Improvements in Public Grievances Redressal Systems of Urban Local Bodies, Gujarat

Prepared by Urban Management Centre Under the Performance Assessment System (PAS) Project

Jan' 2014

pas performance assessment system

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7. Way forward

1. About the PAS Program

Performance Assessment System (PAS), is a seven-year action research project, being implemented by Urban Management Centre in Gujarat in partnership with CEPT University. with funding from the Bill and Melinda Gates Foundation.

The PAS program funded by The Bill and Melinda Gates Foundation, has three main components: Performance Measurement, Performance Monitoring and Performance Improvement.

The aim of the PAS program is to measure, monitor and improve performance of **municipal water supply and sanitation** services in 400 ULBs in the states of Gujarat and Maharashtra.

The project is monitoring and assessing the performance of all 167 cities in Gujarat over the last five years. UMC is working with the ULBs on various performance improvement and information system improvement initiatives.

We believe that the comprehensive database and management system prepared under the PAS program will help decision makers and local governments bring efficiency in service delivery, effective budget allocation and inclusive coverage.
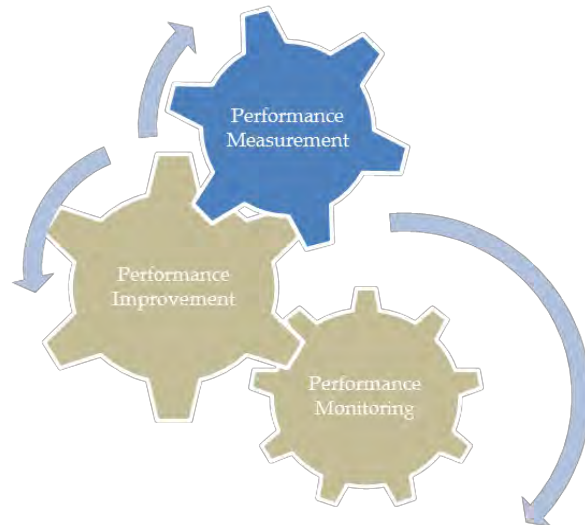
(Read more about PAS at http://www.umcasia.org/content.php?id=57 and at www.pas.org.in

Towns and cities in India are seeing rapid expansions as increasing numbers of people are migrating to urban areas in search of economic opportunity. As per Census 2011, more than 33% of population in India lives in urban areas. This rapid growth in urban population has outpaced the provision of environmental and health infrastructure.

Level of basic services such as water an sanitation remain well below desired levels. While huge investments are being made towards urban infrastructure under various centrally sponsored schemes such as JNNURM and UIDSSMT, there is also a parallel need to increase accountability of service delivery in urban local bodies (ULBs).

The Ministry of Urban Development (MoUD), Government of India launched the Service Level Benchmarking (SLB) in 2009 to identify a minimum set of standard performance parameters for water and sanitation sector that are commonly understood and used by all stakeholders across the country. The principle of benchmarking has been further endorsed by the 13th Finance Commission which has included SLB as one of the nine conditionality's for allocation of performance based grants to ULBs.

The PAS program has established synergies with the Government of India's SLB initiative and has been successful in developing a robust framework for assessing municipal service delivery from the ULB's perspective.

The PAS program in Gujarat also aims at increasing social accountability to improve municipal delivery. We are working with ULBs on developing citizens charters and public grievance redressal systems which will allow citizens to engage with the governments and demand better services. This study of public grievance redressal systems across 5 cities of the state highlights improvements to be made in order to enable citizens to connect to the local government and use their complaints as a resource for improving service delivery.

2. Context to the Study on Public Grievances Redressal System

Public grievance redressal (PGR) is an important function of any transparent and efficient service-oriented urban local body.

A PGR system provides a bridge for citizens to engage with the urban local body, voice their concerns, provide feedback on its functioning and various aspects of service delivery.

Grievances also provide the ULB with valuable feedback and information on quality of services and ULBs can use this information to rectify and improve their performance.

ULBs have understood the importance of an efficient PGR system and have also undertaken numerous initiatives. For example, Surat Municipal Corporation had established an Interactive voice response (IVR) based complaints system and recently, it has begun tracking of complaints to understand areas for further improving quality of service delivery.

Presence of a quick and responsive consumer complaint redressal system is an indication of an efficient & transparent governance.

There are two components to a PGR system- i) citizens charter and ii) grievances recording, resolution and monitoring and feedback

Public Grievances Redressal System

Citizens Charter
- Preparation
- Dissemination

Consumer Complaint Redressal
- Complaint registration
- Acknowledgement
- Monitoring, reporting and analysis
- Feedback to the complainant

3. Citizens' Charters

- A citizens' charter is a document addressed to the citizens and is aimed at defining standards of services and procedures that a government body offers the citizens.
- Citizens' Charter is the expression of an understanding between citizens' and the provider of a public service with respect to the quantity and qualities of services, the former receive in exchange for their taxes. It is essentially about the rights of public and the obligations of public servants.
- In 1997, Government of India mandated State and Central Governments to formulate Citizens' Charters.
- The Department of Administrative Reforms and Public Grievances , Government of India formed guidelines for preparation of citizens' charter. The guidelines highlighted key components of any charter as following:
    - Vision and mission statement;
    - Details of business transacted by the organisation;
    - Details of clients;
    - Details of services provided to each client group;
    - Details of grievance redressal mechanism and how to access it; and
    - Expectations from the clients.

Source: http://goicharters.nic.in/chartermain.htm
http://goicharters.nic.in/cchandbook.htm

Citizens' Charters in Gujarat (*based on PAS data of 2008-09*)

Class	No. of ULBs	ULBs with Charters	ULBs with Charters Displayed	ULBs that have no charters
MC	8	7	6	0
A	18	17	14	1
B	33	26	18	7
C	44	35	16	9
D	64	36	19	28
Total	**167**	**121**	**72**	**45**

- The City Managers' Association of Gujarat (CMAG) in 1998 conducted a series of workshops and prepared a model citizens' charter for cities of the state. As a follow up, several ULBs contextualized the model charter and prepared their own charters. [1]

- In 2008-09, UMC visits under the PAS program showed that 121 ULBs had a citizens' charter, however, only 72 have displayed it.

- Many of these charters are a decade old and require updation

- A class wise analysis shows that most of the Class D cities that have ben recently formed in 2005 do not have charters.

Source: http://www.cmag-india.com/capacity_buliding.php#2

4. Framework for an ideal PGR system

The following framework is an ideal framework for a robust PGR system and this was used to assess the PGR systems in cities of Gujarat

Complaint System and Recording	Complaint Resolution	Monitoring and Reporting	Complaint Analysis

Filing a Complaint
- Online Complaint Cell /Civic Centre
- Mail
- Telephone system
- SMS integrated system
- Application form/Walk-in

Recording and Updation
- Online updation/recording
- ULB mail
- Telephone recording
- SMS Storage
- Manual register

routing of complaint to internal departments

Complaint Tracking
- Online tracking no.
- Registration no.
- Acknowledgement receipt no.
- Walk-in

Updation of Complaint Status

Supervision
- Department Head
- Nodal /Grievance Officer
- Chief Officer/Commissioner
- Provision of stipulation time for complaint resolution

Auto Escalation
Final Status Updation

Final Reporting
Grievance Officer
Chief Officer

Feedback to citizen on complaints status

- Periodic Analysis
- Sectoral analysis
- Spatial analysis and mapping
- Staff efficiency in complaints redressal
- Using complaints as a tool to identify capital and O&M improvements

- UMC initiated a study of public grievance redressal systems in cities of Patan, Siddhpur, Anklav, Petlad & Oad.
- UMC has reviewed the existing systems and has prepared recommendations to improve the system and recording formats
- The selection of ULBs was based on reliability of data indicators, class size, presence of a mix of computerised and manual PGR systems.

