



सत्यमेव जयते

Government of India

OUR SEVOTTAM JOURNEY

Implementation Experience of
Ten Central Ministries/ Departments



Published for Workshops on

Capability Building for Sevottam

By

Department of Administrative Reforms and Public Grievances

Ministry of Personnel, Public Grievances and Pensions

5th Floor Sardar Patel Bhawan, Sansad Marg, New Delhi - 110001

www.darpg.nic.in

September, 2011

TABLE OF CONTENTS

BACKGROUND	1
DEPARTMENT OF POSTS	7
CENTRAL BOARD OF DIRECT TAXES (CBDT)	11
CENTRAL BOARD OF EXCISE AND CUSTOMS (CBEC)	15
KENDRIYA VIDYALAYA SANGATHAN (KVS)	17
EMPLOYEES PROVIDENT FUND ORGANISATION (EPFO)	19
MINISTRY OF COMPANY AFFAIRS (MCA)	21
MINISTRY OF FOOD PROCESSING INDUSTRIES (MoFPI)	22
DEPARTMENT OF PENSIONS AND PENSIONERS WELFARE (DoPPW)	23
RAILWAYS	25
CONSULAR PASSPORT AND VISA DIVISION (CPV)	26
APPENDIX	27



1

BACKGROUND

The Department of Administrative Reforms and Public Grievances, Government of India, had undertaken a project on 'Capacity Building for Good Governance' to develop a standardized methodology for bringing about improvements in citizen service delivery and public grievance redress. Three broad areas were identified which directly impinge on the performance of an organization with respect to any service recipient:

- Implementation of Citizen's Charters and a mechanism for evaluating the performance of the department in this regard
- The public grievance redress mechanism of the department and the quality of the processes incorporated therein
- Examining service delivery enablers from a citizen perspective and evaluating the performance of the department in improving its own capability to deliver

The project was undertaken during 2004-06 and its output is available in the form of a service delivery framework called Quality Management System (QMS) 'Sevottam'. Pilot testing of QMS Sevottam framework in select Government of India ministries / departments having a large public interface, was cleared by Prime Minister's Office. When initiated in the select ministries / departments in 2006-07, only a couple of ministries / departments such as Department of Revenue and Department of Posts took the pilot initiative seriously. In others the pilot could not go beyond introduction. As such in 2009-10 an 18 month Action Plan was drawn up to complete the pilot ministries / department in a time bound manner.

The Quality Management System Sevottam framework for bringing improvements in service delivery was conceived on the lines of the Charter Mark of UK under which government organizations achieving excellence in service delivery are publicly recognized through the prestigious Charter Mark Award. The objective was to develop a framework for helping organizations to make systematic improvements in



the quality of service delivery rendered to citizens. It was also intended to use the framework for assessment and comparison so that excellence in service delivery by individual Departments, Ministries and Offices that demonstrated exceptional performance on citizen-centric parameters could be publicly recognized. As the framework evolved, availability of more information on how international best practices could be synthesized with ground realities in India, the QMS Sevottam framework began to stabilize. The core point that emerged was that public service delivery was to be viewed from the perspective of the service recipient citizens and not from the viewpoint of the service providing ministry or department.

The following steps were taken for developing and refining the Sevottam framework through multiple stakeholder interactions.

- Field work with government organizations ranging from Ministry to village level organizations and functionaries (April – December 2004)

The field work was undertaken to identify specific weaknesses that prevented the organization from achieving desired standards of service delivery and the ways to address these weaknesses. The areas of weakness and solutions for their removal were generalized across sectors and converted into a set of leading questions. In accordance with the broad areas identified at the outset, the questions were placed under three areas in a conceptual model for assessment-improvement, viz. Citizen's Charter, Public Grievance Redress, and Service Delivery Capability.

- Study of International best practices on achieving excellence in citizen service delivery by government organizations (April-December 2004)

The first part of this study was done through desk research. It included an in depth analysis of principles underlying the Charter Mark scheme of UK, the Malcolm Baldrige National Quality Awards of US and variants thereof, the European Foundation for Quality Management Awards and their variants. The Capability Maturity Model developed by Software Engineering Institute USA, the 9000 series of standards developed by International Standards Organization, and six sigma quality improvement techniques were also studied to understand how they could be used to introduce a system of continuous improvement in public services. The learnings



and implementation experience from all these models were consolidated and arranged to match the priorities relevant in the contemporary Indian context. This material was used to fine-tune and standardize the structure of the three categories already conceptualized through field work. The areas were called modules and each module was further divided into three categories corresponding to the main criteria for assessment, viz. Implementation-Monitoring-Review for Citizen's Charter, Receipt-Redress-Prevention for Public Grievance Redress, and Customers-Employees-Infrastructure for Service Delivery Capability.

- **Prototype test in Central and State government departments (March-July 2005)**

The model as above was tested in some central and state government organizations providing services ranging from banking, mail and money order services, vehicle registration and licensing to social security for workers. During the test, language of the questions was reviewed to make them more meaningful to the target organizations. Each of the three modules was symmetrically broken up into 11 elements, each element corresponding to one question.

- **NGO involvement in validating test results (May-July 2005)**

The process for prototype test of the model was discussed with civil society organizations including Transparency International (TI) and Consumer Co-ordination Council (CCC). TI also conducted an independent test of the model. The results of testing by DARPG and TI were compared to ensure that the model was robust enough to be used for assessments by organizations representing the citizens' perspective. This process led to another iteration of fine-tuning the model contents to ensure successful implementation.

- **National workshops with diverse participants (July 2005, March 2006)**

The model as developed above was presented at national level workshops inviting government departments, citizen groups, NGOs, academicians, and bureaucrats. Model contents and implementation modalities were discussed threadbare and next steps were identified to adopt Sevottam as the national model for triggering service delivery improvements through organizational quality management systems.



