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Indian Government Websites : A Study

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ABSTRACT

Transparency and accountability, participation and services are some of the important priorities of governments across the word today. Information plays an essential role in achieving all there objectives which is largely being delivered by using websites. Study of these websites entails the role of governments in disseminating information and providing services to the user community. The current study uses 6 key parameters with 55 indicators to evaluate the performance of 81 central government ministries and departments. It is found that all the websites are following guidelines related to identifier with utmost importance, where as the scores in information, usability and security parameters are quite acceptable. It is also found that the score with respect to participation and services it is very low. Correlation analysis shows strong relationship between information and usability and usability and participation. The study also observes that most of the websites mostly facebook or tweeter for social networking. The information facilitation index shows that Ministry of External Affairs has the highest score of 0.875 and the lowest score lies with Department of Agricultural Research and Education. Though information is being delivered through the websites can be accessed with little efforts, the concern is that when it comes to citizen participation and service delivery there is quite a lot to be improved.

Keyword: Government websites; Website evaluations; Information dissemination; Information facilitation index; Usability analysis

1. INTRODUCTION

Governments across the world make information available through different channels to citizens to create a level of transparency, to represent accountability and to bring to the attention of the general public their achievements. Citizens use this information to make decisions regarding the level of confidence and accomplishment of governments. Besides, such information empowers the citizens to make choices in addition to making them aware of the progress made in different areas. Government information such as acts, policies and schemes are of immense importance to citizens. The real objectives of these policies and schemes are achieved only when the associated benefits reach down to the masses. With the development of World Wide Web, governments are able to harness the rich potential of the web, and reach to the citizens. On the other hand citizens also have a ready access to government information available on the websites of different Ministries and departments. With many citizen-centric e-governance initiatives thousands of services are delivered at the doorstep.

India has been always a front runner in adopting technology in governance. Since the beginning with an active support from National Informatics Centre many ministries and departments have been providing information and services to citizens. Government both at central and state level are actively engaged in building e-governance platforms for the citizens. From time to time the government of India has also framed many policies as a part of facilitating e-governance. A major policy formulated in the form of Information Technology Act 2000 happens to be a landmark development in IT policy in India. In the year 2005 the right to information became reality with an emphasis on a proactive disclosure of vital information on the web or any other medium to facilitate information access. The 11th report of the second Administrative Reforms Commission focused exclusively on e-governance. Recently, the digital India initiative focuses not only on providing information and services through an e-governance platform but also to make it available to the citizens across the country.

United Nations Development Programme (UNDP) conducts global surveys on e-governance and constructs an e-governance development index biannually. Though many efforts being made by the central and state governments in India, the e-governance development index score has not shown much improvement. It has been in the range of .37 to .40 across various rounds of surveys. In fact, the EGDI of India has gone down from a high of 86, in 2004 to 125, in 2012, but has improved to 107 as per the latest round of surveys released in 2016. This indicates that the e-governance development is quite progressive in many other countries. However, the only thing to cheer about is the e-participation index which has seen considerable improvement and India, currently ranked at 27. The online services index has also seen significant improvement in the latest round of survey as shown in Table 1.

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Table 1. India in E-governance development Index

Year	EGDI rank	E-governance development index	EPART rank	E- participation index	Online services index
2003	87	0.3731	41	0.2586	0.5218
2004	86	0.3879	59	0.1371	0.5676
2005	87	0.4001	57	0.1587	0.5827
2008	113	0.3814	49	0.25	0.4783
2010	119	0.3567	58	0.2	0.3683
2012	125	0.3829	75	0.1842	0.5359
2014	118	0.384	40	0.6275	0.5433
2016	107	0.4637	27	0.7627	0.7464

Source: UN E-government knowledge database

A major problem involved in providing e-governance services in the Indian context is the presence of a poor telecommunication infrastructure which is the back bone of the e-governance, especially in the rural areas where internet penetration is very low. However, with setting up of community information centres across all the states, accessing various government information and services through different website and portals developed for these services has become a reality even in the remote areas.