ULBs	Class Size	Population (Census 2011)	Citizens' Charters	Citizens' Charters displayed
Petlad	B	55,000	Y	Y
Siddhpur	B	62,432	Y	N
Anklav	D	24,267	Y	N
Oad	D	19,290	N	N
Patan	A	1,30,000	Y	Y

Source: PAS data, 2008

Performance of Complaints Redressal

- "Efficiency in redressal of complaints" is one of the key performance indicators of water supply and sanitation in the PAS/SLB framework.
- The benchmark for "Efficiency in Consumer Complaint Redressal" is 80%.
- PAS data shows that most of the cities reported more than 80% efficiency in complaint redressal, however in a data reliability scale of D, which means that most of the data did not have any documentary evidence.
- In this context, it was important to study the public grievance redressal system of ULBs for information improvement and better service delivery.

Efficiency in redressal of customer complaints (2011)
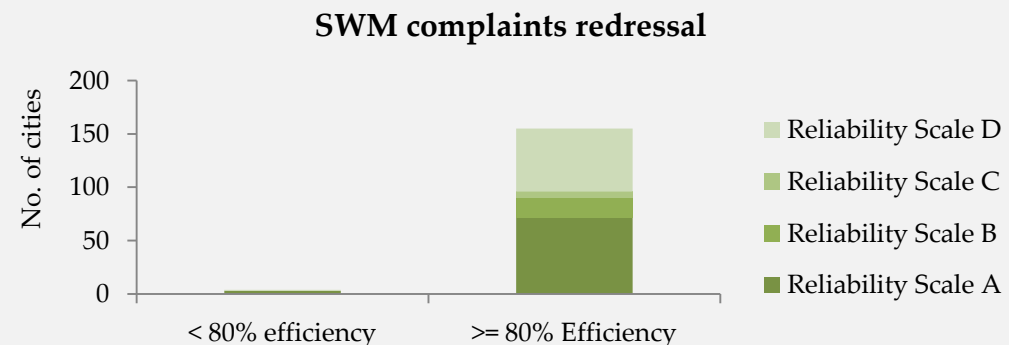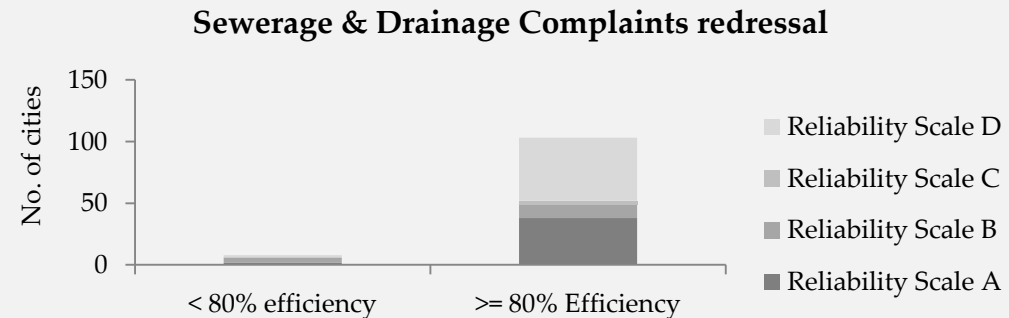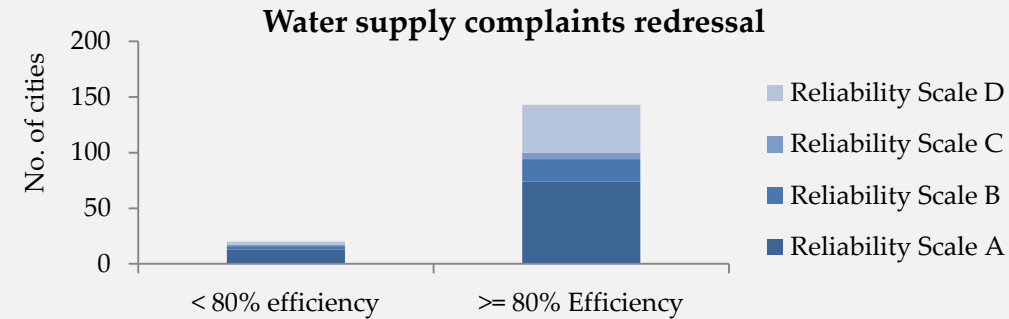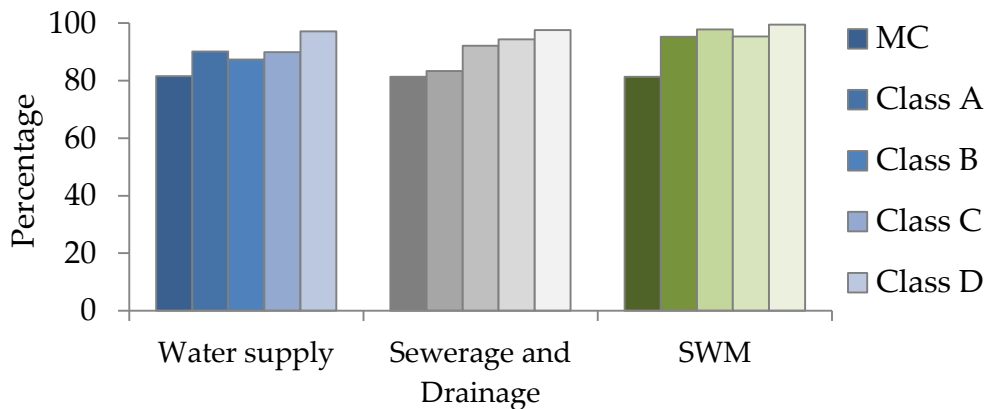
Source: PAS Checklist - Year 2011

Water supply complaints redressal

Sewerage & Drainage Complaints redressal

SWM complaints redressal

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5.1 Petlad

Petlad Municipality, *Profile*

- Petlad is a Class B city located 43 km from Vadodara.
- Petlad houses 55330 people and has a decadal population growth rate of 11.44%. Almost a quarter of the town's population resides in slums.
- Petlad is well known for its efficient citizen interface for public grievance redressal through its *jan suvidha kendra* (citizens centre). The civic centre has been operational since 2008 with assistance from state government and BISAG.

Infrastructure

- The municipality is completely dependent on ground water and supplies 8.7 MLD to about 9000 connections. Almost **79%** of all households in the city have individual water supply connections.
- About 96% of all households in the city have access to toilets.
- The city is partially sewered. Only about 12% of the properties are connected to the municipal sewer system. Remaining have septic tanks/soak pits for disposal.
- Almost 82% of the households are also served by a door to door waste collection service.