- Focused discussions with Ministry of Consumer Affairs, Bureau of Indian Standards, Quality Council of India (July-December 2005)

Discussions with the above organizations led to the understanding that in accordance with its original intent, Sevottam as presented in the form of an excellence model is certainly a potent tool for conducting assessment-improvement exercises. Since the focus of the model was on organizational quality management systems, it was decided that the model contents will be incorporated into a national requirement standard confirming to the ISO 9000 series of standards which are the internationally accepted standards for quality management systems. This led to the formulation of IS 15700:2005 the Indian Standard for Quality Management of Public Services.

IS 15700 based on the Sevottam model was published in December 2005. This standard lays down the requirements of Quality Management Systems for Service Quality by Public Service Organizations. It is a certifiable standard and is applicable to all organizations involved in public service delivery.

- Presentations to parliamentarians and bureaucrats at apex levels (September 2005 March 2006)

By this time, Sevottam had developed into an umbrella initiative that seeks to improve outcomes by facilitating the creation of a systematic standard for managing service delivery to citizens. It mandates service delivery organizations to lay down measurable standards for their key services and encourages participation of citizen groups in assessment/review of service delivery. The developments under this initiative were presented to the Cabinet Secretary in October 2005 and to Rajya Sabha members in December 2005. Several presentations were made to apex government training institutes in the country and feedback collected on anticipated implementation challenges. By March 2006, the Prime Minister's approval to launch its implementation was received.



- First hand comparison of Sevottam implementation experience in India with MBNQA in US (October 2006)

A delegation of officers drawn from the Department of Administrative Reforms and Public Grievances, Bureau of Indian Standards, and Ministry of Home Affairs (Finance Division) was constituted to compare the lessons learnt during initiation of Sevottam implementation in India with its counterpart award in the US. During this visit, meetings were held with officials from government as well as citizen-representing organizations. Issues discussed during these meetings were considered and incorporated into the Sevottam implementation modalities as appropriate.

- Initiation of implementation support to selected Central government departments (June 2006 onwards)

Pursuant to Sevottam being accepted as the national initiative on quality management systems for public service, ten central government organizations were selected for support by Department of Administrative Reforms and Public Grievances to initiate Sevottam implementation and prepare organization-specific roadmaps for full-scale implementation. The early experiences of implementation led to the establishment of a process and toolkit consisting of templates and checklists for self-assessment, progress monitoring and reporting, etc. Real data was available to populate the templates and use them for experience and knowledge sharing at various forums including the prestigious National Quality Conclave of February 2007 inaugurated by the President of India.

Sevottam implementation in each of the ten organizations started with selection of a pilot and identification of their list of main services and standards. The ten organizations and the pilot offices selected for initial implementation are listed in the following table:



S NO	Department/ Ministry	Pilot office
1	Department of Posts	Gol Dakkhana, New Delhi
2	Central Board of Direct Taxes	Ayakar Seva Kendra – Pune
3	Central Board of Excise and Customs	<ul style="list-style-type: none"> • Director General of Inspection Customs and Central Excise office • Service Tax Delhi1 • Central Excise Delhi 1 • Customs (Imports and General IGI Airport)
4	Kendriya Vidyalaya Sangathan	Kendriya Vidyalaya, Sector 8, R.K. Puram, New Delhi
5	Employees Provident Fund Organisation	Karnal Office
6	Ministry of Corporate Affairs	Registrar of Companies – Delhi
7	Ministry of Food Processing Industries	Food & Vegetable subsidy desk in the Head Quarter (Panchsheel Bhawan, New Delhi)
8	Department of Pensions & Pensioners' Welfare	Grievance Desk in Head Quarter (Lok Nayak Bhawan, New Delhi)
9	Railways	Hazrat Nizam uddin Station, New Delhi
10	Consular Passport & Visa Division	(Passport Seva Project)

As in 2011, many of these organizations have made significant progress in their journey towards excellence in service delivery using the Sevottam framework. An overview of implementation of Sevottam by DARPG from its inception in December 2005 to March 2011, may be seen in **Appendix 1**. This document focuses on summarizing the learning experience in the implementation of pilot projects of Sevottam in the above listed 10 departments. This account has been prepared on the basis of minutes of internal and review meetings, coupled with firsthand observations, website postings, and periodic progress reports submitted by the select departments to DARPG.



2

DEPARTMENT OF POSTS

Achievements

- India Post started with the “Customer” criteria under the “Service Delivery Capability” Module of Sevottam. They found that although they have conducted surveys to assess customer satisfaction levels in the past, the data from the surveys has not been used for improvements in the system. Since the department operates in a competitive market both for postal services (competing with couriers) and financial services (competing with several kinds of financial institutions), customer focus is their key to survival. Taking this as a starting point, they soon realized that they do not know enough about customer satisfaction levels despite the fact that their marketing department regularly conducts market research activities related to new product launches. The first performance gap that they ended up addressing was the lack of knowledge about their walk-in customers' profile and preferences
- India Post needed to make sure that they have a system in place to help gain a better understanding of ground realities from the customers' perspective. The system of “Post Forums” that had been set up earlier to provide such an understanding was practically defunct. Hence they conducted a large sample survey to identify what was actually going on at the ground level. The survey was conducted during October to December 2006 and used questionnaires translated into regional languages cover a wider customer-citizen base. Findings from this survey are summarized under three categories: transaction and queue times, customer awareness of services offered, and customer satisfaction levels
- The *Transaction and Queue* times survey results are based on data collected from about 1200 walk-in customers at 21 post offices from 10 divisions across the country. Data about time taken in transacting business is collected separately for 'in-queue' time and for 'actual transaction' time. The earlier studies and improvement efforts in the department have focused on



transactions times only and not on queue waiting times. This survey was a departure from the existing practice and was based on the logic that from the customer's perspective, the total time is critical. The distinction between time spent waiting in queue and time spent in actual transaction processing is relevant from an internal processing perspective, but not from a customer experience perspective. Customers would expect service providers to pay as much (if not more) attention to queue management as to reducing transaction processing times. The first is an overall management issue which includes improvements focused on dealing with peak hour rush, while the second generally calls for process re-engineering and/or information technology interventions. The survey data clearly showed scope for improvement by reducing variation in time spent by customers inside the post office, whether it is for conducting transactions or for waiting in the queue, and to bring both time intervals within acceptable limits

