e-Governance Initiative at Andhra Pradesh Transport Department:
A Case of Process Reengineering of Driving Licence Process
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e-Governance Initiative at Andhra Pradesh Transport Department

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About the Initiative

This publication is a part of the Capacity Building initiative under the National e-Governance Plan (NeGP) by NeGD with an aim to draw out learnings from various projects implemented in various States/ UTs and sharing this knowledge, in the form of case studies, with the decision makers and implementers to benefit them, by way of knowledge creation and skill building, from these experiences during planning and implementation of various projects under NeGP.

Conceptualised and overseen by the National e-Governance Division (NeGD) of Media lab Asia/DeitY these case studies are submitted by e-Governance Practitioners from Government and Industry/Research Institutions. The cases submitted by the authors are vetted by experts from outside and within the Government for learning and reference value, relevance to future project implementers, planners and to those involved in e-governance capacity Building programs before they are recommended for publication. National Institute for Smart Government (NISG), working on behalf of this NeGD provided program management support and interacted with the authors and subject matter experts in bringing out these published case studies. It is hoped that these case studies drawn from successful and failed e-Governance projects would help practitioners to understand the real-time issues involved, typical dilemmas faced by e-Governance project implementers, and possible solutions to resolve them.

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1. **Abstract**

Regional Transport Department offices throughout Andhra Pradesh now operate computerized counters/offices to help citizens to obtain driving licence. The reengineered registration process now takes less than 24 hours instead of several days, as was necessary under the earlier system. The lack of transparency under the old system resulted in a flourishing business of agents and middlemen leading to corruption. Antiquated procedures such as manual copying and indexing of documents, and storage in paper forms in ill-maintained backrooms have been replaced with smart cards and customer friendly ambience and procedures. This case illustrates some of the key changes that materialized in the Transport Department of the Government of Andhra Pradesh and efforts put in by the department to use Information Technology to improve citizen-government interface (personally appearing, self-service, information available on the web, tracking, knowing the status of the application etc.).

2. **Key Words**

Transport Department, Driving Licence Process, Government Process Reengineering,

3. **Note to Practitioners/Instructors**

**Teaching Objectives:**

a. Understand how IT could be effectively used to serve the citizens

b. Understand the old vs. new processes

c. Understand the practical problems, challenges and issues faced during implementation

d. Understand the importance of active participation, both from the citizens and for the government in the success of e-governance projects.

**Case Questions:**

a. Draw a process map for obtaining traditional driving licence.

b. Identify value added and Non value added services from the process maps

c. Draw a process map for obtaining driving licence through computerized services.

d. Discuss the implementation approach.

4. **Project Context**

Registration for driving licence and other services are carried out at Regional Transport offices (RTO’s). In Andhra Pradesh there are 45 RTOs that serve the needs of the citizens.
The work is supervised by Deputy Transport Commissioner or Regional Transport Commissioner depending on the vehicular strength of the district.

The traditional process for issue of driving licence was very complex and time consuming. The archaic procedures were lengthy and cumbersome which were beyond the comprehension of most citizens. In the old process that was practiced for obtaining a License a person would visit the transport office to enquire the procedure for obtaining the learner’s licence, collect the necessary documents, and information on the amount of fee to be paid. Then s/he would start filling the bank challan form in triplicate and go to the branch of a designated bank by the department (in this case it was State Bank of Hyderabad) and pay up the fee in the bank counter and collect the receipt for the payment of the fee. Since the branch accepting the challan was about a few kilometers away, usually it would take a whole day for completing the transaction. The next day the person would visit the transport department office with the application filled and with the supporting documents attached to it. S/he then would stand in a long queue and offer the documents for verification by the clerk. The documents would be verified by the clerk. S/he then would be given a token for Oral Test. The oral test would be conducted by the Inspector. If the candidate passed the test then the application would be processed and s/he would be handed Learning Licence Registration (LLR) receipt. The information of the candidate would be recorded in the register. This register would be transferred to the main office by the Inspector personally (see exhibit-2 for details). The LLR application would be processed by theta on the basis of the information submitted through the register and the LLR would be issued. The applicant was expected to check from time to time if the LLR arrived at the RTO. The person would then become eligible to take permanent driving license test after one month. Tell would be valid for six months from the date of issue. After completion of minimum one month period the person would pay the permanent driving licence fee through challan in the treasury bank as explained for obtaining LLR above. The next day s/he would appear for the Driving test by submitting the application form along with the challan and supporting documents. S/he then would wait in the queue for test and complete the test. Upon successful completion of the test, s/he would be given an acknowledgement that the person submitted the application and awaiting permanent licence. The applicant would be advised to come to the RTO after one week to collect the permanent driving licence (see exhibit-3 for a sample). However, it may be noted, there was no certainty that the document would be available for collection on the promised date. The as is process flow diagram is shown in the exhibit-1.
### Driving Licence (Before Computerization)

