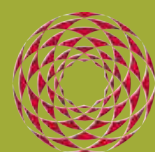




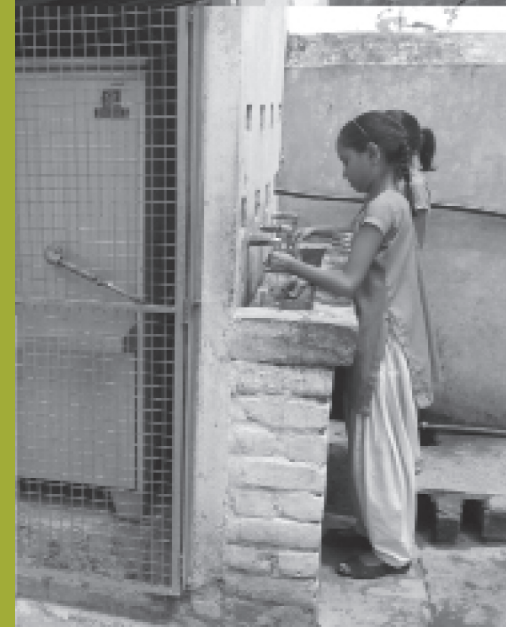
# AN AGENDA FOR CHANGE

THE CHIEF MINISTER'S GOOD GOVERNANCE ASSOCIATES PROGRAMME

A YEAR IN REVIEW 2016-2017



ashoka  
UNIVERSITY



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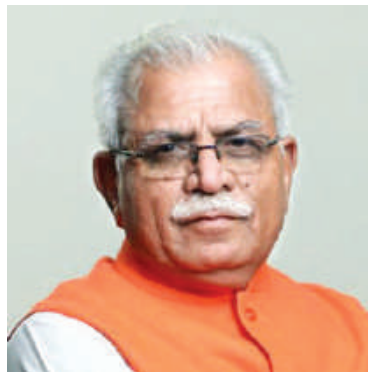
THE CHIEF MINISTER'S GOOD GOVERNANCE ASSOCIATES PROGRAMME

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## *Message from The Chief Minister, Government of Haryana*



In 2014, I took over as Chief Minister of Haryana, with the firm conviction of Haryana's potential to be the most progressive and developed state in the country. We set out to be the forerunners of advancements in agriculture, industrialization, education, gender equality, cleanliness and digital service delivery. Today, as I look at the significant improvements that have been made in Haryana in governance and administration, I feel my faith in the state has been borne out.

When I assumed office, I had envisioned that with a keen eye on the pulse of the people, ours would be a government with a difference, and it is precisely with this thinking that I created the Chief Minister's Good Governance Associates programme. That we have partnered with Ashoka University, one of the country's leading liberal arts universities, situated in Haryana, is a matter of great pride. With their support we were able to bring the programme to life, and recruit 21 bright and energetic young professionals – who are each placed in one of Haryana's districts and who work with the administration to strengthen governance and bring about meaningful change to the delivery of public services. The youthful energy and novel ideas of these young leaders have added a new and fresh dimension to our march towards a progressive Haryana.

In the last year, Haryana has made tremendous strides towards development. Our urban areas have been declared open defecation free, our sex ratio is steadily inching towards the 950 mark, and our digital initiatives have been recognized across the country. This would not have been possible without the tireless efforts put in by our visionary and hardworking deputy commissioners and their teams. They have implemented pioneering and innovative projects with unbelievable speed and success. It makes me happy to know that CMGGAs have supported these projects, in a variety of ways, from enhancing their reach, to monitoring implementation and documenting them as best practices. Watching them work over the last year, I am reminded of the dedication and passion to public service that I had in my youth, and that has carried me forth till today.

Today, a year and a half after the programme began, I am glad to say that the positive results of my original vision are visible in the many changes and excellent initiatives that you see around you in Haryana. This publication celebrates the remarkable achievements of the first year of the CMGGA programme and encapsulates their learnings. We hope it will inspire other projects of this nature elsewhere in the country. As for Haryana, I am assured that the expertise and resources for the pioneering ideas presented in this book already exist within our state machinery. By replicating these ideas in new places, we can build a collective movement of positive change for making a better Haryana and a better India.

Jai Hind!

*- Manohar Lal*

## *Message from Additional Principal Secretary to Chief Minister, Government of Haryana*



It is hard to believe it has been more than two years since the Chief Minister first mooted the idea of a programme that is today the Chief Minister's Good Governance Associates programme. It is against many odds that we were able to bring this programme together, and have been lucky in this enterprise in many respects. We have the unstinting support of the Chief Minister, without whom this programme would not have made the rapid progress it has. We are also lucky to have Ashoka University as knowledge and academic partner in this exercise. Together we have demonstrated what a partnership of shared values and commitment to good governance, has been able to achieve.

Looking back at the first year of the CMGGA we can see the ways in which the associates have contributed to improving governance in Haryana. They have worked with over 20 departments and supported the district administrations with the roll out of over 40 pilot projects. Together, we have set in place Standard Operating Procedures for our licensing and vehicle authorities; We have made Haryana Open Defecation Free; we have re-designed the CM window, a grievance redressal window where citizen's complaints go directly to the CM's office. We have digitised many other aspects of governance, putting in place a range of online portals that citizens can access. And these are only a few of the initiatives.

Having served the state of Haryana for nearly two decades, it gives me immense pride to see how Deputy Commissioners and other administrative officers in each of Haryana's districts have opened up their offices and their hearts to this group of young people who came in to help them, to bring new energy to governance in the state, to be its citizen facing face, and to transform the nature of citizen-government interactions. Across the state, important new initiatives were led by Deputy Commissioners who were ably assisted by the associates. In turn, the continuing mentorship provided by the Deputy Commissioners to the associates, enabled them to perform their tasks well and efficiently.

Haryana has today set an example to the rest of our great country of the importance of good governance, of the contributions the young can make, and of the fruitful ways in which new kinds of partnerships can be created. I am confident that in the years to come this programme will go from strength to strength.

*- Dr. Rakesh Gupta*

*Message from  
Pro-Vice Chancellor,  
Ashoka University*



Two years ago we embarked on a unique experiment: a collaboration with the Government of Haryana to put in place a programme called the Chief Minister's Good Governance Associates programme. Twenty one associates were selected through an open application process and through rigorous face to face interviews. The selected associates were then placed in the 22 districts of Haryana, the state that is home to our university. Their task was to be the face of the government in terms of some specific programmes, to inject new energy into the system and to bring a perspective of someone who was both inside the system, as well as a little outside of it. We saw this intervention both as a learning opportunity for this person, and as something that was totally in line with the University's commitment to public service, to give something back to the society of which we are a part.

Today, as we complete two years of CMGGA, I am delighted to say that the achievements of this private public collaboration have been truly exceptional. Each of our associates has worked on an intensive, and hectic programme implementing some key schemes of the government, doing research and coming up with ideas for creative pilot programmes and helping their partners in administration in a variety of ways.

In every place where the associates have been placed, the administrative officers, their deputy commissioners and others have offered them unstinted support, making this programme the envy of other states in the country and proving the state of Haryana to be truly original and innovative in taking up this experiment. In the years to come, I have no doubt the CMGGA will grow from strength to strength, as will our unique partnership.

*- Vineet Gupta*



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# *The Beginings*

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The Chief Minister's Good Governance Associate (CMGGA) programme began as a small idea in a conversation. Within a few weeks, what started as a discussion between the Chief Minister of Haryana and his officers, had been translated into a partnership between the Government of Haryana and Ashoka University. A Memorandum of Understanding followed, and within a short time, a team was assembled, the idea was given concrete shape, a structure worked out, a timeline developed, and implementation of what was to become a unique example of a public-academic partnership, began to unfold. Today, the programme has completed a full year, and has embarked on its second. This book tells its story and maps its progress.

## *Background: How it All Began*

The year was 2015. At one of his regular review meetings the CM mentioned the urgent need for ground level data on the challenges of implementing various schemes and services. This, he felt, would help the Haryana government to plan better with more research in terms of quantity as well as the qualitative aspects. He asked if there was a way to do in-depth on-ground assessment for all the government departments and

suggested that the officers should think more about this requirement and develop a concept, a way of connecting the state government to the district administrations and ultimately to the people. This was the germ of the idea that eventually led to the creation of CMGGA - a mechanism by which the CM has been able to engage passionate youth with out of the box thinking, and get on-ground data and direct feedback from citizens themselves.

The team examined existing programmes (see below). All of these were interesting, but the Chief Minister wanted something different, something that would deliver meaningful change at the district level, and in conjunction with an academic partner. His idea was to have a programme that would not be focused on a single sector or department (as for example the Gandhi fellowship is) and one that would include all the districts of the state, not only those that were lagging behind. He felt funds could be located through CSR or by working with an academic partner. It was best, the CM decided, that such a programme be independent of existing systems within the administration. With this in mind, he asked that a concept note be created.

The first step towards putting the new programme in place was to see if there were other similar initiatives and if something could be learned from them. The following programmes were identified:

- *The Prime Minister's Rural Development Fellowship (PMRDF): The Prime Minister's Rural Development Fellowship was run by the Ministry of Rural Development in collaboration with state governments and with the Tata Institute for Social Sciences as a knowledge partner. (This model of including an academic institution was something that the CMGGA programme also followed) Its focus is on poverty reduction and on improving the lives of people in backward and isolated regions of India.*
- *The Legislative Assistant to Member of Parliament (LAMP): A programme run by Parliamentary Research Services (PRS). The Legislative Assistant to Member of Parliament (LAMP) is a programme in which young people work full time with a Member of Parliament and provide research inputs for the work of parliamentarians.*
- *The Gujarat Chief Minister's Fellowship Programme: The Gujarat Chief Minister's Fellowship Programme focused on priority areas of the government such as mitigation of poverty and creating livelihood opportunities.*
- *The Gandhi Fellowship: The Gandhi Fellowship is a two-year fellowship that works to develop a cadre of young leaders by exposing them to the complexities of bringing change in our education system. It focuses on the personal transformation of fellows through immersive engagement with social concerns.*

Dr. Rakesh Gupta, Additional Principal Secretary to the Chief Minister, describes how the partnership with Ashoka came about. 'In 2016, around the middle of January, the CM and I were travelling to Delhi on the Shatabdi Express and we discussed this idea. The CM talked about the need to find independent funding and locate the right knowledge partner and Ashoka's name came up. He suggested I talk to them and I made a phone call to the Pro-Vice Chancellor, Vineet Gupta, and the idea instantly clicked, and within days, we had the draft of a concept note. And from then on, it was all systems go.'

The idea to create a fellowship and place young professionals in each of the state's districts grew.

Haryana, at the time had 21 districts: what if one young professional was placed in each district and was involved in working with the local team on some specific programmes? The plan envisaged this intervention both as a learning opportunity for this young professional, and as induction of new energy into interactions between the government and citizens. Wide-ranging discussions took place within the offices of the Chief Minister about what such a programme could be called, how the district-based professionals could be described. A fellowship was identified with students, but the proposed recruits would not be students, they would be more than that. They would, in fact, be the CM's special 'sahayogis', working at his behest at the district level, implementing good governance.

Vineet Gupta, Pro-Vice Chancellor at Ashoka University, adds why they were excited to be a part of this initiative. 'The University's first commitment is to public service. Indeed, this was the basis on which it was founded: yes, our focus was on excellence in education, but as founders we were also clear that we wanted every graduate from Ashoka to come out of the University with a real commitment to public service and with a sense of wanting to give back to society. Programmes such as the Young India Fellowship, for example, were planned to make students sensitive and responsive to the environment they live in, make them understand their country a little better, and hopefully inspire them to reflect on what they are doing, and for all of this to inspire a commitment to public service.'

Dr. Gupta's discussion of the CM's desire for a partnership resonated well with the management and board at Ashoka and the Board of Trustees discussed it in detail. The idea was very much in line with what the University was committed to and also something that would allow the University to connect with the state in which it operated and make a difference to its development and to engage, in a very real way, with its government.

But although the ideas were very much in sync, there were also some concerns. These related mostly to working styles. For Ashoka, working with government would be a new experience. What if they were not able to deliver on their commitments? How would the two organizations bring together their working styles – the one, a privately owned institution, the other a state institution with very well defined lines of hierarchy and decision making? Despite these cautions and questions, there was also considerable excitement at the possibility

of doing something that, if well done, could prove to be meaningful, and contribute to the University's wider commitment to public service.

After the discussions, a team from Ashoka travelled to Chandigarh to meet the CM to discuss the programme in greater detail. Here, the excitement communicated itself to both parties: Ashoka was keen to have the CM on board because they felt that unless there was a strong commitment from him, the programme would not work. For his part, the CM was more than willing to make such a commitment and he suggested that the Founder's Day meeting would be the ideal occasion to announce the partnership. Shortly after, the idea was presented to the Governing Body at Ashoka and their support was secured for the University to be the funding and academic partner. The MOU was prepared, the 31st of January was fixed as the start date and the process began.

### *The Process*

The first step was to put a programme management team in place. A small, experienced group of people, comprising of representatives from the Chief Minister's office and from Ashoka, was created, with each member bringing a different set of skills and a considerable amount of experience with them.

Once in place, the team first addressed the question of a start date for the programme and worked back from that to create a timeline for all the steps that needed to be completed by then. The programme was to commence on the 1st of July 2016 and it was agreed that by then, the first cohort should be in place. The

idea was to send out a call for applications and then give the selected applicants enough time to resign from their jobs if need be, or to complete courses they may be involved in.

Before the call could actually go out, however, another important step had to be completed. This was to find a name for the programme. How would the applicants be perceived, what should they be called—fellows or associates? Should the CM's name figure in the title of the programme, what kind of logo would there be, what would the tag line be and so on. After discussion it was agreed that the programme's title should feature the post of the CM as the associates would have direct access to the CM so that they could provide him feedback on the various schemes and initiatives they would work on. A tagline: For a Progressive Haryana, became part of the logo that was created for the programme.

In discussions that also closely involved the Haryana government, the programme team developed some criteria for selecting the kind of person they felt would be suited to the CMGGA programme, what kind of skill-sets he/she should have, what age group they should be from and so on. The following criteria were agreed on to upon:

- Applicants would be below 30 years of age, ideally between 22 and 30.
- They should be young individuals with work experience and some professional skills.
- They should be post graduates or undergraduates with at least a year of work experience.

### *Selecting the Associates*

Once the criteria for selection were agreed upon, a three part recruitment process was set in place. An online application procedure was developed and candidates applying were asked to submit a CV and respond to a number of basic questions about the candidate's capability for dealing with certain kinds of situations. This was the first round, and once these applications had been scrutinized, a shortlist was announced.

The second round comprised a telephonic interview with the shortlisted candidates. This was conducted by experienced industry and academic professionals. Included in the interview was a sample case study, prepared by Ashoka, and presented to the applicant by the interviewer. Applicants were asked to respond to and discuss the case study, typically consisting of

*The idea was to focus on governance, and it was best, therefore, that such a programme, be independent of existing systems within the administration.*

a particular situation, requiring a decision or action to be taken. A second shortlist was prepared after these interviews.

The final round in the recruitment process was an in-person interview with a two-person panel, a government officer of senior rank and a senior person from the private sector.

From beginning to end, the entire selection process was kept neutral and objective with the programme team developing detailed rubrics for scoring skills, which were shared with interviewers. For candidates who had questions, there was a helpline they could call and on the day of the interview, the programme team was available to talk to the candidates and help them as needed.

While all these processes were set in place, the thinking that went into them had not been entirely anxiety-free. The team was concerned that they needed to make the programme known widely. The challenge was how to spread the word, and how to explain what the programme was really about. As the idea was so new, would the potential applicants be able to grasp it? In the end, a comprehensive dissemination plan was prepared: the team identified about 30 groups and organizations involved in development work and sent information to them. Information was also disseminated through the Haryana government to vice chancellors of universities across the country. A seminar and information workshop was organized in Delhi to which

the media were invited so they could publicize the programme. The official websites of the Haryana government were leveraged. The Chief Minister's Twitter and Facebook accounts were used and a Twitter handle was created for the programme, and it was tagged to other websites. All of this had the desired result and the University received a staggering 1479 applications for 21 posts!

