



**Project Report**

**Assessing the Effectiveness of the  
CM Helpline in Addressing Public  
Grievances in Madhya Pradesh**

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**Atal Bihari Vajpayee Institute of Good Governance &  
Policy Analysis**

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in Addressing Public Grievances in Madhya  
Pradesh

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## Contents

Executive Summary.....	i
Chapter I-Introduction .....	1
1.1. Public Complaint/Grievance Redress as a <i>Sine Qua Non</i> of Good Governance .....	1
1.2. Public Grievance Redress in Madhya Pradesh: The CM Helpline .....	2
1.3. Objectives of the study .....	3
1.4. Framework .....	3
1.5. Methodology.....	5
1.6.Organisation of the Report .....	7
Chapter II: The CM Helpline at a Glance .....	9
2.1. Introduction .....	9
2.2. The Process Flow of the CM Helpline .....	9
2.3. Complaints Registered from 2014-2017: Broad Trends .....	12
Chapter III: Trends and Findings from the Select Nine Districts .....	17
3.1. Introduction .....	17
3.2. Complaints across the nine districts .....	17
3.3. Departments with the highest number of complaints .....	18
3.4. Attributes with highest number of complaints across select 9 districts.....	20
Chapter IV: Resolution of Complaints across the Nine Districts: A Detailed Analysis .....	23
4.1. Introduction .....	23
4.2. Resolution of complaints for the top 5 attributes across the select 9 districts.....	23
4.3. Resolution of complaints in the top 5 departments across the select 9 districts .....	25
4.4. Reasons for 'Forced/ Special Closed' cases.....	26
4.4.1. Findings from sample study of recorded interactions .....	29
Chapter V: An Assessment of Citizens' Satisfaction with the CM Helpline in the Select Nine Districts .....	34
5.1. Introduction .....	34
5.2. Key Findings of Survey .....	34
5.2.1. Social inclusion.....	34
5.2.2. Accessibility and simplicity.....	38
5.2.3. Effectiveness and responsiveness.....	40
5.2.3. Relevance and impact.....	43

# Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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5.3. Inference from select cases .....	46
5.3.1. Individual cases .....	46
5.3.2. Inferences from the cases.....	49
Chapter VI: Circumventing Institutional Challenges: An Official Viewpoint.....	51
6.1. Introduction .....	51
6.2. Perspectives from L1 Level .....	51
6.2.1. Department of Energy .....	51
6.2.2. Department of Panchayat and Rural Development.....	52
6.2.3. Department of Revenue .....	53
6.2.4. Department of Public Health Engineering .....	55
6.2.5. Department of Urban Administration and Development.....	56
6.3. Perspectives from L 2 Level .....	57
Chapter VII: Conclusion and Recommendations .....	60
7. 1. Effectiveness of the CM Helpline in the Light of the World Bank Parameters .....	60
7.2. Evaluation of the CM Helpline in the Light of the OECD Framework .....	62
7.3. The CM Helpline in the Light of National Level Norms.....	64
7.4. Recommendations .....	65
References .....	68
Annexure 1: Schedule to Assess Citizens' Satisfaction with Respect to the CM Helpline .....	69
Annexure 2: Interview Guide for L1 Officials.....	72
Annexure 3: Interview Guide for L2 Officials.....	73

## Executive Summary

A robust public complaint/ grievance redress mechanism has emerged as a *sine qua non* of good governance in recent times- a means of "strengthening public administration, improving public relations, and enhancing accountability and transparency" (World Bank). Madhya Pradesh is one of the forerunners among the Indian states which has, as part of its commitment towards the goal of good governance, has taken a great leap forward in setting up a robust, contemporary and comprehensive public grievance redress system including the CM Helpline, Samadhan Online and the M.P. Samadhan Portal (in addition to the traditional public grievance redress mechanism). The CM Helpline launched in 2014 is a platform where anybody can register his/her grievances on any issue through two channels- namely by calling 181 and the CMH portal. The CM Helpline particularly through the Helpline 181 since its inception in 2014 has been extensively used by citizens across all the 51 districts in the state to register their grievances against the administration.

This project seeks to assess/ evaluate the effectiveness of the CM Helpline in addressing the grievances of the citizens of the state of Madhya Pradesh. The broad objectives of the study are as follows:

(i) Understanding the effectiveness of the CM Helpline in addressing citizens' grievances through a number of parameters:

- trends in complaints received and successfully resolved across select 9 districts of the state and across departments from 2014-2017;
- the incidence, trends and reasons for forced/special closures (where complaints have not been satisfactorily resolved in the select 9 districts);
- accessibility and satisfaction of citizens with respect to grievance redress in the select 9 districts;

(ii) Analysing the internal mechanism of how complaints are routed to the concerned line departments and addressed; and the review/ monitoring mechanisms in place to ensure their settlement to the satisfaction of citizens;

(iii) Arriving at recommendations to enhance effectiveness on the basis of the above and in line with established standard parameters (both international and national).

## Framework and Methodology

The CM Helpline has been assessed to the extent feasible on the basis of the principles laid down by the World Bank with respect to grievance redress mechanisms (GRMs) as well as the parameters laid down by it for assessing adequacy of a GRM. In addition, to the extent feasible and depending on the unique context of the CM Helpline, we have adapted the OECD framework (globally accepted as a standard) for evaluation/ assessment of the same, namely the OECD criteria of relevance, efficiency, effectiveness, impact and sustainability. In addition, the CM Helpline has also been assessed in the light of the recommendations offered by the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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and Justice in their Twenty Right Report (2008) as well as the Report of the Second Administrative Reforms Commission titled *Citizen Centric Administration-The Heart of Governance* (2009).

The methodology has been based on both primary and secondary data, with the study being conducted particularly with reference to nine districts of the state- Satna, Chhatarpur, Bhind, Katni, Guna, Narsingpur, Betul, Khandwa and Agar Malwa. These districts have been carefully chosen in order to have a fair representation of the state- thus, representing states with the highest, medium and lowest number of registered complaints. Trends in complaints received and redressed for the select districts have been studied on the basis of secondary data made available by the State Agency for Public Services (SAPS), Government of Madhya Pradesh. Forced/ special closure has been studied using both secondary data and primary data from the field. In order to study the reasons for forced closure, the recorded interactions/ detailed reason recorded for each complaint by the CM Helpline for the select nine districts have been studied on a random sample of 100 complaints for each district. Satisfaction of citizens with the grievance redress mechanism has been studied through the administration of a structured schedule among complainants carefully selected through both cluster random and purposive sampling. This has been complemented by indepth case studies of select complaints. Interviews with officials directly responsible for grievance redress at L1 and L2 levels in the select districts have helped understand the internal mechanism for redress, the challenges in addressing the same as well as the review/ monitoring mechanisms in place.



### Process Flow

The CM Helpline receives grievances (complaints and demands) of the citizens of the state across all the districts primarily through calls received on the toll free helpline number - 181 (also through the portal) which are registered and a registration number allotted. The CM Helpline is managed by a professional, specialized CM Helpline Call Centre. The complaint is routed by the Call Centre to the concerned Level 1 (L1) officer of the department to which the complaint pertains who has to respond to the case within 7 days. On the case being resolved, the citizen would be contacted by the CM Helpline Call Centre to gauge their satisfaction with the complaint resolution. If the citizen is satisfied, the complaint would be 'satisfactory closed'. If the 7 days time limit is not adhered to, the case would be escalated to a senior officer in the district, referred to as L2 Officer who will also have 7 days for the disposal of the case who will again assign it to the officer concerned for resolution and which on resolution, will then again be assigned to the Helpline for assessing satisfaction of the citizen. In case the L2 officer also does

not respond to the case in 7 days or if the citizen is not satisfied by the actions taken or the reply given by the L1 Officer, then the case will be escalated to the next senior officer, referred to as L3 Officer (usually at the divisional level). L3 Officer while having 7 days for the disposal of the case, also has the special privilege to 'force close' / 'special close' a case if he is of the opinion that the actions taken by the L1 and L2 officers are justified. All such cases where L1, L2 and L3 officers have not responded within the time limit or the citizen is not satisfied by the actions taken by them will then escalate to L4 level - the senior most officer, usually the Principal Secretary of the concerned Department.

### Broad Trends

The CM Helpline since its inception in 2014 has recorded an increasing number of complaints registered every year which is indicative of increasing awareness and use of the same by citizens as a means of registering their grievance/ complaint. There has been a steep and steady increase over the years starting with 551275 complaints in the inception year to 1916215 complaints in 2017, thus, recording a staggering increase of over 247% in three years.

A look at the registered complaints department wise indicate that there are eight departments which have a total registered complaints of about 3929691, which together account for about 78% of all the total complaints- which is at 5006591. Among these departments, the Department of Energy has the highest number of complaints at 960751 accounting for about 19% of the total complaints. A close second is the Department of Panchayat and Rural Development with 752965 complaints (about 15% of the total) and in the third position is the Department of Urban Administration and Development with 590775 complaints (about 12%). The Department of Revenue has 467477 complaints (9%) while the Department of Public Health Engineering has about 7% of the total complaints, Home about 6%, Food and Civil Supplies 5% approx. and School Education another 5% of the total registered complaints.

An important yardstick and intended outcome of a public grievance redress system, apart from its prolific use by citizens, is also having "a happy citizen" (the avowed goal of the Helpline) whose complaint has been resolved to his/ her satisfaction. Considering the huge volume of complaints registered on the CM Helpline across the state, it is no mean feat that overall, 55% of total registered complaints have had satisfactory closure.

### Trends and Findings from the Select Districts

As far as the districts under the study is concerned, Satna has the highest number of complaints at 220633 complaints in total, with Chhatarpur coming second (although with a large margin) at 14985 complaints in all and Bhind a close third at 145201. Katni, Guna, Narsingpur and Betul have 102952, 95699, 76615 and 72995 complaints respectively, with Khandwa and Agar Malwa having the lowest number of complaints at 64876 and 45628 respectively.

Across the nine districts studied, certain few departments have witnessed the highest number of complaints under the CM Helpline, of which the top three departments are Energy with a total of 192170 complaints followed by Panchayat and Rural Development with 148367 complaints and Revenue with 100070 complaints. The other departments with the highest complaints are Public Health Engineering at the fourth place with 79196 complaints and the



## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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Department of Urban Administration and Development coming a close fifth with 78250 complaints.

An important objective of a public grievance redress system is to identify the areas where interventions would be required so as to eliminate the underlying causes which lead to public grievances. With this in mind, an effort was also made to identify the key attributes or problems with respect to which the maximum number of complaints have been registered across the nine districts. The attribute against which the highest number of complaints have been registered in all the districts together is 'no electricity/ voltage problem' (Department of Energy) with a total of 98852 complaints. This is followed by the attribute 'maintenance/ repair of hand pumps' (Public Health Engineering) with a total of 66685 complaints and rural sanitation (under the Nirmal Bharat/ Swachh Bharat Mission- Panchayat and Rural Development) with a total of 33175 complaints. Thereafter, across the nine districts, 'problems with electricity billing' (Energy) attracts the fourth highest number of complaints followed by 'problems with PDS/ non-availability of items at fair price shops' (Department of Food, Civil Supplies and Consumer Protection) and complaints pertaining to gram panchayat/e-panchayat' (Panchayat and Rural Development) at fifth and sixth places respectively.

### Resolution of Complaints across the Select 9 Districts

An attempt was made to analyse the effectiveness and impact of the CM Helpline in terms of whether the overall objective of this policy intervention has been met- which is to address the grievances of the citizens to their satisfaction. Thus, in the context of the select 9 districts under study, we have tried to analyse the data made available by SAPS with respect to satisfactorily resolved complaints or 'satisfactory closed' vis-a-vis total complaints registered, also examining the cases of 'forced/ special closed' complaints and the reasons for the same. It emerges that in case of complaints with respect to 'no electricity/ voltage problem' which is a total of 98852 far surpassing other attributes, about 64% of the complaints have been satisfactorily resolved while in case of the second attribute with the second highest number of complaints- 'maintenance/ repair of handpumps', a substantial 72% have been successfully resolved. In case of the attribute 'rural sanitation' with the third highest number of complaints, 52% of the complaints have been 'satisfactory closed' while about 65% of complaints with respect to 'non-availability of food items at fair price shops' have been satisfactorily resolved. It's only with respect to the attribute 'problems with electricity billing' that a comparative less 41% have been satisfactorily resolved.

An analysis of the resolution of complaints in the top 5 departments which have received the highest number of complaints under the CM Helpline indicates that for the nine districts together, the Department of Energy has satisfactorily resolved about 57% of the complaints despite the huge volume. Panchayat and Rural Development with the second highest number of complaints for all the 9 districts together have satisfactorily resolved about 52% of the complaints. The Department of Public Health Engineering has satisfactorily resolved about 71% of the complaints while the Department of Urban Administration and Development has satisfactorily resolved about 55% of its complaints.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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As far as special/forced closures are concerned, the Department of Revenue (44.6%) has the highest percentage followed by Home (43.5%). The Department of Energy with the highest volume of complaints has a relatively lower percentage of forced closures at 31.7% followed by the Department of Urban Administration and Development at 30.3% and the Department of Food and Civil Supplies at 23.7%. The Department of Panchayat and Rural Development despite the second highest number of complaints has a special/ forced closure percentage of only 19.2% and the Department of Public Health Engineering has a forced closure percentage of only 11.6% despite having the fourth highest number of complaints across the nine districts. A similar analysis for attributes with the highest number of complaints across the nine districts indicates that the percentage of special/ forced closure is highest for the attribute 'problems with electricity billing' at 45.3%. The percentage of special/ forced closures is distinctively less for other attributes with 26.8% of forced closures happening with respect to complaints on 'rural sanitation..' (an attribute which receives the third highest number of complaints) followed by the attribute 'no electricity/ voltage problem'. 'Maintenance/ repair of handpumps' is an attribute with the second highest number of complaints but with a very low percentage of forced closures at 9.3%.

A detailed study of 100 sample 'forced/ special closed' complaints per district on the basis of recorded interactions indicate that about 45% of the 900 force/ special closed complaints are complaints in which the necessary action has already been taken by the department concerned. A sizeable percentage (29%) of complaints had to be force closed owing to the fact that the complaint is invalid, false or found incorrect after inspection by the concerned department or the complainant is not eligible to claim benefit of particular government schemes. Thus, about 74% of the force/ special closed complaints comprise of complaints where necessary action has been taken and complaints which are invalid/ ineligible.

### **Assessment of Citizens' Satisfaction with the CM Helpline in the Select Nine Districts**

Citizens' satisfaction with the CM Helpline in the districts under study was assessed through a survey on the basis of a structured questionnaire as well as through detailed analysis of select complaints. Findings of the survey attest to the fact that the CM Helpline is accessible and used by people across the state belonging to different socio-economic groups, including the marginalized. With regard to ease of access/ convenience of the CM Helpline, 96% of the respondents found it easy to access and register complaints on the CM Helpline with only 4% giving a 'no' as a response. 30% of the respondents have reported themselves as fully satisfied and 27% as satisfied with the way the CM Helpline has resolved their complaints. It is observed that a substantial chunk of complaints (58%) are resolved in less than three weeks. 43% of the respondents strongly agree that the CM Helpline has made it easier to register complaints than before its introduction, while another 50% agree which speaks volumes about the relevance of the CM Helpline in addressing citizens' grievances in the state. The findings of the sample survey are to the effect that overall, the CM Helpline has had a profound impact on addressing the woes of the citizen and contributing to better governance in the state.

Detailed study of select cases complement the findings of the above survey to the effect that citizens show a marked preference for this grievance redress mechanism over others. Apart

from addressing individual complaints, the CM Helpline has also become a tool for public minded citizens to address general problems afflicting the community. As perceived by some complainants, it affords more agency to women and marginalised groups like the disabled who find it easier now to register their grievances as compared to traditional redress mechanisms.

### **Circumventing Institutional Challenges: Findings from Interviews**

An important component of this study has been to understand the institutional challenges involved in a public grievance redress mechanism of this scale and exploring ways of circumventing the same. This has been sought to be achieved by getting on board the perspectives and responses of officials who are directly responsible for addressing the complaints registered under the CM Helpline at L1 level as well as officials at L2 level. Some of the pressing challenges for officials in addressing complaints under the CM helpline include a high percentage of false complaints as well as complaints which are more in the nature of demands for certain entitlements for which the complainants are not eligible. This is compounded by the fact that at all levels and across departments, there is shortage of time for handling so many complaints, given other responsibilities and that too, within such a tight timeline. Though most officials spend a considerable period of time addressing complaints under the CM Helpline, nevertheless, they feel that this is an important aspect of their jobs as public servants and that despite the constraints; they strive their best to address the problems. One must also take into account the fact that there is shortage of manpower at all levels. A number of suggestions have been put forward on how best to address these problems, which will be dealt with under the section on recommendations.

### **Conclusion and Recommendations**

Finally, we have attempted to evaluate the CM Helpline in the light of the World Bank parameters, the OECD framework and the national level norms for public grievance redress based on the multiple findings of the study. The CM Helpline fares extremely well vis-a-vis the six core principles laid down by the World Bank for an effective grievance redress mechanism (GRM), which are fairness, objectiveness and independence, simplicity and accessibility, responsiveness and efficiency, speed and proportionality, and participatory and social inclusion. Also, the CM Helpline fulfils the parameters laid down by the World Bank pertaining to the assessment of the adequacy of a GRM- namely the existence of clear, formal and transparent internal mechanisms and rules for addressing grievances; officials responsible for grievance redress having the authority to take or demand remedial action; obligation to take action on all grievances; lack of fear of retaliation among complainants; awareness regarding the mechanism; internal process in place to record, track, and monitor the grievances and the action taken on them; timely feedback to complainant on actions taken; as well as appeals process in place if complainants are not satisfied with how their grievance has been resolved . An evaluation in terms of the OECD parameters of relevance, effectiveness, efficiency, impact and sustainability indicate that it fares extremely well in terms of the parameters of relevance, effectiveness, and impact. Efficiency cannot be judged in strictly economic terms in case of an intervention like this owing to the fact that public grievance redress is an indispensable attribute of good governance. With respect to the parameter of sustainability, it can be concluded that though sustainability can be ensured owing to the fact that proper systems and processes have

been put in place, the sustainability or permanence of the intervention might, however, be contingent on the continued priority accorded to it by the state government and continued political will to sustain it. It might also require an infusion of dedicated resources namely in terms of trained manpower and addressing some of the challenges highlighted in the study.

The CM Helpline also performs exceedingly well in terms of the norms laid down at the national level by the 2nd ARC Report (2009) as well as by the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice (2008) for Public Grievance Redress in the sense that it is easy to use, prompt, citizens have faith in it and that regular monitoring and evaluation takes place and feeds into requisite interventions. However, more needs to be done on the attribute of 'well-publicized' as word of mouth is the predominant mode of awareness perhaps highlighting the need for proactively creating greater awareness by the government.

While the findings of the study viewed in the light of various evaluation frameworks is indicative of the success and effectiveness of the CM Helpline, nevertheless, there are a number of areas on which more work is needed (also attested to by the interviews of officials responsible for it) which will ensure the sustainability of this robust mechanism in the years to come. Some of the key recommendations emanating from the study may be listed as below:

(i) A sizeable percentage of complaints are 'invalid' complaints on which action cannot be taken or where resolution is not possible- these includes false complaints, demands for certain benefits for which the complainants are not eligible, complaints on sub-judice matter in the courts or pending police investigations. Complaints of this kind while adding to the burden at the L1 level, also lead to a large number of forced closures, as seen in the analysis on forced closures. A suggestion has been mooted by officials interviewed for filtering out or treating such complaints separately so that valuable time and resources are not exhausted on these, which might be worth considering.

(ii) A big challenge, as pointed out by L1 and L2 officials, is the growing trend to use the CM Helpline to make demands without even applying for the benefit through the concerned department, leading to an enhanced work load for the officials. Hence, a mechanism may need to be worked out whereby the complainant is directed by the Helpline to first apply (online or otherwise) for the benefit after checking his eligibility for the entitlement demanded. It is only when such an application goes unheeded that a complaint should be registered.

(iii) The study highlights the need for the Call Centre staff to devote time and attention to explain the reasons for ineligibility in a lucid, polite manner to the complainant and also the need to make public the list of beneficiaries for a particular scheme (and the waiting list, if any) and convey the same to the complainant. This would go a long way in reducing public resentment.

(iv) Another recurring problem in most districts is that valuable time and energy is lost as complaints at many times are routed by the Call Centre to the wrong department, highlighting

the need for better training of the CM Helpline staff and sensitising them on the internal processes and working of government departments.

(v) The need has been articulated at both L1 and L2 levels for dedicated, trained manpower in the various departments as well as at the district level, including field level staff for dealing with complaints under the CM Helpline as there is acute shortage of manpower at all levels and it becomes burdensome for the existing staff to address complaints in record time along with their other core responsibilities.

(vi) Suggestions have also been advanced on the need to relax the time-line at L1 and L2 levels from 7 days to 10 days which will help ease the burden to some extent at these levels where multiple responsibilities are being juggled with. Also, it is important to treat certain complaints and demands separately in which a time-consuming government process has to be adhered to (for instance, infrastructure creation) and where the Helpline time lines cannot be adhered to. As of now, these are treated in a similar manner leading to more 'forced closures'.

(vii) The findings from the study indicate that certain L1 officials are bearing a heavy work load under the CM Helpline which impedes their smooth functioning, particularly officials like the CEO Janpad Panchayat who is responsible for resolution of complaints in the block as well as all the Gram Panchayats under his jurisdiction. There is a need to ease the burden on such officials and delegate responsibility at lower levels leading to better allocation of work and resolution of complaints. Similarly, the suggestion was offered that the Nayab Tehsildar should be recognized as the L1 official instead of one Tahsildar for the whole taluk.

(viii) The findings from the sample survey and case studies indicate that while the CM Helpline fares considerably well in terms of social inclusion, more targeted interventions might be required to enhance its usage among women, minorities, disabled and others.

(ix) As the survey indicates, 'word of mouth' is the predominant mode of awareness regarding the CM Helpline. Also, as seen in certain cases, even people who are familiar with the use of the internet could only obtain information on the Helpline through considerable 'google search'. This highlights the need for the government to step up efforts on awareness generation at all levels, ranging from sensitising people in rural areas to building a better presence on the internet and social media.

