

Assessment of Grievance Redressal System in Patna City, Bihar

Patna, Bihar

Submitted To:
Aga Khan Foundation

FINISH Society
www.finishsociety.org

TABLE OF CONTENTS

LIST OF FIGURES & TABLES	2
ABBREVIATIONS	3
ACKNOWLEDGEMENT	4
1. INTRODUCTION.....	5
2. RATIONALE.....	5
3. RESEARCH NEED & OBJECTIVE.....	6
4. RESEARCH METHODOLOGY	7
4.1. Sampling Methodology	7
4.2. Data Collection	8
5. ASSESSMENT OF CURRENT STATUS OF GREIVANCE REDRESSAL SYSTEM IN BIHAR.....	9
5.1. Grievance Redressal System in Bihar.....	9
Existing CGRC System: How it Works.....	9
Main Complain Categories	10
Modes of logging complain at CGRC Website:	10
Framework for Online Complaint Filing as per CGRC Portal	11
.....	11
5.2. Current Status of Grievance Handling.....	13
5.3. Assessment of Grievance Redressal at ULB Level:	13
Grievance Handling Status-Danapur	13
Grievance Handling Status-Khagaul.....	13
Grievance Handling Status-Phulwarisharif.....	14
5.4. Summary of Key Findings from Household Survey.....	14
5.5. Findings from Interviews with ULB and CGRC, Patna	19
6. CONCLUSION	20
7. ENABLING A ROBUST, RESPONSIVE & RELIABLE GREIVANCE REDRESSAL SYSTEM	22
7.1. Framework for an Efficient Grievance redressal System in Bihar	22
7.2. Good Practices for Administrative Service Providers.....	24
7.3. Recommendations for Way Forward.....	24
ANNEXURE 1: HOUSEHOLDS COVERED WARD WISE	26

LIST OF FIGURES & TABLES

Figure 1: Waste Disposal Site, Patna	6
Figure 2: Research Design	8
Figure 3: CGRC Complaint Categories	10
Figure 4: Process Flow of Online Complaint Registering.....	11
Figure 5: CGRC Mobile App, Complaint Submission Response	11
Figure 6: Copy of a Written Complaint Submitted Manually	12
Figure 7: Ownership of House	14
Figure 8: Type of House	14
Figure 9: Availability of Solid Waste Collection	15
Figure 10: Solid Waste Disposal Practice for HHs without Doorstep Waste Collection Service	15
Figure 11: Location of Waste Collection.....	16
Figure 12: Availability of Partition in Collection Vehicle	17
Figure 13: Main Challenges Faced Regarding Solid Waste Collection.....	17
Figure 14: Citizen's Feedback on Solid Waste Collection ULB Wise.....	18
Figure 15: Complaint Categories	18
Figure 16: Suggestions for the Grievance Redressal System	19
Figure 17 : Grievance Redressal Process	20
Figure 18: Framework of an Effective Grievance Redressal System.....	21
Table 1: Overview of CGRC, Bihar	9
Table 2: Modes of Registering Complaints.....	10
Table 3: Category Wise Complaints on CGRC, Bihar (1st Jan to 23rd Oct, 2020).....	13
Table 4: ULB-Wise Waste Collection Frequency.....	15
Table 5: Location of Waste Collection-ULB Wise	16
Table 6: Source Segregation Practice	16
Table 7: ULB Wise Challenges Faced Related to Solid Waste Collection.....	17

ABBREVIATIONS

GRS- Grievance Redressal System

SWM-Solid Waste Management

ULB-Urban Local Body

MSWM- Municipal Solid Waste Management

MSWMP- Municipal Solid Waste Management Plan

AKF-Aga Khan Foundation

EU-European Union

CPCB-Central Pollution Control Board

CGRC- Central Grievance Redressal Cell

ACKNOWLEDGEMENT

This research was supported by Aga Khan Foundation. We thank our colleagues from Aga Khan Foundation, Bihar office for providing their insights that greatly assisted the study.

We would also like to express our gratitude to the surveyors for conducting the surveys efficiently and timely. We thank our colleagues from the research team of FINISH Society for their inputs and support. The report tries to draw findings from a limited sample and the conclusions of this study are based accordingly.

Author,
FINISH Society

1. INTRODUCTION

Human activities create waste, which include biodegradable waste, electrical and electronic waste, composite waste such as clothing, hazardous waste (paints, spray, and chemicals), and medical waste. The ways these wastes are handled, stored, collected, and disposed of can pose risks to the environment and to public health.

Solid waste consists of all unwanted solid organic and inorganic materials and municipal solid waste refers to the solid wastes generated from houses, streets, public and commercial places whose management is the responsibility of municipal or local government. Growing population and urbanization have led to consumerism and significant rise in municipal solid waste generation in India in last few decades. According to the 2011 census, 31% of the Indian population were living in cities and it is estimated to be 50% by 2050. The total municipal solid waste (MSW) generated in India has been estimated at 1,43,449 tons per day (TPD)¹ in the year 2014-15. Only 80% of the MSW was collected and merely 22% was treated.

Municipal Solid Waste Management (MSWM) is collection, transfer, treatment, recovery and disposal of waste in an environmentally safe manner. The failure of municipal solid waste management can result in serious health problems and environmental degradation. Because of inadequate collection services, uncollected waste is dumped indiscriminately in the open or in drains. Furthermore, even the collected waste most often goes untreated and disposed in insanitary dumpsites or burned openly. Both have severe environmental and health impacts including pollution of water resources and air.

Improper management of solid waste also leads to climate change as organic matters release gases like methane, carbon dioxide, nitrous oxide when they decompose in an oxygen-free environment. Solid waste management (SWM) includes all activities that seek to minimize health, environmental, and aesthetic impacts of solid waste by managing waste effectively. With rapidly urbanizing cities in India, problems and issues of municipal solid waste management (MSWM) are of immediate importance.

2. RATIONALE

Patna, the capital city is one of the fastest growing cities in the state of Bihar. Inhabiting 1.68 million people as per the census 2011 data, the city generates 644 tonnes² of solid waste per day. Out of this around 90 percent of solid waste is collected and most of it gets disposed in the landfill site in Ramachak Bairyia. In the absence of adequate resource recovery, the waste is polluting the ground water, causes bad smell and high degree of discomfort for nearby population.

In a baseline assessment conducted by Aga Khan Foundation, no recycling or reuse of waste was found. Recovery to some extent was happening by unorganised waste pickers. The assessment also revealed that the workers involved in solid waste management lack required knowledge & capacity and ULBs have minimum citizen participation. Due to lack of awareness amongst waste generators, no segregation at source was happening and indiscriminate disposal of waste was rampant.

¹ Central Pollution Control Board (CPCB)

² <https://www.cseindia.org/patna-municipal-corporation-8292>

The problem of solid waste management in Patna city in Bihar can be addressed by developing a robust, sustainable and environmentally viable model with proper governance mechanism by urban local bodies. The governance framework must include a proper public grievance handling system which encourages and addresses active public participation for an accountable and transparent solid waste management system.