The team also grappled with other questions: how would they deal with issues relating to the safety of young women. How would young associates, perhaps stepping out of their homes for the first time, manage to live alone in unfamiliar places? Equally concerned that his associates feel both secure and safe, the CM stepped in to allay these concerns. With his personal intervention and commitment, the stage was set for the programme to be launched.

Following the CM's lead, the Haryana government gave the programme its full support and with this confidence, Ashoka University went ahead and put in place the Chief Ministers Good Governance Associates programme. The positive thing that kept the programme plans on track throughout was that it had the full support of the Haryana government and with this confidence, Ashoka and Haryana government went ahead and launched the Chief Minister's Good Governance Associates programme.









# *Giving Shape to an Idea*

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The mandate from the government was broad and open ended but it was also specific. In general terms, the idea was to have young professionals mapped to the districts of the state and then have them work to provide good governance. More specifically, the young people were required to be the eyes and ears of the Chief Minister, to carry forward his flagship programmes and to work towards:

- Increasing Efficiency in administration;
- Reducing corruption and bringing in transparency;
- Improving service delivery;

How could these general and specific principles be given a proper shape and a structure and what sort of deliverables could be built in? An open-ended mandate was both exciting and worrying. The team began by asking themselves what it was that the government wanted, and how they could leverage the programme to drive good governance in the state. Being an educational institution, Ashoka also wanted to include an element of leadership development, and in discussions, the team came up with the following possibilities which were to become central to the programme:

- Work Modules: Implementation and monitoring of centre and state flagship programmes and key department services;
- Pilots: New initiatives in the district;
- Supporting the DC: Assisting the Deputy Commissioner and the district administration with their priorities
- Department Diagnostics: Each associate would be mapped to one or more departments and would work on department specific diagnostics through the year

It was also decided that each associate would be mapped to a district, keeping several factors in mind, and that they would work directly out of the mini secretariat in close coordination with the Deputy Commissioner. A close collaboration between the DC and the associate was seen as essential to the success of the programme, and therefore inputs and suggestions from the DCs were invaluable in structuring the programme and ensuring that the associates could, in turn, add value to the work of the district administration.

The DCs were asked by the CM to provide inputs into

how the collaboration could work successfully. For their part, while they were in the process of creating the design, the Ashoka team attended the quarterly divisional meetings that were held in the state and discussed their plans with the DCs, and the administration, and took their feedback on board.

The next step was to put in place an orientation programme for the selected candidates. A 15-day orientation was designed which included lectures, talks, discussions, workshops, immersive trainings and what was called a 'field sprint' – a three day stint where the trainee associate was sent to the district, asked to address a problem that has been posed to him or her and return to the orientation and talk about this. The orientation was consciously kept very practical as the assumption was that the associates would need to work in the field immediately as they finished and they needed to have practical knowledge rather than theoretical wisdom. People who came to speak to them (for example police officers, administrative heads, bureaucrats) included those who had years of experience of working on the ground and who were able to explain how the system worked. Among those

who attended and provided valuable insights were:

Mr M.C. Gupta (retired IAS)  
Mrs. Navjot Sandhu (IAS 1984)  
Mr Vijal Vardhan (IAS 1985)  
Mrs. Suprabha Dahiya (IAS 1994)  
Mr. Vijayedra Kumar (IAS 1995)  
Mr. Vikas Gupta (IAS 2001)  
Mr. Nitin Yadav (IAS 2000)  
Mr. A. Sreenivas (IAS 2004)  
Mr. Vivek Atray (IAS 2005)  
Dr. J. Ganesan (IAS 2006)  
Mr. Anil Kumar Rao (IPS 1994)  
Mr. Ashwin Shenvi (IPS 2006)

Officers on Special Duty (OSD)  
Mr. Neeraj Daftuar  
Mr Bhupeshwar Dayal

Other Experts  
Dr. Sudhakar Varanasi (108 Emergency)

Once the orientation was complete, the associates were ready to go to the field. For the programme team,

*A great deal of background work went into the making of the work modules, in order for the associates to have a well conceptualised plan to work on.*

however, it was important to ensure that once there, they did not feel alone - many of them were young and would be living away from their families for the first time - and that they had a sense of belonging to a community. Ensuring that associates remained in contact with each other was therefore a priority. The team developed a Field and Forum approach. Every six weeks all associates come together at Ashoka to share their learnings, discuss collaborations, explore new work. This is called the Forum: a week spent together in both formal and informal meetings, so six weeks in the field and one in the forum. In addition, the associates formed a WhatsApp group that was moderated by the CM's office and which helped them remain in contact and share ideas and experiences. A close hand holding operation was worked out, which would be on an ongoing basis. Each associate was assigned one person from the programme team, a 'team buddy', who was in constant touch with him or her, more or less every day. Work related calls were built into the programme, with a structured conference call once a week.

### *The Overall Work Plan*

Thinking on the work plan for the associates began with the CM giving the broad contours of the plan which the programme team then worked on and fleshed out. Even as the orientation programme was being planned, key strategies were being put together for the work plan. The team was clear that there were three pillars along which they needed to work:

- Implementing the work plans;
- Making structural changes through the work;
- Working to plot the scaling up of successful initiatives.

All of this, along with a structured work plan for the associates, had to be put in place months in advance. It was decided to create work modules along these three lines, to assess how these would play out over the year, what the impact cycle would be. The idea would be to create a module for a structured piece of work that would comprise:

- On ground research (for example shadowing citizens, gaining insights into what they needed);
- Identifying challenges and making appropriate recommendations to address these;
- Implementing solutions.

A great deal of background work went into the making of the work modules, in order for the associates to have a well conceptualised plan to work on. Module preparation involved picking up a problem statement interacting with the government department that deals with it, trying to understand the issues behind it, and then spending time in two or three districts in order to understand the issues on the ground and how these could be addressed. The idea was to interact with both the State and its citizens. The inputs received allowed the team to create a module, which was then taken back to the department for final tweaking and then it would be ready for implementation. Around seven modules were thus readied by the time the orientation began. 'We wanted,' said a team member, 'that the associates should hit the ground running.' The plan was then approved by the CM and with his constant guidance and regular reviews, it could now go ahead.

Once work began, associates were required to monitor its progress, and to bring back any feedback so that a follow up work module could be created

that would take on board citizen responses and requirements. The associates were required to do everything: shadow citizens who were accessing state and district services, analyse the data gathered, put forward the findings. These would then be discussed with the Deputy Commissioners in the districts and with each other and the programme team at the Forum, before being synthesized and presented to the Chief Minister. He would then take some broad decisions, on the basis of which further implementation would follow.

The team divided the entire year into four quarters, creating midpoint and endpoint forums. The associates would begin with a three-month module, then take up the next one and as they moved forward, they would continue to implement the old one alongside the new one and the two run in tandem, rather like a relay.

Consistent backend support was essential to the programme. The programme team ensured this by being there for the associates at all times and by keeping the design of the work modules open to revision and tweaking in response to on-ground feedback. Such rethinking or alteration would be done in Chandigarh after the modules had been reviewed during the Forum meetings.

The module on transport citizen services is a case in point. Its beginnings lay in the on-ground work that helped identify the issues that needed to be addressed. These were brought to the attention of the CM and he agreed that a number of Standard Operating Procedures needed to be put in place to make the experience of acquiring licenses etc., more smooth and efficient. These recommendations were then incorporated into the module. Incorporating the

recommendations, however, meant putting in place other steps such as issuing government orders and notifications, making software changes, putting in place legislative changes, and then discussing and securing commitments. The back and forth discussions between various officials and the CM's office and the DCs eventually resulted in the working out of a consolidated plan of action which the associates then worked with.

### *The Pilots*

A second aspect of the associates' very full workload was the two pilots that each one was required to do. While the work modules were created by the programme team and often related to programmes that were important at both the State and Central levels, the pilots were initiatives that associates had to conceptualize and implement along with their respective Deputy Commissioners. Pilots were opportunities to try innovative projects in their districts which, if proven successful, could be scaled up across the state. Some basic guidelines were provided but by and large for the pilots the associates had to come up with ideas in collaboration with the DCs, and create a detailed implementation plans.

To keep track of everything the programme team created a schedule of submissions for the associates where they had to map and report progress and problems regularly. At the divisional level, feedback was built in, the whole year was mapped out with regular meetings, workshops, presentations at every level. And this process was also kept open, to build into it other forms of monitoring and mapping progress or otherwise as and when they came up.

*In sum, as each associate arrived in the district assigned to them and took up responsibility, the first step was to identify and understand the issues and problems they were to address. This was the focus of the first quarter of their year.*

In Quarter 2, associates worked on ideating and refining possible solutions.

In Quarter 3 they worked closely with the district administration to implement the solutions.

In Quarter 4 they assessed the solutions and discussed how they could be scaled up for the future.

However, the work itself does not always fall into such neat divisions. Work modules may spill over and overlap with interesting pilots, pilots may feed back into work modules, a diagnostic may be in sync with a pilot or a work module as may a project of the DC. What is certain is that these four areas or work ensure that the associates are kept busy and that work goes on at a hectic pace. A packed timetable of meetings, report submissions, conference calls, discussion forums, networking and other professional commitments ensures that the associates' agenda is full to overflowing.









# *The Work Modules*

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The work modules the associates worked on in 2016 were:

**1. Beti Bachao Beti Padhao:** The Beti Bachao, Beti Padhao campaign is of special relevance to the state of Haryana, as it was launched in Panipat by the Prime Minister of India in 2015. This work piece focused on identifying villages with low sex ratio and understanding the reasons for its prevalence. Associates conducted field visits to the identified villages, and mapped service gaps between the government and the citizenry at anganwadi centres, primary health centres, and government schools. This module was undertaken in close coordination with the Director of Beti Bachao Beti Padhao (B3P) and his team at Post Graduate Institute of Medical Sciences (PGIMS), Rohtak.

**2. Swachh Bharat Mission (SBM):** The Swachh Bharat Mission is a central government programme, also functioning in Haryana. This work piece aimed to assess the ground realities and verify villages that had been declared Open Defecation Free (ODF) through unannounced visits. Associates also worked on developing Urban ODF and SBM strategies and implementation plans with the district administrations and municipal corporations of their respective districts.

**3. Atal Seva Kendra (ASK):** An Atal Seva Kendra (formerly known as a CSC or Common Services Centre) is multiple-services-single-point model for providing government services to citizens at locations other than government offices. Recognizing the difficulty citizens may have to access government services, the state set up a structure called the Common Services Centre. This work module aimed at identifying reasons that make ASKs an unviable business model and fixing the issues identified through necessary interventions.

**4. The CM Window:** CM Window is the Chief Minister's flagship programme. It is a grievance redressal system established by the current CM of Haryana. Citizens are encouraged to submit their complaints online and these are then seen directly by a team based in the CM's office. A mechanism for classifying, monitoring and responding to complaints is in place and the citizen can track the progress of their requests. This work module focused on institutionalizing a regular review mechanism of grievances at the district level so that citizens may receive speedy and quality redressal. The CM Window work module continued throughout the year, incorporating modifications suggested by the CM's office as well as from the ground level feedback through the CMGGAs.

**5. Mhara Gaon, Jagmag Gaon:** This work module aimed to catalyze the state's vision of providing 24x7 power to all, by diagnosing issues in the on-ground functioning of electricity and by encouraging citizen interaction with the department. The focus of this module has been to bring visibility to aggregate technical and commercial losses and to monitor the quality of work happening under the Mhara Gaon Jagmag Gaon scheme and the indexing of feeders through fortnightly review meetings at the ground level.

**6. Gram Sachivalaya:** Gram Sachivalays, or village secretariates, bring together gram panchayat and village level functionaries of all departments under one roof. This ensures better functioning, coordination, efficiency, transparency and accountability in the working of the gram panchayat. The Gram Sachivalay work module intended to create proof points of excellence in every district. Two Gram Sachivalays were chosen in each district, to be worked upon so as to create successful models, to be scaled up by replication.

**7. Quality Improvement Programme (QIP):** The Quality Improvement Programme was conceptualized in late 2013 with the intention of improving the quality of education delivered in government schools in Haryana. This work module intended to fill in a critical gap that hampers programme implementation with regular and rigorous review of the three components of QIP – the Academic Monitoring System (AMS), the Learning Enhancement Program (LEP) and the Monthly Assessment Tests (MAT), by the Deputy Commissioner (DC) with each district and block officer of the education department.

**8. Registering and Licensing Authority (RLA):** This work module aimed at making sustainable and feasible recommendations to optimize the process and fee structures provided by registration and licensing authorities in order to increase efficiency and transparency in the functioning of the Regional Transport Authority Office and the Sub-Divisional Magistrate's (SDM) office. The idea was to ensure uniformity in fees paid for various services across the state and to see that citizens seeking these services have a hassle free experience.

**9. Police:** This work module intended to understand and improve the functioning of the police. The overall police module was designed to achieve three objectives – revolutionize the operations of police control rooms, create visibility on the status of complaints and FIRs and improve the delivery of citizen services at the police station by studying issues faced by a complainant during filing an FIR, investigation and post- investigation.

In the following chapters we bring you some of the work modules that have had a statewide impact.











# *Statewide Success:*

## *The Story of the Road Transport and Licensing Authority*

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If there is one thing all associates are agreed upon it is that Haryana has succeeded in standardizing and streamlining one of the most highly demanded services, that of vehicle registration and the issuing of driving licences. This story of statewide success is one of a clearly thought out vision, solid on the ground research, collaboration between the department, the administration and the associates and total support from the office of the CM. Here's how it happened.

During the first quarter of the programme, associates were tasked with understanding the citizen experience of availing vehicle registration and driving license services. Was it clear to citizens accessing the services exactly what they had to do? Did they know exactly what

documents they needed, how much they had to pay? How many times did they have to visit the e-disha kendra or the SDM office, where these services were provided? How many steps did it take once they were there? Who did they have to interact with to avail the services? How long did it ultimately take for them to receive their required documents? This was essential information the associates would need in order to be able to begin thinking of how to improve citizen experiences of these services. But before they could start collecting the information, they needed to be aware of the legal framework under which they would be working. The work module prepared by the programme team, laid this out clearly.

*There are 21 RTAs (one in each district in the state of Haryana) and 71 RLAs, one for each sub-divisions in the state. In sub-divisions that are also district headquarters, the government had initiated a citizen interface called the e-Disha Kendra in 2006, a centre where these services would be provided.*

*The Transport Department, Haryana, established under Section 213 of the Motor Vehicles Act, 1988, implements the provision of the Motor Vehicles Act, 1988. The vision of the Department is to create conditions for a safe, efficient, economical, seamless and environment friendly transport system for the mobility of people and goods within the state. Under the Transport Department there are two divisions – Regulatory Wing headed by the Transport Commissioner and Haryana Roadways headed by Director General State Transport.*

*The vehicle registering and licensing authority in any district lies with either the Regional Transport Authority /Office (RTA) or at the Sub-Divisional Magistrate (SDM) office. It is a regulatory body that provides government to citizen (G2C) services, that can broadly be classified into commercial and non-commercial services. Commercial services are those given to vehicles and persons who are into commercial use of transport (taxis, buses etc.). Non-commercial services are those given to vehicles and persons who are into personal use of transport (bikes, cars etc). This is done by the Sub-Divisional Magistrate's office (SDM) referred to in this context as the RLA or the Registration and Licensing Authority. There are 21 RTAs (one in each district in the state of Haryana) and 71 RLAs, one for each sub-divisions in the state. In sub-divisions that are also district headquarters, the government had initiated a citizen interface called the e-Disha Kendra in 2006, a centre where these services are provided. In non-headquarter sub-divisions the citizen interface was the SDM's office.*

The nine services that were identified were:

1. Learner's License (LL)
2. Driver's License (DL)
3. Renewal of DL
4. Duplicate DL
5. Addition of Class to DL
6. Registration of Vehicle
7. Transfer of Ownership
8. No-Objection Certificate (NOC)
9. Duplicate Registration Certificate

While these were the services that were identified, there are a number of other services too that were being provided, but the initial focus was on these.

