



सत्यमेव जयते

GOOD GOVERNANCE — CHALLENGES AND OPPORTUNITIES

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1. ELECTRONIC SERVICE DELIVERY

“MAKE SERVICES FACE-LESS, PAPER-LESS, CASH-LESS”

A) FOCUS AREAS

- Portals
- eSign
- Digital Lockers
- Electronic payment system operational
- Major e-services to run parallel & compulsorily provide for feedback/ rating system

B) BACKGROUND

- According to a recent estimate carried out by the National e-Governance Division (NeGD) of DeitY, there are nearly 3000 different e-services being offered by various Central Ministries and State Governments to citizens. NIC estimates that there are more than 8000 different portals and websites of Central Ministries and State Governments hosted by them. In addition, there will be a few which are hosted outside of NIC. According to eTaal, which has integrated nearly 1200 odd services and provides a count of e-services delivered, nearly 58 crore e-services were delivered per month in 2015 as against nearly 29.3 crore services per month delivered during 2014. These indicate that significant numbers of portals have been created and delivery of e-services has made a beginning.
- Despite significant numbers mentioned above, the e-services have become a way of doing work only in few areas. The adoption of e-services has lagged behind adoption of technologies such as mobile phones, smart phones and applications like WhatsApp. Two areas where there has been significant success in adoption include online banking and railway ticketing or airline ticketing. There is clearly a need to make adoption of e-services wider and the prevalent way of doing business, as against being limited to the privileged few.
- One reason for wide spread adoption of e-services in these areas is the greater convenience that these services provide to citizens as compared to those in the brick and mortar mode. It has been seen that when e-services fail to provide value (convenience) to citizens, the adoption rate remains low.

C) CHALLENGES

Some of the common deficiencies seen in e-services which have prevented e-services gaining greater popularity are mentioned below:

- Most e-services do not provide end-to-end service. While one or more parts of the transaction can be done online, the citizen is still required to undertake a physical intervention. For example, the application may be made online but the physical copy has to be sent separately. Or the documents have to be produced in original in person. Or the payment of associated fees has to be paid at a physical counter.
- Most e-services do not provide local language interface and are only in English. This excludes large number of people from availing these services

D) BROAD RATIONALE FOR THE RECOMMENDATIONS

- i. Development of “India stack” as part of the Digital infrastructure of the country, puts India in a unique position to be able to provide end-to-end services rather than providing the e-service for part of the transaction. The India stack comprises of the following three main pillars:
 - a. Aadhaar- which provides a cradle to grave digital identity which is unique, lifelong, online and authenticable. Over 950 million Aadhaar numbers have been issued and by December 2016 full coverage has been planned.
 - b. Digital Locker- which provides shareable private space in public cloud, where citizens can store their documents and provide access to others. Digital Locker enables public authorities to push citizen specific documents in dematerialized form to their respective Digital Lockers and thereby enable the citizen to share these documents with any other person/authority.
 - c. eSign: Leveraging near universal biometric database of Aadhaar, eSign is a e-authentication platform which enables citizens to authenticate in real-time any e-document. eSign is a cheap (can be made available at even less than a rupee when numbers are large) and scalable alternative to digital signature and an enabler for end-to-end e-service delivery.
- ii. The aforesaid technology infrastructure, uniquely developed in India, provides a great opportunity to provide end-to-end services. The main challenge is while the technologies have been demonstrated, there is need to scale up these technologies so as to reach large number of citizens. The number of digital lockers is only 10 lakhs and number of public authorities issuing documents into the Digital Locker is few and can be counted on fingers. Similarly, the number of eSign used is few and also the eSign providers are few. There is need for scaling up the use of these technology platforms to make them universal for all services. This would require process changes to be adopted more widely within Government and development of business models which enables larger number of players delivering these services.

E) RECOMMENDATIONS

- i. All government services, which are so amenable, should be provided electronically - both on desktop platform as well as mobile platform. These services should invariably be end-to-end services with no requirement of seeking any documents physically or presence of individual to authenticate a document or make any physical payment.
- ii. All Central Government Ministries/Departments and their organizations to provide an Action Plan for making the services being delivered by them e-services by December 2018. DeitY to coordinate the formulation and implementation of this Action Plan by the Ministries/Departments and their organizations. **(Action: All Central Government Ministries/Departments and their organizations, DeitY)**
- iii. To provide a uniform standard description to the service whether it is end-to-end or not, DeitY would come out with a standard classification regarding the maturity of service with the help of National eGovernance Standards in Technology (NesT) set up by STQC and NIC within 6 months. **(Action: DeitY)**
- iv. eSign should be used for authentication of document by Central Government Ministries/Departments/organizations. Central Government should take up with State Governments and their organizations to similarly promote use of eSign in their services. **(Action: All Central Government Ministries/Departments and their organizations, DeitY)**
- v. All Central Ministries/Departments/organizations which issue any document to a citizen must invariably also push these documents into their Digital Locker. DeitY to issue a notification in this regard within 3 months. Central Government should take up with State Governments to

similarly push documents relating to State Government and their organizations to the Digital Locker of the citizens. **(Action: All Central Government Ministries/Departments and their organizations, DeitY)**

- vi. DeitY to issue a notification by which all Central Government Ministries/Departments and their organizations shall be accepting documents shared from the digital locker of the citizen at par with the documents produced physically. If these documents are those which are pushed by public authority and accessed from their repositories, then these should be treated as original documents. If these documents are pushed by concerned individual themselves, then these may be treated as personal documents and dealt accordingly. Central Government should take up with State Governments to issue similar notification for their Departments and organizations to the Digital Locker of the citizens. **(Action: All Central Government Ministries/Departments and their organizations, DeitY).**
- vii. DeitY shall take steps to encourage more players as eSign providers to create necessary scale of services and competition among eSign providers. At least 8 to 10 eSign providers should be there in the market for this purpose. Banking and telecom services may consider setting up dedicated eSign providers for their purposes. To provide eSign facility for e-gov services, NIC shall set up their eSign facility within 6 months. **(Action: DeitY, DFS, DoT)**
- viii. DeitY shall take steps to create an ecosystem of Digital Locker providers to enable provision of Digital Lockers to 1.25 billion citizens. Necessary Digital Locker Rules shall be notified by DeitY within 6 months to provide regulatory mechanism for Digital Locker service providers. Follow up action to notify technical standards, a controller of Digital Locker service providers and enabling at least 4 to 5 Digital Locker service providers should be completed by December 2016. Meanwhile, the services of Digital Locker provided by NeGD shall be scaled up. **(Action: DeitY)**
- ix. All e-services should be invariably provided in local language also. Local language resources developed using public funds thus far should be made available in open domain to enable use of these resources for making e-services available in local language. DeitY to issue policy in this regard within 3 months. Industry partnership should be encouraged to develop technology capabilities in Indian local languages. DeitY should encourage technology providers for providing necessary services in this regard. DeitY should also finalize standards for accepting machine translated content in Indian languages to enable industry partners to provide translation of content in local languages. This should be done in 6 months. **(Action: All Central Government Ministries/Departments and their organizations, DeitY)**
- x. All Central Government e-services to provide for e-payment facility invariably. All payments and receipts by Central Government Ministries/Departments and their organizations should provide option for e-payment by December 2016. **(Action: All Central Government Ministries/Departments and their organizations, DeitY)**
- xi. All major services to run parallel and compulsory to provide for feedback/rating system. DeitY to provide a service within 6 months to enable citizens to provide feedback on the e-services received. All Central Ministries/Departments and the organizations to integrate this feedback service with their e-services. Further, they should create institutional mechanism to analyze feedback received and take necessary follow up action based on feedback so received. **(Action: All Central Government Ministries/Departments and their organizations, DeitY)**