ULB Snapshot (2011-12)	
Population	55,330
District	Anand
Class size	B
Area (sq.km)	9.19
No. of Households	10,969
No. of wards	12
No. of slums	22
Slum Population	13,340 (24%)

Existing PGR System, *Petlad*

Existing Complaints Registration processes

Civic Centre	Phone		E-mail	Walk-in (municipality / ward office)
●	●			●
	At civic centre	At municipality office		
• Citizen fills in complaint form, • fixed complaints type • Set procedures for routing to staff, • Acknowledgement by SMS to complainant	• Complaint does not get registered • Directly communicated to staff			• Separate registers for water supply, sewerage and SWM • routed to staff

Code	Type of Complaints
1	Complaint of leakage
2	Pollution in running tap water
3	Complaint about water pressure
4	Complaint of creating pollution in public place
5	Complaint about road, construction, and for collecting the waste
6	Complaint of the sweeper
7	Complaint about cleaning
8	Removal of dead animal
9	Complaint of diseases
10	Complaint related medicine
11	Complaint about door to door collection
12	Drainage and Sewerage blocking
13	Complaint about not removal of filled container
14	Cleaning of manhole
15	Cleaning of Inspection chamber
16	Removal of rain water
17	Repairing of poll
18	Repairing of street light
19	Road damage
20	Ambulance service
21	About illegal construction
22	Other complaints

Existing PGR System, *civic centre, Petlad*

Existing Complaints Registration processes

Civic Centre	Phone	E-mail	Walk-in
●	●		●

- 1 Civic Centre *(Jan Suvidha Kendra)* was set up in May 2008.
- Computerised complaints registration. Citizen charters is displayed at the civic center but copies for distribution are unavailable.
- Each case is registered after filling a simple form which has a barcode on it.
- Centre has 3 counters and works daily from 11:00 am -6:pm except Sundays and holidays
- Services here include lodging complaints, obtaining certificates (which has a nominal fee of Rs. 5 per form)
- Complaints days are based on type of complaints ,automatically chosen by system which are based on Citizen Charters

Application form filled by ULB staff mentioning address ,mobile no. ,ward and complaint code

A bar code is provided against each complaint, confirmation through SMS is sent to applicant

The timeframe for resolution of complaints is linked to the Citizens' Charter

Acknowledgement receipt is provided applicant

Complaint Routing to Staff

Routed to concerned department after sign and stamp from civic Centre staff

No specific time-frame for sending the complaint to concerned staff

Intimation to field staff by dept. head after complaint distribution from Civic Centre

Form sent from civic centre to concerned staff; has details of department name, applicant's name ,bar code no., complaint details ,and date of despatch from civic centre, signed by civic centre staff

Acknowledgement of complaint redressed from citizens

Complaint Resolution process

Field staff reports to department head on a daily basis

Complaint resolved?

Yes — Compliant form is dispatched to civic centre by Dept Head

No — Dept. Head updates the reasons online; CO checks reasons for complaints

Complaints status updation

details of resolution of complaints

If resolved — if reason for delay is valid and complaint might require longer time to resolve; it is tagged as "not resolved". System sends SMS to citizen and CO mentioning the reasons behind delaying in complaint resolve

If delay due to staff; chief Officer sends a notice to staff

Not resolved

CO can send 3 notices to staff and also suspend

Complaint Tracking and Monitoring Process

- Online tracking by Departmental Head and by Civic Centre Staff and Chief Officer
- The applicant cannot track the status of his/her complaint
- Monthly reports can be generated from the portal. These reports are provided to the Chief Officer for decision making.

પેટલાદ નગરપાલિકા, પેટલાદ.

રિપોર્ટ તા.05/06/2008

અનુ. નંબર	ફોર્મેનું નામ	આજની મળેલ અરજીઓ	આજની નીકાલ થચેલ અરજીઓ	
1	મરણની નોંધ કરવા માટેની અરજી	0	0	
2	જન્મ નોંધ કરવા માટેની અરજી	0	0	
3	વોટર ટેન્ડર ભાડેથી મેળવવા માટેની અરજી	0	0	
4	શબ-વાહિની ભાડેથી મેળવવા માટેની અરજી	0	0	
5	ઍમ્બ્યુલન્સ ભાડે મેળવવા માટેની અરજી	0	0	
6	જન્મ પ્રમાણપત્ર નકલ માટેની અરજી	9	0	
7	મરણ પ્રમાણપત્રની નકલ મેળવવા માટેની અરજી	0	0	
8	ઇંગામી જમીન ભાડેથી મેળવવા માટેની અરજી	0	0	
9	આવકનો દાખલો મેળવવા માટેની અરજી	0	0	
10	રહેઠાણનો દાખલો આપવા બાબત માટેની અરજી	1	0	
11	જનરલ પ્રમાણપત્ર મેળવવા માટેની અરજી	0	0	
12	કુલ વન-ડે	10	0	

Existing PGR System, *telephonic, Petlad*

Complaint Registration

Complaints received telephonically

Civic Centre

Dept. head mobile/ landline

Complaint routing to department and field Staff

Civic Centre Staff gives barcode and routes it to concerned dept.

Complaint is not registered; information routed to field staff

Complaint resolution

Field staff reports to the dept. head

Monitoring

Report Generation

Same process as in civic centre

Included in total complaints

No recording of complaints that are received by the department

Existing PGR System, *manually registering complaints, Petlad*

Manual Register

Complaint Registration	Water Supply → Sewerage and Drainage → Solid Waste Management
Complaint routing to department and field Staff	Complaints routed to dept. head to field staff
Complaint resolution	Yes → Inform back to Dept. head from field staff ; No → If not resolved, complainant either follows up at the civic centre
Monitoring	Same process as in civic centre
Report Generation	Included in total complaints

Water Supply complaints register

Sewerage and Drainage complaints register

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Spatial analysis of complaints, *January, 2012, Petlad*

