

Social Audit of Public Services in Delhi

Comparison across two Social Audits



Public Affairs Foundation
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INTRODUCTION

In September 2005, the Chief Minister of Delhi Mrs. Sheila Dixit launched a project to monitor the outcomes of key public services in Delhi, using citizen feedback on the service providers involved. The project was completed in September 2006 and the findings were presented before the media and officials on September 4, 2006. This is the first time that a Chief Minister of a state in India has placed an independent assessment of the government in the public domain. This independent Social Audit was carried out by the Public Affairs Foundation, a sister organization of the Bangalore based Public Affairs Centre – nationally and globally known for pioneering the application of Citizen Report Cards.

This Social Audit has enabled Delhi's citizens, especially the disadvantaged to provide systematic feedback on essential services to the government of NCT. The audit also provided a good diagnosis of the critical problems with public services. Citizens were asked to rate the services in terms of access, reliability, transparency & responsiveness. The pointers and insights from this Social Audit clearly set an agenda for a process of reviews, process reengineering and reforms by the government of NCT.

Following the first Social Audit, it was proposed that the Public Affairs Foundation (PAF) carry out a repeat exercise of the Social Audit for the same set of services studied in the first round. This second Social Audit would help measure the impact of the reforms initiated in response to the findings from the first Social Audit.

The First Social Audit covered 14165 respondents and the Second Social Audit covered 17765 respondents in Delhi and elicited focused feedback on user's experiences across nine public services viz.

- Provision of Drinking Water through water tankers
- In-patient services provided by public hospitals run by MCD & State Government (IPD)
- Out-patient services provided by public hospitals run by MCD & State Government (OPD)
- Public bus transport services provided by the Delhi Transport Corporation (DTC)
- School education provided by MCD Primary Schools, Government Primary (Sarvodaya) Schools and Government Secondary Schools
- Services provided by Fair Price Shops and Kerosene Depots (PDS)
- Services provided by the Motor Licensing Offices (MLO)
- Services provided by the Sub Divisional Magistrate's Offices (Certificates)
- Services provided by the Sub Registrar's Offices (Registration)

The First Social Audit carried out for the National Capital of Delhi served as a benchmark against which the findings of the Second Social Audit were assessed. The findings of the second Social Audit also reflect on the reform measures undertaken by the State Government. The Social Audit was based on user feedback generated through a scientific random sample survey of users and households.

AC Nielson ORG MARG conducted the field survey for the first Social Audit and the DRS Group conducted field survey for the Second Social Audit, both being leading social and market research organizations.

The Second Social Audit was in a way a reflection of the reforms undertaken based on the findings of the first Social Audit. Although two years are still a short duration to assess the impact of the reforms, nevertheless, the reforms have resulted in positive outcomes in terms of increased satisfaction and improvement in service delivery which needs to be further ascertained. Findings of this second Social Audit serve as an indication, thereby indicating the direction of change.

SALIENT FINDINGS

- Rise in satisfaction across all services except water tanker service.
- Consistent improvement in access to services for the poor but gaps in quality of service delivery still exist.
- Commendable spatial targeting of three out of nine services to the poor but more spatial variation observed for other services.
- Except for three out of nine services, there has been a visible impact of reforms through increased satisfaction and service improvements.
- Six out of nine services show a decrease in corruption.
- Four out of nine services fare better in terms of problem resolution and overall grievance redressal shows improvement in efficiency.
- Increased awareness of Citizen Charters.

METHODOLOGY

The Social Audits' were based on Citizen Report Card methodology. The concept of Citizen Report Card was pioneered by the Public Affairs Centre (PAC) Bangalore, India, a decade back and has since then received national and international attention. Anchoring on the concept of user feedback, Citizen Report Cards provide a simple and widely replicable tool for improving transparency and public accountability.

When citizens' voice provides an objective assessment of both qualitative and quantitative aspects of different public services, based on first-hand interactions with the agencies providing these services, it is possible to benchmark performance and assess improvements over time. This Citizen Report Card can be used to stimulate involvement, participation and collective action by citizens, and provide organisational leaders with an opportunity to design reforms and bring in a strategic reorientation. Experiences with report cards, both national and international, have amply demonstrated its potential for demanding public accountability and providing a credible database to facilitate proactive civil society responses.

In specific terms, a Citizen Report Card helps to:

- Establish credible service benchmarks to monitor progress over time.
- Generate citizen feedback on the degree of satisfaction with the services.
- Enable citizens to participate effectively in demanding accountability, accessibility and responsiveness from the service providers.
- Serve as a diagnostic tool for service providers, external consultants and analysts/researchers to facilitate effective process reengineering and reforms.
- Encourage public agencies to adopt and promote citizen friendly practices, design performance standards and inculcate operational transparency.

A typical Citizen Report Card study involves the following stages:

- Discussions with service providers and Focus Group Discussions with users
- Designing survey instruments
- Identifying the scientific sample for the survey
- Preparing field survey quality control manuals
- Orientation & Training workshops for the survey team
- Survey by trained professionals
- Collection of qualitative data (independent observations, case studies, etc.) to augment survey data
- Coding, analysis and interpretation of findings
- Preparation of reports
- Strategizing reforms & partnerships for service improvements

The Social Audits were conducted by interviewing end-users of public service providers in different geographical locations of the National Capital Territory. Each public service analyzed for the audits was investigated using a distinct survey questionnaire and end-user sample. Before the survey instruments were designed, researchers from the Public Affairs Foundation conducted focus group discussions in lower and upper income localities around Delhi to identify critical issues that ordinary citizens faced with public service providers. Based on this feedback, questionnaires were designed to seek information about the critical issues identified in the focus group discussions.

End-users were interviewed either through household interviews or through exit interviews. Users were asked about their day-to-day experiences with public service providers in addition to their satisfaction with the provider as a whole and with various parameters of service. End-users could categorize their satisfaction as: “Complete Satisfaction,” “Partial Satisfaction,” “Neither Satisfied or Dissatisfied,” and “Dissatisfied”.

The Public Affairs Foundation have contracted market research firms to conduct the survey. Researchers from the Public Affairs Foundation independently audited survey processes and results.

LIMITATIONS OF THE STUDY

The building blocks of any user's feedback studies are ordinal in nature and based on experiences. Several words like "scarce", "adequacy", and "satisfaction" have been asked in the manner that the respondent best comprehends; thus, there is some subjectivity in the studies.

For a detailed explanation of the methodology used refer Annexure 1.

COMPARATIVE ANALYSIS

Presented below is the comparative analysis of the findings from the Social Audit -I and Social Audit -II on selected indicators.

WATER SUPPLY

- ❖ Compared to 78 percent of the users who were able to access drinking water supply through tankers within 300 meters of their residence in the first audit, a higher percentage (82%) reported so in the second audit.
- ❖ Difficulty in accessing the water tanker continued among the BPL families in the second audit where 81% (compared to 84% in the first audit) reported access to a water tanker within 300 meters from their residence. However, there was marginal reduction in the number of trips made to access water across the Social Audits from 4 to 3 trips.
- ❖ Considering the difficulties faced by the users, when the question on willingness to pay for the household tap was asked, the proportion of users willing to pay for the household tap came down from 91% in the first phase to almost 79% in the second phase. However, users were willing to pay higher charges (Rs.147 in the second audit) compared to Rs.124 in the first audit.
- ❖ Reliability of service delivery reduced significantly across the Social Audits. One of the indicators studied was timing of the water tanker. It was found that compared to 25% users who reported regular arrival of the tanker at a fixed place in the first Social Audit, only 18% reported so in the second audit. Similarly, convenience of the users with the timing of the water supply also reduced from 31% to 17%. One of the positive aspects observed in Social Audit II was reduction in water loss during transportation. Half of the users in the second Social Audit reported tankers coming fully loaded to the specified dispensing locations compared to only 30% in the first audit.
- ❖ There was a rise in the number of users who reported paying a bribe to get water from the tankers from 8% in the first audit to almost 16% in the second audit. In addition to these difficulties, problem resolution also reduced by almost 10% across Social Audits. All these difficulties got reflected in the satisfaction of the users with water service provided through tankers by the Delhi Government. Number of users reporting complete satisfaction reduced from 25% to 16% in the second audit. In contrast, service improvements were perceived well by the users - 31% reported improvement in services delivery in the second audit compared to 21% users in the first audit.

