Chapter 16

Jana Mithra Samadhan Kendra of Gwalior

I) OVERVIEW

Gwalior is one of the major cities of India. It is a major hub of Education, Commerce and business of Central India . Gwalior is located 317 Km from national capital New Delhi and 375 Kms from state capital Bhopal . Population of the district is 1629881. There are 4 Blocks and 616 villages in Gwalior district . Being a major hub of education and business , district Gwalior witnessed rapid growth in the field of ICT infrastructure . In the past couple of years district witnessed several key ICT infrastructure developments like establishment of AB Vajpayee Institute of Information Technology & Management, Construction of Software Technology Park, Pilot implementation of e-district project etc. Major facts about Gwalior are

- Area   5214 sq Km
- Population   1629881 (As per census 2001)
- Male   882258
- Female   747623
- Per capita income   13456
- Male literacy   80.83
- Female literacy   56.76

Gwalior city is one of the major industrial hub of Madhya Pradesh . There is around 1 million rural population in 660 villages of Madhya Pradesh , In the past State Govt has initiated various e-governance applications for urban masses like 'SAMADHAN EK DIN ' etc. , but delivering quality e-governance service to rural masses was still a big challenge in front of policy maker .Gwalior district administration has initiated Janmitra SamadhanKendra with a view to deliver quality services to rural masses

II) RESULT INDICATORS

1. Key Performance

Stakeholder services and benefits achieved through ICT interventions
The name of the departments along with the services being offered is attached herewith .
Revenue Department

1. Income Certificate
2. Domicile Certificate

3. Caste Certificate Temporary
4. Caste Certificate Permanent
5. Khasra/Khatauni Nakal
6. Akks Nakal
7. Application for BPL Card
8. Demarcation Application
9. Delivering possession of land lease out undisputed mutation undisputed partition
10. Distribution of ""Bhu Adhikar evam Rinpustika"
11. Arm License Renewal
12. Conversion from Minor person to Major
13. Permission Letter(Aggya Certificate)
14. Entry of Well/Pump/ Irrigated /Non Irrigated land information in Khasra
15. Entry & Amendment of crop in Khasra
16. Cancellation of Hypothecation of
17. Agriculture land on Bank loan repayment

Panchayat Department

1. APL Card
2. Duplicate APL Card
3. Indira Gandhi National Old age pension Scheme
4. Social Security pension
5. Financial assistance to Widow/Deserted
6. Women less then 50 years old
7. National Family benefits scheme
8. Mukhya Mantri Majdoor Suraksha Yojna
9. Sanirman karmkar mandal
10. NREGS - Kapil Dhara
11. NREGS - Nandan Fal udhyan
12. NREGS- Bhumi Shilp
13. Pending Valuation under NREGS
14. Wage Payment Under NREGS
15. Demand for work Under NREGS
16. Birth & Death Certificate after 1/1/2004
17. Birth & Death Certificate before 1/1/2004,
18. Submission of permission certificate
19. Marriage registration
20. NON Availability Certificate

Health

1. Vaccination
2. Demand of Medicine By depot holder
3. Deendayal Antyodaya Upchar Family
4. Health Card

Woman and Child Development

1. Distribution of Nutritional Food - in case of no change of distribution agency

	2. Distribution of Nutritional Food - in case of Change of distribution agency
	3. NRC demand for Severely malnourished children
	4. Ladli Laxmi Yojna (LLY)
Agriculture Department	
	1. Biogas/Nadep/vermi composit demand
	2. Tube well Sprinkler Electricity Pump
	3. Availability of Agriculture
	4. Balram Well
	5. Water Availability certificate
	6. Soil Testing
Veterinary	
	1. Preventive and Curative interventions
	2. Preventive Vaccination
	3. Artificial Insemination
PHED	
	1. Hand pump Maintenance
	2. Riser Pipe maintenance
	3. Single phase Motor Pump Installation
School Education	
	1. Mid Day Meal Distribution (in Case of No change in SHG)
	2. Mid Day Meal Distribution (in case of Change in SHG)
	3. Scholarship sanction
Food Department	
	1. BPL Card and Antyodya Card
	2. Duplicate BPL and Antyodaya card
Cooperative	
	1. Membership
	2. Kisan Credit Card (District Centre Cooperative Bank)
	3. Distribution of Crop Loans
	4. Crop Insurance
Electricity (MPEB)	
	1. Domestic and Non Domestic Connection on Low voltage (with in 30 metres from the existing LT pole in rural areas)
	2. Single light connection
	3. Replacement of Transformer
Social Welfare	
	1. Distribution of Equipments for the
	2. Handicapped person
	3. Handicapped CertIficate
	4. Identity card & Pass Book to Handicap persons
	5. Handicap Scholarship
	6. Senior citizen Identity card
	7. Mental Handicap Pension (BPL)

