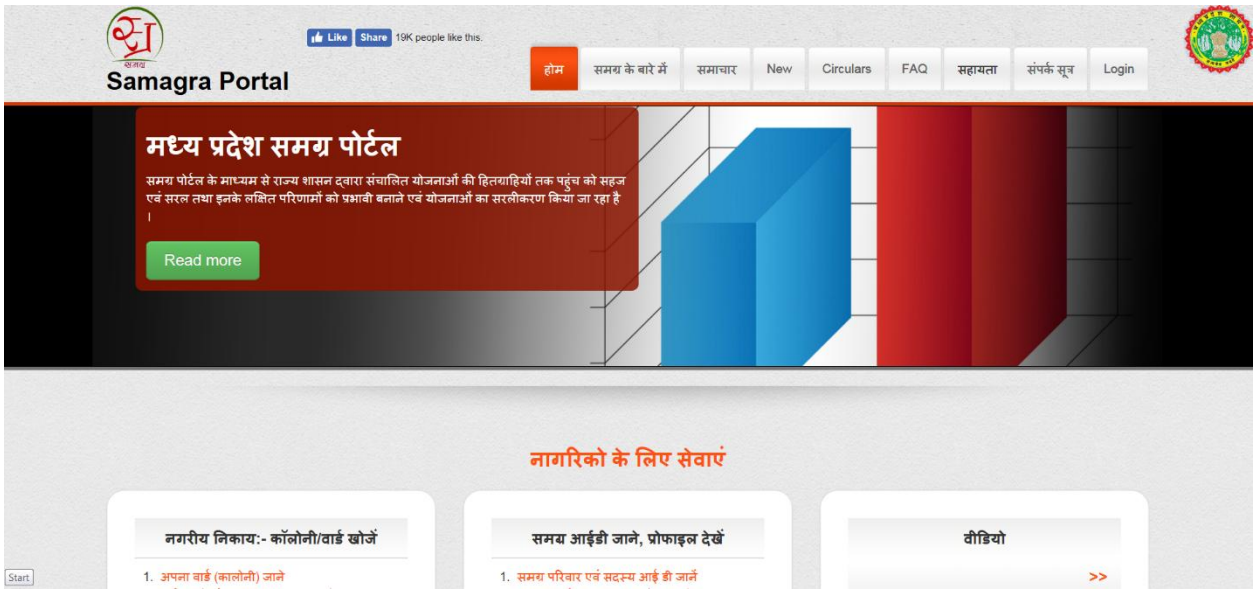
Case Study

SAMAGRA Portal-An initiative to implement Integrated Social Security Program by creating a common integrated program to facilitate paradigm shift from conventional demand-based model of governance, Madhya Pradesh

URL - http://samagra.gov.in/Default.html



Social Justice Department, Bhopal, Madhya Pradesh

Date – (01/07/2016)

Name of Authors/Content creators

PricewaterhouseCoopers

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Abbreviations

BPR	Business Process Reengineering
GoMP	Government of Madhya Pradesh
DBT	Direct Benefit Transfer
BPL	Below Poverty Line
PwDs	Persons with Disabilities
RTE	Right to Education
SC	Scheduled Caste
ST	Scheduled Tribe
OBC	Other Backward Classes
ICT	Information and Communication Technology
SQL	Structured Query Language
XML	Extensible Markup Language
SMS	Short Message Service
QR	Quick Response
URL	Uniform Resource Locator
HTML	Hypertext Markup Language
MIS	Management Information System
DDO	Drawing and Disbursing Officer
FPS	Fair Price Shop
PDS	Public Distribution System
FCS	Food and Civil Supplies

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1. EXECUTIVE SUMMARY

Samagra Portal is the social security initiative by the Government of Madhya Pradesh for creating an integrated approach to shift from conventional demand based model of governance to an all-inclusive, holistic, proactive and entitlement based model.

Madhya Pradesh, the 2nd largest state with the highest tribal population, has been continuously working for improvement in Human Development Indicators. Over 200 beneficiary oriented schemes with an estimated budget of around 5000 crores are being run for the welfare of the masses which include all sections of the society.

Management of all such initiatives to drive them for meeting their objective was a mammoth task. It was found that there were same type of initiatives being run by different departments for the same class of beneficiaries. There was variation in process for same type of projects, multiplicity of occupations in low income informal sector workers and departments literally worked in silos. It created confusion in the minds of the beneficiaries with regard to process, rules and entitlements as they had to interface with more than one office and had to undergo repetitive verification of documents. Entire process had lots of gaps which led to public discomfort and end objective was not being realized to the desired expectation.

Hence, there was a need for a centralized database with a project management framework and automation to bring about transparency and accountability in the system. There was initial reluctance from departments, however they agreed to be a part of a common platform that would refer State Population Register as their source of data. This common platform was named "SAMAGRA" meaning "All Inclusive". The objective of this initiative was to rationalize and converge all the schemes to simplify and automate the delivery process involved in the implementation of over 200 individual and family oriented schemes of various sectors like education, social security and health namely scholarships, pensions, marriages, insurance, ex-gratia & funeral assistance, health etc. This helped to create a common platform for convergence, Business Process Reengineering (BPR), standardization and thus simplification of the schemes. Many processes were automated, work flow was designed and there was now transparency in functions and decision making.

The concept of SAMAGRA is to bring all services under "One Stop Shop" and this initiative has brought about manifold improvement in the way system was running prior to this initiative. It has made it possible to upgrade the conventional demand-driven and reactive approach to entitlement based proactive approach.