Complaints Records : 1/1/2012 -31/1/2012

Ward No.	No. of Complaints			
	Water Supply	Sewerage and Drainage	SWM	Total
1	10	0	1	11
2	16	0	1	17
3	3	3	6	12
4	1	0	1	2
5	7	1	5	13
6	7	6	0	13
7	6	11	8	25
8	6	6	2	14
9	6	3	5	14
10	2	0	0	2
11	3	0	1	4
12	7	1	1	9
Total	74	31	31	136
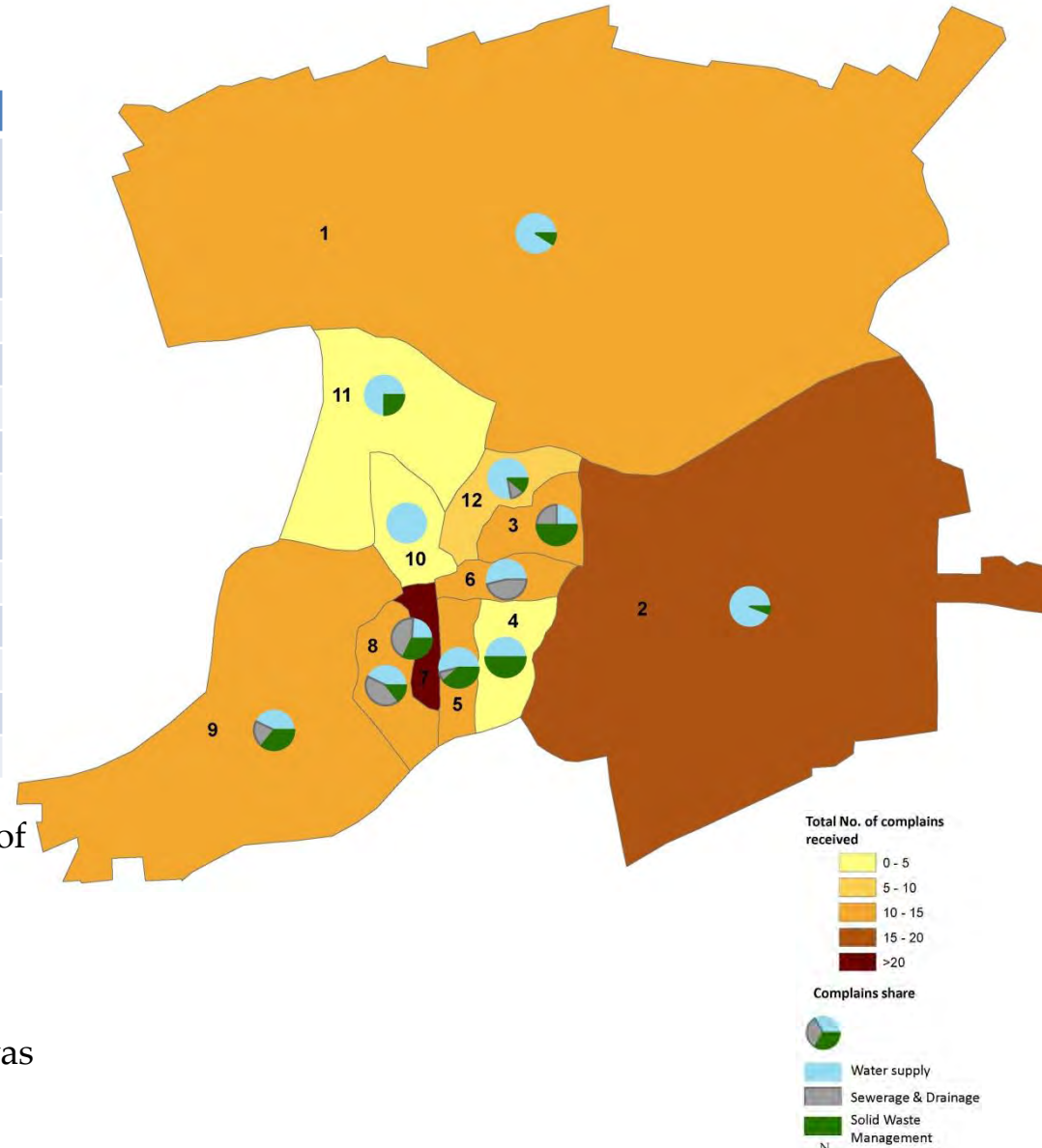
- Since the ULB does not maintain ward-wise analysis of complaints, UMC team mapped complaints received by the ULB based on their addresses.
- Ward no. 7 & 8 have maximum complaints across all sectors.
- Ward no. 2 has maximum water complaints, which was probably due to road digging for laying of underground gas pipe lines.

Total No. of complains received
- 0 - 5
- 5 - 10
- 10 - 15
- 15 - 20
- >20

Complains share

- Water supply
- Sewerage & Drainage
- Solid Waste Management

Observations and Recommendations- PGRS, Petlad

Aspect	Observations	Recommendations
Complaints Registration and Compilation	• There is no compilation of complaints from civic centre and manual registers. • Telephonic complaints received by officials do not get registered. • There is no common phone /helpline no. for telephonic complaints, citizens call civic centre as well as departmental heads. • The manual registers are separate for each department and currently do not have standard formats. • Complaints currently received do not record the administrative wards of the origin of complaint. Hence, ward wise or a water-zone wise analysis is not possible.	• The categories of complaints listed at the civic centre needs to be followed in manual registration systems at all places where complaints are received. • All complaints received at the civic centres should be compiled for reporting and analysis • The ULB could dedicate and advertise a single helpline number for lodging complaints • The complaint details also need to record the administrative ward of the location of complaint so that a ward wise analysis is possible.
Complaint Timing	• The civic centre timings are from 11:00 am -6:00pm. • this is inconvenient for citizens who have to take time-off from work to come to the civic centre	• the civic centre could be opened earlier to facilitate citizens to access the civic centre
Complaint Monitoring	• The reports generated from civic centre are sent to dept. head and the Chief Officer . This report currently contains complaints received only at civic centre. • Currently, checking and supervision of complaints is done by the dept. head only. Pending or repeat complaints are monitored by the Chief Officer, however this is not done systemically.	• An integrated report containing complaints received from all modes should be sent to the dept. head and Chief Officer • The dept. head should monitor status of complaints daily while a weekly status should be collated and sent to the Chief Officer. • An interim reply should be sent (through call /SMS) to citizen regarding the delay of complaints mentioning additional days to resolve • Complaints tracking mechanism should be from both ULB as well as citizen

Observations and Recommendations- PGRS, Petlad

Aspect	Observations	Recommendations
Complaint Escalation	• There is currently, no formal process defined for complaint escalation. The complainant needs to continue following up with the ULB/dept. head for the status. • Citizens said that those who know ULB staff personally only are ensured a fast complaint redressal.	• A system of auto-escalation if the complaint is not resolved within the stipulated timeframe, should be established.
Feedback Mechanism	• Currently, the checking and supervision of complaints is done by dept. head only. The chief officer intervenes only in cases of pending or repeat complaints. • To some extent the complainant gets a SMS about delay in resolving the complaint	• Feedback from citizens should be taken on resolution of complaints. • A standard feedback form should be designed
Other	• The charter only indicates the timeline for days to resolve but does not detail other complaint mechanism like contact details/concerned staff details	• Monthly grievance redressal forum should be organized by ULB to raise awareness among citizens and ULB staff. Departmental head, Chief Officer, Citizen ,Elected ward representation should also attend. Distribution of pamphlets ,poster, signages should be done as extended process • Training should be imparted to ULB staff for effective handling of complaints

5.2 Siddhpur

Siddhpur Municipality, *Profile*

Demography

- Siddhpur is class B Municipality located in Patan district. It is a historical town and was the capital of the Solanki ruler- Siddhraj Jaisingh after whom the town also gets its name.
- Siddhpur has witnessed a declining population growth rate over the past two decades from 6.08% in 1991-2001 decade to 4.72% in 2001-11 decade. The city's decadal growth rate is significantly lower than the state's decadal growth rate of 19.28%.

City Infrastructure

- The city is dependent on both-ground and surface water sources for supplying 5 MLD water. It supplies water daily for 45 minutes. The city's water supply network coverage is 80 %.
- About 91% of the city's households have individual toilets. The city has a partial sewer network which covers about a third of the properties in the city. Large number of toilets are dependent on on-site sanitary disposal system. The city also has open drainage system which covers almost 60% of city area for grey water disposal and also acts as a storm water drainage system.
- The city has achieved more than 90% coverage of door to door collection of solid waste. However there is no segregation and treatment of the waste before its disposal.