- The *Customer awareness of Services offered* survey results are based on data collected from about 1800 walk-in customers and 900 staff members at 21 post offices across the country. Data about awareness of India Post's products and services has been analyzed across post offices on three dimensions: customer awareness, staff awareness, and sources through which customers receive product information. Maximum variation in responses is coming from the 'Service' variable. Customer awareness levels vary from near 100% for traditional services (e.g. Registered Post, Money Order, Speed Post, Banking) to about 25% for electronic services. Variation in customer and staff awareness across regions is also significant. For customer awareness, rough index ranges from 100% to about 50%. For staff awareness, the results are mixed and do not match with customer awareness results. Partly this is because of the questionnaire design, since services covered in both questionnaires are a little different. The data shows expected pattern for difference in sources through which awareness of traditional services is created as compared to awareness on newer services. One implication is that customers still rely largely on traditional sources of awareness. The department needs to examine its publicity expenditure and can derive more value-for-money by comparing the expenditure with actual results. Another implication is to set targets for



increasing the share of non-traditional sources of developing awareness. Since the department was looking for a change in image make-over, therefore word-of-mouth (i.e. traditional) sources are not the best sources as they also communicate the same (presumably negative) perceptions about service quality as experienced by customers in the past. New sources for creating awareness emphasize professionalism, technology advancements, and similar parameters that the department would like to emphasize in addition to existing images of reliability and access. Furthermore, word-of-mouth sources will not spread information about new products and services, or about new value-additions to traditional services which are equally important

- The *Customer Satisfaction* survey results are based on data collected from about 2500 walk-in customers at 21 post offices across the country. Customer responses on satisfaction-related issues were analyzed separately on four variables: identity of end-customer (whether transacting for self or for someone else), occupation, purpose of visit i.e. service availed, and post office. Maximum variation in responses is coming from the post office variable. Satisfaction levels vary from 95% to 48%. The department would internally know the reasons for this and can take corrective action accordingly. Second largest variation is coming from 'Type of Service' variable. Financial Services customers are finding it difficult to answer questions about expectations from counter person's behaviour, indicating that they are not happy on this count. Since Financial Services attract clients who remain attached to the post office over a longer time frame as compared to Postal Services which may be one-time requirements, this corrective action is all the more significant and necessary
- In addition to the above surveys, and internal process mapping was undertaken in detail at Gol Dakkhana New Delhi, and Alwar post offices. The mapping was used to identify how same day delivery of registries, speed post articles and other mail can be streamlined. Based on the models developed in these two Post Offices, roadmap for implementation across a larger number of offices was drawn out. In 2007, Gol Dakkhanna, New Delhi became the first government office to be certified as being IS 15700 compliant; IS 15700 being a certifiable standard based on Sevottam requirements



- The learning from initial Sevottam implementation formed the basis for a home grown large scale initiative in India Post. This initiative was named Project Arrow and is today a national award winner. During a visit by senior functionaries from DARPG, the ambience and service delivery process at Gol Dakkhana were found to be extremely citizen friendly
- All aspects of laying down service standards, monitoring their achievement on a daily basis, improving infrastructure and electronic connectivity across the department, regular training of officers including management courses abroad as well as at Postal Staff College Ghaziabad, training and motivation of staff at all levels, streamlining of public grievance redress have been incorporated into Project Arrow which is a Plan Project of Department of Posts. Implementation of Sevottam in more than 1,000 post offices across the country including those located in semi-urban areas, has started in 2009-10



3

CENTRAL BOARD OF DIRECT TAXES (CBDT)

Achievements

- Department of Income Tax concentrated on the Charter Monitoring criteria and found that although they prided themselves on having a Citizen's Charter laying down very clear cut time norms for key services, they could not claim that the time norms were generally followed. They knew that the deviation from norms was significant, but had not devoted sufficient thought to controlling it. Opinion was close to unanimous on regional variations in deviation from norms, but was divided on how big or small the deviations were. The department undertook an initial dipstick survey to figure out the extent of these deviations. The intention was to use the findings to revise their charter and include timelines that they could realistically hope to achieve. The first performance gap that they ended up addressing was the lack of a system to ensure that commitments made in the charter were being complied with. They addressed the issue from both ends: by revising the charter to include time norms that they can realistically target; and by setting up a monitoring mechanism that makes the extent of deviation transparent and builds pressure to ensure compliance with norms
- The Department of Income Tax undertook the initial exercise in two parts. The first consisted of a dipstick survey to estimate their current performance standards. The results of this dipstick survey were used to engage their senior management in a longer drawn out exercise to revise the charter contents and bring them in line with current realities. The results of the survey were also used to clearly demonstrate that at any point in time they could have unattended tax payer requests buried in files and there was no way to completely eliminate this in the current scheme of things. Although none of this was new to them, the dipstick survey made it all very visible, and almost an officially acknowledged fact that needed immediate remediation. This led to the setting up of a dak



receipt system which envisaged electronic recording of tax payer requests received for services mentioned in the Citizen's Charter. Once a request enters the system, the history of how it had been dealt with is transparent, and instances of requests jumping the queue are visible to all who access the system. The department is very confident that this system will automatically eliminate 20% to 50% of the deviation from norms