2. PUBLIC SERVICE DELIVERY (PSD) ACT

A) BACKGROUND

The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011 was introduced in Lok Sabha on 20.12.2011. The Bill provided for:

- i. Right to time bound delivery of goods and services to every citizen
- ii. Mandatory publication of Citizen's Charter
- iii. Grievance Redress Mechanism in case of non-compliance of Citizen's Charter
- iv. Penalty upto Rs. 50,000/- on defaulting officer and compensation upto the same amount to the applicant.

It lapsed with the dissolution of 15th Lok Sabha.

The Group felt that while in the short term, services could be provided through executive mandate, a central PSD Act was required to give the right to receive services to citizens.

B) POSITION IN STATES

The Right to Services Act has been implemented in 20 States/UTs so far:

- i. Madhya Pradesh
- ii. Bihar
- iii. Himachal Pradesh
- iv. Uttar Pradesh
- v. Punjab
- vi. Haryana
- vii. Delhi
- viii. Uttarakhand
- ix. Gujarat
- x. Jharkhand
- xi. West Bengal
- xii. Karnataka
- xiii. Odisha
- xiv. Chhattisgarh
- xv. Rajasthan
- xvi. Assam
- xvii. Jammu & Kashmir
- xviii. Kerala
- xix. Goa
- xx. Maharashtra

C) CHALLENGES

The challenges faced in the implementation of Act in the States basically relate to providing the necessary capability building to the Service Delivery Officers, their knowledge updation, streamlined processes, proper monitoring and attitudinal shift among Government Staff towards more transparent and accountable governance. Awareness also needs to be created in the public about their rights under the Act. The system and processes for filing of a request and appeals under the Act need to be simplified and innovative processes designed for providing alternative means of filing through e-

governance. Institutional mechanism needs to be set up to engage with Civil Society and Media for seeking their constructive cooperation in increasing awareness and providing support to public in hassle free filing through system re-engineering.

D) RECOMMENDATION AND IMPLEMENTATION STRATEGY

A central Public Service Delivery Act should be enacted which would list various services, timeframes for their provision to citizens, and penalties in case of default. This Act should also have an enabling provision for recovery of fines from government functionaries in case they are found responsible for delay or non-provision of services to citizens. (**Action: DAR&PG; Timeframe: December 2018**)

3. HIGH SPEED BROADBAND CONNECTIVITY ON OPTICAL FIBRE CABLE TO ALL GRAM PANCHAYATS; LAST MILE MOBLIE CONNECTIVITY

A) BACKGROUND

In order to ensure equity in access and to accelerate the socio-economic growth in the rural areas, the Government planned to connect all 2,50,000 Gram Panchayats in the country with minimum 100 Mbps bandwidth using an optical fibre network.

NOFN, funded by the Universal Service Obligation Fund (USOF), Department of Telecom, Ministry of Communications & IT, Government of India, is envisaged to provide non-discriminatory access to bridge the digital divide across rural India. NOFN is set to link 600 million rural citizens of India across 2.5 lakh Gram Panchayats of India spread over 6600 blocks and 631 districts through Broadband optical fibre network. NOFN will provide a minimum bandwidth of 100 Mbps to each of the 2.5 lakh GPs thereby facilitating delivery of e-governance, e-health, e-education, e-banking, public internet access, G2C, B2B, P2P, B2C etc., weather, agricultural and other services to rural India. The project also seeks to achieve a huge employment generation opportunity through operation and maintenance activities, BPO services, rural entrepreneurship etc.

NOFN PROJECT HIGHLIGHTS

- i. World's largest rural broadband connectivity project through optical fibre
- ii. All 2.5 lakh Gram Panchayats in India to be connected on optical fibre
- iii. Minimum 100 Mbps bandwidth at each Gram Panchayat
- iv. NOFN to be Nondiscriminatory Access infrastructure for all Service Providers
- v. Approximately 6 lakh km new incremental optical fibre cable to be laid
- vi. Indigenous equipment design and manufacturing under "Make in India"
- vii. High Capacity Network Management System and Network Operation Centre

B) IMPLEMENTATION STATUS

Optical Fibre has reached 34,881 Gram Panchayats (GPs) out of total 250,000 Gram Panchayats till November 2015. Connectivity is available in 4300 GPs. There are implementation, utilization, architectural and technological issues with NOFN. Based on the recommendations of the committee constituted to review the project, NOFN project has been rechristened as BharatNet with revised architecture and greater participation of States. Till now, 14 States have given consent to implement the project through the State led model. Besides, 4 States have also shown their willingness to adopt State-led model, although their formal consent are awaited.

Subsequent to Report of the Committee on BharatNet, following Committees were constituted:

- i. To assess availability of optical fibre pooling into a common national entity
- ii. To study innovative methods of financing
- iii. To assess/recommend suitable technology options for cost effective and efficient network

The concerned reports are under examination / consideration in the Department of Telecommunications.

C) IMPLEMENTATION RECOMMENDATIONS

- The recommendations of the Committees need to be acted upon in a time bound manner to ensure high-speed broadband connectivity to 2,50,000 Gram Panchayats by December 2018.
- Mobile Connectivity to all 55669 uncovered villages to be provided by December 2016. Space technology to be used for the last mile connectivity.