(x) Greater public awareness and sensitisation exercises need to be also initiated so that people can be encouraged to use the CM Helpline in the proper manner and dissuade them from using it for lodging 'false complaints' (this exercise is being carried out in Bhind by the district administration as reported in the study).

## Chapter I-Introduction

### 1.1. Public Complaint/Grievance Redress as a *Sine Qua Non* of Good Governance

A robust public complaint/ grievance redress mechanism has emerged as a *sine qua non* of good governance in recent times- a means of "strengthening public administration, improving public relations, and enhancing accountability and transparency" (World Bank). In this study, the terms grievance and complaint will be used interchangeably. As acknowledged by the Government of India, no administration can claim to be accountable, responsive and user-friendly unless it has established an efficient and effective complaint/grievance redress mechanism (<https://pgportal.gov.in/grm.aspx>, accessed on November 29, 2017). A complaint is broadly defined by the ISO 10002:2014 as "an expression of dissatisfaction made to an organization related to its products, or the complaints-handling process itself, where a response or resolution is explicitly or implicitly expected" (<https://www.iso.org/obp/ui/#iso:std:iso:10002:ed-2:v1:en>, accessed on November 27, 2017). The

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Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice in their Twenty Right Report (2008) has emphasized on the need to accord high priority to redress of public grievances with the government as a service provider being bound to meet people's needs and aspirations and the need for a paradigm shift from an aloof, opaque, autocratic administrative system to a system where the citizen is at the centre. The Second Administrative Reforms Commission in its report *Citizen Centric Administration-The Heart of Governance* (2009) also makes a strong case for an effective system to which the citizen can take recourse to if the promised level of service delivery is not achieved or if a right of a citizen is not honoured.

An effective grievance redress mechanism (GRM), according to the World Bank, typically has a framework composed of multiple grievance uptake locations and multiple channels for receiving grievances, fixed service standards for grievance resolution, clear processing guidelines; and an effective and timely grievance response system to inform complainants of the action taken. It is also important to use the M&E data to identify problems and improve operational processes and performance.



Figure 1: GRM Value Chain (Source: World Bank)

Also, according to the World Bank, effective GRMs embody six core principles, these being:

- **Fairness-** Grievances are treated confidentially, assessed impartially, and handled transparently.
- **Objectiveness and independence-** The GRM operates independently of all interested parties in order to guarantee fair, objective, and impartial treatment to each case. GRM officials have adequate means and powers to investigate grievances.
- **Simplicity and accessibility-** Procedures to file grievances and seek action are simple enough for all stakeholders to easily understand them. It is accessible to all stakeholders, irrespective of the remoteness of the area they live in, the language they speak, and their level of education or income. It also does not use complex processes that create confusion or anxiety.
- **Responsiveness and efficiency-** The GRM is designed to be responsive to the needs of all complainants. Accordingly, officials handing grievances are trained to take effective action upon, and respond quickly to grievances and suggestions.
- **Speed and proportionality-** All grievances, simple or complex, are addressed and resolved as quickly as possible with the action being swift, decisive and constructive.
- **Participatory and social inclusion-** Special attention to ensure that poor people and marginalized groups are able to access the GRM.

In the Indian context, the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice in their Twenty Right Report (2008) as well as the Second ARC Report (2009) has stressed among other recommendations for such a system to be "well publicized, easy to use, prompt and, above all, citizens must have faith that they will get justice from it" (ARC, 2009, p. 79). Both the Reports have also stressed on the need for government to analyse the complaints received at regular intervals and identify the areas wherein interventions would be required so as to eliminate the

Madhya Pradesh is one of the forerunners among the Indian states in setting up a robust, contemporary, accessible and comprehensive public grievance redress system through the CM Helpline.

underlying causes which lead to public grievances. This exercise, as pointed out by the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice (ibid.) will also help "in keeping a finger on the pulse of the state of affairs in the State, which could prove to be a valuable input in ensuring good governance".

### 1.2. Public Grievance Redress in Madhya Pradesh: The CM Helpline

Madhya Pradesh is one of the forerunners among Indian states which has, as part of its commitment towards the goal of good governance, has taken a great leap forward in setting up a robust, contemporary and comprehensive public grievance redress system including the CM Helpline, Samadhan Online and the M.P. Samadhan Portal (in addition to the traditional public grievance redress mechanism).



The CM Helpline launched in 2014 is a platform where anybody can register his/ her grievances on any issue through two channels- namely by calling 181 and the CMH portal. The Samadhan Online is a monthly process carried out by the Hon'ble Chief Minister to review the random complaints logged in the CM Helpline and grievance received in CM office from different sources. The M.P. Samadhan Portal ([samadhan.mp.gov.in](http://samadhan.mp.gov.in)) was envisaged as a means of addressing complaints of the citizens registered online as well as off-line through written submissions submitted to the Public Grievances Redress Department, Government of Madhya Pradesh. However, at present, the CM Helpline has been integrated with the Samadhan Portal with effect from August 2017 and the issues being logged and resolved by the PGR portal earlier will now will be registered and resolved through the CM Helpline portal only.

The CM Helpline particularly through the Helpline 181 since its inception in 2014 has been extensively used by citizens across all the 51 districts in the state to register their grievances against the administration.

### 1.3. Objectives of the Study

It is in the above context that this project seeks to assess/ evaluate the effectiveness of the CM Helpline in addressing the grievances of the citizens of the state of Madhya Pradesh. The broad objectives of the study are as follows:

(i) Understanding the effectiveness of the CM Helpline in addressing citizens' grievances through a number of parameters:

- trends in complaints received and successfully resolved across select 9 districts of the state and across departments from 2014-2017
- the incidence, trends and reasons for forced/special closures (where complaints have not been satisfactorily resolved in the select 9 districts)
- accessibility and satisfaction of citizens with respect to grievance redress in the select 9 districts;

(ii) Analysing the internal mechanism of how complaints are routed to the concerned line departments and addressed; and the review/ monitoring mechanisms in place to ensure their settlement to the satisfaction of citizens;

(iii) Arriving at recommendations to enhance effectiveness on the basis of the above and in line with established standard parameters (both international and national).

### 1.4. Framework

The CM Helpline will be assessed to the extent feasible on the basis of the principles laid down by the World Bank particularly with respect to grievance redress mechanisms (GRMs) (elucidated earlier in the chapter) as well as the parameters laid down by it for assessing adequacy of a GRM as detailed in Figure 2.



- Does the project have clear, formal and transparent internal mechanisms and rules for addressing grievances?
- Do project officials responsible for grievance redress have the authority to take or demand remedial action?
- Are officials responsible for grievance redress obliged to take action on all grievances?
- Do project-affected people feel that they can lodge grievances without fear of retaliation?
- Are project beneficiaries aware of their right to file a grievance and of the grievance redress process in general?
- Are there internal processes in place to record, track, and monitor the grievances and the action taken on them?
- Does the GRM provide timely feedback (written or otherwise) to the petitioner on actions taken?
- Is there an appeals process in place that GRM users can access if they are not satisfied with how their grievance has been resolved?

**Figure 2: Assessing the Adequacy of a Project's GRM-World Bank**

Source: World Bank, *Designing Effective Grievance Redress Mechanisms for Bank-Financed Projects, Part 1: The Theory of Grievance Redress*

(<http://documents.worldbank.org/curated/en/342911468337294460/The-theory-of-grievance-redress>, accessed on November 15, 2017)

To the extent feasible and depending on the unique context of the CM Helpline, we will be adapting the OECD framework (widely accepted globally as a standard) for evaluation/assessment of the same. OECD (2010) defines evaluation as "the systematic and objective assessment of an on-going or completed project or programme, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, efficiency, effectiveness, impact and sustainability". The main OECD criteria for evaluation are relevance, efficiency, effectiveness, impact and sustainability; later on, the parameters of "participation" and "responsibility" were added to the original list (Austrian Development Agency, 2009). Also, it might not be possible to consider all of the above criteria in evaluating a particular intervention. Since this particular intervention is ongoing, it is intended in the nature of a mid-term evaluation.

<b>Relevance</b>	Are we doing the right thing?  How important is the relevance or significance of the intervention regarding local and national requirements and priorities?
<b>Effectiveness</b>	Are the objectives of the development interventions being achieved?  How big is the effectiveness or impact of the project compared

	to the objectives planned (Comparison: result –planning)?
<b>Efficiency</b>	Are the objectives being achieved economically by the development intervention? How big is the efficiency or utilisation ratio of the resources used (Comparison: resources applied –results)?
<b>Impact</b>	Does the development intervention contribute to reaching higher level development objectives (preferably, overall objective)? What is the impact or effect of the intervention in proportion to the overall situation of the target group or those effected?
<b>Sustainability</b>	Are the positive effects or impacts sustainable? How is the sustainability or permanence of the intervention and its effects to be assessed?

**Table 1: OECD/ADA Criteria for Evaluation**

**Source: Austrian Development Agency (ADA), 2009, Guidelines for Project and Programme Evaluations, Vienna: ADA**

Also, the CM helpline will be looked into in the light of the recommendations offered by the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice in their Twenty Right Report (2008) as well as the Second ARC Report (2009). The two Reports have stressed among other recommendations for such a system to be "well publicized, easy to use, prompt and, above all, citizens must have faith that they will get justice from it". Both the Reports have also stressed on the need for government to analyse the complaints received at regular intervals and identify the areas wherein interventions would be required so as to eliminate the underlying causes which lead to public grievances. This exercise, as pointed out by the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice (ibid.) will also help "in keeping a finger on the pulse of the state of affairs in the State, which could prove to be a valuable input in ensuring good governance".

### 1.5. Methodology

The study has been conducted using both secondary and primary sources of data which has been both collected and analysed with reference to (as far as applicable and relevant) the OECD framework, World Bank parameters and other nationally accepted norms mentioned under the section on framework.

The study has been conducted particularly with reference to nine districts of the state- Satna, Chhatarpur, Bhind, Katni, Guna, Narsingpur, Betul, Khandwa and Agar Malwa. These districts have been carefully chosen in order to have a fair representation of the state- thus, representing states with the highest, medium and lowest number of registered complaints. In Satna district, we have the highest number of registered complaints over 3 years following Rewa

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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and Indore while on the other extreme, we have Agar Malwa which comes within the last ten districts as far as the number of complaints are concerned.

Trends in complaints received and redressed for the select districts have been studied on the basis of secondary data provided by the State Agency for Public Services (SAPS), Government of Madhya Pradesh responsible for the CM Helpline- as well as the CM Helpline portal. Forced/ special closure has been studied using both secondary data and primary data from the field. In order to study the reasons for forced closure, the recorded interactions/ detailed reason recorded for each complaint by the CM Helpline for the select nine districts have been studied on a random sample of 100 complaints for each district (25 such complaints for each year).- thus, studying 900 samples in all.

Accessibility and satisfaction of citizens with the grievance redress mechanism has been studied through the administration of a structured schedule (filled in through personal interaction and/ or telephonic interview). The survey was conducted on 270 respondents in all, with 30 respondents in each district. The respondents were carefully selected through both cluster random and purposive sampling. Only respondents who had filed complaints in 2017 were chosen so that the complainants had better recall about their complaints. The 30 respondents in each district were randomly chosen in such a manner as to ensure representation of both urban and rural areas in a district (15 respondents from rural and urban areas respectively) and to include both satisfactory closures and forced closures (10 satisfactory and 5 forced closures for rural and urban areas respectively in each district). The survey schedule was designed in such a manner as to capture adequately some of the important parameters on effectiveness as laid down by the OECD and World Bank frameworks and the national level norms while also seeking to capture select socio-economic profile of the citizens using the CM Helpline.

This has been complemented by case studies involving detailed investigation of a single phenomenon (in this case, a complaint) which is an established tradition in the social and policy sciences complementing quantitative methods. As real world problems come embedded in complex systems, in specific institutions, and are viewed differently by different policy actors- case study provides a vehicle for fully contextualized problem definition (answers the 'how' and 'why', apart from the 'what') (Pal, 2005). Here again, we have attempted what is termed as "explanatory/ cross-case comparison" (Yin, 1994) which allows the researcher to compare cases from one or more settings, communities, or groups and, thereby, provides opportunities to learn from different cases and gather critical evidence to modify policy (Khan and VanWynsberghe, 2008).

Interviews with officials directly responsible for grievance redress at L1 and L2 levels have helped understand the internal mechanism for complaint redress, the challenges in addressing the same as well as the review/ monitoring mechanisms in place.

The key components of the research methodology can be summarised as under:

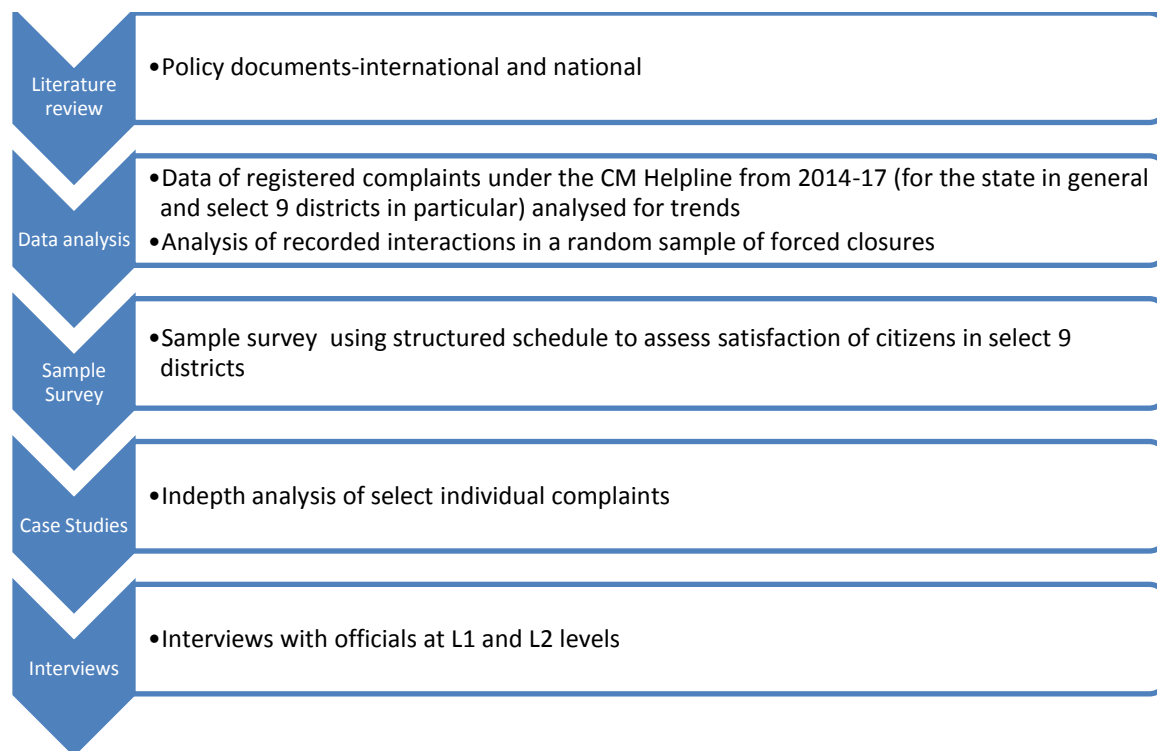


Figure 3: Key Components of Research Methodology

### 1.6.Organisation of the Report

This Report is organised into a number of chapters.

Chapter 1 is the introductory chapter laying down the background of the study in terms of the discourse on public complaint/ grievance redress mechanism as a *sine qua non* of good governance and the unique initiative of the government of Madhya Pradesh- the CM Helpline in its light. It also elaborates the objectives of the study, framework and methodology.

Chapter II provides a broad overview of the CM Helpline. While presenting an overview of the Complaint Management Process, it also gives the broad trends in terms of the complaints addressed since its inception in 2014, also analysing the same in terms of departments and districts.

Chapter III is devoted to understanding the broad trends and findings from the select nine districts of the state with respect to the effectiveness of the CM Helpline in addressing grievances of the citizens on the basis of district level data obtained from SAPS, Government of Madhya Pradesh.

Chapter IV looks at the resolution of complaints across the select 9 districts analyzing the data made available by SAPS with respect to satisfactorily resolved complaints or 'satisfactory closed' vis-a-vis total complaints registered, also examining the cases of 'forced/ special closed' complaints and the reasons for the same.

Chapter V is devoted to an analysis of the findings of the survey schedule administered on a sample of complainants across the 9 districts and select case studies in order to assess their satisfaction levels and experience with the CM Helpline.

Chapter VI attempts to identify the challenges for the administration in addressing complaints under the CM Helpline through interviews with L1 and L2 officials in the select districts.

Chapter VII is the final chapter in which an attempt is made to assess the CM Helpline on the basis of the frameworks proposed as well as offer recommendations on the basis of the findings.

## Chapter II: The CM Helpline at a Glance

### 2.1. Introduction

In this chapter, the attempt would be to provide a brief overview of the CM Helpline. It is divided into two parts. In the first part, we will be looking at the process flow of the CM Helpline and also analyse these in terms of the widely accepted parameters for GRM. In the second part, we will be looking at the broad trends for the years the CM Helpline has been effect, which is from 2014-2017 in terms of complaints registered, also focussing on the inter-district variations and complaints with respect to key departments. We will also look at the proportion of complaints satisfactorily resolved vis-a-vis total complaints.

The CM Helpline receives grievances of the citizens of the state across all the districts primarily through calls received on the toll free helpline number - 181 and also through the portal.

### 2.2. The Process Flow of the CM Helpline

The CM Helpline receives grievances (complaints and demands) of the citizens of the state across all the districts primarily through calls received on the toll free helpline number - 181 (also through the portal) which are registered and a registration number allotted. The CM Helpline is managed by a professional, specialized CM Helpline Call Centre. The complaint is routed by the Call Centre to the concerned Level 1 (L1) officer of the department to which the complaint pertains (officers of all the concerned levels responsible for grievance redress in each department in each district mapped in detail).



The CM Helpline Call Centre

Photo Credit: SAPS, Government of Madhya Pradesh

The L1 officer concerned is provided with a Login ID and password through which he/she can log on to the portal and view the complaints/ demands/ suggestions pending against his/her name. Every complaint/ demand/ suggestion registered in the portal goes to the concerned officer, who has to respond to the case within 7 days. On the case being resolved, the citizen would be contacted by the CM Helpline Call Centre to gauge their satisfaction with the complaint resolution. If the citizen is satisfied, the complaint would be 'satisfactory closed'. In case the citizen cannot be contacted on his mobile phone, the complaint will be 'not connected closed'.

If the 7 days time limit is not adhered to, the case would be escalated to a senior officer in the district, referred to as L2 Officer (who is the Collector in a large number of instances). L2 Officer

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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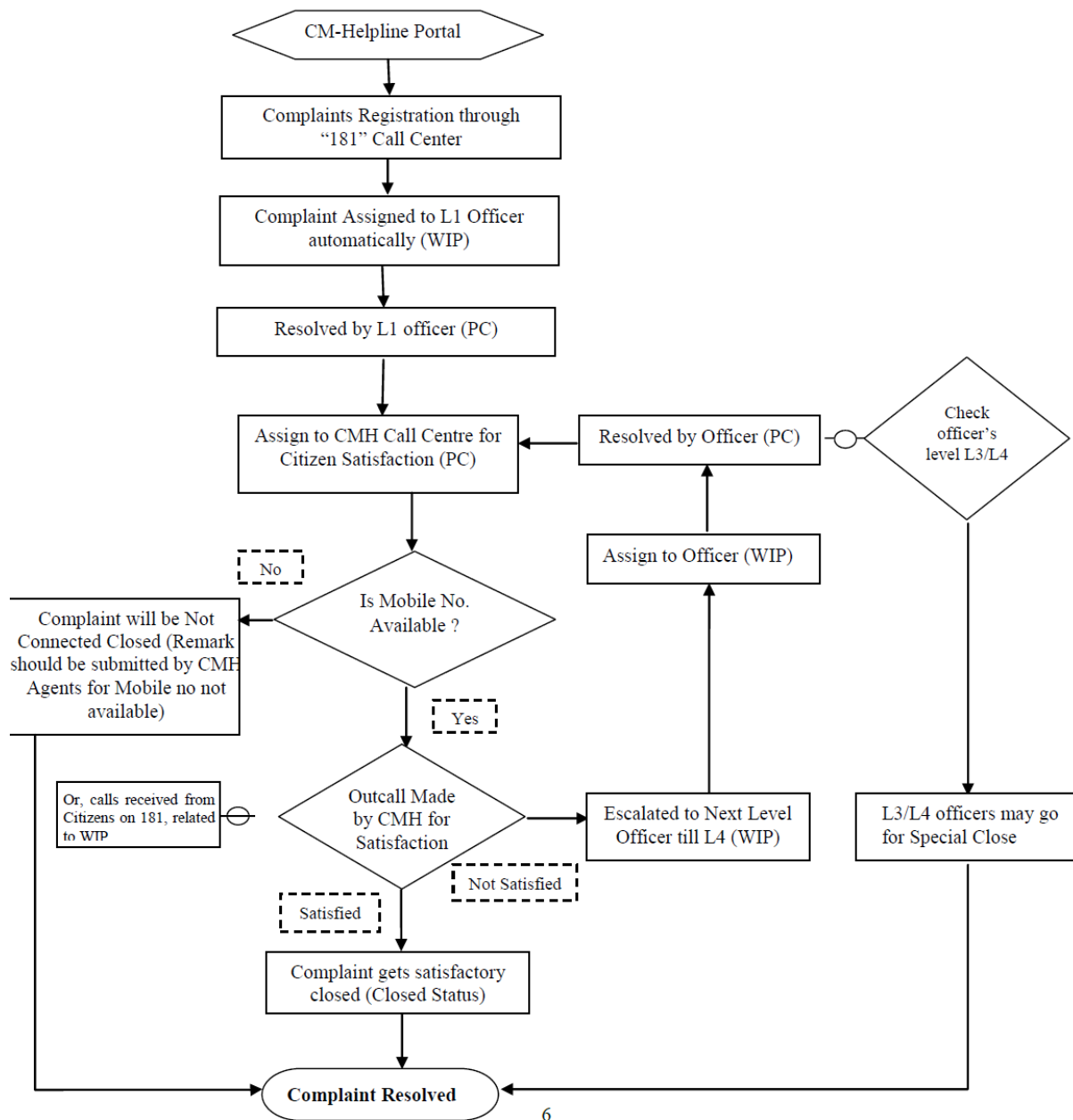
would be able to view all the cases which are escalated to him and the reasons for escalation as well. Escalation usually happens in two scenarios: the L 1 Officer did not respond to the problem (in this case, status of the complaint will be 'Not Responded') or the citizen is not satisfied by the action taken or reply given by the L1 Officer (in this case, status of the complaint will be 'Work In Progress'). L2 Officer will also have 7 days for the disposal of the case who will again assign it to the officer concerned for resolution and which on resolution, will then again be assigned to the Helpline for assessing satisfaction of the citizen (Figure 4).