ULB Snapshot (2012-13)	
Population	63657
District	Patan
Class size	B
Area (sq.km)	11.76
Households	13183
No. of Wards	12
Slum Pockets	12
Slum Population	6248

Existing Complaints Registration processes			
Civic Centre	Phone	E-mail	Walk-in (municipality / ward office)
	🟠		🟠
Not available	At Municipality office / dept. head	Not available	
	• Complaint does not get registered • Directly communicated to staff		• A common format, different registers for water supply, sewerage and SWM • routed to staff

• The city's citizens' charter is displayed at the municipality office.
• Currently, citizens can lodge a complaint by visiting the municipal office or telephonically at the municipal office or directly calling the department head.
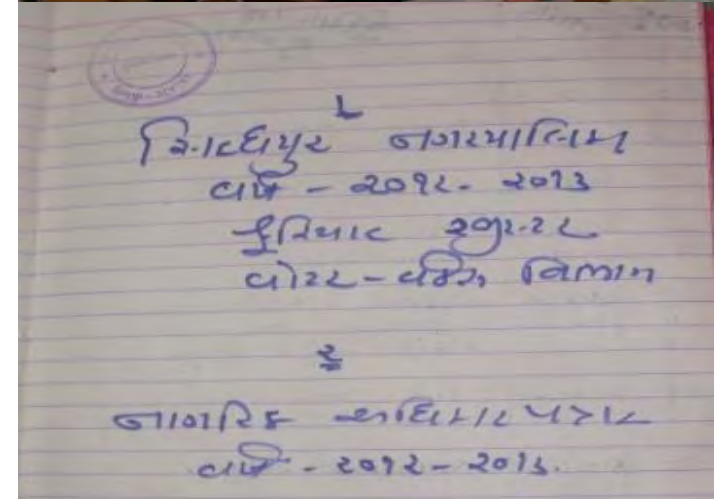
Existing PGR System, *Siddhpur*

walk-in or telephonically to municipal office

No dedicated phone no. for complaints. Citizen calls municipal office or department head.

Complaint Registration

Department wise register for complaints. Uniform format across departments

Department head (No recording)

Complaint routing to department and field Staff

Intimation to department head

instructions to field staff

Yes | No

Complaint resolution

Field staff takes an acknowledgement of complainant in the field register, informs dept. head

Yes

field staff provides reasons for delay; Citizen complains again or gives a reminder call to the ULB

Monitoring

Verification of redressal by dept. head

No escalation of complaint from system, for unresolved complaints, complainant goes to Chief Officer / President

Continued delays in resolving, CO gives 3 notices to staff, could lead to staff being suspended

Report Generation

- Manual counting and monthly compilation of all complaints
- Lack of integration of telephonic complaints into the overall complaint registry process

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Solid Waste Management

Water Supply

Sewerage

Field Registers

Date and Ward no	Society Name And Address	Field Staff Sign	Labour

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Existing PGR System, register and report formats, *Siddhpur*

Common complaint format for registering water supply, sewerage & SWM complaints

Serial No	Date	Applicant Name	Description of Complain	Dispatch Date to Department and Mode of Complaint	Resolution Confirmation sign

Field register for water complaints

Date and Ward no	Society Name And Address	Field Staff Sign	Labour

Field Register for Sewerage complaints

Serial No	Date	Area	Ward No	Citizen sign, Remarks	Driver Sign	Labour Sign

Monthly Report on Complaints

Department	Pending complaints – previous month	Complaints registered - current month	Complaints resolved – Current month	Pending complaints

Observations and Recommendations- PGRS, Siddhpur

Aspect	Observations	Recommendations
Citizens' charter	• Charter has been prepared and displayed at the municipality office • There are no copies available for dissemination. • The charter has not been updated • Complaint codes are shown in the charter corresponding to various type of complaints. But the types of complaints mentioned in the charter are not comprehensive, and needs addition.	• Citizens' charter needs updation; copies should be available at the municipal office for dissemination to citizens • The ULB could initiate an awareness drive on the charter; the citizens charter could be printed in local newspapers • Comprehensive citizens' charter should be prepared.
Complaint registration	• Currently, there is no format for complaint application. Hand written applications are accepted, that sometimes leads to missing information on the complaint issue. A few applications do not mention ward numbers at all. • Since election and administrative wards do not coincide in the city, there is confusion in the ward numbers mentioned in the application. No meaningful ward wise analysis of complaints can thus be conducted. • There are no standardized complaint codes in the manual registers and so compilation of types of complaints within a sector becomes difficult. • There is no dedicated phone / helpline no. for telephonic complaints	• Telephonic complaints to the dept. head should also be registered • Manual register should be redesigned to include "type of complaint", ward number (administrative/ election), mode of receiving the complaint • An estimated complaint resolution timeframe should be given to the citizen at the time of registration • Actual date of resolution of complaint should be mentioned • A standardised list of complaint codes to be prepared and used in registering complaints • Single helpline no. for lodging a complaint

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Observations and Recommendations- PGRS, Siddhpur

Aspect	Observations	Recommendations
Complaints compilation	• Telephonic complaints received by the department head are not compiled in the registers	• Integration of written and telephonic complaints should be done • Dedicating a telephone number for complaints will ensure such integration
Complaint Monitoring, and citizens feedback	• Checking and supervision of complaints is done by the department head only, there is no regime for monitoring • The Chief Officer intervenes only in cases of repeat complaints or those that have been pending for a long time • Currently, there is no established process of providing a feedback to the complainant in case of delays nor is there a system of complaint escalation. • The feedback from complainants is a good method of acknowledging the closure of the complaint, however, these are not compiled nor are used to improve the complaints • No feedback mechanism from citizen against complaints although at field level register ,it gets maintained informally	• Departmental head and Chief Officer should check complaints regularly • An interim reply should be sent (through call /SMS) to citizen mentioning reason for the delay in resolving the complaint and mentioning the timeframe • There should be a formal system for complaint escalation to higher officials, citizen should not be required to follow up on his/her complaint status • Monthly compilation of complaints should be prepared that highlights pending complaints and sectoral and spatial analysis of complaints • Monthly grievance redressal forum could be organized by the municipality to raise awareness on the charter; pamphlets, poster, signages could be designed and disseminated/ displayed in key locations of the city. • Training of ULB staff for effective handling of complaints • The ULB could use the analysis of complaints to improve its delivery of services.

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UMC URBAN MANAGEMENT CENTRE

Spatial analysis of complaints, *April, 2012*

Ward No	No of Complaints for Water Supply	No of Complaints Sewerage and Drainage	No of Complaints Solid Waste Management	Total
1	2	7	0	9
2	1	5	2	8
3	2	20	3	25
4	2	5	4	11
5	0	4	2	6
6	0	5	0	5
7	1	3	1	5
8	1	9	2	12
9	1	3	0	4
10	1	11	0	12
11	0	3	0	3
12	0	4	1	5
Total	11	79	15	105
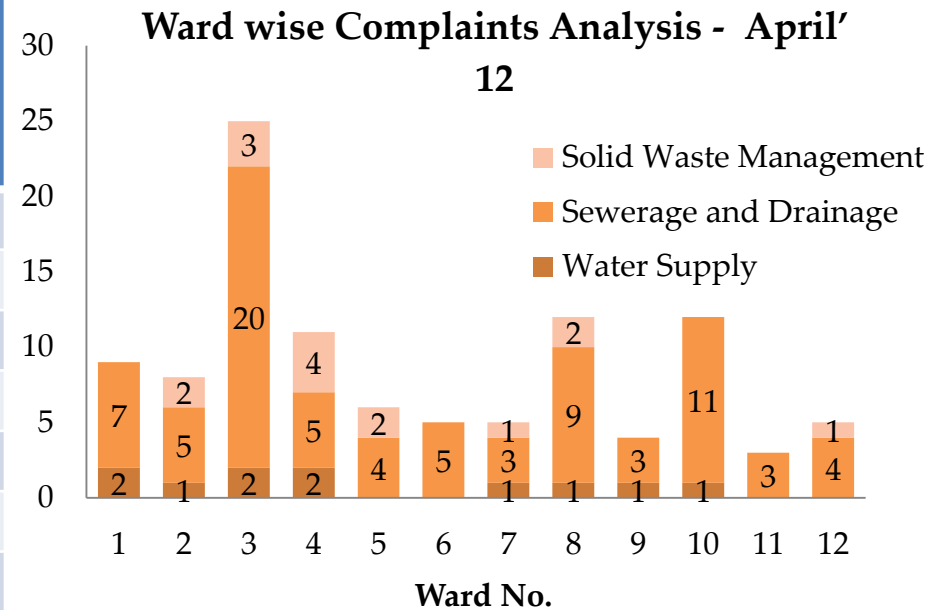
Ward wise Complaints Analysis - April' 12

Legend:
- Solid Waste Management
- Sewerage and Drainage
- Water Supply

Ward No.