4. ALL MOBILE PHONES TO SUPPORT INDIAN LANGUAGES

A) FOCUS AREAS

- Notification of mandatory standards
- Compliance for all devices sold in India

B) BACKGROUND

There are more than 1 billion mobile connections in India. According to Indian Cellular Association estimates, we have about 180 million smart phones in the country as against 600 million feature phones. While the adoption of smart phones is growing rapidly, it is generally believed that significant number of people in India will continue to possess feature phones for about 10 years. Feature phones therefore remain an important part of strategy to deliver e-services to citizens. The feature phones help to provide information services through SMS. Further, they also enable user to receive certain interactive services through USSD technology by sending an SMS which triggers action and a response using software programmes. Common USSD service illustrations are switching on a remote water pump using SMS or receiving railway reservation status by sending PNR through SMS.

C) CHALLENGE

SMS service while prevalent in urban English speaking population is not used extensively among citizens who do not know English language. Unfortunately, low end feature phones do not support local language. Inputting of text in local language requires a local language keyboard and local language font support.

The main reason why low-end feature phones do not support local language is because low costs (Sub-Rs 1000/-) feature phones are achieved through bare-bone stripping of features of these phones. The internal memory size in lowest end feature phones is very small and is not capable of hosting software required for decoding fonts of another language or providing support for a virtual keyboard.

D) RATIONALE FOR RECOMMENDATIONS

After extensive discussions with all stakeholders, including industry players, the following specifications have been worked out to address this issue:

- The feature phone shall have facility for inputting of text in English, Hindi and at least one additional Indian official language. The third language to be supported by mobile phones shall be decided by phone manufacturer/supplier; who can decide it based on the market demand.
- Message readability in the phones shall be provided for all 22 Indian official languages and script supporting these languages.
- DeitY has recommended technical specifications to enable the above requirements to BIS on November 12, 2015 with a request to publish an Indian standard about the same so that this standard could subsequently be made compulsory for compliance.

E) RECOMMENDATIONS

- BIS to notify Indian Standard for Specific Requirements for Indian Language Support for Mobile Phones within 1 month **(Action: BIS)**
- DeitY to thereafter amend within 3 months, the relevant notification of Compulsory Registration Order seeking compulsory compliance of mobile phones being sold in India to the new standard as well. All mobile devices sold in India after December 2016 to have this multiple language facility. **(Action: DeitY, BIS)**

5. REMOVE RESTRICTIONS ON USAGE OF AADHAAR

A) PRESENT STATUS AND PROGRESS OF AADHAAR

As on 31 January 2016, a total of 97.03 crore Aadhaars have been generated covering 75.87% of India's projected population of 2015. Saturation of Aadhaar amongst adult (18 years and older) population stands at 92% vis-à-vis the total adult population as per projected population of 2015. Further, as of Jan 17, 2016, a total of 111 crore authentication transactions and 6.7 crore e-KYC transactions have been effected, which amounts to a per day average of 26 lakh biometric authentication and over 1.5 lakh e-KYC transactions. There are 725 banks on-boarded on Aadhaar Payment Bridge (APB), which is a system that facilitates seamless transfer of all welfare scheme payments to beneficiary residents' Aadhaar Enabled Bank Account (AEBA) and is being operated by National Payments Corporation of India and 78.38 crore transactions involving Rs. 24,375.07 crore payments thereof have been effected through APB. Over 72.80 crore LPG subsidy transfer transactions amounting to Rs. 18,819/- crores and over 3.25 crore payment transactions have been done through DBT for Central Sector/Centrally sponsored schemes amounting to Rs. 2640.50 crores. To facilitate Aadhaar Authentication Services, there are 202 Authentication User Agencies (AUA) and 125 e-KYC User Agencies (KUA), live on Aadhaar platform. 23.44 crore Bank accounts have been seeded with Aadhaar. Further, out of a total of 20.19 crore accounts opened under PMJDY Scheme, 8.64 crore accounts have been seeded with Aadhaar. The Aadhaar enabled PDS have been rolled-out in 13,520 fair price shops across 5 states of Himachal Pradesh, Delhi, Telangana, Jharkhand and Andhra Pradesh upto 2015 end.

B) MAIN CHALLENGES CONFRONTING AADHAAR

- i. The lack of legislative framework, as raised by the Petitioners in the PILs filed before the Hon'ble Supreme Court (W.P No. 494 of 2012 and 11 other tagged matters) has been a major challenge to the Aadhaar Scheme. The common grounds, inter alia, the contentions underlying the petitions include Aadhaar being bereft of any statutory or constitutional backing, and issues related to lack of data protection regime, use of private agencies for collection of data, thereby compromising on the data security, lack of informed consent at the time of parting with biometrics, Aadhaar being violative of various Fundamental Rights, including Right to Privacy and the potential of the Aadhaar Scheme as an enabler for the State to tag and track citizens on a real time basis. Because of these reasons, the Supreme Court has referred the cases to a larger constitutional bench.
- ii. The need for a legislation specific to Aadhaar was felt, and the stand was acknowledged in various Government decisions. Accordingly, the National Identification Authority of India Bill, 2010 was introduced in the Rajya Sabha in 2010 and pursuant to the recommendations of the Standing Committee on Finance; Official Amendments were introduced in the Winter Session of 2013. The Bill is currently pending consideration of the Parliament. Further, it is also felt that legislation on Aadhaar shall also address all the major contentions of the Petitioners in the PILs filed before the Hon'ble Supreme Court.

C) RECOMMENDATIONS: MONEY BILL ON AADHAAR

Subsequent to the interim directions of the Hon'ble Supreme Court dated 11-08-2015 and 15-10-2015 which inter alia restricted the usage of Aadhaar to select Government Schemes, a clarification was sought from the Ld Attorney General on the usage of Aadhaar as well as the way forward. The Ld Attorney General, with regard to the future course of action, had opined that the best option is a

legislation meant only for Aadhaar and the second option being a Money Bill and the last option being Rules framed under the Information Technology Act.

Meanwhile, Aadhaar has emerged as a technological platform to bring reforms in governance and delivery of DBT/services, promoting financial inclusion thereby leading to greater transparency and improving effectiveness in utilization of public expenditure borne out of the Consolidated Fund of India.

Accordingly, a draft Money Bill has been prepared and the same can be introduced as a Money Bill as per Articles 109 & 110 of the Constitution of India. The proposed Bill, if introduced as a Money Bill, shall ensure efficient delivery of benefits, subsidies and services borne out of Consolidated Fund of India.