In order to understand how the system functioned on the ground, and how citizens experienced it, Associates were given some guidelines and asked to undertake a two-fold task: mapping the end-to-end processes for five of the above services, and shadowing 20 customers, two for each of the five services to see how they were able to access the services. These five services (listed below) were those with the highest footfall:

1. Driving Licence (DL)
2. Registration of Vehicle
3. Transfer of Ownership
4. No Objection Certificate (NOC)
5. Duplicate Registration Certificate



For each of the above five services, associates were asked to shadow two customers end-to-end and map the real life service delivery process. They were to make a note of the number of visits a citizen had to make to the e-disha or the SDM office, the steps involved in each visit, the time taken for each step, the documents required and the fees paid.

After this work began on the ground. Findings from all the districts were collected. Over the course of just a few weeks, the Associates had covered significant ground.

205 citizens were shadowed  
113 officials were contacted  
26 e-Disha centres were visited  
5 high footfall services were looked at

And here is what they found:

- Across the districts there was no uniformity in fees, formats and processes
- No Standard Operating Procedures or checklist for officials conducting tests
- Overall the processes were complex and cumbersome and citizens were put through considerable discomfort.

These were the general findings, more specifically they noted:

- In many places all services were running through agents and bribes had to be paid for everything. In Jhajjar, for example, citizens paid up to Rs. 3000/-

for a tout to help with the application process. In Ambala agents would collect tokens at the start of the day which they would then sell to citizens. In some instances, licenses were delivered to agents and not to the citizen

- In many places department officials were acting as agents and keeping e-Disha counters open after working hours. In Bhiwani it was observed that, relatives of operators were found running the e-Disha centres
- Application files (which contained all papers submitted by citizens) were handled differently across districts as well. In Panchkula the counter where applications forms were sold, had to be closed due to an allegation of corruption, and has since not reopened. In Mahendragarh application files were being submitted behind the counter, through agents and in Bhiwani files were given codes to indicate which agent they had come through.
- In several districts it was noticed that the SDM's login details, to the portal through which licenses and registration certificates were approved, was shared with data operators sitting behind the counters accepting application files.
- Sarathi 4, an online service recently introduced at e-Disha centres was creating considerable confusion; In Kaithal citizens had to wait from 11 in the morning to 7 in the evening because the network was not very reliable. Also citizens were not accustomed to signing on a digital pad, so the operator was forced

to insert signatures using a mouse pad; In Gurgaon 50 per cent of the work had to be performed manually because of internet connectivity problems.

- Associates found that there were multiple fees that were paid and collected in cash. In Faridabad citizens had to pay three times, once for the form, once for the government fee and once for the DITS fee. In Kaithal clerks would take home the money collected and deposit it at the end of the week, which leaves room for agents to come in. In Nuh extra charges were being levied in the name of Bal Bhavan.

These and other findings led to a round of discussions. Led by APSCM Dr. Gupta, these discussions included State Transport Commissioner (STC), the Additional Transport Commissioner (ATC), the NIC team supporting the transport department as well as select SDMs, District Informatics Officers (DIOs) and CMGGAs. It was clear that action had to be taken on many fronts. Immediately the DCs took the lead on this initiative, and with regular guidance and review by the CM, it went ahead. The first priority was to make the experience a painless one for citizens. This meant standardizing the services and procedures the citizen had to go through. It also meant levying a uniform fee structure across the state for all services. None of this was going to be easy. While citizens would appreciate the services, the agents, who had been gaining money and petty power from routing all applications through them, would not be happy about the proposed changes. Connectivity issues would also have to be solved so that citizens were not inconvenienced.

It was time now for stage two of the process. The first part of the work module had identified the issues that needed to be addressed. Now, in the second part, the

associates were once again guided by the programme team at Ashoka. Based on inputs from the CM, the department and field officials, it was decided to solve all the issues through the implementation of standard operating procedures or SOPs throughout the state, along with standardized fee structures. Findings from mapping five services, led to the creation of SOPs for 10 key services. These were developed in close coordination with officials from the transport department. Charged up with how the SOPs would transform the delivery of transport services to citizens, the department also developed SOPs for commercial registration and licensing services provided at the RTA. Once ready they were uploaded to the department's website for easy access to all. They were also emailed to the SDMs and RTAs.

Included in the SOPs were support systems such as the setting up of facilitation desks, ensuring that the application forms were centralized, that there were standard procedures for driving tests and that internet connectivity was improved. The associates were now charged with the responsibility of working with the administration to see that the SOPs were successfully implemented across the state, and that once implemented they were sustained and adhered to. So their work was divided into two parts:

## *PART 1*

The steps to be taken to ensure preparation for implementation of the SOPs under Part 1 of the module were

1. Facilitating an initial meeting with DC, SDMs and

RTAs to prepare a detailed day-wise implementation and monitoring plan for the district. A draft plan was prepared by the programme team and shared with all associates. Associates were expected to update the progress on the plans on a collaborative Google Sheet, where it could be easily tracked.

2. Following up on a daily basis with SDMs and RTAs on each work item and updating the Google Sheet with the status of each, by highlighting the relevant cell in the Google Sheet as:
  - a. Green – Completed
  - b. Red – Delayed
3. Facilitating a weekly review meeting of SDMs and RTAs with the DC to review the progress on implementation of the plan. The decisions taken were captured and recorded in the original implementation plan created.

## *PART 2*

The steps to be taken to ensure effective implementation of the SOPs under Part 2 of the module were

1. Visits to the SDM offices twice a week at random to shadow two citizens for any service in every visit to understand the practical steps of the procedures. Associates were asked to ensure that all services were covered during the course of the module. Observations were captured in a format created by the programme team, titled, 'SOP Visit'.
2. Facilitating a weekly meeting between the concerned SDM and RLA staff based on the observations made during their visits. Decisions made during the meeting were captured in the format mentioned in point 1.

3. Facilitating a monthly meeting between DCs and SDMs based on the observations made over the course of the month through their visits. Decisions made during the meeting were captured in the format mentioned in point 1. These were then followed up to ensure compliance.

The SOPs took many things into account. One of the key recommendations was to reduce the time and number of visits citizens had to make to avail of these services. The chart below shows the number of visits normally made, the number suggested by the SOPs and the reduction in time spent for the citizen.

This was definitely an improvement on the earlier process. In the words of the associate Surekha, 'In e-Disha centres in Gurugram we receive almost 200 applications for RC and 250 for DL, as compared to other districts where it is 50 or 20. Initially, the e-disha centre was working in a small place which was not sufficient; citizens had to roam around a lot from one place to another to get their RC and DL made. The process was quite cumbersome: first you had to give an application form, then there would be the fee slip, then you had to have a photo clicked at the centre, then your signature was taken and then you did a test. There were different counters at different places and they were not well organized. Now things have changed, and the feedback shows that operators also realize and appreciate the change. The process is streamlined, everything is in one place. The system is both transparent and systematic.'

And in the words of the associate Anul, 'Earlier there were agents who used to charge for the file cover as well as other facilities, but now we have the Standard

Visits Required	Driving License	Non Vehicle Registration	Transfer of Ownership	Relocation to Haryana	Duplicate Registration
Current Process	5	3	3	3	3
Suggested SOP	3	1	1	1	2
Reduction	40%	66%	66%	66%	33%

Operating Procedure to make the e-Disha uniform across the district. There are three to four steps to get your certificate made, as compared to earlier where there were six or seven and earlier people would take two or three days to get their work done but now all it takes is one day.’

Pranav from Sonipat had this to say: ‘In Sonipat the SOPs have led to a considerable improvement in service delivery. While a lot of procedures will need streamlining a facilitation desk has been set up and this has reduced dependence on agents to register for these services.’

Palak from Rohtak adds: ‘For many years, citizens had been buying application files from outside agents, getting the files made with forms that had to be filled manually...the issue was that this process was not streamlined in terms of documents and fees, what we have done is to streamline this procedure and formulate steps for every step of citizen involvement in availing these services so that they do not rely on agents.’

And this is Shikha from Karnal:  
‘The e-Disha centre at the mini secretariat was bustling with citizens submitting forms to benefit from services such as obtaining driving licences, vehicle registration and other transport services. Standard operating

procedures for delivery of all these services along with a single window standardized payment system have been set up. The cost of these services has also been standardized in all districts and all service costs are displayed at the centres to eliminate corruption. This has let to a substantial decrease in the amount of money citizens spend to obtain licenses and registrations for their ‘vehicles’.

It is one thing to make a change, and to implement it, but quite another for people to be informed that such changes exist. In order to do this, the Haryana government has put up banners and publicity material at existing e-Disha centres, they’ve put in place a seating arrangement for people. In the words of an applicant accessing the service: ‘It’s become so easy now, the process is well organized’.

It is not until you actually look in detail at what goes into making change at the ground level that you understand the many processes that are involved. The partnership between Ashoka university and the Haryana government has ensured that this important change is now in place across the state and citizens are able to avail of these services much more easily. This change would not have been possible without the well thought out work modules prepared by the programme team, the support from the



CM and the administration in Haryana, and of course the hard work put in by the associates. This is only one example that the Chief Minister's Good Governance Associates have been able to put in place across the state.

Perhaps the most important statement came from a citizen of Karnal, Geeta, who has been visiting the centres to avail of the services. She said: 'the process earlier was very long drawn-out with agents charging an exorbitant amount of money, these centres let us access services on our own as we get all services in a single place, the token system has been helpful and the officials guide you every step of the way.'











# *Managing Stray Cattle in Haryana*

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As a state, Haryana has modernized rapidly in the last several years. Already home to many large industries, it has both expanded and added to these with new entrants. Industry requires communication and travel, and that means good roads. Because of this and because of the state's proximity to the capital city of Delhi from where people travel back and forth to many parts of the country, Haryana has seen considerable improvement in its roads and highways. There is another major change that is visible in Haryana today: agriculture, the mainstay of the state has, in recent years, modernized and mechanized. Farmers are now much less dependent on cattle than they were previously. All this is good, but there's also an unintended consequence – the large numbers of stray cattle that are now to be found in the state. This happens because farmers no longer have any use for these animals who, once they've been let loose, find their way onto the roads, or into farms. With so many of the roads being converted into highways and with high speed traffic, this can be quite a dangerous phenomenon. Not surprisingly, then, Haryana has seen an increase in the number of road accidents caused by stray cattle. Farms too are not safe, as these cattle stray into farms and damage or destroy the crop.

Cognizant of this problem, the CMGGA programme team worked with the Government of Haryana to create a work module on the management of stray cattle in each district. As a first step, they noted that the state had in place the statutory provisions that allowed it to tackle the problem of stray cattle in the form of the following:

- The Haryana Municipal (Registration and Control of Stray Animals) 2006;
- The Haryana Municipal Corporation Act 1994
- The Haryana Panchayati Raj Act 1994.

Although these provisions were in place and existed on paper, their implementation on the ground was not strong enough and this was what resulted in the problem. It was clear that urgent attention was needed to address this. But also the problem was not uniform across the state. Not only did different districts have varying numbers of stray cattle, but some had achieved a measure of success in dealing with the issue. In others, the local context – some areas are urban, others rural, some a mix of the two – dictated how this problem played out and therefore there could not be one broad plan to address it. Rather, any plan had to be contextual and linked to local conditions.

The process began with an initial workshop in Karnal in December of 2016. Chaired by the Additional Principal Secretary to the CM, Dr. Rakesh Gupta, the workshop participants included state level representatives from the Department of Development & Panchayats and the Department of Animal Husbandry. In addition, Deputy Commissioners (DC), Deputy Director Animal Husbandry (DDAH), Municipal Commissioners (MC) and District Development & Panchayat Officers (DDPO) and CMGGAs from 11 chosen districts were invited. These included, Panchkula, Ambala, Kurukshetra, Panipat, Karnal, Rewari, Nuh, Fatehabad, Hisar, Sirsa and Yamunanagar.

In preparation for the workshop, associates were also asked to assess the situation on the ground and provide their feedback so that issues could be more effectively addressed.

The next step was to develop an action plan based on the statistics and on existing good practices and examples, that were also presented during the workshop. Best practices from across the 11 districts were collected, but models from Fatehabad, Hisar, Sirsa and Yamunanagar, were studied and presented in detail. In Fatehabad, for example, 4300 plus cattle

had been housed in a newly set up nandishala (shelter for bulls) in partnership with community organizations, NGOs and others. Six hundred of them were absorbed in good quality cattle pounds and 500 plus were kept in 39 existing gaushalas (shelters for cow). The local community was central to the success of this enterprise. The Fatehabad nandishala, for example, had been running for a year and a half on community contributions. A considerable amount of thought had gone into its making, with a boundary created more or less 'naturally' by creating gullies in the mud and saving money on bricks. The animals were provided fodder, water and a clean environment. A set of activities and celebrations all year round kept people's interest alive. The financials were also worked out, and community contributions sought in order to make the nandishala self sustaining.

In Hisar for example, 13,463 stray cattle were identified, 6273 were rehabilitated, 7190 remained to be rehabilitated, 31 cattle shelters and two nandishalas have been set up. In Sirsa, administrators of gaushalas were requested to create space for nandis. A number of villages were identified for land and fodder. Nodal officers were appointed block wise and regular meetings were held. A cluster of villages was also

*There is another major change that is visible in Haryana today: agriculture, the mainstay of the state has, in recent years, modernized and mechanized. Farmers are now much less dependent on cattle than they were previously. All this is good, but there's also an unintended consequence – the large numbers of stray cattle that are now to be found in the state.*



identified for land and fodder. In Yamunanagar the community was involved, a helpline was set up, and efforts were made to collect and house other stray animals too, for example, monkeys.

Some districts had also adopted the strategy of maximizing on space, setting up helplines with area-wise toll free numbers, using fodder to attract cattle. There were challenges too – for example, many villages did not have available land to house cattle, or, in others, the land was quite far away from habitation. Finances also posed a problem, and with this came the issue of sustainability.

It was clear that community participation was key to the problem of stray cattle. But how was the model to actually function? It was surmized that in order to solve the problem of stray cattle, the following needed to be in place:

- Administration involvement
- Regular block level meetings
- Community outreach
- Farmer involvement
- Regular monitoring and tagging of animals
- Reviving cattle pounds and nandishalas
- Good transportation for animals
- A good, dedicated team.

A plan was developed at the workshop to form district level societies under the leadership of the DC, and to outsource the day-to-day management of gaushalas and nandishalas as to private parties. Target dates were also set for making the district stray cattle free.

The work module that was created for CMGGAs was meant to monitor and facilitate the district administration's efforts to address this issue. The CMGGAs were asked to:

- Hold discussions with various administrative officers after making their visits to existing gaushalas and nandishalas and to prepare a district action plan for accommodating stray cattle.
- Conduct a monthly review meeting chaired by the DC and in the presence of other senior officers to monitor/ensure the implementation of this action plan.
- Follow up regularly on the implementation of the district action plan.

Behind the Karnal workshop lay an interesting story. Chirag, the associate from Fatehabad, recounts it thus: 'When I came to Fatehabad I heard about a thing called a cattle market and I saw a newspaper headline about a cattle fair. The story said that there was a lot of cruelty to the animals and much overloading and also corruption. Stray cattle is a huge issue in the district and there were dharnas and people were demanding solutions. But Fatehabad had also made some attempt to deal with the issue. The ADC was earlier the SDM and as SDM he had started nandishalas which had been running for a year and a half. I went out and looked at these and talked to a number of stakeholders, worked out the finances and found that this model had been working. We presented the Fatehabad model including financial plans at the workshop in Karnal. The workshop was very well attended and we discussed a timeline to implement the model. Once implementation began,

they worked out further strategies, and now we are working towards sustainability of this and also looking at how to make it economically viable by producing biogas and other products. These discussions are now ongoing.

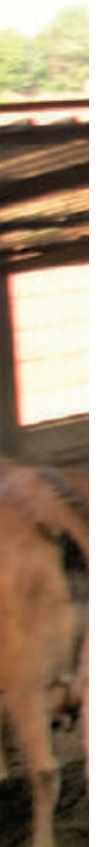
Along with addressing the issue of stray cattle, we also worked on regularizing the cattle fairs. We visited Punjab and Rajasthan, to understand how their cattle fairs were being run, and now the state department will be implementing a private public partnership model in this, and will make an online platform to register everything that happens at the fairs, sellers and buyers, etc. The Act that allows us to do this has already been amended.

The success of the work module in the first eleven districts led to its implementation in the remaining districts. In March of 2017 the Chief Minister ordered that a workshop be held with officers from Animal Husbandry, Development & Panchayats and other concerned departments to develop a strategy for the remaining districts. Deputy Commissioners, Municipal Commissioners, the associates and other officers were all asked to attend this meeting at which the five

districts that had made good progress in implementing the stray cattle policy were asked to present their best practices.

