

# Case Study

## Mee Seva (At Your Service) - Easier and Faster

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**Department of Information Technology and Communications,  
Government of Andhra Pradesh**

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## 1. EXECUTIVE SUMMARY

On a hot May afternoon, 40 year old Ramaana was waiting at her village bus stop for the bus to take her to Warangal district. The modest bus shelter barely insulated her and the others from the sweltering heat waves. Adding to her woes was the 2 hours wait for the bus, in addition to a three hours bus journey that awaited her. She had to rush to the land records office to get the recent RoR (Record of rights) for availing farm subsidy. She only hoped that the land records office wasn't over crowded.

Ramaana finally reached the district office in the afternoon. After again waiting for over an hour, she finally met the officer, who took her application and asked her to come back after a week. Ramaana knew another misery day is soon to come.

When she returned after a week, the officer was on leave. It was only after another couple of visits and a week's time later that she got the RoR. She felt relieved, but she prayed no one should endure what she had gone through, just to get her rightful piece of document.

Ramaana's experience wasn't unique - this was the general picture in Andhra Pradesh, wherein Government service delivery was manual, untimely and opaque. Government offices were over-crowded; approaching officials for any service delivery matter was a nightmarish task. The government records were scattered in thick files and old documents. On top of this, corruption was rampant; people were forced to pay hefty commissions to agents if any outcome was to be achieved.

In this environment, Mee Seva was conceptualized to radically alter the entire service delivery eco-system. Mee Seva brought about a convergence of all the NeGP initiatives in rendering G2C services in a transparent, fast and secure way. It relooked into age old practices and allowed their reengineering.

Mee Seva is seen as a realization of the direct and manifested will of the citizen. The political leadership channelized the demand generated by the people into the effective delivery of citizen-centric services. It also allowed a relook into age-old archaic procedures, which were no longer relevant. The reengineering of the business processes of the departments became both the pre-requisite as well as the byproduct of Mee Seva. The efficiency levels of departments have also increased as IT deployment drastically reduced their avoidable workload.

Effectiveness of Mee Seva can be measured in the satisfied eyes of the citizen taking this hassle-free service to realize the true vision of democracy. With Mee Seva in place it will also be possible to implement and monitor the Right to Services Act, which is in the offing. Although there have been experiments in delivering public services in the past, a model like Mee Seva for the whole country offers the most advanced, state of art, simple and cost-effective solution to meet the aspirations of the teeming millions in the country.

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## 2. INTRODUCTION:

Under pressure to improve the standard of governance, the Government of Andhra Pradesh came up with the idea of MeeSeva. The aim was to think out of the box and push services to citizens instead of the age old convention of citizens lining up in front of government desks and waiting for their turn. The objective was to have a two pronged approach which will help the government to deliver with quality and at the same time reduce the amount of management and organization required internally to deliver that quality. Further, it was essential to frame the solution with the intention of downsizing overall effort and that was only possible by bringing together all the delivery channels into an integrated model, with a single window that citizens could approach for multiple services, thus making citizens the prime focus of governance.

Mee Seva” in Telugu means, ‘At your service’, i.e. service to citizens. This is a ‘good governance’ initiative that incorporates the vision of National e-Governance Plan “Bringing Public Services Closer to Home” and facilitates single entry portal for entire range of G2C & G2B services. Mee Seva is providing faster, easier and transparent access to various G2C services through more than 6000+ kiosks by utilizing Information & Communication Technologies. It’s an Integrated One Stop Solution for 90 Million Citizens to approach Government for all their pressing needs.

The Project brings in an integrated architecture through multiple service delivery outlets by fusing in the various pre-existing state Mission-mode initiatives like State Data Center (SDC), State Wide Area Network (SWAN) and Common Service centers (CSCs) of the National eGovernance Plan (NeGP) of Government of India. Mee Seva also adopts the concept of central pooling of all Land records, Registration records and records of Socio-economic survey, digitally signed and storage of electronic records. All the documents rendered are digitally signed and electronically verifiable making them tamper proof. The project also brings in strict adherence to citizen charter time limits.