D) IMPLEMENTATION STRATEGY AND IMPLEMENTATION SCHEDULE: APPROVAL BY THE CABINET AND INTRODUCTION OF AADHAAR BILL IN THE FORM OF A MONEY BILL

Money Bill under Articles 109, 110 of the Constitution of India, has been drafted. There are no financial implications for the proposed Bill, as the same only envisages establishment of an existing set-up. This Money Bill can be introduced in the Lok Sabha in the upcoming Budget session to give legislative coverage for the use of Aadhaar to establish the identity of those availing notified subsidies and services, and setting up a mechanism for the same, including voluntary enrolment, online authentication and mechanism for ensuring privacy and security of data and biometrics.

6. MOBILE BASED IDENTITY AUTHENTICATION

A) BACKGROUND

Aadhaar provides authentication and eKYC services using the biometric database. These services require a user to present his biometrics (fingerprint or iris) and his Aadhaar number. The Aadhaar authentication service confirms or rejects the match of the biometrics with the Aadhaar number of the individual. In the case of eKYC, it also sends to the user agency the essential demographics of the individual whose biometrics have been matched. It is to be noted that for the authentication service, capture of biometrics is essential.

Several applications have already started using authentication services of UIDAI. These include Biometric Attendance System, Jeevan Pramaan, Outpatient Registration System in eHospital, Aadhaar based DBT, etc. Aadhaar seeding is being pursued keenly and thereafter all other applications may also be using the Aadhaar authentication services.

B) CHALLENGES

- i. Using Aadhaar authentication requires a biometric device to capture the biometrics and send it to Aadhaar server for e-authentication. A typical standalone fingerprint scanner costs about Rs 1500 to Rs 2000 and a typical standalone Iris scanner costs around Rs 4000 to 6000. The objective is to reduce these costs so that individuals are enabled to present their biometrics with ease from the comforts of their home. It is proposed to make biometric capture available through mobile, since mobile phone is the most universal of all electronic devices in the country. Additionally, the biometric capture device on mobile phone should be significantly cheaper than the standalone devices. Some high-end smart phones by Apple, Microsoft and Nokia etc. have come out with inbuilt Fingerprint/Iris scanners for their proprietary purpose.
- ii. The second challenge is to ensure that Operating Systems (OS) of the smart-phones have open Authenticating Protocol Interface (APIs) enabling different biometric based applications be integrated with the said OS. This challenge has become real because of recent report that Google has put some restrictions regarding access by third-party APIs in Android 6.0 Marshmallow.

C) RATIONALE FOR RECOMMENDATION

Most smart-phones have cameras which can be converted into an Iris scanner with some changes to the phone design. Iris camera requires change in filter of an ordinary camera and associated embedded software. This can be achieved at a low additional cost of less than US\$ 2. Prototype designs of the same were also invited from the industry and tested by UIDAI. The tests were satisfactorily confirming the possibility of making smart-phones Iris compliant.

The outstanding issue is regarding security and safety of capture of biometrics used for e-authentication. While the UIDAI ensures safety of biometrics once it is encrypted and sent to the UIDAI sever, the biometrics when captured and stored in the device of individual needs to be encrypted through appropriate security related interventions in system hardware. These security requirements would ensure that the biometrics are not misused or reused. Liveliness of biometrics is another issue which needs to be addressed.

D) RECOMMENDATIONS

- i. UIDAI shall come out with appropriate security tested biometric e-authentication technology solution which would enable Iris and/or finger print to be captured from smart phone in a cost effective manner. **(Action: UIDAI, DeitY)**
- ii. UIDAI/DeitY would take up with Google and other major smart-phone OS providers to allow third party APIs from Aadhaar to be integrated with Android OS **(Action: UIDAI, DeitY)**

Timeframe: December 2018

7. COMMON MOBILE GOVERNANCE PLATFORM FOR MAIN SERVICES ON SMART PHONES

A) FOCUS AREAS

- Platform development
- Mobile apps for 5 major services

B) BACKGROUND

There are more than 180 million smart phones in India. The number is growing at a rapid pace of nearly 80-100 million phones every year. While no survey is available, it is anecdotally understood that there are over a 1000 mobile apps which offer citizen services from the Government. “Digital India” builds on JAM (Jandhan, Aadhaar and Mobile). “Digital India”, emphasizes on “Mobile First”, wherein all Government applications shall be designed to enable delivery of services through mobile.

C) CHALLENGES

The thousand plus e-Governance Services rendered by individual Government Departments are enabled on mobile as Department specific mobile apps. But creating so many apps and opening so many channels of communication concurrently have resulted in overcrowding of such apps with non-standard development approach and user experience. Such a scenario also inconveniences users since they need to manage multiple mobile apps and remember multiple short codes for services that are not frequently used. Multiple applications also pose technical challenges for the agencies servicing them.

D) RATIONALE FOR RECOMMENDATIONS

- From the perspective of the department which is providing services through mobile, their major need of support for modifications in their existing system/software for such enablement remains unaddressed. Not only departments are required to engage resources/companies for this, it also leads to a much longer time to market. Also, as of now, most government services are available only through websites/portals and do not have presence on mobiles. This need can be addressed by providing support for modification of department’s application and development of APIs for integration.
- There are several reusable functionalities/modules such as payment gateways, authentication etc. which need not be developed again for each app, but in current scenario, there is no such reusability in the system. Further, there is a need for proper customer support, multi-lingual support and analytics for insights and reports which are missing in the current system.

E) RECOMMENDATIONS

Deity will build a common unified platform and mobile app so as to facilitate single point access to major high impact and high use government applications (around 50) through mobile. Citizens should be able to download just a **single mobile app** or access services on **one short code on SMS (Short Message Service), IVR (Interactive Voice Response) and USSD (Unstructured Supplementary Service Data) for accessing pan Indian e-Gov services. (Action: Deity)**

- Timeframe for platform development: December 2016
- Timeframe for mobile apps for 50 major services: December 2018

8. NATIONAL DIGITAL LITERACY MISSION

A) FOCUS AREAS

- New Scheme with 50:50 funding with states
- One person per rural household to be digitally literate
- Common Services Centers (CSCs) to implement
- 50% of rural households made digitally literate

B) PRESENT CHALLENGE

The Government has launched 'Digital India', a flagship programme to transform India into a digitally empowered society and knowledge economy. The Digital India programme envisages that Government services are available to citizens electronically. One of the key objectives of Digital India programme is to educate citizens on functional Digital Literacy.

As per Census 2011, there are 16.8 crore Rural Households covering a population of approximately 83 crores. It also indicates that there are around 12 crore households in rural India having no computers and are unlikely to have digitally literate persons. A survey done in December 2014 by CSC SPV in 27 States with a sample of more than 10 lakh shows that only 16% rural households are digitally literate, i.e. there is at least one digitally literate person in such households.

