

Andhra Pradesh: Improving Governance through Performance Management

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Abstract

This article describes the approach of the Government of Andhra Pradesh to improve governance by using a performance management system. Performance indicators have been adopted for more than 200 Departments, which are monitored monthly, quarterly, and annually by the Chief Minister and at the levels of Ministers and Secretaries to Government. The indicators are drilled down to the lowest jurisdictions and also functionaries, who are assigned monthly and cumulative grades based on measurement of performance with respect to set targets. Andhra Pradesh intends to use performance measurement as a tool to drive the state towards achieving its Vision 2020 goals.

Key Words: Performance Management, P-Track, Online Performance Tracking System, Governance.

Andhra Pradesh Vision 2020

Andhra Pradesh is the first state in the country to prepare Vision 2020. This vision aims at making Andhra Pradesh the foremost state in the country in terms of growth, equity and quality of life and presents a dream that

“Andhra Pradesh should be a state where poverty is totally eradicated; where every man, woman and child in the state has access to not just the basic minimum needs but to all the opportunities to lead a happy and fulfilling life; and a knowledge and learning society built on values of hard work, honesty, discipline and a collective sense of purpose”.

Vision 2020: Swarna Andhra Pradesh

The Mission of Andhra Pradesh includes an agenda for every citizen of the state as follows:

- Eradicate poverty and take care of the old, infirm and genuinely needy;
- Enable people to learn, earn and lead healthful and productive lives;
- Promote small families for a healthy and wealthy society;
- Give children a happy childhood and every opportunity to achieve their full potential;
- Empower and support women and girls to fulfill their roles as equal partners with men;
- Create resources the people need, such as capital and infrastructure, to transform their own future;
- Enable farmers, entrepreneurs and professionals to make agriculture flourish and build thriving industries and services business;
- Embrace innovation and the latest know-how to grow crops, produce goods and provide high quality services;

- Safeguard environment and make cities and villages clean, green and safe to live in;
- Make government simple, transparent, accountable and responsive;
- Ensure that people continue to have strong voice and role in governance.

Approach to Economic Growth

Vision 2020 examines the potential, resources and constraints of the state as well as the opportunities thrown open by the liberalisation and globalisation processes and the information revolution. It identifies select growth engines to leverage the strengths and advantages in various sectors and regions of the state. Drawing upon the best practices within and outside the country, the document outlines the profile of development of the state in the first two decades of the 21st century. It calls for a strategy of leapfrogging growth with equity and sustainable improvements in the living standards of all sections of the people.

Andhra Pradesh has identified engines of economic growth based on an evaluation of potentials of sectors to build on accumulated strength, to make significant impact on Gross State Domestic Product, and to exploit opportunities created by global trends. These engines are as follows:

Sector	Growth Engines
Agriculture	Rice, Dairy, Poultry, Horticulture, Fisheries and Agro-industry;
Industry	Infrastructure, Construction, Garments, Leather Products and Other Export-oriented Industries, Mining, Pharmaceuticals and Small scale Industries;
Services	Information Technology, Knowledge-based Services, Tourism, Logistics, Small-scale Services, Healthcare and Education.

While the growth engines will be developed mainly by private sector investment, it is envisioned that the state will quickly transform its role from that of controller of the economy to a facilitator and promoter of economic growth. The agenda for growth-oriented governance includes: (a) providing specialised infrastructure; (b) deregulating or creating regulation that fosters investment and facilitates business; (c) accelerating the development of skills; and (d) conducting focused and effective promotion to market the opportunities the state offers to investors.

Transforming Government

Vision 2020 defines a new role for the Government of Andhra Pradesh so as to be able to meet the aspirations of its people and articulate their dreams. This role includes: (1) refocusing government priorities and shifting spending from unproductive areas towards achieving high priority developmental goals; (2) decentralising governance and making it participatory with the involvement of the people; (3) introducing ‘electronic government,’ i.e., using IT-based services to de-mystify government processes and procedures and improving citizen-government interface; (4) becoming a SMART (Simple, Moral, Accountable, Responsive and Transparent) Government by improving transparency and accountability at all levels and ensuring effective and responsive services to the people; (5) building the administration’s capabilities, strengthening policy-making and improving performance; and (6) taking a lead role in persuading the Central Government and initiating regulatory and other reforms.

The Government of Andhra Pradesh has established the Centre for Good Governance to act as a think tank on governance reforms and a bank of best practices and tools in good governance within and outside the country and to support the implementation of reform process in the state through a well-defined governance reform programme. The Centre has initiated many projects to assist the government departments in pursuing reforms, in including a performance tracking and measurement systems.