In the Government of India directory there are listing of 51 ministries, 2 independent departments, and 54 departments. These are the websites through which Government of India facilitates the dissemination of information to citizens with many of these websites exists since long. Studying these websites will allow us to understand how the information dissemination is being facilitated.

2. LITERATURE REVIEW

Through websites, industry, government, educational institutions communicate with their respective clients. Given the importance of websites since the beginning many general as well as sector specific i.e. e-commerce websites, universities or various government websites were studied to evaluate their efficiency and effectiveness. Considering that information seekers or the users of these websites are different, it is largely sector specific website evaluation where most of the researches are being done. Also, key evaluation indicators differ a lot from sector to sector. While examining the evaluation studies of government websites it is observed that there exist studies which are multi country comparisons, within the country comparisons at various level i.e. central, state and local levels and also, there are many studies which focus largely on local government or municipality websites. Panopoulou[1] , *et al*. Using general characteristics, e-content, e-services, e-participation framework analysed the Greek government websites at all the level i.e. national, provincial and municipalities' level and observe that the general characteristics and e-contents scores are comparatively better where as e-services and e-participation it is very low. Lee[2], *et al*. Korean e-government services are fairly attainable but it takes too many steps and long time to complete the process. Sanabria[3], *et al*. Interaction and integration framework based study of three Latin American states shows that Brazil and Chile moving more rapidly towards more complex ways of interaction and integration, whereas Colombia citizen access and effective disclosure across government needs further improvements. Ismailova[4], *et al*. government websites in the Kyrgyz Republic have need great efforts to improve accessibility, usability and security whereas local government websites in United Kingdom show a close correlation between usability and credibility of these websites. Rajapaksha[5], lack of accessibility or usability features, service-delivery capability features, citizen participation and also inter-connectedness features in Sri Lankan government website was observed as compared to Bangladesh, India and Singapore. Most of the studies includes both technical and content oriented so as to highlight various issues related to accessibility and content delivery. However as the primary aim of the website is to delivery information content or the information are part of almost all the studies.

Websites of central, state and local governments in India were studied by many researchers from time to time for accessibility, usability, content and service delivery. Khatre [6], *et al*. Studies shows that usability of state government websites are very low and needs significant improvement whereas webometric, Walia[7], *et al.* study of ministries of central government websites shows wide variance in their web impact factors.

The conceptual framework of these studies differs widely. Many of the study concentrate largely on the accessibility and related issues where as others studies evaluates deep down to features such as online services and citizen participation. The collection of data also varies widely from grounded theory approach to heuristic evaluation and to observation.

3. OBJECTIVES

(i) To study information dissemination through websites by different central government ministries and departments.
(ii) To evaluate the usability of websites run by different central government ministries and departments.
(iii) To understand the relationship between various parameters of the websites.
(iv) To assess the use of Social Networking tools by different central government ministries and departments.
(v) To develop an information facilitation index.

4. METHODOLOGY

Keeping in view the above conceptual framework, we have considered six broad key parameters for the study i.e. identifier, information, usability, security, participation and services. Identifier is the concept which confirms the authenticity of websites and certifies the credibility which is very important from the user point of view to determine the accuracy and dependability. Information or content is the second major parameter which actually defines the key information that is being disseminated. Information made available for the consumption to the perspective users are part of this parameter. Usability is considered to be the user friendliness of the websites which determines the ease of use and other accessibility characteristics. Security and privacy confirms the sense of being protected from risks and vulnerability on the

other hand participation is the engagement of government and the public across various platforms being linked through the websites. Lastly service delivery through the websites make the citizens access the platforms developed for a quick and easy service delivery. These parameters are further subdivided into 55 indicators as mentioned in the Table 2 for evaluating the websites.

While navigating websites of central government ministries/departments, it was observed that many websites attached to the parent website such as Department of Higher Education and Department of Elementary Education being part of Ministry of Human Resource Development websites. Likewise many departments under Ministry of Home Affairs and Ministry of Finance do not have separate websites. Few ministries do not have their own websites but departments under the ministry have their independent websites. After careful evaluation we have considered 81 government websites attached to 41 ministries and 40 departments for detailed analysis. The data collected was dichotomous only. The data was collected between March-April 2016. Using MS Excel the data was analysed and presented as shown in Table 2, using descriptive statistics.