Definition of digital literacy: "Digital Literacy is the ability of individuals and communities to understand and use digital technologies for meaningful actions within life situations".

C) EXISTING SCHEMES ON DIGITAL LITERACY BEING IMPLEMENTED BY DEITY

DeitY has approved two Schemes for providing Digital Literacy to the masses.

- The first one, a scheme for IT Mass Literacy (later renamed as National Digital Literacy Mission) was approved in March, 2014 with a total outlay of Rs. 97.02 crore to train 10 lakh persons.
- On the same line, a scheme entitled 'Digital Saksharta Abhiyan' (DISHA) was approved on December 2014 under Digital India to make additional 42.5 lakh persons digitally literate in selected households throughout the country with a total budget outlay of Rs. 379.91 crore over a period of 4 years.

Out of the total target of 52.5 Lakh candidates, 5 Lakh candidates are to be trained by Industry, NGOs and others through their own resources/ under CSR and remaining 47.5 lakh candidates are to be supported by Government.

Both the Schemes are being implemented concurrently by 'CSC e-Governance Services India Limited', a Special Purpose Vehicle (CSC-SPV) for implementation of e-Governance initiatives of the Government.

The objectives of both the Schemes is to provide digital literacy training relevant to the need of the trainee, which enables the beneficiaries to use IT and related applications for their livelihood and earning. Brief highlights of the two Schemes may be seen in the table below.

Name of course	Appreciation of Digital Literacy
Broad Objectives	To make a person 'digitally literate', so that he can operate a computer/ Digital access device (like tablets, etc.), send and receive e-mails and search internet for information, etc.
Entry Criteria	Non IT literate
Training Duration	~ 20 Hrs.
Training Modules	<p>Introduction to Digital Devices</p> <p>Operating Digital Devices</p> <p>Introduction to the Internet</p> <p>Communications using the Internet</p> <p>Applications of Internet</p>
Training & Certification Fee	<p>Rs. 500 + Rs. 100 per person</p> <p>* 100% training fee for SC/ST & BPL categories</p> <p>* 75% training fee for General Categories</p> <p>* 100% Certification Fee for all candidates including Industry trained candidates</p> <p>* Training Fee to be paid directly to the training agency subject to successful certification of candidate</p>
Age group	14-60 years
Certification Agency	NIELIT, NIOS, ICTACT (Tamil Nadu), HKCL(Haryana)
Training Partners	1800+ (Training locations – 78,000+ across the country)
Current status (as on 27.1.2016)	So far, around 43.5 Lakh candidates have been registered, a total of 35.5 lakh students have been trained and approximately 11 lakh students have been certified. The beneficiaries also include ASHA, Anganwadi workers and Authorized Ration Shop dealers.

Under the NDLM / DISHA has certified about 11 lakh persons and trained about 35.5 lakh candidates in Digital Literacy. It is likely that the target of 52.5 lakh persons under DISHA/NDLM may be covered by December 2016.

D) RECOMMENDATIONS

There remains a gap of around 12 crore households to be made Digitally Literate in rural India. It is felt that providing Digital Literacy to the citizens is essential for making the Digital India Programme a success. To address the above gap, a new Centrally Sponsored Scheme entitled '**National Digital Literacy Mission**' for Rural India with active collaboration of State Governments is proposed to cover around 6 crore additional households within the next 3 years in Phase-I so that at least 50% of rural households become digitally literate by December 2016. This Scheme would follow the existing implementation model being adopted under NDLM and DISHA Schemes.

E) IMPLEMENTATION STRATEGY AND SCHEDULE

- i. Keeping in view the significant increase in number of beneficiaries and the increase in volume, it is proposed to reduce the training fee to Rs. 400 per beneficiary (from the existing Rs. 500 under NDLM/DISHA). Similarly, it is proposed to reduce the Examination / Certification Fee to Rs. 70/- per beneficiary (from Rs. 100/-). Further, an amount of Rs. 30/- could be earmarked for management of the Scheme for covering expenses like online platform, resource support, publicity, evaluation, etc. Thus, the total funds requirement for covering the 50% of the eligible households would be Rs. 500 x 6 crore = Rs. 3,000 crores (Rupees Three Thousand crore).
- ii. Hence, the Scheme is estimated to cost around Rs. 3,000 crore spread over a period of next 3 years (at an estimated cost of Rs. 500 per person including training fee, certification fee and scheme management cost). The funding for this Scheme is proposed to be shared equally between the State Governments and the Central Government i.e. 50:50, except for NE States, where the sharing would be 80:20. The Scheme would be implemented by 'CSC e-Governance Services India Limited', (CSC-SPV) in active collaboration with State Governments.

9. ALL SUBSIDIES TO BE THROUGH AADHAAR ENABLED DIRECT BENEFIT TRANSFER (DBT)

A) FOCUS AREAS

- PDS, MGNREGA, LPG & Pensions (NSAP)
 - Complete Aadhaar seeding in databases and bank accounts
 - 100% transfer by DBT
 - Portability of obtaining rations anywhere in the country
- Kerosene, Fertilizer to be completed

B) CHALLENGES

Government of India spends over Rs 3.6 lakh crores (\$53 billion) annually in various subsidy programs meant for individuals or households. As per several studies conducted by various organizations, it is observed that roughly about 20%-50% across different schemes/programs, such benefits do not reach the intended beneficiary for the following reasons:

- i. Leakages due to ghost and duplicate beneficiary records
- ii. Lack of end-to-end information of beneficiaries
- iii. Lack of automation in payments system
- iv. Lack of data digitization
- v. Non-availability of bank accounts with individuals
- vi. Diversion due to lack of proper or robust verification process of the beneficiary
- vii. No access to benefit at last mile

C) RECOMMENDATIONS

To address the above challenges, Government of India initiated Aadhaar-enabled Direct Benefits Transfer (DBT) program. The DBT program aims to channelize benefits directly into intended beneficiaries' bank accounts. Subsequently, such benefits should be easily accessible to beneficiaries at Last Mile.