Chart 1 - Problem Resolution across Social Audits

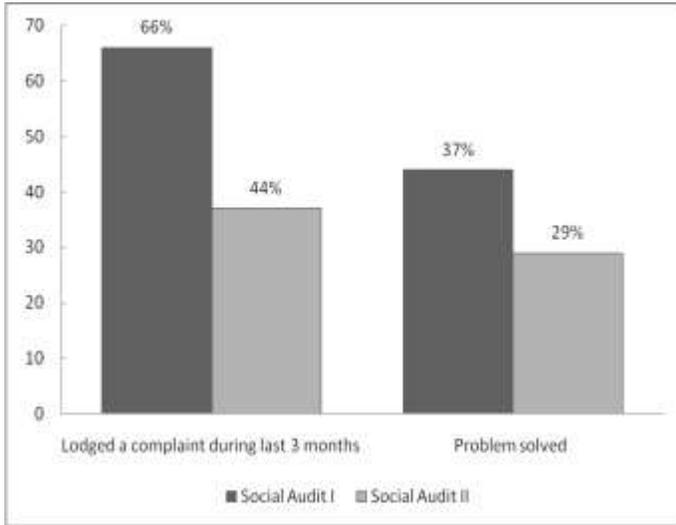


Chart 2 - Corruption across Social Audits

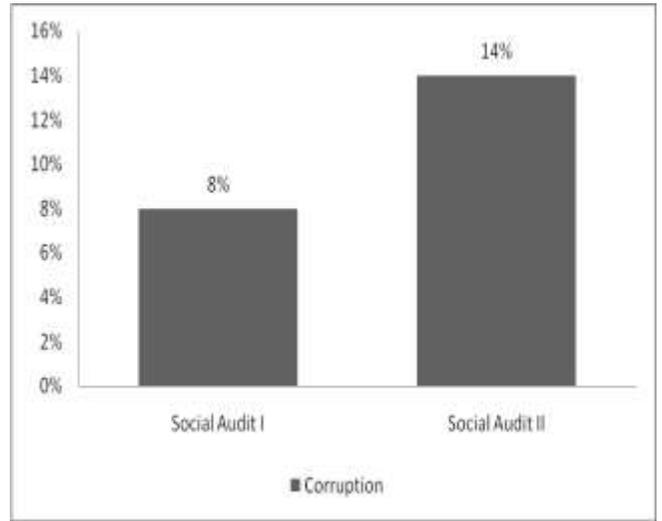
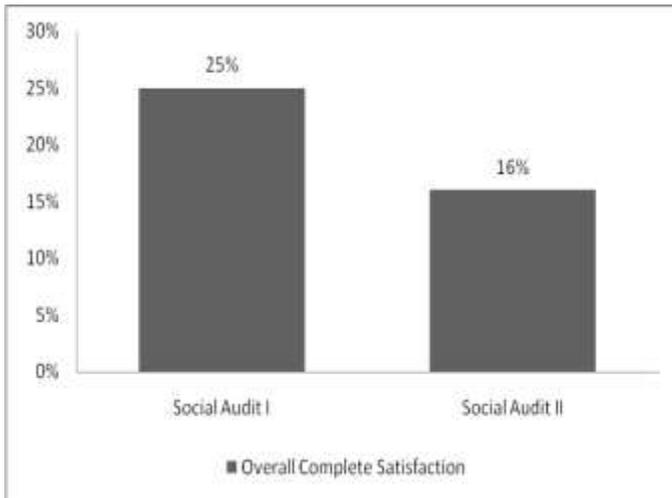
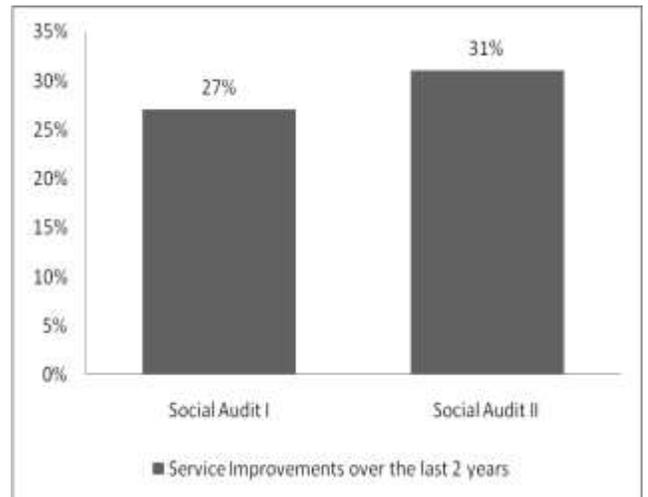


Chart - 3 Overall Complete Satisfaction across Social Audits



Charts 4 - Service Improvements across Social Audits



SCHOOL EDUCATION

- ❖ Access to school and usage pattern of school education remained the same across the two Social Audits. However, it could be noted that fewer users reported access to the school within 1km from their residence and attending the nearest school in the second Social Audit compared to the first. Poor quality of education at the nearest school still is the predominant reason for choosing a distant school for education.
- ❖ More users in the second Social Audit compared to the first, reported receiving receipts for the payment made to the school. The finding was especially striking for users of MCD schools where 16% reported receiving receipts in the first audit and 70% reported so in the second Social Audit. Reliability of the service was measured with indicators such as school infrastructure, provision of study materials and quality of teaching. Compared to the first Social Audit, fewer users reported better school infrastructure, however, quality of teaching was reported to be better in the second Social Audit. (90% compared to 78% in the first Social Audit).
- ❖ Compared to the first Social Audit (53%) more parents in the second Social Audit (74%) reported awareness about the parent teacher association. Problem resolution was reported higher (80%) in the second Social Audit (compared to 40% in the first), but the percentage of users reporting a problem with the service remained more or less the same. Awareness of the Citizen Charter of the school increased almost 4 times from 8% to 31% across Social Audits.
- ❖ There was an increase in overall complete satisfaction in the second audit (58%) compared to the first (40%). However, only half of the users in the second Social Audit (50%) compared to 63% in the first audit reported improvement in service delivery.

Chart 5 - Problem Resolution across Social Audits

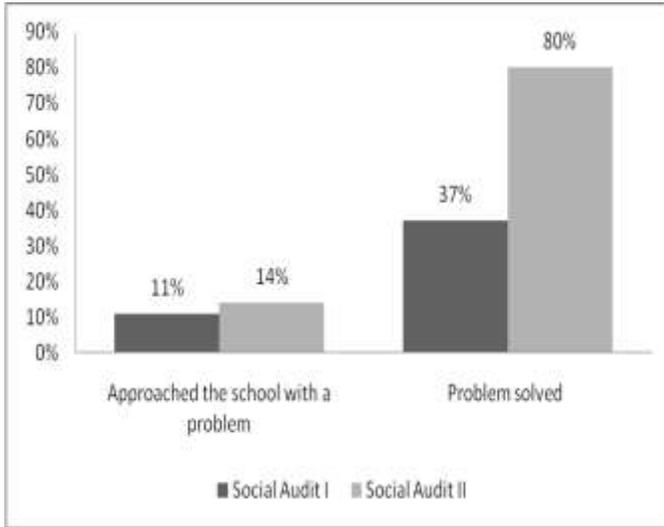


Chart 6 - Corruption across Social Audits

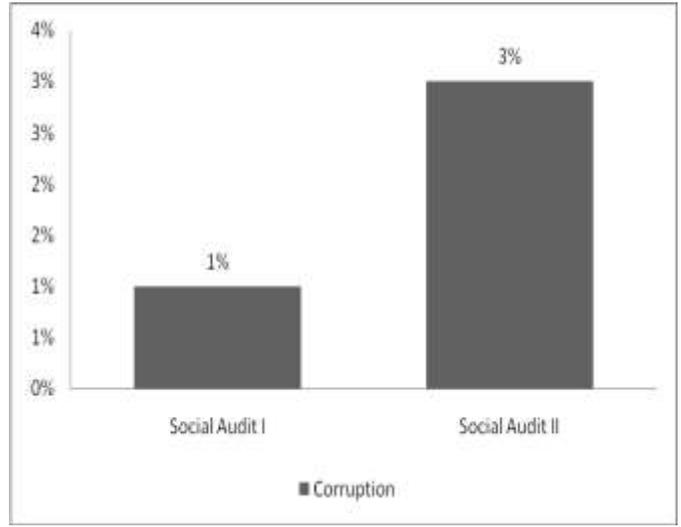


Chart 7 - Overall Complete Satisfaction across social audits

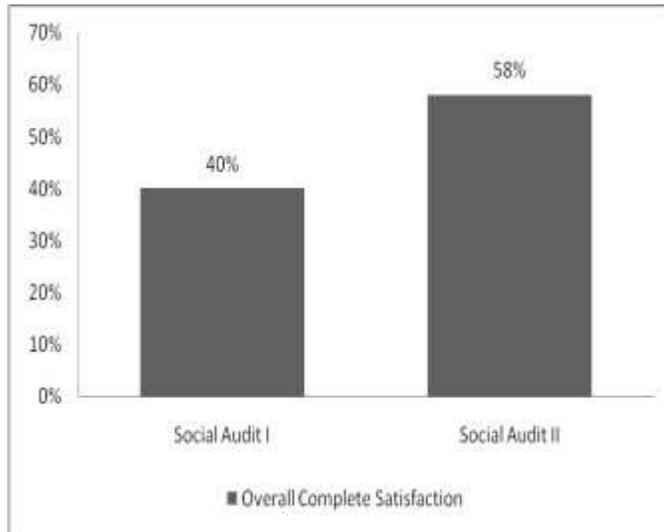
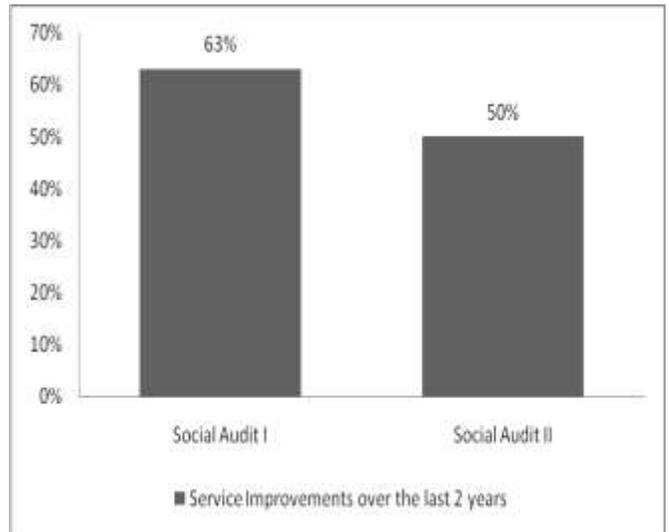


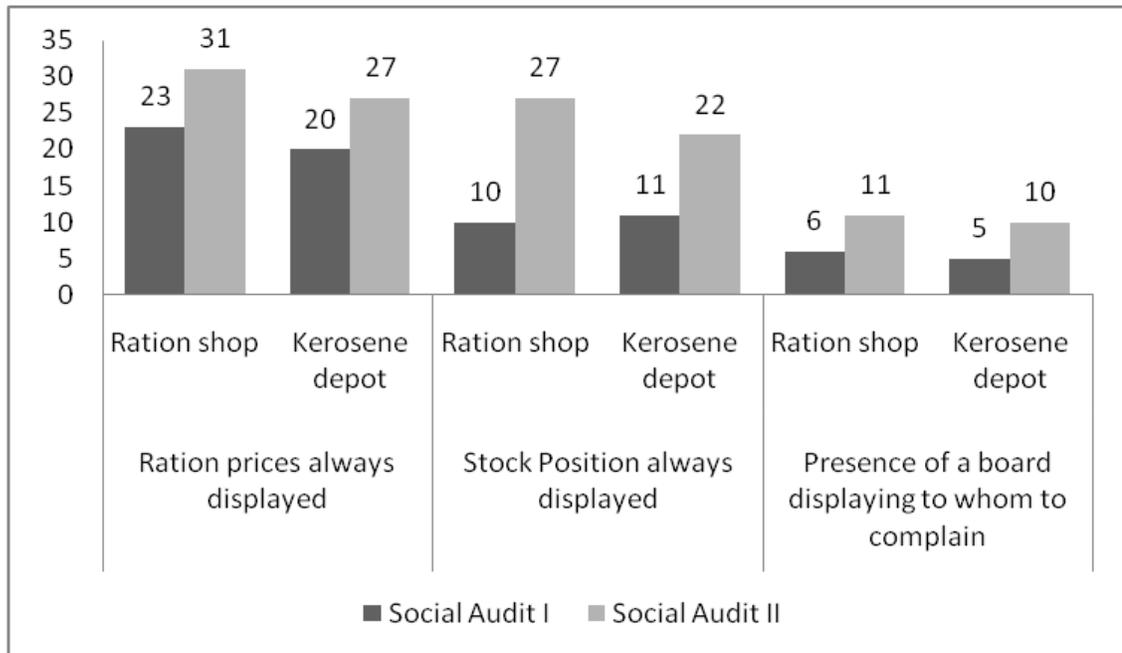
Chart 8 - Service Improvements across Social Audits