In case the L2 officer also does not respond to the case in 7 days or if the citizen is not satisfied by the actions taken or the reply given by the L1 Officer, then the case will be escalated to the next senior officer, referred to as L3 Officer (usually at the divisional level). L3 Officer will also have 7 days for the disposal of the case. L3 officer also has the



L1 Official going through CMH complaints in Narsinghpur  
Photo credit: Shibili Shahadathi

special privilege to 'force close'/ 'special close a case if he is of the opinion that the actions taken by the L1 and L2 officers are justified. L4 officer, who is the senior most officer (usually the Principal Secretary of the concerned Department), will be able to view all the 'force closed' cases in his account. All such cases where L1, L2 and L3 officers have not responded within the time limit or the citizen is not satisfied by the actions taken by them will also come to L4 officer for action. L4 Officer will also have maximum 7 days to take necessary action on the case. He may force/ special close a case if he is satisfied with the actions taken by the officers at the preceding levels.



**Figure 4: CM Helpline Complaint Process Source: CM Helpline Centre, 2017, "CM Helpline Complaint Process Flow"**



## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

Process step No.	Process task details:	Status	Responsibility of:
1.	Browse CM-Helpline Portal	-	Citizen/PGR Cell/CMH Agents
2.	Complaints Registration through "181" Call Center	Open	CM Helpline
3.	Complaint will be mapped to Level-1 Officer of Department belongs to Complaint	WIP	CM Helpline
4.	Resolution submission by L1 officer	PC	Mapped Officer
5.	When Officer PC complaint then check whether Proper Contact No. Is available or not	PC	CM Helpline
6.	If contact no. is not available then Complaint will be Not Connected Closed. No Outcall Made by CMH for Satisfaction	Not Connected Closed	CM Helpline
7.	After submission of Remark "मोबाइल नंबर उपलब्ध नहीं होने की वजह से शिकायत को बंद किया जा रहा है" Complaint will be Not Connected Closed by CMH Call Center Staff	Not Connected Closed	CM Helpline
8.	If contact no. is available then Complaint will be assign to CMH Call Centre for Citizen Satisfaction	PC	CM Helpline
9.	Outcall Made by CMH for Satisfaction of Complainant	PC	CM Helpline
10.	If calls received from Citizens on 181 for satisfaction of complaint	Closed	CM Helpline
11.	If Complainant gets satisfied then the Complaint will be Satisfactory Closed.	Closed	CM Helpline
12.	If Complainant is not satisfied then the Complaint will be Escalated to Next Level. And when Officer Level is 4 then it will not be escalated as Level-4 is a final level.	WIP	CM Helpline
13.	After dissatisfaction Complaint will be assigned to Next Level Officer	WIP	CM Helpline
14.	Resolution submission by Next Level officer	PC	Mapped Officer
15.	Process will be repeat from Point No. 15	PC	CM Helpline
16.	If the officers level is L3 or L4, then he may go for Special Close	Special Close	Mapped Officer
17.	In case of Special Close no outcall will be made by CMH call center	Special Close	CM Helpline

**Figure 5: CM Helpline Complaint Process Task Details**

Source: CM Helpline Centre, 2017, "CM Helpline Complaint Process Flow"

### 2.3. Complaints Registered from 2014-2017: Broad Trends<sup>1</sup>

Year	Number of complaints
2014	551275
2015	1001463
2016	1537245
2017	1916215
Total	5006591

**Table 2: Total Complaints from 2014-2017**

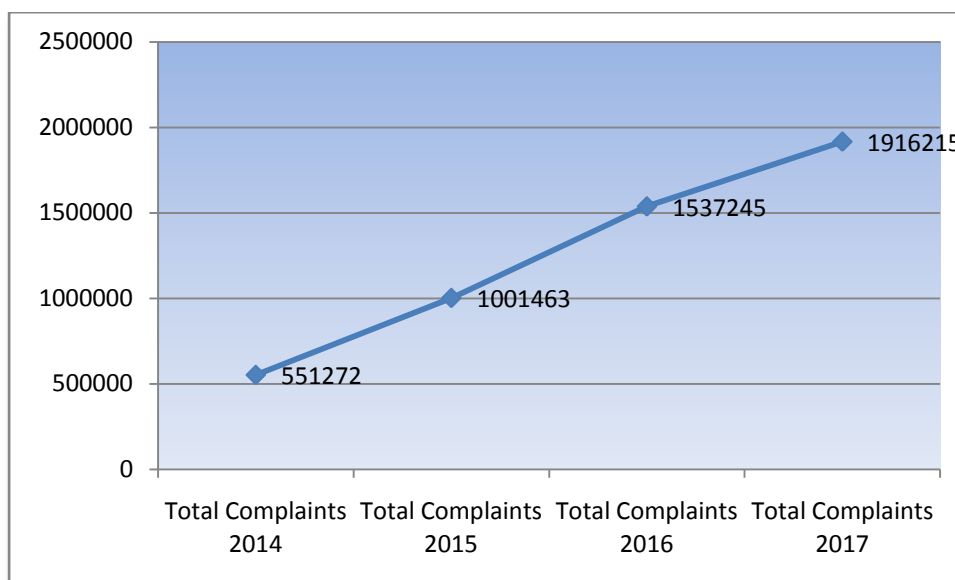
Source: Data made available by SAPS, Government of Madhya Pradesh

<sup>1</sup> Here, it may be mentioned that most of the data and statistics on the CM Helpline were obtained in November, 2017 and, thus, there might be slight variations and increases at the time of report submission.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

As per data made available by SAPS, the CM Helpline since its inception in 2014 has recorded an increasing trend of complaints registered every year which is indicative of increasing awareness and use of the same by citizens as a means of registering their grievance/complaint. Thus, as Figure 6 below indicates, there has been a steep and steady increase over the years starting with 551275 complaints in the inception year to 1916215 complaints in 2017 (as per data made available in November, 2017), thus, recording a staggering increase of over 247% in three years. This, on the face of it, is an indication of enhanced use of the redress mechanism by the public as a means of addressing the complaints they have against the administration.

The CM Helpline since its inception in 2014 has recorded an increasing number of complaints registered every year, indicative of increasing awareness and use of the same by the citizens.



**Figure 6: Complaints under the CM Helpline Over the Years**

**Source: Data made available by SAPS, Government of Madhya Pradesh**

If we look at the district wise figures for registered complaints under the CM Helpline, it emerges that districts like Rewa, Indore, Satna, Sagar have witnessed the highest number of complaints (more than 2 lakh complaints respectively). Districts like Shivpuri, Gwalior, Bhopal, Chhatarpur, Tikamgarh, Rajgarh, Bhind, Morena, Jabalpur, Siddhi, Ujjain, Vidisha, Katni, Sehore, Chindwara have had complaints between 1-2 lakhs. One the other hand, the districts of Raisen, Guna, Panna, Singrauli, Hoshangabad, Dewas, Seoni, Damoh, Shahdol, Mandsaur, Ashok Nagar, Balaghat, Narsingpur, Shajapur, Betul, Dhar, Khandwa, Datia, Ratlam had registered complaints ranging between 50,000 to 1 lakh. The districts of Umariya, Annupur, Agar Malwa, Neemuch, Sheopur, Harda, Mandla, Dindori, Barwani, Burhanpur, Jhabua, Alirajpur had complaints less than 50,000.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

<b>Number of registered complaints from 2014-2017</b>	<b>Districts</b>
<b>More than 2 lakh complaints each</b>	Rewa, Indore, Satna, Sagar
<b>1-2 lakh complaints each</b>	Shivpuri, Gwalior, Bhopal, Chhatarpur, Tikamgarh, Rajgarh, Bhind, Morena, Jabalpur, Siddhi, Ujjain, Vidisha, Katni, Sehore, Chindwara
<b>50,000-1 lakh complaints each</b>	Raisen, Guna, Panna, Singrauli, Hoshangabad, Dewas, Seoni, Damoh, Shahdol, Mandsaur, Ashok Nagar, Balaghat, Narsingpur, Shajapur, Betul, Dhar, Khandwa, Datia, Ratlam
<b>Less than 50,000 complaints each</b>	Umariya, Annupur, Agar Malwa, Neemuch, Sheopur, Harda, Mandla, Dindori, Barwani, Burhanpur, Jhabua, Alirajpur

**Table 3: Complaints under the CM Helpline District Wise**

**Source: Web Portal of CM Helpline (<http://cmhelpline.mp.gov.in/citizenMain.aspx>, accessed on November 30, 2017)**

A look at the registered complaints department wise indicate that there are eight departments which have a total registered complaints of about 3929691, which together account for about 78% of all the total complaints- which is at 5006591. Among these departments, the Department of Energy has the highest number of complaints at 960751 accounting for about 19% of the total complaints. A close second is the Department of Panchayat and Rural Development with 752965 complaints (about 15% of the total) and in the third position is the Department of Urban Administration and Development with 590775 complaints (about 12%). The Department of Revenue has 467477 complaints (9%) while the Department of Public Health Engineering has about 7% of the total complaints, Home about 6%, Food and Civil Supplies 5% approx and School Education another 5% of the total registered complaints.

<b>Department</b>	<b>Total Complaints</b>	<b>Total Complaints 2014</b>	<b>Total Complaints 2015</b>	<b>Total Complaints 2016</b>	<b>Total Complaints 2017</b>
<b>Energy</b>	960751	99751	188761	331526	340713
<b>Panchayat and Rural Development</b>	752965	87398	132066	202711	330746
<b>Urban Administration and Development</b>	590775	73822	110433	172620	233776
<b>Revenue</b>	467477	63066	94030	149535	160734

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

<b>Public Health Engineering</b>	342781	23580	72082	122550	124569
<b>Home</b>	292351	30247	62255	82777	117065
<b>Food and Civil Supplies</b>	266348	17641	52937	98621	97149
<b>School Education</b>	256243	33266	69665	79437	73796

**Table 4: Departments with the Highest Number of Complaints across the State**

Source: Data made available by SAPS, Government of Madhya Pradesh



**Figure 7: Complaints across Departments**

Source: Data made available by SAPS, Government of Madhya Pradesh

An important yardstick and intended outcome of a public grievance redress system, apart from its prolific use by citizens, is also having "a happy citizen" whose complaint has been resolved to his/ her satisfaction (CM Helpline Complaint Process Flow Document, 2017). Considering the huge volume of complaints registered on the CM Helpline across the state, it is no mean feat that 55% of the total complaints have been satisfactorily closed (the remaining 45% includes forced/ special closure, work in process as well as cases where contact could not be established with the complainant). The year 2014 had the highest percentage of satisfactory closures vis-a-

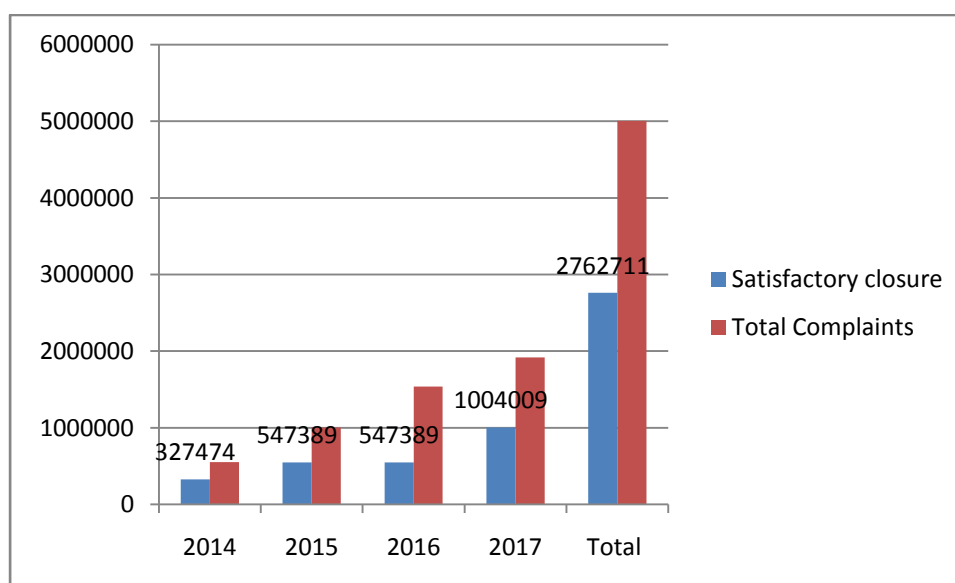
## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

vis total complaints for the year at 59.4% followed by 54.6% in 2015. There was a sharp dip in 2016 where satisfactory closures came down to 35.6% which, however, rose up to 52.6% in 2017. However, this can be explained by the fact that over the years, there has been a consistent huge jump every year in the total complaints registered through the CM Helpline as illustrated in Figure 6 earlier.

	Satisfactory closure	Total Complaints	Satisfactory closure %
<b>2014</b>	327474	551275	59.4
<b>2015</b>	547389	1001463	54.6
<b>2016</b>	547389	1537245	35.6
<b>2017</b>	1004009	1916215	52.3
<b>Total</b>	2762711	5006591	55.20%

**Table 5: Complaints with Satisfactory Closure vis-a-vis Total Complaints**

**Source: Data made available by SAPS, Government of Madhya Pradesh**



**Figure 8: Complaints with Satisfactory Closure vis-a-vis Total Complaints**

**Source: Data made available by SAPS, Government of Madhya Pradesh**

## Chapter III: Trends and Findings from the Select Nine Districts

### 3.1. Introduction

In this chapter, an attempt is being made to understand the broad trends and findings of the select nine districts of the state with respect to the effectiveness of the CM Helpline in addressing grievances of the citizens on the basis of district level data obtained from SAPS, Government of Madhya Pradesh.

### 3.2. Complaints across the Nine Districts

As far as the districts under the study is concerned, as table 6 below indicates, Satna has the highest number of complaints at 220633 complaints in total, with Chhatarpur coming second (although with a large margin) at 149895 complaints in all and Bhind a close third at 145201. Katni, Guna, Narsingpur and Betul have 102952, 95699, 76615 and 72995 complaints respectively while Khandwa and Agar Malwa having the lowest number of complaints at 64876 and 45628 respectively. If we look at the year wise variation in each district, there is a year wise increasing trend for all districts except Chhatarpur. In the latter, a decrease of about 6.58% in complaints is noticed for the year 2017 as compared to 2016.

District	Total Complaints	Total Complaints 2014	Total Complaints 2015	Total Complaints 2016	Total Complaints 2017
Satna	220633	28221	45695	69530	77150
Chhatarpur	149895	15498	31904	52987	49499
Bhind	145201	19719	32067	42086	51231
Katni	102952	11050	21048	30665	40176
Guna	95699	11999	19551	28861	35288
Narsingpur	76615	8903	14299	24169	29244
Betul	72995	7930	14913	22293	27857
Khandwa	64876	7599	13166	20115	23991
Agar Malwa	45628	3887	9757	14286	17698

Table 6: Complaints across Select Nine Districts

Source: Data made available by SAPS, Government of Madhya Pradesh

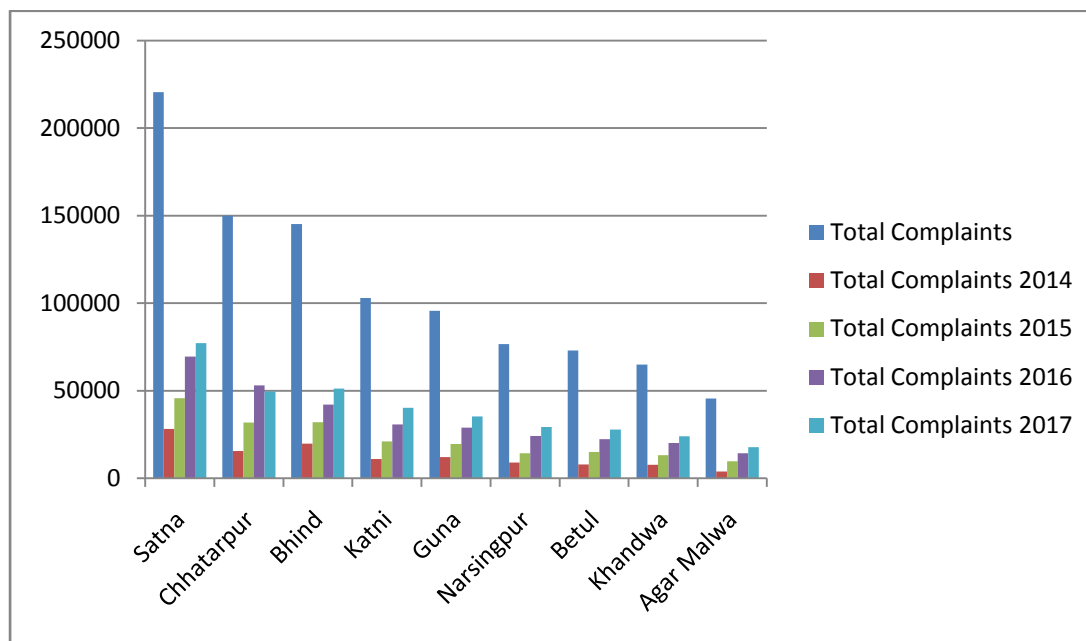


Figure 9: Complaints across select nine districts

### 3.3. Departments with the Highest Number of Complaints

As Table 7 indicates, across the nine districts studied, certain few departments have witnessed the highest number of complaints under the CM Helpline, of which the top three departments are Energy with a total of 192170 complaints followed by Panchayat and Rural Development with 148367 complaints and Revenue with 100070 complaints. The other departments with the highest complaints are Public Health Engineering at the fourth place with 79196 complaints and the

Department of Urban Administration and Development coming a close fifth with 78250 complaints. The Departments of School Education; Food, Civil Supplies and Consumer Protection; and Home occupy the sixth, seventh and eight positions with 55434, 55034 and 54458 complaints lodged respectively. If we look at the individual districts, the highest number of complaints in each district is with respect to Energy or Panchayat and Rural Development with few exceptions as in Satna and Khandwa where the second highest number of complaints is with respect to Urban Administration and Development respectively; Bhind where the second highest number of complaints is with respect to the Public Health Engineering Department.

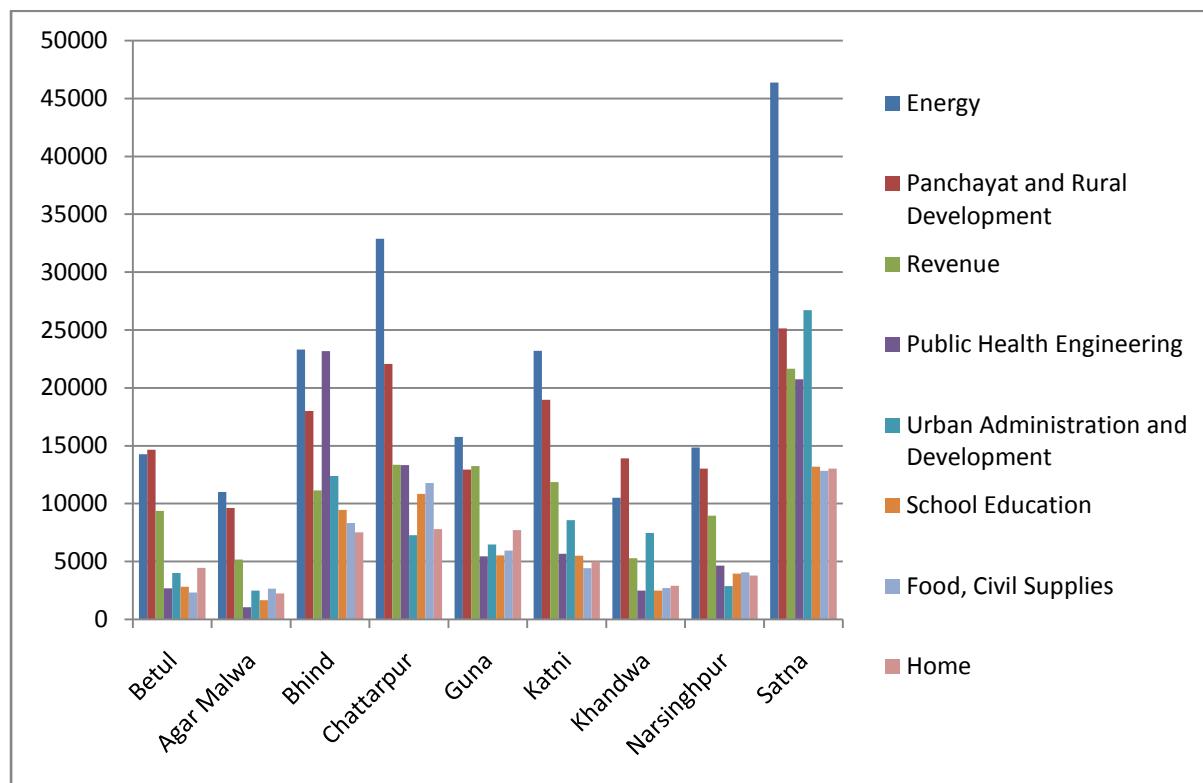
Top three departments with highest number of complaints are Energy, Panchayat and Rural Development, and Revenue.

