

Table of Contents

1. Introduction	3
1.1. Scope	4
1.2. Methodology	5
2. Exploratory Study	5
2.1. Observations	5
3. Detailed Study	6
3.1. Management of Services by the Gyandoot Samiti	7
3.1.1. Connectivity of Soochanalays	8
3.1.2. Power Supply	8
3.1.3. Service Delivery	9
3.1.4. Soochanalays	9
3.2. Users	9
3.2.1. Awareness and Motivation	10
3.2.2. Usage of Services	10
3.2.3. Perceptions on Service delivery	11
3.2.4. Ranking of Services	12
3.2.5. Cost Advantage	12
3.2.6. Users Perception on Soochaks	13
3.2.7. Perceived Impact of Gyandoot	13
3.2.8. Problems Encountered	14
3.2.9. Suggestions	15
3.3. Soochaks	16
3.3.1. Demand for Gyandoot	17
3.3.2. Revenue from Gyandoot	17
3.3.3. Perceived Impact of Gyandoot	18
3.3.4. Suggestions	18
3.4. Government Officials	19
3.4.1. Feedback from Janpad Panchayat	19
3.4.2. Feedback from Gram Panchayat	20
3.4.3. Impact on Officials: Accountability	21
3.4.4. Impact on the Community: Access to Information and Government Services	21
3.4.5. Utilization of Services	21
3.4.6. Perceived Problems	21
3.4.7. Suggestions	22
3.5. Non-Users	22
3.5.1. Awareness	22
3.5.2. Reasons for not using Gyandoot	23
3.5.3. Enabling Factors	24
4. Summary and Conclusions	24
4.1. Summary of the Study	24
4.2. Recommendations	26
4.3. Conclusion	27

List of Annexures	28
-------------------	----

Table of Contents *(continued)*

Annexure 1a Gyandoot Samiti	29
Annexure 1b Processing of Gyandoot Services 30	
Annexure 2 List of Services Offered by Gyandoot	31
Annexure 3 Demographic Profile of Dhar	32
Annexure 4 Dhar Blocks and Gyandoot Soochanalayas	33
Annexure 5 Dhar District Map with Locations of Soochanalayass	35
Annexure 6 Summary of Log Book for a Typical Gyandoot Soochanalaya	36
Annexure 7 Analysis of Users Profile	37
Annexure 8 Analysis of Soochaks Revenue	39
Annexure 9 Profile of Non-User Respondents	43
Annexure 10a SURVEY INSTRUMENT I: CITIZENS	44
Annexure 10b SURVEY INSTRUMENT II: SOOCHAKS	51
Annexure 10c SURVEY INSTRUMENT III: GOVERNMENT	56
Annexure 11 List of Government Officials interviewed	58
Annexure 12 Resources Deployed in Gyandoot	59

AN EVALUATION OF GYANDOOT
By
Center for Electronic Governance
Indian Institute of Management, Ahmedabad, India

1. Introduction

Gyandoot is an Intranet based Government to Citizen (G2C) service delivery portal commissioned in Dhar district of Madhya Pradesh (a state in central India) in January 2000.

Gyandoot aims to create a cost-effective, replicable, economically self-reliant and financially viable model for taking the benefits of Information and Communication Technology (ICT) to the rural masses. This is expected to lead to enhanced participation by citizens/government in community affairs through the creative uses of ICT and also ensure equal access to emerging technologies for the oppressed and exploited segments of the society (Rajesh Rajora, "Bridging the Digital Divide" Tata- McGraw Hill, 2002, pp 66-67).

Gyandoot is managed by a society called 'Gyandoot Samiti' registered under Madhya Pradesh Societies Registration Act. The District Collector is President of the Samiti. The CEO of Zilla Panchayat (an officer of the Indian Administrative service, IAS) assists the president as Secretary and the various departmental heads as members of the Samiti. The operational team of Gyandoot Samiti consists of a Project Manager, an Assistant Project Officer, a Technical Head (the District Information Officer) and four computer operators. The details of Gyandoot Samiti and its service delivery mechanism are presented in Annexure-1a and Annexure 1b, respectively.

The services offered by Gyandoot encompass a wide range of government departments (Zilla Panchayat, Civil supplies, Regional transport office, etc.) and can be accessed from any Gyandoot kiosk (soochanalay) by any citizen, on payment of a nominal transaction fee. Annexure - 2 gives a list of services offered by Gyandoot, along with a short description, and the service charges as fixed by Gyandoot Samiti.

The district Dhar, in which Gyandoot is implemented, is a typical tribal and backward district of India. A brief demographic profile is given in Annexure - 3.

The Governance Knowledge Sharing Program (GKSP) initiative of the World Bank commissioned the Centre for Electronic Governance at the Indian Institute of Management (CEG-IIMA) to carry out a Cost-Benefit evaluation study of Gyandoot.

The objectives of the study are:

- Identifying and evaluating the benefits of Gyandoot among the intended stakeholders.
- Assessing the impact of Gyandoot on transparency, accountability and corruption within the district administration.
- Identifying gaps in usage patterns and providing suggestions for a sustainable socioeconomic impact.

This report presents the details and findings of the Gyandoot evaluation study carried out by CEG-IIMA.

1.1. Scope

The background details of the Gyandoot project and Dhar district were obtained from different sources such as:

- a. The web site <http://www.gyandoot.nic.in>
- b. A book by one of the key project implementers Mr. Rajesh Rajora
- c. Articles and papers in journals and magazines, and,
- d. Interviews with other practitioners who had visited Dhar and studied Gyandoot

Based on these, the stakeholders of Gyandoot were identified as:

1. The citizens who had visited the soochanalaya, at least once, to avail of the services of Gyandoot. They are called 'Users' for the purpose of this survey.
2. The service providers called 'Soochaks' who manage the day-to-day activities at the soochanalaya and deliver the services to the user.
3. The employees of state government at the district head quarters as well as at the villages called 'Government officials'.
4. The citizens who had never sought the services of Gyandoot in the past two years, but could be potential beneficiaries of the project. They are referred to as 'Non-users' in this survey.

Since a large number of citizens are reported to have availed the services of Gyandoot and benefited in terms of savings of time and cost of service delivery, it was planned to cover a sample of 200 citizens who have availed these services for the purpose of our study. It was also planned to cover about 50 non-users of Gyandoot.

The soochanalayas in the Gyandoot project follow two models of ownership:

- a. The Gram Panchayat or Janpad Panchayat has provided the physical space, invested in hardware and other infrastructure, which is then operated by a trained person, called the soochak. The regular maintenance costs of electricity are borne by the Panchayat, the soochak bears the telephone and other sundry expenses. The soochak is also expected to remit 10% of his/her earnings to the Panchayat. The Panchayat does not pay any salary or stipend to the Soochak. This is known as Panchayat model. At the time of conducting the study, there are 20 soochanalays of this model.
- b. A local entrepreneur who has applied and got registered as a soochanalaya owner, and made all the investments (may have taken a loan from the government). Such Soochaks are expected to pay Rs.5000 to Gyandoot Samiti every year. This is known as the Entrepreneurial model. At the time of conducting the study there are 18 soochanalays of this model.

In both these models, soochaks are allowed to offer services outside the purview of Gyandoot, mainly to make the soochanalays economically viable.

A list of soochanalayas, the population of the blocks they serve, ownership model, and the status (open/close) during the survey is given in Annexure 4. The geographical locations of these soochanalayas are marked on the district map in Annexure 5.

At the time of conducting the study, thirty-two (16 at Panchayat and 16 Entrepreneurial) soochanalayas are fully functional i.e., they have regular connectivity to Gyandoot's Intranet server, a full-time trained soochak (kiosk operator) and an easily accessible location. It was planned to cover 4 Panchayat and 4 Entrepreneurial Soochanalayas with an expectation to get 25 users per soochanalay giving a total of 200 users.

1.2. Methodology

The study was carried out in two stages namely:

1. Exploratory study (one day visit to Gyandoot project office and two kiosks)
2. Detailed study

The purpose of the exploratory study was to get reasonable understanding of the service delivery mechanism created by the Gyandoot and the stakeholders' perceptions on the system. It was also used test the initial versions of the survey instruments designed for each category of stakeholders.

The detailed study is full-blown survey of Gyandoot system and its stakeholders through the refined survey instruments.

2. Exploratory Study

A team consisting of two faculty members and two research staff conducted the exploratory study. They visited in April 2002 Dhar town, the district head quarters and the location of Gyandoot Samiti.

The CEG-IIMA team had discussions with the management team (CEO and other officials of the Zilla Panchayat), and the operational team (Project Manager and the technical team) of Gyandoot Samiti. These discussions provided insights into the current status and future plans of the project.

The CEG-IIMA team also met a group of ten soochaks who assembled at the Gyandoot project office for their monthly meeting with the project management team, and tested the survey instrument for Soochaks.

The team visited two soochanalayas, one in the Dhar town and other in a nearby village, during the exploratory visit. It has also met one user at the soochanalaya in Dhar town.

2.1. Observations

The interaction with the Gyandoot project management team took place on an optimistic note. The team talked about its new RTO License application and Board Exam results service. The team presented its plan to include several other citizen services under the purview of Gyandoot. The Gyandoot Samiti recently tackled the connectivity problem through an indigenous WILL technology. The Gyandoot Samiti has worked out plans to improve power supply situation at soochanalays through solar power.

The meeting with soochaks revealed that they are struggling to breakeven. They are looking forward to introduction of more revenue earning services and are optimistic on the RTO license application. They are very uncomfortable with back-end services and are apprehensive of the way their clients' applications are treated by the RTO staff. They talked of power supply and connectivity problems.

The CEG-IIMA study team could not locate any users at the Gyandoot soochanalays (in the Dhar town as well as in the nearby village) on the day of the exploratory visit. Even the logbooks maintained at the soochanalays displayed low usage statistics (10 to 12 users for driving license, certificates, and mandi prices, for the month of April 2002), indicating a very poor turnout of citizens during past several months. For most of the day, on the day of the exploratory visit, the power supply was off at some of the soochanalays.

The CEG-IIMA team could test the survey instruments (questionnaires) on a small sample of respondents comprising of two soochaks, one user, and two government officials.

Based on these observations, it is clear that it would have been difficult to cover the initially planned larger sample (200 users and 50 non-users) for the detailed study. The survey plan for the detailed study was revised as follows:

Include as many of the fully functional soochanalayas as possible, since the citizen turnout at the soochanalays was very low,

Locate the users from anywhere in the village, do not limit to the location of the soochanalays.

The difficulty in locating users during the exploratory study has reinforced CEG-IIMA's decision to conduct the detailed field study by engaging its own research staff.

3. Detailed Study

In the week of May 19-25, 2002 a four-member team of CEG-IIMA research staff based itself in Dhar and conducted the detailed field study.

The CEG-IIMA team traveled to 23 of the 32 functional soochanalays and covered 7 out of the 9 blocks, where Gyandoot has been implemented. Two additional soochanalays were visited in July 2002, taking the count of soochanalays visited to 25. The locations visited by the survey team are given in the table in Annexure 4 and marked on the district map in Annexure 5.

There were practically no users at the soochanalays on all the days of the survey. The study team had to travel to common meeting points in the villages to locate the ever-users of Gyandoot services. With considerable effort, the team could locate 32 users in all and obtain responses from them.

Following are the categories of respondents and the respective numbers surveyed:

Category	Number Covered
1. Citizens -Users	32
2. Government Officials	10

3. Soochaks	18 (Panchayat:10, Entrepreneurial:8)
4. Citizens - Non-users (control group)	41
5. Gyandoot Project Staff	4

The team could not get the data on transactions registered on the Gyandoot's Intranet server in spite of its repeated requests to the project manager. The data registered in the logbooks at individual soochanalayas (Annexure 6) is used as representative data for Gyandoot service transactions.

Due to these factors, amount of data collected was very limited, and was too inadequate to subject the conclusions to any statistical validity.

Sections below present the analysis of the data collected through the survey instruments (Annexures 7a for users and non-users; 7b for Soochaks; 7c for Government officials) administered on the four categories of stakeholders. The collected data includes quantitative as well as open-ended questions.