b. % of services covered as ICT interventions

Detailed analysis shows the major requirements for of rural masses are Khasra / Khatoni report (ROR), Certificates related to domicile / caste / provisional cast certificate . Janmitra is designed such a way that it satisfies almost 90 % services required by Rural Masses . Almost all the cutting edge services of 13 departments are being delivered through Janmitra Kendras. The basket of services in this ICT initiative is one of the richest . Beside this field functionaries of various departments now regularly visiting to Janmitra Kendra , so any additional requirements can be easily met and sorted out by field level functionaries within time limits .

c.   Geographical Spread in the State achieved
Project initiated during May 2009 . Initial software development , pilot testing , Hardware procurement , capacity building were completed during July – August 2009 .
The initiative was launched on 25th Sept. 2009 in the remote and backward block Barai of district Gwalior with 12 Janmitra Kendras . After huge success in this block the project was scaled up to cover the whole rural geographical area of the district. With 47 Janmitra Kendras close to 1 million rural population of the district is benefited through this project . The public response to the Janmitra has been phenomenal & beyond all expectations. Presently total number of 72 G2C services of 13 different departments are being offered at these centers.

The state government of Madhya Pradesh has taken decision to replicate this model throughout the state and formed a committee under the chairmanship of Principal Secretary, General Administration department to oversee the process of this replication.

2. *Efficiency improvement*
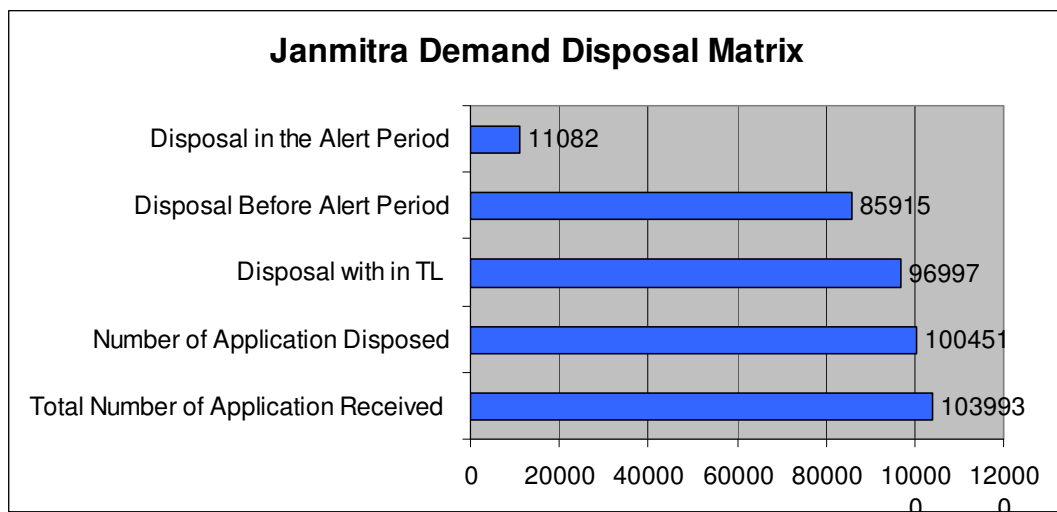*a. Time saving / improvements in the delivering the above set of services.*
As on 22 August 2010 103993 applications have been received in from these centers , out of these 96549 have been already disposed off . Here is a brief analysis of Janmitra SamadhanKendra performance:

Application Received	103993
Application Disposed off	100451
Demand Solved within time limit B	96997

Thus it is clear more than 93.26 % applications have been disposed off within time limit . Since time limit are almost 50 % less than citizen charter , So remaining TL over service are also delivered within citizen charter Time Limit Attendance monitoring system is another important and useful feature of this project .More than 3100 fields functionaries are giving their scheduled attendance at these 47 Janmitra SamadhanKendra The attendance linked cuts

have become fewer as the number of defaulting employees are decreasing with increased monitoring and evaluation by the district authorities. The attendance plan is working remarkably.