At this meeting, the excitement of a successful initiative was palpable. People exchanged ideas, strategies, statistics, best practices and talked about the next steps, among which were ideas for creating economically successful projects from cattle produce, for example bio gas, cooking fuel and so on. An early target was also set for making the state of Haryana stray cattle free.

The issue of stray cattle in Haryana has not yet been solved, but what is clear is that it has been identified, and systematically taken on, with districts preparing context linked plans of action, basing them on information that has been gathered and collated, and with regular review and monitoring meetings. As the next eleven districts prepare to address this issue, the ones which began the process are talking about the next stage: making the gaushalas, nandishalas and cattle pounds self sustaining by focusing on income generation through the creation of things like bio gas, fuel and more.













# *Taking Your Complaints to the Chief Minister*

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The Chief Minister's flagship programme, the CM Window was established by the Chief Minister after he assumed office. It was launched on Good Governance Day, 25th December 2015. The focus of this programme is directly on citizens; it offers them a way of registering grievances or complaints they may have and ensures that these are heard directly by the offices of the CM, and then dealt with either by them or under their direct supervision. Grievances are registered at windows in districts where a citizen needs to come to register his/her complaint. The complaint is then uploaded on the online portal, after which it is directly sent to a team of officers in the CM's office. These officers then mark the complaint down to the responsible department or district administration. The time allowed for the resolution of grievances is generally 30 days from the date of being marked forward from the cell in the Chief Minister's office. In July 2016, when the associates assumed their roles, there were a total of 24 (one at Haryana Bhavan in Delhi) CM Windows, 21 in the mini-secretariats of the 21 districts, one in the secretariat in Chandigarh and one at the CM's residence in Chandigarh.

Often citizens do not know whom to complain to, which department to address, and even how to file their complaints. As a result a great deal of their time is wasted, as is that of the administrative officers who may receive complaints not meant for their departments and who have to then pass them on to the right place. The CM Window tries to solve this issue by making a single window available where citizens can bring their grievances and complaints and from where these will be directed to the right department, and their progress will be monitored by the CM's office.

The CM Window work module developed by the programme team in collaboration with the CM's office, worked with the assumption that the regular review mechanism at the district level would improve the time and quality of grievance redressal. Regular review mechanisms also allowed CMGGAs to ascertain whether there was potential for improvement in the functioning of the CM Window.

The review mechanism was to be planned out in detail. Associates were asked to assist the administration in

conducting these meetings by conducting a weekly analysis, showing the breakup of overdue grievances – those that hadn't been redressed within a 30 day period – the amount of time the grievances were overdue by, and to identify certain grievances for detailed discussion. In this way, and by comparing notes, the

administration would be able to understand reasons for delay, obstacles along the way and so on.

Associates helped to prepare data for these weekly review meetings so that any discussions taken could be backed by evidence. In the words of Sanyukta from

### *How the CM Window works*

- Citizens register their complaints at a CM Window counter, where they are scanned and uploaded onto the online portal. Citizens are provided with an acknowledgement slip which includes a grievance registration number
- Once uploaded the grievances are directly seen by a team based in the CM's office
- The CM's office categorizes the complaint and then marks it down to the appropriate department or district
- The officer to whom the complaint is marked, can either mark it further down to his or her subordinates, or choose to look into the grievance
- Once the grievance has been taken on, the officer responsible takes necessary action, and writes an action taken report which is then uploaded to the CM Window Portal
- The Action Taken Report is forwarded upwards to the CM's office, from where, on satisfactory action taken, it will be marked as disposed
- Using their grievance registration number, citizens can track the progress of their complaints through this entire process
- A call centre has been set up to understand the satisfaction level of citizens who have registered complaints on the CM Window

Kurukshetra: 'The CM office reviews these complaints and delegates them to the concerned department or the nodal officer in these departments. For instance, if a land revenue dispute has been recorded at the CM window, the complaint will be delegated to the District Revenue Officer or the District Development and Panchayat Officer, depending on their jurisdiction.'

However many other problems came up, some of which could not be foreseen. In some instances, especially in urban districts where levels of education are also better, many people will register any and every kind of complaint and this results in overburdening the system. In other cases, coordination between departments, needed to address a grievance, was often lacking.

In Ambala, it was noted that performance on the CM Window suffered because of the different work cultures of departments, but the weekly meetings where they discussed these issues, were of immense help. Together the departments found ways of addressing them and solving the problem. The weekly meetings were found to be valuable in other districts too.

Sanyukta, the associate from Kurukshetra, added 'The CM Window at the mini secretariat in Kurukshetra is always bustling with citizens reporting their grievances to the government. There are weekly review meetings at which the Deputy Commissioner and the City Magistrate analyse district and department specific grievances ensure data-backed discussions and decisions.'

In Karnal too the CM Window has had a measure of success. The associate there, Shikha, has been closely involved with the Deputy Commissioner and the City Magistrate to ensure that complaints filed by citizens are resolved efficiently and speedily. 'The CM Window counter at the mini secretariat was redesigned to make it more citizen-friendly. Regular review meetings are held to assess the status of complaints and complainants are invited to these meetings to encourage officer-citizen interaction and promote accountability. During these meetings the City Magistrate (CTM) also monitors real time data from the CM Window. In addition, 10 per cent of the citizens who have filed complaints are surveyed and redressal measures are communicated to them over the phone. From the side of the administration, they have made a Whatsapp group where officials and members regularly update the status of citizen redressal and any anomalies. In order to cope with the complaints that come in digitally, officers dealing

with them need to have digital skills. Karnal has therefore set up a mini lab at the secretariat to train heads of departments on government portals so they can directly access citizen grievances.

The experience of Gurugram is different. There are a large number of applications and according to Surekha, the associate there, people complain about every little thing, thinking the CM Window will help them solve this. This puts extra pressure on the officers and also affects their morale, because they feel it is a waste of their time to deal with complaints that have just been put in for the sake of it, and not for any serious reason. However, Gurugram has also institutionalized weekly review meetings and is trying to deal with particular problems such as the fact that some departments that have more public dealing than others, also receive more grievances than others. These are discussed at the weekly meetings and any issues arising are collectively addressed. Sometimes complainants who insist on complaining all the time are called in and a discussion initiated with them.

Alongside the work module, the associates from Kaithal and Panchkula, Pratik, and Namrata were also tasked with redesigning the CM Window portal and developing a range of help and training tools. They developed a training video, FAQs and a user manual. The portal was redesigned to make it easier to use especially for the staff who are its operators, usually contractual hires who have expertise in IT. The results were soon evident: from a 30 per cent redressal rate to a quick jump to 60 per cent for complaints resolved within 60 days. Clearly the work put in by the associates had paid off.







# *Democratizing Citizen Services:*

## *Common Service Centres (Atal Seva Kendras)*

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One of the most important aspects of the services governments provide to their citizens is how these services are delivered. Dotted across the state of Haryana are multiple-service-single-point centres known as Common Services Centres (renamed as Atal Seva Kendras or ASK on the 25th of December 2016) that provide government e-services to citizens at locations other than government offices. Village Level Entrepreneurs (VLEs) who meet certain eligibility criteria, are selected by district level officers and chosen to operate these centres. Their earnings come from predecided commissions on each service that they provide.

Conceptually a positive initiative that takes into account the fact that all citizens may not always have access to, or time to, reach government services in government offices, the ASK takes on the task of service delivery and takes the services direct to citizens. A strategic cornerstone of the National e-Governance Plan (NeGP) approved by the Government of India in 2006 as part of its commitment to introduce large-scale e-governance, the initiative faced certain problems in its implementation. In the early years, internet connectivity, and electricity availability were sporadic and unpredictable. This has improved over the years but some problems still remain.

After a somewhat difficult period in their functioning, CSCs gained new momentum in 2014. The Haryana government set itself a target to open a CSC in each panchayat (the total number being roughly 6800) by June 2017. A number of VLEs were selected and the process began. But increasing the number of centres, important though it is for outreach, was not the only answer. It was important to make the CSC capable of providing quality services to citizens, and to ensure that VLEs are able to earn a decent amount from them.

In order to understand how this could be done, associates were asked to examine the situation on the ground and to make recommendations for what could be done. They were required to interact with the District Informatics Officers in order to gain complete visibility of the scheme and the progress in their respective districts. Following this, they were tasked with visiting a few centres – 7 urban and 3 rural, making a total of 10 - to make a detailed analysis.

The study conducted by the associates focused on

- Service charges: Were these sufficient for the VLEs to earn a profit?
- Service availability: Were these sufficient and

diverse enough to bring in customers?

- Technical and procedural issues faced by the VLEs when it came to delivering the services they were meant to.

The overall objective of the work module was to identify key challenges faced by the CSCs and to start to address these. In order to understand this at the level of the state associates visited:

- 220 CSCs across the 21 districts
- 154 of these were rural CSCs and 66 were urban

Overall two main issues were identified on the ground. These were:

- The unviability of CSC's for the VLEs for reasons including limited number of services offered by the CSC and low commissions for the services they provided
- The lack of information and operational knowledge, often attributed to poor support at the district level

The initiatives taken to address the above issues included:

- Revisions in service charges
- Inclusion of new services

These steps were taken in close collaboration and after several discussions with HARTRON, the state level entity responsible for CSCs. In order to support the Department's decisions, a small team of associates, Ankit from Jind, Pranav Vijay from Sonipat, and Sam from Mahendargarh along with the programme team,

worked through these three steps in greater detail. The services that needed to have their prices revised were identified, approvals were sought from the departments, notifications were issued, the required technical changes were carried out and the final roll out of the revised prices was announced.

Similarly, to bring new services in, these services were first identified, then the requisite government orders were issued and only then was the process of including these services begun.

At the district level, an important decision that was taken was to improve the facilitation of the work of CSCs through a monthly coordination meeting between the VLEs and the representatives from the departments whose services they provided at their centres. Additional Deputy Commissioners (ADCs) were made nodal officers, and within a span of six months, on average five meetings were conducted in each district. More than 90 per cent of the VLEs in each district attended these meetings and all decisions aligning various departments with the CSCs were closely followed. Associates were also charged with the responsibility of ensuring attendance of VLEs at these meetings and also preparing reports on them.

Here is a report from Fatehabad: 'Initially the functioning of the Common Service Centres (now known as Atal Seva Kendras) in Fatehabad was not streamlined. If a citizen went to the village ASK to register himself/herself for say, a pension, the entire process which could be done online was done manually. The vision of the government to provide services at the doorstep was not being fulfilled and there was no central mechanism

to resolve issues. Regular meetings chaired by the ADC to resolve issues were initiated and a Whatsapp group created to monitor progress.'

In Rohtak and Panchkula, on a pilot basis, VLEs were provided an app called Haqdarshak which includes fifteen questions that can help to identify eligible recipients of services. VLEs were trained on how to use the app and how to help people fill in online forms. In Rohtak, nodal officers in different departments followed up when the beneficiary did not receive the services in a timely manner. Through the Haqdarshak service, it was demonstrated that earnings of the VLEs could improve. A model ASK in Nonand village in Rohtak earned a record Rs 650,000 over a six month period by offering a range of services and charging a nominal fee for getting citizens screened for their pensions.

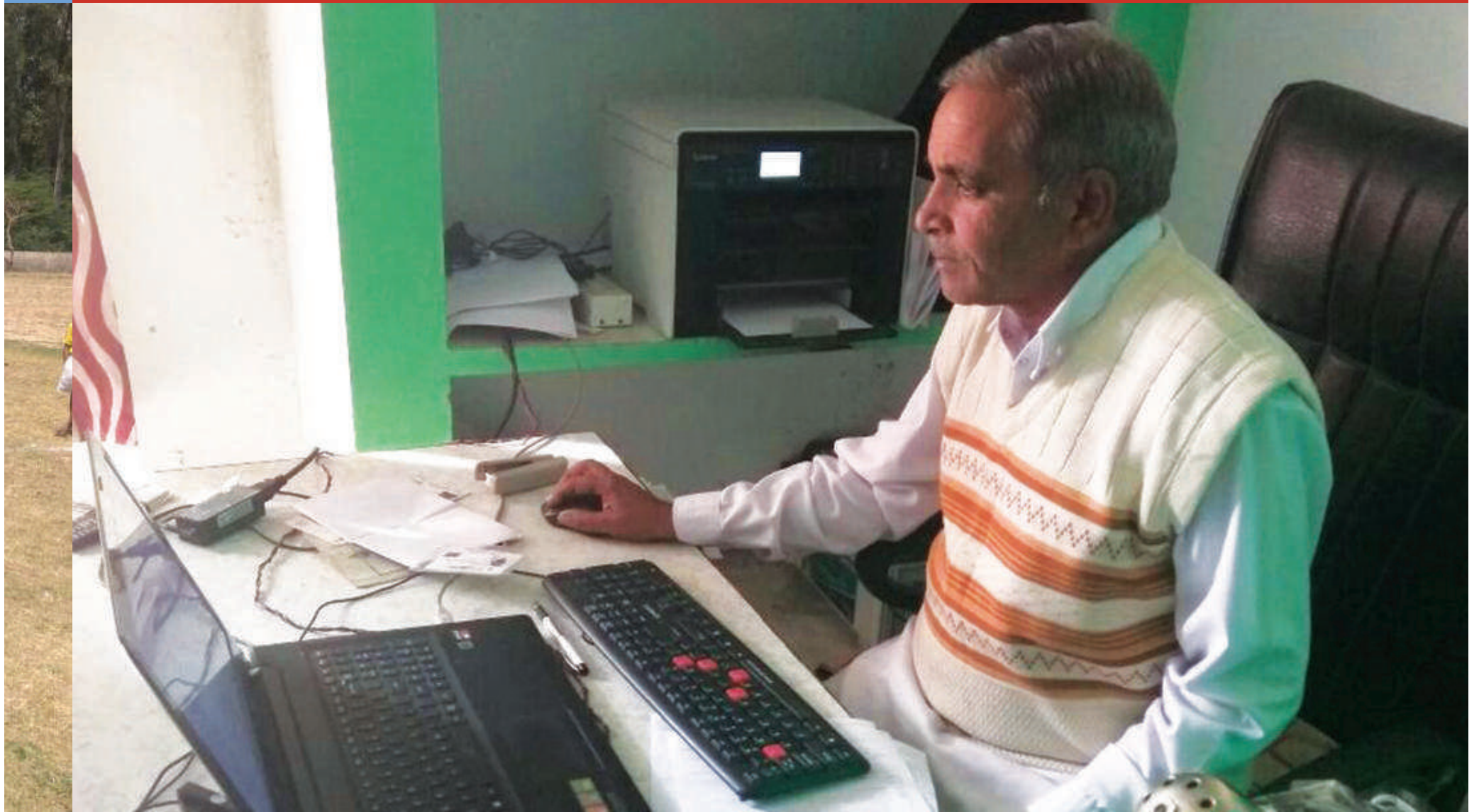
In this way, the state has considerably improved service delivery to its citizens and brought governance closer to the ground. The steps that have been taken are simple:

an existing structure has been re-examined and re-evaluated, with ground level research. Then, ways of addressing problematic issues have been found: how can the range of services offered by the centres be increased? How can the centres be made more accountable? How can those running the centres be motivated to perform better, to provide more efficient services? What kind of training do they need? What kind of support can the administration provide? How can the centres be made viable in terms of income earned by the operators? How can a good monitoring mechanism be set in place? An attempt has been made to address all of these questions and to put in place possible solutions. There is still considerable scope for improvement but one thing is clear: citizen services in Haryana are now more widespread than previously and have been brought much closer to citizens, thereby democratizing their spread and access to them.