Janmabhoomi Philosophy

Empirical evidence suggests that a participatory, responsive and responsible government will be in a position to provide leadership and seek support from the people and the private sector in promoting the economic development goals. Recognising this, Andhra Pradesh has adopted a people-centered approach to development under its Janmabhoomi programme. Under this approach:

- People are to identify their felt needs;
- People must share the cost of community works through material or labour or cash or a combination of any of them;
- People are to execute community works through self-help groups;
- People are to review and audit their own expenditures;
- People are to own community assets created and manage their own institutions.

The Janmabhoomi philosophy has percolated to the grassroots level and has become an integral part of the socio-economic development strategy of the state.

Focus on Improving Governance

Governance involves mechanisms, processes and institutions, through which people articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. The characteristics of good governance include: rule of law, participation, transparency, responsiveness, consensus orientation, equity and inclusiveness, economy, efficiency and effectiveness, and accountability. People are the sources of all power in a democracy and accountability to the people is the hallmark of democratic governance. The fundamental law of good governance is that to each unit of power given by the people to the government, there must be a commensurate accountability of part of the government to the people. To promote accountability to the people, the state government has decided that all the departments and districts must implement citizen's charters and a performance management system. Andhra Pradesh is in the process of having charters and service standards for all the services rendered by government departments at all levels. Charters have percolated to district and panchayat levels. They are based on the following principles of people-centered governance:

1. People should be cared for, treated with courtesy and consideration.
2. People should be consulted regarding service levels and quality.
3. People must be made aware of what to expect in terms of level, quality and timeliness of services.
4. People should have equal access to services to which they are entitled.
5. People must receive full and accurate information about their services.
6. People should be informed about government departments' operations, budget and management structures.

7. People are entitled to an apology, explanation and remedial action if the promised standard of service is not delivered and Public services should be provided economically and efficiently.

The state is working on to establish a networked system of Call Centres to systemically monitor the implementation of citizen’s charters with reference to set service standards and keep track of timely and quality disposal of citizen complaints.

Performance Management System

The Government of Andhra Pradesh has been focusing on performance management as a key instrument for improving the delivery of services and infrastructure to the people. Performance management is a strategic approach, which equips leaders, managers, workers and stakeholders at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of organisations, territorial jurisdictions and functionaries in terms of indicators and targets for economy, efficiency, effectiveness and impact. The performance management system model adopted by the state is depicted in Figure 1.

**Figure 1
Performance Management Model**



The performance management system links development goals, policies, priorities, plans, programmes, projects, budgets, action plans and performance towards achieving the desired objectives. The system involves performance indicators, performance monitoring, performance measurement, performance-based evaluation, performance-based review and evidence-based policy-making. Performance monitoring is a continuous process of collecting and analysing data to compare how well a project, programme or policy is being implemented with reference to expected results. It is an ongoing process to assess whether targets are met and broader development objectives

are achieved. Performance measurement refers to analysis and measurement of results in terms of performance indicators and targets. Performance-based evaluation is an assessment, as systematic and objective as possible, of a planned, ongoing, or completed intervention. The aim of evaluation is to determine the relevance of objectives, economy (minimising cost of obtaining resources), efficiency (using resources efficiently), effectiveness (achieving the desired socio-economic impacts), and sustainability so as to incorporate lessons learnt into the decision-making process. Performance-based review involves periodic review to identify broad trends and assess the likelihood of outcomes being achieved – whether the programmes or projects are “on track”. It aims at effecting correction mechanisms to ensure that programmes or projects do not deviate from the central goals and objectives for which they were created.

The strategic objectives behind performance management are:

- To create a performance culture and ethos across public service in terms of “shared” values, “outcome” orientation and “best” practices
- To promote accountability of employees and organisations in using resources and ensuring that implementation objectives are met
- To empower citizens to generate pressure for change and transformation
- To guide capacity building development for better governance
- To contribute to overall development agenda

The performance management cycle involves policy-making, planning and budgeting leading to programme implementation followed by assessment and feedback and then going to the policy-making.

Performance Tracking

The performance management, monitoring and evaluation experiment undertaken by Andhra Pradesh is based on a performance tracking system which envisages the participation of all stakeholders at all stages, starting from and ultimately feeding into the planning and performance budgeting processes. The entire process begins with the identification of the input-output-outcome linkages. The most important and challenging tasks are the selection of performance indicators, setting measurable targets and monitoring and evaluating performance by the use of composite criteria. The state government has classified government departments into 8 groups depending on the predominant role the government will need to discharge as per Vision 2020. These groups are:

Table 1
Andhra Pradesh: Group-wise Classification of Departments

Group	Group Description	Role of Government
Group I	Economic Development (Primary Sector)	Facilitator of economic growth
Group II	Economic Development (Secondary & Tertiary Sector)	Facilitator of economic growth
Group III	Human Development	Promoter of human development
Group IV	Welfare	Directly undertaking services for the socially backward and needy

Group V	Local and Urban Bodies	Decentralisation and strengthening of local government to enable them to discharge civic obligations
Group VI	Infrastructure Development	Building economic & social infrastructure
Group VII	Revenue Generation	Mobilisation of resources for development
Group VIII	Governance	Provider of general administration, and regulatory services, maintenance of land records and maintenance of law and order

Performance Indicators

Performance indicators are measurable factors of extreme importance to any organisation in achieving its strategic goals, objectives, vision and values. These indicators are required to be designed carefully so as to:

- Indicate the progress made towards the goal;
- Provide a common framework for gathering data for measurement and reporting;
- Capture complex concepts in simple terms;
- Enable review of goals, objectives and policies;
- Focus the organisation on strategic areas;
- Provide feedback to organisation and staff.