Figure 1: Waste Disposal Site, Patna

With this objective, AKF (India), supported by the European Union is currently implementing a five-year Programme on Solid Waste Management in peri-urban areas of Patna city with an objective to improve the governance of Urban Local Bodies (ULBs) to enable effective solid waste management (SWM) services. The intervention is under implementation in three Nagar Parishad of Patna district-Khagaul, Phulwarisharif and Danapur City and is expected to achieve following results:

- i. Improved capacity among ULBs for effective delivery of SWM services
- ii. Development of a robust, sustainable and environmentally viable model for effective solid waste management in urban and peri-urban areas; and
- iii. Increased citizen participation around planning and community monitoring of SWM.

One of the key objectives of the program is to enable an efficient public grievance redressal system that provides a platform the citizens to actively engage and participate with the ULBs in co-creating an effective solid waste management delivery system.

3. RESEARCH NEED & OBJECTIVE

An efficient grievance redressal system needs to be quick, user-friendly and responsive and is an indication of accountable governance. The baseline assessment reflected that 94% respondents were not aware about any monitoring mechanism for SWM. There were no robust and multi-channel grievance redressal mechanism in all the three ULBs. Very few residents were raising informal complaints are through applications, by directly calling the ULB officials and through the social media platform, as well as helpline number in Phulwarisharif case.

In order to achieve the project objectives, especially in developing a robust citizen participation system, a detailed assessment on the existing grievance redressal system in the 3 ULBs in Patna for Solid Waste Management in Patna is undertaken by FINISH Society for AKF. The assessment aimed to develop a framework to improve the existing or to introduce a new system to ensure “efficiency in redressal of complaints” with help from its findings.

Detailed objectives of this assessment were:

- i. To assess the existing grievance redressal system (GRS) at ULB level and suggest an appropriate approach to strengthen the existing system to make it more user-friendly.
- ii. To analyze the process and efficiency of the complaints raised and its handling and addressal by the ULB.
- iii. To propose a framework for strengthening and setting up an improved grievance redressal system for three ULBs in Patna.

4. RESEARCH METHODOLOGY

The assessment for supporting ULB authorities for accountable, responsive and transparent systems of grievance redressal for solid waste management in the chosen wards of Patna in Bihar will include an in-depth understanding of the existing system and suggest an improved framework with insights from the assessment. The assessment followed a descriptive research design using both qualitative and quantitative assessment. Primary data collection was done with semi-structured interviews at both household and ULB level along with review of the existing policies, processes, systems of grievance redressal in Patna.

Scope of the Assessment: The survey covered 3 ULBs of Patna City:

- 1) Danapur
- 2) Khagaul
- 3) Phulwarisharif

4.1. Sampling Methodology

Responses were collected from at both user (households) and service authority level (Government) with a semi-structured questionnaire finalized with inputs from AKF Patna team. Households samples were collected through clustered random sampling covering randomly selected households from each ULB. Interviews with Government and ULB officials at state level and ULB level was done with judgement sampling by interviewing respondents in the concerned department.

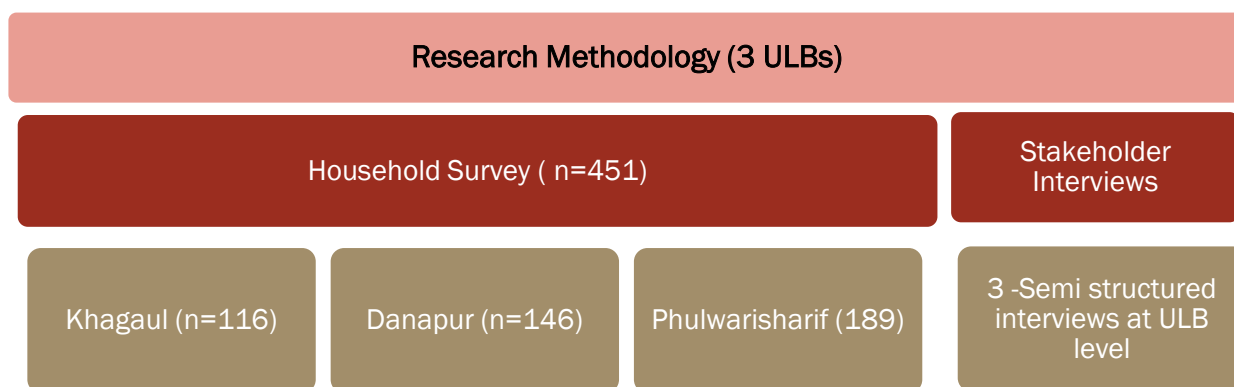


Figure 2: Research Design

Respondent groups	Sampling Methodology	Survey Tool
Households	Clustered Random Sampling	Structured interviews and direct observations
Key Stakeholders	Purposive Sampling	Semi-structured interviews

4.2. Data Collection

Data collection was done by a team of 2 enumerators through a mobile data collection app (digital platform) having a pre-designed questionnaire to ensure quality of data and timely completion. Households were selected with clustered random sampling by choosing households randomly from as many wards as possible. Within the wards, 5-10 households were selected randomly within from a central point with an interval of every 10 household. As field data collection was limited to 3 ULBs and selected households, a detailed analysis of grievance handling with help from the secondary data was also conducted.

Below is the summary of total wards and households covered from 3 ULBs during the household survey.

Sr No.	ULB	Total Number of Wards	Total Number of Wards Covered	Total Number of Households Covered
1	Danapur	40	18	146
2	Khagaul	27	14	116
3	Phulwarisharif	28	17	189
	Total	95	49	451

5. ASSESSMENT OF CURRENT STATUS OF GREIVANCE REDRESSAL SYSTEM IN BIHAR

5.1. Grievance Redressal System in Bihar

Grievance redressal is the process of receiving complaints from citizens and consumers and addressing it. With all the other functions performed by urban local bodies Grievance redressal is an important function of an effective responsive and transparent municipal body. The basic purpose behind a proper grievance redressal mechanism is to provide a platform to the citizens to lodge there complains related to the various services given by municipal bodies to the citizens. It gives a flatform and ability to citizens to voice their complains and give feedbacks on various services rendered by ULBs and bridges the communication gap between citizens and municipal bodies in a timely and transparent manner.

It also serves as the means to measure the efficiency and effectiveness of municipal bodies as it provides important feedback to ULBs on the working of administration. The massive growth in urban population has increased the importance of strengthening urban local bodies to deliver the desired service to the citizens which in turn will improve the living conditions of the citizens.

At present there is a centralized grievance redressal system in Bihar called as Central Grievance Redressal Cell³ (CGRC) to address grievances from 139 ULBs in Bihar. CGRC was established by the Urban Development and Housing Department to bring transparency in governance through use of Information Technology and Communication (ICT).

In addition, the cell also provides information and feedback to the municipal bodies. The system allows tracking of the status of grievance with the action taking authority and automatically escalates the complaint to the senior authority (Escalation Authorities) in case the problem is not solved within the prescribed time limit. CGRC also provided MIS for administrators to monitor the performance of their offices and officers. Below table summarizes the key features of existing CGRC cell in Bihar followed by detailed framework of its functioning.

Table 1: Overview of CGRC, Bihar

Channels of registering complains	Voice, Online, Fax and Letter
Operating time of system	24X7 (12 hrs X 6 days-Call center, remaining hours through- IVRS)
Centralized Number For 139 ULBs	0612-3095555
Operating Time of CGRC call center	8 am – 8 pm (12 hrs X 6 days)
Language used for complain	Hindi and English

Existing CGRC System: How it Works

- Citizens Calls to Call center.
- CCE translates the grievance of the citizen to a particular complaint type configured by the system.
- With respect to the complaint type the Receiving Authority receives an instant SMS about the complaint after the complaint registration (Ticket Number from of GP on Complaint Type) and also receives a fax.