*Twenty one districts, a set of work modules that cut across them, that may begin separately in the districts, but that scale up to the state, connect across district borders and make an impact at a larger level. This was what kept the associates busy in their year as CMGGAs.*

*And yet, this was not all. There was much more. Each associate was asked to work on two pilots, in addition, there was the occasional diagnostic. The pilots were a matter of choice, and inevitably, the choice ended up combining what was needed, something the local administration felt was important, something that overlapped with the work modules, or programmes that were already functional on the ground but that needed some creative additionality.*

*It is difficult, indeed virtually impossible, to capture the many different initiatives that were put in place in the districts. As the process unfolded, different districts saw different levels of success. In some, things came together well for a variety of reasons, and moved rapidly. In others, the pace of change was more measured. But no matter what the scale, what is certain is that change was real and visible. In the following pages, we bring you a brief descriptions of selected pilots that the associates worked on.*



# *Visiting the Districts*

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# *Work in the Districts*

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While all the associates put their combined energies into making each work module successful at the state level, they did not neglect to pay attention to their districts. The CMGGA programme required them to work on the allotted work modules, that were created jointly with the Haryana government and in order to move into the detail of the module, they sometimes had to undertake a small diagnostic exercise called, not surprisingly, a diagnostic.

But each associate was also required to work on two pilots, programmes where they could come up with ideas, or they could undertake to work on ideas that their administrative colleagues brought to their attention. Some of these were related to the work modules, others were things that inspired the associates and for which they sought support from their colleagues. The range, as you will see in the

following pages, is wide: from children's libraries, to digitizing books, to turning anganwadis into playschools, to implementing street vendor regulatory laws, to focus group discussions and spaces for women, to mapping roads and potholes and naming them and more. What the stories in the pages that follow show is that when the imagination is given free rein, people can be creative, and governance can incorporate that creativity and produce different ways of addressing the needs of the citizens. What they also show is that for any good idea to work, there must be collaboration and partnership. In the work in the districts, the key persons were the Deputy Commissioners who not only provided support and backing, but also leadership.

Welcome to the Haryana's districts and the CMGGA's pilots.

*What the stories in the pages that follow show is that when the imagination is given free rein, people can be creative, and governance can incorporate that and produce different ways of addressing the needs of the citizens.*





# Ambala

*Deepa Agarwal pursued a Bachelors in Mass Media from Sophia College in Mumbai and worked as a Gandhi Fellow at the Kavalaya Foundation for Education before becoming a CMGGA. When she applied for the programme, according to Deepa, 'I did not anticipate the breadth of the issues we would be working on or the involvement across various departments. I never thought I would work with departments such as power and transport.'*

Over the past year, Deepa has contributed to diagnostics on varying topics, from mental health to transport. On one of these she had to review existing mechanisms of menstrual waste management in schools and propose solutions. She did this by designing a questionnaire that was administered to students from class 9 to 12. Solutions were proposed to fix the loopholes and to bring about awareness of the importance of menstrual hygiene, something that was not really being addressed.

A project to set up a digital library came about as a result of visits to the old public library in the city centre. Built in 1891, the library was quite run down and the selection of books was poor. Its digital infrastructure was almost non-existent. As a result, the readership was dwindling. Teaming up with an organization called Life Skills, which has worked on libraries across the state, helped to put in place a major infrastructural overhaul. The data provided by Life Skills on 27 libraries across the state helped to set in place a process by which consultants have been hired by the state education department to develop libraries. It is Deepa's aim to foster a culture of reading in Haryana, something that is inspired by her childhood experience of reading Premchand's *Godaan* in her school library, which became a transformational experience for her.

Population in % (Rural): 55.62  
Population in % (Urban): 44.38  
Population (Male): 598703  
Population (Female): 529647  
The sex ratio (per 1000): 885  
Literacy Rate (Male): 87.75  
Literacy Rate (Female): 75.5



Another important initiative was to provide opportunities to children for reformation under the Juvenile Justice Act. A visit to the observation home in Ambala showed the abysmal conditions under which children incarcerated for various crimes lived. With the help of the Additional Chief Secretary and the Deputy Commissioner steps were taken to provide basic amenities.

According to the Deputy Commissioner, Prabhjot Singh, 'The children will be provided books and facilities to continue their studies through the open school and teachers will be hired on a part-time basis. A team of

psychiatrists from the Government Medical College and Hospital, Chandigarh will visit the home on a regular basis.' The District Programme Officer, Women and Child Development added, 'Efforts are being made to improve the infrastructure and create a separate space for every child. The department will tie up with the open school for those who want to pursue studies and appear in Class X, XII exams. A music teacher as well as a computer teacher will also be hired for the home.'

Deepa has also been involved with devising a sports curriculum to impart life skills through structured sports periods in government schools.



# Bhiwani

*Gaurav Dhankar is from Jhunjunu, a district in Rajasthan. He studied in military school in preparation for joining the National Defence Academy. Later he joined the Tata Institute of Social Sciences and then Ashoka University as a Young India Fellow. This led him to CMGGA. In his words, 'This is the best opportunity to create positive impact in society and help in improving governance. We will be remembered for our contribution in the years to come.'*

It was while Gaurav was working on a pilot on solid waste management that he came across the idea that was to turn into a pilot on the Sports Inventory Tracking Software. On a chance visit to Bhim Stadium's sports store, he was surprised to see the available equipment was not in a good condition. Being a sportsperson himself, he often visited the sports complex in his district and, 'I interacted with coaches and players there and heard about the sorts of problems they faced.' There were complaints that there was no equipment for certain sports. Haryana is a state that is proud of its sporting accomplishments. It has a sports department at the state level, and there is a District Sports officer (DSO) in each district. Each district also has a stadium and there are two state stadiums. Coaches who train sportspersons provide a list of the equipment they need. On visits to the stadiums it was found that the equipment available was in bad shape, there was no proper inventory, districts that were not strong in football had a surplus of footballs and those that were strong in boxing had no boxing equipment. Under the leadership of the Deputy Commissioner, Anshaj Singh, a digital Sports Inventory Tracking Software was created, which now enables a clear view of the inventory in the state at any given time and which can also enable exchanges between districts. The entire district is now contributing information to the website on which this inventory is housed.

Population in % (Rural): 20.49  
Population in % (Urban): 79.41  
Population (Male): 966110  
Population (Female): 843623  
The sex ratio (per 1000): 873  
Literacy Rate (Male): 88.61  
Literacy Rate (Female): 73.84





According to the Deputy Commissioner, 'The idea came when we examined the sports department, so much of the stuff was lying around and not being used and much of it was in a very bad condition. We asked for the inventory, and that led us to think that at least we should address this issue.'

Youth for Youth, another pilot, focuses on how young people can be agents of their own development. According to Gaurav, young people in rural areas are as talented as their urban counterparts but they often lack knowledge and opportunity. So the pilot put together information about courses and scholarships available,

as well as submission procedures for entry forms and how to prepare for entrance exams. Gaurav points out that it is not as if this information is not available but what they have done is to make it accessible and as many as 400 scholarships around the globe are listed. In order to get getting students to visit the website, they organized the students to write essays and poems and to make drawings which could then be uploaded on the website, encouraging them to visit the site. Their photos too would be put alongside their work. Social media was also brought in to help and seminars and discussions were organized at different universities.



# Faridabad

*Anul Jain worked for a year in electronics waste management. At one time she was interested in the civil services but over time that changed. She says of CMGGA that 'all of us learned as we went along...we've managed to understand our authority and our responsibility in the district. In the early days this was more difficult because people did not quite know what to make of us. We also needed to learn how to keep the sensitivities of our colleagues and the people they work with in mind.'*

Within a month of joining, with the help of the Deputy Commissioner, Sameer Pal Srow, Anul had identified three pilots she wanted to work on. All involved contributions from private organizations towards vocational training and skill development for girls and women in villages, teaching training for anganwadi workers where teachers from private institutions would be drawn in as trainers and lastly rain water conservation. All of these needed considerable investment and also a dedicated team on the ground to implement the projects. Not only did she manage to secure CSR funding for her projects but a system was also set up to help CSR initiatives find the right places for their work.

Skill development centres and sewing centres were set up at the village level to train young rural women in sewing, embroidery and beauty culture in order to equip them for jobs. Local help and support came from the Rotary Club. Anganwadi workers were trained to better teach children who come to anganwadi centres. The idea was to turn the centres into pleasant places and help was sought from Manav Rachna, a local university. Within a five month period some 300 workers of the 1200 strong workforce had been trained.

Population in % (Rural): 20.49  
Population in % (Urban): 79.41  
Population (Male): 966110  
Population (Female): 843623  
The sex ratio (per 1000): 873  
Literacy Rate (Male): 88.61  
Literacy Rate (Female): 73.84





In the words of Meena, a chowkidar in the village secretariat at Mirzapur who received training at the skill development and sewing centre, 'the centre opened two months ago and it works from 9 am to 3 pm. There are 85 girls and women who have been enrolled and one teacher who is from the village. The Centre works well and parents are happy to send their daughters to it.'

In Anul's words, 'the idea was to bridge the gap between government and the philanthropist who wants to invest. In order to do this the team worked to create a platform where, in collaboration with private companies, funding can be properly and more efficiently routed. Through the platform the government can inform corporates about existing projects that need funding.'





# Fatehabad

*Chirag Garg was a Mother Teresa Fellow with the Centre for Social Impact and Philanthropy at Ashoka University. He worked with the Municipal Corporation in Aurangabad to implement a decentralized solid waste management system in the city. The CMGGA programme provided him an opportunity to work with the government and to understand the workings of bureaucracy.*

During his year in Fatehabad, much of Chirag's focus was on spearheading the work module on stray cattle. This followed on the lead the Deputy Commissioner, N K Solanki, had taken in tackling this issue. One of the pilots he chose to work on, Parivartan, was an attempt at mobilizing farmers into groups for collective transformation towards market oriented production and providing them with an enabling environment to promote collaboration between farmers and the private sector, and to build sustainable market linkages for increased access to income, investments and opportunities.

Fatehabad is a district that experiences chronic water shortage. A water conservation project Chirag worked on involved working with the Public Health Department, to initiate awareness camps in schools and door to door visits to collect data on new connections that had been sanctioned. Saksham Yuva (unemployed youth provided

Population in % (Rural): 80.94  
Population in % (Urban): 19.06  
Population (Male): 495360  
Population (Female): 446651  
The sex ratio (per 1000): 902  
Literacy Rate (Male): 76.14  
Literacy Rate (Female): 58.87



*While we are not involved in core policy analysis, the recommendations we provide are based on primary research and visiting the field.*

with work by the district administration) were also involved to help scale up the initiative. In a brief period of 50 days, 30,000 households were covered in the baseline assessment. In twenty gram panchayats the water supply time has been reduced and approximately 200 new households have been added that were earlier not receiving water.

According to the District Consultant, Public Health, 'We have benefitted by working with different departments such as WCD and education. The state department has presented this to the Chief Minister and the initiative is to be scaled up across the district. Workshops will be held across the state.'



# Gurugram

*Surekha Yadav is from Haryana and is proud to be working for her state. She did a Bachelors in Architecture from Murthal University and then a Masters in Urban Planning from the School of Planning and Architecture in Delhi. She has also worked with the Smart Cities Council. Invested in her career, she considers herself an urban planner and is very interested in contributing to the betterment of urban areas, the focus of both her pilots.*

*She says, 'I chose infrastructural projects and thought to myself that it would be the thing I can take as a pilot, and can show impact in a short time, and then I chose waste management and other projects.'*

The Sewage Treatment Plant pilot is an infrastructural project under which it was planned to set up small sewage treatment plants. The idea was that such plants would use waste water from the kitchen and the bathroom of residences and purify it up to a certain level and make it reusable for limited purposes. Through such a project Gurgaon could have some relief in dealing with its water shortages. The project received support from the Municipal Corporation and the DC, Hardeep Singh, and with the technological inputs provided by the team, one such plant has been set up in the Biodiversity Park, the second proposed plant came up against some unexpected objections as people thought it would create a smell. However, things are improving now and a tender has been floated for five new sites for setting up micro sewage treatment plants.

Gurugram's second pilot focused on motivating people to stop using polythene bags and to replace them with cloth bags. The dangers of polythene are well known

Population in % (Rural): 31.18  
Population in % (Urban): 68.82  
Population (Male): 816690  
Population (Female): 697742  
The sex ratio (per 1000): 854  
Literacy Rate (Male): 90.46  
Literacy Rate (Female): 77.98





and its widespread use in Gurugram was posing health hazards and raised serious environmental concerns. In the associate's words: 'if we dump polythene into the ground then water will not seep down and polythene damages the soil, also burning of plastic generates harmful gases. As city dwellers are often resistant to change of any sort, it was decided to start the project in a village. However, this was also not such an easy task, NGOs that had been working in villages reported that there was considerable resistance there. With the help of Shyam Sundar, finally a village in Pataudi subdivision was chosen. This village was already active in the

polythene free movement, children were motivated and asked to go from house to house collecting polythene. People were asked to take 'selfies with polythene', an idea that caught everyone's imagination and helped to spread the message. The next step was to provide people with cloth bags to replace the polythene. The scheme will now be extended to other villages too, although some challenges still remain, but these too will gradually be addressed. In the words of the DC, 'the CMGGAs are like an extra hand for us, they brief us about many schemes and policies that are working at the ground level and this is good.'



# Hisar

*Manisha belongs to Haryana. She completed her undergraduate studies and her Masters from the YMCA University of Science and Technology. Her commitment to her home state and her interest in education, particularly of girl children, motivated her to become part of CMGGA.*

Manisha Bhatotia began by choosing two pilots, one called Mission Stray Cattle and the second called Know Your Roads. Alongside, she was also working on the Beti Bachao Beti Padhao module and in connection with this she began to visit anganwadis. It was apparent that a lot of money was being spent on these centres but there was not much to show for it.

A plan was made to turn the centres into attractive places so that parents are motivated to bring their children there and children themselves feel happy and anganwadi workers too feel more involved. To begin with, wall paintings were commissioned in 24 centres in Hissar and Barwala blocks (funds were sanctioned for the refurbishment and beautification from the panchayati raj department and 34 more anganwadis will soon have wall paintings). It was also planned to create a model anganwadi for which. Captain Abhimayu, an MLA and a Cabinet Minister who belongs to Khanda kheri village donated the money. Twenty more such model anganwadis will be made and funds for these have already been raised from the District Plan Fund and a small amount is being donated by the local MP of the district Dushyant Chautala.

The renovation and refurbishing of the centres has already shown a positive impact on attendance and more children are now to be seen. With the support of the DC, Nikhil Gajraj, and the administration the improvements are now being carried out

Population in % (Rural): 68.26  
Population in % (Urban): 31.74  
Population (Male): 931562  
Population (Female): 812369  
The sex ratio (per 1000): —  
Literacy Rate (Male): 82.2  
Literacy Rate (Female): 62.25





across the district, and two model anganwadis will be created in each block.

The Know Your Roads pilot is unique. It came about when the CM was to make a visit to Hisar and in preparation for his visit, it was discovered that one particular road was in very bad shape, full of pits and potholes. The DC tried to find out who was in charge in order to get the road repaired, but it was impossible to find out under which department the repair of that road came. This problem gave rise to the idea of creating a database on which all such data could be housed in one place. As a first step, geo-referencing

was used to document all roads in Hisar. A second step was to bring all roads together on the portal. A third was to provide the full history, in a single click, of various aspects of the road such as its length, breadth, when it was repaired, how much the repair cost, who the contractor was and so on. Finally each road was named so that if anyone wanted to reference a road, they would have a name to reference it by. The CM liked this pilot very much and was keen that it be scaled up. The pilot is now waiting to be launched and meanwhile its name has been changed from Know Your Road to HarPath, a name given by the DC.





# Jhajjar

*Dr. Anita Phalswal, who is from Jhajjar had earlier worked with the National Health Mission, Haryana and it was here that she became familiar with the on ground challenges in the implementation of various government programmes. This led to her interest in the domains of public policy and administration and she joined CMGGA to make her contribution to governance which affects both of these domains.*

'Initially the administration had a sceptical attitude towards the role of CMGGAs, she says, 'But once we started working with different departments, and everyone saw the enterprise as collaborative, it became much easier.' Anita had a keen interest in the WCD department and she wanted to improve the anganwari centres over and above their status as nutrition centres. Pre-school non formal education is an integral component of the ICDS scheme but traditionally there has been no or minimal focus on this aspect of child development in anganwari centres. So Anita started a project named Bachpan that focussed on capacity building of anganwari workers in pre-school education and its proper implementation in their centres so that underprivileged children in the villages could also have access to quality pre-school education.