Field level staffs availability and performance have been considerably improved after implementation of this project . A detailed impact analysis study conducted by Indian Institute of Information Technology and Management , Gwalior revealed that as much as 40 % demand load on district level offices has dropped after implementing this project . On analysis of the data received from various Janmitra Kendra it is clear that actual delivery time has been reduced as much as 70 % in as against implementation of this project . Further Janmitra covers all important 13 departments of the district so service delivery matrix of major departments is much more efficient as against of previous model .Janmitra service delivery model is so proven that people sometimes refer Janmitra SamadhanKendra as mini collectorate .

Janmitra Demand Disposal Matrix

Category	Value
Disposal in the Alert Period	11082
Disposal Before Alert Period	85915
Disposal with in TL	96997
Number of Application Disposed	100451
Total Number of Application Received	103993

Thus it is clear that there are 2 folds advantage in delivering service through Janmitra SamadhanKendra

Quality of Service - The conversion from manual to computerized system has reduced the level of corruption because of transparency in the working of the system. On-time delivery of the service and time limit-mechanism has improved then quality of service delivery. The probability of errors has also been reduced because of computerized system. The biometric system for attendance has increased the on-field availability of field-functionaries. Thus the working of the overall system has become faster as compared to centralized, manual system.

Impact on Employees - The overall impact of this 'Jan Mitra Samadhan Kendra' project on the employees can be summarized as the impact on work, efficiency and effectiveness. The responsibility on the employees has been increased because of traceability in case of missing any deadlines etc. Their attendance has shown a significant rise due to the biometric system and because of this on-time service delivery is possible. The efficiency of the employees and field functionaries has improved. The deduction from the salaries of the poor performing employees has also motivated them to do better.

b Cost Saving for availing these services

Expeditious delivery of G2C services, in terms of regularity, accessibility, availability and efficacy, to the rural poor has always been a challenge for district administration in India. Despite efforts aimed at democratic decentralization, a vast array of basic G2C services – say demand for installation of a hand pump in a village -can still be availed of only at the district/block headquarters. This means that people from remote, rural villages have to travel anywhere up to 50 kms for a service as basic as obtaining a ration card. Since a majority of the rural poor are engaged in farm labor or work as daily wage earners, a single trip to the district/block headquarters entails a day's wages or work on the fields as the opportunity cost. Service delivery is still not assured.

One often has to undertake several such trips before a simple task- say obtaining the copy of record-of-rights, the basic land record document, is accomplished. Further, inadequacy of monitoring mechanisms makes it difficult for the Collector (chief administrator of the district) to ensure the on field availability of key field functionaries. Field staff in vital social sectors like health and education- say an auxiliary nurse and midwife (ANM) working in a remote sub health centre or a primary school teacher posted at a remote hamlet would often remain absent for long periods from their workplaces and district heads would not have any monitoring mechanisms to check such truancy on the part of field level functionaries. Such absence would essentially have a deleterious impact on the service delivery and efficacy of vital line departments.

Serious flaws in service delivery at the field would in turn compel the rural poor, who are hit the hardest by the same, to throng district offices for grievance remediation. Thus the demand load from rural citizens would be highest on the top of the hierarchy, i.e. at the district headquarters while lower down, enforcing accountability for performance would become a difficult task in the absence of rigorous and intelligent monitoring

mechanisms. Thus there are key advantage delivering services through Janmitra Kendra are

Janmitra works on concepts of Time Limit / Alert Time limit service delivery Mechanism. Further this time limit is compressed as much as 50 % of the citizen charter time limit stated in citizen charter of the departments. So actual redressal of the grievances / demands are much faster in Janmitra Center for example

Demand name	Janmitra Time Limit	Citizen Charter TL
• BPL Claim	15 days	30 days
• Caste Certificate (Perm)	30 days	90 days
• Income Certificate	3 days	7 days
• Domicile Certificate	3 days	7 days