Ideally the selection of performance indicators should be based on the criteria of CREAM:

- Clear:** Precise and unambiguous
Relevant: Appropriate to the set goal
Economic: Available or computable with reasonable cost
Adequate: Provides sufficient basis to assess performance
Measurable: Quantifiable

Performance-related indicators can be classified into (1) input indicators: measures of economy (related to unit cost) and efficiency (related to resource use: time, money or number of people); (2) output indicators: measures of effectiveness (related to programme activities and processes); and (3) outcome indicators: measures of quality (related to set standards) as well as impact (related to achievement of overall objectives) that allow us to check whether our development strategies and policies are working. Indicators can be simple or composite. A composite indicator is a set of different indicators rolled into one index by developing a mathematical relationship between them, e.g., human development index, which takes into account three basic elements: life expectancy, educational attainment (adult literacy combined with primary, secondary and tertiary enrolment) and real gross domestic product per capita. Often baseline indicators are computed to represent status quo or current situation with reference to which performance is measured.

Through a process of rigorous exercise for about three years, which involved the time of the Chief Minister of Andhra Pradesh himself for more than 300 hours, different departments in the Government have been able to map their inputs, outputs and outcomes and arrive at a set of performance indicators divided into core, functional and departmental indicators. The total number of indicators currently adopted by various

heads of departments and public sector undertakings in Andhra Pradesh (numbering more than 200) are as follows:

Table 2
Andhra Pradesh: Group-wise Number of Indicators

Group	Group Description	Number of Indicators
Group I	Economic Development (Primary Sector)	93
Group II	Economic Development (Secondary & Tertiary Sectors)	115
Group III	Human Development	176
Group IV	Welfare	126
Group V	Local and Urban Bodies	113
Group VI	Infrastructure Development	211
Group VII	Revenue Generation	55
Group VIII	Governance	91
Total		980

Performance Indicators: Some Examples

Examples of performance indicators adopted by some departments in the Government of Andhra Pradesh are as follows:

Table 3
Andhra Pradesh: Examples of Performance Indicators Rated among the Best

Department	Performance Indicators
Horticulture	<ol style="list-style-type: none"> 1. Area Expansion under Horticultural Crops 2. Area Expansion under Floriculture 3. Area Expansion under Hybrid Vegetables 4. Area Expansion under High Intensity Cropping 5. Area Expansion under Micro Irrigation
Andhra Pradesh Transmission Corporation Limited (APTRANSCO)	<ol style="list-style-type: none"> 1. Energy Loss Reduction (%) 2. Energy Drawl 3. Energy Metered Sales 4. Revenue Collection
Industry	<ol style="list-style-type: none"> 1. Establishment of New Industrial Units 2. Investment Growth 3. Employment Generation 4. Grounding of Prime Minister's Rozgar Yojana Schemes 5. Gross Industry Value Added
Land Administration	<ol style="list-style-type: none"> 1. Collection of Water Tax 2. Collection of Non-Agricultural Assessment 3. Assignment of Government Lands for Agriculture 4. Distribution of Pattadar Passbooks 5. Distribution of Title Deeds 6. Distribution of Surplus Land 7. Issue of Computerised Certificates

Process Indicators

Process indicators are measures which indicate the processes adopted to make an organisation run its activities. As regards the Government of Andhra Pradesh, the process indicators adopted include the following:

Table 4
Andhra Pradesh: Process Indicators

Group	Process Indicators (Per Month)
Tours, Inspections and Reviews	Days toured, Office inspections undertaken, Surprise inspections undertaken, Routine inspections undertaken
File Disposal	File disposal – Disposal of files of Public Importance, Court matters, Service matters, Other Files
Action on Important Matters	Disposal of action taken in Vigilance cases, ACB cases Commission of enquiry cases, Departmental enquiry cases, Audit reports/paras, Chief Minister’s announcements, Chief Minister’s Office references, Adverse media reports.

Fixing Measurable Targets

Performance target equals the baseline indicator level plus the desired level of improvement. To set meaningful targets, departments are required to identify their short-term and long-term objectives and align them with the Vision 2020 goals. This involves a collective effort by the policy makers as well as implementation teams in terms of resource planning and prioritising government programmes, schemes and services. Targets are fixed based on discussions and bottom-up feedbacks at various levels of hierarchy beginning at the secretariat and drilling down to the district, mandal and village levels.