With the support of the DC, R C Bidhan, and the administration, neighbouring private schools were contacted and anganwadi workers were sent there for practical pre-school training, and CSR funds were obtained to provide books and other learning materials to children in anganwari centers. A baseline assessment and then continued assessment was done to monitor the progress in comprehensive

Population in % (Rural): 74.61  
Population in % (Urban): 25.39  
Population (Male): 514667  
Population (Female): 443738  
The sex ration (per 1000): 862  
Literacy Rate (Male): 89.31  
Literacy Rate (Female): 70.73



development of the children in each anganwaris. Parents were motivated to regularly send their children to the centres and also to participate in monthly parents meetings at the centres. Manju, a daily wage earner said about her four year old daughter who is at the anganwadi: 'Earlier she hardly spoke, now she speaks clearly and is able to give her introduction.' Sunaina, a PO, says, 'I see that AWCs are really working well, and AWWs are very interested in their pre-school work. Earlier this factor of children's education was missing. This initiative has really been effective'.

For Anita, her second pilot came out of discussions with the DDPO and the DIO offices. Haryana had made it mandatory that anyone standing for panchayat elections had to have a certain basic educational qualification. In Jhajjar they decided to go one step further and to work to make Sarpanches Digitally Literate. The idea

also was to bring them one step closer to the central government's emphasis on digital India. After the initial resistance, Sarpanches were quite enthusiastic and of the 250 panchayats in the district, Sarpanches from 120 had been trained. The programme was led by the District DIO team. Sarpanches were taught National Digital Literacy Mission curriculum, sending and receiving emails, to google, to write and were also educated about how to access the major websites and schemes of the government. Training for 15 days was provided by the Village Level Entrepreneur (VLEs) in the village. An online attendance register was maintained and regular monitoring and supervision was done by the DIO and DDPO offices. According to Sarpanch Laxmi Devi from Ahri village, 'I attended the full training. I used to go after finishing all my work. Now I can access and read email messages and can also get information from government websites. This is an achievement.'



# Jind

*Ankit Jain worked for a mining company in Bhopal and was concerned about whether he was doing anything that would help to change lives. It was this that attracted him to CMGGA. He says, 'I thought it would be a good way to experience what the world outside is really like.'*

His first pilot was to revive a public library in Jind. Opened in 1961, the district library is managed by the department of higher education. It lacks infrastructure and staff. Visits to the library showed that there was much that could be done to improve it. Early estimates for the necessary improvements were very high and it was clear that it would be difficult to find the money. In discussions with the Deputy Commissioner, Vinay Singh, it was agreed that instead of aiming for overnight transformation, perhaps a beginning could be made with infrastructural improvement and development, and alongside, the process of digitising the library could be started.

Recently two private schools as part of their CSR, have agreed to fund two magazine subscriptions (one for an English magazine and one for Hindi) for a year. A local businessman has been generous enough to donate an inverter system. The library was taken under the free wifi scheme of the government. On an average, 100 students come to the library every day and most of them are from rural areas with no other place to study.

According to Sh. Mohanlal, a book restorer who has been with the library for many years, the improvements have much to do with 'CMGGA Sir'. For a long time, according to him, no one really bothered about the library and as recently as 2013

Population in % (Rural): 77.1  
Population in % (Urban): 22.9  
Population (Male): 713006  
Population (Female): 621146  
The sex ratio (per 1000): 871  
Literacy Rate (Male): 80.81  
Literacy Rate (Female): 60.76





the library basically acted as a place for dogs and cats and cows, as well as for some old people who would come there to sit and chat. He was happy to see the changes and to see the library being used.

The DC dashboard is unique to Jind district and has been created to put key schemes on one platform and allow for online tracking. The focus was on getting data onto this portal and identifying schemes that are important and those that are not. The DC has to review hundreds of letters every day and forward them to subordinate officers, for action. It is difficult to sort and monitor responses, and equally to understand which issues are important/urgent and need immediate attention and which can be deferred. The DC

Dashboard makes such tracking possible. Officers and data entry operators from various departments such as health, education, WCD and others have been trained to fill the required information on the Dashboard.

The MIS portals and websites of different departments have also been linked on the dashboard. Discussions and work on the dashboard began in September of 2016 and it was ready to be launched in March of 2017 at which time it was presented to the CM, who very much appreciated the idea. A security audit of the dashboard will be conducted by NIC in Chandigarh and once this is done, sub-district level data related to other schemes will automatically be uploaded on it, making it easier for DC to review performance of various officers.



# Kaithal

*Pratik Harish is from Bangalore, and he did his Masters in Public Policy. Initially, he faced some problems in understanding the language, but he was able to make a substantial difference in many areas.*

Pratik chose to work on redesigning the E-disha, a centre where digital services such as land registration, and driving licenses are provided to citizens. The re-design was based on an understanding of the issues that citizens were facing. A token system has been introduced and there is seating available for people while they wait for their turn at the counter with an electronic display. Four operators fill up forms, accept fees and take the necessary photos and the waiting time at each counter is 4-5 minutes. In the initial stages, there was resistance to changing the system and the associate who had suggested the changes was seen as responsible for the confusion. But the feedback now suggests that people are happy and surprised that such a system is running in Kaithal. Now people have the option to avoid going to agents as the operators are doing the work free of cost. Earlier going to agents was necessary as they would prepare the file, fill the application forms, etc. The operators at E-disha reflect the same view, that with the introduction of the token system, they can work comfortably. They have adequate infrastructure and nobody comes in through the backdoor to make extra demands. The people also wait patiently because they know their work will be done in a short time at no extra cost. The work in Kaithal became the framework through which E-dishas in other districts were also redesigned.

Population in % (Rural): 78.03  
Population in % (Urban): 21.97  
Population (Male): 571003  
Population (Female): 563301  
The sex ratio (per 1000): 881  
Literacy Rate (Male): 77.98  
Literacy Rate (Female): 59.24



On finding out that a clerk had been to jail for his inability to find a file in the record room, Pratik immediately took on the task of creating a file indexing system. He realized that records in the secretariat are kept without a proper search and retrieval system, often in cloth which made them vulnerable to damage. Through a process of tendering, the district identified a company to set up the system in the mini secretariat in Kaithal. A transfer of DCs delayed the tendering process, but the new DC, Sanjay Joon, supported the initiative, and the company has been allowed to use the meeting room until the new record room is ready.

The plan is to index all the files, and with the help of a software have eight parameters to identify and locate any document. Currently files are getting indexed, wrapped in polythene and being placed in cardboard boxes. New racks have been placed in a new record room. Barcodes have been placed on each file which makes it easy to identify its box. Certain files are being scanned and different categories of files are being marked, based on the ones that are needed more frequently, such as revenue records. The DC noted, 'streamlining the filing system in the record room will be very useful' and appreciated Pratik's efforts in starting the process that has been long overdue.





# Karnal

*Under the CMGGA programme, the associate in Karnal, Shikha Rana, has been at the helm of initiatives to ensure the smooth delivery of government services and increase accountability of the government to its citizens. She says, 'In the first two to three months, we were looked upon as an intrusion in the government offices but I'm now considered by the Deputy Commissioner, Mandip Singh Brar as a presence in the field and I'm able to provide suggestions or feedback on various pertinent policy issues in my district.'*

Population in % (Rural): 69.79  
Population in % (Urban): 30.21  
Population (Male): 797712  
Population (Female): 707612  
The sex ratio (per 1000): 887  
Literacy Rate (Male): 81.82  
Literacy Rate (Female): 66.82



Shikha began work on Quality Improvement in Education (QIE) an initiative launched by the state government in 2013 which aimed to improve learning outcomes of school students in government schools through systematic interventions. With the help of the Deputy Commissioner, Mandip Singh Brar, work on this began with an investigation into the current status of implementation through regular field visits to schools. These revealed that knowledge of the initiative among critical stakeholders such as the education department and school faculty was poor. The programme had not received much attention from the concerned departments due to the lack of a monitoring and review framework. The initial few months, according to Shikha, were 'difficult with no follow up on the programme and progress being stagnant but sustained engagement and involvement of district level officers led to a breakthrough with the department of education.' A set of measures was proposed to rectify the situation: the officers were encouraged to share problems they observed in schools to ensure rigorous monitoring. Regular trainings for teachers on different aspects of the programme and academic monitoring and learning enhancement had to be instituted. It was suggested that bi-monthly review meetings be held with the District Collector or senior government official addressing the department and school faculty – in these meetings issues were discussed and strict

action taken against malign practices at the school level. In the past few months, Shikha's close involvement with the programme has led to a significant improvement in its implementation.

While working on the 'Beti Bachao, Beti Padhao' work module of the programme, Shikha had observed that anganwadi centres were not equipped with facilities to fulfil the objectives of providing preliminary education to prepare children to attend school and providing nutritional food especially to malnourished children. On visiting government schools, she was told that children enrolling in primary schools had to be taught everything from scratch as the anganwadi centres often neglect the

government issued curriculum. Shikha then liaised with the concerned departments and analysed the standard 1 textbook to arrive at a consolidated curriculum that could be taught at the anganwadi centres. The pilot is now running in 25 anganwadi centres across Karnal district.

Reena, an anganwadi worker managing the centre in Neval, says, 'Earlier, parents would not send their children to the anganwadi but since it has been renovated more children across all caste groups have started coming here. The renovations funded by the panchayat have motivated the children as well as me since it has become a more dignified workplace.'



# Kurukshetra

*Prior to joining CMGGA, Sanyukta Sharma studied engineering and worked as a Research Associate on education and health related projects at IIM Ahmedabad. CMGGA offered her an opportunity to observe how policies were implemented on the ground. Not wishing to remain an armchair scholar, she wanted to move from academia to implementation of public policy. According to her, while the associates have a solitary journey during the entirety of the programme, they also work as a cohort to devise innovative solutions for the government.*

Population in % (Rural): 71.05  
Population in % (Urban): 28.95  
Population (Male): 510976  
Population (Female): 453679  
The sex ratio (per 1000): 888  
Literacy Rate (Male): 83.02  
Literacy Rate (Female): 68.84



The Divya Kurekshetra pilot draws on and strengthens the steps taken under the Swachh Bharat Mission (SBM). It aims to foster, encourage and lead a mass cleanliness drive, which will help to present Kurukshetra as a model district under the SBM. This was a follow up to the ODF (Open Defecation Free) campaign of the government, which was implemented intensively for three months and at the end of which, on 6th December 2016, Kurukshetra was declared open defecation free. This pilot aimed to keep up the momentum for cleanliness in the district and not to lose the positive impact of what has been achieved. Officials from Kurukshetra and other districts working on sanitation issues were invited to hold training sessions. With the help of the Deputy Commissioner, Sumedha Kataria, work began with 394 panchayats and with a focus on rural areas as there was a shortage of manpower in the district. In order to create a mechanism to highlight the overall cleanliness status of villages, a checklist was created of basic nodal points in the village such as the anganwadi centre, the government school and the gram sachivalaya. Local governance bodies were roped in and a



community based monitoring framework was created with the involvement of the village panchayat. Every six months the sarpanch of the village panchayat would fill a form to rank his/her village based on his/her observation of the village. An official would then visit the district and fill a similar form and the two forms could then be used to comparatively analyse the data and to pinpoint discrepancies. Since the pilot has been launched, data for over 100 villages has been collated.

The Mentorship Programme for Girls is a platform where young girls are provided mentorship and advice on a monthly basis about the various opportunities available in their study streams. It was suggested that this initiative be linked with the E-learning classes that are held in government schools in the district. The E-learning initiative targets academically weak students by increasing motivational levels and thus aims to develop

the overall personality of the child. While smart classes use visual tools to teach, these classes differ as they do not focus on bright students who find it easy to grasp concepts in the classroom but employ a variety of innovative methods to arouse the interest of students at different learning levels. The DIO in Kurukshetra says, 'deviating from traditional methods of teaching, we are urging students to be curious so they ask important questions.' Ritika, a school teacher from the government senior secondary school in Umri, adds,, 'children's enthusiasm levels about learning have increased. Ever since these e-learning classes have started in school, we have taught the students through mathematical tricks and science videos. If these concepts are grasped in childhood, these children attending government school will have much better career prospects.'



# Mahendragarh

*Sam Solomon Dasaru was in Ashoka as a Young India Fellow and before that he worked in construction project management. He was looking at what to do after the fellowship and was interested in large systems and it was this interest that brought him to CMGGA which, as he says, was 'an experiment' for him.*

Thirty per cent of the children in Haryana are malnourished, underweight and undernourished. This very disturbing finding came about through a close perusal of data and it was what led to the idea of this pilot. It is well known that the age between 0-2 is very critical in the overall development of the child. In the ICDS programme, there is provision for the nutrition of children and with the cooperation of the Women and Child and Health departments more children can be covered. It was planned to have a 30-day intervention to cover more children who are at risk and make better use of existing schemes. There are 1020 anganwadi centres in Mahendergarh, and there are 5-6000 children who are undernourished. In the words of the associate, 'We are trying to create a safety net and figure out the reasons for malnutrition and to empower the mother of the malnourished child to feed the child better. If the cause is medical, then we try to bridge the gap between the health department and the family. There is low awareness about what to do and about government schemes that can be availed.'

Under the leadership of the Deputy Commissioner, Rajnarayan Kaushik, a 30-day intervention was created with a diet plan with local high nutrition recipes, which were easy to prepare. Parents were trained to cook local foods with added nutrients and vitamins. During the 30 days, the anganwadi workers checked on the child to see whether the diet plan was being followed. A menu for mothers was also made to provide them with better nutrition and a small recipe book focused on local ingredients has been prepared.

Population in % (Rural): 85.59  
Population in % (Urban): 14.41  
Population (Male): 486665  
Population (Female): 435423  
The sex ratio (per 1000): 895  
Literacy Rate (Male): 77.72  
Literacy Rate (Female): 89.72



For his second pilot Sam worked on something quite different: an open source behaviour monitoring tool to check the progress of the Swachh Bharat mission. Focussed specifically on people's behaviour, an app was designed for those villages which had been declared Open Defecation Free (ODF) to check whether certain criteria are met and if ODF was being sustained. The data collection tool, which has questionnaires that are both qualitative and quantitative, helps to monitor behavioural change. Based on the data, the district administration can take action to help achieve the

objectives of the mission. The tool was deployed block-wise with the help of Saksham Yuva workers (young volunteers) and it can be linked to a smartphone, with one or more users being linked. Information can be gathered, stored and extracted for analysis.

It is hoped that the tool will help the government's training efforts towards behavioural change. The research findings from the app will be presented to the government for possible scaling up and further use of the app.



# Nuh

*Mohit has been a student of law but has always wanted to work with government. CMGGA offered him the opportunity to be connected to both the top levels of the bureaucracy and to citizens on the ground. According to him, 'It was an opportunity to work in the system and with people who had power and could bring about change.'*

Mohit began by trying to counter, even in his own head, the perception of Nuh as backward and a punishment posting. He was keen to convince people that Nuh is as exciting a place as any other. One of the early initiatives that was undertaken at the behest of the DC, Mani Ram Sharma, was to make the mini-secretariat a welcoming place, both in terms of appearance and also in terms of the services offered, as well as in staff behaviour. Pictures of heritage sites in the Nuh area provided a way of integrating the history of the district and showcasing it. Today the mini-secretariat in Nuh is ISO certified. According to the SDM, 'people have reacted very positively to these changes.'

A key pilot in this district was the programme for vocational training for young people. It was noted that there was a dearth of opportunities for youth in terms of jobs and education. Until recently, driving earth movers and lorries from and to the nearby hills and quarries was a service favoured by many. But of late this has been stopped. This pilot focused on creating job opportunities for young people and providing training to them by building partnerships with business houses.

Under the Mewat Development Agency (MDA) different types of training are now provided. Fifty young men are being trained in the Maruti plant nearby and will find jobs there once the training is complete. Sixty girls from Mewat who are doing

Population in % (Rural): 88.61  
Population in % (Urban): 11.39  
Population (Male): 571162  
Population (Female): 518101  
The sex ratio (per 1000): 907  
Literacy Rate (Male): 69.74  
Literacy Rate (Female): 36.6



professional courses in nearby institutes will be able to avail of subsidies to the tune of 75 per cent for professional courses in nearby institutes. SC/ST girls can avail of a full subsidy. Two computer centres have been opened with the help of the MDA and a collaborative arrangement allows for the normal fee of Rs. 4000/- to be reduced to Rs. 1100/-. A collaboration with the Tata Institute of Social Studies will put in place subsidized courses for paramedical students. A centre for excellence has been set up with all infrastructure provided, in exchange for which the Tata Institute will train 30 youngsters in each course.