2. INTRODUCTION

Samagra Portal is a "common integrated platform to facilitate paradigm shift from conventional demand based model of governance to an all-inclusive, holistic, proactive and entitlement based model of governance".

As per the details from census 2011, Madhya Pradesh had an increase of around 20.35% to reach a population of 7.27 crores from 6.03 crores (census 2001).Out of the total population, 27.63% people live in urban areas.

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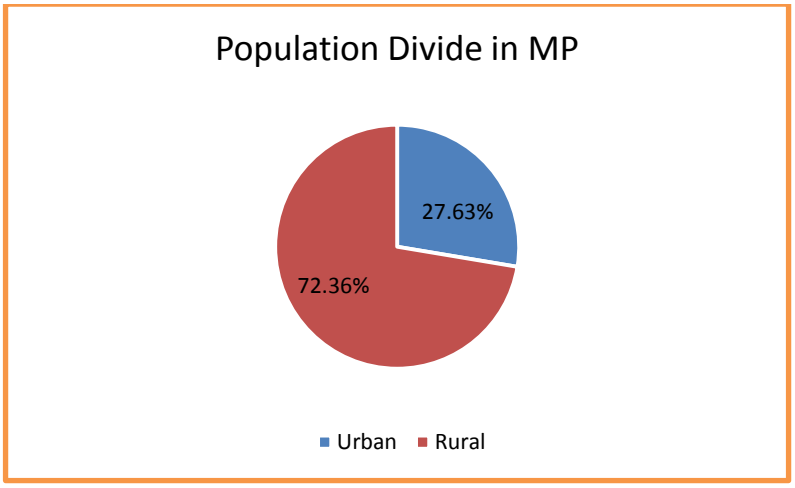

As a part of its commitment for a welfare State, GoMP strives for the welfare, social protection and social security of all families and residents of the state. This may include, but may not be limited to the low income working population, laborers of the state, people living below the poverty line, elderly, including destitute, unmarried and or dependent girls, widows, including those deserted by the families and persons with disabilities and other vulnerable groups.

The existing system had many loopholes in the process that led to limited benefit to the people. Some of the bottlenecks were:

- Many departments had similar/same schemes that had overlapping eligibility criteria.
- There was lack of transparency in the system owing to manual and non-standardized implementation methods.
- Every scheme had its own process of implementation.
- There was a lack of coordination between various departments leading to overlapping of benefits within various similar schemes.
- Beneficiaries had to interface with multiple people from multiple departments and no department had complete picture on who all beneficiaries received the benefits.
- There was no mechanism to track the history of the benefits already taken by beneficiary from any other department for similar nature of scheme.
- There were chances of same beneficiary getting multiple benefits and there was no method to check that completely.
- Each department worked in silo and there was complete lack of coordination and clear communication between them.
- Beneficiaries had to approach multiple offices for benefit of same scheme or various schemes for which he or she was eligible.
- There was little accountability in the system and the victims of these processes and system gaps were mostly the poor public of the state.

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Samagra Portal basically aimed at removing all bottlenecks and provide a common platform for all stakeholders. Some of the salient features of this initiative are:

- Samagra has used the concepts of BPR, convergence, process simplification, automation, DBT, financial inclusion for streamlining the process.
- Creation of online State Population Register that is integrated with BPL register, Register of laborers, etc.
- Use of integrated database for seamless migration from demand based service approach to entitlement approach.
- Creation of unique Family ID and unique Resident ID and their tracking.
- Rationalization and convergence of schemes for facilitating a single delivery point for schemes of a similar nature.
- Creation of a front and back end system to help the functionaries in taking quick and informed decisions, avoid repetitive verifications and automate the back-end processes for bringing significant improvement in efficiency.
- Tracking of benefits extended to resident/family under any scheme.
- Schemes/Initiatives covered under this initiative are:
    - **Social Security Sector:**
        - Social Security Pension Schemes
        - Marriage Assistance Schemes
        - Financial Assistance
        - National Family Benefit Scheme
        - Assistance to PwDs
        - Funeral Assistance / Ex-Gratia
    - **Education Sector**
        - Child tracking of over 1.5 Cr children admitted in Govt. and Private schools of Madhya Pradesh: Functions include admission, academic achievement, promotion to higher class.
        - Unified and simplified process for sanction and disbursal of 30 School Scholarship schemes that were earlier implemented by 9 different depts./boards/HoDs.
        - Online process for Free Cycle Scheme, Uniform, Text Books.
        - Online process for RTE Fee reimbursement.
        - Online process for recording admission in KGBV / Girls Hostels.
        - Online process for implementation of 3 Post Metric Scholarship Schemes (SC, ST and OBC Depts.).

Other Implementations include:

- Implementation of Public Distribution System
- Rural Development
- Jandhan Yojana / Financial Inclusion

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3. OVERVIEW OF THE PROJECT OWNER

The name of project owner is Mr. Ajeet Kumar. He is currently working as Mission Director for Samagra Portal in Social Justice Department in Bhopal, Madhya Pradesh.

Mr. Kumar played a key role in conceptualizing the Samagra Portal and led from the front to implement it successfully across 51 districts ofMadhya Pradesh. He had played a pivotal role in the implementation of the project. His strong will to implement the project benefited more than 5.29 crore residents of the state which constitute 75 % population of the state.

- **Experience of the Project Owner**
  - Mr. Ajeet Kumar and his team had first initiated a state-wide survey in 2012-2013. After the survey was conducted and forms were distributed to collect the data, government functionaries were sent to field to collect the same. Once this was done, the same was fed into software created by the National Informatics Centre (NIC). Then, a unique eight digit ID was provided to the family and a unique nine-digit ID was given to every family member.
  - Use of ICT played a huge role in the entire process. They had a database of around 8 crore members, which covers the entire state of Madhya Pradesh. Nevertheless, they had to always keep in mind that population evolution is a dynamic process. That is where ICT was effective in generating and managing the database of this magnitude.

