reported was long waiting time.

Table A.7.4: List of Notified Services Available at LSKs

Department	Service (English)	Available at LSK
Energy	Providing demand letter for personalized connection of low power wherever possible through existing network.	Yes
	Providing low power connection from present network after deposition of amount according to the demand letter.	Yes
	Providing demand letter temporary connection (up to 10 K.W) after deposition of amount where infrastructure expansion is not required.	Yes
	Providing temporary connection (up to 10 K.W) after deposition of amount where infrastructure expansion is not required.	Yes
	Issue of demand letter in cases of load increase where infrastructure expansion is not required after the submission of complete documents by the customer.	Yes
	Wherever infrastructure expansion is not required increase in load according to the demand letter after a supplementary contract and deposition of amount mentioned in demand letter.	Yes
	On complaint of fault meter of customers having low power connection Change/ Repair of meter.	Yes
	Resolving applications regarding permanent disconnection.	Yes
Labor	Providing benefits under maternity support scheme.	Yes
	Providing benefits under marriage support scheme.	Yes
	Provision of compensation in case of death.	Yes
	Registration of construction laborers.	Yes
	Providing compensation in case of permanent disability during construction work.	Yes
	Registration of shop establishment.	No
Public Engineering	Renewal of registration of shop establishment.	No
	Repair in case of general breakdown (above ground level in departmental hand pump).	Yes
	Repair in case of general breakdown (above ground level in departmental hand pump).	Yes
Revenue	Report submission related to inspection of drinking water.	No
	According to revenue book circular no. four, providing financial help in case of loss/damage of body part or death due to natural calamity.	Yes
	Providing current copies of khasra (legal agricultural document).	Yes
	Providing copies of current map.	Yes
	Providing first copy of loan book and land rights.	Yes
	Providing second copy of loan book and land rights.	Yes
	Payment for the loss of crops by wild animals.	Yes
	No Objection Certificate (NOC) for Nazul land	Yes
	Evidence proof of research capacity.	Yes
	Providing copy of cases or other documents passed by revenue court.	No
	Providing true copy of land records, revenue cases, maps and other records deposited in record cell.	No
	Under 6-4 circular of revenue book providing help to affected from following calamity.	No
	Financial relief in case of crop loss.	No
	Financial help in case of loss of domestic cattle and birds.	No
	Financial support for house damage.	No
	Financial help for the loss of clothes, utensils and food.	No
	Help for the funeral of unclaimed dead body.	No
	Arrangement for the dissuasion of dead animals.	No

	Financial help in case of wastage of potter's bricks.	No
	Providing help to weavers.	No
	Help of shopkeepers affected from fire or flood.	No
	Providing help to the fisherman affected by flood and cyclone.	No
	Other help to the affected fisherman.	No
	Help for the damage of well or hand pump.	No
	Help for the damage of hackery or other agriculture equipment.	No
	Modification of map after Division and Demarcation of given land and after modification providing map image on A4 size paper to the applicant.	No
	Demarcation of land.	No
	Undisputed nomination.	No
	Undisputed division.	No
Urban Administ ration & Develop ment	Addition of citizens' names to the list of below poverty line families.	Yes
	Providing demand letter for new tap connection in technologically enabled areas.	Yes
	Providing new connection after deposit of money as per demand letter.	Yes
	Guidelines for maintenance of hand pump and tube well of urban areas.	No
	Report submission related to inspection of drinking water.	No
Farmer Welfare & Agricul ture	Issuance of license for seed, pesticides and fertilizers	Yes
	Renewal of license for seed, pesticides and fertilizers	Yes
Social Justice	Issue and approval of pension for the first time under Indira Gandhi old age pension scheme.	Yes
	Issue and approval of pension for the first time under Indira Gandhi widow pension scheme.	Yes
	Issue and approval of pension for the first time under Indira Gandhi disabled pension scheme.	Yes
	Providing help under National family welfare scheme.	Yes
	Issue and approval of social security pension for the first time.	Yes
SC & ST Welfare	Addressing the grievance in case of non- disbursement of relief (Under 1995 act, emergence of schedule cast/tribe scheme).	Yes
Food & Civil Supplies	Issuance of New BPL Ration Cards.	Yes
	Issuance of New APL Ration Cards.	Yes
	Issue of duplicate copy of B.P.L. card.	No
	Issue of duplicate copy of A.P.L. card.	No
	Provision of sugar, kerosene oil and grocery as per the eligibility in case of no-availability at public distribution system shop.	No
Women & Child	Inclusion under Ladli Lakshmi scheme.	Yes
	As per the eligibility providing healthy diet to the registered beneficiaries.	No
Panchay at Raj & Rural	Addition of citizens' details to the list of below poverty line population (Rural area).	Yes
General Administ ration	Issue of Domicile certificate.	Yes
	Issue of Income certificate.	Yes
	Issue of caste certificate.	No
	Providing attested copies of voters' list - finally published by urban bodies (panchayats).	No
Forest	Payment of relief fund for damage caused by forest animals.	Yes
	Payment of relief fund for injuries caused by forest animals.	Yes
	Payment of relief fund for cattle-loss caused by forest animals.	Yes
	Payment in case of MALIK MAKBOOJA.	Yes