PUBLIC DISTRIBUTION SYSTEM

- ❖ Compared to 66% users in the first Social Audit, 48% users in the second audit self reported having an income in excess of Rs.25000 per annum and having a Below Poverty Line /Antyodaya card.
- ❖ With respect to access to the ration shops & kerosene depots, there was not much difference across Social Audits. Getting the stipulated quota of food grains from the ration shop is still difficult for poor people, especially those whose staple food is wheat. Compared to 30% of users reporting non receipt of full quota of ration in the first audit, more users (40%) reported so in the second Social Audit. Wide variations were observed among the districts with regard to ration distribution even in the second Social Audit.
- ❖ Compared to 49% users in the first Social Audit, more users in the second audit (68%) reported receiving the designated quantity of ration from the ration shops. There was not much difference across the Social Audits with respect to the number of visits paid to get the ration. Majority of the users (92% kerosene depot users and 52% of ration shop users) still had to pay more than one visit to obtain their monthly quota of ration.
- ❖ There was not much difference observed with respect to the convenience of the timings of the ration shops and the possibility of these shops being open on all working days. There was a difference observed across Social Audits only for kerosene users, where, compared to 44% users reporting kerosene depots open on all working days, 51% reported so in the second Social Audit.
- ❖ Compared to 50% users reporting improper weighing of the ration items in the first audit, only 21% reported so in the second audit. Percentage of users reporting improper measurement of kerosene also came down from 82% to 67% in the second Social Audit.
- ❖ A quarter of the kerosene users and a third of the ration shop users reported receiving receipts for the payment made towards items purchased in the first Social Audit; the percentage reduced to 19% and 23% respectively in the second Social Audit. Wide spatial variations in terms of improper measure of ration items and kerosene still exists. For the transparency indicator, the Second Social Audit showed better results compared to the first.

Chart 9 - Transparency in Public Distribution System across Social Audits
(Figures denote percentages)



- ❖ Compared to less than 1% users reporting awareness of the Citizen Charter for PDS in the first Social Audit, 15% reported so in the second audit. There was considerable increase in the level of satisfaction across the two Social Audits.
- ❖ Compared to 16% and 18% users completely satisfied with the services provided by ration shops and kerosene depots in the first Social Audit, 27% and 42% respectively, reported so in the second audit.
- ❖ Inadequate supply of ration items was reported as the prominent reason (62% in first audit; 82% in the second audit) for dissatisfaction with the Public Distribution System. The percentage users reporting improvement in service delivery over the last 2 years hasn't changed much with respect to ration shop users, however, more kerosene users (32%) in the second audit reported service improvements compared to 23% in the first audit.

Chart 10 - Problem resolutions across Audits

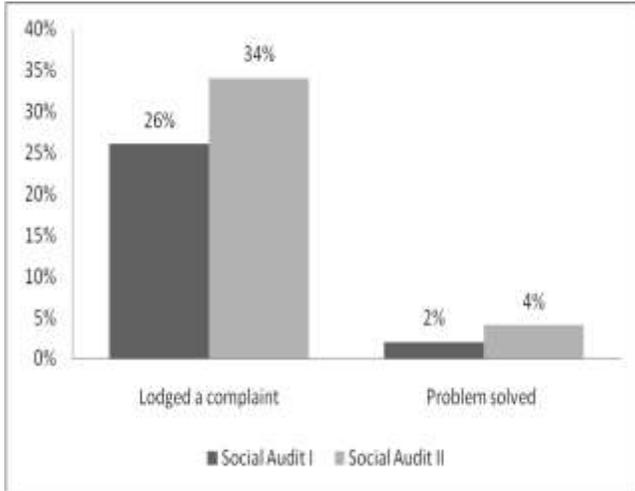


Chart 11 - Corruption across Social Audits

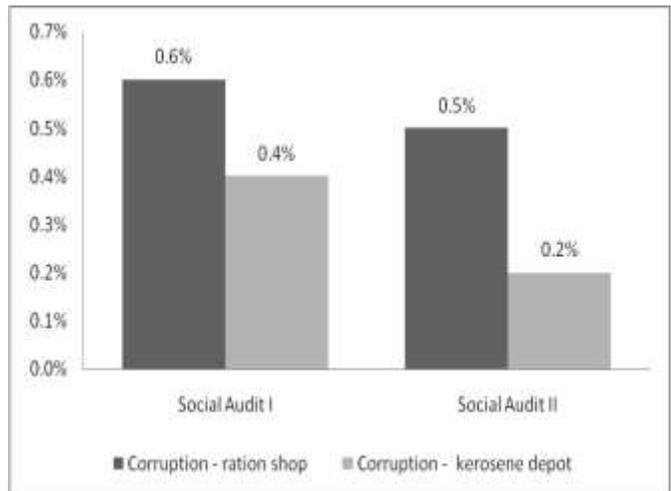


Chart 12 - Overall complete satisfaction across Social Audits

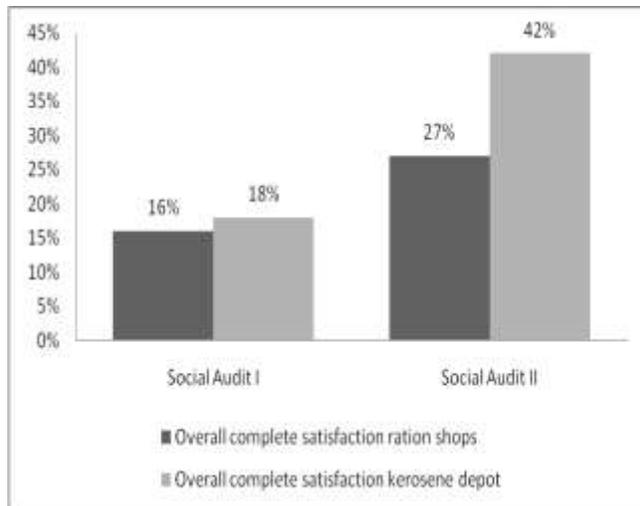
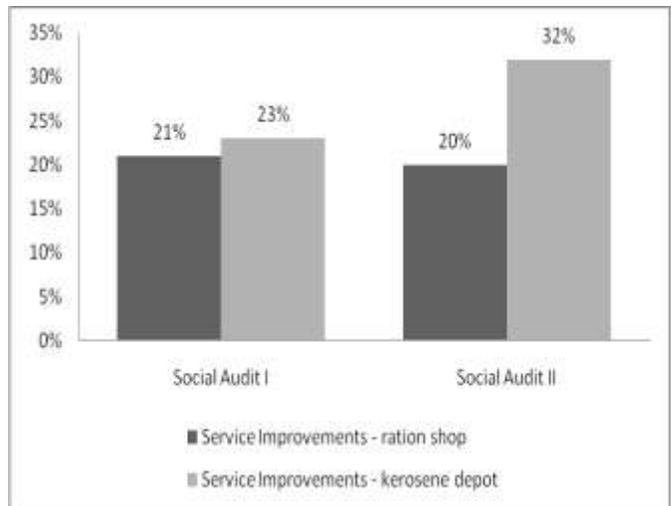


Chart 13 - Service Improvement across Social Audits



OUT - PATIENT HEALTH SERVICES

- ✘ There was 10 percent decrease (from 69% reported in the first audit to 59% in the second audit) in the number of users reporting access to the health facility within three Kms from their residence.
- ✘ The predominant reason for choosing a particular government hospital was quality of treatment provided at the facility. On an average, patients had to make two visits to get treatment at the government hospital OPD. Patients who sought OPD treatment at State government hospitals had to pay more compared to those at the MCD run hospitals; the pattern was similar across Social Audits, however, in the second Social Audit patients had to pay 4 times more.
- ✘ Compared to 70 % patients who received receipts for the payment in the first Social Audit, only 56% reported so in the second Social Audit.
- ✘ As regards the reliability indicator of availability of a doctor at the consultancy room, there was 4% increase in the second audit (91% in the first and 95% in the second audit). There was not much difference across the audits with respect to the waiting time for a doctor to arrive; majority of respondents reported waiting less than 15 minutes.
- ✘ Compared to only 58% patients who reported receiving prescribed medicines in the first Social Audit, 80% reported so in the second Social Audit. Across almost all reliability indicators, users in second Social Audit rated the OPD service higher than that in the first Social Audit.
- ✘ Compared to 67% users in the first audit who reported medicines given free, 91% reported so in the second audit. A point of concern is that more users (7%) in the second Social Audit reported observing pharmacist giving expired medicines compared to 4% who reported so in the first audit. 80% users in the second audit reported clean waiting halls compared to 68% in the first audit.
- ✘ With regard to the transparency indicator of paying a bribe to the officials, the proportion of users reported paying bribe reduced from 0.8% to 0.5% across the Social Audit.
- ✘ There was a reduction in the number of users reporting facing problem with the OPD service (4% compared to 13% in the first audit). However, the problem resolution almost doubled in the second audit (60%) compared to the first audit (27%). Awareness about the Citizen Charter also increased from 6% to 16% across Social Audits.