4. PROJECT OVERVIEW / HISTORY OF THE PROJECT

Madhya Pradesh is the second largest state of the country. It has the largest tribal population amongst all states. The state is consciously working for improvement in Human Development Indicators. Social security is the largest sector in the state in terms of number of beneficiaries, geographical reach, number of institutions, engagement of human resources etc. It is also the most complex sector with involvement of multiple departments and local bodies. As part of its commitment for a welfare State, GoMP strives for the welfare, social protection and social security of all families and residents of the state. This may include, but may not be limited to the low income working population and laborers of the state; people living below the poverty line; elderly including destitute; unmarried and or dependent girls; widows including those deserted by the families and persons with disabilities and other vulnerable groups. Over 200 beneficiary oriented schemes with estimated budget of ~ 5000 crores, involving cash or kind benefits, are being run for welfare of masses. It was observed that several schemes being run by different departments were actually of the same nature and targeted same category of beneficiaries, but had different processes, application forms and entitlements/rates. These schemes were being run in isolation and most of them had common features and benefits and also practically targeted same category of beneficiaries due to seasonality and occupational portability of beneficiaries. Moreover, it had also been observed that almost all low

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income informal sector workers professed multiplicity of occupations due to seasonal and livelihoods factors. Different government departments targeted different groups (including occupational groups) that are associated with their mandate and book the expenses by offering them the benefits. However, since most of the beneficiaries who were geographically as well as occupationally portable across these groups were booked as beneficiaries by these multiple departments. As a result of it while the expenditure was booked by all the implementing departments, the beneficiary in most cases remained one and the same. In absence of a centralized family and beneficiary database and/or automation in the service delivery of schemes,departments were working in silos and there was no avenue for online workflows, coordination and integration of processes and data. Decision making involved discretion and payment was through cash/cheque. It resulted in delays, leakages and trauma to underprivileged. The scale and spectrum of operations of the schemes were also a major challenge as it involved over 23000 Panchayats.

Over the last two decades several new schemes are being launched regularly. Implementation involved overlapping and repetitive tasks. Workload of departments, institutions and offices has increased manifold without corresponding increase in quantity and capability of the supervisory manpower. Because of these issues and complex implementation, schemes were not able to deliver intended outcomes. The beneficiaries, who mostly are from weaker/underprivileged sections of society, found it complex and difficult tounderstand the processes, rules and entitlements of schemes and were not able to get the intended benefits as per their entitlements in a simple and hassle free manner. The person was required to interface with more than one office and was subjected to repetitive verification of documents.

Demand- based governance: Resident had to know the rules, process and delivery point of each and every scheme being run by the government and then demand the benefit under the scheme at the delivery center of the concerned scheme by filling up the form of the scheme and submitting all the supporting documents related to caste, BPL, labor category, disability certificate and affidavit. He had to prove his identity and credential again and again for each benefit every year.

It was really very difficult for a school student to know the rules and eligibility criteria of 30 odd scholarship schemes being run by different line departments and then to identify the schemes for which he is actually eligible and then obtain the application forms for those schemes and then pursue the matter with the offices of the respective departments.

In contrast the SAMAGRA initiative involves implementation of entitlement based model of governance. Under this model, the resident need not know the rules and other details. The SAMAGRA initiative has implemented a self-learning system that either knows detailed profile of resident and his family, his caste, BPL status, disability status, history of benefits taken by him or learns and records it at the time of the first benefit. The system with the detailed information of the beneficiary and its family automatically generates the list of schemes for which he is eligible and his entitlement under various schemes.

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Bottlenecks

- Multiple departments offer same / similar benefits.
- Many departments offer similar schemes that had overlapping eligibility criteria and there was no standardization of rates and rules.
- In absence of the standardization, implementation of these schemes in a rule-based and transparent manner was a major challenge as the entire work was being carried out in manual and isolated manner.
- Decentralized mode of implementation:Each scheme had different application form, different service delivery points and different process for sanction and disbursal of benefit.
- Involvement of more than one office was required in collection of application form, sanction and disbursal of the amount to extend the benefit under any scheme.
- There was a lack of coordination between various departments leading to overlapping of benefits within various similar schemes.
- There was no single unique identifier for the beneficiaries of the schemes and there was no sharing of data.
- One was not sure that the resident had actually received the benefits from one or many departments or not received at all.
- No mechanism to track the history of the benefits already taken by beneficiary from any other department for similar nature of scheme.
- There was a huge possibility that these departments used to book their expenditure on the same beneficiary. One person could unlawfully manage to get the benefits sanctioned for scheme of similar nature from two different departments. Department of Mandi Board, Urban Development, Social Justice as well as Building and Other Construction Workers Board (labour Dept.) provide similar maternity benefits and while technically the scheme was mutually exclusive, the lack of an integrated shared platform and data base allowed the same beneficiary to pick up benefits from both the departments.
- Lack of coordination between departments, schemes and mapping of beneficiaries:
  - The schemes were being designed and run in silos and did not have common application/database to identify the beneficiary and implement the scheme.
  - It was also not possible to check that a single person may claim the benefit of same social schemes from more than one dept./board by taking advantage of the decentralized mode of implementation.

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- There was a lack of effective monitoring, control and evaluation within the departments.