3.1. Management of Services by the Gyandoot Samiti

The original team of Gyandoot, i.e., the Collector- Dhar, the CEO - Zilla Panchayat, software vendor and others, involved in the conceptualizing and implementing of Gyandoot has changed within an year of the project launch. The current Gyandoot Samiti consists of a new team of office bearers who are carrying on the mantle.

The current team is trying to bring in several new services under the umbrella of Gyandoot. For example, the service of application processing for driving license was introduced about six months ago. The application displaying the secondary and higher secondary board examination results, was also created to increase the revenue opportunities for the soochaks.

The driving license application service has generated some enthusiasm in soochaks and citizens (as seen from the responses given below). Though it has faced problems due to resistance from the RTO personnel, in accepting application through the Gyandoot channel (instead of agents), the Collector and others in the management team of Gyandoot Samiti have addressed this issue resolutely and are determined to take this service forward.

In the survey, 9 users in the sample of 32 have indicated the use of this service and expressed high levels of satisfaction over this driving license application service.

The average levels over a scale of 5 for different parameters are:

Cost savings: 4.17; Time savings 4.06; Convenience 4.00; Reliability 4.14; and Accessibility 4.14. In addition, the savings in cost is experienced to the tune of 89%

Gyandoot management is trying to add new services, which are not in the arena of government services, to attract users to the soochanalays and make them viable. Tie-ups are being worked out so that the soochanalays can be used at pick up points for forms. (University forms to start with).

The management has not yet succeeded in electronically transmitting the service requests to the concerned departments from its Intranet server and vice versa. Almost all transactions are handled manually at the backend of the Gyandoot's Intranet server. This is because almost all departments currently perform their tasks manually. For Gyandoot to offer better service response times, these

departments need to undergo considerable process reengineering exercise to improve their own information processing methods and quality of service, perhaps by using computers. The Gyandoot Samiti does not have the financial power and authority to influence and introduce such improvements in the individual departments. Such authority exists only with the state government. Therefore, Gyandoot Samiti has limited scope in improving the back-end support.

On the front end, Gyandoot is facing the problem of identifying and deploying appropriate power and communication technologies that offer satisfactory service levels while keeping the infrastructure costs low. At present these costs are high (see sections below) and appear unviable unless it builds a critical mass of users and more revenue generation activities at soochanalay. These are still the major challenges faced by the Gyandoot samiti.

3.1.1. Connectivity of Soochanalays

Out of the 38 soochanalays, 31 are connected to the Intranet server of Gyandoot through dialup lines. The remaining 7 soochanalays are connected through the WiLL (an indigenous corDECT technology from nLogue Communication, India). The WiLL connectivity has been found more reliable by the operators, as the connection takes place quickly and does not get terminated mid-way.

Dialup telephones lines have been found unreliable as connectivity slows down or abruptly terminates. Such an occurrence is a regular phenomenon (at least two to three times a day) as reported by all soochaks.

To introduce WiLL in Dhar, the Gyandoot Samiti has registered itself as a Local Service Provider (LSP) nLogue Communications, India. The cost of installation of WiLL technology for connectivity to locations within a 25 km radius from the head quarters is Rs .7.5 Lacs. This service would become viable only when the number of soochanalayas goes up dramatically (from the current level of 7) or the connectivity is extended to more citizens as telephone service.

The study team also observed that even the WiLL connectivity was down during its visit. The maintenance crew was yet to arrive from Chennai, even after a week of downtime. Although a proposal to have on-site engineers has been mooted, the implementation is yet to take place. In the meanwhile, soochanalayas had to revert to dial-up lines.

In about 50% of the soochanalayas surveyed, connectivity is not available on a regular basis.

5 soochanalayas do not have connectivity yet to Gyandoot server, in spite of being registered for almost 2 years.

3.1.2. Power Supply

At all the 25 soochanalayas surveyed, the power breakdown is frequent and lasts for a minimum of six hours. At times, a breakdown persists for three to four days, with no knowledge of when the restoration may take place. On the days of survey, 10% of soochanalays did not have power for more than a day, 35% did not have electric power during the time of visit.

The availability of electric power supply determines Soochanalaya timings in all cases.

Gyandoot is planning to acquire solar powered batteries for the kiosk to support their power requirements for four hours at the cost of about Rs.75, 000 per unit.

3.1.3 Service Delivery

Currently 22 services are offered through the Gyandoot channel. Each service has a prescribed service charge and expected delivery time, which are displayed at each kiosk. In most cases, the citizen submits his application online (with the help of soochak) and has to go back to the soochanalaya to collect the response. If the service is related to obtaining some certificates or documents, the citizen will have to collect them by visiting the government department. Alternatively, they are mailed to the citizen. The soochaks sometimes handle the documents on behalf of the citizens. The process is schematically presented in Annexure 2. It is expected that a citizen's request for a service will be responded in a maximum time frame of 8 days.

3.1.4 Soochanalayas

The study team has visited 25 of the 38 soochanalayas. Out of these 9 were found closed in the normal working hours. Soochaks of three of the closed soochanalayas could be contacted and the soochanalaya opened, for demonstration purposes only (no users around).

The rate list for services available was prominently displayed in all the Panchayayt owned kiosks the team visited, along with the time frames for service delivery.

It was noticed at the entrepreneurial soochanalayas that there is no service-rate display board although there is a big signboard, bearing the name and other details of the soochanalaya. Of the 10 such soochanalayas visited, 50% did not have a service display board.

The mandatory transaction log registers were maintained at all soochanalays surveyed. However, none of them were found to be complete or up-to-date in respect of services rendered, charges, etc.

3.2 Users

The survey instrument presented in Annexure 10a is used for collecting the user data. Detailed statistics of the users surveyed are given in the Annexure 7.

Occupation wise composition of the users is given below:

Occupation	Number of Users
Farmers	15
Small business establishments	7
Government service	3
Students	3
Private Service	2
Others	2

The distance of soochanalays from the residences of users is given below:

Distance of Soochanalay	Number of Users
100 meters	5
500 meters	12
1Kilo meter	10
1.5 to 3 km	3

Above 10 km

2

Analysis of data related to the use of Gyandoot services from different dimensions is presented in the sections below:

3.2.1. Awareness and Motivation

There seems to be varied understanding, among the people, of what services is available through Gyandoot. At the remote soochanalayas (and away from the central hub of Dhar), confusion is more widespread and awareness levels are very low or nil. Even where a board enumerating the services exists, people are unsure of the nature of services and how to avail of them from the soochanalaya.

The users were asked to state the source or medium through which they came to know about Gyandoot. Totally, 28 users responded and the remaining 4 were not sure about the source.

Medium	Numbers of users
Posters	14
Word of mouth	4
Public talk	0
None of the above	10

However, in the open-ended questions several users indicated that through word-of-mouth they were told about the availability of that service which they needed and then, they visited the soochanalaya. Thus, when a need for a service arises, the citizens may not turn to Gyandoot as the first choice (even if they know of its existence), until someone else, per chance, advises them to do so.

About 15% of respondents want sustainable and on-going public awareness programs. For this they strongly opined that Gyandoot Samiti officials should go from village to village, to spread awareness about this project. They feel that it should be a community driven activity. Word-of-mouth publicity and awareness is a necessity and must be done with renewed vigor.

Following is the summary of factors that motivated users to visit the soochanalayas:

Factor	No. Of users
Learn computers	13
To become soochaks	6
Learn to read and write	6
Other reasons	15

Generally, awareness of Gyandoot exists among the literate and middle-income group families. The poor laborer or landless farmer is not aware or even interested, as he sees no value addition, in it, for him. All the 16 daily wage laborers interviewed felt this way about G2C services.

3.2.2. Usage of Services

Out of the 22 services offered through the Gyandoot Soochanalays (Annexure 2), the interviewed users responded only to 13 services with reference to their experience in using them. In all, the team could collect a total of 120 responses on the use of Gyandoot services. The service wise break up of the responses is as follows:

Service	Number of Responses
----------------	----------------------------

1. Mandi Prices	35
2. Income certificate	3
3. Domicile certificate	7
4. Caste certificate	10
5. Land holder's passbook	1
6. Rural Hindi mail	1
7. Grievance Redressal	15
8. Forms of Government Schemes	1
9. Employment news	6
10. Advisory module	24
11. Driving License	10
12. Khasra Nakal Avedan	6
13. Board Exam Results	1

Total Responses: 120

3.2.3. Perceptions on Service delivery

The users were asked to rate their perceptions over a 5 point scale (1 for poor and 5 for excellent) on the Gyandoot services used by them. These perceptions are in terms of: Time spent, Cost incurred, Convenience offered, Accessibility of the kiosks, and Reliability of Transaction Processing. In all 58 responses were obtained to the questions related to perceptions. The service wise average values of the responses is given below:

Service	Cost	Time	Convenience	Reliability	Accessibility
1. Mandi Prices	4.00 (9)	3.77 (13)	3.88 (8)	3.90 (10)	4.00 (4)
2. Income Certificate	3.00 (3)	3.33 (3)	3.00 (3)	3.00 (3)	2.50 (2)
3. Domicile Certificate	3.17 (6)	3.17 (6)	3.00 (5)	2.60 (5)	2.00 (3)
4. Caste Certificate	2.75 (4)	3.50 (6)	3.20 (5)	3.00 (5)	3.00 (4)
5. Landholder's Passbook	4.50 (2)	4.00 (2)	4.00 (2)	----	----
6. Grievance Redressal	3.75 (4)	3.80 (5)	3.33 (3)	3.33 (3)	3.33 (3)
7. Forms: Govt Schemes	5.00 (1)	5.00 (1)	5.00 (1)	5.00 (1)	5.00 (1)
8. Employment News	4.00 (2)	4.00 (2)	4.00 (1)	4.00 (1)	4.00 (1)
9. Advisory Module	4.33 (3)	4.67 (3)	3.67 (3)	4.00 (3)	4.00 (1)
10. Driving License	4.17 (9)	4.06 (9)	4.00 (8)	4.14 (7)	4.13 (4)
11. Khasra Nakal Avedan	4.50 (4)	4.50 (4)	3.33 (3)	4.33 (3)	4.33 (3)
12. Board Exam Results	----	5.00 (1)	----	----	----

From this, it can be seen that for two services - Driving license and Mandi prices, the numbers responded is large and the average score above 3.5 for all dimensions, indicating a very good satisfaction level with reference to savings in cost, reduction in time, improvement in accessibility, convenience and reliability.

The users do not see the service of caste, income and domicile certificates as any significant improvement over the prevailing system. Some users expressed that the earlier system is superior. This is reflected later in the cost advantage analysis also.

The Grievance redressal and Khasra nakal avedan services have scored well on cost and time dimensions. But the rating of Grievance redressal service dropped slightly with reference to convenience, accessibility and reliability.

3.2.4. Ranking of Services

During the survey, users were asked to rank the services (rank 1 being most important for them, a large rank value indicating lesser order of importance). Users were asked to rank all the services whether availed or not.

Out of 104 responses giving ranking to the services, the services ranked by largest number of users are:

Service	No. of responses	% Ranked as 1,2 or 3
1. Mandi prices	14	93
2. Khasara Nakal Avedan	17	82
3. Caste Certificate	14	71
4. Domicile Certificate	13	69
5. Income Certificates	15	67
6. Grievance Redressal	9	67

This indicates that only the above 6 services are important to the users and have provided some benefit to them. The remaining 16 services are not seen as important to the users.

50% of the users surveyed expressed strongly that mandi prices benefit only the medium to rich farmers or grain merchants, not the poor citizens.

3.2.5. Cost Advantage

Very few respondents have given responses the questions on cost savings by using the Gyandoot services, in quantitative terms.

The cost advantage is indicated in the following services:

Service	% of Cost Savings
1. Khasara Nakal Avedan	94
2. Driving License	89
3. Grievance Redressal	30
4. Domicile Certificate	20

However, the respondents have indicated that there is an increase in the overall cost by going through Gyandoot, for the following services:

Service	% of Cost Escalation
1. Caste Certificate	40
2. Mandi Prices	150

Users reported that with the introduction of Gyandoot, people have to travel to the Janpad Panchayat where the soochanalaya is situated, whereas earlier they could go to the nearby Gram Panchayat to pick up these certificates. This could be the reason for escalation of costs, in addition to causing inconvenience to the citizens.

Citizens used to obtain Mandi prices through inexpensive telephone calls to the agricultural produce markets. With Gyandoot service, they experienced significant convenience and a reliable source, however at additional cost.