The kiosks are run by self-employed youth in the remote corners of the state who besides eking their livelihood provide a decentralized self-governance backbone to the administrative system. With 4000 horizontal links of 14 Government Department offices added to the APSWAN (AP State Wide Area Network), it has now been fully utilized and plans are afoot to upgrade the district-mandal link to 4Mbps. Nowhere in the Country has this been achieved.

Mee Seva currently has 157 high impact services, which would go up to more than 300 in the next 6 months. The project has already completed 2.5 crore transactions and most of the government departments are now on board. The target is to ensure that Mee Seva becomes the entry and exit point for the citizen to approach the government for any service. Besides this, project also delivers more than 20 crore transactions every year for other services like Bill Payments besides a big range of B2C services making it the

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country's biggest one stop e-governance shop. Mee Seva centers are now also providing Business Correspondent Services to various banks and achieving financial inclusion for the citizens. This is significant because of the large scale Aadhaar based DBT roll out in the country.

### **3. OVERVIEW OF THE PROJECT OWNER**

#### **➤ *Details of the owner(s):***

Shri Sanjay Jaju, the owner of the project as the Secretary of IT&C department, was the winner of top honors and coveted prizes during school and a national scholar at the plus two levels. In spite of standing at an AIR of 520 in IIT, he chose REC-Bhopal for a degree in Mechanical Engineering. An avid debater and quizzier, Jaju was also a superb sportsman and a part of every team on and off the field.

Sanjay Jaju, an IAS from the 1982 batch, has held various important assignments in the State including Collector and District Magistrate of West Godavari district, Commissioner of Hyderabad Municipal Corporation and Civil Supplies Department Commissioner. He has also authored and presented many papers on various platforms on subjects as diverse as livelihood to e-Governance.

#### **➤ *Details of his current position/managing unit:***

In his current role as Secretary of Information Technology, Electronics and Communications Department (ITE&C), he has led the way for implementation and successful operation of the MeeSeva project.

#### **➤ *His experience on the project:***

After taking up the Herculean task of large scale transformation, Sanjay Jaju made sure that no stone was left unturned in the effort to implement this ambitious project. It is needless to say that the road to success was full of challenges and hurdles.

As the head of the department, he pioneered a baseline study, the result of which said that MeeSeva would not survive until all departments were brought under the scope of this project. His strong will to implement the project helped get backing from the political leadership of the state who spread the vision for this project and encouraged the IT&C department to execute the project.

Very rightly, he took the most important step of introducing the Electronics Service Delivery (ESD) Rules to provide legal sanctity to digital records followed by an imposition of a 3 year timeline for departments to switch to electronic delivery. Further

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he set up District e-Governance Societies which were given the prime responsibility of spreading awareness about the initiative at grass root level of the government hierarchy.

The initiative was made popular by resorting to Electronic Media, Television, Print Media and Display Boards. In addition to these, measures were established for strict monitoring of the services to manage and minimize inefficiencies in the system. Departments and Kiosks were provided with high speed 2Mbps connectivity through APSWAN and the Internet.

This diligent effort from the IT&C department has ensured that more than 300 high impact services spread across 32 departments are covered. Approximately 2.5 crore transactions have been made and the project delivers 20 crore transactions every year for other services like Bill Payments, thus making it the country's biggest one stop e-governance shop.

#### **4. PROJECT OVERVIEW / HISTORY OF THE PROJECT**

##### **➤ *Overview/History:***

The Information Technology and Communication infrastructure in AP was growing at a brisk pace. Information Technology is generally being considered as an essential and indispensable instrument to accomplish the objective of rejuvenating existing Government Service delivery mechanism for good Governance. GoAP had initiated e Seva in 2001 with the intention to provide convenience to citizens incorporating IT driven systematic changes in government procedures. e-Seva was started to provide bill payment services for various Government Departments and Private organizations in urban parts of the State. Though e-Seva succeeded in reducing the drudgery of bill-payments, it was still serving like a 'post-office'; accepting applications, sending by post to the concerned office, receiving back and then handing over to the citizens without any integrated service delivery model.