³ <http://www.nagarseva.in/>

- If solved within the stipulated time period, the status of the grievance is updated either through CGRC or call centre executive.
- If not solved, it is escalated to 1st Escalation Authority through system generated fax and email.
- If solved within the stipulated time period, status is updated either through CGRC or call centre executive.
- If not solved, it is escalated to the 2nd and 3rd Escalation Authority through system generated fax and email.
- When solved, the status is updated either through CGRC or call centre executive.

Main Complain Categories



Figure 3: CGRC Complaint Categories

Modes of logging complain at CGRC Website:

The current system shows multiple modes available for registering complaints, following table presents different modes through which grievances can be registered and feedback on their current status.

Table 2: Modes of Registering Complaints

Sr. No.	Mode	Remarks
1	Through call on CGCR Helpline number on 0612-3095555/ 1800 214554	Published on nagar seva website
2	Through Fax to a unique number	Not available on the nagar seva helpline website
3	Through mail on a unique mail ID (cgrc.udhd@gmail.com)	Given on the nagar seva website on page-contact us
4	Through CGCR portal	Home page on nagar seva helpline portal but not
5	Through letters	Address given on nagar seva website on page-contact us

Framework for Online Complaint Filing as per CGRC Portal

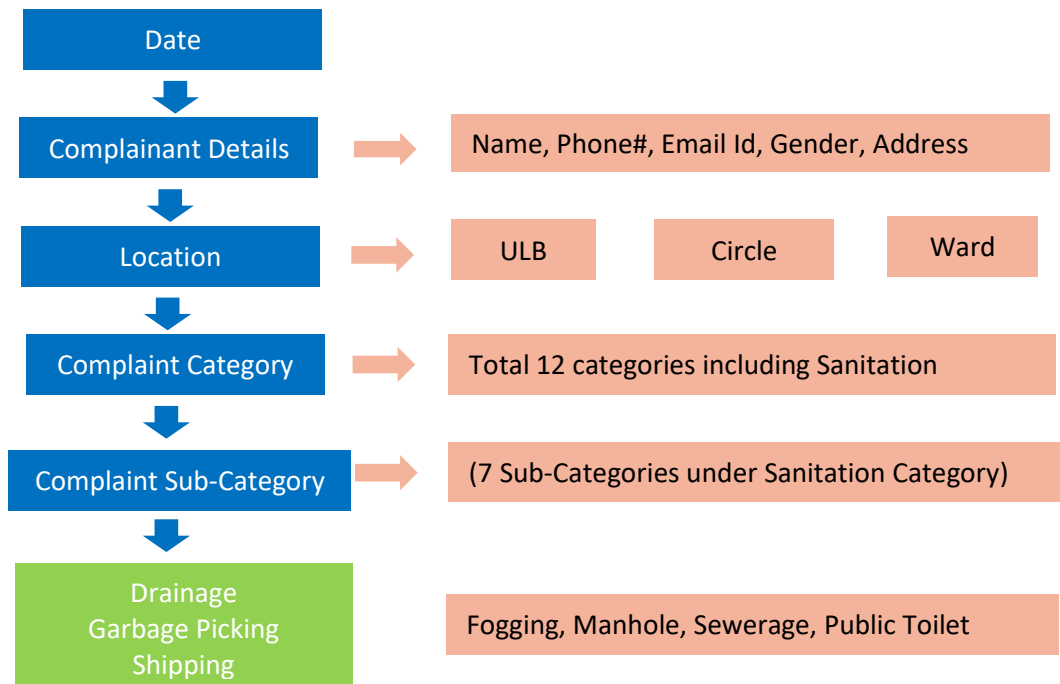


Figure 4: Process Flow of Online Complaint Registering

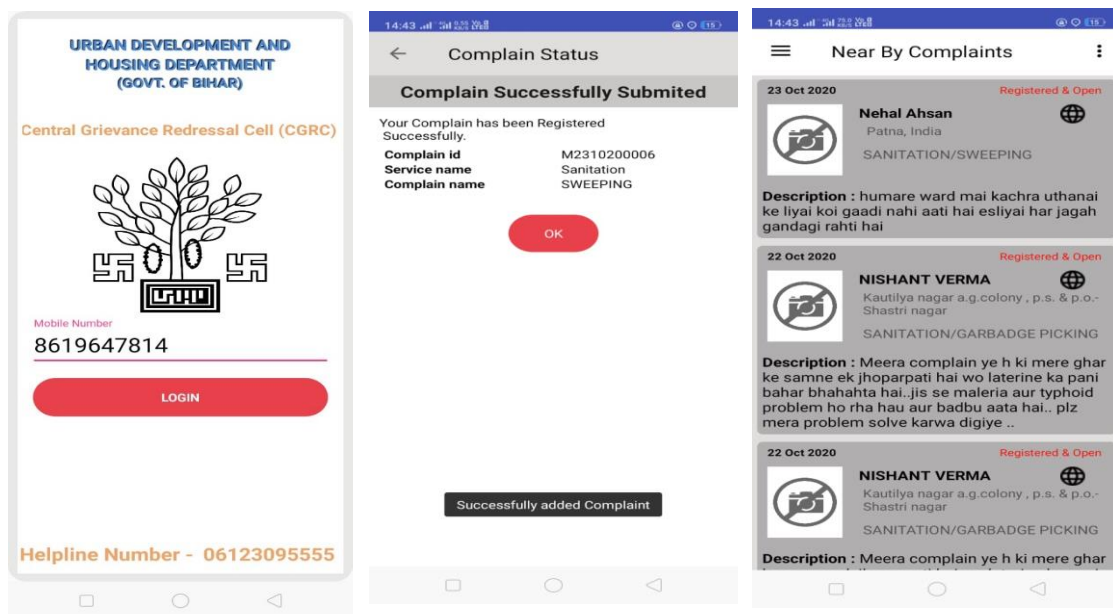


Figure 5: CGRC Mobile App, Complaint Submission Response

5.2. Current Status of Grievance Handling

Presently having a system of lodging and processing complains, the number of complaints registered at CGRC from 139 ULBs is very low compared to the huge population. This year from January 2020 to 23rd October 2020⁴ around 1730 complaints have been registered with the CGRC and all of them appear pending as per the CGRC status report. Below table represents category wise complaints raised this year. It is noteworthy that sanitation category has recorded highest number of complaints.

Table 3: Category Wise Complaints on CGRC, Bihar (1st Jan to 23rd Oct, 2020)

Sr. No.	Service Type	Total Received	Total Solved	Total Pending	% Share
1	Animals Biting/Roaming	27	0	27	2%
2	Bpl-Card Related	18	0	18	1%
3	Dead Animals	66	0	66	4%
4	Employee Grievance	10	0	10	1%
5	Encroachment	148	0	148	9%
6	Engineering Related	114	0	114	7%
7	Planning & Development	124	0	124	7%
8	Regarding Birth/Death Certificate	98	0	98	6%
9	Regarding Street Light	176	0	176	10%
10	Regarding Tax Evaluation	177	0	177	10%
11	Sanitation	643	0	643	37%
12	Water Supply	129	0	129	7%
	TOTAL	1730	0	1730	

The escalation wise grievance report reflects level of escalation for all service types but all complaints are seen as unsolved.