3.2.6. Users Perception on Soochaks

All the surveyed users are quite satisfied with the behavior and attitude of the soochaks. The soochaks are cooperative, helpful and polite, according to them. Many young men and women are eager to be soochaks, as they are seen as extended arms of the government, enjoying a special status in the community.

Respondents of villages (like Nagda, Baghri), where the soochak is dynamic and result-oriented felt that having an educated and enterprising soochak by their side, when they go to pick up the certificates from the government office, is a big help. Normally, over a period of time, the soochak would have got familiarized with the government processes and at times may even have built up a good rapport with some departments.

Clearly, there were serious complaints about two soochaks. Their perception is that they are quite unfriendly; do not explain the available features/services of Gyandoot. Ten percent of users have complained (all from either of these two places) that the soochaks have disallowed people of lower castes from visiting the soochanalaya. The users interviewed in these two locations also complained that enlisted services are not being offered by the soochak.

All the 32 users surveyed are of the opinion that soochaks should be more involved in Gyandoot awareness campaigns. They should talk directly to the villagers, about the services available on Gyandoot. The soochak may also initiate small campaigns like word of mouth publicity.

3.2.7. Perceived Impact of Gyandoot

From a multiple list on the questionnaire, users were asked to state the impact of Gyandoot.

Impact	%users
Awareness of computers	72
Computer education	66
New employment opportunity	16

All the users surveyed were proud that their village could boast of having a computer.

All the 5 users who perceive an employment opportunity (as an impact of Gyandoot), are single males, below the age of 30. They all want to be soochaks, a respectable job in their own village. On being asked about the significance of being a soochak, the local youth (spoken to, at random) perceive it as a good livelihood opportunity, within the village itself.

Of the 21 respondent users who view computer education as an impact, 18 of them want to ensure that their children will receive computer education. 9 out of the 18 are already sending their children to either the soochaks or a private coaching class to learn computers.

Impact on Corruption

Users were asked to state their perceptions on the level of corruption post-Gyandoot, with regard to the government services utilized.

Perception	% users
Somewhat significant impact	50

Not sure	30
Did not answer	20

Impacting factors	%users
Accountability of officials	25
Reduction in bureaucratic power	20
Honest soochaks and lower transaction costs	20
Monitoring by Collector	15
Easy access to reliable information	15

50% of users perceive that through Gyandoot there is lesser harassment from government officials, reduced transaction costs and transparency in delivery of services. The 30% of users, who were undecided on the impact, felt that information on government schemes and services are more freely available now.

However, both sets of users opined that payment of speed money is needed, if service delivery has to be expedited, even through the Gyandoot channel, as the final delivery is done at the government department itself.

45% of users perceive that copies of khasra or land records are more difficult to get now, due to the introduction of a third tier in the service delivery process. Speed money has to be paid to the tehsildar (the authorized signatory of the khasra), the patwari and finally, to the computer operator who will print out the land record certificate. One respondent felt that earlier khasra copy could be obtained for Rs. 50 but now it costs Rs. 200 (post Gyandoot).

30% of the users expressed the view that the corruption levels would come down, only after all the services related to the Revenue Department are included in the scope of Gyandoot.

3.2.8. Problems Encountered

Following is a list of problem areas compiled from open-ended questions of the survey instruments:

Problem	% Users reported
1. Unresolved Grievances	70
2. Update of mandi prices not timely	25
3. Lack of English language skills	25
4. Neglect of service delivery due to hyped publicity	12
5. Delay in service delivery	10
6. Perceived backlash from officials	10
7. Inefficiencies in service delivery	10
8. New requirement of travel to Janpad Panchayat	10
9. Soochanalay is too far	5

Of the 32 users interviewed, 24 of them were unhappy with the grievance redressal system. They receive a response to their grievance but a solution is rarely forthcoming. They perceive that in 90% of the cases, the grievance is not resolved to the complainant's satisfaction.

25% of users informed that they made losses because the mandi prices were not been updated and they made the selling decisions, on the basis of the outdated rates displayed on Gyandoot. Interestingly, 25% of the users of mandi prices use it to monitor prices on a regular basis, so that they can sell at the best possible rates.

Although, Gyandoot services are offered through Hindi language interface at Soochanalay computers, 25% users perceive lack of English language skills as a hindrance to get the services from Gyandoot.

12% of users expressed that the project has invited a lot of media attention and has become over-hyped. According to them, this has led to inefficiencies and neglect of the service delivery mechanism.

10% of users reported that with the introduction of Gyandoot, people have to travel to the Janpad Panchayat where the soochanalaya is situated, whereas earlier they could go to the nearby Gram Panchayat to pick up these certificates, causing inconvenience and additional cost

3.2.9. Suggestions

Following is the summary of suggestions from users:

Additional services required	%users
Khasra copies	100
All G2C services	60
Employment Exchange Registration	50
Separate section for women	38
Practices in agriculture	25
Connectivity to Internet	25
Information on health, housing schemes	15
Panchayat documents	10
Information on loans for handicapped	5

All the users want khasra copies to be made available through Gyandoot. Though the service is listed currently, it is not functional due to some bottlenecks. They feel that this single service will encourage a good chunk of the population to utilize Gyandoot, and it should be implemented at the earliest.

Employment Exchange registration should be enabled through Gyandoot was requested by about 50% of users. All of them are educated males, below the age of 40. Out of these, 5 are drought-stricken unemployed farmers.

Another request is for a separate section for women on livelihood opportunities, savings (micro-credit) schemes, literacy, etc. The 12 users who have mentioned this are all males, under the age of 35.

In addition, all the 12 women non-users have stated that such a section will motivate them to use Gyandoot.

All the 8 users who want Internet connectivity to be made available through Gyandoot are educated males, below 35 years of age.

The Panchayat does not readily release the pension document, and this should also be provided by Gyandoot, was the request of 4 aged users.

20% of users suggested that if all villagers were to use all the services of Gyandoot, the effect would be monumental, in the village. To this end and to gain people's confidence, they suggested that the services already delivered through Gyandoot should be demonstrated to other villagers, showing the documents as proofs.

25% of users want more appointment of women soochaks at the soochanalayas.

12% users expressed that the Soochanalayas may also function at Gram Panchayats, not only Janpad Panchayats.

35% of users have recommended that the soochak's role should be enhanced and made more effective so that the common man can seek advice and guidance easily, without harassment from government officials.

3.3. Soochaks

In all 18 Soochaks out of a total of 38 were interviewed across the district. They were questioned on the types of users, the services used and the demand for the various services offered by Gyandoot. Annexure 10b gives the questionnaire used to survey the soochaks.

Of the 18 Soochaks interviewed, the Soochaks operating at Panchayat offices are 10 and those offering Gyandoot services from their cyber cafes are 8.

Occupation	Numbers
Private business	7
Small business establishments	4
Students	2
Farmer	1
Others	4

Other members of the family, especially a younger brother, help about fifty percent of the soochaks in their work, if available.

Education levels	No. Of soochaks
Post graduate	2
Graduate	12
High school	4

Computer Education	No. of soochaks
Diploma in computers	8
Degree in computers	2
Short term courses	3

All the soochaks have received training in computers and usage of Gyandoot, irrespective of their qualification.

Almost 50% of the soochaks surveyed have themselves availed of services and know first hand, about the processes.

It was observed that soochaks operating Panchayat owned kiosks are more involved in the process of dispensing Gyandoot services. In entrepreneurial soochanalays, the focus is somewhat diluted and citizens may not be aware that they also offer Gyandoot services. (For financial viability, soochaks are allowed to offer non-Gyandoot related services also - data entry, printing, photocopying, small DTP jobs, etc.).

3.3.1. Demand for Gyandoot

According to soochaks, the number of citizens using Gyandoot soochanalayas is around 1 to 4 per day. Some soochaks gave figure of 18 to 20 per day during the peak periods (board exam results). Women form roughly about 15% of soochanalaya users. They usually come to file grievances or check for examination results or applying for schemes like pensions, etc

In all 4658 male and 944 female citizens have used the Gyandoot services over a period of two years, as per the data provided by the 18 soochaks.

Age group (years)	Number of Users	
	Male	Female
18-30	406	6
30-40	2092	211
40-60	1014	234
Above 60	376	234

In addition 770 male and 422 female high school students have used the Gyandoot's board exam result service.

For 18 soochanalayass, over a period of two years, these numbers indicate a very poor response to Gyandoot services. This gives an average of 0.62 users per day per soochanalay (assuming 250 service days per year).

3.3.2. Revenue from Gyandoot

The total revenue earned by the 18 soochaks (by offering Gyandoot services) over a period of two years is a paltry sum of Rs 65,200, thus giving a meager Rs 150 per month per soochanalay. The data summarized from the responses of soochaks is given in Annexure 9. Considering the magnitude of investments and the servicing costs (Annexure 12), these revenues are too low to have sustained operation.

Following services are the large revenue earners:

Service	Revenues of past two years (Rs.)
1. Forms of government schemes	11,350
2. Driving License	7,950

3. Board Exam Results	6,900
4. Grievance Redressal	5,850

The services that offered moderate revenue are:

Service	Revenues of past two years (Rs.)
1. Mandi Prices	5,600
2. Caste Certificate	5,110
3. Income Certificate	5,100
4. Domicile Certificate	4,410

The revenue from the remaining services is negligible.

These revenue figures indicate that the Gyandoot soochanalays could not attract users adequately to earn decent revenues. With these levels of revenue earnings, the soochanalays cannot survive with the Gyandoot services as the prime business activity.

The logbook data from a typical soochanalay (summary presented in Annexure 6), reveals a dismal picture of the revenues generated from Gyandoot services. It records logging of 42 Gyandoot transactions in 18 months (Jan 01 to June 02), giving a gross revenue of Rs.390 from three services (Mandi Prices Rs.300, Grievance Rs.30, Forms Rs.60). If this is true recording, the situation is gloomy.

3.3.3. Perceived Impact of Gyandoot

The following are the benefits to the soochaks, as stated by them during the survey:

75% of them are happy to be well employed in their own village. The remaining who did not state so, are having some problems, either with connectivity or a total lack of users or due to some other reason.

Soochaks are happy and proud to be directly in touch with the Collector and have easy access to other government officials. This was perceived strongly by 50% of soochaks. They feel empowered, have a status in society and people view them as extended arms of the government.

All the soochaks have experienced that Gyandoot alone is not financially viable. Almost all of them have supplemented this activity with other works like data entry, small DTP jobs, photocopying, training etc.

3.3.4. Suggestions

Following is the summary of suggestions by soochaks on gyandoot :

Suggestion	%Soochaks
Khasra copies service	100
Enhancement of transparency	100
Separate section for women	40
Practices in agriculture in draught prone areas	15

More publicity through film (mobile van)	23
Awareness campaigns in schools	10

All soochaks expressed that focused interest should be shown by higher authorities for services like generation of Khasra copies, etc. There should be more transparency and openness on the part of government officials, than it is currently.

40% of soochaks want a special section for women to be included, related to livelihood or opportunities to earn money. They also wanted awareness to be inculcated among the women. The lone woman soochak interviewed, however, did not express this view directly and only talked about it, when probed further, on suggestions for women.

Suggestions on providing information on water harvesting techniques and on crops that can be grown in drought-prone area were expressed by 15% of soochaks.

23% of soochaks want a film on Gyandoot to be made and shown in marketplaces, public meeting places, with the help of a mobile van. They also wanted a door-to-door campaign to be initiated, to create widespread awareness of Gyandoot.

10% of soochaks felt that there should be focused awareness campaigns in school, about Gyandoot and computers.

3.4. Government Officials

During the course of the Gyandoot evaluation survey, the study team met and interviewed some of the government officials of the Dhar district administration. These include the Collector, Dhar district, the CEO, District Panchayat, at the headquarters, and eight other field level government functionaries from the Janpad Panchayat, Gram Panchayat, tehsil office and the police department. Besides, informal discussions were held, at random, with a few grass root workers. Annexure 11 gives the list of government officials interviewed.

Following is the summary of views expressed by the government officials on the overall impact of Gyandoot, on the departments and the common man, the problems faced in infrastructure and service delivery and recommendations for improvements.