Table 2. Parameters and indicators used in the study

Parameters	Number of indicators	Key criteria
Identifier	4	Logo, domain, title, ownership
Information	19	About us, acts, rules, schemes, forms, documents, publication, data, tender, news, press rereleases, archives, recruitment etc.
Usability	15	Homepage length, language, look and feel, loading time, personalisation, disability accessibility etc.
Security	5	Login, single sign on, privacy and security statement, disclaimer etc.
Participation	9	Feedback, mobile web, social network participation etc.
Services	3	Links to services, transactional services etc.

5. RESULTS AND DISCUSSION

5.1 Analysis of Scores of under Different Parameters

As explained earlier the study considered 55 indicators classified under six parameters for the study. Tables 3 and 4 explain how websites have performed with respect to each of the different parameters. Identifier has 4 parameters and all the websites strictly follow the guidelines related to the identifiers. It is a good sign which determines the authenticity of the website and helps the users easily establish legitimacy from the home page itself. But when we consider information parameter which has 19 indicators the scores varies widely from a minimum of 6 to a maximum of 18 with a mean score of 13.48. The standard deviation for information parameter is 2.419. None of the websites has recorded presence in all the

Table 3. Mean and Standard deviation of different parameters

Parameters	N	Min.	Max.	Mean	Std. deviation
Identifier	81	4	4	4.00	0.000
Information	81	6	18	13.48	2.419
Usability	81	7	15	12.35	1.590
Security	81	1	5	3.04	0.828
Participation	81	0	8	2.35	1.621
Services	81	0	3	0.54	0.881

Source: Author's calculation based on data collected

Table 4. Percentage scores across parameters

Parameters	>80%	70 - 79%	60 - 69%	50 - 59%	<50%
Identifier	81	0	0	0	0
Information	13	33	18	12	5
Usability	62	6	11	1	1
Security and privacy	13	0	53	0	15
Participation	2	0	0	4	75
Services	4	0	9	0	68
Total	5	17	40	17	2

Source: Author's calculation based on data collected from the websites.

information parameter. The usability scores vary between 7 and 15 out of 15 indicators. The mean usability score is 12.35 and standard deviation is 1.590. Scores under security and privacy parameter varies between 1 and 5 with a mean score of 3.04. When we look at the participation and services parameters the scores varies between 0-8 and 0-3 respectively. The important thing to notice here is that there are websites where none of these features were available. The mean scores are also very low at 2.35 and 0.54 for participation and services respectively. Many of the websites are very informative and having high usability scores but the participation and services features in these websites are very minimal.

The percentage score of each parameter presents more clarity on their performance. As we have mentioned earlier for identifier parameter it is 4 out of 4, and is 100 % for all the websites under study. When we study the information parameter we can observe that 13 websites of ministries and departments have a score of > 80 % where as 33 websites under study have scores between 70-79 % which is a very good score over all. There are 5 websites with a very low score of < 50 %. But the usability score of 62 websites are more than 80 % which signifies that these websites are easy to use. 53 websites have recorded a score of 60-69 % in terms of security and privacy indicators whereas for 15 websites it happens to be less than 50 % which is a concern. But in respect of participation and services parameters the performance is very poor with 75 and 68 websites under the study recording scores of less than 50 % which means the scope for citizen engagement is comparatively very poor vis-a-vis information and usability of these websites. Overall 5 websites have registered a total score of more than 80 %, certainly these websites provide more information to the user community and which is easily accessible and engage citizens more effectively. Another 17

websites scored between 70-79 % which is considerable high score. But half of the websites recorded scores between 60-69 % which signifies these websites can be enhanced and enriched further in different aspects to provide rich user experience both in terms for content as well as services. However, 17 websites have recorded a score of 50-59 % and 2 websites have very poor scores of less than 50 % and these websites needs significant improvement.