Department	Betul	Agar Malwa	Blind	Chattarpur	Guna	Katni	Khandwa	Narsinghpur	Satna	Total
Energy	14276	10994	23315	32895	15758	23196	10507	14860	46369	192170
Panchayat	14665	9626	18013	22078	12947	18965	13898	13025	25150	148367
Revenue	9382	5164	11156	13347	13248	11868	5280	8973	21652	100070
Public Health Engineering	2679	1057	23161	13318	5440	5676	2492	4639	20734	79196
Urban Administration and Development	4010	2491	12395	7262	6460	8570	7476	2881	26705	78250
School Edu	2817	1666	9465	10828	5519	5491	2483	3965	13200	55434
Food, Civil Supplies	2319	2663	8324	11770	5937	4418	2711	4065	12827	55034
Home	4455	2240	7519	7810	7710	5009	2915	3786	13014	54458

**Table 7: Departments with Highest Number of Complaints across Select 9 Districts**

Source: Data made available by SAPS, Government of Madhya Pradesh





**Figure 10: Departments with Highest Number of Complaints across Select 9 Districts**

### 3.4. Attributes with Highest Number of Complaints across Select 9 Districts

An important objective of a public grievance redress system is to identify the areas where interventions would be required so as to eliminate the underlying causes which lead to public grievances. With this in mind, an effort was made to identify the key attributes or problems with respect to which the maximum number of complaints have been registered across the nine districts. As Table 8 and Figure 11 indicate, the attribute against which the highest complaints have been registered in all the districts together is 'no electricity/ voltage problem' (Department of Energy) with a total of 98852 complaints. This is followed by the attribute 'maintenance/ repair of hand pumps' (Public Health Engineering) with a total of 66685 complaints and rural sanitation (under the Nirmal Bharat/ Swachh Bharat Mission- Panchayat and Rural Development) with a total of 33175 complaints. Thereafter, across the nine districts, 'problem with electricity billing' (Energy) attracts the fourth highest number of complaints followed by 'problems with PDS/ non-availability of items at fair price shops' (Department of Food, Civil Supplies and Consumer Protection) and complaints pertaining to gram panchayat/e-panchayat'

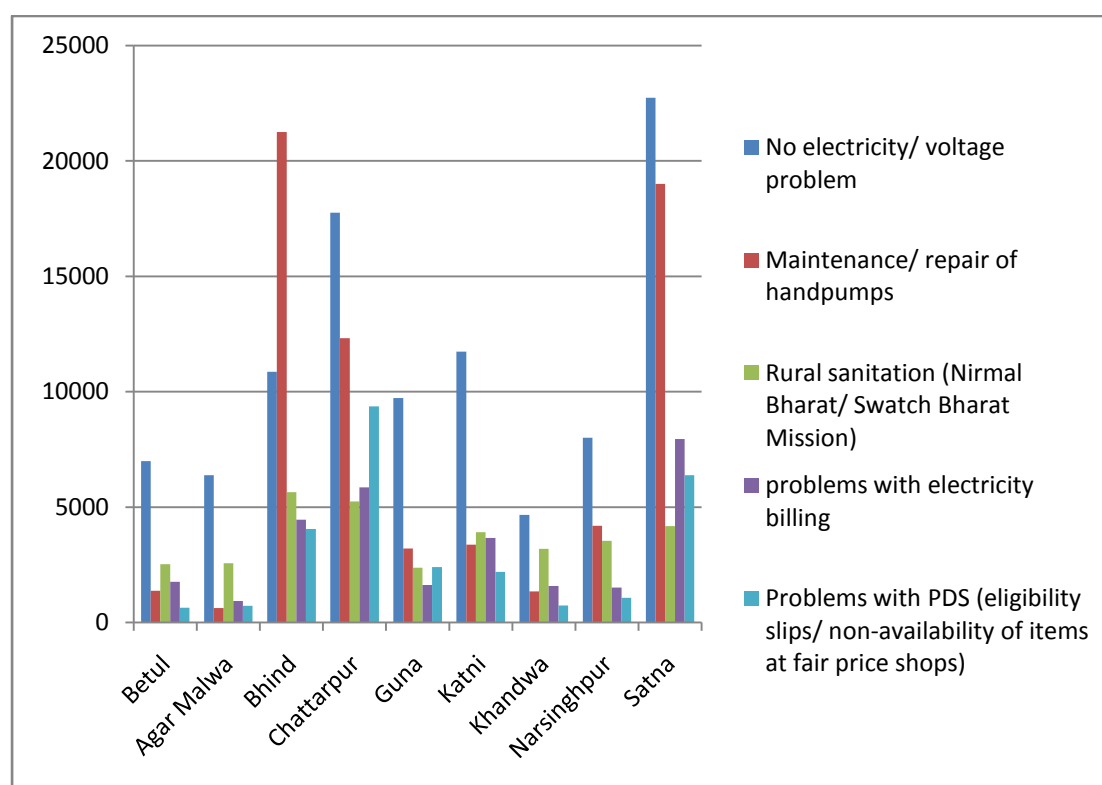
Attribute with highest number of complaints across the 9 districts together is 'no electricity/ voltage problem' with a total of 98852 complaints.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

(Panchayat and Rural Development) at fifth and sixth places respectively. Few other attributes which receives high number of complaints across the nine districts include 'illegal occupation/ encroachment of land/ land demarcation' (Department of Revenue), 'compensation, relief-natural disaster, high rainfall etc.' (Revenue), 'improvements/ faults in electricity transformer' (Energy), 'roads/ sewage/ mosquitoes- municipality' (Urban Administration and Development), 'problems with filing FIR' (Home) and 'non-receipt of student scholarship (Class I- XII)' (Department of School Education) in descending order.

Attribute	Betul	Agar Malwa	Blind	Chattarpur	Guna	Katni	Khandwa	Narsinghpur	Satna	Total
No electricity/ voltage problem	6992	6375	10866	17760	9732	11734	4656	8003	22734	98852
Maintenance/ repair of handpumps	1379	619	21258	12318	3207	3367	1342	4187	19008	66685
Rural sanitation (Nirmal Bharat/ Swachh Bharat Mission)	2531	2560	5644	5239	2377	3918	3192	3543	4171	33175
problems with electricity billing	1758	936	4448	5859	1619	3669	1576	1514	7947	29326
Problems with PDS (eligibility slips/ non-availability of items at fair price shops)	639	716	4053	9362	2402	2198	741	1068	6388	27567
Complaints pertaining to gram panchayat/ e-panchayat	2396	1104	3719	3630	2467	3233	2303	2153	5932	26937
compensation, relief- natural disaster, heavy rain etc.	2132	734	1590	3880	5063	2653	1362	3251	5249	25914
Roads/sewage/ mosquitoes-municipality	934	472	3456	1752	1988	1584	1244	759	8458	20647
Problems with filing FIR	1516	693	2815	2709	2918	1608	1029	1174	4599	19061
Non-receipt of student scholarship (Class I-XII)	856	515	2937	3128	1769	1406	1002	1481	4265	17359
Getting a BPL Card	1299	904	1665	1577	2070	1585	1062	1257	2780	14199

**Table 8: Attributes with Highest Number of Complaints across Select 9 Districts**  
Source: Data made available by SAPS, government of Madhya Pradesh



**Figure 11: Top 5 Attributes on which Highest Complaints have been Received across Select 9 Districts**

If we look at the individual districts, as Figure 11 above shows, except Bhind, in all the other 8 districts, the attribute registering the highest number of complaints is 'no electricity/ voltage problem'. Also, a pronounced margin is observed between this and the attribute with the second highest number of complaints. In Bhind, the main problem is 'maintenance/ repair of handpumps' followed by 'no electricity/ voltage problem'. The attribute with the second highest number of complaints



**Non-functional handpumps- a major complaint under the CMH**  
Photo credit: Akhil Saxena

in the districts of Chhatarpur, Guna, Narsinghpur and Satna is 'maintenance/ repair of handpumps' while in the districts of Betul, Agar Malwa, Bhind, it is 'rural sanitation...'.

## Chapter IV: Resolution of Complaints across the Nine Districts: A Detailed Analysis

### 4.1. Introduction

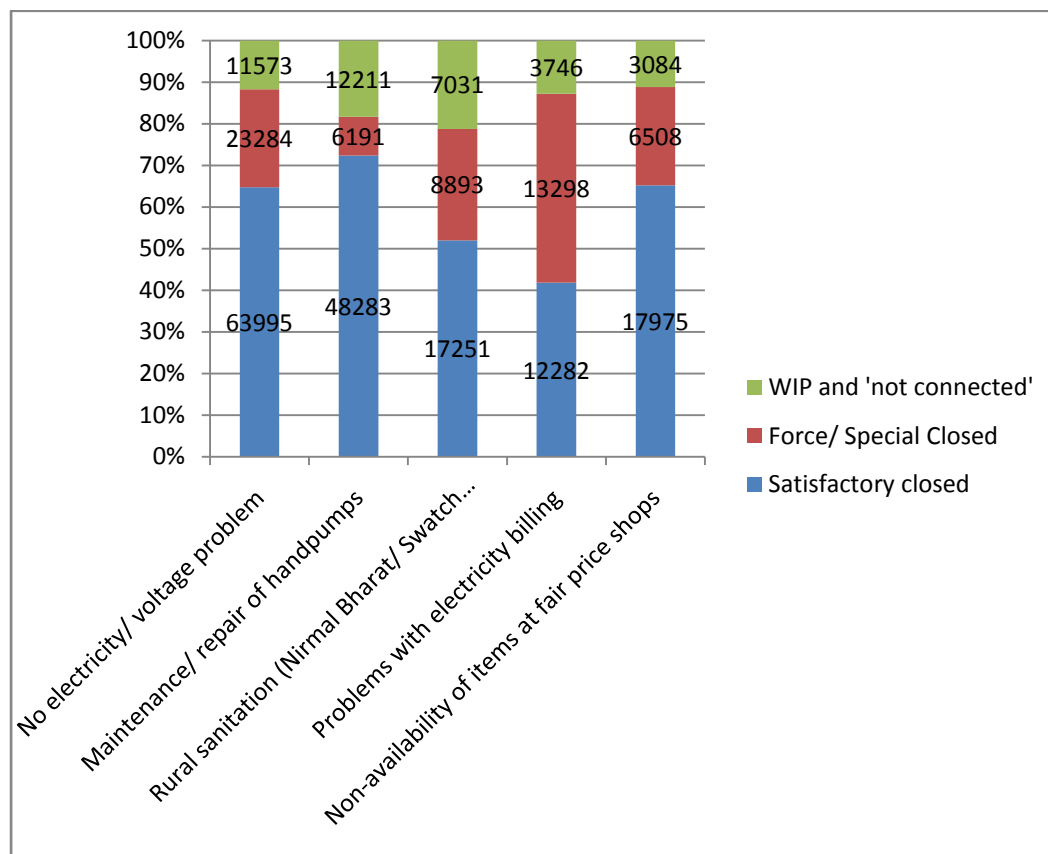
An attempt has been made in this study to analyse the effectiveness and impact of the CM Helpline in terms of whether the overall objective of this policy intervention has been met- which is to address the grievances of the citizens to their satisfaction. Thus, in the context of the select 9 districts under study, we have tried to analyse the data made available by SAPS with respect to satisfactorily resolved complaints or 'satisfactory closed' vis-a-vis total complaints registered, also examining the cases of 'forced/ special closed' complaints and the reasons for the same. This has been done across the nine districts with respect to the top 5 attributes and top 5 departments with the highest number of complaints respectively. Any complaint, unless 'satisfactory closed', may be 'force/ special closed' or the status might be 'work in progress' (where efforts are underway to address a complaint which could not be resolved to the satisfaction of the citizen concerned). 'Closed not connected' is a complaint where the citizen could not be connected on his mobile, thereby, leading to closure of his complaint.

### 4.2. Resolution of Complaints for the Top 5 Attributes across the Select 9 Districts

Attribute	Satisfactory closed	Force/ Special Closed	WIP and 'Not connected closed'	Total complaints
No electricity/ voltage problem	63995	23284	11573	98852
Maintenance/ repair of handpumps	48283	6191	12211	66685
Rural sanitation (Nirmal Bharat/ Swachh Bharat Mission)	17251	8893	7031	33175
Problems with electricity billing	12282	13298	3746	29326
Non-availability of items at fair price shops	17975	6508	3084	27567

Table 9: Resolution of Complaints Attribute Wise across Select 9 Districts  
Source: Data made available by SAPS, Government of Madhya Pradesh

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh



**Figure 12: Resolution of Complaints for 5 Top Attributes across Select 9 Districts**

After aggregating the data from the select nine districts for the entire period of the CM Helpline (till date), it emerges that in case of complaints with respect to 'no electricity/ voltage problem' which is a big total of 98852 (far surpassing other attributes, as also seen in section 3.4), about 64% of the complaints have been satisfactorily resolved ('satisfactory closed') while in case of the second attribute with the second highest number of complaints- 'maintenance/ repair of handpumps', a substantial 72% have been successfully resolved. In case of the attribute 'rural sanitation' with the third highest number of complaints, 52% of the complaints have been 'satisfactory closed' while about 65% of complaints with respect to 'non-availability of food items at fair price shops' have been satisfactorily resolved. It's only with respect to the attribute 'problems with electricity billing' that a comparative less 41% have been satisfactorily resolved.

With respect to 'no electricity/ voltage problem', about 64% of the complaints have been satisfactorily resolved.

Also in terms of percentage, 'forced/ special closed' cases are the highest with respect to the attribute 'problems with electricity billing' at about 45% of the total complaints followed by the attribute ' rural sanitation...' at 27% of total complaints under the attribute followed by 'no

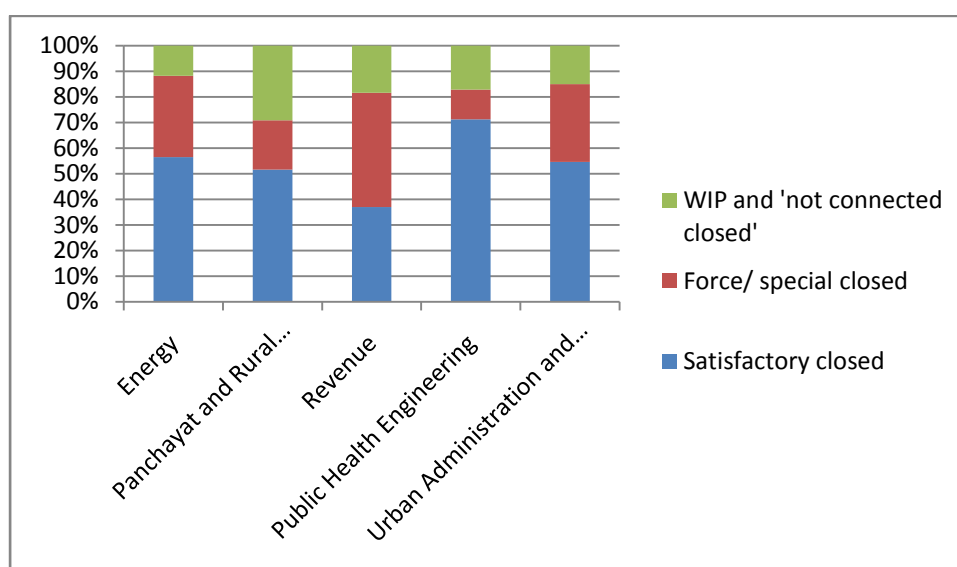
electricity...' and 'non-availability of items at fair price shops...' at about 24% each respectively. Interestingly, despite the volume, there are only about 9% 'forced/ special closed' complaints with respect to maintenance of handpumps.

### 4.3. Resolution of Complaints in the Top 5 Departments Across the Select 9 Districts

Department	Satisfactory closed	Force/ special closed	WIP and 'not connected closed'	Total
Energy	108666	60914	22590	192170
Panchayat and Rural Development	76619	28537	43211	148367
Revenue	36988	44677	18405	100070
Public Health Engineering	56465	9193	13538	79196
Urban Administration and Development	42762	23736	11752	78250

**Table 10: Resolution of Complaints in the Top 5 Departments across Select 9 Districts**

Source: Data made available by SAPS, Government of Madhya Pradesh



**Figure 13: Resolution of Complaints in Top 5 Departments across Select 9 Districts**

An analysis of the resolution of complaints in the top 5 departments (also refer to section 3.3) which have received the highest number of complaints under the CM Helpline indicates that for the nine districts together, the Department of Energy has satisfactorily resolved about 57% of the complaints despite the huge volume. Panchayat and Rural Development with the second highest number of complaints for all the 9 districts together has satisfactorily resolved about 52% of the complaints. The Department of Public Health Engineering has satisfactorily resolved about 71% of the complaints while the Department of Urban Administration and Development has satisfactorily resolved about 55% of its complaints. Among these departments with the highest number of complaints, the Department of Revenue has a lower percentage of 'satisfactory closed complaints' at 37%.

As far as 'forced/ special closed' cases are concerned, it is seen that the Department of Revenue with the third highest number of complaints across the 9 districts has the largest number of 'forced/special closed cases' at 45% of the total complaints registered. The

Department of Energy with the highest number of complaints has 'forced/ special closed' cases at about 32% of the total while the Department of Urban Administration and Development has about 30% of such cases. The Department of Panchayat and Rural Development has about 19% and the Department of Public Health Engineering have about 12% of such cases.

The percentage of special/forced closures across the select 9 districts is highest in the Department of Revenue followed by Home.

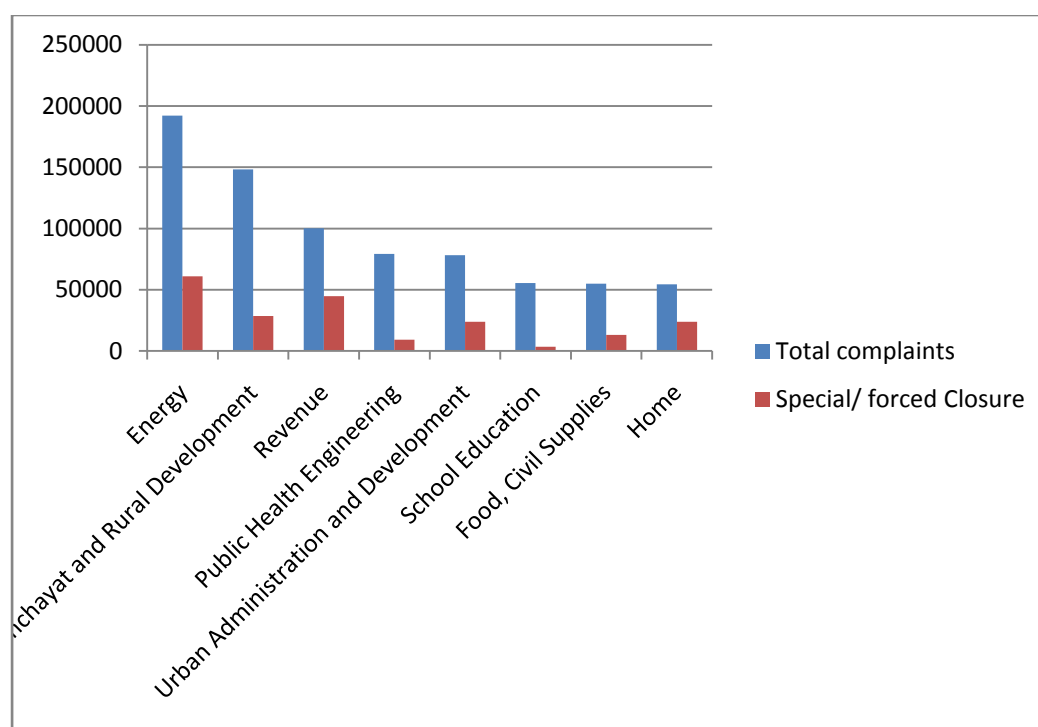
#### 4.4. Reasons for 'Forced/ Special Closed' Cases

As already described in Chapter II, a complaint registered under the CM Helpline which could not be satisfactorily closed due to non-satisfaction of the complainant can be 'forced/ special closed' by the concerned L3 or L4 officer under certain circumstances when he is convinced that the actions of the L1 and L2 officers are fully justified. It is a call which is taken by the senior level officer only when it is fully justified. As already seen in the preceding section, such cases constitute a small percentage of the total complaints registered though the problem is more pronounced with respect to certain departments and attributes. Thus, as Table 11 and Figure 14 below show, the percentage of special/forced closures across the select 9 districts is highest in the Department of Revenue (44.6% of the total complaints of the Department) followed by Home (43.5%). The Department of Energy with the highest volume of complaints (which is also true for the whole state) has a relatively lower percentage of forced closures at 31.7% followed by the Department of Urban Administration and Development at 30.3% and the Department of Food and Civil Supplies at 23.7%. The Department of Panchayat and Rural Development despite having the second highest number of complaints, has a special/ forced closure percentage of only 19.2% and the Department of Public Health Engineering has a forced closure percentage of only 11.6 despite having the fourth highest number of complaints across the nine districts.