Comperative Delivery Time for Domicile, Income Certificate, BPL Certificate, Social Security Pension
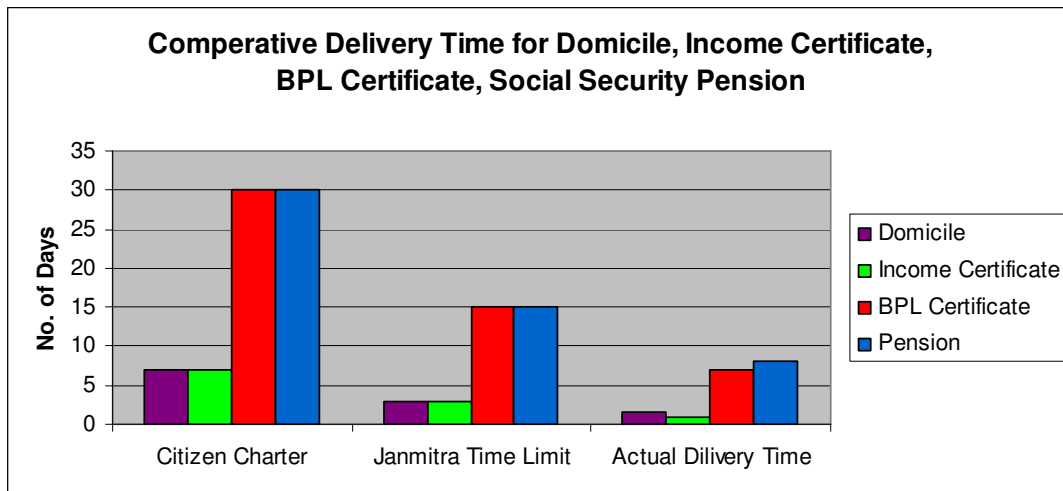
Applicant need not visit district head quarter for delivery of service This is saving his/her time and money. As 103993 applications have been disposed off from Janmitra Samadhan Kendra , if it is assumed 300 Rs / application cost saving (Transportation cost , daily wage etc) is availed using Janmitra Kendra .Then it can be estimated total cost saving from Janmitra Kendra is in the tune of Rs 3.1 Crore .

Due to effective monitoring (Time limit cases are reported directly to Collector) delivery and quality of service is very good rather than pervious models.

III) ENABLER INDICATORS

1. Processes

a. Major front end process changes and implemented

In traditional Govt Service Delivery System an application or demand will likely to receive at top level of hierarchy. Later on application moves to lower level of officials for further investigation and remarks. Once this process completed application again sent to higher level functionaries for final order or disposal . In Gwalior this delivery mechanism has been changed after introduction of Janmitra Samadhan Kendra. Now the application accepted at nearest center, officials responsible for delivering the service visits the center, fields reports are submitted at center and services are delivered . This saves around 50 % time in delivering the service.

b. Major back end process changes and implemented

Previously there was not mechanism to monitor quality and time taken in deliveries of the services. Time required to deliver the service thoroughly studied & accordingly goals were fixed for each concerned functionary to complete the task & deliver the service.

The next step was to ensure that the functionaries involved to deliver the services must available at the centre & in the villages . For this a system to record their attendance using biometric technology is evolved so that defaulters can be identified immediately & action can be taken against them by their concerned higher ups. Thus customized biometrics solution ensures availability of field level functionaries to deliver services at Janmitra Kendra

Certain new procedural changes like giving permission to OIC of Janmitra Kendra to function as stamp vendor , delegation Kahsara / Khatoni verification powers to OIC of Janmitra Kendra were few procedural changes which solved out various hurdles in making the programme successful .

2. People and Resources

a. Project management & Monitoring – Full time team in place

For successful implementation of the progam a team of District Level officials has been formed under chairmanship of the collector . Team members are

- Collector   Team Leader
- DIO , NIC   Technical Member
- NIC officials   Technical Member
- CEO , Zila Panchayat   Administrative Member
- Project Officer,Zila Panchayat   Administrative Member
- HOD of 13 Departments   Member

Except the outsourced data entry agency entire team members are full time members. Weekly or fortnightly meetings are being held by team to look after the progress of the program. Beside this web based monitoring module and SMS base alert and monitoring system are being successfully implemented for monitoring purpose.

Since the entire ICT application has been developed in house by NIC . Technical support is very good and technical issues are resolved very quickly .

b. Achievements of training of internal & external members on the new system

Technology per se, cannot yield results unless adjuncted with trained human resource to apply it purposefully. In numerous instances, system failures in innovative projects have occurred simply on account of mismatches between the technology option chosen and the capabilities of human resource employed to execute it. Accordingly special impetus has been given to capacity building of operators and employees at all levels.

Orientation workshops have been organized to introduce and explain the process re-engineering involved in JANMITRA to the field level functionaries of different departments. This has been followed by debriefing sessions in which field staff has come up with several suggestions, some of them have been implemented for the purpose of improvisation.

Computer operators have been given extensive training in the software developed by NIC. The training of Janmitra Centre coordinators was indeed very crucial. They were trained not only in the technical and procedural issues involved in Janmitra but also in legal matters incidental to it so that they understand the processes involved in the delivery of each service as well in the monitoring of attendance using biometric devices.