#### Process Flow

1. **Visit Transport Office**
2. **Enquire Procedures**
3. **Obtain Application form**
4. **Fill Application form**
5. **Supporting documents:**
   1. Application Form
   2. Age Proof
   3. Residence Proof
6. **Submit Application form along with supporting documents**
7. **Verify completeness of form & supporting documents**
8. **Payment of Fee through bank (Challan/DD)**
9. **Oral Test**
   - **Yes**
   - **No**
   - **Payment of Fee through bank (Challan/DD)**
   - **Wait for processing of application form**
   - **Obtain LLR**
10. **Visit Transport office for permanent driving licence**
11. **Submit application form for permanent driving licence along with valid LLR, Fee challan**
12. **Appear for driving test**
   - **Pass**
   - **Obtain permanent driving licence**
   - **Fail**
13. **Wait for processing of application form**
14. **Obtain permanent driving licence**

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#### Exhibit-1

**Records updating & storing manually:**

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#### Exhibit-2

**Driving Licence and Registration Certificate book:**
Exhibit-3

5. Project Overview

5.1 Project Description:

The Transport Department has foreseen the future where Information and Communication Technologies would be playing a major role in serving the people. It developed a plan to implement a transparent system of service delivery throughout the state for all services that were offered by the Transport Department. They planned to eliminate the manual recording of information in paper form which can be manipulated or misused. As a first step the department introduced computers where they were used to store the data in the local data base and then transferred to the main data base which replicated the old process. With the introduction of this process, the service time for the old process and the new has narrowed to some extent. As it was becoming difficult for the transport department to update the main data base from the service data base, they came up with the idea of single department, single line of control where they installed a central data base through internet. Here all the data can be stored and in a single click control can be exercised over all the state RTOs.

5.2 Objective of the Project:

a. The key objective of the project is to render transparency by providing information to the applicant anywhere through web medium,

b. Offer driving licence certificate the same day of submitting the application.

c. Improve citizen perception about the department such as friendliness and named the project as Citizen Friendly Services of Transport Department (CFST).

d. Re-engineer the entire processes by eliminating non value adding steps and

e. Automating the process to enable efficient and effective service delivery.

5.3 Stakeholders:

a. Internal stakeholders:
   I. Department Heads
   II. Staff
   III. IT Staff

b. External Stakeholders:
   I. Government
   II. Citizen
III. System integrators

IV. Vendors

V. Banks

VI. Agents

5.4 Services offered and outcomes

Citizen Friendly Services of Transport Department (CFST), one of the ICT initiatives offers a wide spectrum of citizen friendly services to save citizen the trouble of going from one window to the other for obtaining the service. It provides a one-stop solution for various services in an efficient, reliable, transparent and integrated manner on a sustained basis by easy access through internet, (www.aptransport.org) and through other modes.