From the Fig. 1 mentioned can clearly observe that in respect of identifier, information and usability the scores are comparatively higher where as the scores are very poor in the case of participation and services. When we look at the total score most of the websites exhibit a score of more than 60 %.

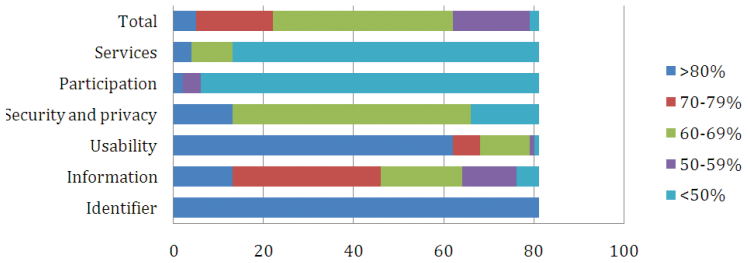

Figure 1. Percentage scores across parameters.

5.2 Correlation between Different Parameters

It is quite important to examine here the relationship between these variables and how significant these relationships are. As the indicator variable is constant across sample it was ignored for the correlation analysis and rest of the indicators were considered for correlation analysis. Using Pearson correlation we analysed the relationship between these variables which is presented in Table 5. We can observe a strong relationship between information and usability and usability and participation and is found to be significant at 0.01 level. Correlation between information with participation and services is found significant at 0.05 levels. Also from the test we observe a negative relationship between participation and services and the relationship is found very week.

5.3 Use of Social Networking Tools by Government Websites

Social media is one of the important communication tools for citizen participation and digital inclusiveness. Governments across the world use these tools to reach to the large user base. Also, the simplicity of these tools makes it easy for users to use and to visit frequently. There has been a very high penetration of many globally active social networking sites in India. Although the central government ministries/departments also have adopted these new features there is a lot more to be done. From the Table 6 given that we can observe that Facebook and Twitter are the two most popular social networking websites used by Government of India websites to the extent of 49% and 51%, respectively, followed by YouTube with 21%. But the rest of the other social networking sties have a very minimal presence.

Table 5. Correlation between different parameters

	Information	Usability	Security	Participation	Services
Information	1	-	-	-	-
Usability	0.408**	1	-	-	
Security	0.191	0.17	1	-	-
Participation	0.231*	0.307**	0.139	1	-
Services	0.280*	0.069	0.212	-0.028	1

**. Correlation is significant at the 0.01 level (2-tailed).

*. Correlation is significant at the 0.05 level (2-tailed).

5.4 Top and Bottom 5 Government Websites

While studying the performance of websites at the level of ministries and departments (individual unit) level we can observe (from Table 7) that it is Ministry of External Affairs which is outstanding in terms of achieving a top score of 46 with 83.64 %. However it is noteworthy to mention here it could be largely because of good participation score MEA could able to achieve the top rank where as it's score in two important parameters i.e information and usability is comparatively lower. The Department of Biotechnology has come out with a total score of 45 and is ranked 2. There are three ministries with a score of 44 each and all of them are ranked 3rd, but the Ministry of Commerce and Department of Personnel and Training has achieved high score in Information parameter i.e. 18 where as in the case of Ministry of Corporate Affairs security is found to be a very strong feature.

Table 6. Use of Social Networking tools by Government Websites

Social networking sties	Used by number of Government Websites	% Share
Facebook	40	49.38
Twitter	42	51.85
YouTube	17	20.99
Google+	4	4.94
Flicker	2	2.47
Rss	3	3.70
Blog	2	2.47

Source: Author's calculation based on data collected from the websites.

The laggards include the Department of Agricultural Research and Education with a score of only 22 which is only 40 %, while the score for Ministry of Law is only 23. With respect to the above mentioned two websites the scores are pretty low whereas, in respect of the next three ministries/ departments from the bottom - Department of Public Enterprises, Ministry of Skill Development, and Ministry of Parliamentary Affairs the score are identical i.e. 28 which is just above 50 %. A closer look indicates that websites of these ministries/departments are not providing enough content for the user community and also are lacking in some important usability features. Also the scores in respect of parameters such as participation and services are very low.