- ❖ Overall, complete satisfaction for OPD services provided by the State Government hospital and MCD run hospitals has increased in the second Social Audit (64%) compared to the first audit (50%).
- ❖ The users in both the Social Audits rated MCD run hospitals higher in terms of overall satisfaction.
- ❖ The prominent reasons for dissatisfaction with State Government run hospitals were lack of punctuality of the staff, poor behavior of the staff and inadequate supply of medicines. There was reduction in the number of users (40%) reporting service improvements in the second social audit compared to 63% reporting so in the first audit.

Chart 14 - Problem resolutions across Social audit

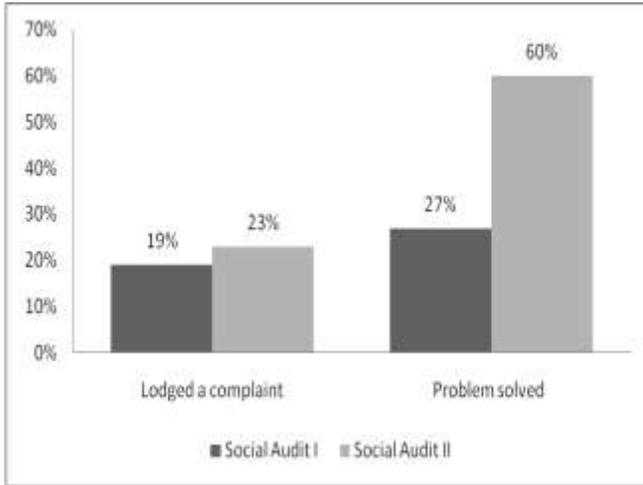


Chart 15 - Corruption across social audits

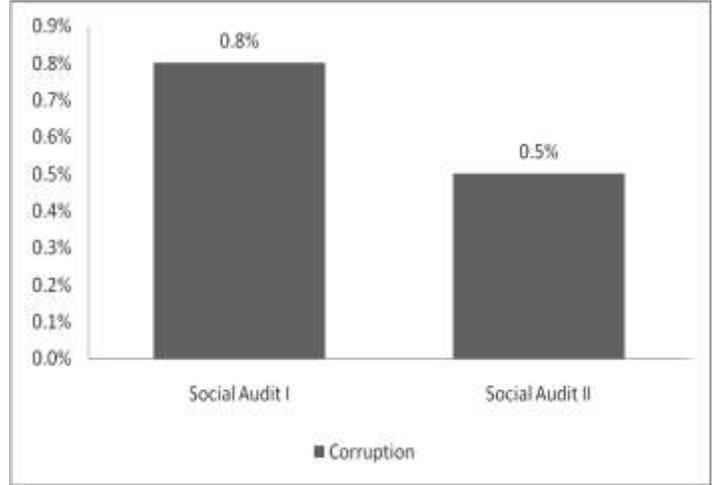


Chart 16 - Overall complete satisfaction across Social Audits

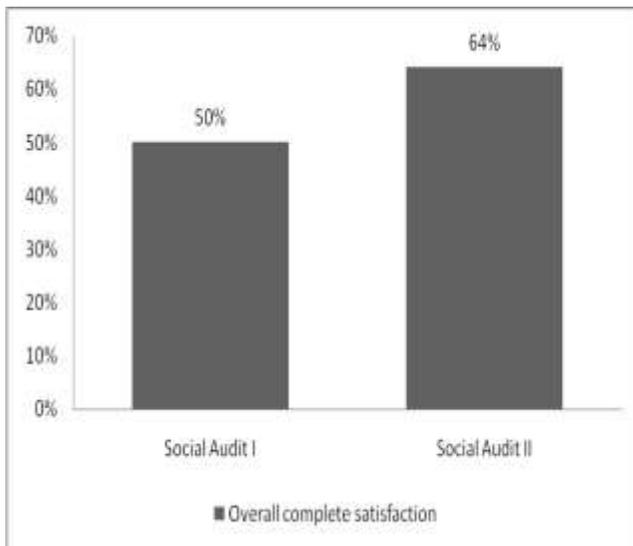
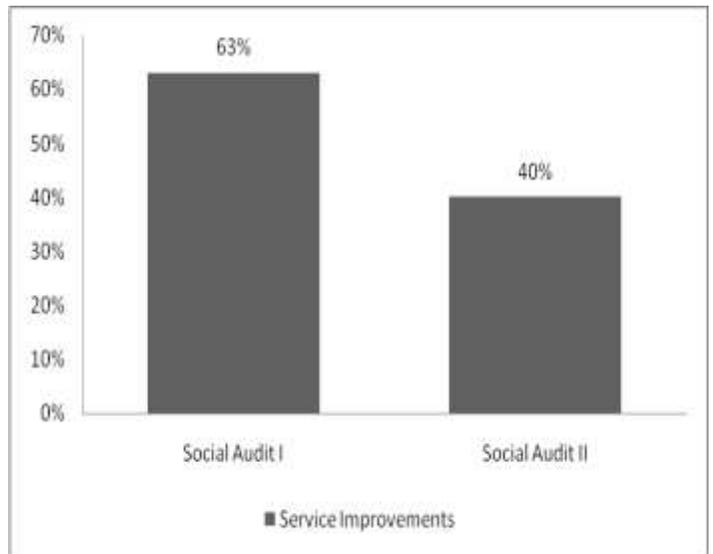


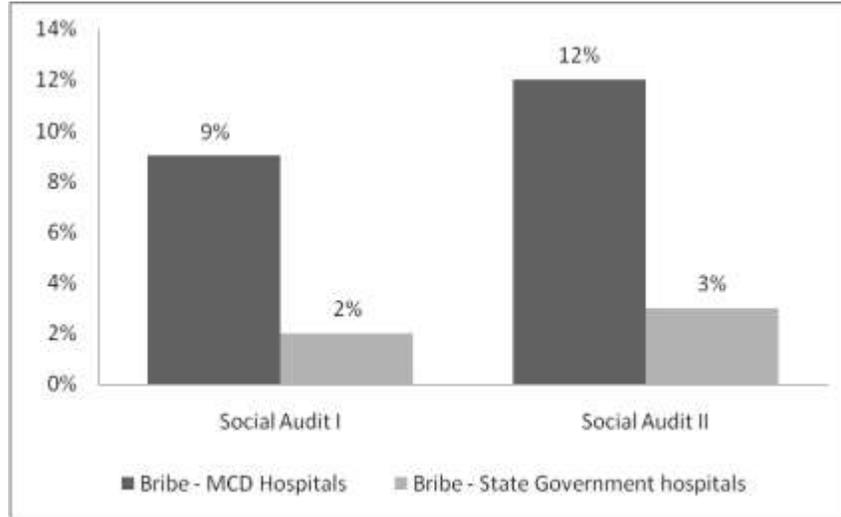
Chart 17 - Service Improvement across Social Audits



IN - PATIENT HEALTH SERVICES

- ❖ Compared to the first Social Audit where half of the users reported accessibility to the inpatient services provided by the government hospital within 3kms from their residence, in the second audit, 60% reported so. Proximity of the facility to the residence was the major reason for choosing the nearest health facility.
- ❖ Compared to 68% users in the first Social Audit who paid for a few medicines given during the treatment period, only 6% reported so in the second audit. A Majority (93%) reported not paying for the medicines provided. Payment for medicines was more common in State Government run hospitals. There was an increase in the number of users reporting receiving receipts after paying the hospital bill (from 63% to 67% across the Social Audits).
- ❖ A little more than a third of the users (35%) in both the Social Audits had to wait less than 15 minutes to get attended by the doctors. With respect to the duration that one had to wait to be seen by the doctor, fewer users in the second Social Audit reported waiting more than 15 minutes.
- ❖ There was not much difference across the Social Audits with regard to time taken for the patients to get admitted in the health facility. Compared to 87% of the patients in the first audit who reported being allotted a bed immediately after admission, only 73% reported so in the second audit. In the first Social Audit 38% patients reported sharing a bed. This percentage came down to 29% in the second Social Audit. Compared to only 58% patients who reported receiving bed sometime after the admission, almost all (90%) reported receiving bed in the second Social Audit.
- ❖ Only a fifth of the patients in the first audit reported always receiving prescribed medicines compared to almost double (42%) reporting so in the second Social Audit. More than a third of the patients (37%) in the first Social Audit reported change of bed sheets every day; the percentage of patients reporting so in the second Social Audit decreased to a quarter (25%).
- ❖ There was an increase in the number of patients paying extra money / bribe to the hospital in the second Social Audit (6% in the first audit; 8% in the second audit). Consistently across the Social Audits, patients seeking treatment from the MCD run hospitals paid four times the extra money / bribe compared to patients who took treatment at the State Government hospitals.

Chart 18 - Extra money / Bribe payment to the hospital across Social Audits



- ❖ Compared to 22% patients in the first Social Audit, only 15% in the second Social Audit reported facing problems with the service. In the first Social Audit, a higher percentage of patients from State Government hospitals (26%) reported facing problems compared to patients from State Government run hospitals (17%). However, in the second audit, a higher percentage of patients from MCD run hospitals reported facing problems compared to State Government run hospitals (24% compared to 6%).
- ❖ Problem resolution was higher in the second audit (45%) compared to the first (9%).
- ❖ Awareness about the Citizen Charter for the inpatient service provided by hospitals was also higher in the second audit (30%) compared to the first audit (9%).
- ❖ Thirty one percent of the patients in the first Social Audit reported complete satisfaction with the service, the percentage increased to 41% in the second Social Audit. Patients from State Government hospitals were more satisfied compared to those from the MCD run hospitals.
- ❖ Predominant reasons for lower satisfaction expressed for MCD run hospitals were: improper behavior of the staff, poor quality of treatment and poor hygiene in the hospitals.
- ❖ Forty-six percent users in the first Social Audit reported improvement in service delivery compared to 41 percent in the second Social Audit.

Service improvements were consistently graded better by patients seeking treatment at the State Government hospitals (Social Audit I: 55% and Social Audit II: 50%) than those seeking treatment at the MCD hospitals (Social Audit I: 36% and Social Audit II: 32%).