- The initial dipstick survey thus led to the larger dak receipt system which will enable continuous measurement of compliance with norms as well as deviation from them, in effect eliminating the need for similar dipsticks in the future. Monitoring data is regularly extracted from the system now to keep track of the extent to which service standards are being met
- Most importantly, Sevottam has helped CBDT to realise its role as a service provider in addition to being an enforcement agency. During the course of implementation, several citizen friendly schemes viz. e- filing of returns, e- TDS, and refund banker schemes were introduced to change the image of the organisation from an enforcement agency to an agency providing service a service provider
- In 2010, after extensive consultations with tax payers and staff, CBDT revised its Citizen's Charter which includes measurable service standards and indicators. The Charter was released on July 24, 2010 by the Hon'ble Finance Minister of India on the occasion of celebrating 150 years of existence of the department. Several officers who have worked tirelessly for implementation of systems to improve public service delivery through Sevottam were given awards during the function
- As per the current Citizen's Charter of CBDT, 16 services are identified under the Sevottam preview and a mechanism has been implemented to deliver these services through a single window service unit called the "Ayakar Seva Kendra" (ASK). These ASKs are centres equipped with all the required basic facilities and infrastructure to provide convenient and timely service to service recipients. Today CBDT is able to monitor the implementation/level of compliance of its Citizen's Charter for all the 16 services delivered through these centres



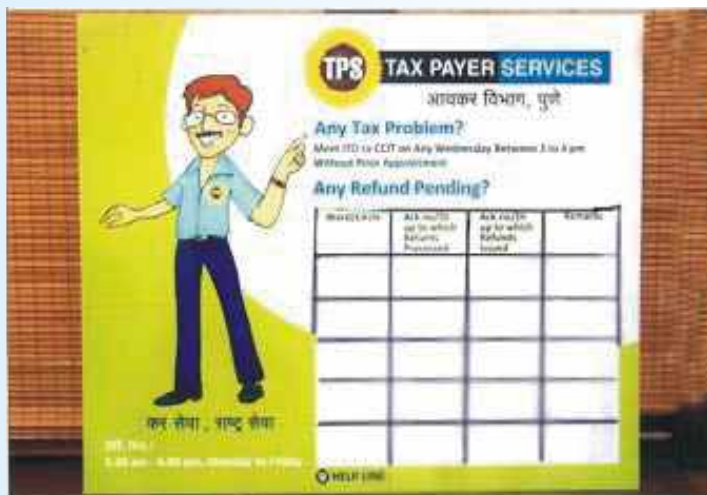
- To make the ASKs functional, CBDT underwent a business process re-engineering exercise to institutionalized the “Centralized Dak receipt system” that ensured all service requests / daks received from customers were registered in the system in one place. An automated system for online processing of service requests and generating monitoring reports was also put in place
- The first ASK with automated service processing and monitoring system was inaugurated at Pune in May 2009, followed by Kochi and Mohali. The Pune centre received an IS:15700 certification for excellence in service delivery in March 2010 from Bureau of Indian Standards and was the first office of a typical enforcement agency to get a certification for implementing systems for managing quality in service delivery



The tax payer lounge and display board at the Ayakar Seva Kendra in Pune (Maharashtra)



Tax Payer Services



CBDTs' Action Plan for Sevottam implementation through ASK centres for all 770 offices across the countryside is currently under way



4

CENTRAL BOARD OF EXCISE AND CUSTOMS (CBEC)

Achievements

- CBEC began their Sevottam journey with a review of their Citizen's Charter and released the last version with measurable service standards in 2007. In order to cover all services in the Charter, pilot implementation was taken up simultaneously in four offices viz. Director General of Inspection Office, Central Excise - Delhi I, Service Tax Delhi HQ and Customs New Custom House, IGI Airport - Delhi. The Charter contains key services that CBEC is committed to offer to customers in a time bound manner and CBEC's expectation from customers is also mentioned. The office of the Director General Inspection was selected as a parent level organization, responsible for coordinating between all the other selected offices and monitoring the individual progress of these offices
- The department endeavoured to streamline its processes for service monitoring through automated (ACES & RAS systems), semi-automated and manual tools, making process improvements wherever necessary and as appropriate to deliver services as per the prescribed timelines in the Charter
- In order to streamline the public grievance system, CBEC implemented the Centralized Public Grievance Redress and Monitoring System (CPGRAMS) across all its offices in the country. Grievances are monitored at the Chief Commissioner/ Director General level for every field formation. Public Grievance Officers have been nominated at field formations and norms have been set for acknowledging complaints within 48 hours of receipt and providing final replies within 30 working days. This was a tremendous mind set change for an organization traditionally known only for enforcement activities



- To address the change in the mind set of employees from administration to public service, a mini team under the leadership of Director General of Inspection was formed. This team initiated an internal SEVOTTAM sensitization exercise through interactive seminars and training across the country. Workshops were held in Mumbai, Bangalore, Delhi, Shillong, Chandigarh, Bhopal, Kolkata, Patna, Lucknow, Bhubaneshwar and Chennai to appraise senior officers on CPGRAMS and SEVOTTAM. CBEC's own training academy NACEN held a special 'Training of Trainers' course for officers of the four pilots. NACEN also conducts courses on IS:15700 for CBEC employees
- CBEC has a laid down service quality policy along with quality objectives and complaint handling objectives to fulfil the commitments made in the Citizen's Charter
- In 2010, CBEC received the IS:15700 certification for the Customs, Central Excise and Service Tax offices in Delhi as part of Phase I of Sevottam implementation. In Phase II, 20 field formations are building service delivery capability as per the Service Quality Manual requirements. At present, the office of Commissioner Central Excise, Hyderabad III is also IS:15700:2005 certified while applications for certification of six more formations have been submitted. Roadmap for replication has been developed and Sevottam is under implementation in CBEC offices across the country in a phased manner



Improvements in CBEC



5

KENDRIYA VIDYALAYA SANGATHAN (KVS)

Achievements

- Sevottam implementation in KVS was concentrated around areas where measurable standards could be identified. The primary objective of KVS – imparting quality education using teaching/learning processes is a complex area which cannot be quantified or measured easily. Thus, to begin with more routine measurable services were selected and classified under areas like Admissions, Examinations, Capacity Building of teachers, Infrastructure and Conveniences
- Sevottam implementation helped streamline the existing processes of imparting information to students and their parents, helping them to get answers to a large number of queries on areas such as admissions and examinations. In fact, the pilot office – Kendriya Vidyalaya (KV) Sector-8, R.K. Puram was the first KV in the country to get certified under the school Accreditation program
- The details of services with measurable service indicators were made public through the KV website: www.kvsector8rkpuram.org.in. The link on the school website provided easy access to all concerned on the services available. Manual and semi automated systems were put in place to monitor standards set for these services and a regular report was received by the Principal for further streamlining them