Table 7. Top 5 and Bottom 5 Government Websites by total scores

Ministries and Departments	Identifier	Information	Usability	Security	Participation	Services	Total	Scores (%)
Top 5								
Ministry of External Affairs	4	16	13	3	8	2	46	83.64
Department of Biotechnology	4	18	14	3	5	1	45	81.82
Department of Commerce	4	18	14	3	3	2	44	80.00
Department of Personnel and Training	4	18	14	3	2	3	44	80.00
Ministry of Corporate Affairs	4	16	15	5	1	3	44	80.00
Bottom 5								
Department of Public Enterprises	4	11	10	1	0	2	28	50.91
Ministry of Parliamentary Affairs	4	8	13	2	1	0	28	50.91
Ministry of Skill Development	4	8	10	3	3	0	28	50.91
Ministry of Law	4	6	9	3	1	0	23	41.82
Department of Agricultural Research and Education	4	8	7	3	0	0	22	40.00

Source: Author's calculation based on data collected from the websites

6. INFORMATION FACILITATION INDEX

An index was constructed to rank the ministries/ departments based score obtained by the respective websites. In the absence of predefined weights we use a principal component analysis to determine the relative weights of each parameter. Also as one of the parameter i.e. identifier has an equal score for all the units the parameter was not considered while determining the weights and index. In the first step the values of the rest five indicators were normalised using the formula, normalised value = (x-min(x))/(max(x)-min(x). The objective of normalisation was to bring all the data on a 0 and 1 scale. The normalised data was then transferred to SPSS for obtaining the eigine values and rotated matrix components for calculating weights. By multiplying eigine values and rotated matrix component the relative weights of each parameter was calculated. The weights are then multiplied with the normalised value and divided by the total weights to obtain the index score which is mentioned in *Appendix 'A'*.

From the Table 8 we can observe that Ministry of External Affairs has achieved the highest information facilitation index (IFI) score of 0.8752 where as Department of Biotechnology is second with an IFI score of 0.7523 which is less by almost 15 per cent. Department of Personnel and Training, Ministry of Corporate Affairs and Department of Commerce have IFI scores of 0.7356, 0.7234 and 0.7219 securing 3rd, 4th, and 5th rank respectively although their total score in terms of different characteristics is 44 each. Likewise Ministry of Parliamentary Affairs, Ministry of Earth Sciences and Department of Health research have achieved score of 0.2771, 0.2674, and 0.2390 respectively securing 77th, 78th, and 79th rank respectively though their total score in terms of different characteristics is 28 each. Ministry of Petroleum and Natural Gas and Ministry of Urban Development have same IFI score of 0.5007 both ranked at 35, likewise Ministry of Civil Aviation and Ministry of Labour and Employment have same score of 0.3536 with a common rank of 52. At rank 65 also there are two departments i.e. Department of Youth Affairs and Department of Space with a common score of 0.3536. Department of Agricultural Research and Education is at the bottom with IFI score of 0.0794.

7. CONCLUSIONS

Accountability and governance are key features of progressive governments. E-governance is the powerful tool which governments use to deliver information and services to be more accountable and provide corruption free governance. It is very important that the governments should deliver credible information services to its citizen and there is no better channel than websites. Identifying the credibility of Indian government websites is very impressive and most of the websites follow the standard strictly. Information and Usability indicators of the Government of India websites are much appreciable. Most of the information are being delivered through the websites which can be accessed with little efforts. But the biggest concern is that when it comes to citizen participation and service delivery there is quite a lot to be improved. There might be many services delivered by these Ministries/Departments through other portals but the linking is missing which might not help the citizens. Use of social networking tools should be given preference to reach to wider audience and for citizen engagement.