Chart 19 - Problem resolutions across Social Audits

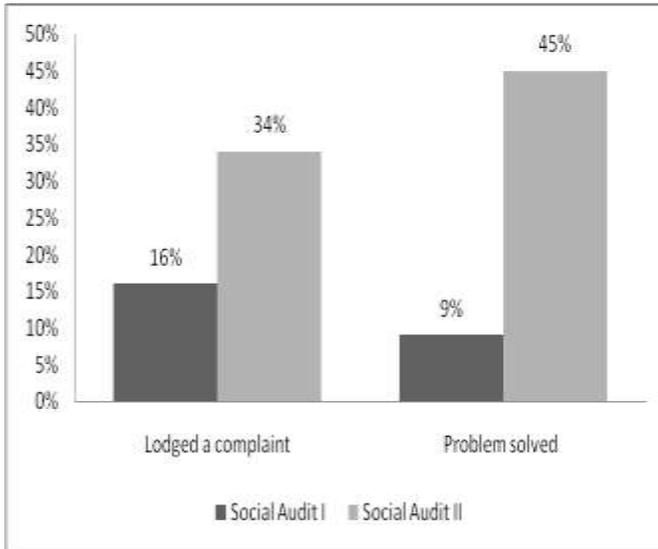


Chart 20 - Corruption across Social Audits

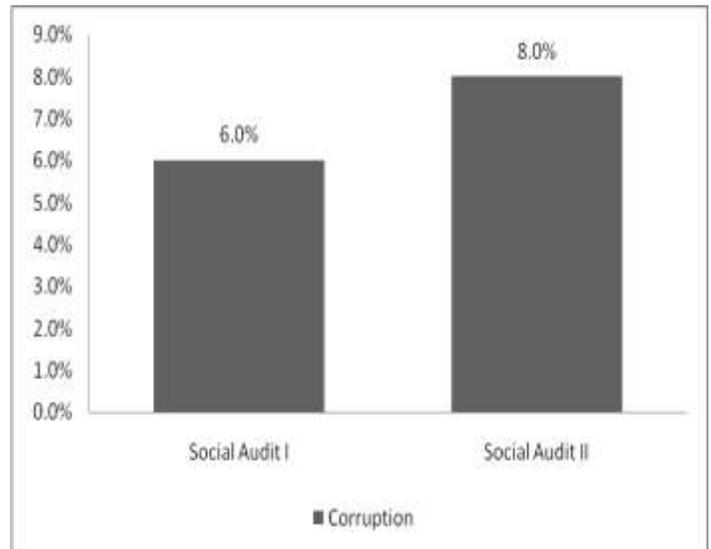


Chart 21 - Overall complete satisfaction across Social Audits

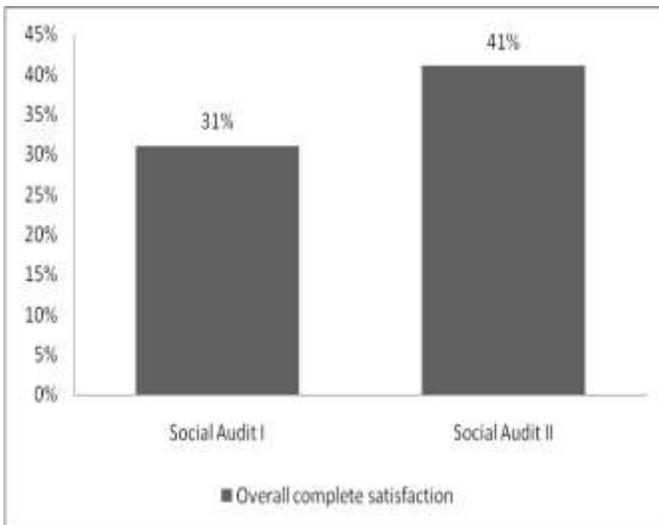
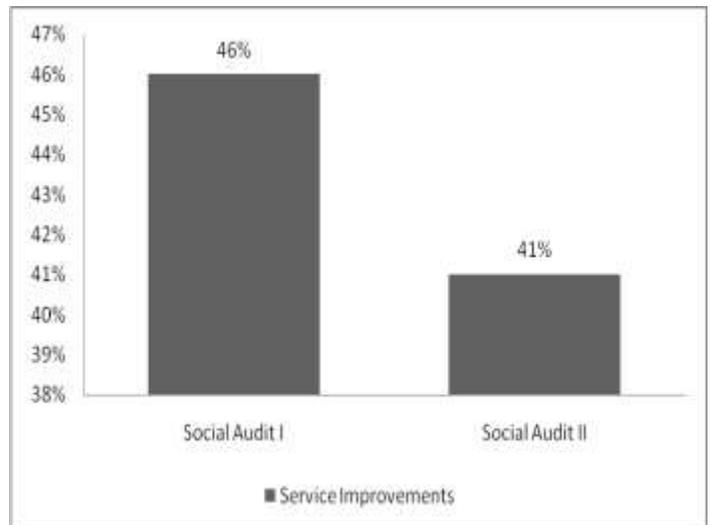


Chart 22 - Service improvement across Social Audits



PUBLIC TRANSPORT BY DTC

- ❖ Most of the users of DTC are intermediate travellers which mean they are not terminus to terminus travellers. In the first audit, 46% travellers had to walk less than 300 meters to reach the nearest DTC bus stop, in the second audit the percentage rose to 71%.
- ❖ Compared to 61% of the users in the first audit who also use other buses apart from DTC for their main purpose of travel, 75% reported so in the second audit.
- ❖ Roughly three-fifths (61%) of passengers reported that they had to wait less than 15 minutes at the place of boarding for outward travel. Second Social Audit findings suggest that more passengers (69%) had to wait less than 15 minutes at the place of boarding for outward travel.
- ❖ Compared to first Social Audit (20%), 24% users in the second audit reported that DTC buses are punctual. Interstate DTC buses were reported to be more punctual in the first audit, whereas in the second audit, intrastate DTC buses were reported more punctual.
- ❖ Less than half (46%) users in the first audit reported that buses usually stop at the designated places whereas more than half (55%) reported so in the second Social Audit.
- ❖ Compared to a fifth (20%) of the users who reported availability of seats when they board the bus in the first audit, only 17% reported so in the second audit.
- ❖ Nearly a fifth of the passengers (20% in the first and 18% in the second audit) reported that buses were started even before all passengers had boarded the bus. This practice was more prevalent in the first Social Audit especially among the intrastate DTC buses.
- ❖ In the second Social Audit, there was a rise among DTC buses plying interstate, from 9% to 26%. Almost an equal percent of users across the two Social Audits (64% and 67%) reported that bus drivers and conductors were courteous.
- ❖ Forty one percent users across the two Social Audits reported experiencing breakdown of DTC buses three months preceding the survey. The percent of users reporting breakdown of buses increased with an increase in travel distance.
- ❖ Regarding behaviour of conductors, compared to 11 percent users who reported conductors issuing tickets only on demand in the first audit, 56% reported so in the second audit.

- ✘ Majority of the users reported that bus fares were reasonable. However, as against short distance travellers (within Delhi), interstate passengers reported bus fares to be on the higher side.
- ✘ Almost 50% users in the first Social Audit reported men always vacated seats reserved for women; the percentage increased to 69% in the second Social Audit. Similarly, there was increase in the number of users who reported vacating seats reserved for physically handicapped individuals from 79% to 88% across Social Audits.
- ✘ More users (15%) in the second Social Audit reported having seen women being harassed on the DTC buses compared to the first audit (6%). Majority users (87%) opined that DTC buses are secure for women passengers to travel.
- ✘ A quarter of the respondents across the Social Audits reported facing problems, some of the prominent problems reported were non-punctual buses, overcrowding, breakdown and improper behaviour of the DTC staff.
- ✘ Awareness about Citizen Charter has increased from 13% in the first Social Audit to 31% in the second audit.
- ✘ Complete satisfaction rates were also found to be on the higher side in the second Social Audit. Compared to 29% users who reported overall complete satisfaction with the DTC bus service in the first Social Audit, 35% reported so in the second audit. Complete satisfaction was reported higher by the Interstate travellers in the first Social Audit, however, in the second audit, passengers travelling within Delhi reported higher overall complete satisfaction.
- ✘ Perceived improvement in the DTC bus service reduced drastically from 56% in the first Social Audit to 38% in the second Social Audit.