Ongoing Endeavours:

- Services and standards along with grievances in each of the areas are being monitored in the pilot on a continuous basis. Documentation and evidences are being maintained as a regular process at the KV level



- The KV is in the final stages of readiness for validation by a third party and has formed two management review committees – one at the Headquarter level and the other at the KV level. The committee at the headquarter is responsible for taking prompt decisions on all matters concerning services delivered at the school level
- Awareness programmes for sensitization of KVS officers on Sevottam are also being planned in the near future



6

EMPLOYEES PROVIDENT FUND ORGANISATION (EPFO)

Achievements

- EPFO was already implementing a country-wide business process reengineering/ computerisation initiative, when Sevottam was introduced and Sevottam related activities were aligned with it to make services more reliable and delivered in a time bound manner
- Among other activities, the computerization of EPFO offices involved standardizing the existing data base of users. For delivering time bound services to these users' steps were taken to have data backups in a centralised location with data retrieval and data mining facility. These computerized offices were made Sevottam complaint through generation and monitoring of regular reports on areas of claim settlement to monitor the settlement period as prescribed in the Citizen's Charter
- In the pilot office various facilities like provision of easy checklists with application forms, display/ signage boards for checking status of applications were initiated to improve the level of citizen convenience. These facilities helped to gather correct information from the service recipients, reduce the number of returns/rejections of the claims and improve the overall service experience of the citizens. The pilot office was the first EPFO office that initiated a complete online channel for claim disbursement where an applications were received, processed and disbursed electronically
- More than 70 offices have already been computerised and EPFO is in varying stages of getting fully computerisation. The monitoring data/reports on services and service standards from the pilot office in Karnal were used for replication of



Sevottam in other EPFO offices across the country though alignment with the BPR plans. Services through these offices are now delivered within prescribed timelines and monitored through reporting formats built into the systems

- EPFO also started a Short Messaging Service (SMS) facility to gather correct and updated information from its service recipients. Through this service, registered service recipients (employers and employees) could SMS their updated details to EPFO without physically visiting the EPFO office. Members with registered mobile numbers are also sent SMS alerts on various stages of their claims, like receipt, approval and dispatch of payment

Ongoing Endeavours:

Though EPFO is in the process of implementing a large number of improvement initiatives, a few key ones for citizens are:

- Launch of a Centralised “**Know Your Claim Status**” service through www.epfindia.gov.in. The service is available for members, to know about the status of their claims without physically approaching the EPFO office
- Strengthening of the “Service to Members” area. EPFO has launched A “**Know Your EPF Balance**” service under which members are able to instantly find out about the balance in their EPF account. This facility has reduced a large number of grievances which pertained to balance enquiries
- Availability of a downloadable version of “**E-return tool**” available on EPFO's website - www.epfindia.gov.in. This tool helps employers to generate returns in a soft copy form enabling them to generate correct returns for their employees. Online uploading/submission of returns to EPFO also reduce the delay due to data entry errors and paper wastage of hard copies



7

MINISTRY OF COMPANY AFFAIRS (MCA)

Achievements

- The Ministry's focus on "ease of doing business" made it the proud implementer of the award winning MCA 21 initiative - a mission mode project under National e-Governance Plan
- Due to the automated service delivery, the service standards were complied with more than 99% of the times for all the services offered in the Registrar of Companies - pilot office selected for Sevottam implementation. With the processes being fully automated, the monitoring of services and service standards became very simple for MCA. Checking compliance levels of services and their standards was a matter of selection of correct queries with appropriate reporting mechanism
- The Official Liquidator's (OL) office was also briefly streamlined under the Sevottam initiative. Since the OL office works in close tandem with the High court, routine service were not standardised and cases were dealt in an ad-hoc manner (depending on individual case requirements) due to the constant intervention of the court. After the brief process mapping of services, those activities were shortlisted for streamlining that were within the Ministry's control. The segregation exercise was done and baseline for setting time norms was undertaken by MCA for further deliberations
- As a part of the Sevottam implementation exercise, MCA realized that dealing with investor grievances is not really public grievance redress by MCA, but is a service provided by MCA to citizens. In this sense, Sevottam implementation has driven MCA to think more deeply and make the distinctions required. Time norms have been set for mediation and addressing such concerns
- Despite the head start of a large number of services being delivered electronically and the IT vendor being responsible for managing routine service standards, it has taken MCA a long time to rise to the major challenge in implementation of Sevottam due to frequent changes in incumbency of key officials during the pilot project life cycle



8

MINISTRY OF FOOD PROCESSING INDUSTRIES (MoFPI)

Achievements

- With MoFPI no longer having any regulatory functions due to governing of all licensing issues transferred to Food Safety and Standards Authority of India, and exports transferred to Ministry of Commerce, it selected office improvement initiatives and set standards for them to build internal capability
- MoFPI initiated many office improvement initiatives in line with the capability building module of Sevottam. The major initiatives included:
 - Office Complaint Management System (OCMS) – For managing internal complaints
 - File Tracking System (FTS) – For managing process flow of files and to reduce the turnaround time for action on Dak received in MoFPI
 - Gate Pass System (GPS) – For maintaining electronic records of visitors to MoFPI. Computer printed gate passes are given to all visitors at the reception
 - Stationary Management System (SMS) – For keeping procurement records of all stationery items. It has streamlined inventory keeping and reduced wastage within the various divisions of the Ministry
- Implementation started with a detailed process mapping of one service viz. disbursement of subsidy in the Fruit and Vegetable sector. This process mapping and subsequent bottleneck identification led to a deeper understanding of organization wide processes and a wider business process re-engineering initiative was envisaged. This BPR for focused system improvement was officially awarded to a consultant through the government bidding process in September, 2009. It included compliance to IS:15700 certification based on Sevottam as part of the engagement