The Andhra Pradesh Government has adopted the ‘SMART’ criteria for setting targets:

- S:** Specific
- M:** Measurable
- A:** Attainable
- R:** Realistic
- T:** Time-bound

For each function, each functionary and each territorial jurisdiction, annual, quarterly and monthly physical and financial targets are set. The departments have been directed by the Government to study the levels of indicators for five best states and benchmark with the best.

Monitoring Performance

Performance monitoring mechanism involves the monitoring of implementation of programmes and projects as well as monitoring of results. Implementation monitoring involves three stages – input, activity and output. Performance monitoring focuses on the outcomes and their impact. A sound monitoring mechanism

- Needs ownership, management, maintenance and credibility;
- Assesses performance needs at the project, programme and policy levels;
- Enables movement of performance information both horizontally and vertically in the organization;

- Identifies demand for performance information at each level;
- Has clarity in responsibilities at each level: who, what, when, how, to whom, etc. in data collection, measurement, reporting, etc.

The Government of Andhra Pradesh undertakes both implementation as well as results monitoring every month. The three broad monitoring parameters that are adopted include:

Economy:	minimising cost of securing inputs
Efficiency:	using resources efficiently
Effectiveness:	achieving the desired social impacts

Measuring Performance

The Government has adopted the 4-F model for tracking and measuring performance: function, functionary, finance and field. Performance achievements are reported by every department every month to the Planning Department which is assisted by the Centre for Good Governance for critical analysis and evaluation. Information is collected in seven formats designed by the Centre for Good Governance. These enable monthly and cumulative tracking of performance and process indicators. Measurement of performance is done deploying the Hexagon Model. This model tracks

- Where a department or functionary is in a month compared to earlier months – starting from April;
- To what extent a functionary has achieved his annual target;
- How does he compare with the achievement for the corresponding period of last year;
- How far he is from the Vision 2020 or forward target;
- How far he is from the benchmark, fixed, if any; and
- How does he compare with his colleagues of the same level or designation.

Grading of Performance

All departments, jurisdictions and functionaries are graded every month according to the percentage of cumulative target achieved. The criteria for grading adopted by the Government based on the suggestion of the Centre for Good Governance are as follows:

Non-revenue earning departments

% of target achieved	Grade (score)
≥ 100%	A (4 points)
90-100%	B (3 points)
75-90%	C (2 points)
< 75%	D (1 point)

Revenue earning departments

% of target achieved	Grade (score)
≥ 100%	A (4 points)
95-100%	B (3 points)
90-95%	C (2 points)
< 90%	D (1 point)

Performance Reviews

A thorough review of performance of all departments, public sector undertakings and institutions is held by the Chief Minister and Ministers every month, leading to tracking of progress and recommendations for performance improvement. Reports on action taken for performance improvement (ATPI) by the respective departments /functionaries are reviewed in such meetings. Every quarter conferences of Heads of Departments and Collectors of districts are held at Hyderabad, which are attended by the Chief Minister, all Ministers, all Secretaries and the print and electronic media. These open meetings act as pressure mechanisms to drive performance at various levels. The Government is contemplating a system of performance-based incentives and disincentives.

Performance Management: Implementation Architecture and Support System

To develop a common framework for measuring and tracking the performance of government departments and functionaries, the Centre for Good Governance (CGG) designed 7-Formats in May 2002 for reporting performance information. These 7-formats seek to gather information on performance indicators: department-wise, field-wise and functionary-wise; process indicators; and expenditure statement.

The initial process, which was followed till December 2002, involved submitting a hard copy of the monthly performance reports as per the formats designed by CGG. The information received from the Departments was then fed manually into the computer and MS-Excel spreadsheet package used to generate various performance reports. This manual system of reporting took several days to process and involved immense calculations before a report was prepared. In this system there was a chance of losing data while maintaining huge stacks of files built as a result of paper-based work. Besides, the process involved inconsistency in reporting of data, no validation checks while submitting the performance data, inconsistency in calculations, no transparency, etc. The lack of a centralized data system left very little scope for generating various kinds of performance reports required for an effective review.

Online Performance Tracking System: “P-Track”

In parallel work began on automating the entire system. An online performance tracking system, called “P-Track” has been developed by CGG that provides an effective tool for performance management and also addresses the problems encountered in the manual system.

“P-Track” is a unique computer package designed to measure, track and grade performance and generate a number of reports for review purposes. It assesses the performance of functionaries and departments on the basis of pre-determined targets. The tool is being extended from departments at the state-level to districts and mandal levels. It is a generic package applicable to both government and private sector. CGG has initiated the process of patenting the product, which is based on months of brainstorming and hard work.