Subsequently Common Service Centers (CSCs) were established to extend similar benefits to the rural Citizens of the State as part of the National e-Governance Project (NeGP) of Government of India. But lack of services roll out and general apathy of the departments made them completely unviable and hardly anybody survived. The infrastructure created under NeGP like State Data Center, State Wide Area Network was also grossly underutilized.

The process of metamorphosis of e-Seva to Mee Seva started with this backdrop. The idea was to make use of the infrastructure created and push various departments to align with such thinking. The selection of departments depended on the extent of citizen centricity of such departments. The focus of e governance was tweaked to identify the

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services and set in motion a process of business process reengineering to support such service delivery. Mee Seva was brought in to bring in true convergence of all the NeGP initiatives in rendering G2C services in a transparent, fast and secure way.

➤ ***Situation in Project Owner's State/ District***

Before Mee Seva started, Government service delivery systems were manual and opaque. Citizens recalled memories of difficulties in accessing Government offices mired in tedious office processes and longer time lags in service delivery. Scenes of overcrowded government offices with unfriendly employees combined with chronic absenteeism, inefficiency in service delivery, long queues, resultant delays and rent seeking were common. In addition, the focus in administration was more on following procedures and keeping records than catering to the needs of citizens; thus losing the vision and treating citizen as subject rather than object of development.

The power of IT was primarily under-utilized and most of the departments had ineffective interfaces for service delivery to the citizens. Government employees too were not satisfied as the system induced drudgery and lack of occupational motivation was affecting overall productivity.

For establishing Mee Seva as a citizen's one stop e-governance shop, it was important to integrate IT&C with the other government departments which had high public interfaces, like Revenue, Police, Urban Local Bodies, Health, Education, Social welfare, Rural Development etc. Convincing other departments and bringing them under the Mee Seva umbrella was perhaps one of the most challenging tasks.

There was no view to the issues and problems faced by the citizens while accessing information/services/benefits from these departments.

**5. STAKEHOLDERS AND THEIR CONCERNS:**

For the successful implementation of the project it was essential to identify the key stakeholders and understand their concerns. Some of these stakeholders have been mentioned here:

**Government Departments**

- Dept. of Information Technology and Communications: Initiated, conceptualized and implemented the project

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- Other Government Departments: Reorganized their service delivery through the MeeSeva model

### **Citizens**

Citizens showed extensive cooperation by adapting to the new system, submitting the required documents, paying the stipulated fee, checking for regular updates on services extended and service levels.

**Technology Solution Provider:** NIC

**Authorized Service Providers:** Ensured smooth functioning of Mee Seva

**Media:** Helped with the required publicity of MeeSeva, especially in rural areas

**Beneficiaries:** Citizens, businessmen & the Governance system at large

### ➤ **Steps/ action taken at the state/ district level to address the problem:**

The government came out with a Governance Reforms and Public Management Strategy with a commitment to transform governance and provide a citizen centric, clean, genuine and caring government. The strategy focused on commitment, accountability, responsiveness and inclusiveness of the governance systems. The approach of GoAP aimed at establishing an accountable and transparent public administration system, which could ensure effective service delivery to the citizens, both rural and urban. In order to bring in accountability, transparency and responsiveness in administration, the GoAP undertook a baseline study involving various stakeholders as discussed below:

- **Identifying Focus Departments**  
The government departments with high public interface were identified, which included Revenue, Police, Urban Local Bodies, Health, Education, Social welfare, rural development etc. Issues and problems faced by the citizens to access information, services and other benefits from these departments were identified. Special teams were set up to play a key role in facilitating the process of change required for heralding governance reforms in the concerned departments in specific and across the government in general.
- **Citizen Concerns**  
Delivery of Government services to citizens (G2C) is one of the most important functions of Government. Resident records are required for various purposes like claiming reservations, loans from Banks, scholarships and other social benefits. Due

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to large demand and lack of transparency and monitoring in the processing of request, corruption was breeding along with the mushrooming of various agents and touts holding the citizen to ransom in a monopolistic environment.