Chart 23 - Problem resolution across Social Audits

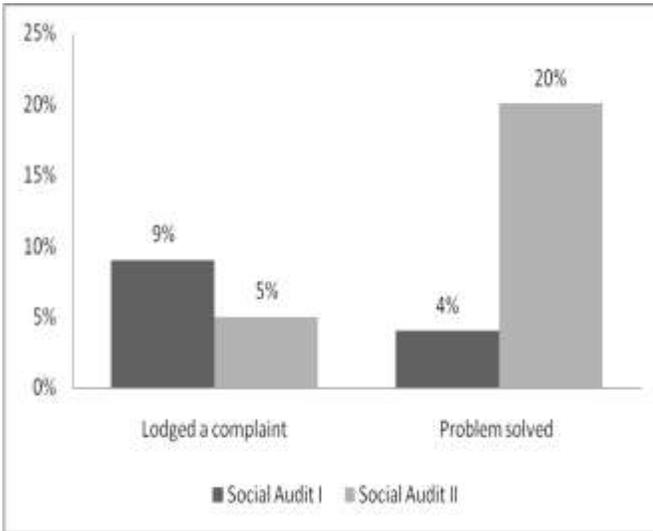


Chart 24 - Corruption across Social Audits

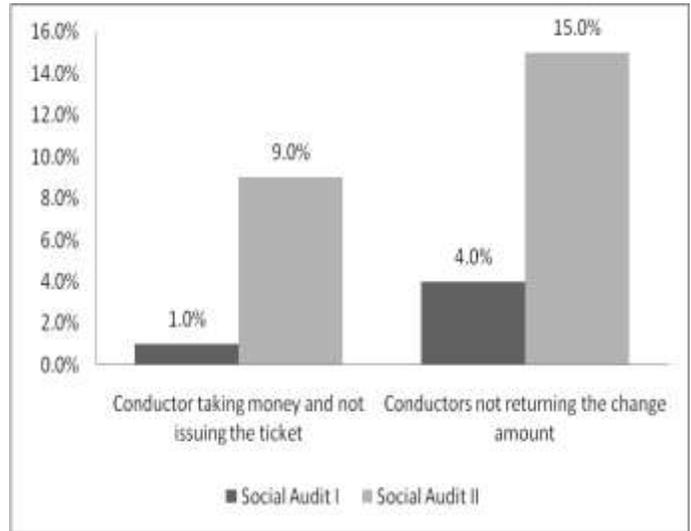


Chart 25 - Overall complete satisfaction across Social Audit

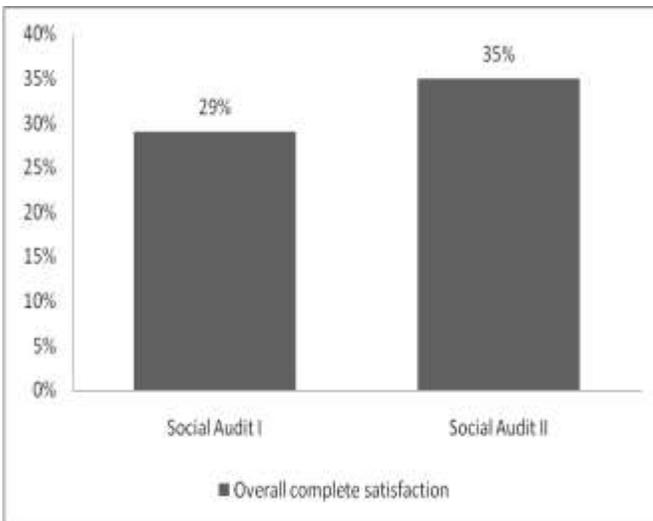
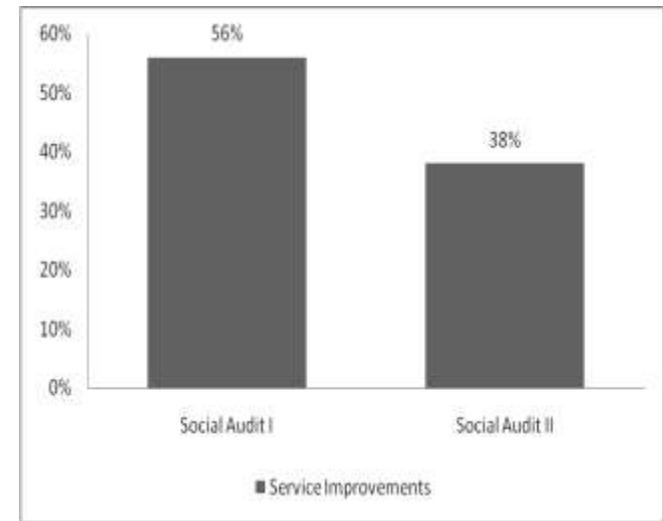


Chart 26 - Service Improvement across Social Audit



INCOME AND CASTE CERTIFICATE

- ❖ Compared to the first Social Audit (18%) more users (21%) in the second Social Audit reported travelling less than 3kms to reach the SDM office.
- ❖ Involvement of middlemen in terms of service provision to the users reported to be similar in volume across Social Audits where around 9% users reported use of middlemen services.
- ❖ Compared to the North West office in the first Social Audit where almost a quarter of the users reported the use of middlemen services (highest across SDM offices), in the second Social Audit the users accessing SDM office in the North Delhi (22%) reported higher use of middlemen services. The SDM Office of the North West Region stood second in terms of use of middlemen services by users.
- ❖ Compared to 40% of the users in the first Social Audit, 48% users in the second Social Audit reported receiving certificates within the stipulated 21 days.
- ❖ Compared to only 14% users in the first Social Audit who reported to have paid more than three visits to the SDM office to get the certificate in the first Social Audit, 50% of the users reported so in the second Social Audit.
- ❖ Only 7% users in the first audit reported paying extra money to get their work done, the percentage increased to more than double (16%) in the second Social Audit. A quarter of the users of the SDM office in the North reported paying extra money to the officials (highest across various SDM offices) in the first Social Audit. In the second audit, compared to other offices, more users from the SDM office in the South West (32 percent) reported paying extra money.
- ❖ Overall, one in three users in the first audit reported facing problems at the SDM office; 60% users reported resolution of problem. Almost a third of the users in the second Social Audit reported facing problems with the SDM services; however, problem resolution was reported by 85% of the users.
- ❖ There was an increase in the number of users reporting awareness about the Citizen Charter across the Social Audit. Compared to the first Social Audit where only 10% users reported awareness about the Citizen Charter for the SDM office, 42% reported so in the second Social Audit.
- ❖ Overall, complete satisfaction with SDM services has increased from 27% in the first Social Audit to 31% in the second audit. In the first Social Audit, users of SDM office in the New Delhi district reported highest complete satisfaction, while in the second audit; users of SDM office in South West Delhi were

highly satisfied with the services, SDM office at New Delhi district was ranked second.

- ❖ Perceived improvement in the service delivery reduced from 37% in the first Social Audit to 20% in the second Social Audit.

Chart 27 - Problem resolution across Social Audits

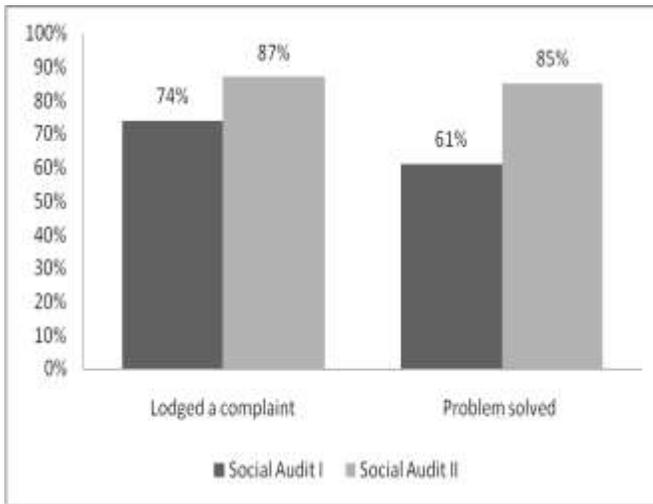


Chart 28 - Corruption across Social Audits

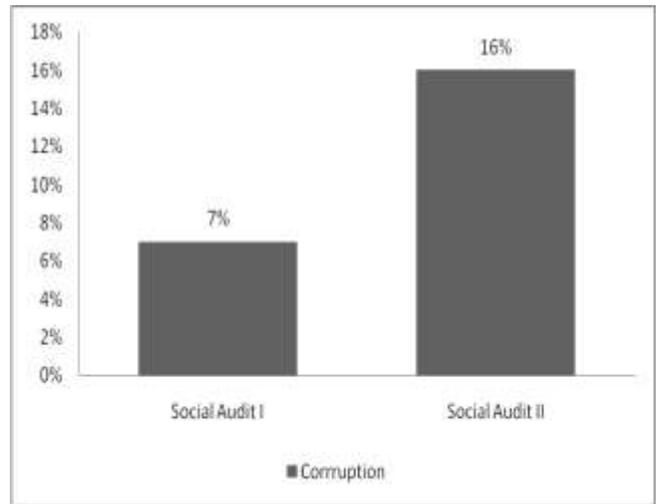


Chart 29 - Overall complete satisfaction across Social Audits

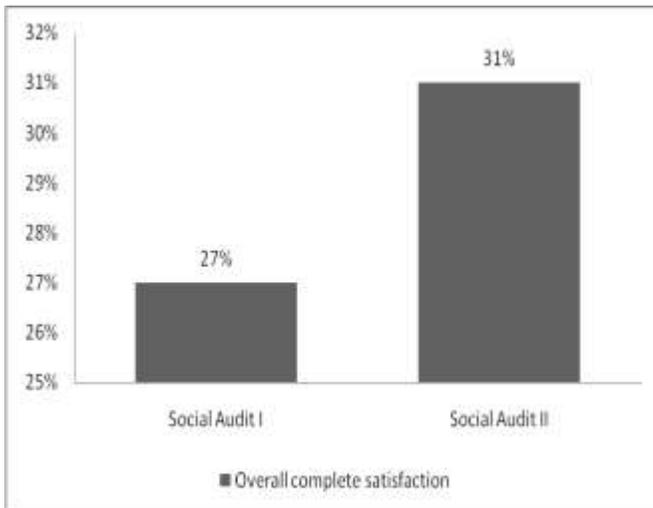
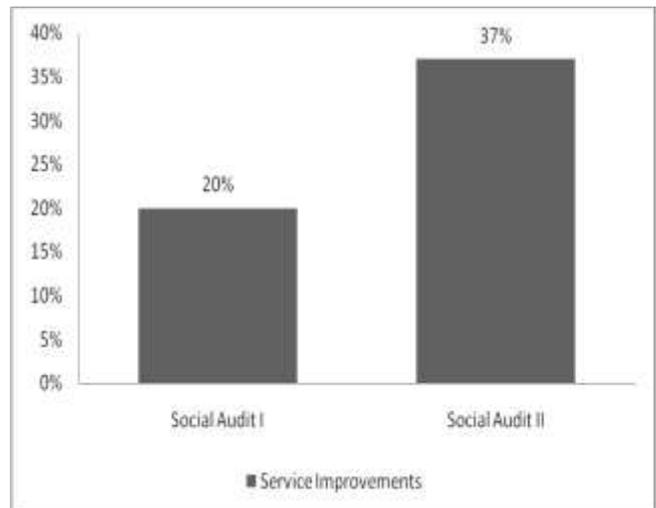


Chart 30 - Service Improvement across Social Audits



REGISTRATION OF DOCUMENTS

- ❖ Compared to 44% of the users who travelled more than 10kms to reach the SDM office for registration in the first Social Audit, 29% reported so in the second Social Audit.
- ❖ Compared to 24% of the users who reported filling the application form on their own in the first audit, 85% reported so in the second Social Audit. This is clearly reflected in the users reporting simplicity of the form to fill (48% in the first audit compared to 89% in the second audit).
- ❖ Users reported receiving registered documents quite early. Users reported receiving registered documents after a few days reduced from 46% to 38% across the Social Audits.
- ❖ Number of users reporting paying multiple visits for registration increased in the second Social Audit (56%) from 47 percent in the first audit.
- ❖ Although the number of users who reported paying a bribe reduced from 65% to 28%, the percentage of users who paid a bribe through middlemen increased slightly from 97% to 98% across Social Audits.
- ❖ Eighty-eight percent users in the first Social Audit reported that bribe was demanded from them to do their work, while the number of users reporting so decreased in the second Social Audit to 82%.
- ❖ There was a significant reduction in the number of users who faced problems across Social Audits from 20% to 7%. There was an increase in the number of users who complained about the problem to officials from 27% to 64% in the second Social Audit.
- ❖ Compared to 67% users who reported their problem being solved in the first audit, 54% users in the second audit reported their problems being solved.
- ❖ Awareness about the Citizen Charter was also found to have increased in the second audit (47%) compared to the first audit (17%).
- ❖ Overall complete satisfaction across Social Audit increased from 18% in first Social Audit to 36% in the second Social Audit.
- ❖ An equal percentage (33%) of users across Social Audits reported positive improvements in the registration service delivery.