Objectives of “P-Track”

- Bring transparency and improve accountability in the government;
- Assess the impact of government programs and projects;
- Systematically evaluate departments, functionaries, institutions, and programs; and
- Support objective assessment for incentives and disincentives.

Features

“P-Track” is a comprehensive, user-friendly, automated management information system, which is designed to send performance information from the respective lower level functionaries to the immediate superiors of the department through the web. Target fixing and resource allocation is carried out in the system by the top-down process, wherein targets and resources are distributed step by step from the highest to the lowest level. The data sent by departments is maintained in a centralized database that can be tracked and monitored from a focal position. The present “P-Track” is in its fourth version.

Current features of “P-Track” are:

- Individual Login accounts for 38 Ministers, 42 Secretaries, and 214 Heads of Departments;
- Provision to specify organization structure, addition/updating of functionaries, institutions, departments and indicators;
- Provision for setting target distribution: field-wise and functionary-wise;
- Automated information flow, computation of grades, ranks, and generation of a variety of reports for effective and informed decision making;
- Performance Measurement and Grading at various levels – Minister, Secretary, Heads of Departments at State and District levels.

On a periodic basis (monthly as it is now) performance- and process-related data is sent by Ministers, Secretaries, and state-level HoDs through “P-Track”.

Minister’s Login:

- Number of Ministers who have been given individual logins accounts: 38



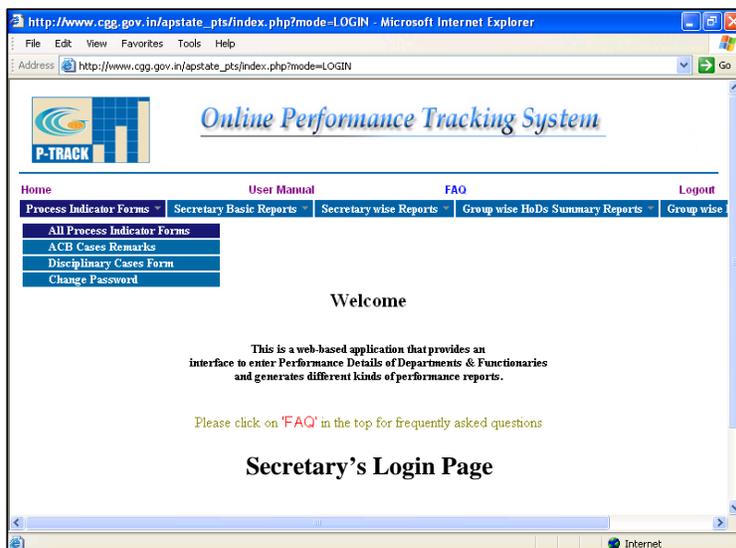
- Number of input forms prescribed for Ministers is ten. This captures information relating to
 - Report Submission Dates;
 - File Disposal;
 - Tours, Inspections and Visits;
 - Departmental Attendance;
 - Departmental Review Meetings and Training/ HRD;
 - District Review Meetings;
 - Media Relations;
 - Other programmes (meetings with focus groups, public forums/meetings addressed);
 - Best Practices and Innovations;
 - Matters of Special Importance brought to the notice of the Chief Minister.

Reports available in Minister's login:

- Minister-wise Reports (All Ministers' Reports, Minister-wise Secretaries' Report, Minister-wise HoDs' Report);
- Secretary-wise Reports (All Secretaries' Reports, Secretary Vs. All Secretaries' Reports, Secretary-wise HoDs' Reports);
- Group-wise HoDs' Reports; and
- District-wise Performance Reports.

Secretary's Login:

- Number of Secretaries who have been given individual login accounts: 42



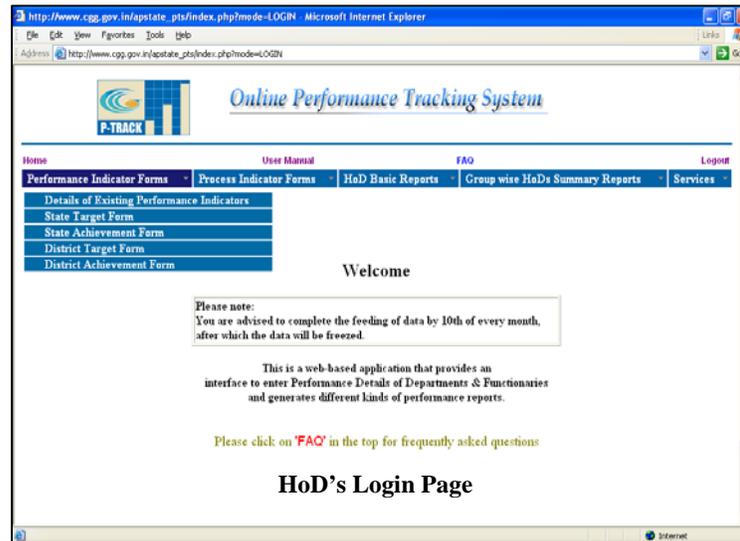
- Number of input forms prescribed for Secretaries is four. This captures information relating to
 - File Disposal;
 - Tours and Inspections;
 - Review Meetings; and
 - Action in Important Matters.