Some of the initiatives that have effected sweeping changes are

- any service any counter,
- adherence of the operations to the citizens charter schedules;
- simplification of the procedures;
- enabling online slot booking for scheduling a driving test;
- a user friendly website with all the information needed for anyone including all the web-fill able forms;
- Computerized test for learner’s licence and online booking for services in advance Practice for Learning License applicants in taking the test and it contains two parts; Practice Test and Mock Test.

Practice Test

It is divided in to 9 sections. These tests are designed on the basis of topics in which the learner license test is carried out at the RTO and the applicant has the option to select any topic and practice till s/he reaches perfection. Each Practice session will have 20 Questions except in tests for vehicle control and mechanisms section and accidents and first aid sections which have 16 & 15 Questions respectively.

Mock Test

Mock Test is similar to the test which the candidate needs to appear at the RTO office. Each mock test will has 20 questions consisting of a specified number of randomly selected questions from each of the 9 topics practiced in practice test. The sequence of the options for selection in a question will change every time a question is picked up from the question bank. The applicant needs to complete this test within 10 minutes. Pass mark is 12 out of 20 Questions (i.e. 60%).
The above are some of the initiatives that have made the department not only responsive but also provide services in a transparent manner. The department maintains a central database and provides services to the police and other departments upon request.

Each office is equipped with a helpdesk to answer all the queries of customers and supply relevant forms free of cost. Most offices are equipped with the token system where disposals at the counters are done in an efficient manner. To make services reliable and less time-consuming, the department has introduced the system of dispatch of all statutory documents by speed post. Waiting the whole day at the transport office is now a thing of the past!

At present Citizen Friendly Services of Transport Department are rolled out to 45 RTOs, 42 unit offices, and 38 MVI offices. CFST project is also linked to 17 check posts of the department.

5.5 Implementation Approach

During the computerization in the first phase the AP Transport department worked with TATA Infotech under the Public Private Partnership model. This phase involved transferring all the documents digitally to the central database and maintain local database at the respective RTOs. In 1990 they computerized 11 offices in Andhra Pradesh with “C” as front end and “RDBMS” as back end. In the Phase II which started in the year 2000 they shifted to centralized data services with developer 2000 for front end and Oracle database. They implemented pilot project with centralized data services at 3 locations in Hyderabad (Khairatabad, Tirumalagiri, Nagole).

The Phase III which started in the year 2008 the AP Transport Department commenced citizen charter services and made central database services available to all operations at various Regional Transport offices. Later this project involved appointment of CMS Computers Ltd as partners in the PPP model. The CMS Computers developed software and rolled out the citizen charter services to 3 locations (Hyderabad, Vijayawada, Kadapa) by 2008.

From Nov’2012 to Apr’2013 the AP Transport Department has planned to roll out the services to all the remaining regional offices in phases. The below table is chronology of implementation.
Joint Commissioner (JC) of the Transport department found that almost every citizen being served by the department carried a perception that obtaining services from the department is difficult and therefore, they resorted to seek assistance from the middlemen, and sometimes unauthorized touts. This practice reinforced the public perception that the department is corrupt. JC decided to change the current reputation and make it a model service delivery point. He then made his department people to pledge that AP Transport department stands fully committed to citizen friendly services of transport department. This has been made possible by an extensive network of computers linking all the Transport department and Unit Offices spread across the state. The department stands committed to the Citizens Charter and strives to achieve the service levels set by the charter. They ensure that the department is constantly refined in the administration of its processes and procedures to reduce time delays and achieve the stated mission of being a responsive and transparent department.