5.3. Assessment of Grievance Redressal at ULB Level:

Grievance Handling Status-Danapur

It is estimated that Danapur generates about 21 tonnes of garbage per day. About 81 percent of the waste generated is collected while the rest is unattended. The town has no organized system for solid waste management. It is estimated that the town will generate 87 MT garbage by 2030. Total 163 complaints logged can be seen on the CGRC website but none of them appears to be resolved.

Grievance Handling Status-Khagaul

It is estimated that Khagaul generates about 10.4 tonnes of garbage per day. About 76 percent of the waste generated is collected while the rest is unattended. In Khagaul, the collection efficiency is average while the level of participation from citizen/citizen forums/welfare association in municipal affairs is extremely low. (City Development Plan, 2010-30). Thus, as a result, in the last

⁴ <http://www.nagarseva.in/Website/ComplaintTypeWiseGrivenceRept.aspx?GL=reports>

year only 9 complaints were registered, and in this year till date, again there are only 9 registered complaints, out of which none has been resolved. Only 9 complaints have been registered on CGRC this year starting from January and none of them are attended.

Grievance Handling Status-Phulwarisharif

It is estimated that Phulwarisharif generates about 10.6 tonnes of waste per day. Phulwarisharif shows the best coverage with respect to solid waste collection and about 82 percent of the waste generated is collected as observed in the study. There is no designated dumping site and garbage is dumped at all available places in the town leading to foul smell, unhygienic conditions and mosquito breeding. The collection efficiency of solid waste and the level of participation from citizen/citizen forums/welfare Association in municipal affairs is extremely low. (City Development Plan, 2010-30). In the year 20, 38 complaints were registered through the CGRC and only 26 are registered from 01-01-2020 till date. However, as found in other ULBs too none of the complaints were resolved.

5.4. Summary of Key Findings from Household Survey

1) General Profile of Respondents:

Most of the households surveyed were multistorey apartments (n=242) and 84% respondents owned the house.

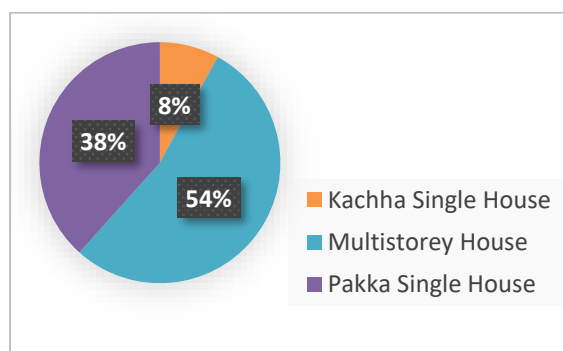


Figure 8: Type of House

ULB	Kachha Single House	Multistorey House	Pakka Single House	Grand Total
Danapur	6	79	61	146
Khagaul	14	60	42	116
Phulwarisharif	16	103	70	189
Grand Total	36	242	173	451

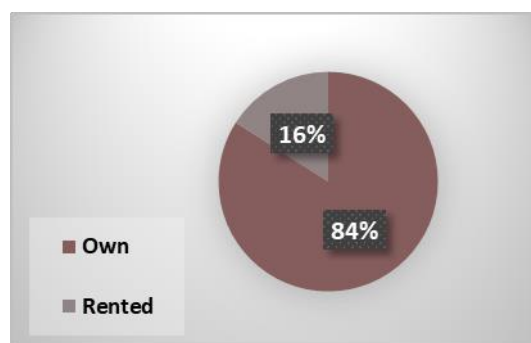
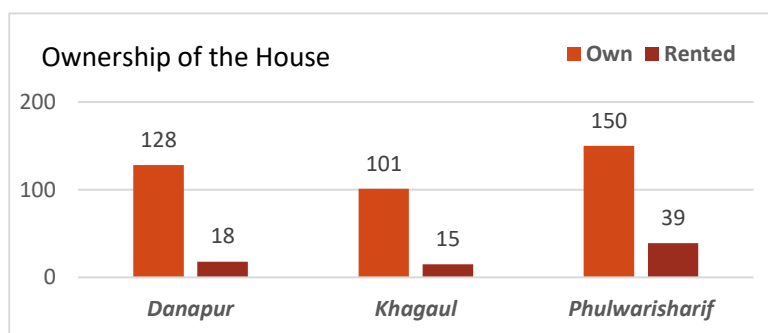


Figure 7: Ownership of House



2) Solid Waste Collection:

Average solid waste generated was observed as 560 gms per household. 76% households reported having a door to door solid waste collection service. While Phulwarisharif reported highest waste collection percentage (82%), only 69% households reported having a waste collection facility in Danapur. Khagaul has 76% households connected with solid waste collection service. For the households with door to door waste collection facility, 78% reported a daily waste collection service available. Rest 42% reported waste collected every 3 days followed by 32% with alternate day waste collection.

In 97 percent of the HHs, waste was getting collected during the lockdown phase. Only 3 percent of the HHs where waste was not getting collected during lockdown, fell under the Phulwarisharif ward.

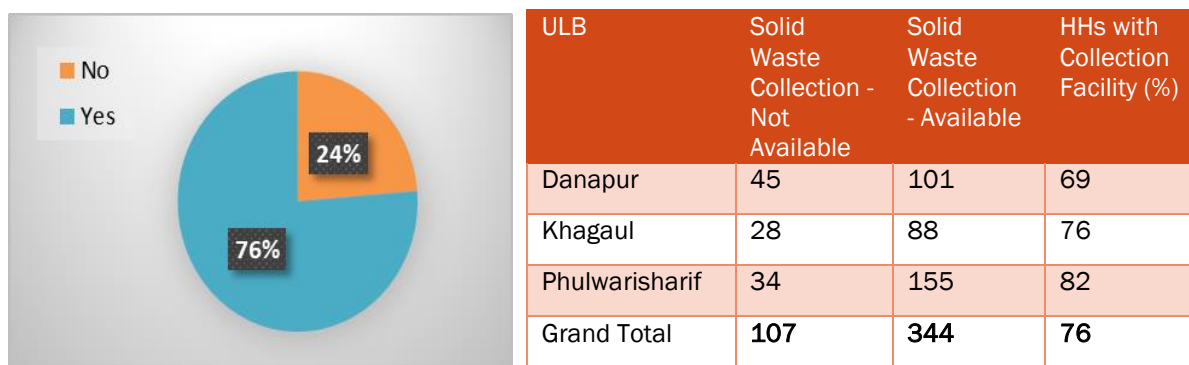


Figure 9: Availability of Solid Waste Collection

Table 4: ULB-Wise Waste Collection Frequency

ULB	Waste not collected daily	Daily waste collection	Total
Danapur	28	73	101
Khagaul	11	77	88
Phulwarisharif	35	120	155
Grand Total	74	270	344

For household without a doorstep waste collection facility (n=107), most of them (51%) throw the waste in a vacant spot or in their backyard followed by 37% who have a nearby dumpster or bin to dispose off the waste. 12% responded using both mechanisms to dispose off their household solid waste.



Figure 10: Solid Waste Disposal Practice for HHs without Doorstep Waste Collection Service

Out of the households availing waste collection service, 46% get waste collected from their doorstep while 42% from a common point in the lane. Only 9% reported that they have to travel to dispose waste at a place little far from their house. 69% households said the waste collection time was fixed.