3.4.1. Feedback from Janpad Panchayat

Most of the Panchayat model soochanalayas are located in the premises of the Janpad Panchayat. Generally, the Janpad Panchayats cover a jurisdiction of almost two hundred villages and more than 50-Gram Panchayats.

The janpad panchayats have two to three computers installed in their departments, which is utilized for report generation, tabulations, etc. More than 50% of the staff has been trained to work on computers.

Frequent power breakdowns and unreliable telephone connectivity are the major hurdles in going further with their computerization plans.

Email is not a preferred medium of communication by these departments, mainly due to connectivity issues. Paper documents and verbal follow-ups are the regular means of communication everywhere.

Most departments have a Citizen's Charter, enumerating the services to be rendered and the permissible time frames.

The Janpad Panchayat officials acknowledge that Gyandoot has helped them in the process of public dealing. As the soochanalaya is located at the Janpad Panchayat premises, the villagers can access the soochanalaya and seek the service required, even if the concerned government official is unavailable at that time.

Some departments like Veterinary feel that Gyandoot is not relevant for them as its scope does not cover the nature and form of the duties discharged by them.

One of the departments surveyed is involved in community development through organizing self-help groups, disseminating schemes related information, etc. The officials of this department travel from village to village. They feel that Gyandoot cannot be utilized in such cases, as a more in-depth and intense reach is needed.

The CEO at one of the Janpad Panchayats, a woman, opines that women are quite hesitant to visit soochanalays, due to the deep-rooted traditional outlook in Dhar, where only women stay confined to their home and hearth and men perform all the external chores. Moreover, the almost negligible prevalence of women soochaks and women oriented services has also contributed to lack of participation by women in the Gyandoot project. The CEO is keenly involved in providing alternate livelihood means to the women, especially as Dhar is reeling under severe drought conditions, and agriculture alone is not able to support families.

3.4.2. Feedback from Gram Panchayat

The Gram Panchayat has about 4 to 5 villages in its jurisdiction. Usually, Gram Panchayats receive complaints or applications related to electricity, roadways, sanitary, encroachment and water matters.

Most of the Gram Panchayats do not have access to computers. Usually, at the tehsil office, the Patwari and others are computer trained and use it in the discharge of services.

A few of the Panchayat owned soochanalayas are located in the premises of the Gram Panchayat, and the latter utilize the soochanalayas for discharging some of their duties. For example, at Nagda (where the soochak is quite enterprising and competent), a Panchayat official collects the public grievances and transmits them, batch-wise, on a daily basis, with the help of the soochak, through Gyandoot.

On the other hand, in spite of having a soochanalaya on its premises, the Gram Panchayat staff may either be unaware of the scope of Gyandoot or not utilize its facilities for communication with the district administration.

The Sarpanchs interviewed felt dejected (about Gyandoot) as they perceive a lack of apathy from the district administration, after the initial euphoric response.

3.4.3. Impact on Officials: Accountability

The only area in which accountability is expressed by the officials is grievance redressal.

In terms of services rendered, the significant shift is that grievances have to be addressed in a stipulated period (normally eight days). If the grievances are not responded to in the time limit, the Collector can summon the officials concerned for an explanation. Thus government officials feel accountable and responsible towards responding to the grievances filed through the Gyandoot channel.

The number of grievances received through the traditional channel (physical visit to the department) has reduced, in those offices where soochanayalas are present close by.

3.4.4. Impact on the Community: Access to Information and Government Services

According to government officials, the service delivery time is reduced, after the introduction of Gyandoot, especially in the case of certificate generation. They feel that villagers are not dependent on the whims and fancies of an official to get the services due to them. Further the officials feel that the current public expectations regarding the quality of government services are much higher than before.

The government officials feel that Gyandoot has brought information to the common man and enhanced the general awareness of citizens.

3.4.5. Utilization of Services

All the department functionaries interviewed are of the opinion that there has been no change in the number of applications received by them, post-Gyandoot. Only in the case of Grievance Redressal, the number of grievances received directly at the department is lesser, as an increasing number are received through the Gyandoot channel now.

The most demanded services are applications for pensions, schemes, and grievances, by the citizens.

Even though all classes of citizens use Gyandoot, a majority of users belong to the middle class.

The tribal population is concerned with matters of their daily survival and is quite hesitant to use technology, as they feel that it is of no use to them in their daily struggle.

3.4.6. Perceived Problems

Following is the summary of problems expressed by the government officials

Services are not delivered within the stipulated time, to the citizens' satisfaction. The service delivery mechanism has many inadequacies, which snowballs into setbacks and loss of faith in this system, by the common man.

Grievances received through Gyandoot are merely responded to, not solved. In the early days, more solutions were forthcoming but now the complaints are rarely resolved to the complainants' satisfaction.

Gyandoot has created more problems and the processes have also become complex. For example, copies of khasra were much easier to obtain earlier.

There is a lack of awareness of the facilities provided by Gyandoot among the people. Consequently, officials perceive a lack of support from the citizenry. Hence, the overall feeling is that the project has not produced significant result.

3.4.7. Suggestions

Some of the officials of the police department suggested that legal advice and help could be provided to the citizens, through Gyandoot.

Gyandoot can be utilized as an e-commerce vehicle for buying and selling of animals.

The process of generating khasra copies should be re-engineered and should be definitely made available through Gyandoot.

3.5. Non-Users

41 respondents in the survey formed the control group, that is, they had never used the services of the soochanalayas.

The occupation wise composition of non-users is given below. Other details on their profile are presented in Annexure 10.

Occupation	No. of non-users
Farmers	11
Laborers	12
Small business	5
House wives	5
Government employees	3
Private sector employees	4

3.5.1. Awareness

On being questioned, the non-users stated the reasons for not visiting the soochanalayas and not utilizing the services.

Reason	No. of non-users
Not heard of Gyandoot	32
Do not need the services offered	3
Do not have faith in Gyandoot	3
Soochanalaya is never open	1

Almost 50% of respondents felt that they don't have the time or the need to avail of government services. If the acute need does arise, someone in the family or community may do the needful for them. The perception is that availing a government service is a long-drawn out and bothersome process, which is best avoided.

Fifty percent of people who have not used the services of Gyandoot are unaware that Gyandoot is a government driven project, meant for the common people. They think it's a private, commercial business, which may be irrelevant for them.

3.5.2. Reasons for not using Gyandoot

All the non-users interviewed want to have information on the services offered by Gyandoot, prior to their visiting the soochanalaya. They would like to have a formal presentation of the services offered by Gyandoot and the benefits to them.

60% of respondents expressed that they have heard that complaints are merely acknowledged or responded to. There is hardly any solution provided. If this was done, they say that it would not make sense to use Gyandoot for submitting grievances.

Information on loans, application for electric meter, hand-pump, and water pipeline are the kinds of services 30% of respondents are interested in and if these are on offer from Gyandoot, they will visit the soochanalaya. However, they perceive that even after getting such information, loans are hard to get, and hence it is not useful to visit the soochanalaya.

About 60% of non-users perceive that there is no need to avail of government services, and hence the government could have invested the money in a more beneficial developmental scheme like irrigation or drinking water facility, laying of roads, etc.

Lack of time is another reason mentioned by everyone for not visiting the soochanalayas.

20% of non-user respondents want quicker delivery of services, which should be culminated at the soochanalaya. They opined that since the physical delivery still happens at the government department, they would rather use the traditional route. They also perceive that a soochak may not have full information. Hence they prefer to go to the government office directly, rather than going to the soochanalaya.

20% of respondents want to seek relatives or friends' opinions before availing of Gyandoot's services.

15% of non-user respondents have visited the soochanalayas to make phone calls or send facsimile (fax), but did not avail of Gyandoot facilities as they were unaware of it being offered there. All of these non-users had visited the entrepreneurial soochanalayas.

5% of the non-users firmly perceive the caste barrier as a major de-motivator, especially as they heard that some soochaks have not allowed lower caste villagers to enter the soochanalayas.

All the non-user women mentioned the 'purdah' and other traditional reasons for their not accessing the soochanalayas.

3.5.3. Enabling Factors

From a list of factors provided to them, the non-users stated factor(s) that would enable or motivate them to visit the soochanalaya. 21 respondents did not mention any factor at all.

Factor	No. of respondents
Copy of Khasra from Gyandoot	20
Information on livelihood opportunities	20
Removal of caste / sex barrier	5
Soochanalayas in home village.	12
Others (illustrated below)	15

Information on livelihood opportunities was sought after by all the 12 female non-users interviewed. The drought has driven all women to seek livelihood for their daily survival. Employment Exchange registration, Housing loans and schemes are other services about 50% of respondents seek and would visit the soochanalaya for this kind of information.

50% of non-users are interested in using one of the existing services like Driver's license, Issuance of certificates and Board examination results.

30% of non-users want the location of soochanalayas to be in their village itself not at Jan Panchayat village.

5% of non-users stated that if non-payment of daily wages (by contractors) could be reported and solved through Gyandoot, they would visit the soochanalaya. All of these respondents are small farmers, who have been forced to take up labor jobs, due to the severe drought conditions, over the past three years, in Dhar.

4. Summary and Conclusions

Delivery of government services to rural poor at their doorstep through ICT was a bold step attempted by the district administration of Dhar through the Gyandoot project. It created excitement when it was implemented at few controlled locations and earned laurels all over the world as one of the innovative experiments to bridge the digital divide.

Our evaluation study of the Gyandoot project suggests that the project management needs to seriously examine the suitability of the current approach to the solution of improved service delivery to the rural poor. Following are some important observations of the study.

4.1. Summary of the Study

1. The project has fully succeeded in generating awareness (72% of users) of Information and Communication Technology (ICT) amongst the rural community at large, although this is not the intended objective of the project. Specifically, the youth (16% of users) are excited about the new employment opportunities arising out of ICT. They want to become soochaks, start computer training institutes or assemble and trade in computers. (Section 3.2.7).
2. The citizens perceive a shift in corruption levels, especially in terms of access to information and lesser harassment by the government officials. While this impact is encouraging, the

payment of speed money continues, with some increase in the amount, after the introduction of Gyandoot. (Section 3.2.7).

3. Government officials feel that Gyandoot has improved their accountability. Now they have to comply with promised time of complaint disposal. This is also expressed by 25% of the users. (Sections 3.4.3, 3.2.7).
4. The soochaks appear to have benefited more significantly than other categories of stakeholders. They seem to have assumed an important position in the eyes of the rural poor, as the soochaks are perceived to have an easy access to the district administration and Gyandoot Samiti. (Section 3.3.3).
5. The revenue generated from the Gyandoot services is grossly inadequate to breakeven. Therefore, the soochaks (especially the entrepreneurial category) are more enthused about offering other solutions through computers (job work, training, etc.). This is leading to a dilution in the objectives of Gyandoot, especially as the self owned soochanalayas are not perceived as Gyandoot soochanalayas. (Section 3.3.2).
6. The low number of transactions recorded in the log registers of past several months, the inability of the study team to locate a sizeable chunk of users, and the closure of a number of soochanalayas during the study period (a week), indicate that this model of G2C service delivery has serious sustenance problems. (Sections 2.1, 3.0).
7. This computer connectivity-based solution of delivering government services to the rural citizens is proving to be a severe constraint. The total cost of ownership does not justify the project's utilization by the citizens. The investment on the project (Annexure 12) is Rs.25 lacs for the networking and Rs. 75,000 per soochanalay. Where as the average revenue per soochanalay turned out to be Rs.150 per month. (Section 3.3.2)
8. Lack of reliable basic infrastructure such as power supply and connectivity has led to the partial or total closure of many soochanalayas. This is an acute problem in the district (Sections 3.1.1,3.1.2).
9. The backend processing for all services continues to be manual in the government departments. The delivery of service follows the traditional route and hence, does not capitalize on the ICT infrastructure available at the soochanalayas. Further, the Gyandoot Samiti has limited authority to influence the departments providing the backend support. (Civil supplies, DRDA, RTO, etc.). (Section 3.1).
10. Gyandoot has not succeeded in attracting the rural poor to the soochanalayas. Even services like issuance of caste, domicile and income certificates have not enthused them, as there are better delivery mechanisms for these certificates in place today (caste certificates are issued in schools). Clearly, the rural poor do not perceive Gyandoot as a platform for them to seek services from the government, even when they have a need. (Section 3.2.8).
11. Although the grievance redressal service had received some initial attention, it is losing its sheen, as the citizens are not satisfied with the response times as well as the responses to the problems registered. This is a very serious and oft-repeated complaint from all users. (Section 3.2.8).