Department	Total	Special/ forced Closure	% of Total
Energy	192170	60914	31.7
Panchayat and Rural Development	148367	28537	19.2
Revenue	100070	44677	44.6
Public Health Engineering	79196	9193	11.6
Urban Administration and Development	78250	23736	30.3
School Education	55434	3481	6.3
Food, Civil Supplies	55034	13026	23.7
Home	54458	23684	43.5

**Table 11: Percentage of Special/Forced Closures in Departments with Highest Complaints across Select 9 Districts**

Source: Data made available by SAPS, Government of Madhya Pradesh



**Figure 14: Special/Forced Closures vis-a-vis Total Complaints in Departments with Highest Complaints across Select 9 Districts**

A similar analysis for attributes with the highest number of complaints across the nine districts indicates that the percentage of special/ forced closure is highest for the attribute 'problems with electricity billing' at 45.3%. The percentage of special/ forced closures is distinctively less for other attributes with 26.8% of forced closures happening with respect to complaints on 'rural sanitation..' (an attribute which receives the third highest number of complaints) followed



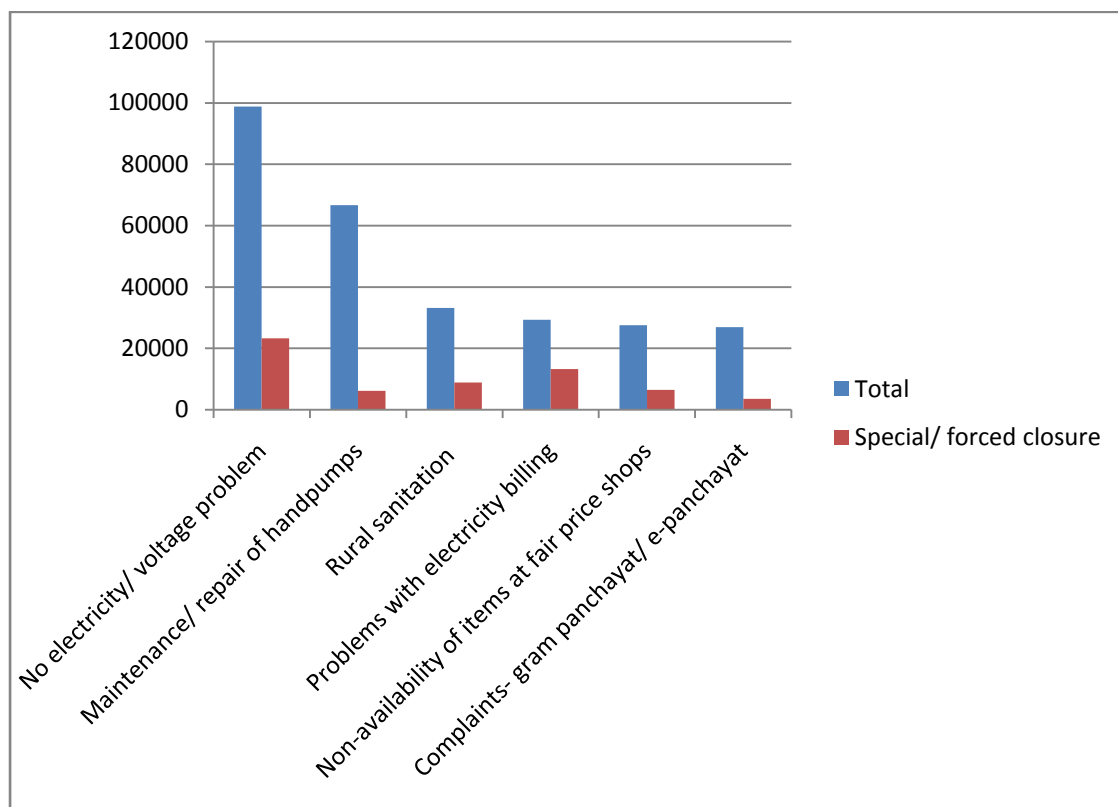
## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

by the attribute 'no electricity/ voltage problem'. Despite the latter attribute attracting the highest number of complaints across the nine districts at a staggering 98852 complaints, the percentage of forced close is comparatively much less at 23.6%. 'Maintenance/ repair of handpumps' is an attribute with the second highest number of complaints but with a very low percentage of forced closures at 9.3%.

Attribute	Total complaints	Special/ forced closure	% of Total complaints
No electricity/ voltage problem	98852	23284	23.6
Maintenance/ repair of handpumps	66685	6191	9.3
Rural sanitation (Nirmal Bharat/ Swachh Bharat Mission)	33175	8893	26.8
Problems with electricity billing	29326	13298	45.3
Non-availability of items at fair price shops	27567	6508	23.6
Complaints pertaining to gram panchayat/ e-panchayat	26937	3527	13.1

**Table 12: Percentage of Special/Forced Closures with Respect to Attributes with Highest Complaints across Select 9 Districts**

Source: Data made available by SAPS, Government of Madhya Pradesh



**Figure 15: Special/Forced Closures vis-a-vis Total Complaints with Respect to Attributes with Highest complaints across Select 9 Districts**

#### 4.4.1. Findings from sample study of recorded interactions

The reasons and circumstances for forced closures has been investigated through detailed study of 100 sample 'forced/ special closed' complaints per district (25 for each year), thus, studying 900 'forced/ special closed' complaints in total. The samples have been selected through systematic random sampling method which ensures a fair level of randomness. These complaints have been carefully studied and analysed on the basis of the detailed reasons for forced/ special closure meticulously recorded by the CM Helpline Call Centre for each such complaint which has also been substantiated by listening to the recorded audio interactions available for complaints of 2017 to the extent feasible.

An analysis of these 900 sample complaints indicate that the reasons for forced closure may be aggregated under a number of broad categories (with each category indicative of one or more specified conditions), as described in the table below:

General Reason Behind Forced Closure	Brief on Category
<b>Necessary Action Taken</b>	<p>Concerned department has taken the necessary action regarding the complaint and further work would be done as per the government's procedure and hence would be done in the stipulated timeline.</p> <p>Necessary action taken but complaint still shows up due to clerical/ technical error.</p>
<b>Non-eligibility and invalidity</b>	<p>Complaint lodged by the complainant was found to be incorrect, false or beyond existing rules and regulations.</p> <p>Complainant was not found eligible for scheme/subsidy sought by him/her.</p>
<b>In process</b>	<p>The action taken to resolve complaint is under progress and has not been resolved yet.</p> <p>Police investigation is in process</p> <p>Funds or orders are pending from state or central level.</p>
<b>No response</b>	Complainant not answering phone call to update the status of action taken
<b>Not under jurisdiction of department</b>	Limitations of the department; or wrongly designated to officer or department.
<b>Matter is subjudice</b>	It is in court and the decision pending

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

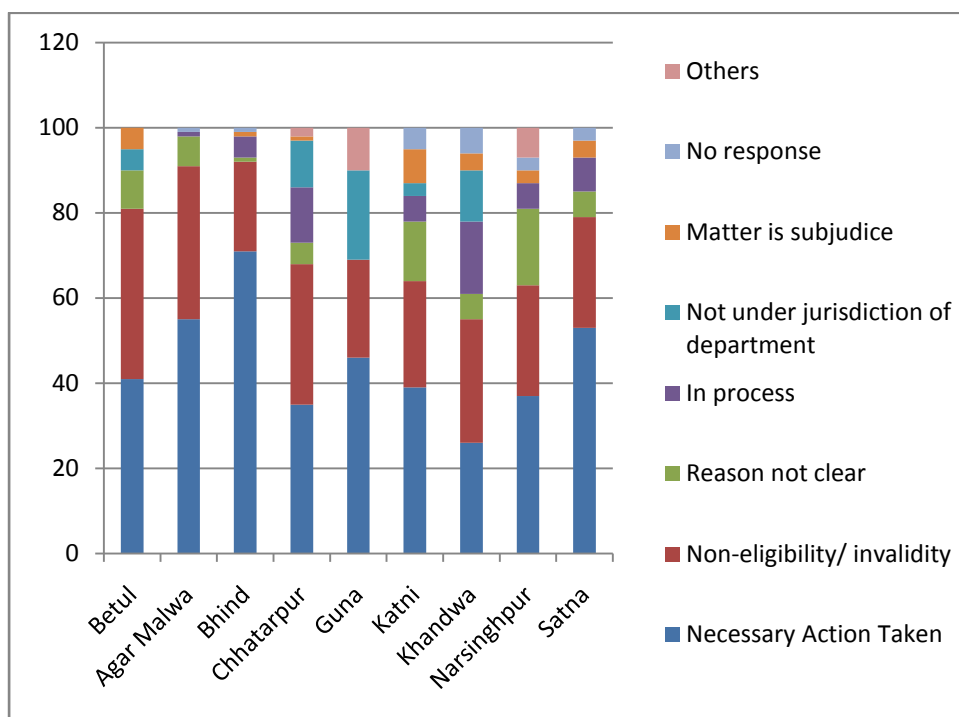
<b>Reason not clear</b>	The course of action taken by the concerned department is not clear from the available data set
<b>Others</b>	Includes all situations not falling under the above categories like lack of funds, infrastructure, only partial action possible etc.

**Table 13: Categorization of Reasons behind Forced/ Special Closure**

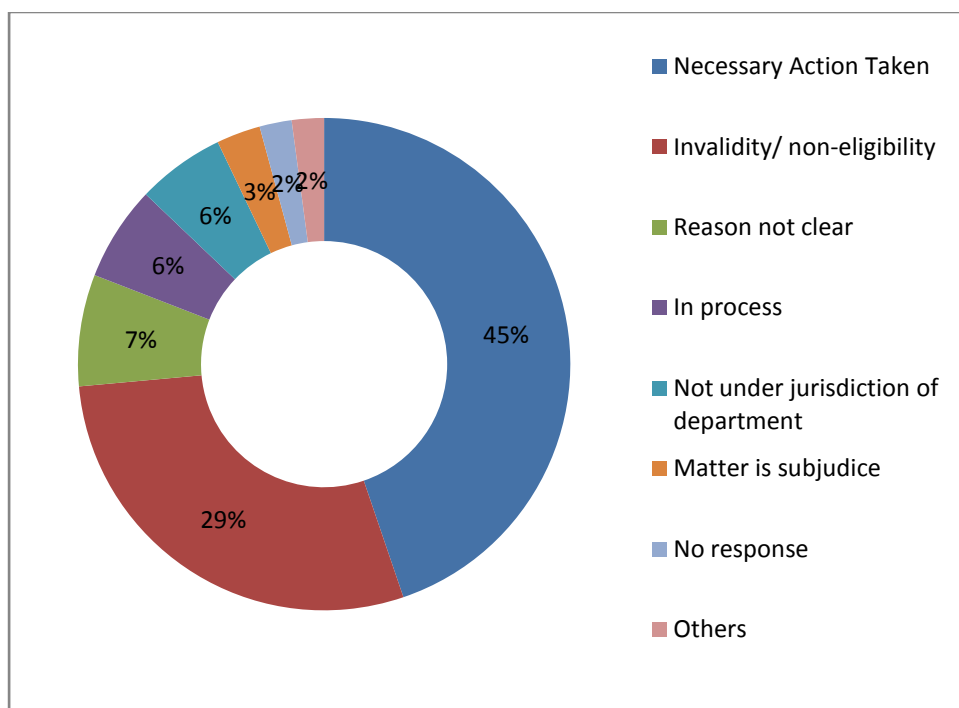
<b>Reason for forced/ special closure</b>	<b>Betul</b>	<b>Agar Malwa</b>	<b>Bhind</b>	<b>Chhatar pur</b>	<b>Guna</b>	<b>Katni</b>	<b>Khandwa</b>	<b>Narsin ghpur</b>	<b>Satna</b>
<b>Necessary Action Taken</b>	41	55	71	35	46	39	26	37	53
<b>Non-eligibility and invalidity</b>	40	36	21	33	23	25	29	26	26
<b>Reason not clear</b>	9	7	1	5		14	6	18	6
<b>In process</b>		1	5	13		6	17	6	8
<b>Not under jurisdiction of department</b>	5			11	21	3	12		
<b>Matter is subjudice</b>	5		1	1		8	4	3	4
<b>No response</b>		1	1			5	6	3	3
<b>Others</b>				2	10			7	

**Table 14: Reasons for Forced/ Special Closures in the Select 9 Districts**

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh



**Figure 16: Reasons for Forced/ Special Closures in the Select 9 Districts**



**Figure 17: Reasons for Forced/ Special closures for all the Select 9 Districts**

From the above table and figures, it is evident that across the 9 districts studied, about 45% of the 900 forced/ special closed complaints are complaints in which the necessary action has already been taken by the department concerned. In most such instances, further action, to fully resolve the complaint, would be taken as per government norms which might take more

time and, hence, could not be done in a fortnight (the total time for L1 and L2 officers to resolve a complaint being 14 days in all). However, the complainant responded negatively when asked about the status of complaint due to lack of understanding regarding norms and time required to complete the requisite procedure. For instances, in case of complaints regarding transformer, the Department might have already sanctioned new transformer in the village but the same cannot be accomplished in the short time frame under the CM Helpline. Again, in some force closed complaints, despite necessary action having been taken, they keep showing up owing to clerical/ technical error. Further, as noted by certain researchers based on their field exposure, in certain cases (particularly with respect to the Department of Home and Revenue), though the complaint has been resolved, the complainant remains dissatisfied owing to his/her interest in retaining a complaint owing to personal enmity and family feuds.

Across the 9 districts studied, about 74% of the force/ special closed complaints comprise of complaints where necessary action has been taken and complaints which are invalid/ ineligible.

A sizeable percentage (29%) of complaints had to be force closed owing to the fact that the complaint is invalid, false or found incorrect after inspection by the concerned department or the complainant is not eligible to claim benefit of particular government schemes. For example, a recurrent complaint found in many of these districts is with respect to 'no electricity' when the complainant is a defaulter having not paid his electricity bills for months together. Again, in many districts, low literacy rate and poor economic and social indicators are responsible for less awareness among people about the rules and regulations because of which there are a high number of cases forced close as ineligible complaints. Also, in a district like Bhind, it has been observed that many false complaints are registered and extra care is being taken by the district administration to redress them in the proper way and also bring down this aspect by working on attitudinal and behavioral change of the people.

Thus, about 74% of the force/ special closed complaints studied comprise of complaints where necessary action has been taken and complaints which are invalid/ ineligible. In about 7% of the cases studied, the reason for forced/ special closure is not clearly evident from the reasons recorded (reiterating the need for more meticulous recording). About 6% of the complaints are in process (which could be indicative of police investigations being on or pendency of funds or orders from the state or Centre and others). There is also about 6% of these cases which are beyond the scope/ jurisdiction of the concerned department and sometimes, even beyond the district authorities. For instance, it was found that a complaint regarding unavailability of 108 Ambulance Services had to be transferred to concerned higher level officer in Bhopal. In about 3% of the total cases, the complaints (particularly with respect to the Department of Home) had to be 'force/ special closed' as the matter had gone to the court and awaiting decision there.

There is also a small 2% of cases in which there is no response from the complainant on his mobile number and hence, had to be force/ special closed.

Further, another 2% of the total cases have been clubbed under the 'others' category- these include lack of sufficient funds/ infrastructure, cases where only partial action is possible etc. There are also unique cases which had to be force closed- in Agar Malwa, a complaint regarding lack of power supply was registered under the Energy Department, where a demand to lay down electricity wiring was put forth by the villagers. On investigating the problem, it was found that the Forest Department had restricted the crossing of electricity wire in the particular area as per norms of the Forest Department. Also, it was found that the above mentioned restriction was actually hindering the set-up of a transformer under the Kisan Anudan Yojana. Hence, the case has to be forced closed.

## Chapter V: An Assessment of Citizens' Satisfaction with the CM Helpline in the Select Nine Districts

### 5.1. Introduction

An important part of the methodology has been assessing the satisfaction of the citizens- those who have used the CM Helpline to register their complaints in the select 9 districts. This has been attempted through the administration of a survey (through both telephonic and face-to-face interactions) on the basis of a carefully prepared schedule as well as through detailed select case studies in the nine districts.

While the survey gives an overall, macro picture on certain defined parameters, the case studies provide in-depth understanding, thereby, helping us arrive at a more holistic picture.



Interacting with complainant at his home  
Photo Credit: Rajneesh Tiwari

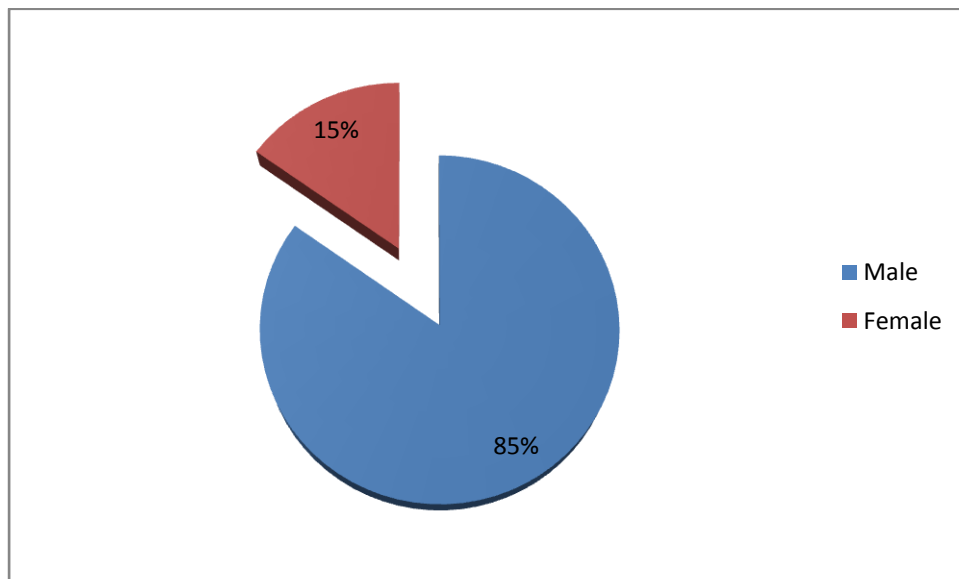
### 5.2. Key Findings of Survey

#### 5.2.1. Social Inclusion

An important requirement of a public grievance redress mechanism is its participatory nature and the fact of social inclusion ensuring that it is readily accessible and used by all groups, including the under privileged and marginalized in society. Thus, it was pertinent to analyse the socio-economic profiles of the respondents in the sample in order to understand the use of the CM Helpline on the basis of gender, religion, caste, educational level and occupation.

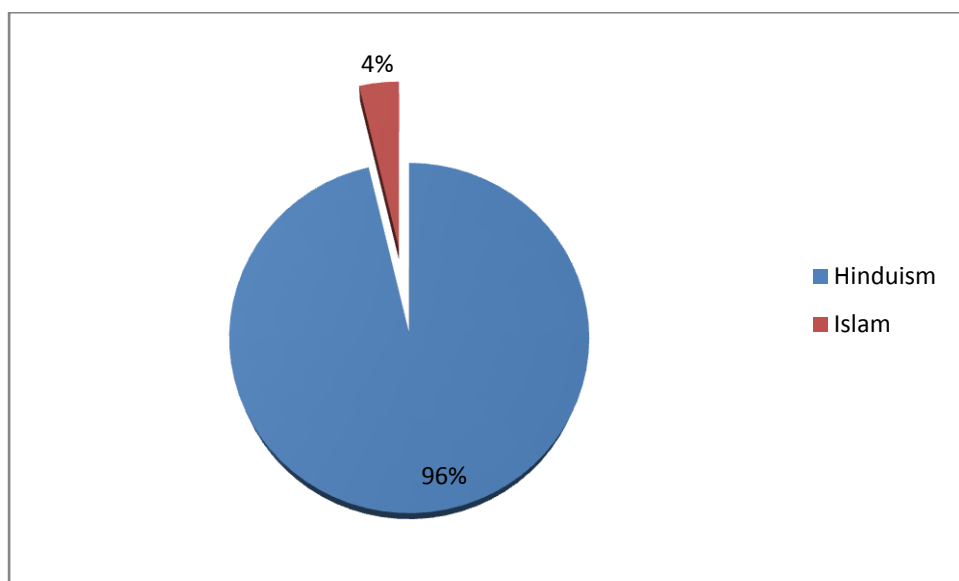
As figure 18 indicates, 85% of the respondents are men with just 15% of the complainants being women perhaps indicating that women are hesitant in coming forward with their complaints which could be due to the complex interplay of a host of socio-economic factors- aspects which the CM Helpline will need to address in imaginative ways to facilitate more women to come forward with their complaints.

Women are relatively hesitant in coming forward with their complaints which could be due to the complex interplay of a host of socio-economic factors



**Figure 18: Gender of the Respondents**

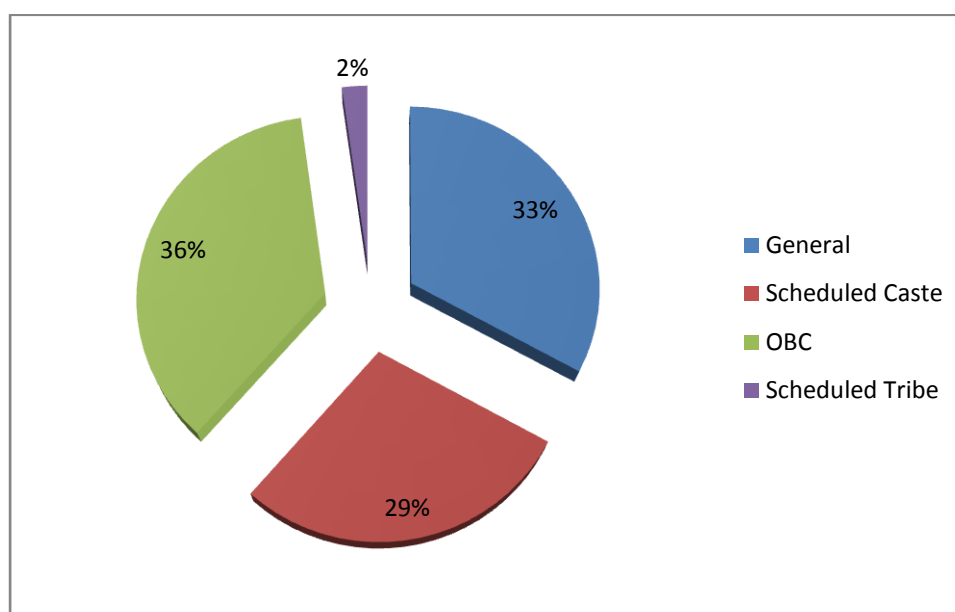
Again, a look at the religion of the respondents indicate that 96% of the complainants are Hindus while a miniscule 4% are Muslims and there is representation of no other religious group.



**Figure 19: Religion of the Respondents**

However, it is indeed heartening that people from all caste groups and Scheduled Tribes are using the CM Helpline to get their complaints addressed. Members of the Other Backward Castes (OBCs) have emerged as the largest group using the CM helpline (at 36%) followed by the General Castes (at 33%) and Scheduled Castes (at 29%). However, its use is quite low among the Scheduled Tribes at a mere 2%, as indicated by the results of this survey.