	a Payment on receipt of wood at depot.	Yes
	b Complete recovery of selling amount in case of an isolated lot.	Yes
	Permission for transportation of forest wood.	Yes
Home	On the application of family of deceased person issuing the copy of post-mortem report.	Yes
	Providing copy of F.I.R. to the complainant.	Yes
	Renewal of license of unbarred bore weapon before the end of license period.	Yes
	Renewal of license of unbarred bore weapon after the end of license.	Yes
	Duplicate copy of weapon license.	No
Public Health & Family Welfare	Disbursement of up to I.N.R. 1 Lakh under state disease support fund.	Yes
	Providing disability certificate.	Yes
	Issuance of card for Dindayal Antyodaya scheme.	Yes
	Vaccination under national vaccination program.	No
	Medical verification of applicant age.	No
Transport	Issuance of learners driving license.	Yes
	Issuance of fitness certificate for vehicles.	Yes
	Registration of vehicle.	No
Residence & Environment	Issuance of information about land use in adopted development schemes.	No
	Issuance of information about proposed width of road under adopted development schemes	No
	Issuance of compliance to small scale industries under section 25/26 of Water (Pollution Prevention and Control) Act 1974 and section 21 of Air (Pollution Prevention and Control) Act.	No
	Issuance of compliance to medium/large scale industries under section 25/26 of Water (Pollution Prevention and Control) Act 1974 and section 21 of Air (Pollution Prevention and Control) Act.	No
	Issuance of information about the inclusion of a private land to the notified scheme under section 50 of the resolution passed by the board of authority.	No
	Rejection/acceptance of land development work by the land owner on the land included under the notified scheme under section 50 of the resolution passed by the board of authority.	No
Economic Planning & Statistical	Issuance of birth inaccessibility certificate.	No
	Issuance of death inaccessibility certificate.	No
	Permission of registration after 1 year of birth.	No
	Permission of registration after 1 year of death.	No
	Birth Certificate.	No
	Death Certificate.	No
Finance	Marriage registration.	No
	Sending of pension/family-pension case to division/district pension department in case of presenting a filled-in pension application form by the pensioner.	No
	Issuance of payment order for pension/family-pension in case of dissolution of objection by the department.	No
Commerce, Industry & Employment	First payment of pension/family-pension on receipt of payment order by the treasury officer.	No
	Reimbursement of the expenses on quality certification.	No
	Reimbursement of the expenses on project report.	No
	Issuance and distribution of interest on term-loan (for MSM&E industries).	No
	Registration in employment office.	No
	Renewal of registration in employment office.	No
	Acknowledgement in case of deposition of memorandum under the MSM&E Development Act, 2006.	No
Higher Studies	Issuance of no objection certificate to specified non-polluting industries.	No
	Providing nomination/migration certificate.	No
	Providing provisional degree/duplicate mark sheet.	No

	Correction in mark sheet such as name/surname.	No
	Providing research registration certificate after the dissolution of all the objections raised during the meeting of Research Degree Committee (RDC).	No
	Final decision towards awarding PhD after research thesis presentation.	No