12. The beneficiaries of mandi price service, which perhaps has the highest number of transactions registered, are only middlemen and medium to large-scale, educated farmers, who possess the ability to absorb the risks associated with quick decisions making, or can wait for favorable market conditions to happen. Even here some of these beneficiaries have complained about the lack of timeliness in updating the prices, which led them to making losses. While the proven and cost effective mechanisms like radio broadcast exist, should the district administration deploy expensive ICT channels at its own cost to serve communities which in no way can be considered as poor or backward? Further, number of transactions for this category of service is high only in comparison with those for the other services and is quite low in an absolute sense. (Sections 3.2.2, 3.2.8)
13. The information and application services related to schemes for the socially and economically backward citizens have not received adequate attention in Gyandoot. Information on these schemes should be regularly posted, as possibly this is one area where more rural citizens could benefit. (Section 3.2.9).
14. The non-users of Gyandoot do not perceive the services as useful to them, in their present form. They are neither aware of how it can add value to their daily life nor they are interested in government related activities. (Section 3.5.1).

4.2. Recommendations

1. Rather than laying a large emphasis on ICT, the project should focus on creating sustainable systems, for delivery of services to citizens. People must drive technology and not vice versa. ICT can only facilitate the system of delivery. But the system, per se, should be thoroughly worked out and used, even without ICT.
2. The backend processing at the departments must be strengthened. Clearly this is the factor, which will decide the fate of Gyandoot. Government officials must be closely involved and take on ownership of the backend processing at their departments. A team of IT enthusiasts for each department may be identified, and these can be made responsible for the complete end-to-end delivery of a service to the citizen. For example:
 - a. The Grievance Redressal service should be strengthened. The grievances filed by citizens should be solved satisfactorily. Gyandoot Samiti can set up a system, which will keep the grievance alive until the complainant is fully satisfied. Grievances, which are older than a stipulated period, must be resolved on a priority basis.
 - b. Copies of khasra must be made available at the soochanalaya. Each and every person spoken to, in Dhar, by the study team, voiced this need. In the current system, there are too many layers and processes to procure the khasra, besides payment of speed money at each layer. Hence, with the release of land records in the public domain, the soochaks must be empowered to issue these documents. Considerable amount of re-engineering may also be needed here, but the outcome is sure to be a success, given the vast need for this service.
3. The connectivity between soochanalayas and the Gyandoot server at district head quarters is not adding much value to the system. The connectivity continues to be ineffective until the backend processing is in place and service delivery culminates at the soochanalaya. Till then, it may be worthwhile to transmit documents manually. The soochak can accumulate the

request for services over a week and then transmit them or physically hand over to the Gyandoot Samiti. In the meantime, a pilot department can be identified, and service processing be automated or strengthened for the Gyandoot model. Subsequently, the pilot run with online connectivity and service delivery for that department may be demonstrated and based on the feedback of the stakeholders, the service delivery mechanism and procedure may be standardized which may then be followed by other departments also.

4. The number of services being offered by Gyandoot currently is quite adequate. The existing services however need to be polished and fine-tuned. A special category of services exclusively meant for women should be introduced. Services, which create or give information on livelihood opportunities, must be given prominence. For example, the laborers may benefit if they were to know which construction activity is likely to start in their area or adjoining ones, in the near future. It is clear from successful ICT projects like the Automated Milk Collection System in the dairy cooperatives or from the Warana Group of cooperatives, that people flock to the community centres or soochanalayas when the ICT offers a service, which provides them information on livelihood or direct earnings.
5. Soochaks can be rated on the basis of revenue generated by them from Gyandoot and the role played by them in spreading awareness of Gyandoot in their allotted areas. This can motivate the enterprising soochaks to increase the participation of the community, thereby increasing the utilization of Gyandoot.

4.3. Conclusion

As an experiment, the Gyandoot project can be considered path breaking. It attempted to use the ICT in improving the delivery of government services to the rural community. At the time of conceptualization, it was a unique idea, not tried by many in the world.

The project was launched during the period when the entire world looked at the web-enabled solutions as a new opportunity of reaching customers directly and improving customer relations. It is very clear that the power supply, connectivity, and backend support (with new value propositions) are the essential pre-requisites to benefit from such technological advancements. Several such projects in the enterprise sector have failed, resulting in the dot com burst simply because they could not provide cost effective, sustainable solutions with improved value to the customers.

In achieving its intended objects, however, Gyandoot cannot be considered a success. In spite of being in existence for more than two years, the usage of the system has remained far below acceptable levels. The current status of the project illustrates that ICT alone cannot improve the service delivery to rural poor. Significant re-engineering of backend processes and introduction of services that directly contribute to the poverty alleviation are needed to make such initiatives sustainable.

The study team would conclude this report by stating that Gyandoot should address the main objective of servicing the rural citizens through improvements of the back-end processes and involvement of dedicated government officials. Current ICT solutions are too costly for the level of usage being experienced. The challenge for the management of the Gyandoot system lies in enhancing the services to make the system cost effective, while benefiting the rural poor, without worsening the digital divide.

List of Annexures

S.No.	Annexure	Topic	Page No.
1.	Annexure 1a	Gyandoot Samiti	
2.	Annexure 1b	Processing of Gyandoot Services	
3.	Annexure 2	List of Gyandoot Services	
4.	Annexure 3	Demographic Profile of District Dhar	
5.	Annexure 4	List of Soochanalayas	
6.	Annexure 5	District Map of Dhar	
7.	Annexure 6	Summary of Log Book of a Typical Soochanalaya	
8.	Annexure 7	Analysis of Users' Responses	
9.	Annexure 8	Analysis of Soochaks' Responses	
10.	Annexure 9	Analysis of Non-Users' Responses	
11.	Annexure 10a	Questionnaire: Citizens	
12.	Annexure 10b	Questionnaire: Soochaks	
13.	Annexure 10c	Questionnaire: Government	
14.	Annexure 11	List of government officials interviewed	
15.	Annexure 12	Resources deployed in Gyandoot	

Annexure 1a

Gyandoot Samiti

The Gyandoot Samiti is a registered society under M.P. Societies Registration Act.

The composition of the society is as under:

President: District Collector

Secretary: CEO, Zilla (District) Panchayat

Members: Officers of the Government Departments

Operational Team:

Program Manager,
Assistant Program Manager
District Information Officer (DIO: Technical Head)
Computer Operators (4)

Zilla (District) Panchayat

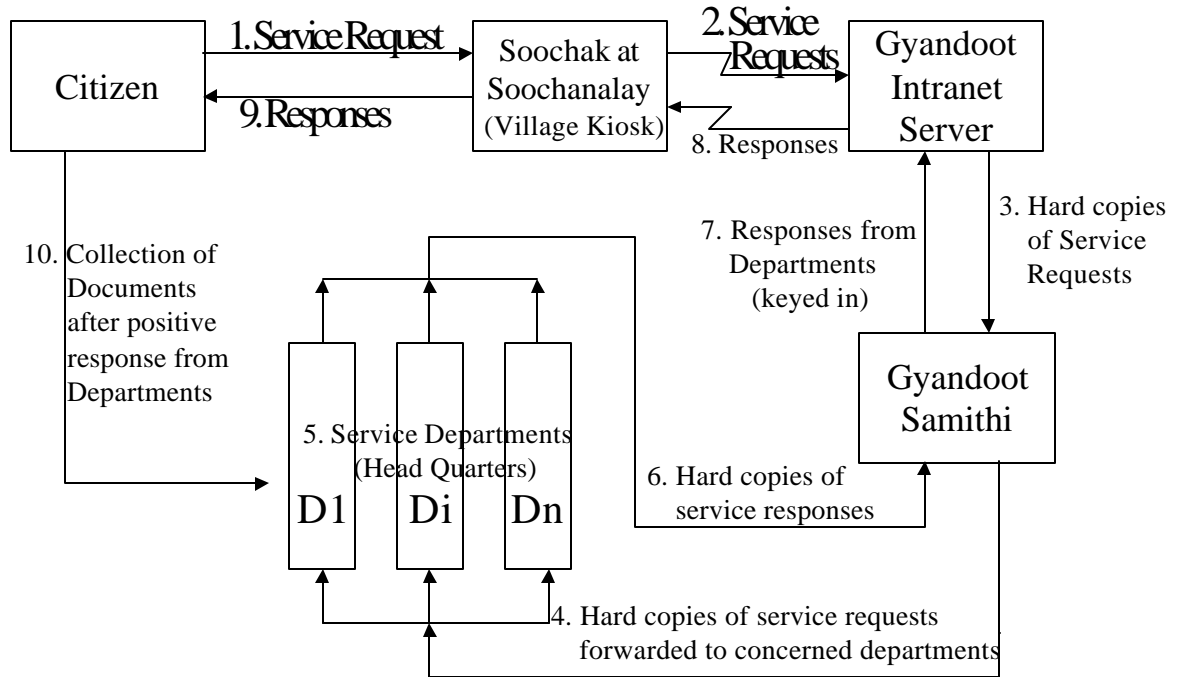
Provides infrastructure facilities to Gyandoot. It also provides for Telephone and Electricity expenses.

The computer operators are drawn from the Zilla Panchayat. They work for the Samiti on part time basis.

National Informatics Centre

Provides technical support and guidance in system maintenance and software development.

Annexure –1b Processing of Gyandoot Services



Annexure 2
List of Services Offered by Gyandoot

S.No	Services and Prices	Description
1.	Mandi Prices (Rs. 5)	The variety-wise current and prevailing rates of prominent cereal crops like wheat, gram, soybean, etc. at local and other prominent auction centres of the country.
2.	Income Certificate (Rs. 10)	Application made to local revenue court to certify the citizen's income.
3.	Domicile Cert. (Rs. 10)	Application made to local revenue court to certify the citizen's domicile.
4.	Caste Certificate (Rs. 10)	Application made to local revenue court to certify the citizen's caste.
5.	Landholder's Passbook (Rs. 10)	Application for getting demarcation done or for obtaining landholder's loan passbook ('Rin Pustika')
6.	Rural Hindi Email (based On word length).	E-mail, in the regional language, with all the features and facilities of a state-of-the-art web based e-mail.
7.	Grievance Redressal (Rs. 10)	Filing a complaint to the District Administration, with assurance of reply within a maximum period of seven days. After redressal, response sent back at the Soochanalaya through e-mail. Complaints can be about drinking water, scholarship sanction / disbursement, quality of seed / fertiliser, employee establishment matters, queries, functioning of school, public distribution system, beneficiary oriented schemes, functioning of village committee etc.
8.	Forms of Govt Schemes	Application formats for the villagers applying for schemes.
9.	BPL Family List (Rs. 10)	The complete list of Below the Poverty Line families.
10.	Employment News (Free)	Employment news for semi skilled employees.
11.	Rural Matrimonial (Rs. 25)	Matrimonial service for the villagers to choose the right match for a prospective bride/groom. Every request is added to a centralized database with search facility on various criteria.
12.	Rural Market (Rs. 25 to Participate in auction and Rs. 10 to browse through)	Auction facilities for farmers and villagers for land, agricultural machinery, bullocks, equipment or other durable commodities.
13.	Rural News Paper (Free)	A local web-based newspaper catering to the rural people. The newspaper delivers micro-news about the happenings around the villages, with Soochaks as correspondents.
14.	Advisory Module (Free)	For farmers and villagers to inquire about latest techniques, advice for their problems, new technologies etc. from a group of experts pertaining to fields of agriculture, animal husbandry, health, or related to legal opinion
15.	E-education	Reading material for students containing syllabus of class X and XII, question banks developed by a team of experts and mailing facility to keep in touch with other intranet connected schools.
16.	Driving License	
17.	Khasra Nakal Avedan	Application for copy of Khasra needed by farmers
18.	Varmi Compost Khad	Application for fertilizer booking
19.	Board Exam Result	Results of examinations conducted by the State Board for V, VIII, X and XII standards.
20.	Info on international news	Summarized information on international news
21.	Naksha Test	

Annexure 3

Demographic Profile of Dhar

Dhar, with a population of 1.7 million persons, is a tribal and backward district with 53% literacy level, 54% tribal population, and 60% people living below the poverty line. The main tribes of the district are Patelyas, Bhils, and Bhilalas. Massive deforestation has taken place in the district which has resulted in severe drought for three consecutive years.