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Appendix 'A'

Information facilitation Index

Ministries/Department	Information facilitation Index	Rank
Ministry of External Affairs	0.8752	1
Department of Biotechnology	0.7523	2
Department of Personnel and Training	0.7356	3
Ministry of Corporate Affairs	0.7235	4
Department of Commerce	0.7219	5
Department of Pension & Pensioner's Welfare	0.6769	6
Ministry of Health and Family Welfare	0.6601	7
Ministry of Finance	0.6414	8
Department of Empowerment of Persons with Disabilities	0.6371	9
Ministry of Tourism	0.6317	10
Department of Scientific and Industrial Research	0.6272	11
Department of Legal Affairs	0.6271	12
Ministry of Home Affairs	0.6189	13
Ministry of Tribal Affairs	0.6165	14
Ministry of Information and Broadcasting	0.6157	15
Department of Science and Technology	0.5972	16
Ministry of Food Processing Industries	0.5876	17
Ministry of Power	0.5876	17
Ministry of New and Renewable Energy	0.5831	19
Ministry of Micro, Small and Medium Enterprises	0.5698	20
Ministry of Coal	0.5695	21
Ministry of Culture	0.5640	22
Ministry of Social Justice and Empowerment	0.5581	23
Department of Administrative Reforms and Public Grievances	0.5419	24
Department of Posts	0.5417	25
Ministry of Road Transport and Highways	0.5388	26
Ministry of Road Transport and Highways	0.5350	27
Ministry of Consumer Affairs, Food and Public Distribution	0.5346	28
Ministry of Women and Child Development	0.5341	29
Department of Consumer Affairs	0.5272	30

Ministries/Department	Information facilitation Index	Rank
Department of Telecommunications	0.5213	31
Ministry of Minority Affairs	0.5198	32
Ministry of Textiles	0.5198	32
Ministry of Railways	0.5162	34
Ministry of Petroleum and Natural Gas	0.5007	35
Ministry of Urban Development	0.5007	35
Department of Pharmaceuticals	0.4992	37
Department of Revenue	0.4899	38
Ministry of Water Resources, River Development and Ganga Rejuvenation	0.4757	39
Ministry of AYUSH	0.4754	40
Ministry of Statistics and Programme Implementation	0.4725	41
Department of Animal Husbandry, Dairying and Fisheries	0.4668	42
Department of Heavy Industries	0.4606	43
Ministry of Environment, Forest and Climate Change	0.4604	44
Ministry of Rural Development	0.4602	45
Ministry of Panchayati Raj	0.4595	46
Ministry of Mines	0.4566	47
Ministry of Housing and Urban Poverty Alleviation	0.4526	48
Department of Justice	0.4507	49
Department of Industrial Policy and Promotion	0.4467	50
Ministry of Electronics and Information Technology	0.4433	51
Ministry of Civil Aviation	0.4316	52
Ministry of Labour and Employment	0.4316	52
Department of Rural Development	0.4220	54
Department of Investment and Public Asset Management	0.4032	55
Ministry of Shipping	0.3986	56
Department of Atomic Energy	0.3934	57
India Meteorological Department	0.3839	58
Ministry of Earth Sciences	0.3835	59
Ministry of Youth Affairs and Sports	0.3826	60
Department of Chemicals and Petrochemicals	0.3820	61
Department of Sports	0.3728	62
Ministry of Human Resource Development	0.3714	63
Department of Financial Services	0.3551	64
Department of Youth Affairs	0.3536	65
Department of Space	0.3536	65
Ministry of Steel	0.3446	67
Department of Defence	0.3353	68
Department of Defence Research & Development	0.3166	69
Department of Fertilizers	0.3154	70
Ministry of Drinking Water and Sanitation	0.3069	71
Ministry of Skill Development and Entrepreneurship	0.2989	72
Department of Public Enterprises	0.2984	73
Department of Defense Production	0.2971	74
Department of Land Resources	0.2872	75
Department of Agriculture, Cooperation and Farmers Welfare	0.2790	76
Ministry of Parliamentary Affairs	0.2771	77
Ministry of Earth Sciences	0.2674	78
Department of Health Research	0.2390	79
Ministry of Law and Justice	0.1434	80
Department of Agricultural Research and Education	0.0795	81