Another key step from the state came in the form of District e-Governance societies that were formed, registered and empowered to function as nodal agencies for the implementation of Mee Seva.

## **6. MODALITIES OF THE NEW SYSTEM (SOLUTION)**

### **➤ *Details of the solution(s) that is implemented:***

At the kiosks, citizens request for services. These requests are routed through the web services to the respective departments. For the services offered by any department, the department user has to log into either the departmental portal, if it exists or Mee Seva directly with secure user id, password and digital certificate wherein he can see all the requests submitted by the citizens at various Centers like APOne/e Seva/CSC. The entire process is through a single sign on for allowing seamless movement through various interfaces and systems. The software is hosted at State Data Centre.

The department user processes all the requests by conducting field verification and updates the status and remarks accordingly on the Mee Seva portal. The project works on an Integrated Service Delivery Model to provide a single entry point for a wide range of services to the citizens, “easier and faster”.

For getting proper feedback, Mee Seva Request Tracking System (MRTS) has also been introduced for automatic tracking of requests. It is a web based Ticket and Change Request raising and tracking tool. The system facilitates tracking of requests “who requested what-when requested-what was done to address the request-who handled the request-how much time it took them”.

Besides this, 1100 – call center number was used. Online discussion forum, helpdesk email ID, PMU email ID and field surveys were initiated to generate maximum feedback.

### **➤ *Innovativeness:***

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- **Digital signing of databases including bulk signing** - Using the newly developed web-based application, the data ported to the central databases was pre-signed digitally.
- **Single sign-on** - It was implemented so that the departmental user moves seamlessly between departmental and Mee Seva application.
- **State Electronic Certificate Repository (SECR)** - All the certificates and documents issued by Mee Seva were stored at a virtual location called SECR. SECR was placed in the public domain for verification of the certificates (issued under Mee Seva) using the unique Application number.
- **Secured stationery** - Secured stationery with 8 security features was used to deliver the certificates, to make duplication difficult.
- **Government Process Re-engineering (GPRs):** Government process re-engineering was done to improvise overall efficiency of Government service delivery. The GPRs were identified in various departments and implemented in various dimensions including technology, human resources, organization procedures etc.
- **WEBLAND:** Webland system is a web based, centralized land records management system aimed at efficient management of land records and providing quicker and Across-The-Counter services to citizen.
- **Centralized CARD Application:** Digital document repository of various registration documents was available with Registration Department in respective SRO offices in a decentralized mode since 1983. From August 2012 onwards department had put efforts to convert distributed database into centralized database, which contained 2.11 crores various registration documents till date.

➤ ***Technology Platform used:***

**Technology & Architecture**

Mee Seva utilizes web based application hosted at State Data Centre to deliver services to citizens at CSCs and Kiosks. Individual departments log on to the web application via internet and access various modules to deliver required certificates and services to citizens.

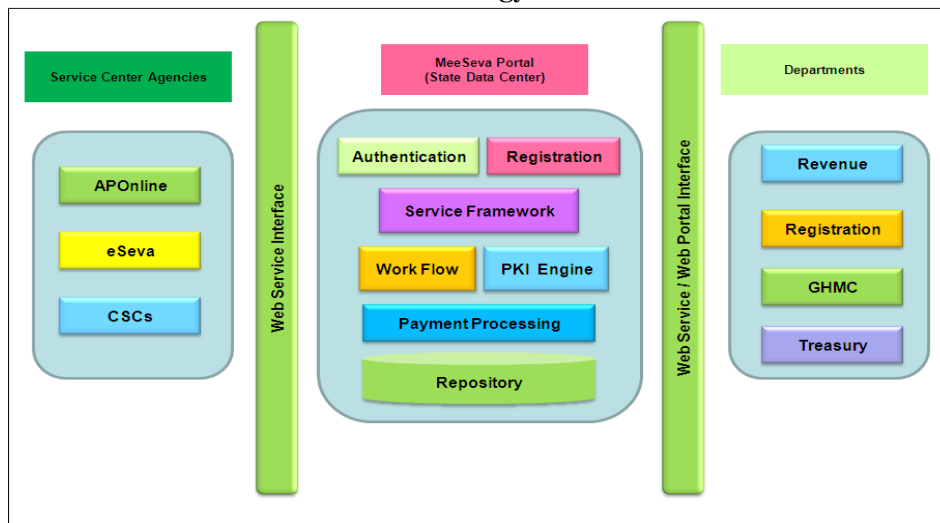
Citizens' certificates and other documents are digitally scanned and stored. While delivery to citizens, these documents are digitally signed using secured digital signatures.