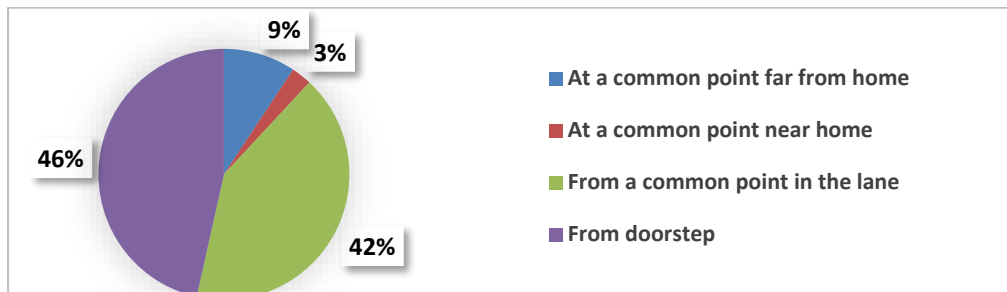


Figure 11: Location of Waste Collection

Table 5: Location of Waste Collection-ULB Wise

ULB	At a common point far from home	At a common point near home	From a common dustbin in the lane	From doorstep
Danapur	3	5	61	32
Khagaul	2	2	60	24
Phulwarisharif	27	2	22	104
Total HHs	32	9	143	160

3) Source Segregation:

Source segregation of waste is the first and one of the most critical stage of waste management. The survey enquired about source segregation and found that only 47% households segregated waste into dry and wet before disposal and 8% households said they were not aware. 65% respondents also confirmed the waste collection vehicle had necessary partition done for collection dry and wet waste separately.

Table 6: Source Segregation Practice

Source Segregation of Solid Waste	Not aware	No	Yes	Total	Segregation %
Danapur	-	65	36	101	36%
Khagaul	-	49	39	88	44%
Phulwarisharif	26	44	85	155	55%
Grand Total	26	158	160	344	47%

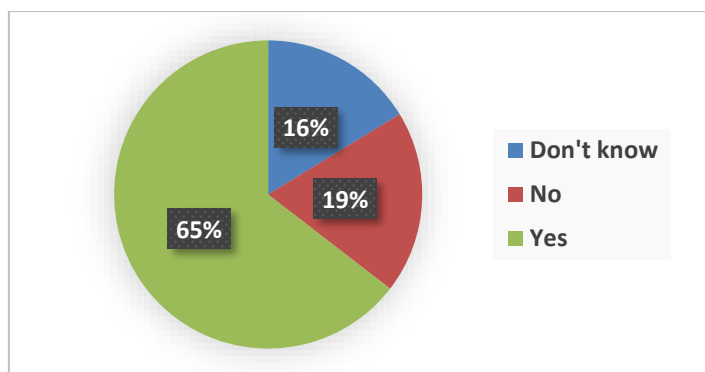


Figure 12: Availability of Partition in Collection Vehicle

4) Understanding Challenges for Household Solid waste Management:

We assessed the main challenges faced by households regarding waste collection and management services. Not getting a regular collection service and staffs not using protective gears are the main feedback received from the respondents.

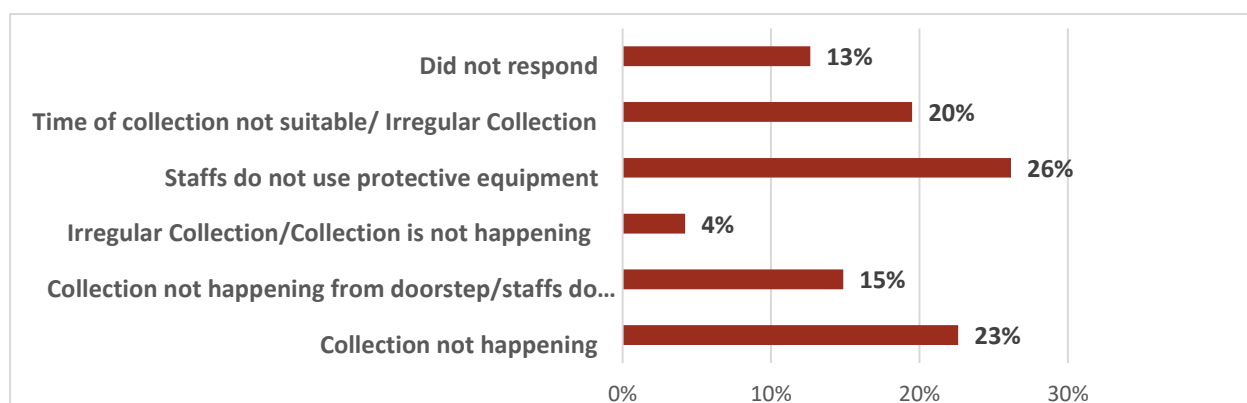


Figure 13: Main Challenges Faced Regarding Solid Waste Collection

Table 7: ULB Wise Challenges Faced Related to Solid Waste Collection

Details	Danapur	Khagaul	Phulwarisharif	Grand Total
Collection not happening	35	33	34	102
Collection not happening from doorstep/staffs do not use protective equipment	25	18	24	67
Irregular Collection/Collection is not happening	2	3	14	19
Staffs do not use protective equipment	55	31	32	118
Time of collection not suitable/ Irregular Collection	25	30	33	88
Did not respond	4	1	52	57
Grand Total	146	116	189	451

Overall, 80% residents expressed satisfaction regarding current solid waste related services and out of these 51% expressed need for improvement. 20% responded they are not happy with the current service provision. Below figure shows the residents feedback ULB wise.

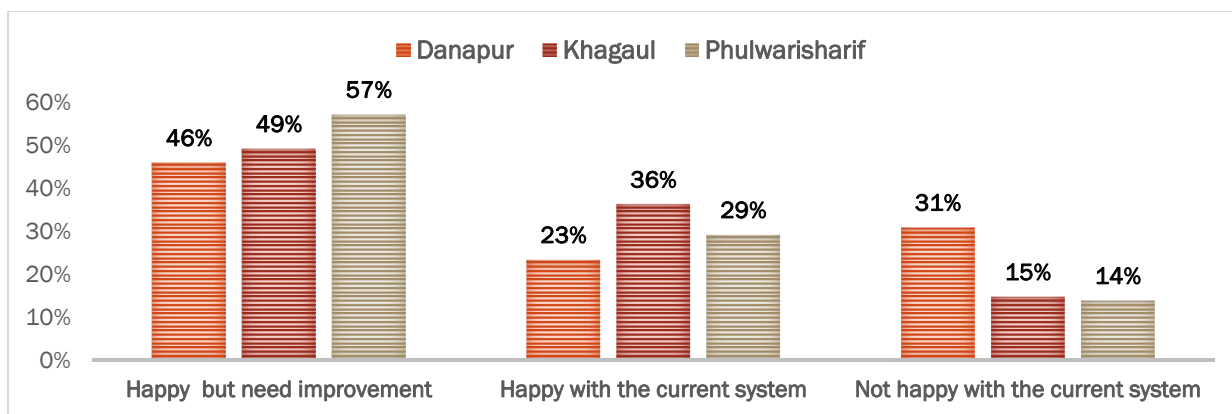


Figure 14: Citizen's Feedback on Solid Waste Collection ULB Wise

5) Awareness regarding Grievance Redressal System:

As the study focuses on efficiency of grievance redressal system, the field survey assessed the awareness about grievance redressal at the citizen's level. 83% respondents said they were aware that they can register a complaint. However, only 16 (4%) out of the 451 HHs surveyed has ever raised a complaint and all these 16 complaints were registered in person. Out of these 16, only 3 complaints were resolved in about 8-10 days. Following picture shows the distribution of the nature of the complaint (n=16). Complaints were resolved in 8-10 days, but most of them were found to be unhappy with the pattern. As found also on CGRC portal data analysis, most of the complaints (around 90%) were related to sanitation and solid waste management.