Reports available in Secretary's login:

- Secretary-wise Reports (All Secretaries' Reports, Secretary Vs. All Secretaries' Reports, Secretary-wise HoDs' Reports);
- Group-wise HoDs' Reports; and
- District-wise Performance Reports.

HoD's Login:

- Number of HoDs who have been given individual login accounts: 213



- Number of input forms prescribed for HoDs is nine. This captures information relating to
 - Department's State-level Annual and Month's Targets by Performance Indicator;
 - District's Annual and Month's Targets by Performance Indicator;
 - Department's State-level Month's Achievement by Performance Indicator;
 - District's Month Achievement by Performance Indicator;
 - File Disposal;
 - Action in Important Matters;
 - Review Meetings;
 - Tours and Inspections; and
 - Expenditure Statement.

Reports available in HoD's login:

- Group-wise HoDs' Reports; and
- District-wise Performance Reports.

“P-Track” also provides the provision for addition/updating of input forms as per requirements.

Types of Reports

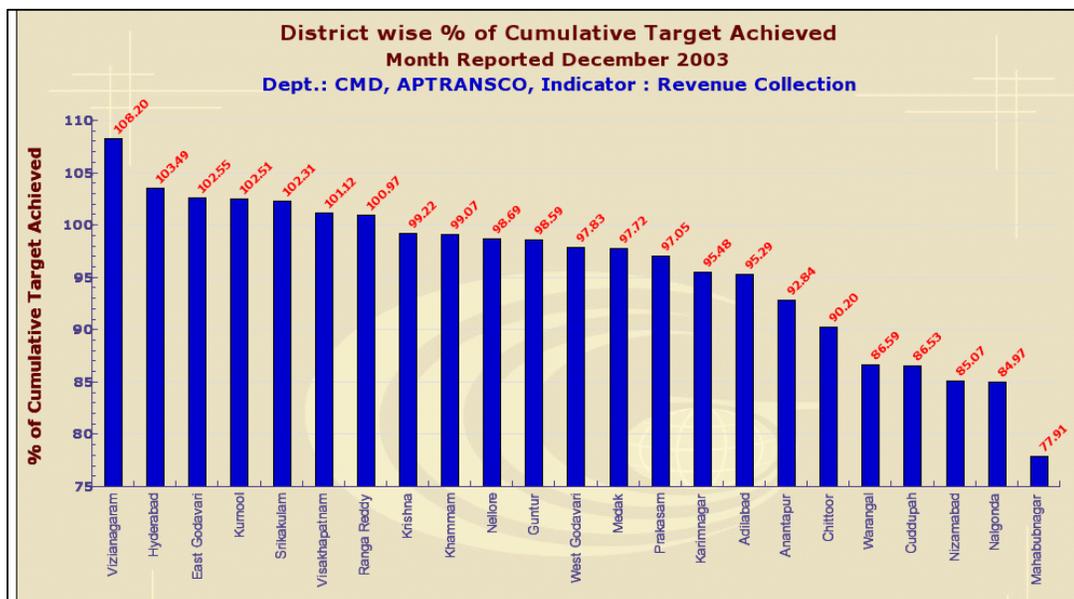
A host of reports are generated for purposes of performance evaluation, review and feedback. A few of them include reports on:

- State-level Performance Indicators reports: The figure below provides this report for AP Transmission Corporation (Energy Sector) for the month of December 2003;

Report on Department Performance
Department Name : Chairman & Managing Director, AP Transmission Corporation (APTRANSCO)
Report for the Month of 'December 2003'

S.No	Indicator Name	Units	Annual Target	Monthly Target	Monthly Achievement	% of Monthly Target Achieved	Monthly Grade	Cumulative Target	Cumulative Achievement	% of Cumulative Target Achieved	Cumulative Grade
1	Revenue Collection	Rs. Crores	8563.44	702.80	650.85	92.61	C	6256.41	6087.10	97.29	B
2	Energy Loss	%	18.97	18.24	18.86	103.40	B	18.24	18.86	103.40	B
3	Energy Drawal	Million Units	41286.43	3506.34	3526.52	100.58	B	30662.5	30648.65	99.95	A
4	Energy Sales	Million Units	33455.58	1837.30	1750.78	95.29	B	21786.3	21510.12	98.73	B
5	Demand raised with respect to adjusted target	Rs. Crores	8858.37	774.75	702.80	90.71	B	6642.68	6250.86	94.10	B
6	Distribution Transformer failures with respect to target	Numbers	-	1941	2543	131.01	D	24082	31161	129.40	D

- District-wise Performance Indicators reports: The figure below provides the district-wise graph based on percent of cumulative target achieved for the performance indicator Revenue Collection for AP Transmission Corporation for the month of December 2003;



- Process indicators reports: Reviews, Tours and Inspections, File Disposal, and Action in Important Matters. The figure below provides File Disposal Report for Commissioner, Industries and Commerce for the month of December 2003.