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An illustrative of the Technology architecture has been depicted below:



▪ **Security concerns :**

The entire ownership of the data vests with the Department itself. All the data is located at the highly secured environment in SDC. Additional hardware has been provided to some Departments from IT&C on need-basis.

At the application level, Mee Seva application has been security-audited initially by a Cert-in certified Agency and by STQC and the deficiencies rectified.

Class-3/ Class-2 digital signatures have been issued to all the Departmental officers and kiosk operators for accessing Mee Seva portal for delivery of services.

All critical servers accessible via internet are being protected by a router or firewall approved by the information technology and communications department.

▪ **Service level Agreements (SLAs):**

All the services were categorized as Category A and Category B. The entire Category A services have to be given in 15 minutes, while time for Category B services varies as per the Work-flow required with respect to department. Electronic Queue Management has been introduced so as to monitor the timely delivery of services. The Citizen Charter boards have been placed in all the Common Service Centers across the State.

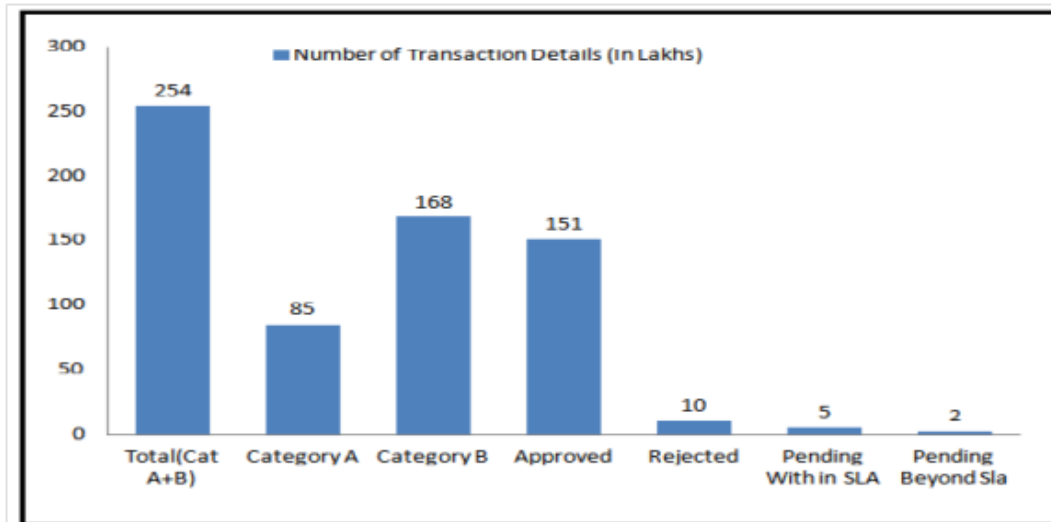
➤ **Measures to ensure the applicability:**

A Table showing the adherence to SLA's is given below. It can be seen that 76 % of the Cat. B services have been rendered within SLA. The entire system is being re-visited and attempts are being made to improve this number further.