Year	Rainfall (mm)
1998	808
1999	642
2000	418
2001	415

This has greatly affected the disposable income of the villagers. The economy of the place is driven by agriculture with 84.1% employment in the primary sector, 10% in the secondary sector, and 5.9% in the tertiary sector. The main crops that are grown in the district are soybean, wheat, maize, and cotton, whose total transacted value amounts to four billion rupees (90 million USD). Horticultural crops like banana and papaya are also grown in bordering areas of the district where water from the river Narmada is available.

The district is administratively divided into 13 development blocks, 7 tehsils, 668-Gram Panchayats, and 10 semi-urban areas. The city of Indore, about 70 kilometers from Dhar, is the largest automobile center in Asia.

Population 2001			Decadal growth rate	
Persons	Males	Females	1981-1991	1991-2001
1,740,577	890,853	849,724	29.31	27.29

Sex ratio		Density	
1991	2001	1991	2001
951	954	168	213

Child population (0-6yrs.)			Sex ratio (0-6 years)
Persons	Males	Females	
334,269	172,222	162,047	941

Literate			Literacy Rate					
			1991			2001		
Persons	Males	Females	Persons	Males	Females	Persons	Males	Females

741,182 475,600 265,582 35 48 21 53 66 39

Annexure 4 Dhar Blocks and Gyandoot Soochanalayas

S.#	Block	Population	Location	Owned by	Connectivity	Status	Sample Size		
							Users	Schk	Non-user
		Block-wise							
1.	Dhar	71,573	Nawasa	Panchayat	WiLL	*	0	0	0
2.	(Central)		Teesgaon	Panchayat	Dial-up	*	0	0	0
3.			Kesur	Panchayat	Dial-up	Open	0	1	0
4.			Dehri Sarai	Panchayat	Dial-up	Closed	0	0	0
5.			Gunawad	Panchayat	WiLL	Open	0	1	0
6.			Dhar – 1	Self	Dial-up	Open	1	1	0
7.			Dhar - 2	Self	Dial-up	Open	0	1	0
8.			Dhar – 3	Self	Dial-up	*	0	0	0
9.			Nirmiti Kendra	Panchayat	WiLL	*	0	0	0
	TOTALS						1	4	0
10.	Nalchha	1,25,429	Nalcha	Panchayat	Dial-up	Open	2	1	1
11.	(East)		Baghri	Panchayat	Dial-up	Closed#	2	1	0
12.			Dightan	Panchayat	Dial-up	*	0	0	0
	TOTALS						4	2	1
13.	Tirla	56,163	Tirla	Panchayat	WiLL	Open	3	1	0
14.	(Central)		Aahu	Panchayat	WiLL	Closed	3	0	4
	TOTALS						6	1	4
15.	Badnawar	1,38,978	Badnawar	Panchayat	Dial-up	Open	3	1	3
16.	(North)		Badnawar – 1	Self	Dial-up	Open	0	1	0
17.			Badnawar – 2	Self	Dial-up	Closed	0	0	0
18.			Nagda	Panchayat	Dial-up	Open	9	1	0
19.			Kaanwan	Panchayat	Dial-up	Closed	0	0	0
20.			Bidwal	Panchayat	Dial-up	Closed	1	1	7
	TOTALS						13	4	10
21.	Sardarpur	1,68,050	Sardarpur	Panchayat	Dial-up	Open	3	1	0
22.	(West)		Mangod	Panchayat	WiLL	Open	3	1	2
23.			Amjhara	Self	WiLL	Open	1	1	2
24.			Rajgarh – 1	Self	Dial-up	*	0	0	0
25.			Rajgarh – 2	Self	Dial-up	Open	1	1	2
26.			Rajod	Panchayat	Dial-up	Closed	0	0	0
27.			Labariya	Panchayat	Dial-up	Closed	0	0	0
28.			Burmandal	Panchayat	Dial-up	Closed	0	0	0
29.			Dasai	Panchayat	Dial-up	*	0	0	0
	TOTALS						8	4	6
30.	Manawar	95,953	Manawar	Self	Dial-up	Open	0	1	16
31.	(South)		Singhana	Self	Dial-up	Open	0	1	0
	TOTALS						0	2	16
32.	Gandhwani	96,820	Gandhwani	Self	Dial-up	Closed	0	1	4
	TOTALS						0	1	4
33.	Kukshi	24,317	Kukshi – 1	Self	Dial-up	*			
34.	(South-west)		Kukshi - 2	Self	Dial-up	*			
35.	Dharampuri	13,229	Dharampuri	Self	Dial-up	*			
36.	(South-east)		Khalghaat	Self	Dial-up	*			
37.			Dhamnod	Self	Dial-up	*			
38.			Dhamnod Mandi	Panchayat	Dial-up	*			
	GRAND	TOTAL OF	SAMPLE	SIZE			32	18	41

- * Denotes the particular soochanalaya was not covered in the survey.
- # Denotes time of visit was after working hours

Annexure 5

Dhar District Map with Locations of Soochanalayass

(Enclosed as dhar.PPT file)

Annexure 6
Summary of Log Book for a Typical Gyandoot Soochanalaya

Month	Mandi		Mail		Griev		Appl		Matri		Mkt		Adv		Khasra			Lgl Adv		Jb	Wk	T
	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt	Usr	Amt
Jan 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	127	825
Feb 01	2	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	59	680
Mar 01	0	0	0	0	1	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	60	1040
Apr 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	27	500
May 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	22	230
Jun 01	1	5	0	0	0	0	6	60	0	0	0	0	0	0	0	0	0	0	0	0	44	555
Jul 01	2	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	54	815
Aug 01	0	0	0	0	1	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Sep 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	70
Oct 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	70
Nov 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	60
Dec 01	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4	100
Jan 02	5	25	0	0	1	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4	250
Feb 02	6	40	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	50
Mar 02	5	60	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	11	190
Apr 02	12	150	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	8	90
May 02	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	90
Jun 02	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	50
G Tot	33	300	0	0	3	30	6	60	0	0	0	0	0	0	0	0	0	0	0	0	452	5665

Amt = Total transaction fees for the service and user count specified
Usr = Total number of users who have availed of the specified service in the month

Annexure 7
Analysis of Users Profile

Count of ID	
Lit	Total
1	1
2	11
3	9
4	7
5	4
Grand Total	32

Count of ID	
BPL	Total
N	24
Y	8
Grand Total	32

Count of ID	
Dist(kms)	Total
0.1	5
0.5	12
1	10
1.5	1
3	2
12	1
13	1
Grand Total	32

Count of ID	
Occu1	Total
1	15
2	1
3	1
4	6
5	3
6	3
8	2
9	1
Grand Total	32

Count of ID	
CasteCat	Total
0	9
1	16
2	5
3	1
4	1
Grand Total	32

Sum of Freq	
Service	Total
S01	35
S02	3
S03	7
S04	10
S05	1
S06	1
S07	15
S08	1
S10	6
S14	24
S15	0
S16	10
S17	6
S18	0
S19	1
S20	0
S21	0

Count of ID	
AgeCat	Total
A1830	14
A3040	11
A4060	5
Student	2
Grand Total	32

Earnings	Freq
Less 1000	8
1001-2000	4
2001-3000	4
3001-5000	3
5001-10000	6
Above 10000	4
(blank)	3
Grand Total	32

Grand Total 120

Analysis of User Perceptions

Service	Time		Cost		Accessibility		Convenience		Reliability	
	Avg	Freq	Avg	Freq	Avg	Freq	Avg	Freq	Avg	Freq
S01 Mandi	3.77	13	4.00	9	3.90	10	3.88	8	3.90	10
S02 Income Certificate	3.33	3	3.00	3	3.00	3	3.00	3	3.00	3
S03 Domicile Certificate	3.17	6	3.17	6	2.60	5	3.00	5	2.60	5
S04 Caste Certificate	3.50	6	2.75	4	3.00	5	3.20	5	3.00	5
S05 Landholder's Passbook	4.00	2	4.50	2	#N/A	#N/A	4.00	2	#N/A	#N/A
S07 Grievance Redressal	3.80	5	3.75	4	3.33	3	3.33	3	3.33	3
S08 Forms of Govt Schemes	5.00	1	5.00	1	5.00	1	5.00	1	5.00	1
S10 Employment News	4.00	2	4.00	2	4.00	1	4.00	1	4.00	1
S14 Advisory Module	4.67	3	4.33	3	4.00	3	3.67	3	4.00	3
S16 Driving License	4.06	9	4.17	9	4.14	7	4.00	8	4.14	7
S17 Khasra Nakal Avedan	4.50	4	4.50	4	4.33	3	3.33	3	4.33	3
S19 Board Exam Results	5.00	1	#N/A	#N/A	#N/A	#N/A	#N/A	#N/A	#N/A	#N/A

Cost Analysis

Service	Cost			Advantage
	Sum of Trans1	Sum of Trans2	Count of ID	
Advisory Module		15	8	
Caste Certificate	75	105	16	-40%
Domicile Certificate	50	40	15	20%
Driving License	3750	410	11	89%
E-education			1	
Employment News		0	3	
Forms of Govt Schemes		5	2	
Grievance Redressal	100	70	16	30%
Income Certificate		30	17	
Info on international news			1	
Khasra Nakal Avedan	900	65	19	93%
Landholder's Passbook		10	3	
Naksha Test			1	
Rural Hindi Email		10	2	
Varmi Compost Khad			1	
Board Exam Results			3	
Mandi Prices	24	60	19	-150%
Grand Total	4899	820	138	

Annexure 8 Analysis of Soochaks Revenue

Data			
Lit	Average of Erng(M)	Count of ID	
3	3500	4	11-12th
4	3642	12	Graduate
5	3750	2	Post Graduate
Grand Total	3622	18	

Sum of Erng(M)	
Location	Total
AMJHERA	3000
BADNAWAR	3500
BADRAWAR	1000
BAGDI	2000
BIDWAL	500
DHAR	12000
GANDHWANI	0
GUNAWAD	1500
KESUR	3000
MANAWAR	10000
MANGOD	700
NAGDA	4000
NALCHA	2500
RAJGADH	8000
SARDARPUR	3500
SINGHANA	4000
TIRLA	6000
Grand Total	65200

Data			
Cstcat	Average of Erng(M)	Count of ID	
1	2500	8	Forward
2	4867	6	BC/OBC
3	4000	4	SC
Grand Total	3622	18	

Data			
Model	Average of Erng(M)	Count of ID	
E	5063	8	
P	2470	10	
Grand Total	3622	18	

ID	(All)
----	-------

Data			
Cexp	Average of Erng(M)	Count of ID	
1	3500	8	Diploma
2	5750	2	Degree
5	1850	2	None
6	3667	3	GD Training
7	3667	3	Short Term Trng
Grand Total	3622	18	

Data			
Occu1	Sum of Erng(M)	Count of ID	
1	1500	1	Farmer
4	25000	7	Small Business
5	5500	2	Student
8	30700	7	Pvt. Service
6	2500	1	Government Service
Grand Total	65200	18	

ID	Data			GD- Erngpm
	Sum of RTM	Sum of RTQ	Sum of RTD	
GDS01	1185	2975	19950	4000P
GDS02	250	1200	0	500P
GDS03	2030	0	110	3500E
GDS04	2260	0	10470	8000E
GDS05	1595	0	1900	2500P
GDS06	1170	250	0	1000P
GDS07	3720	600	4010	8000E
GDS08	1730	5100	0	3500P
GDS09	430	1200	15000	6000P
GDS10	260	125	3600	700P
GDS11	20	140	0	4000E
GDS12	0	0	0	0E
GDS13	605	0	0	10000E
GDS14	2010	450	3000	3000E
GDS15	1120	5500	0	2000P
GDS16	350	3020	0	1500P
GDS17	0	0	0	4000E
GDS18	1370	1515	1705	3000P
Grand Total	20105	22075	59745	65200