To leverage the Aadhaar ID platforms, programs like PDS, MGNREGS, LPG, Pensions, etc. have initiated the process of Aadhaar seeding. This will enable them to perform de-duplication of beneficiaries, thereby reducing leakages and diversion of benefits. It must be noted that Aadhaar coverage amongst adult population is over 90%, however Aadhaar linkages in these schemes are well below 100% saturation. In order to further improve the efficacy and effectiveness of the DBT program, the following is recommended:

- i. Creating robust IT infrastructure
- ii. Uniquely identifying beneficiaries
- iii. Electronic, real-time verification of beneficiaries
- iv. Electronically remitting benefits to beneficiaries
- v. Digitizing payments for improved audit trails

D) IMPLEMENTATION STRATEGY

In order to give effect to these recommendations, following implementation strategy may be followed for all DBT schemes:

- i. Digitization of beneficiaries in all individual benefit schemes/program
- ii. Development of centralized databases
- iii. Organically seeding Aadhaar into beneficiary databases
- iv. Leverage Aadhaar ID platform for real-time verification of beneficiaries
- v. Bank Accounts for individuals under PMJDY and seeding them with Aadhaar
- vi. Disbursement of benefits through Aadhaar Payments Bridge

The Report of the Task Force on Direct Benefits Transfer of Subsidies on Kerosene, LPG and Fertilizer” submitted to Government of India may also be considered while formulating the plan.

E) IMPLEMENTATION SCHEDULE

While seeding of Aadhaar has been initiated in several programs, other than LPG no other program has reached a desired level of seeding. In order to fully realize the benefits of Aadhaar ID platform, it is pertinent to seed Aadhaar of beneficiaries in scheme/program databases and subsequently adopt Aadhaar verification services. As on date, 96.87 crore Aadhaar has been generated which includes over 90% of adult (18+ years) population. Additionally, using the Aadhaar Payments Bridge (APB) system, Government of India has transferred benefits amounting to Rs 25,339 crores (\$3.6 billion).

Aadhaar seeding in the various programs can be targeted to be completed as per timelines in the table given below. Simultaneously, benefits can be transferred to individuals whose Aadhaar numbers get seeded in the scheme database as well as in their bank accounts.

Program	Total Universe	Present Aadhaar Seeding	Expected Timeline to complete seeding
Aadhaar and Bank Account	Not Available	23.74 crore	Dec 2016
PDS	25 crore (households)	9 crore (households)	Dec 2016
MGNREGS	9.8 crore	5.8 crore (59%)	Dec 2016
LPG	16.4 crore	9.7 crore (59%)	June 2016
NSAP	2.72 crore	77 lakhs (28%)	Dec 2016
PMJDY	20.47 crore	9 crore (approx.) (44%)	Dec 2016

By December 2018, in addition to the above subsidies and benefits, kerosene and fertilizer subsidy should also be transferred to individual bank accounts with Aadhaar authentication. Work on this needs to begin early.

10. CENTRAL PUBLIC PROCUREMENT PLATFORM FOR END-TO-END PROCUREMENT OF GOODS, SERVICES & WORK CONTRACTS

A) PRESENT CHALLENGE

A substantial portion of Government procurements are based on rates prescribed by the DGS&D. It has been seen that these are often not competitive and also that the desired and required items are often not available in the rate list. There is a need to move procurement and hiring from 'CAPEX' to 'OPEX' model, which basically entails obtaining the required services in place of purchasing capital equipment to provide the services. This is done by fixing specs for equipment, but instead of procuring it, asking vendors to do so. Services of such equipment can then be got by paying monthly fees to vendors and quality of these procurement services ensured by adherence to SLAs. Departments should also look at sourcing manpower services in select areas instead of hiring manpower.

While some move towards e-procurement is already underway, there is an urgent need to make it end-to-end e-procurement above a threshold mandatory for all GoI departments and **PSUs** by December 2016.

B) ONGOING IMPLEMENTATION

Some efforts have already been made to move to e-procurement. The Central Public Procurement Platform (CPPP) provides a single point access to the information on procurements made across various Ministries and the line Departments. The CPP Portal is accessible at eprocare.gov.in and it has e-publishing and e-procurement modules. It will be mandatory for all Ministries / Departments of the Central Government, Central Public Sector Enterprises (CPSEs) and Autonomous and Statutory Bodies to publish all their tender enquiries issued on or after the following dates, on the CPP Portal. From January 2017, it should be mandatory to do end-to-end procurements, including payments, online.

Following should be the salient features of CPPP:

- i. Platform for publication of tender and bid award details by Central and State Government Ministries, Departments and Organizations, PSUs and PSBs
- ii. Free Access to tender documents for all
- iii. Facility to publish NIT through on-line form,
- iv. Facility to publish tender documents, to add corrigendum with document
- v. Facility to publish bid award details along with contract document
- vi. In public domain, no registration required for access/viewing by public
- vii. Email / SMS alerts at various milestones.
- viii. Toll Free Help Line facility for all.
- ix. Categorization according to types of tenders/ product categories/Organizations
- x. Archived tenders are available in public domain
- xi. Search facility available

Several departments and PSUs have experimented with 'reverse auction and bidding' with a view to bringing down costs. The experience so far has been quite encouraging. Reverse bidding for procurement as well as e-auction for natural resources should be implemented across departments/ministries by December 2016.

C) IMPLEMENTATION STRATEGY

- i. The government will make end-to-end e-procurement mandatory for all tenders above a threshold, brought out by all central government, their attached subordinate offices, Central PSEs, autonomous and statutory bodies from December 2016.
- ii. Reform DGS&D to facilitate departments/ ministries/ PSEs to move from the capex model to the opex model for procurement.
- iii. Expand reverse bidding & e-auction.
- iv. Capacity building in government in the use of e-procurement systems by giving government officers hands-on experience of working on the electronic procurement portal.

11. TIME BOUND REDUCTION OF IDENTIFIED LAWS

A) FOCUS AREAS

- Repeal 1053 laws pending for Parliament approval
- Comments from Ministries and States on 649 laws
- Repeal identified laws after consent

B) ACTS PROPOSED FOR REPEAL

There are 1053 Acts of Parliament that have been proposed for repeal and are pending in the Parliament: 758 Acts by the Appropriation Acts (Repeal) Bill, 2015; and 295 Acts by the Repealing and Amending (Third) Bill, 2015.

C) REMAINING ACTS IDENTIFIED FOR REPEAL

There are 649 other Acts identified for repeal, out of which comments have been sought from Ministries/ Departments on 422 central Acts, and necessary action has to be taken by the concerned States on 227 Acts (including Appropriation Acts). It may be noted that no information on the repeal of State Acts has been received so far.

D) RECOMMENDATIONS

Action be taken to repeal identified Central and State Acts in a time bound manner.

12. REDUCE TRIBUNALS FROM 36 TO 17

A) PRESENT CHALLENGE

The government is examining the possibility of convergence/ merger of various Tribunals constituted under their respective Laws to avoid overlapping/ identical functions being discharged by them and to reduce the number of Tribunals. Considering the complexity involved in the matter, this task was assigned to the Indian Law Institute, a grantee institute of Ministry of Law and Justice, to make study and submit a report. The Indian Law Institute has submitted its report recommending that the existing 36 identified Tribunals may be brought down to 17 Tribunals.