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Immediate Problem Resolution has helped a long way in building confidence and stabilizing the application. The following Problem Resolution techniques have been adopted in Mee Seva –

- Mee Seva Request Tracking System (MRTS): MRTS has been introduced for automatic tracking of requests. It is a web based Ticket and Change Request raising and tracking tool.
- 1100 - This is the call center number. The customers can call this Call number and register their complaints or seek information.
- Online Discussion Forum with FAQ
- Help Desk email ID
- PMU email ID (pmu.meeseva@gmail.com): A single email id: has been created and circulated among the kiosk operators, department officials and the citizens.
- Field Surveys: The feedback from the beneficiaries is being obtained periodically by teams visiting the field centers. This has further evolved and strengthened the eco-system to deliver within defined timeframe.

➤ **Measures to ensure Replicability/ Scalability:**

- Replicability at State level - Both vertical and lateral expansions have become very easy and are a plug and play job. The addition of departments, districts, services, kiosks have achieved scale, scope and learning economies. This is illustrated by the expansion of Mee Seva from 1 district, 100+ centers, 10 services and 2 departments to all 23 districts, 7000+ centers, 300 + services and 32 departments in just two year's time.
- Replicability at National Level: The Government of India has already sanctioned grants to AP to replicate Mee Seva in 5 states. Taking inputs from, Mee Seva the eDistrict MMP was redesigned for replication across the country.

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➤ **Capacity Building model used:**

IT&C Department has collaborated with IEG, Hyderabad for organizing trainings to kiosk operators and department officials on Mee Seva services. Training schedules are prepared and communicated to government offices and kiosk operators, who can accordingly plan to attend the training. The capacity building team of IT&C department has trained more than 14,000 government officials and kiosk operators.

**7. IMPACT ON THE STAKEHOLDERS/BENEFICIARIES**

➤ **Cost benefit analysis:**

The project was launched with an initial seed investment of Rs 9 Crores. With about 2.5 Crore transactions by now, project has already made more than Rs 70 Crores in user fees and recovered the entire initial investment.

As of now, there are more than 1 Lakh transactions per day, which would rise up to 2 lakh transactions per day, or 6 crore transaction per year with additional services. Assuming a citizen saves Rs. 1000 per transaction, the annual savings of the citizens is a whopping Rs. 6000 crores!

➤ **Value delivered (qualitative and quantitative):**

▪ **To Organization:**

Mee Seva has revamped the service delivery mechanism across the departments, making it more citizen centric and time bound. Further the massive State ICT Infrastructure is being utilized to provide Mee Seva services to the citizens at the nearest doorstep.

▪ **To Citizens:**

Mee Seva has really made service delivery very convenient for the citizen. Prior to the launch of Mee Seva project, applicants used to visit the respective departments multiple times to avail services. After the implementation of Mee Seva, 37% of the applicants are able to get their certificates within one visit, in most cases across the counter in 15 minutes. In other cases, applicants need to visit the Mee Seva Center only two times to avail the services.

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Under Mee Seva, multiple feedback platforms (24 X 7 call Center, Forums, Social Media etc.) are made available, where citizens can directly contact service providers for registering their feedback.

## **8. FUTURE ROADMAP / SUSTAINABILITY**

### ➤ **Proposed future roadmap**

Going ahead, services will be rendered through the Mee Seva portal. Scanned documents will be delivered online, and may be printed by the User at his convenience. Moreover, with mobile penetration on the ever rise, a light-weight mobile version of this application is also envisaged.

### ➤ **Sustainability**

#### ▪ **Economic Sustainability**

The project had an initial budget of Rs 9 Cr; it has however already recovered this amount by making Rs 70 Cr through about 2.5 Cr transactions.

#### ▪ **Technical Sustainability**

The application and data are hosted at AP SDC, providing 24/7 availability and secure environment. Moreover, the connectivity is based on the SWAN network, thereby enabling operations under a reliable and sustained environment.