Chart 31 - Problem resolution across Social Audits

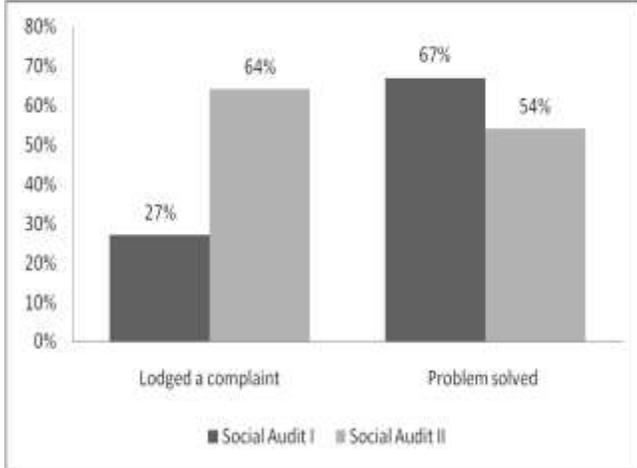


Chart 32 - Corruption across Social Audits

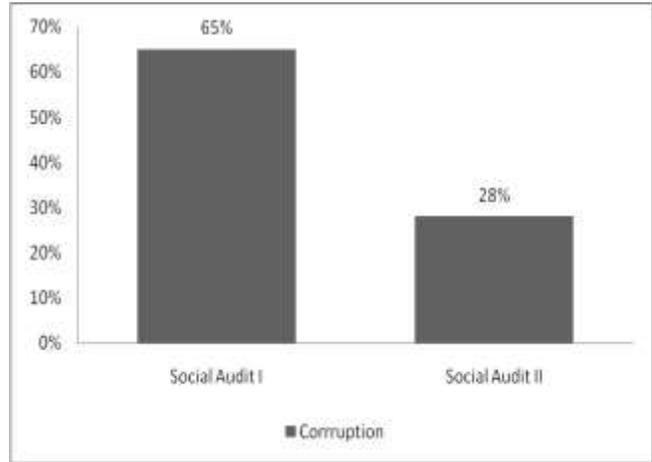


Chart 33 - Overall complete satisfaction across Social Audits

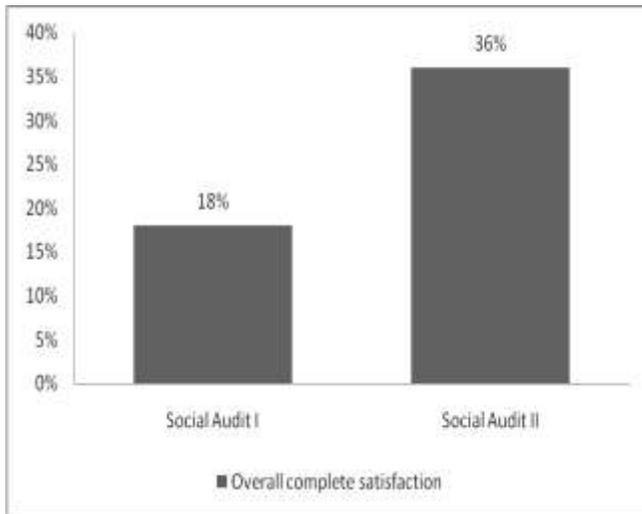
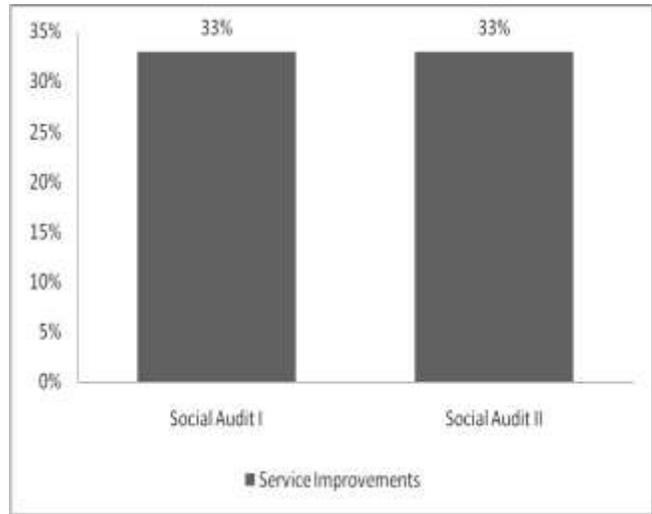


Chart 34 - Service improvement across Social Audits



MOTOR VEHICLE LICENSE

- ❖ Compared to 37% users who reported access to an MLO office from their house within 5 km distance in the first Social Audit, percentage of users reporting so in the second Social Audit increased to 46%.
- ❖ Access to the MLO office was consistently found to be more time consuming in terms of distance travelled by the users of Sarai Kale Khan District (76% in the first audit and 58% in the second audit).
- ❖ Use of middlemen services reduced from 13% in the first audit to 10% in the second audit.
- ❖ Major reasons quoted for use of middlemen services remained the same in both the audits; the most important being less time taken for processing the application form, getting the work done and users being unaware of information about the process of obtaining license. Middlemen services were primarily sought to obtain permanent driving license.
- ❖ There was significant reduction in terms of users paying bribe/extra money to the officials at the MLO from 13% in the first Social Audit to just 2% in the second audit. There was also reduction in the number of users reporting demand for a bribe from 83% in the first Social Audit to 74% in the second Social Audit.
- ❖ Compared to a little more than three fourth (78%) of the users in the first audit reporting completion of work on the day of application submission, almost all (100%) reported so in the second Social Audit.
- ❖ There was not much difference with respect to the number of users who reported facing problem with the MLO offices (16% and 12%). In the first Social Audit, 16% users reported contacting an official for problem redress, and 58% reported problem resolution. In the second Social Audit, 23% users reported contacting an official for problem redress, of which 62% reported problem resolution.
- ❖ Compared to a third of the users (29%) who were aware of the Citizen Charter for the MLO in the first audit, almost half (49%) reported so in the second Social Audit.
- ❖ Compared to 38% of the users reporting complete satisfaction with the MLO service in the first audit, 51% reported so in the second Social Audit.
- ❖ Similarly, the number of users reporting better service delivery compared to the service delivery 2 years back has also increased from 59% to 63%.

Chart 35 - Problem resolution across Social Audits

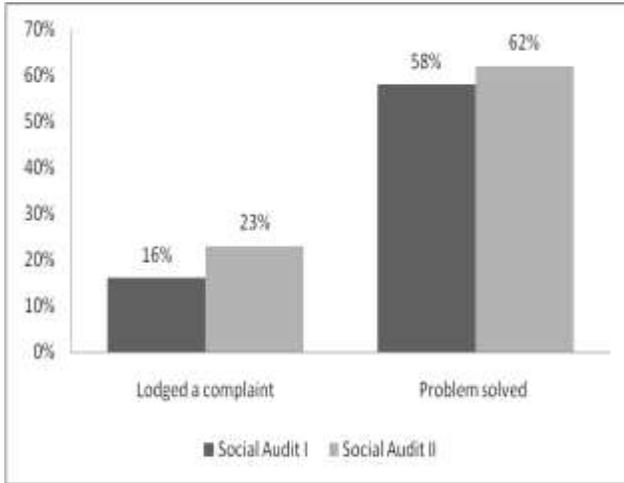


Chart 36 - Corruption across Social Audits

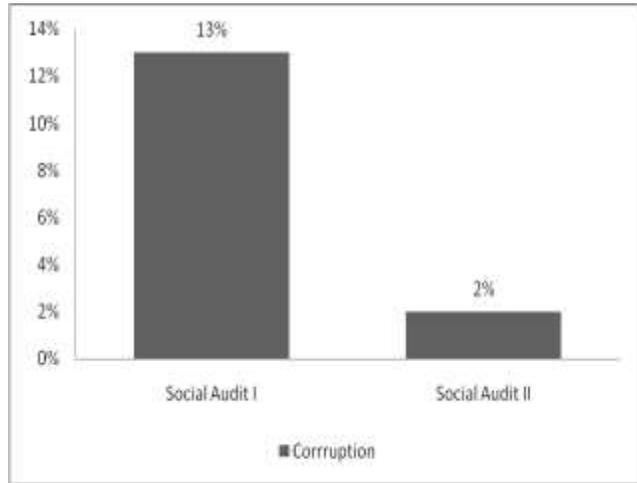


Chart 37 - Overall complete satisfaction across Social Audits

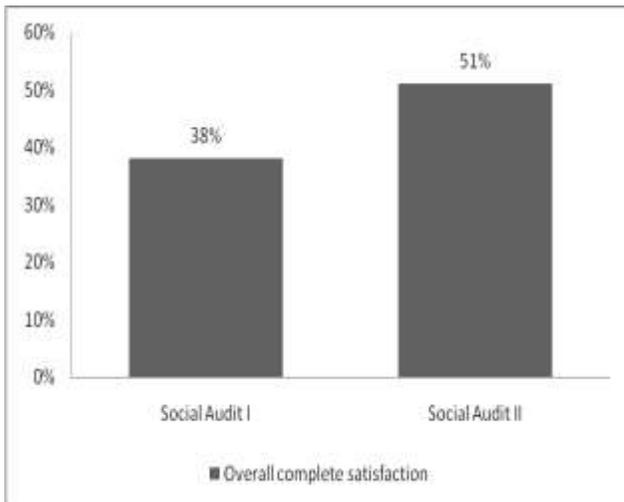
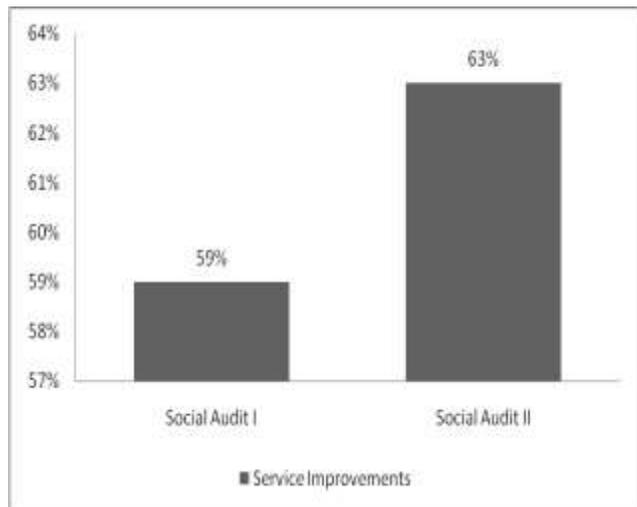