- Since the ULB does not maintain ward-wise analysis of complaints, UMC team mapped complaints received by the ULB based on their addresses.
- Three quarters of all complaints received by the municipality were in sewerage and drainage sector
- Maximum complaints received from Ward no. 3 , while least complaints from wards -5, 6, 7, 9, 11, 12

5.3 Summary of Recommendations

The UMC team conducted an extensive assessment of the PGR system in five cities of the state and reviewed leading practices across the country. Based on the assessment, it is recommended that an efficient public grievances redressal system have the following components :

- Improving access points and options for citizens to register complaints -both in terms of modes of registering complaints like telephone/ SMS/ email/ walk-in and also geographical spread and reach. A ULB can chose on the preferred mode of registering complaints depending upon the profile as well as cost implications. Even with multiple access points, all data related to complaints should be collated.
- Registering complaints- all modes should be able to capture basic details like details of the complainant, and details of nature of complaint (Name of complainant, phone number, address, administrative ward number , sector and sub-type of complaint), new or repeat complaint
- Acknowledgment slip- the ULB should provide an acknowledgment slip containing a unique complaint number, complaint lodging date and time; name and number of concerned official, estimated time for resolution of complaint
- Efficient routing of complaint to concerned department and official
- Auto-escalation- in case a complaint does not get resolved within a stipulated time-frame, it should automatically get escalated to a higher official. The number of officials and the time-frame for each official could be decided by each ULB
- Data of status of complaint –whether resolved or pending to be sent from field staff to complaints officer for updation in the system
- Status update of complaint to complainant
- Monitoring and evaluation of complaints- there needs to be a regime of monitoring the status of complaints received and resolved by department heads and the commissioner/ chief officer. The frequency of monitoring could be decided by each ULB.
- Analysis of complaints – a periodic analysis of complaints to identify trends, specific sectoral and spatial issues needs to be undertaken
- Citizens feedback – an acknowledgement from the complainant on the complaints resolution process would help identify issues with the ULB interface and help improve the efficiency of the PGR system.
- Training of ULB staff- for an efficient and a citizen centric PGR system, training would be required in process of grievance redressal processes as well as courteous dealing with citizens and good communication skills.
- Awareness generation- Encouraging complaints by advertising the ULB procedures and making them easy to use.

6. Initiatives towards improvements to PGR system in Gujarat ULBs
6.1 Workshop on Complaints Redressal System and E & M Governance

The objectives of the state level workshop were to share the analysis of Complaint Redressal Systems of five cities & possible interventions required for improvement in public grievance redressal system of ULBs. 15 officials from 8 ULBs attended the workshop.

The assessment of the PGR system in five cities was presented and recommendations were also suggested. There was also a detailed presentation on Rajkot's mobile-governance based complaints system and how the system prompted officials on the status of complaints.

The ULBs accepted the recommendations and showed willingness to make improvements such as a dedicated number for lodging complaints, routing all telephonic complaints made to the officer through the complaints desk.

ULBs also requested for a simple tool such as an excel based complaints monitoring tool for smaller cities and a study tour to learn from Rajkot's mobile governance system.

Rajkot Municipal Corporation also extended support to cities to help in setting similar systems.

6.2 Exposure study tour to Rajkot mobile based complaints system

UMC team facilitated one day exposure visit for selected municipalities to Rajkot Municipal Corporation to study and understand RMC's E-Governance and M-Governance (Mobile Governance) System in which 11 officials from 7 urban local bodies (Wadhvan, Wankaner, Siddhpur, Boriavi, Gondal, Morbi and Himmatnagar) participated.

The objective was to expose visiting officials to the m-governance system and explore the possibility of replicating a sustainable system in their respective ULBs.
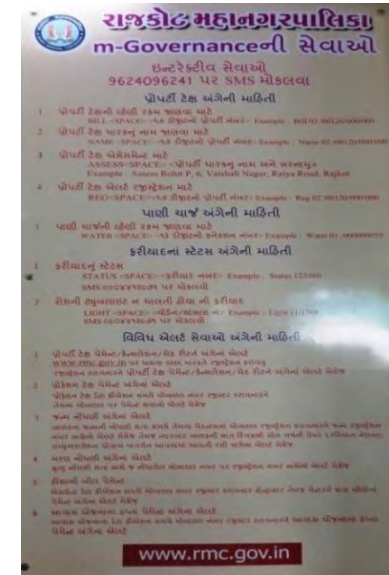
6.3 Developing and supporting use of spreadsheet based complaints monitoring tool

- Based on requests from ULBs, UMC designed and tested a simple spreadsheet based complaints recording tool that would also generate monthly and yearly reports for the chief officer.
- The reports had spatial and sectoral analysis of complaints as well so that the ULBs could use these for improving services. The tool is bilingual and works in English and Gujarati languages.

DATA INPUT

- Ward wise Population
- All Complaints

SYSTEM DERIVED ANALYSIS OF SELECTED SECTORS

- Water supply
- Sewerage and drainage
- Solid waste management
- Storm water drainage
- Street Light

OUTPUT ANALYSIS

- Monthly
- Yearly

RESULTS

- Ward wise analysis
- Sector wise analysis
- Complaint types wise analysis across sectors
- Status of resolved / pending complaints
- Analysis of complaints specifically from slums

The tool is available for download at http://www.umcasia.org/content.php?id=57

1. "City details" sheet contains basic information about the city.

2. Each sector and related complaint types have been assigned a code. 52 complaint types have been developed for water supply (WS), sewerage and drainage (SD),solid waste management (SWM) ,storm water drainage (SWD) and street lighting (SL).

3. Complaint details are to be entered in the complaint input sheet.

4. The report sheet presents the analysis of complaints in printable mode for ULB officials to review and monitor. The report includes graphical and tabular representation of:

   ▪ total complaints received by the ULB

   ▪ ward-wise and sector-wise breakup of complaints

   ▪ sector-wise types of complaints

   ▪ status of resolution of complaints

   ▪ complaints received from slum dwellers

ANALYSIS OF TOTAL COMPLAINTS RECEIVED

Chart 5. Sectorwise complaints ratio / 1000 population
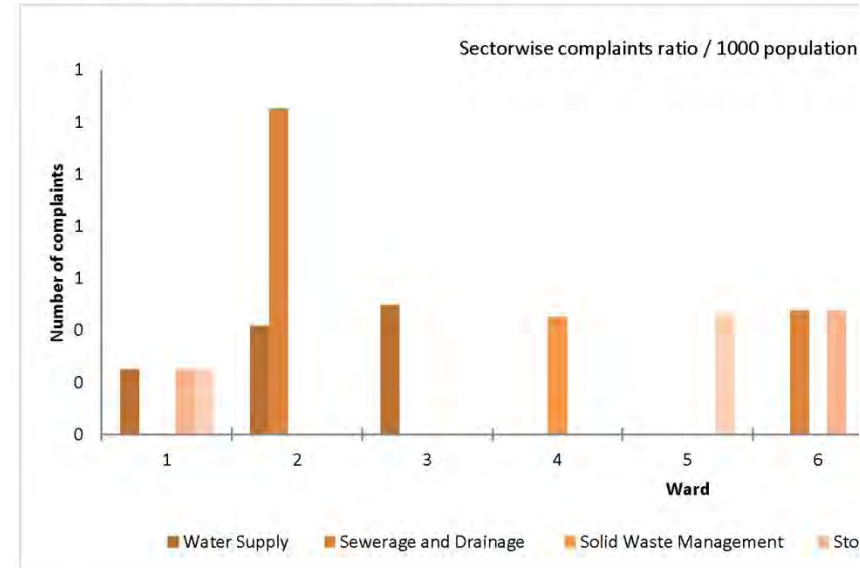
STATUS OF COMPLAINTS - SLUM   August