5. SITUATION IN PROJECT OWNER's STATE/ DISTRICT

With the 2nd highest population, Madhya Pradesh Government was working hard on improving its Human Development Indicators. Over 200 beneficiary oriented schemes with estimated budget of ~ 5000 crores, involving cash or kind benefits, were being run for welfare of the masses. However, the current system of delivering benefit to eligible residents/families had many loopholes that led to lack of transparency in the system. There was no coordination between departments which led to delays, leakages and trauma to underprivileged. The scale and spectrum of operations went on increasing due to regular launch of new initiatives and this led to overlapping and repetition and schemes were not being delivered as per the desired outcome. The main victims of this unorganized system were the weaker and underprivileged sections of the society who failed to get the benefits as per their entitlement in a simple and hassle free manner.

The problem lied in the type of governance model that was in place. Demand based governance had many bottlenecks that stopped the system from meeting its end objective. Multiple departments were offering same or similar benefit schemes and the decentralized mode of implementation not only created confusion in minds of citizens with respect to process, but also made it difficult for the officials to manage the schemes. There was lack of coordination between departments which led to multiple service delivery points for schemes of similar nature. The targeted beneficiaries had to run from pillar to post to avail benefits since the offices did not have any system to verify the genuineness of the application and the applicant and know the history of the benefits sanctioned to applicant. These gaps were defeating the basic purpose of providing benefits to underprivileged through various schemes.

- **Stakeholders:**
  - State Government Departments
  - Gram Panchayats
  - School Teachers
- **Beneficiaries:**
  - All families and residents of the state: This may include, but may not be limited to the low income working population and laborers of the State, people living below the poverty line, elderly, including destitute, unmarried and or dependent girls, widows, including those deserted by the families and persons with disabilities and other vulnerable groups.
- **Steps/actions taken at the state/district level to address the problem:**

  Existing system had many loopholes in the process of delivering benefits to eligible residents/families. There was no transparency and proper accountability built in. Hence, government felt the dire need to revamp the system to rope in

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robustness in the system for easy and transparent delivery of benefits to underprivileged sections of the society in the state of Madhya Pradesh. Some of the steps taken by the state are as follows:

- Transformation of model of governance from demand based and reactive approach to proactive and entitlement based approach of implementing welfare schemes.
- Development of Samagra portal through BPR and convergence for enabling maximum governance.
- Rationalization and convergence of schemes to address the issues.
- Simplification and automation of delivery process though Samagra.
- System driven identification and verification of the beneficiary.

6. MODALITIES OF THE NEW SYSTEM (SOLUTION)

- **Technology Platform used**
  - **Description:**ASP.NET, SQL, POSTGRES Database server, jQuery, Bootstrap, Google Analytics, Facebook Integration, Unicode,XML, SMS gateway integration: PUSH and PULL, Web services, barcodes, QR codes, DSC, URL routing, caching,Server and client end validation CSS.

    Master pages, user controls and templates enforce a consistent look, feel and behavior. Extensively usedjQuery to simplify HTML DOM traversing, event handling and animation to render functionally rich and dynamicfeel to the User Interface.
  - **Interoperability:**The system is an ideal demonstration of interoperability. It facilitates web services and other mechanisms for ensuring seamless integration and interoperability of the data and functions.
  - **Security concerns:**System and Sub-Systems have been designed in a highly secured manner giving due consideration to all the guidelines and recommendations. Specific User Accounts have been provided to registered employees who can perform only those assignments that have been authorized to them by the administrator.

    Recommendations for server side and client side validations, security of password, its strength, salted encryption, CAPTCHA and other guidelines have been kept in mind while the development of the system. Other issues that have also been addressed are: SQL Injection, Broken Authentication and Session Management, Cross Site Scripting (XSS), Insecure Direct Object Reference and Cross Site Request Forgery (CSRF).
  - **Service level Agreements (SLAs):**The project has been designed, developed and maintained in-house.
- **Measures to ensure adaptability and scalability**: Can be adopted by any state.

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- **Measures to ensure replicability:**
  - Madhya Pradesh is the pioneering state to take such an initiative. Several states like Rajasthan, Telangana, Andhra Pradesh, Haryana and J&K have also visited MP to study the initiative and explore possibility of replication.
  - Creation of front end and back end system that will help functionaries in taking quick and informed decisions, avoid repetitive verifications and automate back end processes to bring significant improvement in their efficiency.
  - Option of one time verification of major attributes of any family and residents and then these verified attributes to be used by all other depts./agencies for sanctioning the benefits undervarious schemes.
- **Restrictions, if any, in replication and or scalability:**No restrictions as such.
- **Risk Analysis:**No major risk.
- **Capacity Building model used:**
  - Adequate training programs for capacity enhancement of staff and officials.
  - Regular Video conferencing sessions for updating end users on various system, modules and for doubt clarification.

7. IMPACT ON THE STAKEHOLDERS/BENEFICIARIES

- **Cost benefit analysis**
  - In-house design and development using local resources brought down the cost significantly and also made the solution scalable and sustainable.
  - Reduction in time and increase in efficiency and effectiveness because of centralized repository of families/residents.
  - Creation of a common integrated resident and family database and application platform will allow rapid application development for automating any beneficiary/family based schemes in state without any further investment in hardware/software/time etc.
  - Efficient utilization of budgets for eligible citizens and checking frauds or extension of benefits to non-eligible people.
- **Value delivered(qualitative and quantitative)**

(i) To organization

Some of the values delivered to the organization are listed below:

- Creation of an online, self-learning and integrated platform that can be used by any department of State/GoI for implementation of scheme effectively.