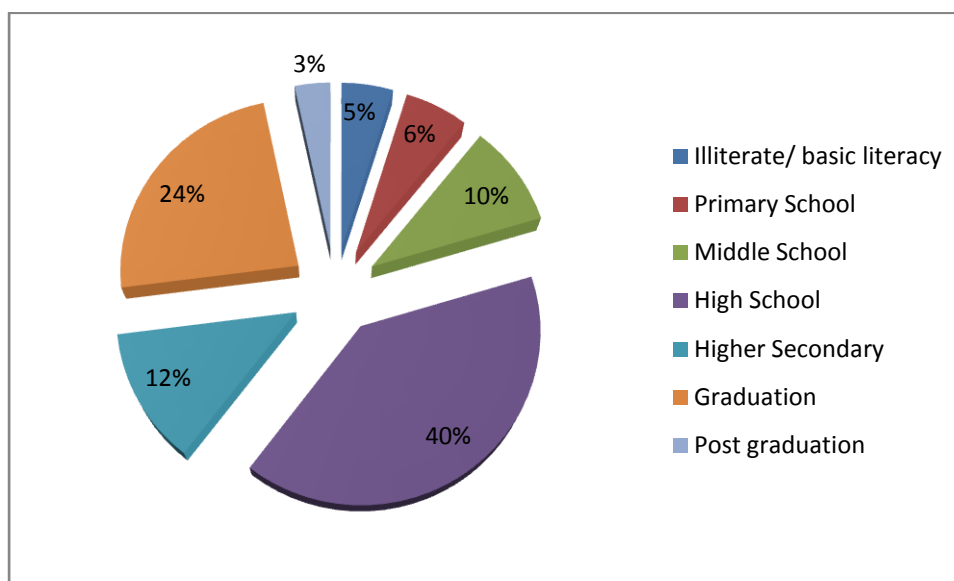


**Figure 20: Caste/ Tribe of the Respondents**

It is also a positive trend that the CM Helpline is used extensively by people with different levels of educational qualification. As Figure 21 shows, 108 complainants or 40% of the sample have reported their educational qualification as high school (Classes 8-10). The next largest group (at 24%) which have used the Helpline report their educational qualification as graduation (including those who have obtained their graduate degrees/ diplomas as well as those who had enrolled in

graduate level courses). This is followed by those who have completed or are pursuing studies at higher secondary level (12%) followed by those who had reported their qualification as middle school- classes 5-7 (10%) and primary school-classes 1-4 (6%). The CM Helpline has also been used by people who are illiterate or have basic literacy who constitute 5% of the sample. Only 3% of the respondents report their educational qualification as post graduation.

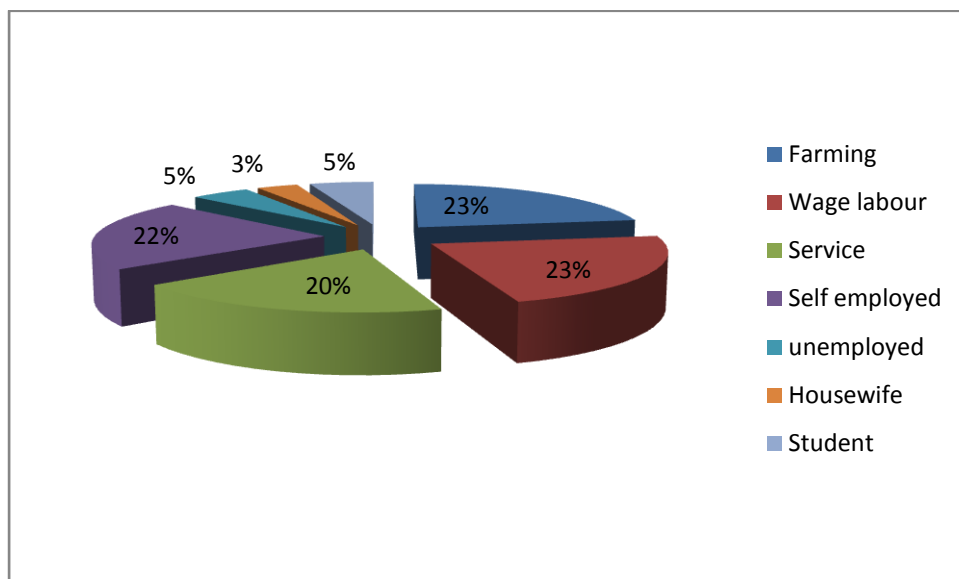
The CM Helpline is used extensively by people of all caste groups and with different levels of educational qualifications and occupations.



**Figure 21: Educational Qualification of the Respondents**

An analysis of the primary occupation of the respondents indicate that the people using the CM Helpline as represented in this sample pursue different occupations thereby highlighting its accessibility and relevance to the lives of people of all economic strata. The Helpline is being used extensively by people pursuing farming as their primary occupation and those who are engaged in wage labour (including those under MNREGA) at 23 % respectively. The next largest category using the Helpline is the self employed at 22% (this includes petty trade, business, plumbers, electricians working independently, free lance journalists and others). This is followed by those engaged in service which includes government service and private jobs, constituting 20% of the sample. The other groups using the CM Helpline are students (5%), the unemployed (5%) and housewives (3%).

The CM Helpline is used extensively by people of all caste groups and with different levels of educational qualifications and occupations.



**Figure 22: Primary Occupation of the Respondents**

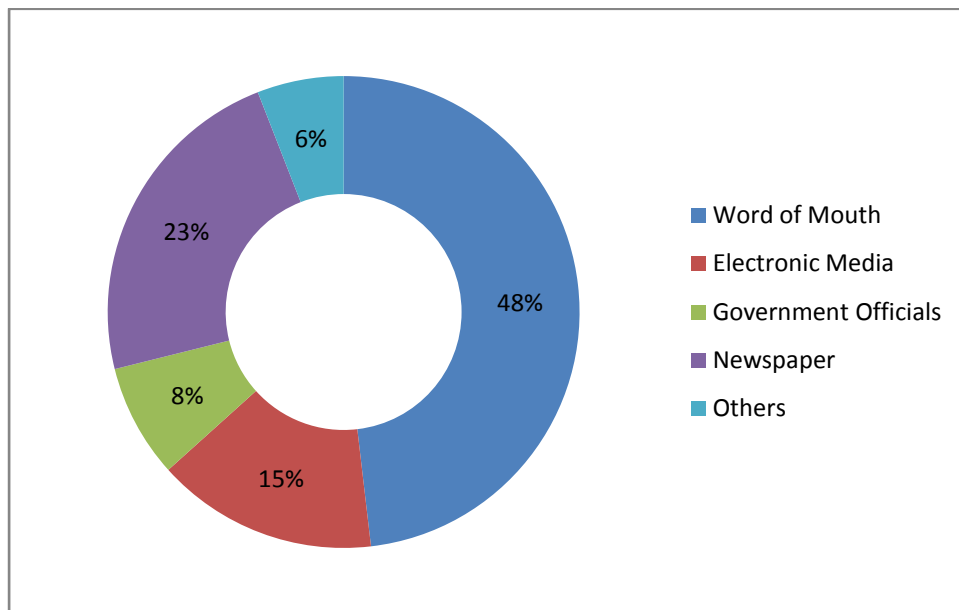
### 5.2.2. Accessibility and Simplicity

As laid down by the World Bank and also endorsed by the government, one of the yardsticks of an effective grievance redress mechanism is its accessibility to all stakeholders, and its simplicity. The CM Helpline has been widely used across the state by citizens residing in both urban and rural areas and belonging to different socio economic groups as seen in the preceding section. The survey indicates that the respondents have come to know about the CM Helpline through a large number of sources. 48% of the respondents came to know about the existence of the CM Helpline through word of mouth (mainly through their social networks) while 23% came to know about it through the newspaper. Another 15% came to know about it through the electronic media (television and radio) and 8% came to know about it through government officials. The remaining 6% came to know about it through other sources (including internet, social media etc.). A look at these percentages indicate



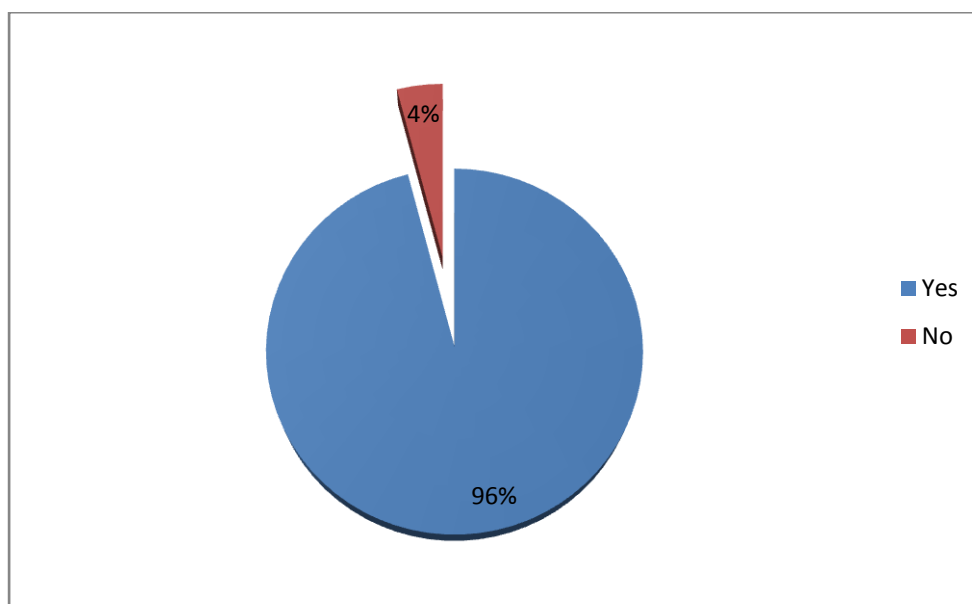
**Information on government services including CMH in public premises-Betul**  
Photo Credit: Tanaya Mohanty

that word of mouth is the predominant mode of coming to know about this government intervention perhaps highlighting the need for proactively creating greater awareness by the government particularly reaching out to the marginalized and people living in remote areas.



**Figure 23: How Did You Come to Know About the CM Helpline?**

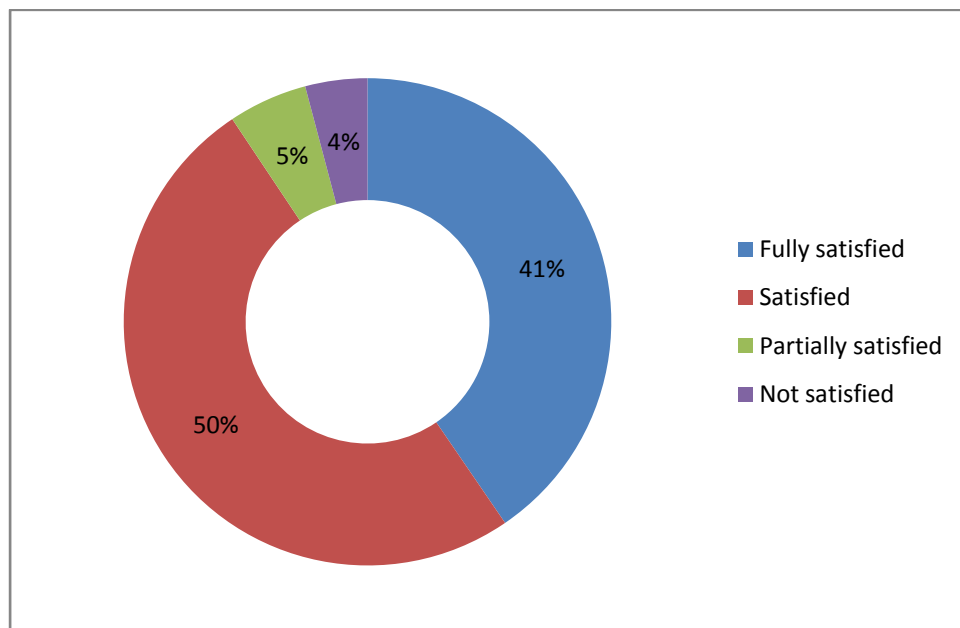
With regard to ease of access/ convenience of the CM Helpline, 96% of the respondents found it easy to access and register complaints on the CM Helpline with only 4% giving a 'no' as a response.



**Figure 24: Do You Find It Convenient/ Easy to Access and Register Complaints on the CM Helpline?**

Apart from convenience, it is equally important to know about the friendliness of the CM Helpline. As such, respondents were asked about their level of satisfaction (using Likert scale) with respect to the behaviour of the Call Centre staff attending their calls as well as informing them about the handling of their complaints. As seen in Figure below, 41% reported that they

were fully satisfied and 50% reported as satisfied. Only a miniscule 5% were partially satisfied and 4% not satisfied.



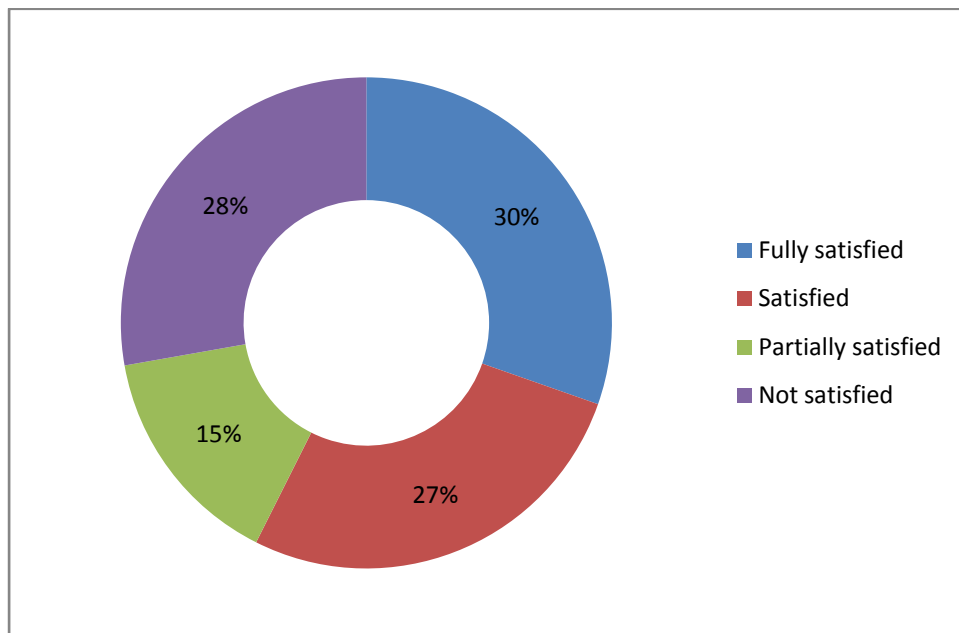
**Figure 25: Are You Satisfied with the Behaviour of the Call Centre Staff?**

### 5.2.3. Effectiveness and Responsiveness

In this section, we will be analysing the effectiveness of the CM Helpline in terms of whether it has been able to achieve the objective for which it has been designed- to have grievances redressed and ensuring satisfied citizens. It is also important to see the responsiveness of the Helpline in terms of the promptness with which complaints are addressed.

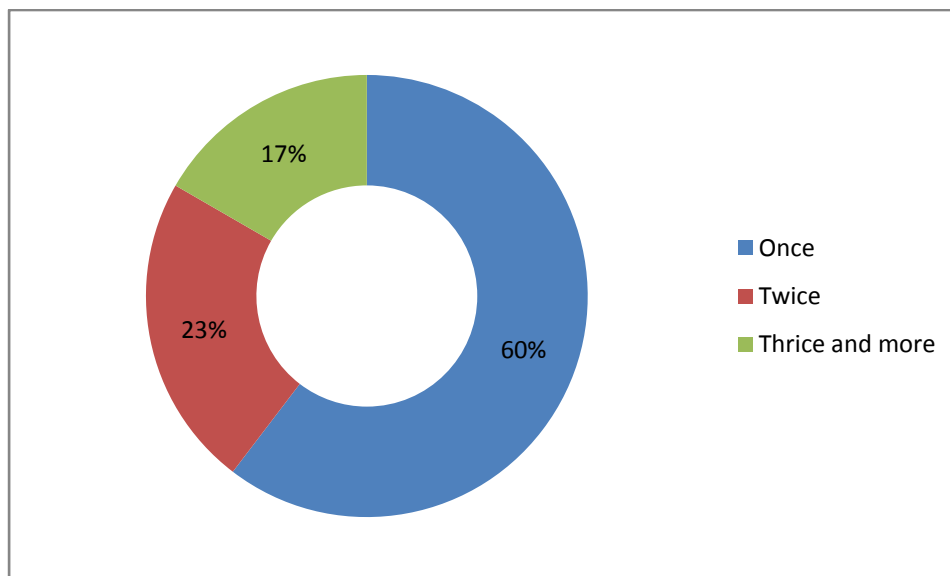
It is with this purpose that the survey sought to assess the satisfaction levels of the respondents with respect to the resolution of their complaint registered with the CM Helpline. Here again, the Likert scale was used to assess satisfaction at four levels- fully satisfied, satisfied, partially satisfied and not satisfied. It is indeed a reflection of the success of the intervention that 57% of the respondents in all have reported themselves as fully satisfied (30%) and satisfied (27%). Another 15% have reported that they are partially satisfied while 28% have reported that they are not satisfied (here, it may be mentioned that the sample has included cases of both satisfactorily and forced closures).

A substantial chunk of complaints (58%) - are resolved in less than three weeks.



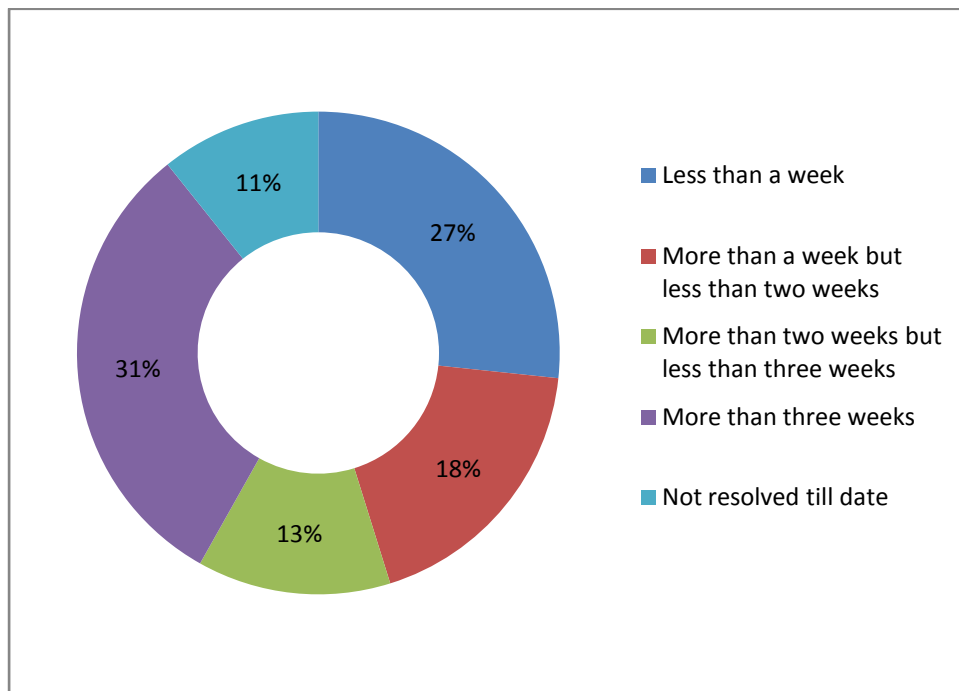
**Figure 26: Are You Satisfied with the Way Your Complaint was Resolved?**

It is also an indication of satisfaction and faith in the Helpline that 40% of the respondents have used it twice and more times, as Figure 27 below illustrates.



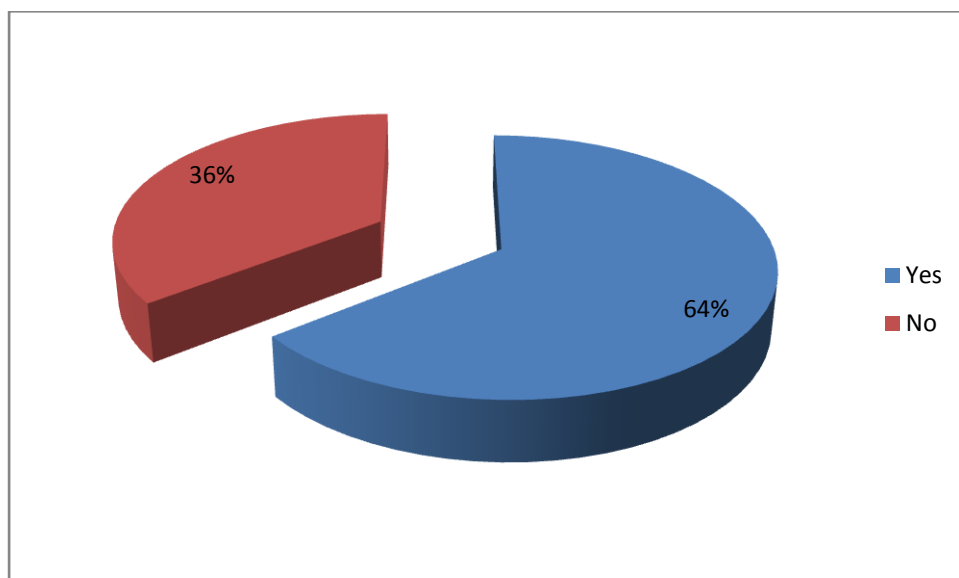
**Figure 27: How Many Times Have You Used the CM Helpline?**

An important component of a grievance redress mechanism is the promptness with which a complaint is being resolved. Hence, respondents in this sample survey were asked about the time taken for their complaints to be resolved. From Fig. 28, it is observed that a substantial chunk of complaints (58%) - are resolved in less than three weeks. Within this, about 27% are resolved in less than a week, 18% within two weeks and 13% within three weeks. Another 31% have been resolved in more than three weeks. 11% of the sample respondents that their complaint is yet to be resolved completely (forced closures).



**Figure 28: How Long did it Take for Your Complaint to be Resolved?**

Further, to assess responsiveness, there was a question in the sample survey on whether while the complaint was being processed, was the respondent able to get regular update on the current status of the complaint. 174 of the respondents (64%) replied in the affirmative while the remaining 96 (36%) responded in the negative.