Table 18. Area wise complaints received

Area wise complaints received	
Slums	12
Non Slums	3
Total	15

Chart 26. Percentage share of complaints in slum & non slum area

Table 19. Typewise & area-wise received complaints

Category	Total Complaints	Water Supply	Sewerage and Drainage	Solid Waste Management	Storm Water Drainage	Street Light
Slums	12	2	4	2	2	2
Non Slums	3	1	1			1
Total	15	3	5	2	2	3

Structure of the Complaints Monitoring tool

Complaints Redressal System,Performance System(PIP)

નગરપાલિકા નું નામ	બોટાદ
વર્ગ	અ
જિલ્લો	ભાવનગર
માસ	એપ્રિલ-13

Sheet 1: City Details

નગરપાલિકાએ ભરવાની વિગતી	
વોર્ડ નંબર	વોર્ડની વસ્તી (વસ્તી ગણતરી 2011 મુજબ)
વોર્ડ 1	4023
વોર્ડ 2	2397
વોર્ડ 3	2017
વોર્ડ 4	2207
વોર્ડ 5	4309
વોર્ડ 6	2109
વોર્ડ 7	2015
વોર્ડ 8	3201
વોર્ડ 9	2309
વોર્ડ 10	
વોર્ડ 11	
વોર્ડ 12	
વોર્ડ 13	
વોર્ડ 14	
વોર્ડ 15	
વોર્ડ 16	
કુલ	24587

This sheet contains basic information of ULBs like number of wards, their population

This sheet is a master sheet that is to be filled by the ULB staff once prior to using the tool.

Sheet 2: Complaint Codes

	Water Supply (1- WS)
2	
	WS 1 - Delay in new connection
3	
	WS 2 - Leakage / Pipe breakage
4	
	WS 3 - Illegal water connection
5	
	WS 4 - Contaminated water
6	
	WS 5 - Problem of turbid water

This tool contains 52 complaint codes across sectors and related sub-types. The sectors covered in this tool include water supply, sewerage and drainage, solid waste management, storm water drainage and street light

Sheet 3: Input Sheet

	બોટાદ નગર સેવાસદન												
	કોમ્પ્યુટર ફરિયાદનું રજિસ્ટર										ઓગસ્ટ- 2013		
											આંતરિક હેતુસર		
ક્રમાંક નંબર	ફરિયાદની તારીખ (mm/dd/yr)	ફરિયાદીનું નામ	સરનામું	ફોન નંબર	વિસ્તાર	વોર્ડ નંબર	ફરિયાદ નોંધાવાની રીત	ફરિયાદની વિભાગ	ફરિયાદની વિગત	ફરિયાદ સંબંધિત વિભાગને રવાનાની તારીખ (mm/dd/yr)	ફરિયાદ નીકલની તારીખ (mm/dd/yr)	બાકી રહેવાનાકાર ણો	નોંધ
					ઝૂંપડપટ્ટી વિસ્તાર-૧		વ્યક્તિગત રીતે-૧	૧. પાણી પુરવઠા					પુરૂ - ૧
					ઝૂંપડપટ્ટી સિવાયનો વિસ્તાર- ૨		ટેલિફોનવડે-૨	૨. ગટર અને ગંદુ પાણી					બાકી - ૨
							લેખિત- 3	૩. ઘન કચરાની વ્યવસ્થા					અન્ય- ૩
							ઈમેલ- ૪	૪. વરસાદી પાણીનો					
							ફેક્સ- ૫	પ. સ્ટ્રીટ લાઈટ					
							મોબાઈલ SMS - ૬	૬. બાંધકામ					
							અન્ય-૭	૭. રસ્તા					
								૮. આરોગ્ય					
								૯. મિલ્કત વેરા					
								૧૦. અન્ય					
1	12-Apr-13	hansmukh	pitam pura	9890340688	1	2	1	1	WS 4	12-Apr-13	12-Apr-13		1

This is the main input sheet to enter complaints received by the ULB. There are separate sheets for each month. The data entry is based on multiple numerical options to ease data input and to reduce typographical errors.

The monthly report on complaints gets automatically generated once data is filled in the **"input sheet"**.

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Sheet 4: contents of the report   Sheet 5: Monthly Analysis

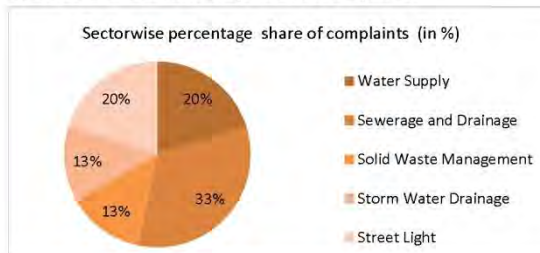This sheet details out the contents of the monthly and yearly report on complaints.

Monthwise Complaints Report - Content	
Sl. No.	**Overall Complaints Details**
1	Total complaints - wardwise and sectorwise
2	Sectorwise percentage share of total complaints
3	Overall status of resolution of total complaints
4	Complaints ratio / 1000 population- wardwise
5	Complaints ratio / 1000 population- sectorwise
	Slum Details
6	Total no. of complaints and percentage share of complaints - slums
7	Sectorwise complaints - slums and non slums
8	Percentage share of sectorwise complaints - slums
	Sectorwise Complaints Details
9	Total wardwise complaints - water supply
10	Percentage share of complaints type -water supply
11	Wardwise complaints type -water supply
12	Status of resolution of complaints -water supply
13	Total wardwise complaints - sewerage and drainage
14	Percentage share of complaints type -sewerage and drainage
15	Wardwise complaints type - sewerage and drainage
16	Status of resolution of complaints - sewerage and drainage
17	Total wardwise complaints - solid waste management
18	Percentage share of complaints type - solid waste management
19	Wardwise complaints type -water supply - solid waste management
20	Status of resolution of complaints - solid waste management
21	Total wardwise complaints - storm water drainage
22	Percentage share of complaints type -storm water drainage
23	Wardwise complaints type - storm water drainage
24	Status of resolution of complaints - storm water drainage
25	Total wardwise complaints - street light
26	Percentage share of complaints type -street light
27	Wardwise complaints type - street light
28	Status of resolution of complaints - street light

This sheet contains the monthly report of complaints of various sectors. The report is auto-generated and is in the form of tables and charts.

It has sectoral and spatial analysis indicating wards and sectors and sub-types that receive more complaints. For example, high number of complaints of contaminated water from a particular ward

The tool enables the analysis on complaint related to water, Sewerage, SWM, Storm water & Street light only. ULBs will get sector-wise, ward-wise , city and slum wise analysis of the complaints registered.