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- Streamlining of backend processes by automation for reliable and timely service delivery.
- Creation of integrated database of families/residents that can be referred for various government schemes.
- Standardization and rationalization of schemes for simplifying the benefit delivery procedures.
- Convergence of similarly placed schemes under one nodal department for hassle free delivery.
- Benefits tracking throughout the life cycle of an individual through data managed by MIS.
- Identification of the eligible families/residents not getting benefits.
- Transparency in the system, better control over processes, quick delivery and digitization of information to beneficiary.

(ii) To citizen

Some of the benefits received by citizens are as listed below:

- Entitlement based model of governance allowed citizens to be sure of their dues/benefits.
- Hassle free delivery due to convergence of schemes under one nodal department.
- Simplification in the form submission process.
- Verification process was simplified to one time verification to be used for all the schemes.
- Single form to be filled for all the schemes for which one is eligible and system allows the benefit of the scheme that offers the highest benefit.

8. FUTURE ROADMAP / SUSTAINABILITY

- It is believed that everyone should have access to financial services. As of now the main beneficiaries are weaker or underprivileged sections of the society. In future, everyone can benefit from the same.
- The portal can be integrated with other welfare schemes and can be made into a one stop access point for the beneficiaries.
- More and more processes with respect to government can be automated.
- Since the design is in-house it can be developed for scalability and long term sustainability.
- The application can further check for frauds or extension of benefits to any non-eligible person.
- Effective utilization of budget earmarked by variousdepartments/boards/agencies as all non-budget funds can be parked into a common pool account.
- Adequate training programs conducted for all field level officials.
- The project extends benefits to all stakeholders and hence everyone has interest in sustaining it.

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- Financial Inclusion is not only about savings and withdrawals; it is about developing financial habits. It has been observed over the years that those people, who are using banking services, have greater savings as compared to those who are not using banking facilities that much. More use of banking services will promote savings and that will lead to better growth and development.

9. ANNEXURE(S):

Exhibit 1: Comparative Analysis- Business Process Reengineering:

S.No	Process	Before SAMAGRA	After Re-engineering
1	Maintenance of Population Registers	Was not universal. Manual, distributed and maintained on paper at Gram Panchayats / ward Offices	Implemented processes that allows creation and management of Online & Integrated, digital Population Register by concerned local bodies
2	Registration & Tracking of Families	No process existed	Implemented processes that allows online registration & tracking of families in the scheme MIS by 8 digit SAMAGRA Family ID
3	Registration & Tracking of residents of State	No process existed	Implemented processes that allows online registration of residents & tracking of Residents by 9 digit SAMAGRA Resident ID
4	Register of BPL families	Decentralized, Maintained on paper by local bodies	Centralized & Integrated, Implemented processes that mandates the Local bodies to maintain the list of BPL families on Population Register
5	Verification of BPL families for benefits	No online & process existed for	Centralized & Integrated, Implemented processes that

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		departments to verify the BPL status of Families before sanctioning the benefit of schemes.	allows online verification of the BPL status of any family
6	Process to remove the family from BPL list in case of migration or change in the eligibility criteria	No process existed	Created & Implemented process that automatically updates the BPL register by removing the BPL status of the family (as per rules), on migration
7	Process for verification of BPL status of the Family	Decentralized, manual & was carried out by the local body	Centralized & Integrated, Implemented processes that allows online Verification of BPL status of the family / resident for ascertaining the eligibility for various schemes
8	Register of Persons with Disabilities (PwDs)	Decentralized, Maintained on paper by local bodies	Centralized & Integrated, Implemented processes that mandates the Local bodies / District Offices to maintain the list of PwDs on Population Register
9	Register of Labourers of 7 categories : Construction Workers, Mandi Hammals & Tulawati, Hand cart pullers, Rickshaw pullers, barbers, Street Vendors, Urban Domestic worker women, Landless Labourers	Decentralized, Maintained on paper by concerned local bodies / Boards / Departments	Centralized & Integrated, Implemented processes that allows the local bodies / field offices of the concerned Boards to maintain the list of laborers on the online Population Register
10	Register of SC / ST residents	Did not Exist	Centralized & Integrated, Implemented online processes that allow creation of register of SC/ST families on Population register. Any family can claim to be SC/ST by submitting a self declaration

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11	Online Verification of SC/ST Caste Certificate	No process existed	Implemented online processes that allows the local bodies / residents / offices / colleges / schools to forward their caste certificate to the concerned for one time online verification
12	Approach towards governance	Demand based – public required to know the schemes, its rules, offices, processes and apply for the benefit. Required to provide the identity and supporting documents for each benefit	Processes implemented to facilitate entitlement based governance and Door-step-delivery of services.
13	Implementation of various schemes	Manual / offline & in Silos by various offices of various departments	Processes for implementation of various schemes using online and integrated database and application platform

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Exhibit 2: Benefits in Numerical Terms:

Parameters	Before Re-engineering	After Re-engineering
Item	-	Count
BPL, SC, ST, Labour and other categories of families that are getting the benefit of **Subsidized Ration** under the provisions of the National Food Security Act	-	over 5.25 crore residents, over 1.16 crore families
Students that have got the benefits of the scholarships	-	Over 80 lacs
Pensioners availing benefit of various Social Security Schemes	-	Over 30.80 lacs
Persons with Disabilities Including Persons with Mental Retardation and Multiple Disabilities	-	Over 6 lacs
Labourers working in unorganized sector	-	Over 30 Lacs
BPL families	-	Over 63 Lacs
School Students	-	1.46 Cr.
College Students	-	5.6 lacs