B) IMPLEMENTATION STRATEGY

The report of Indian Law Institute on merger/convergence of Tribunals has been circulated to all the concerned Secretaries of Ministries/Departments for their comments on the recommendations suggested in the report. Comments of concerned Ministries/Departments in respect of three Tribunals i.e. Cyber Appellate Tribunal, Railway Claims Tribunal and Railway Rates Tribunal have been received. All the concerned Registrars of 36 Tribunals have also been requested to provide details of cases pending in their respective Tribunal. Details of cases in respect of twelve (12) Tribunals have been received. An Inter-Ministerial Group is also being constituted to study the report submitted by Indian Law institute, look into the comments received from various Ministries/Departments and give its suggestion on convergence/merger of Tribunals within a period of two months.

C) RECOMMENDATIONS

Based on the recommendations of the Inter-Ministerial Group action be taken to on convergence/merger of Tribunals within a period of six months.

13. REDUCE/RESTRUCTURE 685 AUTONOMOUS BODIES

A) PRESENT CHALLENGE

- i. Autonomous bodies have multiplied and mushroomed over the years. Many of them have lost significance. There is role duplication in some of them.
- ii. Expenditure Management Commission (EMC) has given ten recommendations on reviewing and restructuring of 685 Central Autonomous Bodies.

B) IMPLEMENTATION STRATEGY

- i. A detailed Road Map has been prepared indicating stepwise measures to be taken with timelines to be followed. It is targeted to be completed by April 30, 2016.
- ii. Each Ministry/Department will undertake a comprehensive review of all Autonomous Bodies under their control as per timelines indicated and based on the results of this review, Government can consider corporatisation, merger, disengagement or closure of the Autonomous Bodies. In respect of some institutions (Education, Health and Research) the review will lead to policy options on user charges and enhanced internal resource mobilization.

C) RECOMMENDATIONS

On an initial examination, a tentative list of 146 institutions which could be considered for closure or merger has been prepared for immediate review by the administrative Ministries/Departments. This exercise needs to be completed by June 2016.

14. ABOLISH 27 CESSES WHICH YIELD LESS THAN RS.50 CRORE

A) PRESENT CHALLENGE

The Expenditure Management Commission in Part II of its report (submitted in December 2015) reviewed the cesses administered by the Central Government. As a part of its recommendations it also recommended that “the cesses which yield minimal resources should be discontinued. If the Government considers that some schemes that are linked to the cesses should continue, they could be funded from general revenues.”

B) IMPLEMENTATION STRATEGY

- i. As a first step towards rationalising the number of cesses, information on the nature of cesses and the amount collected under them was collected from the Ministries/Departments. The review of the information provided by the Ministries shows that in 27 cases the amount of cess collected is less than a threshold of Rs. 50 crores annually. The list of these cesses is given in the table below:

No.	Name of the Cess	Actuals 2013-14 (Rs. In crore)	Actuals 2014-15 (Rs. In crore)
1	CESS ON JUTE	-218	-285.21
2	HANDLOOM CESS ON RAYON AND ART SILK FABRICS	0.05	0
3	CESS ON ELECTRICITY	0.0005	0
4	HANDLOOM CESS ON COTTON FABRICS	-0.17	0.0001
5	CESS ON CONDENSER	0	0.0002
6	CESS ON TEXTILE AND TEXTILE MACHINERY	0.08	1.29
7	CESS ON MICA	0.0012	0.0008
8	HANDLOOM CESS ON MANMADE FABRICS	0	0.0032
9	CESS ON MATCHES	-1.27	0.01
10	CESS ON COPRA	0.03	0.03
11	HANDLOOM CESS ON WOOLLEN FABRICS	-1.65	0.03
12	CESS ON VEGETABLE OILS	0.04	0.04
13	CESS ON COTTON	-0.01	0.05
14	CESS ON STRAW BOARD	0.05	0.1
15	CESS ON TOBACCO	0.3	0.44
16	CESS ON COFFEE	1.41	0.72
17	CINE WORKERS WELFARE FUND	6.81	1.73
18	CESS ON OTHER COMMODITIES	2.1	1.91
19	CESS ON FEATURES FILMS	2.12	2.75
20	CESS ON SALT	3.3	4.32

21	OIL POLLUTION CESS	4.25	5.57
22	CESS ON LIMESTONE AND DOLOMITE	30.88	31.72
23	CESS ON IRON ORE	17.20	16.16
24	CESS ON CEMENT	19.03	19.86

ii. From the above, it is apparent that the cost of collection is more than the cess collected.

C) RECOMMENDATIONS

It is proposed that these cesses (listed in the table above) be abolished June 2016.

15. MAXIMUM GOVERNANCE, MINIMUM GOVERNMENT

A) PRESENT CHALLENGE

There are several areas of government functioning that need reform. Some of these have been identified for urgent attention.

- Plan for exit of government from sectors like hotels, air services, travel agency
- Sunset clause to be inserted in every new scheme
- All government departments to list, review, re-engineer their processes and get them independently certified
- Simplified forms preferably one page, to be made available on-line
- It needs to be ensured that information available with Government not be asked again
- Allowing self-declaration in-lieu of affidavits except where mandated by Law
- All GoI refunds to be effected with fixed timelines and subject to interest and penalties
- A portal for harnessing voluntary services to be introduced
- Digitize government records for electronic workflow
- Mandate verification, acceptance by employee
- GIS based Decision Support Systems (DSS) for various applications using space technologies to be introduced
- Third party monitoring of schemes to be conducted on an on-going basis
- Issue SC/ST/Residence Certificate to all eligible by Class 5
- Portability of obtaining rations anywhere in the country
- Portal for sourcing and rating of knowledge resources
- Portability and remote filing of FIR
- 24x7 women helpdesk in each police station
- Recruitment to be done without police verification (Police verification to be undertaken within a period of 6 months.)

B) IMPLEMENTATION STRATEGY

Several issues can be addressed by issuance of Government Orders. In respect of few issues, a greater study need to be undertaken so as to implement the same in a time-bound manner.

The above measures should be implemented by December 2016.