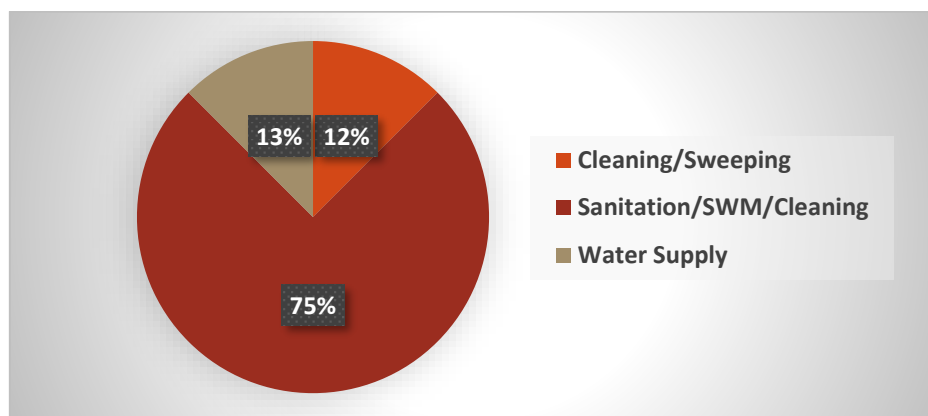


Figure 15: Complaint Categories

For participatory decision making, we asked the HHs if they had any suggestions to make the grievance cell more effective. Below figure presents the distribution of the suggestions.



Figure 16: Suggestions for the Grievance Redressal System

5.5. Findings from Interviews with ULB and CGRC, Patna

An interview was conducted with the Centralized Grievance Redressal Cell (CGRC) to understand the administrative challenges and their plans. The cell comes under the preview of Urban Development and Housing Department (UDHD), Govt. of Bihar headed by Special secretary appointed by the secretary of UDHD. They have a team of 3 people including 2 operators and 1 nodal officer. Most common modes of receiving complaint at the cell is online. Every day 40-50 complaints are logged from all over states. The complaints are then forwarded to concerned department by the nodal officer. Timeframe of escalation of complaints is after 3 days. However, despite of having a comprehensive system it is not being utilized effectively. The cell needs more support with manpower and awareness amongst citizens to use the system more often.

In the ULB officials interviews also it was found that the awareness level regarding grievance redressal system is limited. ULB officials shared that they receive complaints through the CGRC cell as well as in person which they address as quickly as possible and also verify. Danapur reported to have a separate wing to focus on grievances which is active since August 2020. Danapur claimed that last year they received 400-500. Khagaul ULB shared that they have a dedicated team also to handle complaints and were the only ULB which shared manually recorded complaints copy.

6. CONCLUSION

A “grievance or complaint” can be defined as any expression of dissatisfaction, which needs a response. Grievance Redressal is a platform provided by the Government to the citizens to raise their dissatisfaction and problems related to essential public services and getting them resolved. It acts as an instrument to measure efficient and effectiveness as it provides important feedback on the working of that organisation.

An efficient Grievance Redressal System creates transparent governance with shared responsibility amongst the citizens and service providers.

- Pending complaints and delayed actions in redressal discourage the citizens to use the grievance redressal services. Citizens will only continue to complaint if their complaints get attention. Citizens should not fear being harassed or excluded from the services if they raise any complaint.
- For a well-functioning and effective GRS, building capacities of administrators is very critical at all levels. Due to lack of trained professionals at ULBs, complaints do not flow in the desired manner and reach the concerned personnel. It is also important to train people at different levels on their roles and responsibilities to have an accountable and responsive system.
- The GRS system must be well publicized so that people are aware about it and make use of it. It should be easily accessible, simple to use and available in multiple forms so that it can be used by everyone.
- An efficient public grievance redressal should have defined time limits to handle the complaints or for escalation. It should also be able to show and track progress and status informing the proposed action in real time.
- Local Government officials and elected representatives should actively advocate and encourage residents in raising complaints and also help in finding solution.

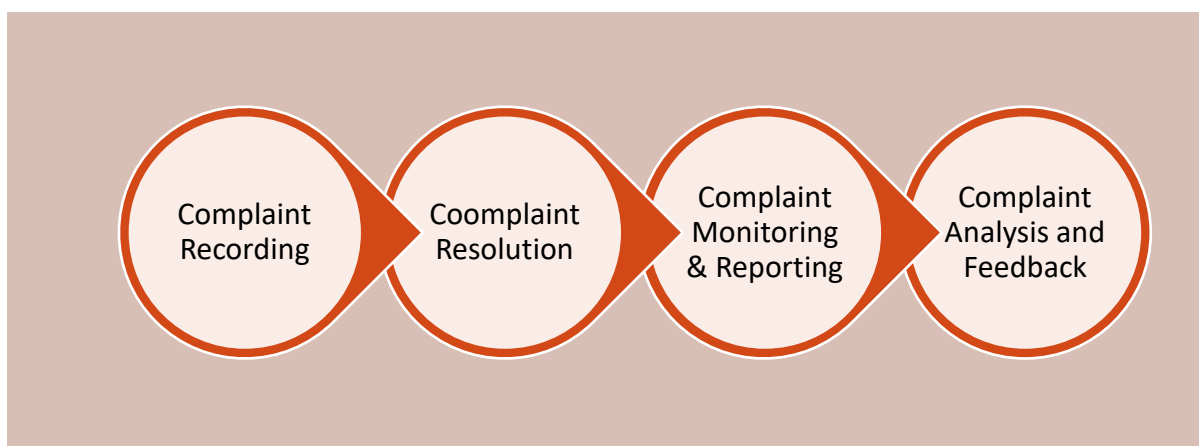


Figure 17 : Grievance Redressal Process

Below is the framework of a comprehensive and simple GRS:

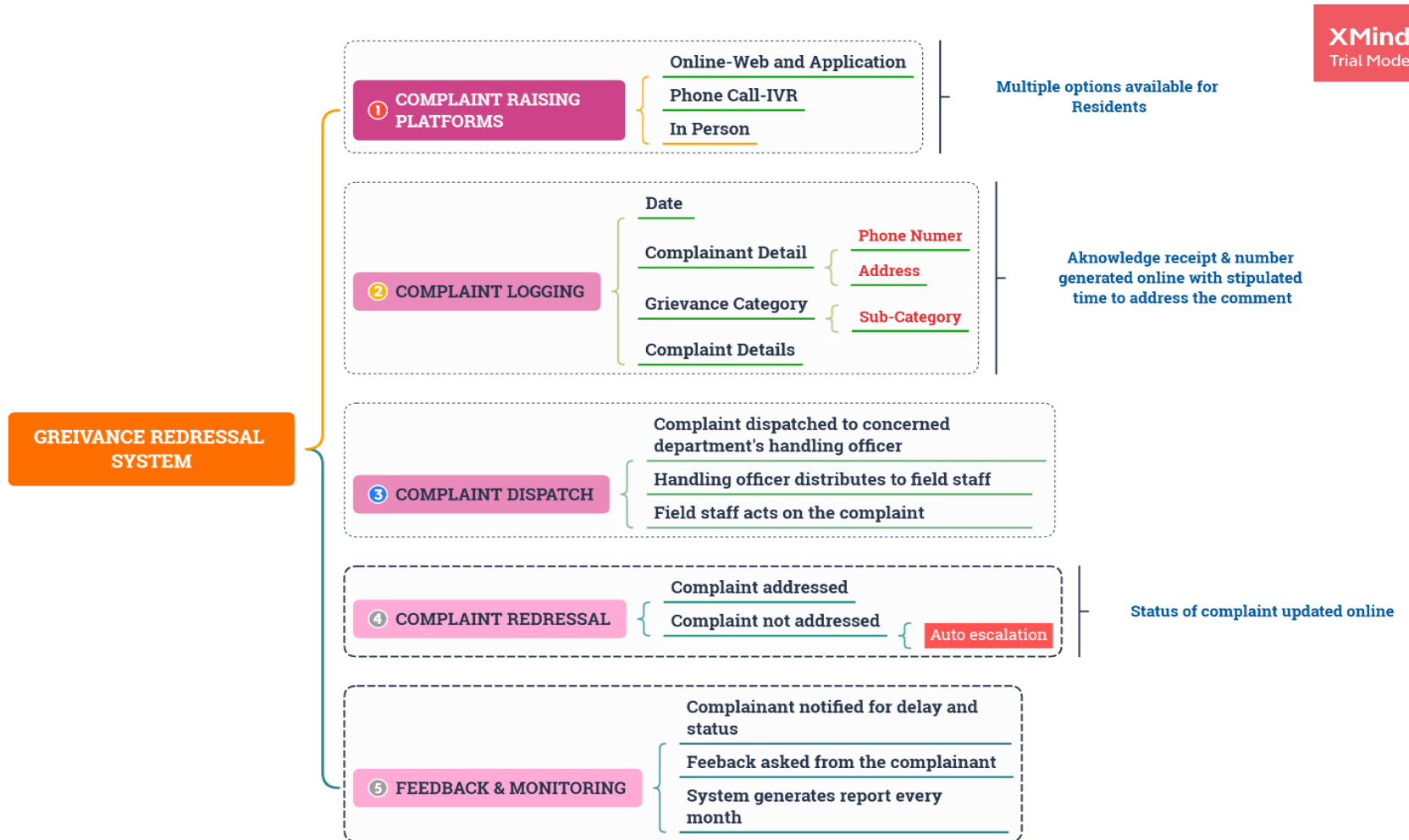


Figure 18: Framework of an Effective Grievance Redressal System

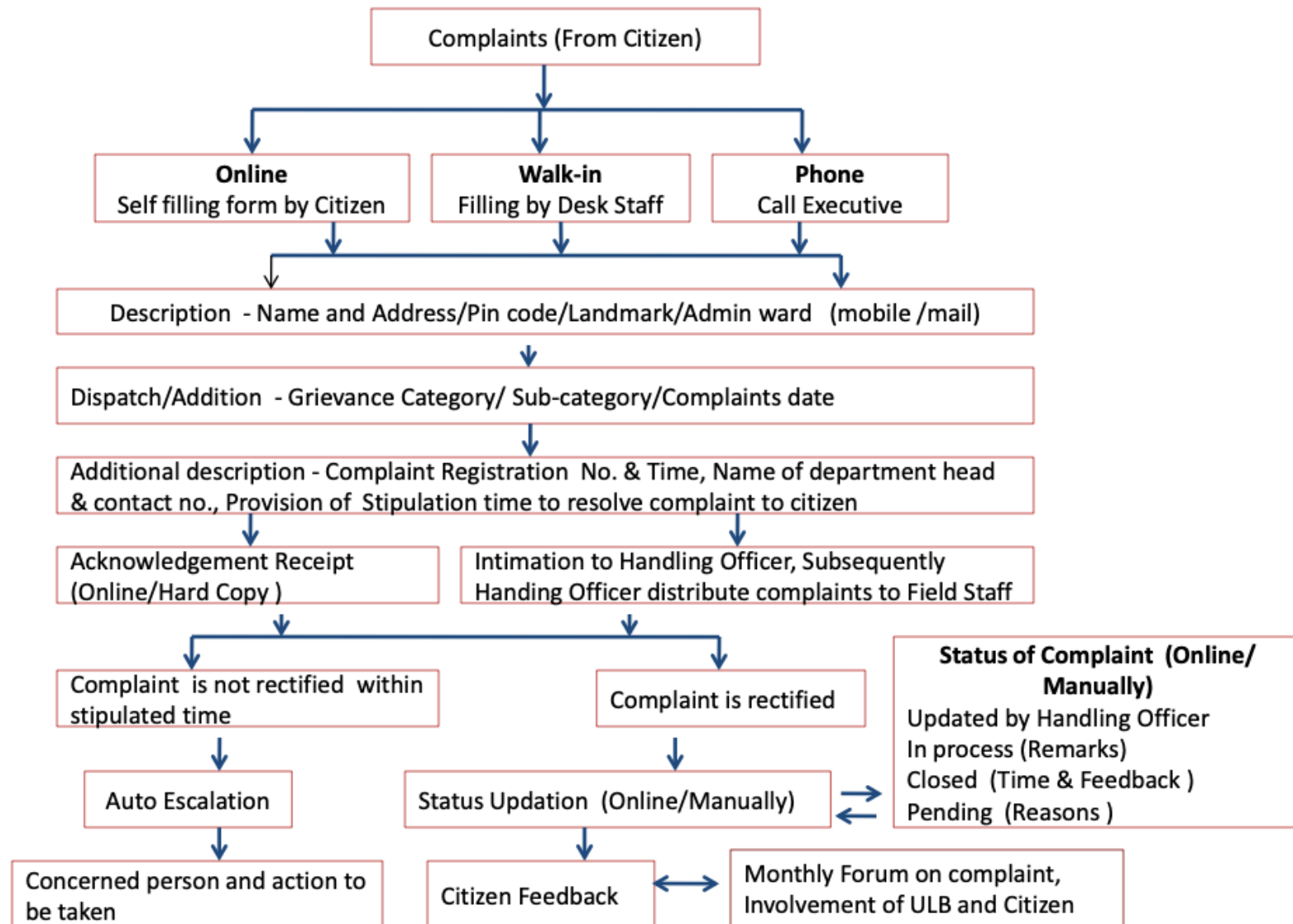


Figure 19 Detailed Structure of an effective complaint registering framework and redressal.

7. ENABLING A ROBUST, RESPONSIVE & RELIABLE GREIVANCE REDRESSAL SYSTEM

While there is a central cell for grievance redressal in Bihar, established by the Urban Development and Housing Department to facilitate effective and timely redressal of grievances related to 139 Urban Local Bodies, the system is not effectively adopted and utilized. The system needs to be faster, responsive and comprehensive. Based on the assessment of the current grievance redressal system, a detailed framework is proposed to be integrated into the existing system making it more **Robust, Responsive & Reliable**.