Name of Municipality: Boriyavi
Class Size: D
District: Anand

Please select month → August 2013-14

ANALYSIS OF TOTAL COMPLAINTS RECEIVED

Table 1. Wardwise and Sectorwise Complaints

Ward No.	Total Complaints	Water Supply	Sewerage and Drainage	Solid Waste Management	Storm Water Drainage	Street Light
1	3	1			1	1
2	4	1	3			
3	1	1				
4	1			1		
5	2					2
6	2		1		1	
7	2		1	1		
8						
9						
Total	15	3	5	2	2	3

Total no of complaints in month	15

Ward-wise total complaints received

Chart 2. Sectorwise percentage share of complaints

Sectorwise percentage share of complaints (in %)
- Water Supply 20%
- Sewerage and Drainage 20%
- Solid Waste Management 33%
- Storm Water Drainage 13%
- Street Light 13%

Chart 3. Status of Complaint redressal

Status of complaints redressal (in %)
- Done 73%
- Pending 20%
- Others 7%
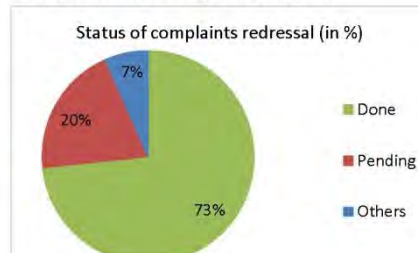
Structure of the Complaints Monitoring tool

Sheet 5: Monthly Analysis- equity

Separate analysis for complaints redressal for slums can also be generated

SEWERAGE AND DRAINAGE	August

Chart 10. Wardwise Sewerage & Drainage Complaints received

Total no. of sewerage and drainage complaints in	5

Ward wise Sewerage & Drainage Complaints received

STATUS OF COMPLAINTS - SLUM	August

Table 18. Area wise complaints received

Area wise complaints received	
Slums	12
Non Slums	3
Total	15

Chart 26. Percentage share of complaints in slum & non slum area

Percentage share of Complaints in slums & non slum areas
- Slums 80%
- Non Slums 20%

Table 8. Type-wise sewerage and drainage complaints received

Type-wise sewerage and drainage complaints received	Complaints (In no.)
Delay in new connection	
Pipe break	1
Blockage / Overflow of sewer lines	1
Discharge of untreated sewage in open place	2
Discharge of untreated sewage in storm water drainage	1
Discharge of untreated sewage in water bodies	
Broken or missing manhole cover	
Delay in Soakpit / septic tank cleaning	
Unclean public toilet	
Non supply of water in public toiltet	
Issues related to building condition, doors, fixtures, electrical fixtures in public toilet	
Issues related to timimg of public toilet	
Complaint about illegal connection	
Delay in requested service	
Total	5

Chart 11. Type-wise Percentage share of sewerage and drainage complaints

Percentage share of Complaints types - Sewerage and Drainage
- Delay in new connection
- Pipe break
- Blockage / Overflow of sewer lines
- Discharge of untreated sewage in open place
- Discharge of untreated sewage in storm water drainage
- Discharge of untreated sewage in water bodies
- Broken or missing manhole cover
- Delay in Soakpit / septic tank cleaning
- Unclean public toilet
- Non supply of water in public toiltet
- Issues related to building condition, doors, fixtures, electrical fixtures in public toilet

Table 19. Typewise & area-wise received complaints

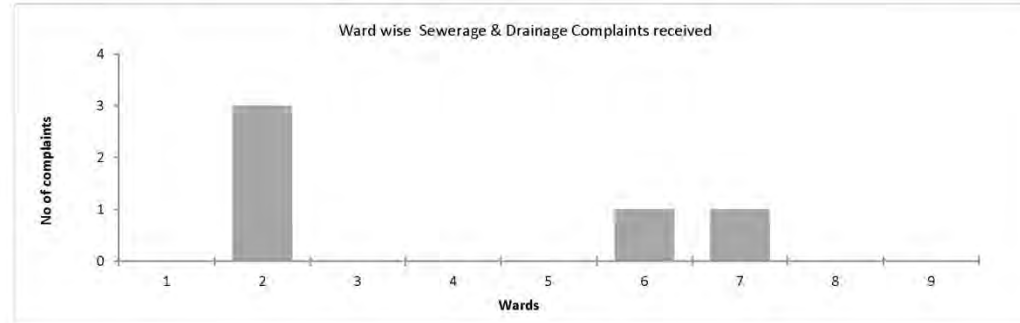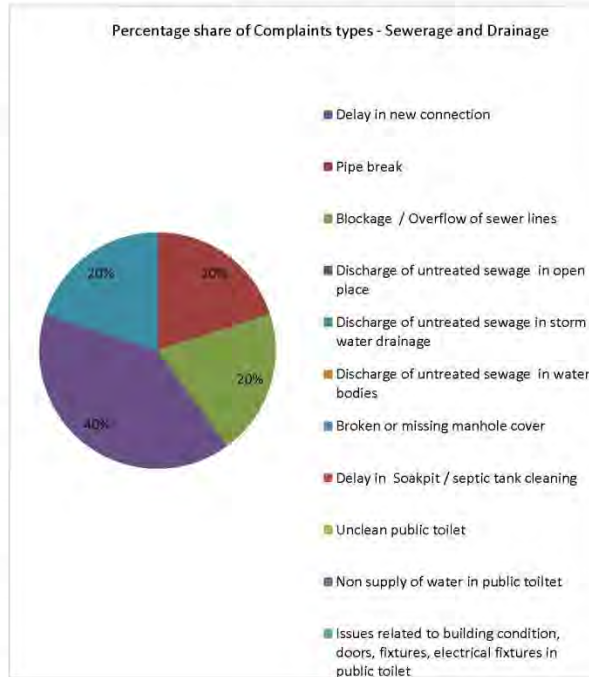| Category	Total Complaints	Water Supply	Sewerage and Drainage	Solid Waste Management	Storm Water Drainage	Street Light
Slums	12	2	4	2	2	2
Non Slums	3	1	1			1
Total	15	3	5	2	2	3

Chart 27. Areawise complaints received

Areawise complaints received
- Slums
- Non Slums

Chart 28. Percentage share of complaints received - Areawise

Percentage share of complaints received - Areawise
- Water Supply
- Sewerage and Drainage
- Solid Waste Management
- Storm Water Drainage
- Street Light

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UMC URBAN MANAGEMENT CENTRE

Handholding ULBs to use the Complaints Monitoring tool

Training on Usage of Complaints Monitoring Tool

- ULBs that showed interest to use the excel tool have been provided training. Staff of Boriyavi (Class D), Mansa (Class C), Prantij (Class C) municipalities used the model for a few months. The Gujarati interface makes it easy for cities to enter data and generate reports.

- A district level workshop was held in Bhavnagar where cities of Botad, Gadhda, Gariyadhar, Mahuva, Palitana, Sihore, Talaja & Vallabhipur participated and expressed willingness to use the tool.

7. Way Forward

An efficient grievance redressal system provides a bridge for citizens to engage with the urban local body.

PGR systems for five cities have been assessed and the team has made recommendations for improvements to these existing systems.

To provide support to smaller cities, a simple excel based tool has also been prepared and shared with ULBs. A model charter for cities is being prepared and will be shared with all ULBs of the state. This charter could be adapted by each ULB as per their own context.

The e-nagar initiative of the state government and e-governance initiative of the MoUD could provide the opportunity for ULBs to build in robust IT enabled grievance redressal system. Such a system will help to not only capture complaints and analysis and reporting but will also lead to a robust back-end process.

We will continue to provide handholding support to ULBs of the state in making these improvements.