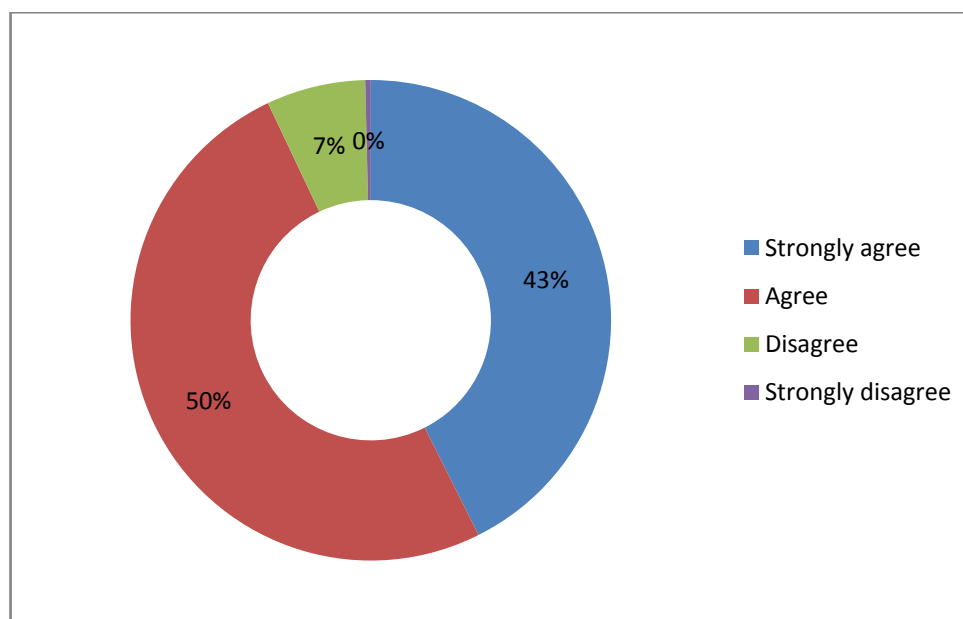


**Figure 29: Did You Get Regular Status Updates When Your Complaint was being processed?**

### 5.2.3. Relevance and Impact

An attempt was also made to assess the CM Helpline in terms of the two parameters laid down by the OECD framework, which is relevance of this intervention in the context of national and local requirements and priorities and its overall impact (whether the overall objective of the intervention has been met). Thus, the survey attempted to find out whether from the citizen's perspective, the CM Helpline has made it easier to register complaints than before its introduction as well as the citizens' view on whether it has an important role in addressing citizens' grievances in the state and whether it has led to better governance in the state. Also, the survey tried to find out the impact of the intervention in terms of whether the citizens of the state for whom it was initiated find it useful to address their complaints without any fear of backlash or retaliation. The Likert scale was used to measure the opinion/ perspective of the respondents with respect to all these aspects.

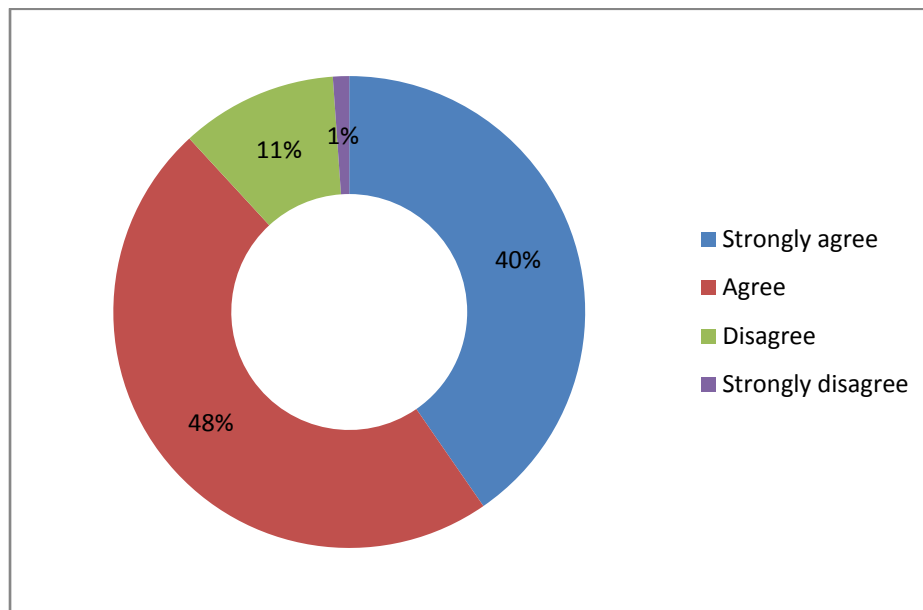
In response to the question whether the CM Helpline has made it easier to register complaints than before its introduction, the findings are to the effect that 43% of the respondents strongly agree while another 50% agree which speaks volumes about the relevance of the CM Helpline in addressing citizens' grievances in the state. Only 7% of the respondents disagree while just 1 person in a sample of 270 respondents has given strongly disagree as his response.



**Figure 30: Has the CM Helpline made it Easier to Register Complaints than before its Introduction?**

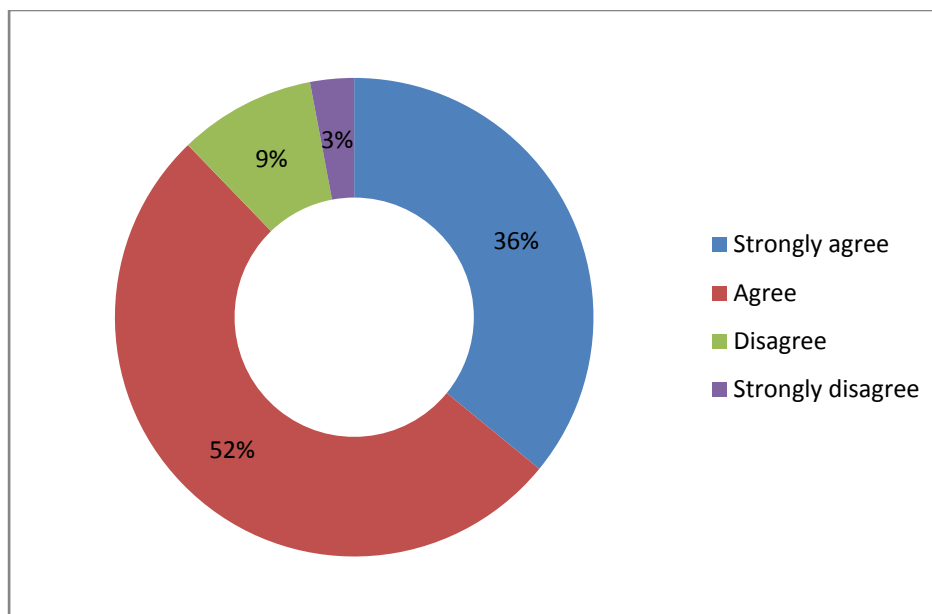
A substantial majority of the respondents are of the opinion that the CM Helpline has an important role in addressing citizens' grievances in the state. 40% of the respondents strongly agree while 48% agree on this aspect. Only a small percentage disagrees which is 11% and another 1% of the respondents strongly disagree.





**Figure 31: Do You Think That the CM Helpline Has An Important Role in Addressing Citizens' Grievances in the State?**

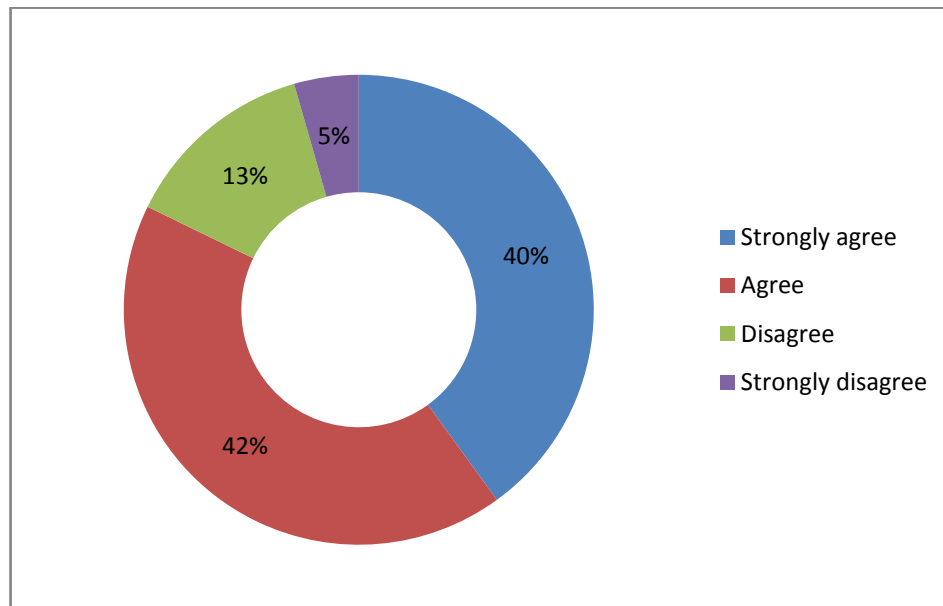
Again, as evident in the figure below, a large majority of the respondents are in agreement that the CM Helpline has had an impact upon the state in terms of ensuring good governance, with 52% agreeing while 36% are strongly agreeing to the same. However, what is striking in comparison to the above two variables is the fact that percentage of respondents who have responded as 'strongly agree' is relatively less than the former. A small percentage of the respondents have given their response as disagree, which is 9% and 1% as strongly disagree.



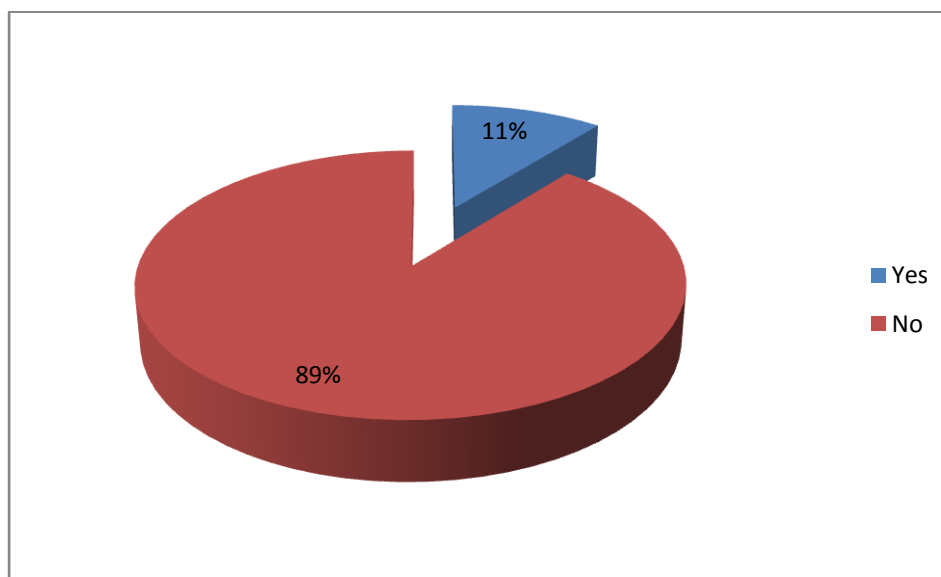
**Figure 33: Has the CM Helpline Led to Better Governance in the State?**

The findings of the survey are to the effect that overall, the CM Helpline has a profound impact on addressing the woes of the citizen and contributing to better governance in the state. In

response to the query on the usefulness of the CM Helpline, as Figure 34 below makes it evident, 40% of the respondents strongly agree while another 42% agree on this count. 13% have given their response as 'disagree' and only 5% as 'strongly disagree'. It is again a reflection of the success of the CM Helpline that as Figure 35 indicates, an overwhelming 89% do not in any way feel hesitant or fearful in registering a complaint (with freedom from fear of retaliation an important yardstick for a grievance redress mechanism according to the World Bank).



**Figure 34: Do You Find the CM Helpline Useful in Addressing Your Grievances?**



**Figure 35: Do You Feel Hesitant/ Fearful in Registering a Complaint?**

### 5.3. Inferences from Select Cases

In this section, we will be focussing on ten complaints/cases drawn from different districts which have been carefully chosen so as to highlight different scenarios and contexts in which the Helpline has been operational. The CMYPDP Research Associates posted in the different districts have personally interacted with the complainants and captured the nuances of each case. On the basis of these cases, we will be undertaking cross-case analysis and coming out with observations/ inferences which might have relevance for policy interventions.

The personal details of the complainants are being withheld here as many of them expressed reluctance and did not give their consent to disclosure of the same.

#### 5.3.1. Individual Cases

##### 5.3.1.1. Case 1

This is a particular complaint from Lehar Tehsil in Bhind filed by a person who is a daily wage labourer from the Scheduled Caste and who has studied only upto primary school. He had filed a complaint under the CM Helpline pertaining to the Police (Department of Home) as another person from his village had caused willful damage to his toilet owing to personal enmity. The toilet had been constructed by the Gram Panchayat under the Swachh Bharat Abhiyan. The complainant insisted that either the toilet should be re-built or he be compensated for the damage but neither action has been taken. In addition, he was being threatened by the local police to take back his complaint (he alleged that the person who caused the damage was a person of considerable clout in the locality). He had filed a complaint with the CM Helpline only after exhausting other redress mechanisms such as Jan Sunwai, and approaching the Office of the Superintendent of Police but to no avail. According to him, he has not been able to get redress even through the CM Helpline. The complaint registered in March, 2017 had been force closed by the Department. A similar complaint was encountered in Chhatarpur district where the complainant was beaten up by another person and the former registered a complaint under the CM Helpline (preferring this method of registering a complaint). The police did not take any action against the other party (owing to his considerable clout) and instead, force closed the complaint.

##### 5.3.1.2. Case 2

A particular complainant in Chhatarpur district had registered a complaint with the CM Helpline about the non-availability of water in his agricultural field. The concerned Department officials assured him that the same would be ensured within a time frame of four months and on that assurance, he was asked to satisfactorily close his complaint which he did in good faith. However, four months had long elapsed and he was yet to get the promised result while his complaint is officially 'satisfactory closed'.

##### 5.3.1.3. Case 3

A resident of Khandwa who retired as a Panchayat Coordination Officer registered a complaint with respect to cleaning of sewage line by the Nagar Nigam authorities. The complainant claimed that the sewage line had not been cleaned for the last six months leading to accumulation and seepage near his house which while creating a very unhygienic atmosphere has also led to increased breeding of mosquitoes in the locality. Apart from registering his

complaint with the CM Helpline, he has also put across this issue many times in the Jan Sunwai but to no effect.

As per the records, Nagar Nigam took action on this complaint by forwarding this complaint to its zonal representative who visited the spot and submitted his report that in this colony, there is daily cleaning of sewage lines and a door to door vehicle collects the garbage. However, the complainant claimed that no officer had visited the spot and the problem remains unaddressed according to him.

### 5.3.1.4. Case 4

A particular complainant from Agar Malwa reported that he found it by far more convenient to dial 181 as compared to running pillar to post to lodge complaints. According to him, he had visited the concerned department and officials umpteen times to get a drip irrigation system before the summer season for his orange orchards but all he got were excuses as to why drip irrigation system could not be made available to him. Then, somebody from his village told him to try asking for the service through the CM Helpline and resultantly, the complainant got the drip irrigation kit within 5 days. However, the irrigation kit was not complete and few important components were not provided to the complainant due to which the given kit could not be used by the farmer. The complainant farmer was of the view that the incomplete kit was provided in a week's time just to close the case while the problem has not been solved on the ground.

Forced closures if done in a proper manner do not lead to resentment.

### 5.3.1.5. Case 5

This is a particular case of forced closure where the complainant registered a complaint through 181 to avail the benefits of the Prime Minister's Awas Yojana. The complainant was informed that he was not eligible for PMAY as his name has not been included in the SECC List. The complainant was satisfied as complete information was given as to why he is not eligible for PMAY though he was disappointed that he could not avail the benefit.

### 5.3.1.6. Case 6

A case similar to case 5 above was encountered in the Jila Janpad of Guna where the complainant, before registering his complaint with the CM Helpline, was initially trying to procure government subsidy for constructing a toilet by approaching the Sarpanch. Once he registered his complaint with



A complainant narrating his experiences with the CMH in Guna  
Photo credit: Abhishek Jhavar

CM Helpline, he was informed that he was not eligible at that particular point of time for availing the benefit as his name was not on the beneficiaries' list. He was further assured that once the list is updated, he will get the particular benefit and the complaint was closed with his acceptance of this reason. The complainant in personal interaction with the researcher expressed satisfaction with the way in which his grievance was dealt with.

### *5.3.1.7. Case 7*

This is an interesting case where the complainant registered a complaint by dialling 181 with regard to recurrent power cuts. The person is fully satisfied with the facility of CM Helpline through which he could directly lodge the complaint. Further, the issue got resolved within 3 days without any further effort on his part. However, the person suggested that he was not aware about the CM Helpline and got to know only after much internet search on how to submit complaints to government officials. This case, thus, highlights the need to step up efforts to increase awareness about the CM Helpline.

### *5.3.1.8. Case 8*

An independent journalist in Narsinghpur district has been using the CM Helpline quite often to seek redress of problems in his vicinity. He had lodged a complaint in November 2017 that the veterinary doctor is not available at the district veterinary hospital, Narsinghpur and that a Class IV employee has been performing these responsibilities. The complainant has asked for an urgent resolution to the above complaint in the public interest and he is happy that the complaint got resolved at Level 1 itself within a week's time and he was fully satisfied.

### *5.3.1.9. Case 9*

The above mentioned journalist in Narsinghpur who reported a positive experience with respect to the above complaint in case 8 stated that this has not always been his experience in the past while using the CM Helpline. Once he had lodged a complaint with the CM Helpline that the text book distribution for upper primary school students was considerably delayed owing to which students (including his daughter) were facing problems. Few days later, the complainant received a call from the concerned department official in the district who offered to provide all the textbooks to his daughter on the condition that he closed the complaint. The respondent was, however, insistent that the complaint won't be withdrawn until text books are distributed to all the concerned students. Later, he didn't receive any message or call from the concerned official and the issue is also not resolved yet.

### *5.3.1.10. Case 10*

This is a particular case from Betul where the complainant is a woman from the Scheduled Tribe who is also physically disabled with restricted mobility. She got married on March 3, 2016 as part of the mass disabled persons' wedding organised by the government and she was assured a sum of Rs. 1 lakh, along with other household items including a new gas connection under the particular scheme of the government. While the complainant received a new stove, she has not received a gas connection post 1.5 years of the wedding owing to which she registered a complaint under the CM Helpline. Surprisingly, the status of her complaint is 'satisfactory closed' despite the fact that her problem has not been addressed and she not having closed the complaint of her own. However, despite the problem not been resolved (owing to which she still

does the household cooking on a mud chulha), she was hopeful that the CM Helpline could afford some succour to physically disabled persons and women like her who could now raise their grievances from the comfort of their homes.

### 5.3.2. Inferences from the Cases

A cross-case analysis of the above complaints indicates that across districts and across socio-economic categories and for all kinds of public grievances, citizens show a marked preference for this grievance redress mechanism. While some prefer to raise their grievances using 181 without taking recourse to other mechanisms, there are others who use it as the 'last resort' after other efforts including Jan Sunwai has failed. There are also those who prefer to use it simultaneously with other mechanisms as seen in the complaint pertaining to drip irrigation (case 4). There is also some faith that grievances long unaddressed through other mechanisms would have a better chance of redress through the CM Helpline route.

The case studies also bring home the point that while many citizens are happy with the way the complaints are addressed leading to 'satisfactory closure', there are instances in the field where complaints are satisfactorily closed (by the complainant) on assurance of the concerned officer to take action, but no action has been taken thereafter and the citizen grievance lies unaddressed. Again, instances have been reported that the citizen does not even know that his/her complaint has been recorded as 'satisfactorily closed' while the problem remains unaddressed on the ground as in the above referred case 10 where a disabled woman who got married did not get the promised gas connection. Also, there is more focus at L1 level of getting the complaints closed at any cost rather than ameliorating the problem. This is evident in many instances such as the case where the drip irrigation tool kit was provided hastily but with many components missing, offering text books to the complainant's daughter but not to other students.

The CM Helpline has become a tool for public minded citizens to address general problems afflicting the community; also affords more agency to women and marginalised groups like the disabled.

There have also been allegations from the citizens that many problems are force closed with no action taken. Particularly, there are allegations in cases considering the Home Department that the nexus between persons with clout and local police result in action not being taken and in fact, the complainant is threatened to take back complaints. However, forced closures can still not cause resentment if done in a proper manner. Thus, when a sincere effort was made to explain to a particular complainant (case 5) the reason for his ineligibility for getting the benefits of a particular scheme, he was satisfied with the explanation and left him with no sense of resentment against the government.

While the above cases do highlight certain shortcomings, there are many cases where the complainant has found the Helpline extremely useful in solving their various problems (as also attested to by the survey results). However, there again, as a certain case indicates, the information on the CM Helpline is not readily available and hence, requires more initiative on the part of the government for awareness generation.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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The CM Helpline has also become a tool for public minded citizens to address general problems afflicting the community- such as absence of a veterinary doctor. Also, as perceived by some complainants, it affords more agency to women and marginalised groups like the disabled who can atleast raise their issues without major inconvenience.

## Chapter VI: Circumventing Institutional Challenges: An Official Viewpoint

### 6.1. Introduction

An important component of this study has also been to understand the institutional challenges involved in a public grievance redress mechanism of this scale and exploring ways of circumventing the same. This has been sought to be achieved by getting on board the perspectives and responses of officials who are directly responsible for addressing the complaints registered under the CM Helpline at L1 level as well as officials at L2 level. The methodology has involved conducting interviews using a specially prepared interview guide for L1 officials of five key departments across the nine districts which have witnessed the highest number of complaints as well as interview with one L2 official each (including the District Collector/ Superintendent of Police/Additional District Magistrate) for the nine districts on the basis of an interview guide (distinct from the former). As such, forty-five L1 officials and ten L2 officials were interviewed for the purpose of the study.

### 6.2. Perspectives from L1 Level

#### 6.2.1. Department of Energy

As acknowledged by L1 officials of the Department of Energy across the 9 districts, the Department receives a huge volume of complaints owing to the fact that the consumer base is huge which in turn translates into an extensive network spread across diverse geographical terrain and through different types of electricity lines, grids and distribution transformers necessitating high scale, constant maintenance and thus, creating scope for power disruption. Power supply is also an issue affected by the vagaries of weather and transformer load. Also, electricity is an essential need and complaints have to be addressed in record time. Also, as reported by L1 officials in many districts, one person may end up lodging the same complaint many times or ten persons might individually lodge complaints for the same issue (for instance, with respect to a damaged transformer catering to a village) leading to rise in volume of complaints on the same cause.

Electricity is an essential need and complaints have to be addressed in record time.