Parameters	Before Re-engineering	After Re-engineering
Increase in Revenue	-	Not applicable as it is a service initiative
Volume Growth in transaction	-	Not applicable as it is a service initiative

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Time taken to process transactions / service delivery	Before Re-engineering	After Re-engineering
Pension		
Verification of eligibility and sanction of social security Pension	3 months	Same day , the day on which person becomes eligible
Distribution of pension amount	Bi-monthly	Monthly and on time
Switching of pension from one scheme to scheme with higher pension amount	3 months (only when the beneficiary applied)	Automatic, in the same month
PDS		
PDS Entitlement	2-3 months	Automatic, same month
Updation of the e-Ration card : Increase of the PDS entitlement of Ration by 5 KGs per person on addition of the family member on birth, marriage	On application and submission of supporting documents to the food dept	Automatic, E-Ration card is automatically updated by system on reporting of birth, marriage and is available for download in public domain
Scholarships		
Sanction of scholarships	Was not guaranteed	Guaranteed as per the eligibility
Scholarship sanction process	6 months	2 months

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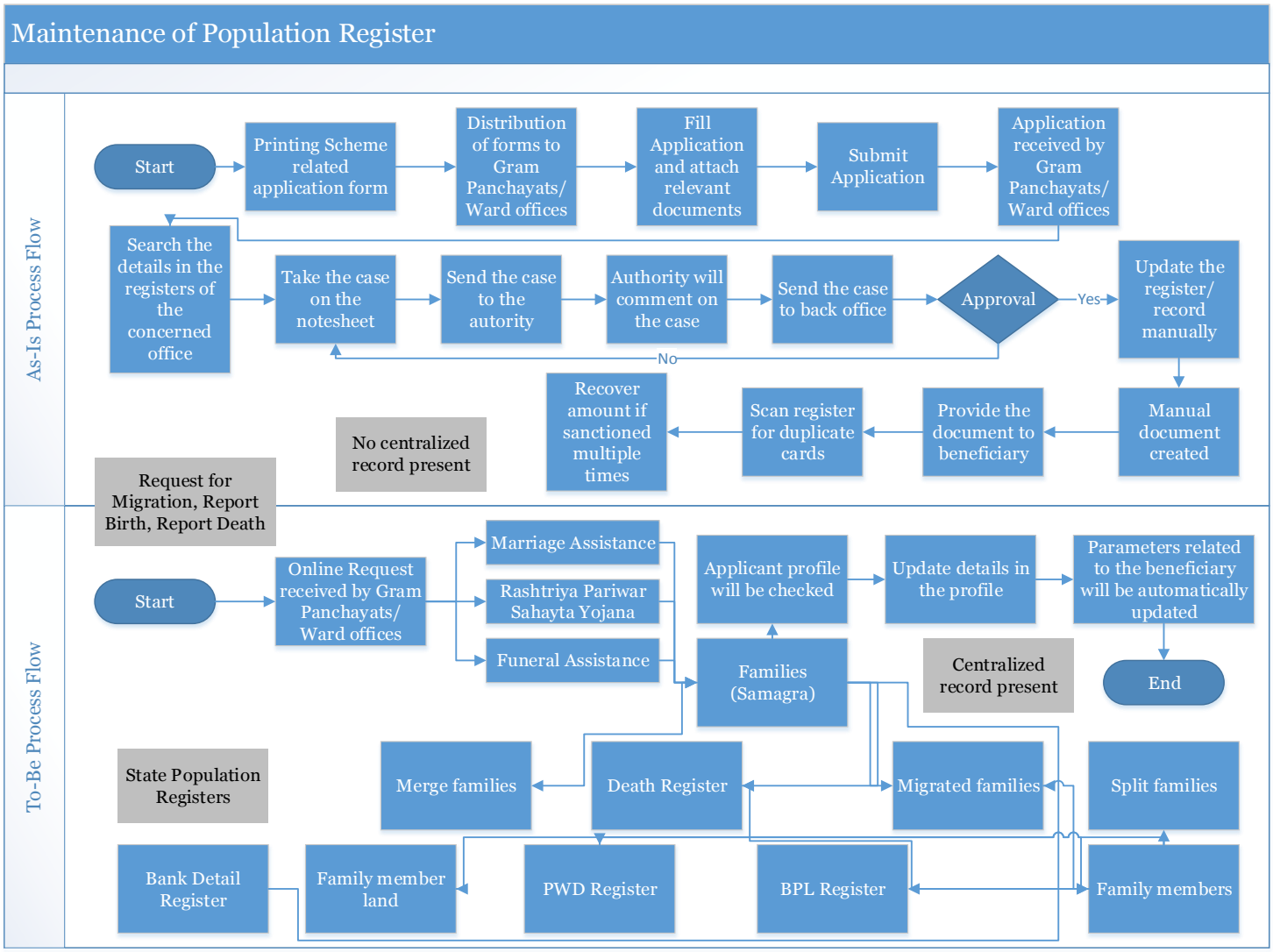
Exhibit 3: Flowcharts of various Processes:

1. Population Registration Process Diagram



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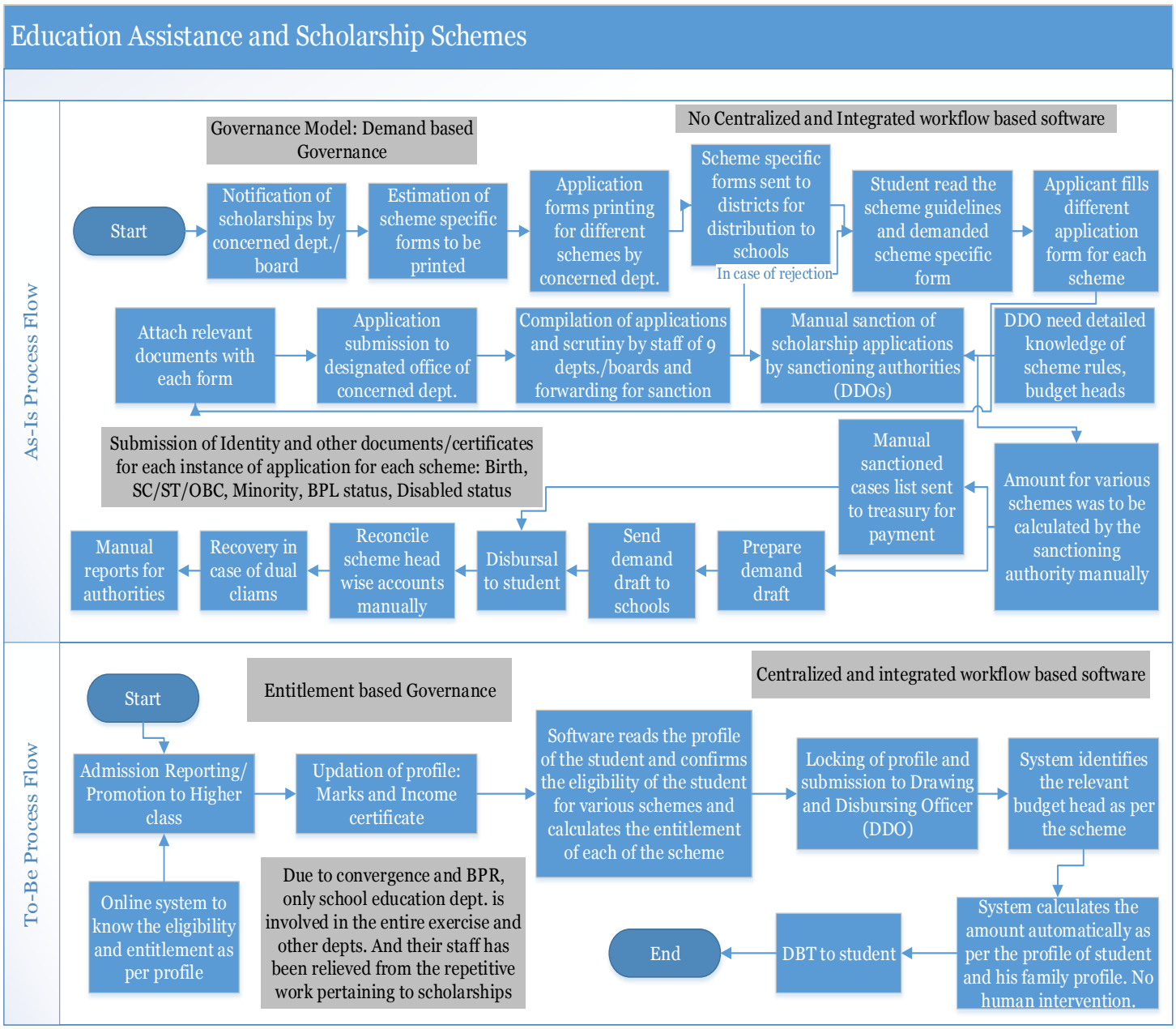
2. Scholarship Process Diagram



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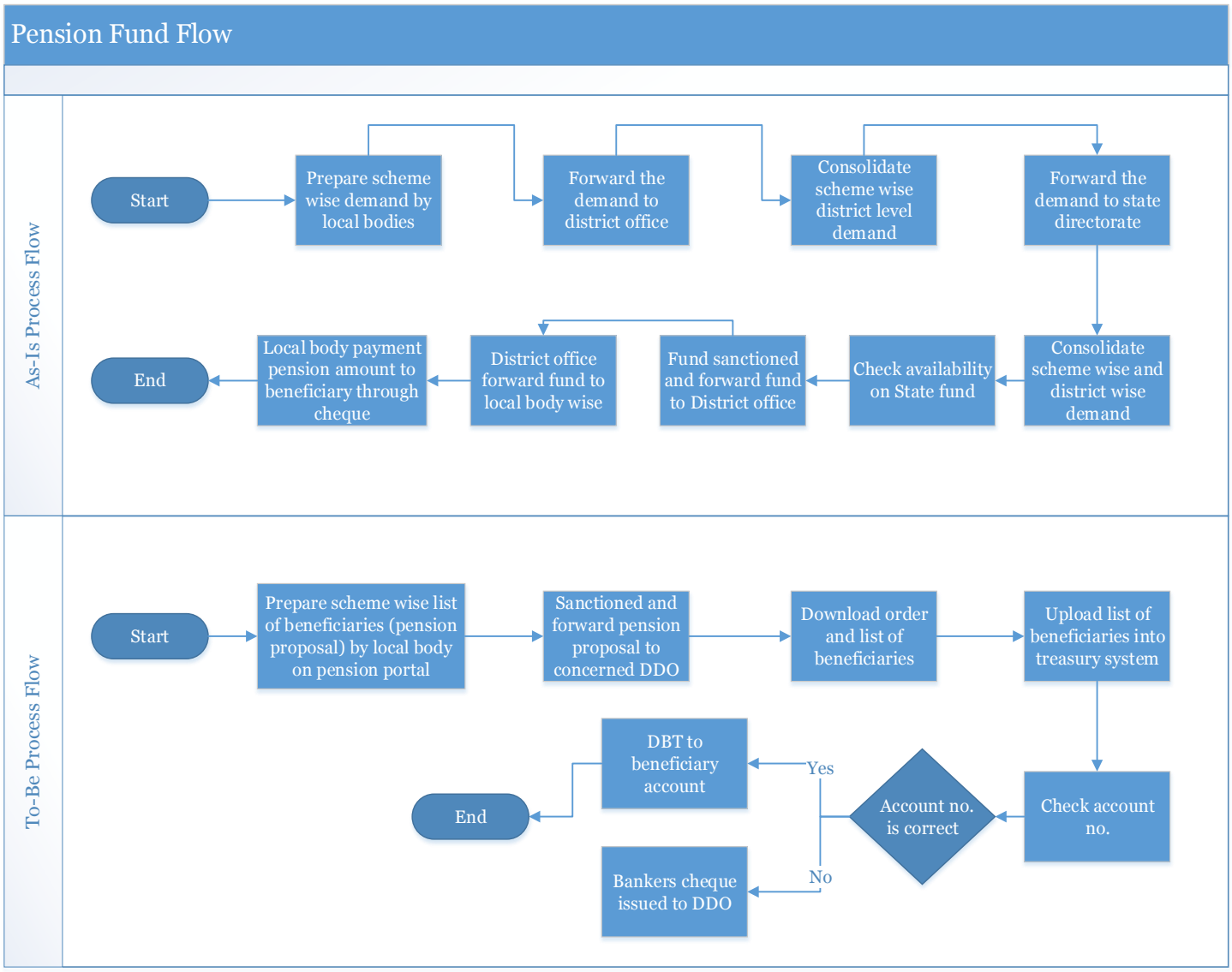
3. Pension Schemes fund flow Process Diagram