However, it was found that they did not have the necessary resources to fund the new initiative. PPP (Public Private Partnership) model was adopted to implement the information and communication technology initiative called CFST. Initially, the partnership was formed among the Government of AP, Transport Department and Tata Info Tech during the first phase of computerization which comprised of two-tier architecture. In the second phase three-tier architecture was adopted. This comprised of centralized database, user friendly front end via internet. This partnership included AP government, Transport department and CMS computers Ltd. CFST model was collaboratively developed by Transport department employees and the consultants from CMS to serve the citizens of Andhra Pradesh.
It was found that people continued to seek the help of outside elements for consideration. The department made the agent intervention as illegal and needed to provide the services through their own people to guide and help the citizen about the process and procedures. Each office is equipped with a help desk to answer all the queries of customers and provide the relevant forms. In order to ensure equity, first in first out principle was adopted. Most offices are equipped with the token system where disposals at the counters are done in an efficient manner. The process of the citizen coming again to the RTA office to collect the licence was found to be less reliable and time consuming besides being expensive to the citizen. To make services reliable and less time consuming, the department has introduced the system of dispatch of all statutory documents by speed post. Waiting the whole day at the transport office is now a thing of the past!

Some of the additional services which are available online are:

- Quarterly Tax Payment
- Document delivery search
- Know the details of the registration and financier on a vehicle
- Licence Search
- LLR & Permanent driving test slot booking
- Web Editable forms for licence, registration and permit available

5.6 Computerized Services: New process for driving licence issue

After implementation of online services, RTO department has become much transparent and user friendly resulting in faster licence issue and application turnaround process time. The applicant can apply for a licence online by visiting the online portal of AP Transport - www.aptransport.org. After choosing the date and time in the learner license section, the applicant needs to fill his details in the online learners application form and mention type of payment (credit card, debit card, net banking, AP online, e-seva, RTO office). The applicant then visits the RTO office on the selected date and time with hard copy of application form and supporting documents (Proof of age and address) and submits to the RTO officer for verification. The applicant is sent for a 20 minutes computerized based test after recording his digital photograph, signatures and biometric impressions. A learner licence (6months validity) is issued to the applicant by the Motor Vehicle Inspector on passing the test. The applicant is eligible to apply for a driving test for permanent driving test (after 1 month of LLR issue) by booking a slot online with fee payment. The applicant visits driving test center on the date and time booked along with LLR and payment receipt.
and allowed to take the test on completeness of the form. For those who are not conversant with the mouse of a computer, touch screen computers are provided for ease of operation by the applicants. A temporary receipt is issued on passing and the application is processed and permanent Driving Licence (smart card) is dispatched to the applicants address through speed post. A retest can be taken again after a week by paying a fee if the applicant fails.
5.7 Computerized services and online driving test:

With the implementation of this project, citizens can now fill online application for license, registration, vehicle fitness and permits. Besides these, features such as online tax payment facility are also provided to citizens of AP. To increase discipline amongst citizens and stop violation of Motor Vehicle Acts and Traffic rules, smart cards were used. Complete IT security is also provided by standardization and centralization of data.

Computerized services of AP Transport Department increased transparency, eliminated middlemen(agents), monitoring and control of management process was made easy, reduced service delivery time, provides instant access to information, enables realization of better revenues, and increased transactional effectiveness. Exhibit-4 shows the new driving licence certificate with smart card.
6. **Issues and challenges faced during implementation**

- **Lack of awareness of operation of computers to the staff**: The lack of awareness about the computers was overcome by giving appropriate training to the staff. They were offered classes about the basic operations of computers from reputed institutes like NIIT and APTECH.

- **Digitization of legacy data, by making backlog data entry from the manual records**: This process involved conversion of records and data from various sources stored manually to GIS platforms. The transport department digitized over 95% of their records.

- **Sustainability of project, by collecting user charges from the citizen for the value added services to maintain the project**.

- **Apprehension of reduced manpower among the staff was overcome by motivation**: Initially when the transport department decided to offer computerized services there were apprehensions among the staff about their jobs. This was overcome by motivating the staff about the importance of information technology and speedy services they can deliver to the citizens. However, the vacant positions have not been filled up and the increase workload has been successfully handled by them with the introduction of new systems.

- **Reducing the dominant role of middlemen was overcome by abolishing the agent system by the Government**: The Transport Department at every Reoffered the services of help desk where citizens can get all the information concerning to application forms, fee, supporting documents and procedures.

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