Chart 38 - Service improvement across Social Audits



CONCLUSIONS AND POLICY IMPLICATIONS

The pioneering first social audit of public services in Delhi served as a benchmark to assess the quality of public services. Once the reform measures were strategized to address the lacunae pointed out in the first social audit, it was logical to plan and execute the second social audit to assess the improvement in service delivery in terms of user satisfaction across various indicators of satisfaction that resulted from the reforms. The second social audit of public services in Delhi concentrates not only on assessing the impact of the reforms undertaken but also suggests action points to further improve service delivery.

➔ **Rise in satisfaction across services**

The second social audit reveals an increase in the proportion of users reporting satisfaction across all services except water tanker service. A concerted effort to improve the water tanker services is called for.

➔ **Gaps in service delivery for the poor despite consistent service delivery improvements**

Though access has generally increased across the services, there is a serious gap in terms of quality of delivery of pro-poor services such as drinking water distribution and public distribution system. New initiatives for filling this gap in these two services are essential to avoid neglect of the poor.

➔ **Commendable targeting but spatial inequities remain**

Although targeting of services for poorer families is quite commendable, reforms will be incomplete till we address the gaps in terms of equitable distribution across geographical zones/areas of service delivery.

➔ **Visible impact of reforms**

Except for schools, health services and transportation service, improvements for all other services were quite consistent and reforms undertaken have paid off in terms of increased satisfaction and service improvements. Although structural reforms have been carried out for the above mentioned services, the future interventions should be to improve service quality and reliability.

Issues that still need attention were quality of education in school especially the school infrastructure. Quality of health service delivery is still haunted by lack of punctuality of medical personnel, judgmental attitude towards patients and inadequate supply of medicines. Although reform measures had been suggested for the transport system (Delhi Transport System) on the issues of unpunctual buses, overcrowding, breakdown and improper behaviour of the DTC staff there

is little change observed in practice as travellers still report these service lacunae as major pointers towards their dissatisfaction about the service.

Reforms undertaken based on the findings of the first social audit are showing promising results. Pro-poor service of public distribution system where reforms were undertaken in terms of periodic inspection of ration shops to ensure correctness of weight and measure resulted in less than half the users in the second audit compared to the first reporting improper weighing of the ration items at the ration shops.

Similarly structural changes in water delivery services such as installing spigots on drinking water tankers to prevent illegal drawing of water has also paid off as half the users in the second social audit reported water tankers coming fully loaded at the dispensing points compared to only 30 percent users in the first social audit.

➔ **Corruption comes down**

Except for the services of water provision through tankers and Income and Caste certificates and DTC, service for all other services there was a decrease in the proportion of users reported paying speed money to get their work done. Services of registration of documents still dominate other services in terms of amount of speed money demanded or voluntarily paid by the users.

It is evident that the Public Distributing System has ensured transparency from the increased number of users reporting ration prices being always displayed on the board in front of the shop, stock position always being displayed and there being a grievance redress mechanism in place. In contrast, corruption in DTC where the practice of conductors taking money from the commuter, not issuing the ticket and change not being given accurately, is still rampant and has increased over the years.

➔ **Problem resolution improves**

Services pertaining to Issuing Motor License, Delhi Transport Corporation, Health services, and School education fare better in terms of resolving user problems. The grievance redressal is improving in efficiency. The providers of those services that are not rated well would do well to revamp the grievance redress system.

➔ **Increased awareness of Citizen Charters**

The first social audit revealed the lack of awareness among respondents of citizen charters of all services. The second social audit findings indicate a distinct rise in awareness of citizen charters. However, there is further scope for

improvement in awareness of charters. Awareness of charters would ensure a demand for accountability and better quality of services.

Next Steps

The second Social Audit has given several pointers for the direction and shape further reforms need to take as well as to where the reforms initiated after the first Social Audit need to be strengthened. However, as was done after the first Social Audit, the various concerned departments would need to brainstorm on each of these pointers and come up with an agenda for action that would then result in further improvements and streamlining of service delivery for all services.

ANNEXURE 1

Key processes involved in this Social Audit

1. Designing, Pre-testing and finalizing the survey instrument
2. Identifying the Sample
3. Selecting the agency for carrying out the field survey
4. Conducting the field survey
5. Data verification, coding & entry
6. Analysis & interpretation of findings
7. Presentation of the draft findings to Government of NCT Delhi
8. Drafting the Final Report

The study was undertaken in two phases. Phase I covered design for the field survey, including identifying the sample framework, design of the survey instrument and drafting the ToR for the survey agency. In the second phase, the Public Affairs Foundation was mainly involved in providing support to DRS in training the enumerators, quality assurance during field survey, higher order analysis and generation of the report.

1) Design of the survey instrument

The Survey Instrument had six sections.

- 1) Identification section (*location, details of interview etc*)
- 2) Socio economic profile (*age, gender, educational status etc*)
- 3) Feedback on services (*access, use, quality, costs, reliability, satisfaction etc*)
- 4) Awareness of Citizen Charters
- 5) Feedback on improvements over the last two years
- 6) Suggestions for improvements

The survey instrument was first drafted in English and then translated into Hindi after sufficient validation checks including an independent back translation into English. These translated versions were given as master copies to the field enumerators. The questionnaires were pre-tested by DRS as part of their Terms of Reference (ToR). Minor changes were made in the questionnaire following the pointers from the pre-test.

2) Identifying the Sample

The sample size for each service is determined, keeping in view the level at which the estimates are required for each service with a desired level of precision at a specified confidence level. The table below summarizes the sample covered for each of the services. At each of these disaggregation points, the sample size was calculated at 90% confidence level with a tolerance level of five. For each of

these services “overall satisfaction” (assuming proportion = 0.5) has been considered to be the dimension on which reliability of estimates are being defined.

Service	Level of Estimates	No. of Disaggregation points	Sample at each level	Total Sample	Type of Interview
Water Tankers	Zones - Areas where users directly fetch water from tankers	5	300	1500	Households
Education	MCD Primary, State Govt. Primary, State Govt. – Secondary	3	300	900	Tracer household Interviews
Health	MCD - Outpatients and Inpatients, State Government - Outpatients and Inpatients	4	300	1200	Exit Interviews for OPD. Tracer household Interviews for In Patients
PDS	Districts	9	300	2700	Household Interviews
MLO	Offices	13	300	3900	Exit Interviews
DTC	State - Short Distance, Medium Distance, Long Distance and Interstate Commuters	5	300	1200	Exit Interviews
Sub Registrar	Zones	13	300	3900	Exit Interviews
Certificates	Districts	8	300	2400	Exit Interviews
Total				17700	

3) Conduct of Field Survey

DRS, India conducted the field survey. The consolidated sample of 17765 respondents was covered. Representatives from PAF carried out independent quality audits of the field survey processes; a senior representative of PAF was permanently stationed in Delhi for the entire course of the fieldwork.

4) Analysis & interpretation of findings

Since a common level of disaggregation for all the services would not be appropriate as the administrative set up of service delivery differ from service to service, for the purpose of the Social Audit the following levels of disaggregation were used for the estimation of the identified indicators.

Water Supply through Tankers

- With respect to the services of water tankers to the poor localities, the estimates are provided for five zones in which users directly fetch water from tankers.

Health

- In Delhi, the Government health services are provided by NCTD, MCD, NDMC, Delhi Cantonment and Central Government agencies. The present study, however, restricts its domain to the health services provided by the state government and MCD; separate estimates are provided for inpatient and outpatient treatment at the facilities run by these two agencies. The sample of users within these two categories was selected from the different types of hospitals, and dispensaries under MCD and State Government.

Education

- Provision of primary education by government is primarily undertaken by MCD and secondary education by state government. However, in some areas the state Government runs *Sarvodaya Schools* which admits students from Class I to Class X or even Class XII. Hence it was proposed to obtain estimates for the three categories – primary schools run by MCD, primary schools (Sarvodaya Schools) run by NCTD and secondary schools run by NCTD.

Delhi Transport Corporation

- DTC ply city and interstate services. It was proposed to provide estimates for short distance, medium distance and long distance travel and also for interstate travel.

Motor Licensing Offices

- There are 13 Motor Licensing Offices (MLO) in NCTD spread over 12 zones. Separate estimates were provided for each licensing office.

Registration, Certificates and PDS

- ➔ With respect to the services on PDS, Certificates and Registration, estimates are provided for each service at district/zone level since these services are mostly administered at the district/zone level. The estimates enable comparisons of these services across the districts/zone. After reviewing secondary data, it was found that the demand for certificates is very low in the Central District. The estimates on the service were provided for eight districts, excluding the central district.

LIMITATIONS OF THE STUDY

The building blocks of any user's feedback studies are ordinal in nature and are based on experienced responses. Several words like "scarce", "adequacy", and "satisfaction" have been asked in the manner that the respondent best comprehends; thus, there is some subjectivity in the study.