7.1. Framework for an Efficient Grievance redressal System in Bihar

1) Complaint Logging

Options for Logging Complaint: The various ways in which we can lodge a complaint are:

- In-person visit
- Written through application /letters/E-mail
- Phone call (through help desk or single window system)
- Internet-web portal and app

Details of the Complainant

Following basic details must be recorded for the complainant:

Information Type	Particulars
Mandatory	Date, Name, Gender, Address, Contact Number
Optional	Gender, Email id, Alternate Phone Number, Landmark near the address

Details of the Complaint

Information Type	Particulars	Remarks
Mandatory	Location-District, ULB, Ward number	Option to select
Optional	Landmark near the address	Text field
Mandatory	Complaint Category suitable to the subject/issue	Option to select
Mandatory	Complaint sub-category	Options to be made specific, and broader selection option should be available
Mandatory	Complaint Details	Text field

Suggestions for the Sub-Category under Sanitation:

- a. Garbage collection timing
- b. Garbage collection not happening
- c. Drainage cleaning

- d. Repair of drainage/sewerage system
- e. Manhole cleaning
- f. Cleaning of public toilets
- g. Community dustbins cleaning
- h. Installing community dustbins
- i. Street sweeping
- j. Repair of community toilets
- k. Any other (specify any other item in next open text field)
- These field should be available on web portal & App and must be recorded manually into the online system for complaints registered in-person, through letters or phone.
- All mandatory fields must be marked or highlighted.

2) Complaint Dispatch

- Complaints registered through all modes must be recorded in a software system and an acknowledgement must be shared to the complainant on registered phone number and email id.
- Once the complaint is entered in the system should reflect the time targets for responding to the complaints.
- Complaint gets dispatched to relevant redressing authority via email and redressing authority enters redressal details into the application and assigns action to concerned personnel.
- Dedicated and trained human resource need to be deployed in the central cell and should be given due authority.
- The system should keep people informed if the response target cannot be met and explaining the reasons for the same.

3) Complaint Redressal

- Complaint redressal can be done in following forms:
 - a. An apology
 - b. An explanation
 - c. Assurance, backed up by action and monitoring
 - d. Action taken to put things right
 - e. Financial compensation
- Non-redressal of complaint within timeframe results in automatic escalation of complaint to next higher authority.

4) Feedback & Monitoring

- Complaint redressal must be updated in the system (including date of redressal and action taken) and status must be shared with the complainant.

7.2. Good Practices for Administrative Service Providers

Publishing & Reviewing Complaints Information

The department must publish updated information on complaints received on a monthly basis including numbers and types/categories of complaints ULB wise, response time for addressing the complaint and action taken. Publishing complaints information is in line with the principle of general public service accountability and transparency. There must be trained resources in the grievance redressal cell who must be given due authority and also be made accountable.

Using Technology for Improving Efficiency & Transparency

GRS should make use of Information Technology to store information so that the data on complaints can be stored and accessed easily. The database becomes accessible to every level of the administration and redress is also possible more effectively and quickly. This also enables measurement of customer satisfaction and other relevant analysis.

Encouraging Citizen's Participation by Creating Awareness and Providing a Feedback System

Complainants should have the opportunity to have their complaint reviewed if they are dissatisfied with the response and action taken. Government should publicize the ways complaints can be raised and make it easy for the public to lodge complaints by:

- Wall paintings, banners and posters
- Local media – radio, TV, newspaper
- Through local leaders such as ward counselors
- Advertising on the waste collection vehicles, local administrative offices

7.3. Recommendations for Way Forward

Although there is a grievance redressal mechanism in the three ULBs studied in the city of Patna, the effectiveness of it is highly unsure. In the 2011, The Citizen's Charter and Grievance Redressal Bill, citizen's charters were visualized as the key mechanism through which commitments regarding grievance redress system could be communicated effectively.

However, in the ULBs studied, these have not assumed the role which they were expected to. The attitude of the ULBs towards grievance redress can be analyzed in the sensitivity with which its charter proposes to handle the concerns and expectations of the public. Charters thus becomes extremely crucial in projecting the ULB's commitment to the public.

Not only in Patna, but in many ULBs of other cities as well, the charters do not specify whether a petitioner would be conveyed the reasons for rejection of his grievance. Many ULBs do not even indicate any commitment to convey the action taken to a petitioner whose grievance is accepted. Most GRCs reviewed through secondary literature failed to indicate any commitment towards a systematic review of the public grievances. Thus, we have come up with certain recommendations for an effective and systematic working of GRC going forward.

Citizen's Charters for most of ULBs need to be revised to strengthen the commitments with respect to service delivery as well as grievances redressal.

Authority and Resource Commitments:

The subject of allocation of authority is vital to the effectiveness of the grievance redressal cell. In most cases, the mechanism often fails to deliver because of jurisdictional conflicts and lack of powers vested with the Grievance Officer. It has been studied that the distance between the point at which the complaint is generated and the point at which it needs to be redressed makes it difficult for the grievance office to deliver results. There is a need for multiple points of redress, with adequate authority and accountability. The cell can be supported with dedicated human resources to help in defining accountability at multiple levels, train the people involved and for liaison with the ULBs.

Accountability Mechanisms:

One of the ways in which accountability of the ULB in respect of redressal of grievances can be ascertained is by incorporating the grievances, which should include grievances received, disposed of and pending in the annual report of the ULB. The report should also include a detailed analysis of the nature and reasons for the specific type of grievances and the action plan to redress and prevent these.

Public monitoring of the performance of the grievance redress system requires that there is greater transparency regarding the functioning of the whole cell. The statistical break-up of the disposal/pendency of the grievances received by the ULB should appear in the Annual Report that should also be placed on the website.

Strengthening & Capacitating the ULBs

Some of the specific recommendations tailor made for these three ULBs are:

- The ULBs should constitute separate public and staff grievances authorities and make the public grievance officer responsible for redress and analysis for prevention by identifying grievance prone areas and their reasons and suggesting changes in policies and procedures to take care of these.
- Strengthen the ULBs in terms of personnel and resource support, including technology and human resource development for actively addressing redress and prevention possibilities.
- ULBs should invite the public to approach it in case of grievance by highlighting the performance of the Cell through print and electronic media particularly through more social media engagement.
- The ULBs should take feedback and suggestions from the public in order to improve the effectiveness, efficiency and credibility of grievance redressal cell. The best public suggestions should be incentivized and their implementation and value addition should be highlighted for improving the credibility of the system.
- In case of any delay, an interim reply should be sent to the citizens regarding the delay of grievances and mentioning the additional days to resolve the same.

ANNEXURE 1: HOUSEHOLDS COVERED WARD WISE*Table 8: Households Covered Ward Wise*

Danapur		Khagaul		Phulwarisharif	
Ward No.	HHs Covered	Ward No.	HHs Covered	Ward No.	HHs Covered
1	8	14	9	1	10
2	8	15	8	3	10
3	6	16	8	4	13
4	8	17	8	5	32
13	8	18	9	6	2
14	8	19	8	7	11
15	8	20	8	8	22
18	8	21	8	12	10
19	8	22	8	14	10
20	8	23	8	16	11
21	8	24	8	17	12
22	8	25	8	19	8
23	8	26	9	20	10
24	8	27	9	21	9
25	12			22	9
26	8			23	10
27	8				
36	8				
Total	146	Total	116	Total	189