File Disposal Report																		
Department Name : Commissioner, Industries & Commerce																		
Report for the Month of 'December 2003'																		
Sl.No	Indicator Name	Pending At Beginning of Month			Added During Month			Total			Disposed			Balance At End Of Month			Disposal Percentage	Accretion(+)/ Decretion(-)
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C	%	
1	Public Importance Cases	166	4	0	271	0	0	437	4	0	271	1	0	166	3	0	61.68	.1
2	Court Cases	25	2	3	11	0	0	36	2	3	2	0	0	34	2	3	4.88	9
3	Service Matters	65	6	16	187	0	0	252	6	16	181	0	0	71	6	16	66.06	6
4	Other Files	184	48	31	645	0	0	829	48	31	652	0	0	177	48	31	71.81	.7
Total		440	60	50	1114	0	0	1554	60	50	1106	1	0	448	59	50		7
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Category A: Pending for less than 3 months
 Category B: Pending between 3 months to 1 year
 Category C: Pending for more than 1 year

Total files pending during the month = 1664

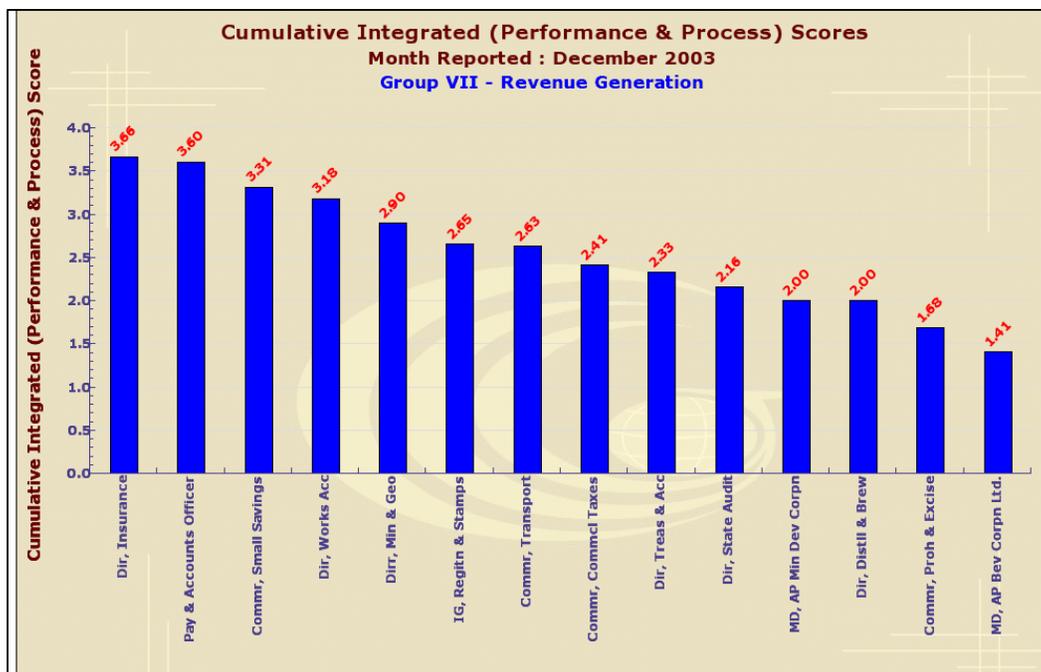
Total files Disposed during the month = 1107

Disposal Percentage = 66%

- Report on financial achievements: The figure below presents the expenditure statement for Commissioner and Director, School Education, for the month of December 2003.

Expenditure Report											
Department Name : Commissioner & Director, School Education											
Report for the Month of 'December 2003' (Rs.Lakhs)											
Sl. No	Expenditure Type	Budget 2003			Funds Available			Cumulative Expenditure by the end of Month			
		Establishment	Development (Non-Establishment)	Total	Spillover funds (from past years)	Released	Total Funds	Establishment	Development	Total	Cumulative Expenditure as % of funds available 100/6x100
		1	2	3	4	5	6	7	8	9	
1	PLAN	3256.53	36459.53	39716.06	0	21121.21	21121.21	13591.12	615.42	14206.54	67.26
2	NON-PLAN	269671.19	9299.19	278970.4	0	202458.55	202458.55	158379.95	316.23	158696.2	78.38

- Integrated, performance and process scores and grades reports: The graph in the next page gives the ranking of Group VII (Revenue Generation) departments based on Cumulative Integrated (Performance and Process) Scores during April-December 2003. These reports aid in making a competitive assessment of departments, functionaries and territories and also help in identifying Best to Worst Achievers.
- “P-Track” also provides Hexagon Model Reports as discussed earlier.