9

DEPARTMENT OF PENSIONS AND PENSIONERS WELFARE (DoPPW)

Achievements

- DoPPW is a department responsible for formulating policy and redressing grievances related to pensions of retired government employees. Therefore, it receives a very number of queries from pensioners from across the country. The queries relate to all the Central Ministries / Departments and these queries/grievances need to be sent to and pursued by DoPPW with the government organizations concerned. At the time of the pilot project, these queries were being collated, entered in a system and forwarded to the organizations concerned manually. Despite the manual process, majority of the grievances were forwarded to departments concerned, within the internal timelines of DoPPW
- Implementation of Sevottam streamlined the then existing process of manual system and soon thereafter, an electronic system for forwarding of grievances was developed. The electronically forwarded grievance included a scanned copy of relevant documents (to be submitted by the pensioner to the concerned organization for further processing). This forwarding is a de facto service provided by DoPPW and high definition scanners were used for the purpose
- Electronic forwarding helped DoPPW to properly track and monitor the status of complaints and initiate necessary action wherever required. Monthly reports generated, containing analysis of forwarded and internal grievances brought out the existing bottlenecks in internal compliance to standards and also helped to streamline responses from other concerned departments



Ongoing Endeavours:

- Trainings and workshops have been organized by DoPPW for officials from various ministries/departments to acquaint them with Centralized Pension Grievance Redress and Monitoring System (CPENGRAMS)
- Video conferencing based trainings on Pensioners' Portal are imparted to representatives of Pensioners Associations
- Grants in Aid are released to Associations after receipt of Utilization certificates and other necessary documents from them
- All pension related orders (from the Pay Commission etc.) are put in the public domain through the Pensioner's Portal and these are kept up to date through regular updations of the portal
- Back-end integration between DARPG's, CPGRAMS, and DoPPW's CPENGRAMS is currently under study. When implemented, a complainant trying to log a pensions-related complaint through CPGRAMS will be directed to CPENGRAMS automatically. DoPPW may also integrate their grievance receipt and redress system CPENGRAMS with CPGRAMS to reduce duplication and time taken for redressing grievances



10

RAILWAYS

Achievements

- Northern Railway has undertaken an intensive exercise to improve services at the Hazrat Nizamuddin station as part of its efforts to improve railway's image and amenities available to the common passengers. Several initiatives already underway were streamlined to bring in elements related to Sevottam compliance
- In order to address convenience of a large number of passengers travelling from the station, passenger amenities were picked up as a key service area for improvement. Various passenger amenities were streamlined significantly and improved under the initiative. Some of them are:
 - Improvement in services related to providing cleanliness at the station through initiatives like large scale use of stainless steel in the station premises, provision of stainless steel dustbins etc. for better cleanliness, hygiene and aesthetics
 - To facilitate rail commuters, touch screen kiosks have been provided for PNR enquiry and train enquiry
 - Improved seating facilities like provision of additional seats, water supply booths, vendor stalls, vendor trolleys, wheel chairs, retiring rooms, ladies and gents lavatories at the station
 - Provision of extra waiting rooms and waiting halls. A new VIP lounge has also been created with air conditioning
 - Provision of LCD displays at the station to clearly convey the 'Abnormal Train Running Display System'
- The process for receiving communications/complaints from passengers has also been streamlined and a suggestion box has been placed outside the station manager's office for the same



11

CONSULAR PASSPORT AND VISA DIVISION (CPV)

Achievements

- Improvements in service delivery were initiated as part of the mission mode 'Passport Seva' project even before the department was approached for Sevottam implementation
- Through the Passport Seva Kendras all services are delivered within a time bound manner and back end processes are in place to support the processing of applications as per laid down norms
- Applications to these PSKs can also be submitted online without physically visiting the passport office. An appointment is given for a future date on successful online submission of documents. The applicant just needs to visit the PSK once for the scheduled appointment for getting his/her passport
- PSKs are now being opened in various parts of the country in a phased manner and the plan to make all passport offices switch to the PSK type of service delivery is underway



APPENDIX 1

- A. Quality Management System (QMS) – *Sevottam* is a framework for achieving excellence in service delivery. *Sevottam* word is a fusion of two Hindi words *Seva* and *Uttam* which means 'excellence in service'
1. *Sevottam* framework was created by the Department of Administrative Reforms and Public Grievances, Government of India in 2005, after study of the best international practices such as the Charter Mark of United Kingdom and the Malcolm model of United States of America. It is a framework for bringing continuous improvements in service delivery by government organizations till excellence is achieved. The framework has a total of 3 modules with 3 criteria and 11 elements in each. The first module is the *Citizen's Charter* that specifies the standards for service delivery, the second is the *Grievance Redress Mechanism* to get redress if service is not provided as per standards, and the third is the *Capability Building* for building the capability and capacity of the organization to deliver its services as per standards included in its Charter. With 3 criteria and 11 elements in each Module, the QMS *Sevottam* has a total of 9 criteria and 33 elements, that comprehensively cover all aspects of service delivery to monitor gaps as well as improvement.
 2. After creation of *Sevottam*, DARPG requested Bureau of Indian Standards (BIS) for creating a standard that addresses the concerns of service delivery by government organizations in particular. Therefore, an Indian Standard 15700:2005 was created for certifying organizations that fulfill the requirements of Quality Management System *Sevottam*. Broadly based on the ISO 9000 standard series, the IS 15700:2005 has additional citizen centric features such as of the Citizen's / Client's Charter, Grievance Redress Mechanism, and nomination of an Ombudsman etc.
 3. The Second Administrative Reforms Commission, in its 12th Report entitled 'Citizen Centric Administration The Heart of Governance' has also agreed with the *Sevottam* framework.