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## 9. ANNEXURE(S):

### EXHIBIT – 1 – Glossary

<b>Sr.</b>	<b>Abbreviation</b>	<b>Explanation</b>
1.	APSWAN	Andhra Pradesh State Wide Area Network
2.	B2C	Business to Citizens
3.	CSC	Common Service Centre
4.	DBT	Direct Benefits Transfer
5.	ESD	Electronic Service Delivery
6.	FAQ	Frequently Asked Questions
7.	G2B	Government to Business
8.	G2C	Government to Citizens
9.	G2G	Government to Government
10.	GPR	Government Process Re-engineering
11.	IEG	Institute for Electronics Governance (Hyderabad)
12.	IT&C Department	Information Technology & Communications Department
13.	MRTS	Mee Seva Request Tracking System
14.	NeGP	National eGovernance Plan
15.	NIC	National Informatics Centre
16.	SDC	State Data Centre
17.	SECR	State Electronic Certificate Repository
18.	SLA	Service Level Agreement
19.	STQC	Standardization Testing and Quality Certification (STQC) Directorate, under Department of Electronics and Information Technology(DeitY)
20.	SWAN	State Wide Area Network

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## EXHIBIT – 2 – Categorization of services

Since the first priority was to deliver services across the counter, services were categorized into Category A and B. Cat A service was to be delivered across the counter. More than one third of Mee Seva transactions were category A, thus making it easier for citizens to get their tasks done in a single visit.

**Category A services examples:**

Sr.	Category A services	Department	Earlier scenario		After MeeSeva	
			Visits	Duration (days)	Visits (across the counter)	Duration (Minutes)
1.	Current Adangal / Pahani	Revenue	Multiple	5-10	1	15
2.	Integrated Caste Certificate	Revenue	Multiple	30	1	15
3.	Certified Copy Of Registration Document	Registration	Multiple	15-20	1	15
4.	Birth Certificate – CDMA	Municipality	Multiple	5-10	1	15
5.	RoR - 1b	Revenue	Multiple	15-20	1	15

**Category B services**

Sr.	Category B services	Department	Earlier scenario		After MeeSeva	
			Visits	Duration (Days)	Visits to kiosks	Duration (Days)
1.	Missing / Lost Documents / Articles Police	Police	Multiple	21	2	7
2.	Income Certificate	Revenue	Multiple	15	2	7
3.	Ration Card	Civil Supplies	Multiple	15	2	7

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	Mutations					
4.	Mutation	Revenue	Multiple	45	2	45
5.	Encumbrance Certificate	Registration	Multiple	5	2	1