A 25 minute long awareness building film directed by a respectable local NGO was screened across the 59 Panchayats in Barai block during the evenings for IEC activities. Thereafter this whole methodology was replicated throughout the district on 07.04.2010.

c. Leadership support (Political, Bureaucratic) and its visibility

e-governance steps in the form of setting of JSK centers by the district administration widely appreciated by Citizen , Media and Hon'ble MP and MLA's . Initially project was launched in only 1 block with 12 Janmitra Centers . Pubilc response was so phenomenal that with in 7 month of its

launching complete district is covered with 47 Janmitra SamadhanKendra . Hon'ble Chief Minister has also visited on of the center Naugaon on 20 Oct 2009 . Govt of Madhya Pradesh has decided to adopt Janmitra Model for entire state . Replication strategy for entire state is under consideration .

d. Financial Model (Funding pattern , Business model PPP etc) defined and implemented

A self sustainable user fee based service delivery centre called "Samadhan Ek Divas" (Redressal in a day) was functional at district head quarter for some time. Funds were available from this corpus of 10 Lakhs available was utilized to fund the hardware purchase . State government also provided Rs 38 Lacs for this innovative project .

Village panchayats upgraded the physical infrastructure of the building available from their own funds. Software development was done by the government agency.

NIC required no budget from the district. Revenue was generated through nominal user fees charged for each service & is able to generate Rs. 4000/- per month for the recurring cost of stationary maintenance etc. Qualified computer operators outsourced from a private agency were paid through NREGS – an employment guarantee scheme of Government of India which is perpetual in nature. Thus the centers established are self sustainable & therefore transferable to panchayats or to a private player for further growth. MGNREGS (Mahtama Gandhi Rural Employment Guarantee Scheme) data entry also increased financial viability of the project. The recurring expenditure on the computer operator is met through MNREGS administrative funds as this operator also done the data entry work of MNREGS muster rolls , bills and vouchers .

The District Administration now envisages dovetailing the project within the broad framework of NeGP's Common Service Centers. The task of identifying Village Level Entrepreneurs is underway and the plan now is to gradually hand over the Janmitra centres to these local entrepreneurs who will add other value added services as envisioned in NeGP to the existing basket of services. A revenue model is being worked out so as to ensure remunerative business for the VLE while keeping the main objectives of the programme intact. Terms and conditions of engagement with the VLEs have been drawn up and it is planned that the first of such centres will commence operations by the mid of August. In this model, while the hardware and other infrastructure costs will have to be put in by the VLE, the revenue model will ensure 100% recovery of initial investment by the second year for the VLE and profits

thereafter. Thus while in the beginning, funds to the tune of Rs.38 lakhs for setting up the centers had been provided by the Rural Development Department, with this model in place, the net cost to the exchequer would be reduced to zero along with the desirable spillovers of nurturing a strong base of local entrepreneurs providing highly valuable services to the rural citizens

3. Technology

Due to poor infrastructure facility (poor connectivity and power availability) at remotely backward villages the team had decided to use lesser demanding solutions for project implementation .

- Team decided to use LAPTOPs (with 1 extra battery) , Dot matrix Printer , Quick charging sinewave inverters ,were used in each Janmitra Kendra .
- Due to very poor network connectivity it was decided to use data card for transmission .
- Although online solutions (Demand monitoring , Online Khasra (ROR) reports) etc were available .But Team decided to use mixture of online and offline software . So that functioning of center would not be hampered in case to connectivity failure .
- E mail is being used for preferred medium of data transfer . However completely online solution will be used in Janmitra Kendra located at Urban Area .
- Since all the data file transmitted to district headquarter for further data merging and analysis . A backup copy is maintained at district NIC Center , Web server (for online mentoring) in case of system failure data can be easily recovered from these sources.
- All the databases are password protected.

Additional Information

Project report about Janmitra SamadhanKendra can be downloaded from url
http://gwalior.nic.in/Janmitra/report.pdf
Media reports about project can be found on url
http://gwalior.nic.in/Janmitra/paper.pdf

A small documentary about the program can be found on url
http://www.youtube.com/watch?v=6lEGXSc9oHI
http://www.youtube.com/watch?v=H8p8VQes9ts&feature=related

(Akash Triptahi, Collector, Gwalior Collectorate, Gorkhi Bada, Gwalior, Madhya Pradesh, & Sanjay Kr Pandey, DIO, NIC, Gwalior; email: mpgwa@nic.in)