- B. The complete *Sevottam* framework has been implemented in ten Government of India Ministries / Departments from 2007-08 to 2010-11. The pilot units in each are listed below:
- (i) India Post (New Delhi GPO)
 - (ii) CBDT (*Ayakar Seva Kendra*, Pune),
 - (iii) CBEC (all the three Commissionerates in Delhi),
 - (iv) *Kendriya Vidyalaya Sangathan* (KV Sector 1 R K Puram and KV Delhi Cantt.)
 - (v) Department of Pensions and Pensioners Welfare
 - (vi) Employees Provident Fund Organization, Karnal
 - (vii) Ministry of Food Processing Industries
 - (viii) Registrar of Companies, under Ministry of Corporate Affairs,
 - (ix) *Hazrat Nizamuddin* Railway Station, New Delhi
 - (x) Passport Division of Ministry of External Affairs.
- C. As the State Governments handle many of the pro-poor service delivery sectors, the QMS *Sevottam* has been extended to four sectors in four states water supply and sanitation, women and child development (ICDS), food supplies and consumer affairs, public health and family welfare. Four User Manuals created during these pilot projects are accessible at www.darpg.nic.in Details of pilots completed are given further on
- D. The first two modules of *Sevottam* namely, the Citizen's Charter and the Grievance Redress Mechanism, have been implemented in:-
- (i) Council for Advancement of People's Action and Rural Technology (CAPART) under Ministry of Rural Development -
 - (ii) 5 Police Stations in Gurgaon.
 - (iii) Foreigners Regional Registration Office (FRRO) under Ministry of Home Affairs
 - (iv) Protectorate General of Emigrants, under Ministry of Overseas Indian Affairs



- E. Under Results Framework Document, 2010-11 **two modules**, namely, Citizen's / Client's Charter and Grievance Redress Mechanism, were chosen as mandatory indicators. To facilitate, four Workshops were organized for 62 Ministries / Departments. After these workshops, 62 Central Ministries / Departments have created their 'Sevottam Compliant Citizen's / Client's Charters' and 'Sevottam Compliant Grievance Redress Mechanism'. As such the first two modules of the *Sevottam* framework have been implemented in 62 Government of India organizations. More than 5000 subordinate organizations, under the 62 Central Ministries / Departments, have been connected with the Centralized Public Grievances Redress And Monitoring System. This is an online grievance redress system for the use of citizens on anytime, anywhere basis, with highly user friendly features. The detailed guidelines prepared in August 2010 for the workshops, can be accessed at www.darpg.nic.in
- F. **Output** the following government organizations have received certification under IS 15700:2005 till July 2011, though certification is not an objective of Sevottam:

1. General Post Office, New Delhi	In 2008
2. Central Board of Direct Taxes, New Delhi	In 2008
3. Central Excise Directorate I Delhi, under CBEC	In 2010
4. Service Tax, Delhi	In 2010
5. Excise and Custom, Delhi Air Port	In 2010
6. Central Excise, Hyderabad	In 2010
7. Ayakar Seva Kendra Pune	In 2010
8. Ayakar Seva Kendra Kochi	In 2011
9. Hyderabad III, Central Excise Commissionerate	In 2011
10. Ayakar Seva Kendra, Chandigarh	Application pending
11. DARPG, New Delhi	Application pending

In the above list, the first 5 units were the Sevottam pilot project units till June 2010.



Offices under CBDT and CBEC in final stages towards certification in 2011-12:

- i. Belapur Central Excise Commissionerate
- ii. Rajkot Central Excise Commissionerate
- iii. Ayakar Seva Kendra Guwahati
- iv. Ayakar Seva Kendra Kolkata
- v. Ayakar Seva Kendra Bhubaneswar
- vi. Ayakar Seva Kendra Udaipur
- vii. Ayakar Seva Kendra Ahmedabad
- viii. Ayakar Seva Kendra Coimbatore
- ix. Ayakar Seva Kendra Surat
- x. Ayakar Seva Kendra Ludhiana
- xi. Ayakar Seva Kendra Indore
- xii. Ayakar Seva Kendra Ranchi
- xiii. Ayakar Seva Kendra Chandigarh
- xiv. Ayakar Seva Kendra Mohali

G. Outcome:

- a) After the certification of New Delhi GPO in 2008, the Department of Post has absorbed the QMS *Sevottam* framework in its '**Project Arrow**' for creation of model Post Offices across the country. This is ongoing from 2009-10 and is covered under the 12th Five Year Plan
- b) In the Employees Provident Fund Organization, Karnal pilot project, the *Sevottam* framework has been absorbed into their computerization model for replication in other offices
- c) The *Kendriya Vidyalaya Sangathan*, wishes to adopt the pilot framework as implemented in *Kendriya Vidyalaya*, Sector 1 R K Puram, subject to approval of M/o HRD



- d) M/o Railways is developing *Hazrat Nizamuddin* Railway Station, New Delhi, the *Sevottam* pilot, as a model station for replication across the country through its Plan scheme
 - e) The Citizen's Charter and the Grievance Redress Mechanism of Gurgaon Police Stations have been disseminated to Police Departments in all States / Union Territories
- H. Four States and Four Sectors from 2008-09 to 2010-11: As a very large number of pro-poor services are delivered by State Governments, QMS *Sevottam* has been implemented in four different sectors in four states. There are three components of the QMS *Sevottam* pilot projects in States:-
- (a) First is the implementation of the pilot in the entire vertical chain of service delivery of one select department from the department level to the village level
 - (b) Second is the capacity building of the State Administrative Training Institute so that the model could be implemented in all the other departments of the State Government after the conclusion of the pilot project. Towards the end of the pilot project, a Centre for *Sevottam* Training is also established in the State ATI
 - (c) As final deliverable a 'User Manual' is prepared that documents the learning from the pilot and all the processes involved, the infrastructure shortcoming, etc. The User Manual can be used for replication of the framework in all other officers, as well as a training tool. The four User Manuals from the four state pilot projects are accessible at www.darpg.nic.in in the *Sevottam* drop box