A second initiative is to help women to work and earn at home. Keeping local sensitivities in mind – the women are not often allowed to work outside their homes – a scheme to set up home based Murghi Palan Kendras (poultry farms) has been floated. Six such farms have been started and 6000 indigenous chickens were brought in. The scheme came up against some unexpected hurdles in its very first step with the onset of bird flu. Things are now back to normal and the scheme is once again on board. The government will provide advice and support on loans and marketing and the women will run the centres.

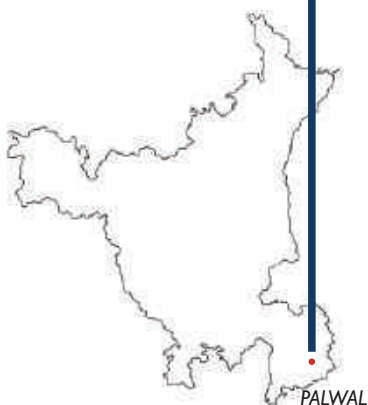


# Palwal

*Gaurav Kumar has an MA in Sociology from Banaras Hindu University. He is from East Champaran in Bihar and regularly writes for Hindi newspapers. He has worked in an NGO and has interned with the Reserve Bank of India. In his words,*

*'I have always wanted to do society-oriented work. The pilots taught me a lot and my perception about things changed once I saw work at the ground level. We would not have got this kind of experience anywhere.'*

Population in % (Rural): 77.31  
Population in % (Urban): 22.69  
Population (Male): 554497  
Population (Female): 488211  
The sex ratio (per 1000): 880  
Literacy Rate (Male): 82.66  
Literacy Rate (Female): 54.23



One of Gaurav's pilots was to set up a digital library to provide online resources. Gaurav realized that digital content from different universities was available online, and, with the help of the Deputy Commissioner, Ashok Sharma, brought it all together into a fully functional library with computers from where it could be accessed. Attention was also paid to the sitting arrangements and to putting in air conditioners, as well as placing an attendant to help people deal with problems. The content includes well-known writers, as well as old UPSC Yearbooks. The library currently boasts a collection of over 10,000 e-books. Situated in the old judicial complex the library has been set up with the help of the Red Cross Society. According to a young user: 'we're happy to have a place to study and to have online content,'

A second initiative, Gaurav worked on, was to set up an online monitoring system for anganwadi centres. A survey of the attendance registers of anganwadis showed many gaps in their functioning. It was also noted that attendance registers had not been completed for many years and there was no real record of who had come



in and when. An online portal was thus set in place that created a mechanism by which the attendance of workers and supervisors can be monitored and this has resulted in improvements in children's attendance too. Once the children and their families see that someone is there to look after them, they are also more motivated to come. Meetings are also held with the workers and supervisors to motivate them.

In order to ensure the effective functioning of this pilot, a system of reporting and of uploading photos of workers and supervisors has been worked out and these have to be uploaded regularly. Old practices where registers could be manipulated or not kept at all, are now outdated and with this portal it is hoped that the centres too will become more lively.



# Panchkula

*Namrata Mehta brought a rich experience of working in the design and development space to CMGGA. Her work experience allowed her to bring user-centred systemic design to development, focusing especially on the use of technology. She has also contributed to the Bihar Innovation Lab, a platform to improve government service delivery in healthcare in the state of Bihar. In her words: 'while we require systemic solutions and standardization, what often works is relying on a near artistic vision. The programme is well positioned to bring in new skills and techniques to the government, by introducing a theory of change, analytic frameworks, user centred design and data driven decision making.'*

During her tenure Namrata as CMGGA worked closely with the WCD and the Health Department to improve convergence between the supplementary nutrition programme under the Integrated Child Development Scheme (ICDS) and the Rashtriya Bal Swasth Karyakram (RBSK), a national level programme to diagnose children with deficiencies. While anganwadi workers could identify an underweight child they are not trained to identify malnutrition. Bringing in good child health screening services was therefore a priority. With the help of the Deputy Commissioner, Gauri Parashar, and the two departments Mother Camps were organized for mothers of severely malnourished children. A mobile app has also been developed to automate the identification of severely malnourished children, and create a common database of these children for the two departments.

A second experiment has been to put in place a mobile app that provides citizens access to various government schemes. This is being done in collaboration with a

Population in % (Rural): 44.19  
Population in % (Urban): 55.81  
Population (Male): 299679  
Population (Female): 261614  
The sex ratio (per 1000): 873  
Literacy Rate (Male): 81.88  
Literacy Rate (Female): 87.04





social enterprise called Haqdarshak. This initiative builds on the existing Common Service Centers, recently known as Atal Seva Kendras set up by the Government of Haryana. One of the learnings from it has been the ways in which the government perceives and collaborates with entrepreneurs. Namrata worked closely with her colleague in Rohtak, Palak, who was also piloting the same initiative in her district.

Another pilot Namrata attempted was to bring together a community of alumni from government schools to contribute to schools. Initially conceptualized as a mentorship programme for girls where women alumni of their schools were invited to deliver inspirational

talks to them, this initiative expanded to include all alumni and students of both genders. In March 2017 a workshop was held with principals of all Government Senior Secondary Schools to reflect on and create a plan to build alumni networks in their own schools. One of the principals present said, 'it is imperative that such alumni associations be created so that alumni can remain linked to their alma mater by encouraging students.'

According to Namrata: 'Creating networks in government schools has not been a priority. Schools have to take ownership of their alumni associations by bringing in ex-students and mentors.'





# Panipat

*For Priyanjali Mitra, a post graduate in Sociology from the University of Oxford, the CMGGA was an opportunity to engage in policy implementation at the ground level and simultaneously be connected to the state. As a consultant with the International Labour Organisation (ILO), she felt that her work was far removed from the beneficiaries who were being targeted through it. While the posting in Panipat was initially challenging for her as she grappled with being in the field and with the inertia in the bureaucracy, the learning curve was steep and the year taught her some important lessons in development.*

Population in % (Rural): 53.95  
Population in % (Urban): 46.05  
Population (Male): 646857  
Population (Female): 558580  
The sex ratio (per 1000): 864  
Literacy Rate (Male): 83.71  
Literacy Rate (Female): 67



Passionate about working on gender, the lack of reliable information on the sex ratio in the region, something that was needed to inform the Beti Bachao Beti Padhao andolan, was a matter of great concern for Priyanjali. In collaboration with the National Informatics Centre (NIC) in the district a system of collecting and triangulating data from various sources was worked out as suggested by the Deputy Commissioner, Chandershekar Khare. The data was sourced from two departments, the Health Department and the Women and Child Development Department, so that it would be consistent. Thereafter a dashboard was created on which this data would be uploaded and regularly updated. According to Gitanjali Bindra, junior programmer from the National Informatics Centre: 'this exercise has helped in identifying critical villages with respect to the sex ratio where the threshold levels were dangerous.'

While the pilot may not have resulted in a significant change in the sex ratio on ground, the gravity of the data discrepancy was highlighted and

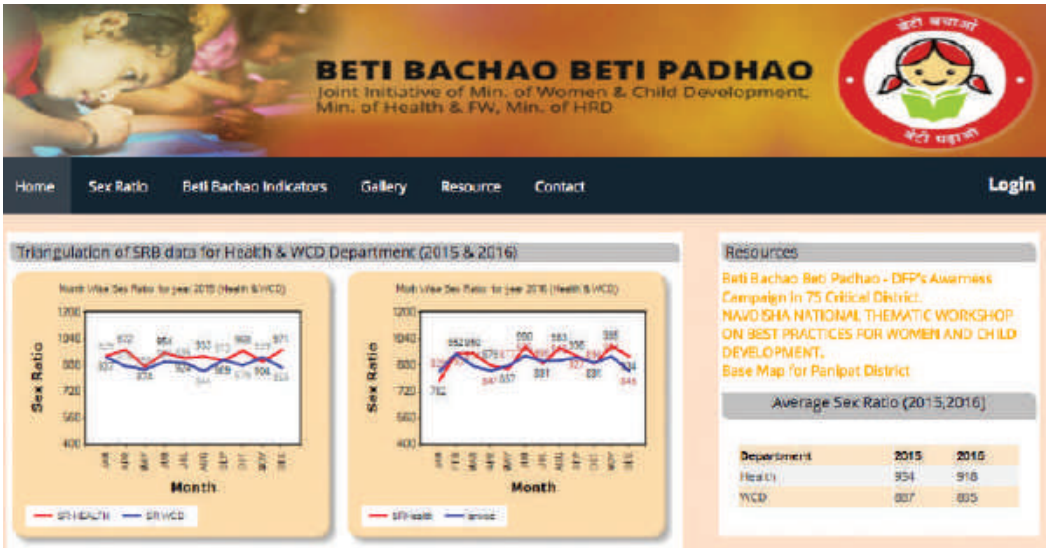
interventions could be planned by the district administration based on the more credible data. A second pilot project was Digital Kaksha (Smart Class-rooms), that aimed to supplement classroom teaching with ICT and digital aids. Technology plays a vital role in education. In today's competitive world the child needs skill sets, which are beyond subject knowledge and require concentration, assimilation power and retention. In this regard the role of smart class is quite important. The class transformation system poised as the next generation of smart class in schools, is the revolutionary leap forward in enabling excellence in schools. Smart classes rapidly transform the way teachers teach and students learn in schools with innovative and meaningful use of technology next to the blackboard for teachers in the classrooms. Students learn difficult and abstract curriculum concepts through watching engaging visuals and animations. This makes learning an enjoyable experience for students and also improves their overall academic performance. Smart classes also enable teachers to assess and evaluate the learning achieved by their students in class with an innovative assessment technology called smart assessment system design.

At the Government Senior School in Model Town, Panipat, after being taught in the classroom, students

go through videos for all modules mapped to the SCERT (State Council for Educational Research and Training) books. This has led to an increase in student exposure to educational ICT through curriculum integration and prepared them for standardized monthly exams held across the state. The core idea is not to replace the existing curriculum but to supplement it with interesting methods of learning and a diverse set of techniques. Incorporation of digital aids in learning has been a core component of the NCERT's vision for education in the country and in Haryana this experiment has been started in a few districts like Panchkula and Gurgaon. The key factor here is not the involvement of the Department of Education but the initiative taken by the sarpanch and motivated school teachers. This cuts down the number of steps for funding and approvals and implementation becomes quicker.

The likely parameters that will be impacted and measured through this pilot are:

- Learning outcomes of students and classroom performance
- Improvement in pedagogical techniques of local teachers and learning environment of students
- Rate of enrollment
- Effect on absenteeism records



# Rewari

*Vineet Bhalla is from Faridabad and he worked as an Assistant Director with a non-profit organization in Delhi, focusing on inspiring and encouraging communities to use legal education to empower themselves. He is a law graduate and in the course of his studies, became interested in public policy.*

His unique contribution was to come up with an idea called QuickFix – a platform that provides six common household services to citizens. Service providers are listed on a website and anyone wishing to avail of their services can look them up, compare costs, check availability and choose. As the website becomes known, other providers who are not on it, are wanting to register. Once their profiles and antecedents are checked, they are listed on the site. The initial hope had been that this kind of service would help fresh graduates from the Industrial Training Institutes (ITIs) to find work, but this did not work out too well as ITI graduates are not trained well enough to be able to visit homes and provide services by themselves. So only those who have these skills are now included. Islam, a service provider, says: 'Someone from the DC's office came and informed us about the portal and I got interested and registered. There are lots of people who have given their names, we'll wait and see how it works.' Currently, over 50 service providers across the six services are available on the platform.

Rewari has a high incidence of cases of domestic violence. Vineet became aware of this issue when he came in contact with the police during one of his work module interactions. He was required to sit in the police control room and monitor calls to the number 100. Interactions with the police led to an understanding

Population in % (Rural): 74.07  
Population in % (Urban): 35.93  
Population (Male): 474335  
Population (Female): 425997  
The sex ratio (per 1000): 898  
Literacy Rate (Male): 80.94  
Literacy Rate (Female): 91.44





of the issue of domestic violence, and how pervasive it is across Rewari. This corroborated the anecdotal evidence which he had received from female health workers during village visits. The large number of cases also meant that women police officers carried an excessive load, and police did not want to register FIRs as this would mean investigations, so they would often try to make families arrive at settlements.

Preliminary research showed that some other districts in the state had one-stop centres where women victims could come for emergency medical help, legal advice, counselling services, police aid, and overnight shelter. In collaboration with Population Services International and the State Women and Child Department, the Deputy Commissioner, Yash Garg, decided to set up such a centre in Rewari, and this is now being worked on.



# Rohtak

*Palak Rawal studied at Ashoka as a Young India Fellow and was previously a student of Commerce at the University of Delhi. A desire to work in the development space is what led her to CMGGA.*

Palak worked on integrating Haqdarshak, an existing mobile application that aims to provide benefits of welfare schemes to citizens, with the existing service delivery mechanism of Atal Seva Kendras. She looked at how service delivery could be strengthened and the financial viability of Atal Seva Kendras be improved. The Deputy Commissioner, Atul Kumar, suggested they begin with 20 operational ASKs in Rohtak. The project was done in collaboration with the DITS (District Information Technology Society). With a full time research team deployed by Haqdarshak, information about 155 government schemes across 18 departments was collected and verified at both the district and the state levels. This Information on the mobile and web application (Haqdarshak Haryana) was provided to the 20 Village Level Entrepreneurs who operate the centres. It dealt with how to identify eligible recipients and on how they could register and apply. VLEs were trained on the use of the app and how to fill forms. Nodal officers in the departments followed up when help was not received on time, and in Nonand village (where a VLE had earned Rs 6.5 lakhs in six months by registering people for government schemes for which they were eligible) a citizen's forum was organized to discuss issues of concern to citizens. In this way, the Haqdarshak app was integrated into the broader state level model of CSCs.

The associate also started a gender sensitization project with UNICEF which will be implemented in Rohtak and Jhajjar districts in the following year, with the

Population in % (Rural): 57.96  
Population in % (Urban): 42.04  
Population (Male): 568479  
Population (Female): 492725  
The sex ratio (per 1000): 867  
Literacy Rate (Male): 87.65  
Literacy Rate (Female): 71.62





involvement of NGOs such as Jagori and Breakthrough. UNICEF is the partner to the Haryana Government on this project in the two districts. Gender sensitization campaigns will be held in schools across the district and school teachers will be encouraged to increase ownership and sustainability of the programme. Adolescent girls and boys in schools will be encouraged to maintain diaries on work done by their fathers and mothers to understand the division of labour in their households and value all kinds of work.

Palak also enjoyed working with the existing district drive to make public spaces safe for women. Pink autos are one of rohtak's interesting innovations in this area

-auto which are run by women and for women and their families. There are buses that ply from villages to colleges, which have helped to increase women's mobility. To complement the existing efforts, a safety audit of all public spaces will be carried out in collaboration with Jagori under this component. A study will also be carried out to find out differences in how public spaces are accessed and look at the difficulties faced by women. Employers will be sensitized on the need to equally focus on both genders, and ordinary women will be depicted as role models. Thus, a holistic approach will be followed in this project, which is aimed at reducing gender disparity and empowering women in the two districts.





# Sirsa

*Vrashali Khandelwal is interested in the development sector and has pursued the same discipline at university.*

In most government schools in the district the dropout rate for girls is quite high. This is mainly because schools are often at some distance from villages and girls' mobility is restricted. Could some imaginative ways of motivating girls to come to school be found? The Deputy Commissioner's, Sharandeep Kaur, suggestion was to bring in women role models to speak to young students and to motivate them to pave a career for themselves. Working women such as policewomen, nurses, teachers, beauticians and others were invited to speak. But then, another issue came up. Students, who were mainly from low income families, did not have access to information about what sort of courses were available. So a decision was taken to produce a career information and counselling booklet which would provide information about neighbouring educational institutions.

This book, now also in Hindi, covers a considerable area and local teachers have been trained to use it, with each government school being given four copies. Anganwadi workers are also being trained to motivate girls through this booklet.