16. POLICE REFORMS

A) PRESENT CHALLENGE

Police reforms have completely run aground. In a quest for a comprehensive enactment to replace the 1861 Indian Police Act, both the Soli Sorabji and the Madhav Menon versions seem to have obscured the essential features, like the establishment of a State Security Commission, bi-partisan selection of top police functionaries, ensuring security of tenure and specific written grounds for premature shifting (e.g. inability to implement the POA Act, failure to curb communal violence etc.) and a district level grievance redressal mechanism that feeds all the statutory and constitutional bodies like Human Right Commission, SC/ST Commission, Women’s Commission etc.

B) RECOMMENDATIONS

We could think of enacting a simple, “bare-bones” Police Act initially applicable only to Central Police Formations or to such UTs as may be feasible. This will set the pace for the States to follow suit. Even without a law, a mere executive adoption of the essential features enunciated earlier for the Central Police Formations will suffice. The position in the states is really in need of a definite purposeful intervention.

17. FOREIGNER REGIONAL REGISTRATION OFFICE (FRRO) REPORTING, WHEREVER NECESSARY, ELECTRONICALLY

A) CHALLENGES

- i. India needs to encourage tourism, including medical tourism in order to earn much needed revenue and also to popularize India as a destination of choice. However, currently, those foreigners who have a visa for more than 180 days or who intend to stay in India for more than 180 days need to register with an FRRO (Foreigners Regional Registration Office) or an FRO (Foreigners Registration Office) within 14 days of arrival. Foreign nationals from a Prior Reference Category (PRC) country like Pakistan, Afghanistan, Sudan, Somalia etc. need to register at FRROs or FROs within 7 days of arrival. Visas for Pakistani nationals are given for each city and they need to register at each place when they arrive at a new city.
- ii. Foreign nationals seeking an extension of the visa, due to ailments, treatment, interest to travel more etc. also need to visit an FRRO or FRO. In case of overstays, the fine has to be paid at these offices and an exit visa has to be taken.
- iii. The above processes require that foreign national to find out the location of the FRRO or FRO and visit there physically, thus requiring extra money, effort and time.

B) RECOMMENDATIONS

It is recommended that an electronic FRRO/FRO registration portal be established, which can be made online for registration subject to certain checks. Government has decided to provide a biometric-based unique registration number (URN) for visa-holding foreigners on the lines of Aadhaar. This can be leveraged to **enable** online registration by foreigners. Fines could also be allowed to be paid on line by credit cards. This data could be fed into the MHA, MEA, our Immigration Bureau as well as our Missions abroad on a real time basis.

C) IMPLEMENTATION STRATEGY

DEITY, in conjunction with MHA and MEA will develop an on line data server portal for transactions and for real time sharing of data with Immigration Bureau between Ministry of External Affairs and our Missions abroad (December 2016).

18. ELECTRONIC PLATFORM FOR VERIFICATION/ ATTESTATION OF DOCUMENTS OF INDIAN CITIZENS ABROAD

A) CHALLENGES

A number of Indian citizens are currently working abroad, and many more will continue to do so in the future. Indian citizens are required to produce documents duly attested and apostilled by the competent authorities in India for this purpose. Hence, they need to get their documents verified and attested at their place of issue/domicile and apostilled at New Delhi Apostille Office. The documents have to be carried physically, which is always a hazard.

B) RECOMMENDATIONS

It is proposed to set up an electronic platform for verification/attestation of documents for Indian citizens working abroad thus cutting down on problems of travel, physical possession and transportation of documents resulting in saving of time, money and effort for Indian nationals working abroad.

C) IMPLEMENTATION STRATEGY:

DEITY in cooperation with Ministry of External Affairs will develop an online e Service portal which can be accessed by all stakeholders who can verify and attest the documents. This database of documents will be made accessible to Indian nationals abroad against a password and verification code. (December 2016).

19. LAST MILE SERVICE DELIVERY - STRENGTHENING URBAN AND RURAL LOCAL BODIES

A) FOCUS AREAS

- Pivots for implementing flagship programmes including Swachh Bharat & MNREGA
- Link increased transfer of Finance Commission funds with time-bound strengthening
 - Transfer of functions and functionaries
 - Strengthen capacity to deliver services
 - Capacity building
- Link Central assistance with filling up cutting-edge posts in Health/Education/Welfare etc. Departments

B) CHALLENGES

- i. Strong and accountable self-government (both ULBs and PRIs) is important for good governance. Between them, they provide a large number of decentralized citizen-centric services.
- ii. Nearly Rs. 2.86 lakh crores are to flow to these bodies mainly to improve decentralized service delivery in terms of the recommendations of the 14th Finance Commission. The challenge is to ensure that such funds properly utilized for the purpose for which they are being given. For this, a major capacity building exercise, developed in close cooperation with the state governments, is an immediate necessity.
- iii. The basic legal architecture exists for the right to information and is functioning reasonably well. Right to services is at present largely confined to some states. The implementation experience is mixed. The 73rd / 74th Constitution Amendments have created a meaningful space for the local government. However, there has been a noticeable slowdown, barring the states with already well-established local administrations in almost all states, in the actual transfer of funds, functions and functionaries to the local bodies.

C) RECOMMENDATIONS

The Ministry of Panchayati Raj / Ministry of Urban Development should be jointly tasked with the responsibility of developing state-wise action plans for capacity building. The Ministry of Panchayati Raj has already started its activities and convinced several states. The position regarding ULBs is less clear. They too, should be covered in a time-bound manner in close collaboration with the state governments. Flow of funds under central assistance should be linked to capacity-building of ULBs/ PRIs under flagship programmes of Gol, and filling up cutting-edge posts in health, education and welfare related departments.

D) IMPLEMENTATION STRATEGY FOR MINISTRY OF PANCHAYATI RAJ & MINISTRY OF URBAN DEVELOPMENT

- i. Detailed discussions with each state government to evolve a credible action plan.

- ii. A possible national-level PRI / ULB meet to generate greater awareness and wider consensus, followed by state-level meetings with PRIs / ULBs to push the agenda further.
- iii. Develop workable linkages with priority sectors programmes like SwachHh Bharat, Namami Gange and Amrut.
- iv. Provide addl. funds to Ministry of Panchayati Raj & Ministry of Urban Development to formulate incentive packages to bring the states on board.
- v. Explore multilateral funding for the institutional strengthening of PRIs / ULBs building on the positive experience of similar World Bank funded projects.

E) IMPLEMENTATION SCHEDULE

- i. Preparation of draft state-wise capacity building plans – Ministry of Panchayati Raj / Ministry of Urban Development – July 2016
- ii. State-level interactions with PRIs / ULBs on above draft – September 2016
- iii. National deliberations on the draft – November 2016
- iv. Final roll-out - December 2016
- v. Provision of incentive funds to the Ministries - April 2016