EXHIBIT – 3 – Feedback mechanism

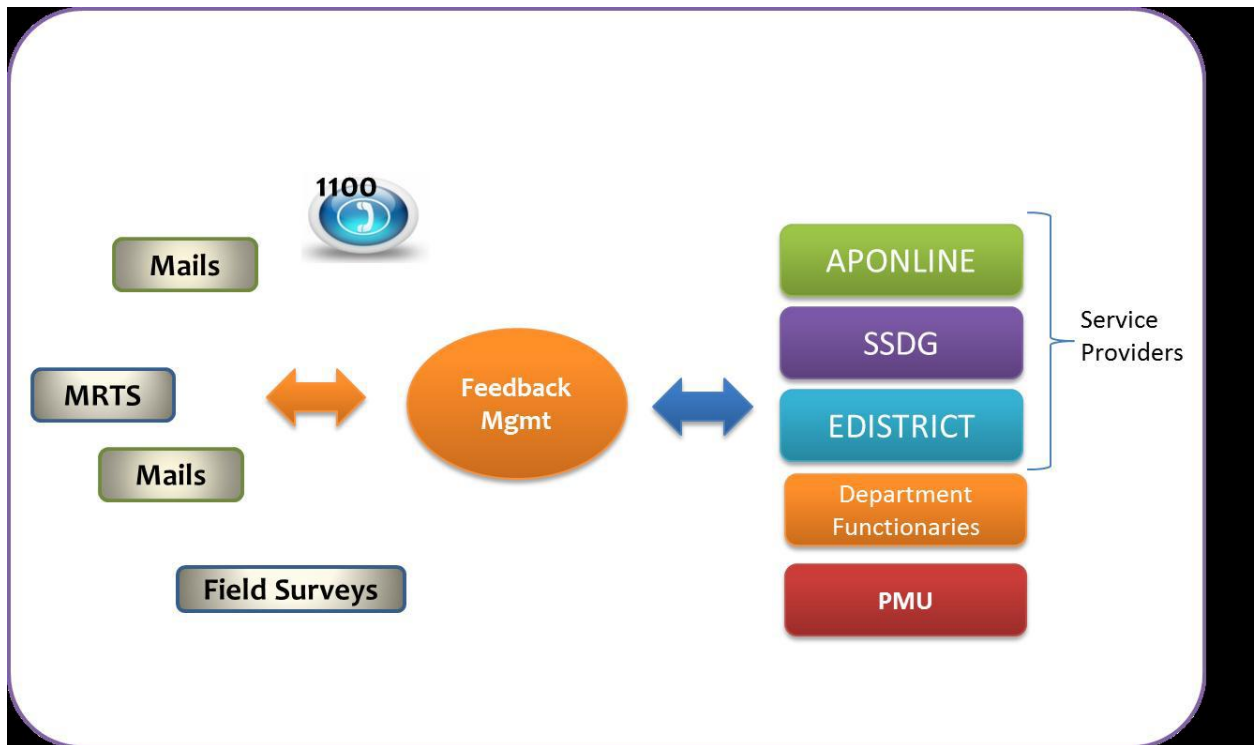


EXHIBIT -5 – Comparative Analysis of earlier and new system

<b>Sr</b>	<b>Criterion</b>	<b>Before Mee Seva</b>	<b>After Mee Seva</b>
1.	Business Process Reengineering	<ul style="list-style-type: none"> <li>• Manual department functioning and service delivery</li> <li>• Lack of consolidated citizen data; majority of data and information was in paper files</li> <li>• Lack of service levels</li> </ul>	<ul style="list-style-type: none"> <li>• Reengineered processes enabling time bound service delivery</li> <li>• Web based application and centralized data storage</li> <li>• SLAs and citizen charters to achieve citizen centric service delivery</li> </ul>

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		<ul style="list-style-type: none"> <li>• Process centric rather than citizen centric way of delivering services</li> <li>• Only Govt. office as the sole service delivery channels</li> </ul>	<ul style="list-style-type: none"> <li>• Multiple delivery channels - kiosks, CSCs, online</li> </ul>
2.	Change management	<ul style="list-style-type: none"> <li>• Status quo was maintained in the way govt. service delivery functioned</li> <li>• Strong resistance to change</li> </ul>	<ul style="list-style-type: none"> <li>• Individual dept. specific changes in processes</li> <li>• Training of employees</li> <li>• Use of print and audio-visual media for Mee Seva publicity</li> <li>• Continued change management activities</li> </ul>
3.	Outcomes achieved	<ul style="list-style-type: none"> <li>• Multiple visits required to get services</li> <li>• Huge time window - ranging from days to months</li> <li>• No assurance of outcome after spending valuable time</li> <li>• Bothersome middle men and corruption</li> </ul>	<ul style="list-style-type: none"> <li>• Key services delivered across the counter in 15 minutes</li> <li>• Other services governed by SLAs, assuring delivery within days</li> <li>• Maximum 2 visits required</li> <li>• Removal of middlemen</li> <li>• Saving in efforts and time</li> <li>• Reduction in corrupt practices</li> </ul>
4.	Benefits	-	<ul style="list-style-type: none"> <li>• More than Rs 70 Cr earned by about 2.5 Cr transactions</li> <li>• Huge savings in citizens' time, effort and money</li> </ul>
5.	Legal changes	-	<ul style="list-style-type: none"> <li>• Andhra Pradesh Information Technology Rules (Electronic Service Delivery), 2011, providing legal sanctity to digitally signed certificates</li> <li>• Significant changes in rules regarding service delivery timelines, costs and citizen data storage (allowing centralized storage of scanned documents)</li> </ul>

Disclaimer: This case study has been prepared solely as a basis for class discussion. This case is not intended to serve as an endorsement, a source of primary data, or an illustration of effective or ineffective management.

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