Advantages and Utility of P-Track

“P-Track” facilitates effective management of data, ushers transparency in governance, brings about responsiveness among functionaries, assists in rapid retrieval of data, and most importantly, it is simple to use. Some of its advantages are:

- Periodical summary reports aiding Ministers, Secretaries to Government, Heads of Departments and District Collectors in their periodic Review Meetings;
- Precise information to manage resources efficiently and effectively;
- Assessment of ‘where we are’, ‘how we are progressing’, and ‘what to do’ in order to progress in a desired direction at a desired pace;
- Linked employee objectives and functions to overall department’s objectives, thereby creating a sense of contribution for the employee;
- Enhanced communication by ensuring clear understanding of department expectations about results;
- Increased individual department’s ability to identify or "red-flag" problems early;
- Facilitates performance feedback on an objective basis;
- Provides a centralised record of performance of each department/functionary.

Features on the anvil

- Presently the system is functioning at the state-level. Further drilling down to the district and mandal levels is in progress;
- Provision for setting target models by indicator, by functionaries, by department and by field;
- Linkages with external assessment – Media Perception, Peoples’ Feedback, etc.;
- Links to ‘Best Practices.’

District Performance Tracking

A District Performance Tracking project has also been facilitated by the Centre for Good Governance for Ranga Reddy district by applying the “P-Track” to practically all aspects of district functioning. It aims to use e-governance as a strategy for good

governance at the district level, information technology as a tool for improving performance and transparency as the hallmark of people-centered administration. The district performance tracking system includes the following features: Login accounts for all the field level functionaries in the district, automatic provision of all forms and reports with due permissions, authorisation and rules in effect, provision to set the organisation structure, facility to enter information on employees, institutions, functionaries and department indicators, etc. The organisational structure can be generated at the district, division, mandal and village levels. The system can generate among others, the following reports:

1. Department-wise cumulative achievement and grading reports;
2. Department-wise integrated grading comparison report (best and worst achievers);
3. Department-wise indicators cumulative report;
4. Department-wise performance grading of functionaries report (A-B-C-D analysis);
5. Department-wise monthly performance variation report;
6. Department-wise quarterly performance report;
7. Department-wise monthly status on pendency of files;
8. Department-wise file disposal report (A-B-C-D analysis);
9. Department-wise reviews, tours and inspections report (A-B-C-D analysis);
10. Department-wise action in important matters (A-B-C-D analysis), etc.

The district performance tracking system aims to further enhance its reach through grading of functionaries and jurisdictions to the last mile, grading of all institutions and self-help groups (SHGs) and developing a time series database on the performance of all employees.

Performance Feedback

A performance feedback mechanism is like exchanging ‘GIFTS’:

- G:** Goes both ways – a two-way exchange between the appraiser and the appraisee
- I:** Initiative by the person implementing programmes or making policies, who sees the need for gathering feedback
- F:** Frequent
- T:** Timely
- S:** Specific – feedback based mainly on observed behaviour, facts and inferences and not on subjective parameters

The Government of Andhra Pradesh has established a system of managing governance through feedback from multiple channels collected at different intervals. These include:

People:	Monthly survey by an independent agency
Target Groups:	Evaluation through planning/concerned departments
Programme Evaluation:	By the Planning and other departments
Services:	“Report Card” studies by independent agencies
Employees:	Feedback during training programmes
Focus Groups:	Special studies or interviews

Conclusion

Developing a sound performance management system involves the careful designing of several aspects. These include, establishing profile: vision and mission, clarifying and delegating responsibilities, creating internal institutional mechanisms, preparing departments and organisations, facilitating system development, supporting implementation, preparing for management of “change”, developing framework for innovation and accountability, assessing current reality, identifying stakeholders and creating structures for stakeholders’ participation, developing performance monitoring and evaluation system, including performance indicators-baselines-targets-data collection-data analysis-reporting-publishing and adopting the system, implementing the system: gathering data, monitoring, measuring, reviewing, evaluating, reviewing and improving performance, etc. The process involves many challenges.

Countries have taken decades to establish a sound performance management system. The Andhra Pradesh experiment is only three years old. It is expected that the system will be perfected in a year or so. To measure is to know. There is no alternative to performance measurement if one is serious about improving performance – whether in private sector or in government. The Government of Andhra Pradesh considers the performance management system as a tool for improving performance. It is focusing on how to use this tool effectively. The virtue of simplicity – “Keep It Simple” – is kept foremost in mind by the policy-makers. Future directions include the improvement of indicators, measurement and grading, and linking quantitative measurements to qualitative assessments. All efforts are to usher in an era of good governance in consonance with Vision 2020 goal of *Swarna* Andhra Pradesh.