Service	Data			
	Sum of RTM	Sum of RTQ	Sum of RTD	
S01	850	575	5600	Mandi Prices
S02	840	210	5100	Income Certificate
S03	350	150	4410	Domicile Certificate
S04	640	160	5110	Caste Certificate
S05	490	650	1770	Landholder's Passbook
S06	100	0	200	Rural Hindi Email
S07	1120	630	5850	Grievance Redressal
S08	485	750	11350	Forms of Govt Schemes
S10	150	0	0	Employment News
S11	10	15	155	Rural Matrimonial
S12	20	35	150	Rural Market
S14	50	0	100	Advisory Module
S15	0	0	0	E-education
S16	2120	11600	7950	Driving License
S17	1090	300	1100	Khasra Nakal Avedan
S19	11650	7000	6900	Board Exam Results
S20	40	0	0	Info on international news
S22	100	0	4000	BPL List
Grand Total	20105	22075	59745	

id	Data Agecat										Total Sum of Male	Total Sum of Female	
	Sum of Male					Sum of Female							
	A1830	A3040	A4060	Senior Student	A1830	A3040	A4060	Senior Student					
GDS01				100				15				100	15
GDS02			150	15	150			25	5	150		315	180
GDS03		15	15	20	30				12	20		80	32
GDS04			50	2				4				52	4
GDS05	350	350	30	50	250	6	6		2	15		1030	29
GDS06				10					0			10	0
GDS07				4	0				1	2		4	3
GDS08		400	40	20	200		5	5	6	100		660	116
GDS09		700	700	100	65		200	200	20	60		1565	480
GDS13	50											50	
GDS14										25			25
GDS15		600		40								640	
GDS17		25	25									50	
GDS18	6	2	4	15	75				10	50		102	60
Grand Total	406	2092	1014	376	770	6	211	234	71	422		4658	944

Annexure 9
Profile of Non-User Respondents

Count of ID	
AgeCat	Total
A1830	12
A3040	14
A4060	14
Senior	1
Grand Total	41

Count of ID	
Sex	Total
F	12
M	29
Grand Total	41

Count of ID	
BPL	Total
N	14
Y	27
Grand Total	41

Count of ID	
Occu1	Total
1	11
2	1
3	12
4	4
5	1
6	3
7	5
8	4
Grand Total	41

Count of ID	
litr	Total
0	12
1	9
2	9
3	7
4	2
5	2
Grand Total	41

Count of ID	
CasteCat	Total
0	7
1	14
2	3
3	3
4	14
Grand Total	41

Earnings	Total
Less1000	13
1001-2000	10
2001-3000	4
3001-5000	3
5001-10000	0
Above 10000	2
(blank)	9
Grand Total	41

Annexure 10a
SURVEY INSTRUMENT I: CITIZENS

Name of interviewer:
Location of interview:

I. Respondent's Profile

1. Name	<input type="text"/>	2. Sex	<input type="checkbox"/> <input type="checkbox"/>
3. Village	<input type="text"/>	3. Age	<input type="checkbox"/> <input type="checkbox"/>
4. Community	<input type="text"/>	5. Marital Status	<input type="checkbox"/> <i>Single=1, Betrothed=2, Married=3, Separated=4, Widowed=5</i>
6. Literacy Level	<input type="text"/>	7. Caste	<input type="text"/>
8. Occupation	<input type="text"/>	9. APL/BPL:	<input type="text"/>
10. Earning (Rs.)	<input type="text"/> <i>Daily=D, Monthly=M, Yearly=Y</i>	11. Gyandoot awareness	<input type="checkbox"/> <i>Heard=1, Not heard=2, Heard and user=3, Heard and non-user=4.</i>

II. Family Profile: (Living under one roof and eating together OR Blood related)

Table 1: Number of Members

	M	F	Age Range	# Literates (and # children going to school)		# earning		# living /working out of village
				M	F	M	F	
Senior Citizens								
Adults								
Children								
Total								

Table 2: Assets owned

Name of asset	Owned (Y/N)	Size/Nos.	Ancestral/Newly bought
Immovable Land House Shop Others (specify)			
Livestock Cows Buffaloes Poultry Others (specify)			
Vehicles Tractors 2 Wheeler 4 wheeler Cycles Others (specify)			

Table 3: Economic Level of the Family

Sources of Income	Family Income (pa)		Difference, if any
	2yrs back	Current	
1.			
2.			
3.			
4.			
Total Income (pa)			

Table 4: Schemes availed in the last 2 years

Name	Agency	Benefit	Direct Beneficiary	

III. Visits to Government Offices / Service Providers

Table 5: Usage Details

Office	Purpose	To fulfill purpose		Bribes paid (Y/N, amt.)	Cost incurred (Travel, stay, food, wage loss (NOT Bribes)
		#Trips	#Days		
Gram Panchayat	1. 2. 3.				
Block Office	1. 2. 3.				
Tehsil Office	1. 2. 3.				
Collector's Office	1. 2. 3.				
District Court	1. 2. 3.				
Taluka Court	1. 2..				
Civil Supplies	1. 2. 3.				
RTO	1. 2. 3.				
Bank	1. 2..				
Post Office	1. 2. 3.				
Tel. Dept.	1. 2. 3.				

IV. For Non Users of Gyandoot ONLY

Table 7: Source of Awareness of Gyandoot (if Q. 11 = Y).

Publicity materials like posters, etc.	Public talk/seminar
Word-of mouth	Others (Please specify)

Table 8: Reasons for not going to soochanalayass

Soochanalayas is too far	Don't have faith in Gyandoot system
Never opened when he/she visits	Unhappy with soochak's behaviour
Govt. department is closer	Tried it once but did not work (why?)
Service charge is high	Lack of reading/writing skills
Inconvenient timings of the soochanalayas	Lack of computer literacy
Someone else makes the requests applications on my behalf:	Have to anyway go to the government office later
Friend/ Spouse/ Relatives/Others	Perception that the soochak will also take bribe
Don't need to avail of the govt. services	Perception of barrier because of caste/sex
	Others (please specify)

Table 9: Factors which will motivate / enable you to avail of the Gyandoot services?

Having a soochanalayas closer	Enhancing Gyandoot (by)
Change of Soochak	Removing the barrier of caste/sex
A decrease in price of service	Not interested at all
Introducing more services (like...)	Others (please specify)
Behaviour change in soochak	

Table 10: Which are the services likely to be availed of, by you, if Gyandoot were to be used:
(Mention at least 5, if possible)

--

[EVALUATORS, PLEASE DON'T GO FURTHER FOR NON-USERS]

FOR USERS OF GYANDOOT SOOCHANALYAS

V. Visits to Government Offices / Service Providers

Table 11: Usage details

Office	Purpose	To fulfill purpose:		Bribes paid (Y/N, amt.)	Cost incurred*
		# Trips	#Days		
Gram Panchayat	1. 2. 3.				
Block Office	1. 2. 3.				
Tehsil Office	1. 2. 3.				
Collector's Office	1. 2. 3.				
District Court	1. 2. 3.				
Taluka Court	1. 2. 3.				
Civil Supplies	1. 2. 3.				
RTO	1. 2. 3.				
Bank	1. 2. 3.				
Post Office	1. 2. 3.				
Tel. Dept.	1. 2. 3.				
Gyandoot Kiosk	1. 2. 3.				
	1. 2. 3.				
	1. 2. 3.				

* Travelling, stay, food etc., wage loss (Bribes NOT to be included here)

VI. Gyandoot Soochanalayas

12. Source of Awareness of Gyandoot:

Publicity materials like posters, etc. Word-of mouth	Public talk/seminar Others (Please specify)
---	--

13. Name of nearest soochanalaya:

13. Distance from residence (km)

14. Is the soochak

Helpful Polite Active Other (specify)

15. Your overall experience at the Soochanalaya (*Extremely Unsatisfying=1, Extremely Satisfying=5*)

16. Is the Soochanalaya open whenever you want to visit it?

Always Most of the time Sometimes Never

17. What are the timings convenient to you?

Morning (upto 12) Afternoon (12-4)
Early evening (4-6) Evening (After 6)

18. Do you visit other soochanalayas, as well? Yes No

If Y, please specify reason:

Service not available at nearest kiosk Nearest kiosk is usually closed/not accessible Difference in price of service, or presence of Bribe factor	Unacceptable behaviour of that soochak Recommended by friends/relatives Others (please specify)
--	---

19. Do you feel like going back to the kiosk for more? Yes No

Reason:

20. As a result of exposure to Gyandoot, would you:

Want to learn computers Reason:
Want to read/write
Want to become a soochak
Others (please specify)

VI. Perception of benefits from Gyandoot Services

Table 12: User Perceptions

Benefit Ratings (Poor=1, Excellent=5, NA=Not Availed)

Service	Time	Cost	Reliability	Accessibility	Convenience
1. Mandi Information					
2. Income Certificate.					

3. Domicile Certificate					
4. Caste Certificate.					
5. Landholder's passbook					
6. Rural Hindi e-mail.					
7. Grievance Redressal					
8. Forms of Govt schemes					
9. BPL Family List.					
10. Employment news.					
11. Rural matrimonial					
12. Rural Market					
13. Rural News Paper					
14. Advisory module					
15. E-education.					
16. Driving License.					
17. Khasra Nakal Avedan.					
18. Varmi Compost Khad					

21. Do you perceive a reduction in corruption since the introduction of Gyandoot?
Yes No

22. Please give rationale for above answer, if possible.

23. What, as per you, are the other government services which may be included in Gyandoot?

Name of Service	Reason for selection	Code	Selection code
			<i>Needed for daily life=1, Popular service=2, Corruption will decrease=3, Needed by select section of society=4:</i> <i>i) Women</i> <i>ii) Senior Citizens</i> <i>iii) Unemployed youth</i> <i>iv) Children</i> <i>v) Handicapped</i> <i>vi) SC/ST/OBC</i> <i>vii) Others (specify)</i>

24. Suggestions for popularizing the Gyandoot services.

Table 14: Service Details

Service	Frequency of visit (month)	Time spent per visit	Transaction Fee		Benefits			I
			Before	Now	Significant	Same	Worse	
1. Mandi Information								
2. Income Certificate.								
3. Domicile Certificate								
4. Caste Certificate.								
5. Landholder's passbook								
6. Rural Hindi e-mail.								
7. Grievance Redressal								
8. Forms of Govt. scheme								
9. BPL Family List.								
10. Employment news.								
11. Rural matrimonial								
12. Rural Market								
13. Rural News Paper								
14. Advisory module								
15. E-education.								
16. Driving License.								
17. Khasra Nakal Avedan.								
18. Varmi Compost Khad								

Date and Time:

Venue of interview: Respondents' home / place of work / group meeting / soochanalaya / others

Number of people present during interview including evaluator(s):

Overall, how did respondent come across in terms of : (1= negative and 5 = positive)

Reaction

Clarity

Consistency

Sincerity

Annexure 10b
SURVEY INSTRUMENT II: SOOCHAKS

Name of interviewer:
Location of interview:

I. Soochak's Profile

1. Name	<input type="text"/>	2. Sex	<input type="checkbox"/> <input type="checkbox"/>
3. Village	<input type="text"/>	4. Age	<input type="checkbox"/> <input type="checkbox"/>
5. Community	<input type="text"/>	6. Marital Status	<input type="checkbox"/> <i>Single=1, Betrothed=2, Married=3, Separated=4, Widowed=5</i>
7. Literacy Level	<input type="text"/>	8. Caste	<input type="text"/>
9. Past Occp.	<input type="text"/>	10. APL/BPL	<input type="text"/>
11. Earning (Rs.)	<input type="text"/> <i>Daily=D, Monthly=M, Yearly=Y</i>	12. Computer Experience	<input type="checkbox"/> <i>Dilpoma=1, Degree=2, Job held earlier=3, No job=4, None=5</i>

II. Family Profile: (Living under one roof and eating together OR blood related)

Table 1: Members' Profile

Name	M	F	Age	Literate (Y/N/S)	Literacy Level	Occupation	Residence Status (N/R)	For N, location (U/S/R & name)

Table 2: Assets owned

Name of asset	Owned (Y/N)	Size/Nos.	Ancestral/Newly bought
Immovable Land House Shop Others (specify)			
Livestock Cows Buffaloes Poultry Others (specify)			
Vehicles Tractors 2 Wheeler 4 wheeler Cycles Others (specify)			

Table 3: Economic Level

Sources of Income	Family Income (pa)		Difference, if any
	2yrs back	Current	
1.			
2.			
3.			
Total Income (pa)			