According to Sukhpal, an anganwadi worker, 'In this booklet I found various educational institutions such as IGNOU offering distance courses. We also found out about universities for women in Sonipat that have a provision of subsidized hostel facilities and scholarships for students from disadvantaged groups. We conducted a meeting with girls who had either dropped out of school or had not pursued

Population in % (Rural): 68.73  
Population in % (Urban): 31.27  
Population (Male): 781299  
Population (Female): 668702  
The sex ratio (per 1000): 856  
Literacy Rate (Male): 87.18  
Literacy Rate (Female): 69.8



education after completing school and we have circulated the book among these girls and many of them have shown an inclination to take up distance courses.'

The 'May I Help You?' project is an initiative to establish a helpdesk at the mini-secretariat of the district. The helpdesk was set up in September 2016 with the financial support of Punjab National Bank. It is operated by Anil Kumar, a staff member of the DC's office. According to him: 'the need for such an initiative came about when they understood that citizens visiting the mini-secretariat are not aware of the departments or officials they should visit for getting their work done. Earlier, if a citizen had work with any official, irrespective of the department, they would go to the Deputy Commissioner's office.' As a result of this initiative, people now know where to go and some 50 people visit the helpdesk every day to seek assistance. A phone line has been installed which allows the operators to call dealing officers to follow up on applications and provide citizens with information.

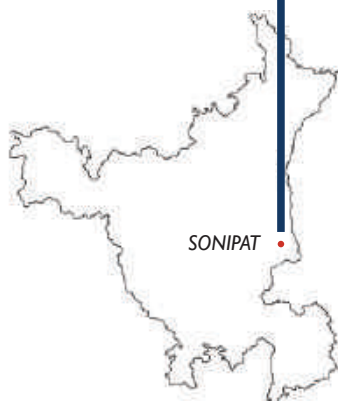


# Sonipat

*Interested in pursuing the civil services, Pranav Vijayvergiya applied to the CMGGA programme to be able to understand the inner functioning of the bureaucracy, and to get an overall exposure and understanding of the policy implementation process. According to him, 'I have learnt a lot by working across departments and interacting with the cohort. Since it is not a homogeneous group, I feel challenged as well as inspired through our interactions.'*

Pranav's pilot, the Tika Express is an immunization vehicle equipped with different vaccinations to provide onsite immunization in low coverage and high risk areas. The idea behind this was to increase the overall immunization percentage in the districts targeting high risk areas where the reach of government health services is limited. In collaboration with the Department of Health a survey was initiated to identify these high risk areas such as construction sites and temporary shelters. The polio team, responsible for data collection for immunization coverage in the district, was roped in to conduct these surveys. Following this, a database was created; blocks were identified on the basis of the 'at risk' child population and the Tika express has been deployed in Kharkhoda, one of the blocks with the least immunization coverage. The Tika Express also carries out prenatal check-ups for pregnant women and offers basic OPD health services. Once the Tika Express sets up camp in the area, the Accredited Social Health Activist (ASHA) workers mobilize the population to avail these services.

Population in % (Rural): 68.73  
Population in % (Urban): 31.27  
Population (Male): 781299  
Population (Female): 668702  
The sex ratio (per 1000): 856  
Literacy Rate (Male): 87.18  
Literacy Rate (Female): 69.8





Pranav's second pilot looks at solid waste segregation practices among urban households, to create community awareness about waste management, and efficiently treat the collected waste and recover useful material again so as to decrease the burden on landfill sites. Research in the district showed that while dustbins were placed at various public places, littering was a common sight in urban areas. Consultations with the DC, Makarand Khetmalis, and Municipal Corporation officials led to the decision to do some preliminary research, and to visit households and encourage them to adopt the practice of waste segregation. They then decided to implement the pilot in one locality with 200 households to gauge whether the initiative could be successful in the district.

In order to scale up the initiative, visits were arranged to waste segregation facilities in Saharanpur, Noida,

Delhi and Gurgaon to see what procedures were being followed to collect waste, and what practices were being used to compost waste. It was also planned to look at IEC materials that were used to disseminate information and strategies for creating awareness among citizens. The initiative has now been scaled up to 10,000 households across 5-6 urban localities

According to Virender Hooda, Commissioner of the Municipal Corporation in Sonipat, the 'CMGGA is a good concept as young people filled with ideas and energy can come forth and suggest different initiatives. For the waste segregation initiative we visited various compost sites and discussed the model to be adopted in Sonipat. The Swacch Bharat Campaign has become extremely pertinent and citizens have become more receptive to the initiatives under the campaign.'



# Yamunanagar

*Karn Ailawadhi, a business graduate from the Indian Institute of Management in Indore, was about to appear for the UPSC examination when he heard about CMGGA. Interested in the internal workings of the bureaucracy, he decided to apply. He says: 'We work with all departments such as health, education, police, transport, and we are involved in recommending programmatic changes to Chief Minister as well as visiting the field and interacting with officials. CMGGA is great at bridging the gap..'*

The Shikshit Kishor Surakshit Kishor (SKSK) is a programme to educate adolescent girls about nutrition, gender-based violence, sexual and reproductive health. Research showed that young girls between the ages of 10 to 19 had little or no access to information about sexual, reproductive and mental health issues. This pilot was created with the basic assumption that once young people have information, they can make better decisions about their health and wellbeing and can more effectively access available support services. Central to the programme is leadership, gender equity and inclusion as well as strategic partnerships with other sectors and stakeholders. Under the programme a team of doctors, dental surgeons, counsellors and volunteers come together to conduct training sessions for young girls about the subjects to be covered under the Rashtriya Kishor Swasthya Karyakram (RKSK) and the Protection of Children from Offences (POSCO) Act guidelines. The training team works in schools in different blocks and with teachers and principals. Information is provided in a set of booklets and a monitoring mechanism is built into the trainings to test their effectiveness.

Population in % (Rural): 61.06  
Population in % (Urban): 38.94  
Population (Male): 646788  
Population (Female): 567487  
The sex ratio (per 1000): 877  
Literacy Rate (Male): 83.84  
Literacy Rate (Female): 71.38





For his second pilot, Karn chose to leverage the Atal Seva Kendras (ASKs) being set up in over 50 villages in Yamunanagar. He began an initiative where by the Village Level Entrepreneur (VLE) who operates the ASK would impart digital literacy to the Panchayati Raj Institution (PRIs) members in these villages. The training focuses on basic digital literacy skills such as operating computers, typing and browsing the internet. Under the pilot ten-day trainings are organized at 50 ASKs across the district. In order to assess the efficacy of the programme a number of tests have been put in to ensure that the outcomes of the programme are successful. According to Karn, although they are making

progress, a major impediment is the reluctance among PRIs to learn digital skills. He says: 'we are now trying to merge this initiative with the Pradhan Mantri Digital Saksharta Yojana which aims to provide digital literacy to the online village community at Gram Sachivalayas located in villages.'

According to the DC, RSKharb, 'the associates have done a wonderful job on focusing on certain initiatives, studying these in depth and identifying constraints that citizens face in accessing services. Going forward, associates can work more closely with local governance bodies to improve delivery of public services.'





# *Looking Back*

## *on the Year*

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At the end of twelve months of intensive work in the districts, it is time for all the actors in the CMGGA programme to look back and reflect. Has the experiment they collectively set out on been successful? Were their expectations met? Are there learnings that should be incorporated into the next round of the programme?

A constant process of review and reflection, course and design correction when necessary, have characterized the CMGGA. The open and collaborative spirit of the programme, where feedback, criticism, suggestions are taken into account and returning to the drawing board to incorporate these is seen as an essential part of the process, has helped to keep the programme flexible and responsive to ground realities.

This is not to say there have not been challenges: while it is all very well to have common state level programmes, and then different (and sometimes similar and overlapping) district level initiatives, it is also true that each area, each district, and indeed each administrative office and the people within it, are different. Perhaps one of the biggest challenges then, for such a programme, is, as described by a member of the programme team, 'how to make sure that everyone is on the same page...to understand what the process looks like from a macro

point of view, and then to understand the details which may seem like small things, but they are actually what make up the whole. If we are talking of standardization of information and functioning, we need to be aware of all the details and to understand why standardization is important.'

While an understanding of the common vision and the macro perspective of the programme is important, the year has also shown that it is equally important to understand difference. At the end of a year of work for example, it is clear that progress on all work modules has not been uniform, and that all pilots, diagnostics, and DC support programmes, have not been equally successful. What is it that makes for this difference and can understanding this help to better address these issues in the coming year?

A year is perhaps too short to fully answer this question. The process of putting change in place is time intensive, and equally, time is then needed to measure and map impact. Where the CMGGA work modules were concerned, for example, there seemed to be agreement across the state on one key learning: the modules that worked well were those where the implementation had been well thought out and the



follow up mechanisms were in place and functioned efficiently. The CM window is cited as an example of a programme that has a strong follow up mechanism in place. If a meeting that was due has not happened, the programme team is immediately alerted to this, and a call goes out from the CM's office, the reasons are discussed and corrective steps are taken.

A team member describes the different steps and learnings in the process of bringing about change on the ground: 'when we entered the follow up was not so good. The CM cell, which handled the complaints, did not have access to anyone other than the department heads, but with us in the system at the district level, we were able to bring in another layer through which the CM cell could reach the district directly through the associate. If there was a problem the associates could do a quick analysis, and ask the City Magistrate, who is the nodal person, to call officials and find out. With regular reviews over a period of four or five months, the disposal rate went up steadily because of this review mechanism. Once it happened, it started stabilizing there so our focus then shifted to the quality of grievance resolution – because we had been pushing for disposal, quality did not get a focus, so now we were able to do this. We measured quality as the amount of time taken by the cell to review the solution. If the quality is good, we need to look at it only once to know a good job has been done. The amount of clarifications asked for was in inverse proportion to quality, we standardized the way in which we wrote responses, every grievance that is resolved, the associate was asked to put in a structure, a standard template that reduces the time it takes and steps like these also helped us to guide people in how to write complaints so that the team would know how to deal with them. It's

a constant learning process.' One of the results of such work was to develop a format in which action taken reports on complaints could be filed, and once this had been looked at the team turned their attention to the multiple problems the portal had, in terms of data structure, linkages between officials, multiple overlaps and so on. With so much detailed work, when the team put in place a module called the feedback module through which associates were asked to speak to citizens and understand what they thought the government was doing well, the CM Window came at the top of the list, partly because of these mechanisms, but also because people felt that it was important that the CM was looking at their grievances.'

Another learning over the year has been the necessity of follow up work within the programme. As various associates have pointed out, it is important to understand that once an issue has been effectively dealt with in terms of putting certain changes in place, you cannot just move on and expect that it will take care of itself. The module on transport services for citizens is cited as an example here. The statewide success of this module requires considerable work to keep the systems in place, to ensure that inertia and corruption do not find their way into it again, and to be constantly responsive to feedback from citizens using these services.

A member of the programme team describes what the process of working on this module and what the learnings have been.

'Now that the SOPs for registration certificates and licenses have been launched and this module has been declared a success, the focus of the programme team has shifted to measuring impact. The team went in with

a hypothesis, looked at solutions and implementation, but what has changed? So a small assessment was done to understand what had changed, and it was as a result of this that smaller details were ironed out – for example, one of the things that became clear was that a facilitation desk was needed in every district, so that the citizen only needs to go to one place, but also that these desks too had to be standard, so the experience was similar. Even details like whether there was a token system at one, whether every place had the required stationery such as file covers, staplers, all of this had to be looked at. The programme team then broke down everything to its details, and got the associates to work on this. For the associates too, this was a major learning experience, for when we think of governance, we seldom think of the detail. Since the time in April when the SOPs were rolled out, associates have been making weekly monitoring visits, setting things right. Their target is to get all services standardized as much as possible so that once the next cohort of CMGGAs comes in they can begin to measure impact.’

Throughout, the CMGGA programme and all partners in it, have attempted to remain open, and there has been a willingness to learn. Thus initiatives that may not have taken off in the initial days, are not abandoned but rethought and reworked. An example of this is the police module. The idea behind creating such a module was to see if police responses to citizen complaints and police services to citizens could be improved. As a first step, associates sat in police control rooms to monitor calls to the number 100. Their findings were that the existing system was inefficient and ineffective. Not only were police responses sometimes non-existent, they were also often delayed. This was not necessarily because of issues with police behaviour, but also had

to do with logistical arrangements. As a member of the programme team explains: ‘Because dialling 100 is a district controlled process, if someone dialled the number in Faridabad, the call would go to the district control room in Faridabad, who would take it and on the basis of what they knew or remembered about which car was where, would send it out. Clearly this was not the best way to work. It became evident that what was needed was to have a central call centre with vehicles on the ground that were equipped with GPS and then these could be sent out according to the location. Of course this was not easy to implement and there was considerable resistance. The programme team realized that part of the resistance came from the fact that they had not interacted with the police department in the same detailed way as they had with the transport department. So one of the basic principles of collaborative working – that you take all partners on board – had not really been adhered to, and this was an important lesson for the programme team.

While working on how to iron out these issues, the programme team developed another module related to police stations which looks at what kinds of services they offered, what happens to complaints and so on, and found that people had a very negative perception of the police. Based on this observation the CM decided to institute a complaints department separate from the main department. Collecting and compiling statistical information which could give an accurate picture of the situation was one of the casualties of this confusion about who was responsible for what. If you don’t register complaints, you need not add the complaint to your statistics and on paper the crime rate goes down. The CM agreed to create an independent agency to register complaints – he cited the example of Punjab which has



something similar, and so thinking began on this but it was not so easy to put in place because, once again, the programme team had not involved the department. However, with the CM driving this change, things have now improved and everyone is invested in making improvements not only in the structure of registering complaints but also in the system of receiving them and dealing with them and police are now looking at other states that have implemented change successfully in order to be able to learn from these. Towards a centralized control room – Haryana 100, a programme in which CMGGAs have had a key input – has been approved by the CM and is aimed to be implemented by 2018. So although this module began with some glitches, there has been course correction along the way and now a new beginning will be made. According to the programme team: ‘although nothing came out of it initially, at the district level, when we restarted things were different. In the other modules everything that has come out has reached a logical conclusion, either it has gone back to the districts for implementation or it is being looked at by the programme team. In the police module the key factor was stakeholder management, we needed to have the CM’s office, the police department, the finance department, all on board. Now that the CM himself is pushing it, it’s important we understand his perspective and align with all the stakeholders, so stakeholder management is critical.’

Indeed, the success of the CMGGA programme would not have been possible without such stakeholder management and regular monitoring. The CM’s office conducted regular video conferences so that everyone could be both engaged and informed. At their level, all officials, right from Sub Divisional Magistrates, to Municipal Commissioners, to Deputy Commissioners were involved in the progress of the initiative.

The first year, and the first cohort, of any new programme are always crucial to the success of the programme. The first batch of 21 CMGGAs have learned much from their year in the districts of Haryana. Some of them will stay on to continue working with the state, while others will move on to different sectors, both government and private, both in policy and implementation. There is no doubt that the year had been rich in experience and learning and as the CMGGA programme stands poised to embark on its second year, the learnings and experiences of the first year will feed into the experiences of the new associates. In the years to come, the cumulative experience of enacting change, of understanding how governance works, of bringing it closer to citizens, of retaining a macro vision while working on the micro aspects of it, will prove enormously useful. A beginning has already been made in the second year of the programme by successfully incorporating the learnings of the first year.

# CHIEF MINISTER'S GOOD GOVERNANCE ASSOCIATES 2016

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*Ambala: Deepa Agarwal*

*Mahendragarh: Sam Solomon Dasaru*

*Bhiwani: Gaurav Dhankar*

*Nuh: Mohit*

*Faridabad: Anul Jain*

*Palwal: Gaurav Kumar*

*Fatehabad: Chirag Garg*

*Panchkula: Namrata Mehta*

*Gurugram: Surekha Yadav*

*Panipat: Priyanjali Mitra*

*Hisar: Manisha Bhatotia*

*Rewari: Vineet Bhalla*

*Jhajjar: Dr. Anita Phalswal*

*Rohtak: Palak Rawal*

*Jind: Ankit Jain*

*Sirsa: Vrashali Khandelwal*

*Kaithal: Pratik Harish*

*Sonapat: Pranav Vijayvergiya*

*Karnal: Shikha Rana*

*Yamunanagar: Karn Ailawadhi*

*Kurukshetra: Sanyukta Sharma*