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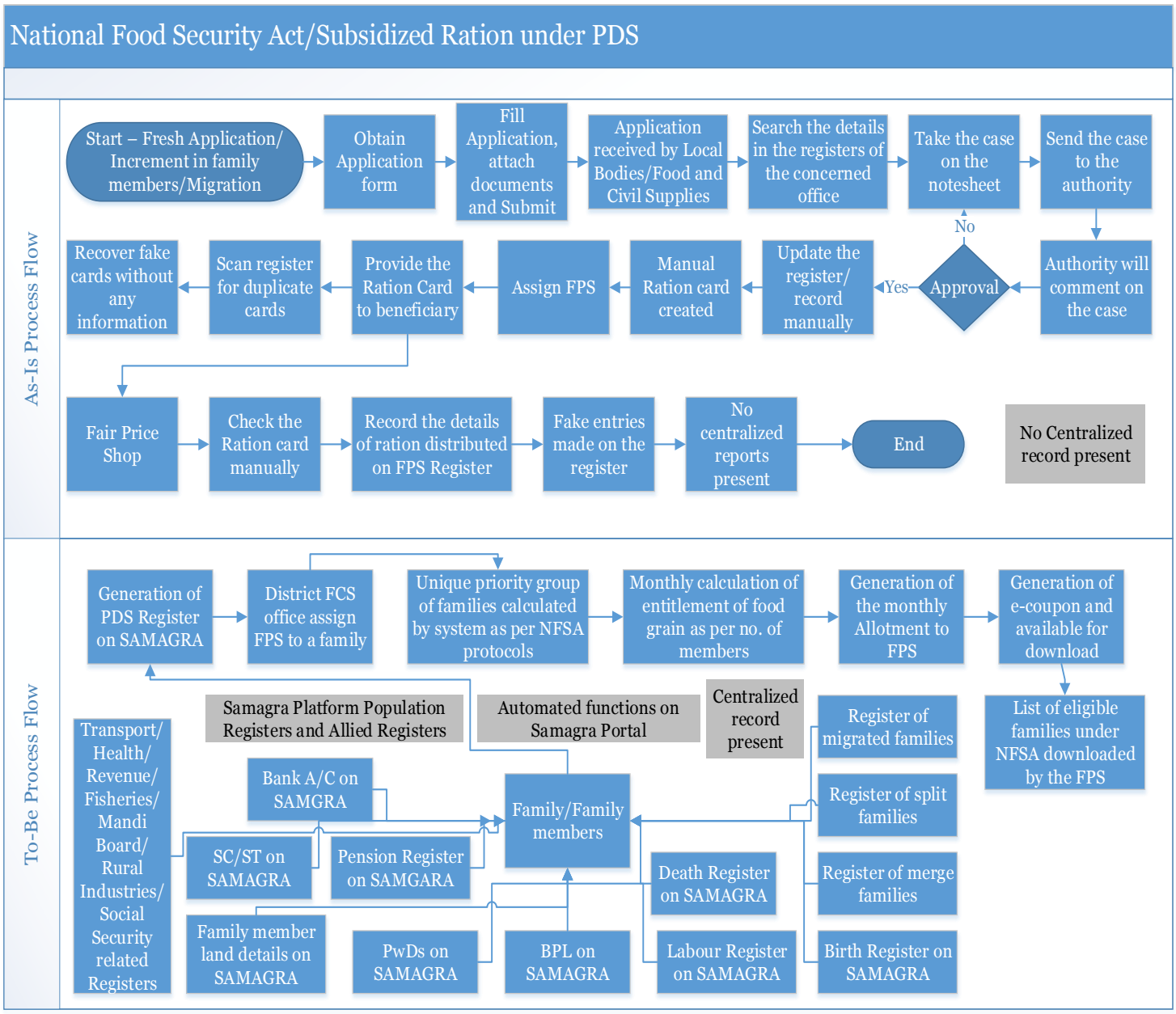
4. Public Distribution System Process Diagram



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