Table 4: Schemes availed in the last 2 years

Name	Agency	Benefit	Direct Beneficiary

III. Gyandoot Soochanalayas

13. Ownership Model of Kiosk is Panchayat Model Entrepreneurial Model
14. Kiosk Located in village
15. Size of kiosk (specify unit)
16. No. of villages the kiosk caters to
17. Date of commencement of kiosk
18. Reason for starting Kiosk

Table 5: Other Services offered at kiosk

STD	DTP	Cyber café
Photo Copying	Job work	Others (specify)

Table 6: Investment and Expenditure

Capital Investment	Amount(Rs.)	Recurring (monthly)	Amount (Rs.)
Land		Rent	
Shop or office		System Maintenance	
System		Manpower	
Office Furnishing		Telephone	

Table 7: Funding details

Source of capital	Installment amount	Loan repaid
Panchayat funds		
Bank loan		
Self financed		
Scheme		

Table 8: Hardware Configuration

Total number of computers:

Brand name	CPU Type	HDD/RAM/etc.	Printer Type	Connectivity

Table 9: Problems Faced

ATR: Average time to rectify (in hrs)

Nature of Problem	Frequency (Number of times)					
	This month		This quarter		Year-to-date	
	No.	ATR	No.	ATR	No.	ATR
Power breakdown						
Connectivity breakdown						
Slow response time						
Computer HW failure						
Software failure						

IV. Gyandoot System Features

Table 10: Operations

(Difficult =1, Very easy =5)

Parameters	Score	Parameters	Score
Navigation across section or pages		Navigation within a page	
Easily understood icons/graphics		Understanding layout of screen forms	
Connectivity to Intranet			

19. Does the system acknowledge acceptance of transaction? Yes No

If No, Should it acknowledge? Reason:

20. Does the system give an opportunity to verify data, before transmission? Yes No

If No, Should it do so? Reason:

V. Citizen Interface

21. Which is the most popular visiting time of citizens?

Morning (upto 12) Afternoon (12-4) Early evening (4-6) Evening
(After 6)

Table 11: Amenities provided at the kiosk are

Drinking water	Toilet Gents
Toilet Ladies	Waiting Room
Display Materials	Other (specify)

Table 12: Use of services by citizens

Service	Charge (Rs.)	Number of Service Requests		
		This month	This Qtr	To-date
1. Mandi Information				
2. Income Certificate.				
3. Domicile Certificate				
4. Caste Certificate.				
5. Landholder's passbook				
6. Rural Hindi e-mail.				
7. Grievance Redressal				
8. Forms of Govt schemes				
10. Employment news.				
11. Rural matrimonial				
12. Rural Market				

13. Rural News Paper				
14. Advisory module				
15. E-education.				
16. Driving License.				
17. Khasra Nakal Avedan.				
18. Varmi Compost Khad				
19. Board Exam results				
Revenue from supplementary Activities (offered at Gyandoot kiosks itself)				

Table 13: Total number of users to date

	M	F	Typical services availed of
Senior citizens			
Adults I (40-60)			
Adults II (30-40)			
Adults III (18-30)			
Students			

VI. Perception of Soochaks

Table 14: Soochak's Perception of Services: Benefit Ratings (1: Poor; 5: Excellent, NA: Not available)

Service	Time	Cost	Reliability	Accessibility	Convenience
1. Mandi Information					
2. Income Certificate.					
3. Domicile Certificate					
4. Caste Certificate.					
5. Landholder's passbook					
6. Rural Hindi e-mail.					
7. Grievance Redressal					
8. Forms of Govt schemes					
9. BPL Family List.					
10. Employment news.					
11. Rural matrimonial					
12. Rural Market					
13. Rural News Paper					
14. Advisory module					
15. E-education.					
16. Driving License.					
17. Khasra Nakal Avedan.					
18. Varmi Compost Khad					

Table 15: Services not covered by Gyandoot but in demand

Nature of service	Expected demand (pm)	Profile of citizens demanding service

22. Do you perceive a reduction in corruption since the introduction of Gyandoot? Yes No

Rationale:

Table 16: What, as per you, are some of the effects of Gyandoot ?

Spread of computer literacy	Increase in earnings of farmers
Easy access to government services	Quick redressal of grievances
Quicker responses from govt. agencies	Quicker delivery of services
Others (please specify)	

Reasons:

Table 17: What, as per you, are the other government services which may be included in Gyandoot?

Name of Service	Reason for Selection	Code	Selection Code
			<i>Needed for daily life=1, Popular service=2, Corruption will decrease=3, Needed by select section of society=4</i> i) Women ii) Senior Citizens iii) Unemployed youth Children iv) Handicapped persons SC/ST/OBC v) Others (please specify)

23. Suggestions for popularizing the Gyandoot services.

24. Overall, what is your experience of being a soochak ? (Very disappointing =1, Highly rewarding = 5)

Date and Time:

Venue of interview: Respondents' home / place of work / group meeting / soochanalaya / others

Number of people present during interview including evaluator(s):

Overall, how did respondent come across in terms of: (1= negative and 5 = positive)

Reaction

Clarity

Consistency

Sincerity

Annexure 10c
SURVEY INSTRUMENT III: GOVERNMENT

Name of interviewer:
Location of interview:

I. Department's Profile

1. Officer & Design.	<input type="text"/>	2. Department	<input type="text"/>
3. Department Head	<input type="text"/>	4. Department HQ	<input type="text"/>
5. Respondent's Location	<input type="text"/>	6. Jurisdiction of department	<input type="text"/> <i>Dist HQ=1, Taluka HQ=2, Panchayat=3, Others=4</i>
7. # Employees	<input type="text"/>	8. Daily visitors	<input type="text"/>

II. IT infrastructure

9. # computers	<input type="text"/>	10. # employees computer trained	<input type="text"/>
11. # employees using Computers	<input type="text"/>		

12. Configuration of computers

13. Are the computers networked? Yes No

If Yes, give details of technology:

Table 1: Uptime Record

ATR: Average time to rectify (in hrs)

Nature of Problem	Frequency (Number of times)					
	This month		This quarter		Year-to-date	
	No.	ATR	No.	ATR	No.	ATR
Pow7er breakdown						
Connectivity breakdown						
Slow response time						

Computer HW failure						
Software failure						

III. Services Offered to Public

Table 2: Delivery Mechanism Details

Service Name	Automation (Backend=1, Online=2, Plan=3, Manual=4)	Receipt / Response mode (Hard copy=1, email=2, Verbal=3)				Interface with other Departments
		Traditional		Gyandoot		
		Rcpt	Resp	Rcpt	Resp	

IV. Service Scenario: Pre & Post Gyandoot

Table 3: Services, demand, and delivery

Service	Citizen charter	Before Gyandoot		After Gyandoot				
		Delivery time	# appl.	Soochanalayas			Traditional	
				Delivery time	No. of applications	#kiosks	Delivery time	# appl.

Note: Give the time (hrs.) and number of applications as averages over the last one year

Date and Time:

Number of people present during interview including evaluator(s):

Overall, how did respondent come across in terms of : (1= negative and 5 = positive)

Reaction Clarity Transparency

Consistency Sincerity

Annexure 11
List of Government Officials interviewed

S.N.	Name	Designation	Location	
1.	Mr. Sanjay Dubey	Collector	Dhar (HQ)	
2.	Ms. Rashmi Arun Shami	CEO, ZP	Dhar (Zilla Panchayat)	
3.	Ms. Mohini Srivastava	CEO-JP	Nalccha (Janpad Panchayat)	
4.	Mr. Dharmendra Jain	Dist. Information Offr.	Dhar (HQ)	
5.	Mr. Rajesh Kumar	CEO-JP	Badnawar (Janpad Panchayat)	
6.	Mr. Vilas Deshmukh	Asst. Vet. Field Officer	Sardarpur (Vet. Hospital)	
7.	Mr. Om Prakash	Sub-Div. Magistrate	Badnawar	
8.	Mr. Gordhanlal Rathod	Sarpanch	Nagda (Gram Panchayat)	
9.	Name not recorded	ADEO	Sardarpur (Janpad Panchayat)	
10.	Ranjit Singh Rathore	Senior Constable	Kukshi	
11.	Satyanarayan Paliwal	Sarpanch	Bidwal	

Annexure 12
Resources Deployed in Gyandoot
(Source: Project Manager, Gyandoot Samiti)

Cost Elements	Specifications	Amount
Server Room at District Panchayat Office	Random Access Server Pentium III with 450 MHz CPU, 128 MB SDRAM, 2*9 ultra SCSI HDD, 2MB Graphic Controller Card, 15" color monitor, 48XCD-ROM.	~Rs. 2,00,000
WiLL Connectivity	DECT Interface unit (25 kms radius) (1 server, 1 backup)	Rs. 7,00,000
At the Village Soochanalaya	Client Pentium Celeron 400 MHz CPU, 32 MB RAM, 4.3 GB HDD, AGP card, 14" colour monitor, 48XCD-ROM. Printer: 132 col. 240 CPS 9pin DMP UPS: Offline UPS five-hour backup External modem 56.6 Kbps Installation charges	Rs. 50000 Rs. 10000 Rs. 9500 Rs. 3500 Rs. 2000
Soochanalaya Recurring Costs	Telephone, Electricity, etc.	Rs. 12000 (per annum)

Capital cost of establishing a kiosk works out to about Rs. 75,000.

Total project investment is about Rs. 50,00,000 (Rs. 5 million).

Expected Revenues at Soochanalayas

The table below gives the revenue levels projected by Gyandoot Samiti (Source: (Rajesh Rajora, "Bridging the Digital Divide" Tata- McGraw Hill, 2002).

S No.	Source of revenue	Amount (per annum)
1.	Gyandoot services	Rs. 24,000
2.	Data Entry jobs	Rs. 6,000
3.	Computer Training	Rs. 16,000
4.	Others	Rs. 2,000
	TOTAL REVENUE PER ANNUM PER KIOSK	Rs. 48,000

Glossary of Terms

10 lacs=1 million
Rs. 50=USD 1

Civil Supplies Department: The government department responsible for the distribution of food grains and other supplies through fair price shops, to the citizens. It also issues ration cards to the citizens, wherein allocation of food grain is mentioned on the basis of the income of the family.

DRDA (District Rural Development Authority): The government department, which administers schemes oriented towards rural development and uplift of the rural poor.

Gram Panchayat: A 10-15-member council at the village level, with 15-20 villages in its jurisdiction. The state of Madhya Pradesh has a three tier decentralized system of management in rural areas, with the Gram Panchayat forming the third tier. Dhar district has 668-Gram Panchayats.

IAS: Indian Administrative Service: An elite stream of bureaucrats in the Indian government system. It was formally constituted in 1947. The IAS handles affairs of the government. At the central level, this involves the framing and implementation of policy. At the district level, it is concerned with district affairs, including development functions. At the divisional level, the IAS officers look after law and order, general administration and development work.

Janpad Panchayat : A decentralized council of 15-25 members, at the block (collection of 200-250 villages) level, forming the second tier in the three tier set-up. Dhar district has 13 Janpad Panchayats.

Khasra: A paper document, issued by the district administration, and contains a description of the land parcel (stony, type of soil, etc), ownership details, crop description and sources of irrigation for that piece of land. A unique survey number, given by the government, identifies each khasra.

Mandi: The Agriculture Produce Market found in towns or districts of India. They are generally cooperatives and are autonomous.

Patwari: Government appointed village accountant

Purdah: A veil, which covers the head and face of women. This centuries-old tradition is prevalent in certain parts of rural India today.

RTO (Regional Transport Office): The government department, which looks after the surface transport sector. It issues driving licenses, registers vehicles, collects vehicle tax, etc.

Sarpanch: Head of the Gram Panchayat

Soochanalaya: A kiosk registered with the Gyandoot Samiti. It has a computer and is provided connectivity to the Gyandoot Intranet server.

Soochak: The person who owns or manages the Gyandoot soochanalaya.

Tehsil: A group of 50-100 villages, which has an administrative control over these villages.

Tehsildar: Head of the tehsil.

WiLL: Wireless in Local Loop: Wireless networking, which use some form of radio waves to transmit signals.

Zilla Panchayat : A decentralized council of 20-25 members, operating at the district level of the state. It forms the top-most tier in the three-tier structure.