Outcome:

1. The **Government of Himachal Pradesh** selected Municipal Corporation Shimla for the first QMS *Sevottam* pilot project in 2008 - 2009. The project began in April 2008 and has been concluded in June 2009. Significant achievements have been:-



- 1.1 Processes in issue of electricity and water bills have been streamlined resulting in timely receipts and enhancement in the collection of revenue. Operations of water bills, property tax, registration of births and deaths, and other services provided are being integrated through a common digital database
 - 1.2 The Grievance Redress Mechanism has been improved. In addition Best Practice model of "Online Grievance Redress Tracking System" (OGRTS) from Guntur Municipality has been selected for replication
 - 1.3 Improvements have been made in functioning and monitoring of the Solid Waste Management Plant and financial arrangements have been made for procuring 33 new vehicles
 - 1.4 A new "Shimla Environment, Heritage, Conservation and Beautification" Society (SEHB) has been registered in February 2009 as an apex body for all the ward level committees involving elected representatives, NGO and citizens. Every household in the ward is a member of the SEHB and contributes Rs 35/- per month for sanitation related public work. New methodology for cleanliness has been introduced. The pilot has been approved for extension in all the 25 wards of MC Shimla
 - 1.5 A Citizen's Charter with standards for water and sanitation was drafted and given for publication by Department of Urban Development
 - 1.6 A 'User Manual' for the sector has been created that will facilitate the replication of the process in other municipalities. The User Manual has been uploaded on DARPG website www.darpg.nic.in
 - 1.7 The capacity of Himachal Pradesh Institute for Public Administration (HIPA) Shimla, has been built in this regard and funds have been provided for opening of a new 'Training Centre on Sevottam' in HIPA. Faculty members of HIPA have been provided with requisite training for imparting training to personnel for taking forward *Sevottam* in all other departments of Government of Himachal Pradesh
2. The **Government of Karnataka** selected the Department of Women and Child Development (DWCD) with vertical chain of service delivery for the Integrated Child Development Services (ICDS) in 7 Anganwadi centres in two



villages of Badanaguppe in Chamrajnagar district and Mudlapura in Raichur district. The pilot project was started there from 17th December 2008 and has concluded in February 2010. As part of capacity building a Sevottam training cell has been established in ATI, Mysore to train personnel for extending the service delivery framework in other organizations of Government of Karnataka. The learning from the project is documented in the 'User Manual' that is available on DARPG website www.darpg.nic.in. The tools created for this pilot and included in the User Manual have been adopted by the Government of Karnataka for replication and use in other districts also. Copies of the User Manual have been sent to the Planning Commission, and to Ministry of Women and Child Development, New Delhi, for considering its adoption / dissemination in other States / Union Territories in connection with service delivery of ICDS which is a Central Scheme.

3. The **Government of Madhya Pradesh** selected the Public Health and Family Welfare (PH&FW) Department with vertical service delivery chain in J.P. Hospital, Bhopal, Community Health Centre, Gandhinagar, in Phanda Block of District Bhopal, Community Health Centre, Bairasia, Primary Health Centre, Misrod, and PHC Gunga, Sub Health Centres in Dillod and Kotra Chopra. The project has been completed in January 2011. 'User Manual' created as a tool to facilitate replication and for training is accessible at www.darpg.nic.in. For capacity building through training to facilitate replication of the framework in all districts, a *Sevottam* Training Cell has been created in State Institute of Health Communication, (SIHC) Gwalior. An amount of 19,50,000 for its creation and functioning for one year have been provided by DARPG. The Cell has started its training from May 2011.
4. The **Government of Orissa** selected the Food, Supplies and Consumer Welfare (FS&CW) Department and its vertical chain of service delivery in *Balipatna* Block, Khurda District with ration shops in 12 villages under Gram Panchayat Somna namely, Somna Sasana, Chaitalapur, Mukundaspur, Barapada, Biswalapada, Rayeddhauli, Palasahi, Achutapur, Adalabad, Arapada, Smachhapur. The pilot project has been completed in December 2010. The significant outputs have been revision of the Citizen's Charter of



the Department of FS &CW, that has since been approved and published. It contains fixed datelines for lifting of grains by the ration shop owners, and fixed dates and time for opening of ration shops. Information on the different categories of beneficiaries - BPL, APL, AAY - with quota and rate of grains for each are also included in the Charter. Various forms have been included. An online Grievance Redress Mechanism 'Sanjog' has been made functional. For future capacity building through training an amount of `18.20 lakh has been provided for a *Sevottam* Training Cell, in Madhusudan Institute of Cooperative Management, Bhubaneswar. The Cell has started functioning in May 2011. A Steering Committee to oversee the functioning of the Cell has also been created. The first quarterly review meeting of the Steering Committee was held on 7th June 2011.

I. **The Way Forward:**

- i. For expediting of *Sevottam* pilots **in Central** ministries / departments in 2011-12, requests were issued on 23rd May 2011. Fifteen ministries / departments have identified 17 units as pilots as so far. Work on these is due to start soon
- ii. **From States**, Government of Himachal Pradesh, Government of Assam, and Government of Mizoram have confirmed their pilot units. Government of Meghalaya and Government of Andhra Pradesh have also shown interest. Government of Meghalaya has requested for a presentation before conveying their confirmation

J **Conclusion:** *Sevottam* is a continuing journey to revamp and refurbish our public service delivery systems to a level of excellence desired by the citizens. It incorporates e-governance solutions, capability building of public servants and partnership with social groups to achieve transparency and accountability. The Department of Administrative Reforms and Public Grievances is actively disseminating this framework through its website, advertisements, workshops and conferences. It is hoped that in the coming days more and more organizations would adopt *Sevottam* to enforce their delivery systems for bringing continuous enhancement in public satisfaction

Helpdesk: sevottam@nic.in



Knowledge Partner:
FICCI Quality Forum