As reported in almost all districts, a key challenge for the Department in handling the huge number of complaints registered under the CM Helpline is shortage of manpower both in the field as well as office staff. In one district, the L1 official observed that there are situations where one line man (field staff) has to handle around 200 transformers in addition to his many roles and responsibilities including bill collection, line/metre repair, providing temporary connections, disconnecting supply of defaulters, providing new connections under new scheme. Handling CM Helpline complaints along with these roles becomes challenging for field staff. In another district, the concerned L1 official pointed out that his office is very poorly staffed with only one computer operator who is responsible for feeding in all responses against complaints



## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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under CM Helpline. Again, in many districts, there are issues of resource availability. This problem is compounded by the fact that the government faces challenges in allocating funds to rural areas as recovery return in rural areas is very low with the expenditure mostly higher than the revenue earned by the Department of Energy in rural areas.

Most L1 officials feel empowered enough with the requisite authority to take the steps required for addressing complaints under the CM Helpline. Nevertheless, there might be certain situations when extra funds might be required and more sophisticated machinery may need to be deployed such as hydra machines for which approval has to be sought from a higher authority.

Most L1 officials spend a considerable period of time addressing complaints under the CM Helpline (in addition to their work and their responsibilities under the Loka Sewa Kendra services which also has a tight timeline). Nevertheless, they feel that this is an important aspect of their jobs as public servants and that despite the constraints; they strive their best to address the problems.

In response to the question as to the reason why some complaints are reported as satisfactorily closed on record when the complaint is not satisfied on the ground, some L1 officials said that this does not happen in their department and if such a case arises, then disciplinary action would ensue. Others, however, admitted that such a situation may arise owing to the fact that bills might not be paid by the citizens leading to forced closure or that the complainant may tell the field staff that he is satisfied while later, he may take a different position.



An interview with an L1 Official in Khandwa in process  
Photo credit: Rajneesh Tiwari

### 6.2.2. Department of Panchayat and Rural Development

As attested to by most of the interviewed L1 officials of the Department in the select districts, the main reason for the high number of complaints is owing to the fact that the department deals with a huge population base and it is responsible for a huge number of schemes with direct bearing to the lives of the rural population of the state ranging from MNREGA, Pradhan Mantri Awas Yojana, Indira Awas Yojana to Swachh Bharat Mission and others. A main reason for the high number of complaints as reported in most districts is the fact that the rural population has increasingly started using the Helpline to make demands or claim benefits for schemes for

which they are not eligible leading to a situation where the Department cannot satisfy their demands. For instance, as reported in a particular district, many people demand through the CM Helpline for a job card without even applying for a job card with the department.

The rural population has started using the Helpline to make demands or claim benefits for schemes for which they are not eligible leading to a situation where the Department cannot

As reported in most districts, a key challenge faced by L1 officials of the Department in addressing complaints under the CM helpline is considerable lack of manpower though it is reasonably equipped in terms of other resources to address the complaints. Also, as reported in most districts, demand based complaints are very difficult to satisfy which is the case with most complaints of the Department. For instance, as reported in a particular district, a huge number of complaints are with respect to availing fresh benefits under the Pradhan Mantri Awas Yojana where the list of beneficiaries is as per the socio-economic census data of 2011 and the Department has no authority under it leading to proliferation of complaints by people who are not in the beneficiaries' list.

Though most L1 officials feel reasonably empowered or have the requisite authority for resolving the complaints, most are in agreement that this takes up a lot of time. Particularly, it is challenging for the CEO Janpad Panchayat who is responsible for lots of development work across the block who also has additional responsibility for complaints of all the gram panchayats under his jurisdiction. Nevertheless, all are in agreement that addressing public grievances is an important aspect of their work and they do not shirk from it.

In response to the question as to the reason why some complaints are reported as satisfactorily closed on record when the complainant is not satisfied on the ground, most L1 officials denied the occurrence of such cases in their Department and said that this would incur disciplinary action.

### 6.2.3. Department of Revenue

According to interviewed L1 officials of the Department, one single reason for a large number of complaints associated with the Department involves BPL card enrolment wherein even ineligible candidates apply for the same through the CM Helpline. Also, people have started using the CM Helpline to lodge complaints on revenue matters such as land diversion, demarcation and other property matters which are already pending in court and hence, sub-judice on which the Department cannot take any action. Also, as reported by officials in some districts, many cases pertain to encroachments whose closure depend on the satisfaction/ agreement of both parties and, thus,

The Department of Revenue has to deal with a huge volume of court/ police investigation pending cases on which the Department cannot act leading to forced closures.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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takes time to resolve. Also, errors in settlement are a primary cause of complaints for the Department. Also, as reported in one district, a huge volume of complaints are from people who are not eligible for certain benefits; for instance, there are numerous demands lodged through the Helpline for compensation for damage to crops from people who did not sow any crop which are not possible for the Department to entertain.

A key challenge, as reported in a certain district by the L1 officer, is the fact that the Department has to deal with a huge volume of court/ police investigation pending cases on which the Department cannot act leading to more forced closures. In almost all the districts, a huge challenge reported was the difficulty in addressing complaints which are more in the nature of demands for entitlements to which people are not eligible. Also, a key challenge encountered by the officials of the department is the lack of understanding among complainants that resolving cases like encroachment and settlement takes considerable time and, hence, cannot be resolved within the deadlines set under the CM Helpline.

Some L1 officials felt that they should be empowered to close cases which are sub-judice or in which the complainant is not eligible for the benefit

Almost all L1 officials in the various districts say that the Department faces a manpower crunch with there being not enough officials to carry out day to day operations who are further burdened with the work of resolving complaints under the CM Helpline with the suggestion mooted for deployment of skilled staff for exclusively looking at the cases under the CM Helpline. Also, the suggestion was offered that the Nayab Tehsildar should be recognized as the L1 official instead of one Tahsildar for the whole taluk leading to better allocation of work and facilitate resolution of complaints.

Most L1 officials feel suitably empowered/ authorised to take the decisions involved in resolution of complaints under the CM Helpline though few officials felt that they should be empowered to close cases which are sub-judice or in which the complainant is not eligible for the benefit.

Most L1 officials point out that resolving complaints under the CM Helpline takes time though all are quick to point out that they do not let this affect the normal functioning of the Department.

On being asked the reason as to why some complaints are satisfactorily closed on the record when the complaint is not being resolved on the ground, some L1 officials say that this problem is not there in their Department and say that this practice could cost their jobs, which acts as a deterrent. Others point out that in cases of ineligibility, the complainant may say that they are satisfied with the reason given by department officials but then provide a different version to the Call Centre operator.

### 6.2.4. Department of Public Health Engineering

As observed by most L1 officials of the Department in the various districts, the reason for the high number of complaints in the Department is owing to the fact that it is responsible for catering to the drinking water needs of the citizens. Maintenance of handpumps is a responsibility of the Department. Though the Nal Jal Yojana has officially been handed over to the Panchayats, the PHED Department still has to resolve complaints under it. Many districts are plagued by water scarcity owing to the fact that the underground water level is very low leading to increased number of complaints for handpumps which are not functional, a problem which is aggravated during the dry season. Also, the problems are compounded by the fact that handpumps need regular maintenance and repair to function effectively, thereby, leading to more complaints.

Many districts are plagued by water scarcity and the underground water level is low, leading to non-functioning handpumps.

The key challenges in addressing the complaints under the CM Helpline, as perceived by most of the officials interviewed is the problem of water scarcity and low water table in the districts which results in a high number of complaints for defunct handpumps along with the shortage of staff as reported in certain districts. As observed by a L1 official in a district, the shortage is acute (with 1 mechanic for 200 handpumps).

Moreover, while most officials feel that the department is reasonably well-equipped in terms of other resources, there is shortage of manpower. Further, as reported by one officer, there are pressing HR challenges owing to the fact that there are mechanics who are permanently employed and a substantial number on contractual employment with a huge difference in salary and other benefits. As a result, it is very difficult to motivate the latter group to work with the requisite dedication.

Almost all the L1 officials interviewed observed that they felt suitably empowered and possessed the requisite authority to get complaints under the Helpline addressed. Most officials pointed out that resolving the huge number of complaints under the CM Helpline takes up a lot of their time, particularly considering that there are constraints of manpower and resolving the complaints might lead to other works of the Department taking a backseat. Nevertheless, as pointed out by one official, it serves as a good feedback mechanism for the Department and no effort is spared to resolve complaints under it.

Shortage of manpower is a problem across the districts, with the need articulated for special staff to look into the complaints of the CM Helpline.

In response to the question as to the reason for some complaints being reported as satisfactorily closed on record when the complaint is not satisfied on the ground, one L1 official

observed that it could be owing to the fact that the demanded service has been provided but the core need has not been addressed. He illustrated this with an example of a complainant demanding that the water tank in the village be repaired. The tank was duly repaired and the complainant told the officials that he was satisfied. However, when the water level went down subsequently and the supply became irregular, the same complainant became dissatisfied.

### **6.2.5. Department of Urban Administration and Development**

The high number of complaints in the Department is attributed by most of the officials interviewed to the fact that the Department is responsible for many functions contributing to keeping urban life functional such as cleaning sewage, lifting solid waste, ensuring that the roads are swept and drains not clogged, the upkeep of all public spaces as well as the Pradhan Mantri Awas Yojana etc., all of which require constant work and maintenance. This results in a flood of complaints from citizens. According to the officials in certain districts, numerous complaints also come from the residents of illegal colonies regarding roads and drainage which is not possible for the Department to fulfil leading to an escalation of such complaints and demands. Complaints are also aggravated by the increasing population pressure and the low civic sense.

In the opinion of most officials interviewed, the main challenges in addressing complaints under the CM Helpline include the high volume and diverse range of responsibilities compounded by lack of adequate manpower, infrastructure and funds in certain cases, growth of illegal colonies in the urban centres whose demands raised through the Helpline cannot be met, non-cooperative attitude of complainants as well as high percentage of false complaints.

In most districts, the officials interviewed stated that shortage of manpower is a problem with the need articulated for special staff to look into the complaints of the CM Helpline as overburdened staff find it hard to do justice to all their responsibilities.

Most officials of the Department feel empowered enough to discharge all their duties of grievance redress under the Helpline though some point out that it is difficult for them to address demands requiring some form of infrastructure creation which requires approval from higher authorities. Some officials have also pointed that authority at their level to close false complaints or complaints where the complainant is ineligible to receive a particular benefit would have made their functioning much easier.

Resolving complaints under the Helpline takes up a lot of their time, as attested to many officials which is aggravated by the lack of adequate trained staff to help them though most put in all effort to resolve the complaints and also take steps to ensure that their other work does not suffer which is a tough balancing act for most.

On being asked the reason as to why some complaints are reported as satisfactorily closed on record while not being actually resolved on the ground, some officials pointed out that certain demands or complaints take a long time to be redressed- particularly where it involves infrastructure creation and need to proceed in specific stages such as taking sanction, inviting tenders etc. In such a scenario, an official may request a complainant to close his complaint once the process has begun though at a later stage, there might arise problems in completing the work.

### 6.3. Perspectives from L 2 Level

Interviews with L2 officials in the select 9 districts were conducted with the objective of getting a perspective at the district level on what are the challenges in addressing complaints under the CM Helpline. The officials interviewed point out that there are number of challenges at the district level which need to be circumvented for the CM Helpline to serve its true purpose of furthering good governance in the state. Some of these challenges include a high percentage of false complaints as well as complaints which are more in the nature of demands for certain entitlements for which the complainants are not eligible. As pointed out by a Superintendent of Police for a particular district, false complaints while adding to the work load of an overwhelmed police force also can be demoralizing for them. As pointed out by a particular interviewee, there is also a growing trend to use the CM Helpline to make demands without even applying for the benefit through the concerned department leading to an enhanced work load for the officials. As observed by a District Collector, a major challenge at all levels and departments is shortage of time for handling so many complaints, given other responsibilities and that too, within such a tight timeline. Also, another problem encountered is that complaints are not routed in time to the appropriate Department owing to confusion (at the level of the Call Centre staff) on the Department appropriate to resolve a particular complaint.

There is a growing trend to use the CM Helpline to make demands without even applying for the benefit through the concerned department, leading to an enhanced work load for the officials.

As attested to by most L2 officials, most of the departments are not functioning at full strength and the shortage of manpower puts considerable pressure on the existing staff. Also, lot of staff at the district level are not competent enough. Most L2 officials feel that other resources are quite adequate for addressing complaints under the CM Helpline though few have pointed out that sometimes, monetary resources for public service delivery across departments falls short (a problem which is tried to be addressed through various ways like Jan Bhagidari, MPLADS/ MLALADS, user fee enhancement etc.)

While a number of L2 officials interviewed felt that there should be separate appointment of trained staff in the departments exclusively for handling complaints under CM Helpline and also for a few dedicated staff to monitor these at the district level, some felt that public grievance redress is a duty which every person in public service has to discharge and that officials need to be sensitised on this aspect of their job. At the same time, the need for more manpower was unanimously agreed upon by all L2 officials interviewed.



## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

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In response to the question whether L1 officials are empowered enough/ have the requisite authority to take the steps required for addressing complaints, most of the L2 officials feel that sufficient authority has been given at L1 for complaint resolution though for certain complaints (particularly related to the Department of Revenue), approval of higher authority is required.

In every district, L2 officials reported that both an online and offline methodology is followed to monitor complaints regularly and measures are taken regularly to avoid pendency. In all the districts covered, the Collector monitors the status of complaints under each department on a weekly basis. In certain districts, the Collector and the ADM personally check the portal for the movement of cases everyday and all the departments are notified, the first thing in the morning. Other than this, there are weekly TL (time limit) meeting on Tuesdays where time is devoted to monitoring the efficiency of departments at resolving the complaints at L1. Many districts also reported the practice of bi-monthly monitoring of random complaints by the District Collector and the practice of *jan sunwai* or public hearing. In most districts, remedial measures are taken to address concerns particularly through meetings with officials of the Departments which have higher pendency. In extreme situations, disciplinary action is also taken against the concerned officer or warning issued if satisfactory action is not taken by the concerned officer.

L1 level powers should be given to the Secretary, Gram Panchayat which will reduce the burden on the CEO, Janpad Panchayat who is responsible for addressing complaints in all the Gram Panchayats under his jurisdiction.

In response to the question as to why some complaints are reported as satisfactorily closed on record while the complainant is not satisfied on the ground, it was pointed out that in a district like Bhind, such complaints might be reported more in the case of the police but not so much in other departments because of obvious reasons of power and fear of police with complaints being closed on assurance of action or issue of threats. The officials reiterated the need to sensitise and motivate the ground level police force in order to prevent such incidents.

Finally, all the L2 officials were requested to give their suggestions in order to enhance the effectiveness of the CM Helpline in their respective districts in response to which a number of suggestions were made. One suggestion which has come up in the context of most of the districts is that there should be dedicated, trained staff to look into complaints under the CM Helpline in every department and a team at the district level. One L2 official recommended the imposition of a penalty on registration of false complaints as a way of addressing the huge volume of false complaints lodged in each department. Further, it was suggested in the particular context of Departments like Revenue and Home, complaints involving ongoing cases in court should not be entertained as it is not possible to take action on such cases. The suggestion was also mooted by a particular District Collector that L1 level powers should be given to the Secretary Gram Panchayat which will reduce the burden on the CEO, Janpad Panchayat who is responsible for addressing complaints in all the Gram Panchayats under his jurisdiction. Suggestions were also mooted on increasing the timeline from the current level (7

days) to 10 days at both L1 and L2 level. Further, the need was also articulated for filtering out or treating demands for benefits for which complainants are ineligible separately so that valuable time and resources are not exhausted on these. At the same time, it was also pointed out that the Call Centre staff should be properly trained and have a fair understanding of the workings of the various departments so that valuable time is not lost in routing a complaint to the appropriate department.



## **Chapter VII: Conclusion and Recommendations**

In this final chapter, an attempt is being made to assess the effectiveness of the CM Helpline in the light of the frameworks elucidated earlier on in the report particularly the World Bank parameters, OECD framework as well as the norms set at the national level on public grievance redress. This is followed by recommendations on the basis of the findings of the study.

### **7. 1. Effectiveness of the CM Helpline in the Light of the World Bank Parameters**

The CM Helpline, as the findings of the study indicate, fares extremely well vis-a-vis the six core principles laid down by the World Bank for an effective grievance redress mechanism (GRM), which are fairness, objectiveness and independence, simplicity and accessibility, responsiveness and efficiency, speed and proportionality, and participatory and social inclusion. Also, the CM Helpline fulfils much of the parameters laid down by the World Bank pertaining to the assessment of the adequacy of a GRM (as seen in table 7.1). Conforming to the first World Bank parameter, the CM Helpline has a very clear, formal and transparent internal mechanism to address grievances, which takes the form of clear documented process guidelines with designated officers at the different levels-L1, L2, L3 and L4 clearly mapped and charged with specific responsibilities, in addition to a designated call centre. When complaints are not satisfactorily addressed at L1, these are escalated to L2 which in the absence of non-resolution is further escalated to L3 and then L4, which is the final level. Thus, it also takes care of the last parameter of the World Bank framework on the need for an appeals process if complainants are not satisfied with the grievance redress. L3/L4 officer can 'force/ special close' a complaint which has not been satisfactorily addressed only if he is satisfied with the actions taken by the officers at the preceding levels.

With respect to the two related parameters on whether officials responsible for grievance redress have the authority to take or demand action and also whether they are obliged to take action on all grievances, the answer is an empathetic 'yes' on both counts. Officials at all levels are mandated to take appropriate action on all complaints within a fixed time-line respectively for each level (one week). Every complaint registered on the CM Helpline has to be compulsorily addressed with all efforts made for successful resolution. If the complaint could not be addressed to the satisfaction of the citizen (satisfaction gauged through phone call to complainant- it can only be 'satisfactory closed' at his behest), then it will be escalated to be next higher level and efforts initiated to resolve it ('work in progress'). It can only be 'force closed' by L3/ L4 officer if he is satisfied with the action taken by officials at the preceding level.

With respect to the question whether the complainants feel that they can lodge grievances without fear of retaliation, it may be inferred that the very fact that the Helpline has been used extensively by citizens in all the 51 districts of the state in huge numbers across caste, economic, rural-urban and other divides speak volumes of the fact that they feel free to lodge complaints without fear of retaliation which is also attested to by the survey on citizens' satisfaction to the effect that 89% of the respondents said that they could lodge complaints without any fear of retaliation.

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

The citizen is provided consistent feedback through the entire duration of a complaint under the CM Helpline, as required by the World Bank parameters. A complainant can regularly check the status of his complaint by logging on to the CM website portal with the registration number of his complaint. Also, apart from calls by the CM Helpline Call Centre, he also receives updates (such as escalation to the next highest level through SMS to his mobile number). The survey also found that 64% of the respondents got regular updates on their complaint.

In response to the parameter on whether there are internal processes in place to record, track, and monitor the grievances and the action taken on them, the answer is once again a resounding 'yes'. The L2 officer by logging in through his assigned user id and password on the CM Helpline internet portal is able to view all the cases which are escalated to him and the reasons for the same, with he being under pressure to take action on these within a week. The L3 and L4 officials are also able to access the unresolved complaints escalated to them with the onus on them to address these within prescribed timelines, with the latter-usually the Principal Secretary of the Department able to view all the 'force closed' complaints in his account (that is, those of his Department). The concerned officials are also able to access all the complaints which are satisfactorily resolved, those in which the complainant could not be contacted and those which are being addressed ('work in progress').

The interviews with the L1 and L2 officials indicate that in every district, there is a robust mechanism to monitor complaints regularly and measures are taken regularly to avoid pendency. In most districts, remedial measures are taken to address concerns particularly through meetings with officials of the Departments which have higher pendency. In extreme situations, disciplinary action is also taken against the concerned officer or warning issued, if satisfactory action is not taken by the concerned officer.

Parameters adapted from the World Bank	Status of CM Helpline Against the Parameter
<b>Does the project have clear, formal, and transparent internal mechanisms (e.g., a grievance redress unit, grievance redress committees, designated grievance officers) and rules for addressing grievances</b>	<b>Yes✓</b> As evident from the Process Flow of CM Helpline
<b>Do project officials responsible for grievance redress have the authority to take or demand remedial action?</b>	<b>Yes✓</b> Corroborated by interviews with L1 and L2 officials
<b>Are officials responsible for grievance redress obliged to take action on all grievances?</b>	<b>Yes✓</b> Corroborated by interviews with L1 and L2 officials
<b>Do project-affected (here, all the citizens) feel that they can lodge grievances without fear of retaliation?</b>	<b>Yes✓</b> As evident from results of sample survey
<b>Are project beneficiaries (in this case, the citizens) aware of their right to file a grievance and of the grievance redress</b>	<b>Yes✓</b> As evident from sample survey and case studies though more effort needed in this

process in general?	direction
Are there internal processes in place to record, track and monitor the grievances and the action taken on them?	Yes✓ Attested to by interviews at L2 level
Does the GRM provide timely feedback (written or otherwise) to the petitioner on actions taken?	Yes✓ Evident from Process Flow and findings from sample survey and case studies
Is there an appeals process in place that GRM users can access if they are not satisfied with how their grievance has been resolved?	Yes✓ Evident from Process Flow

Table 15: CM Helpline in the Light of the World Bank Parameters

## 7.2. Evaluation of the CM Helpline in the Light of the OECD Framework

In this section, an attempt is being made to evaluate the CM Helpline in the light of the OECD framework, namely evaluating the Helpline in terms of the OECD parameters of relevance, effectiveness, efficiency, impact and sustainability and the set of questions under each parameter. This evaluation is being presented in the table below:

OECD Parameter	Responses to questions under the parameter
Relevance	<p><b>Are we doing the right thing?</b></p> <ul style="list-style-type: none"> <li>• Yes✓</li> <li>• A step in the right direction in the light of national and state level requirements and priorities in ensuring good governance and a citizen-centric democracy</li> </ul> <p><b>How important is the relevance or significance of the intervention regarding local and national requirements and priorities?</b></p> <ul style="list-style-type: none"> <li>• Very relevant✓</li> <li>• Addresses the need for a robust, accessible and user-friendly public grievance redress mechanism which has become the <i>sine qua non</i> of good governance in a 'citizen centric' democracy</li> <li>• 52% of respondents in the survey agree while 36% strongly agree that the CM Helpline has had an impact upon the state in terms of ensuring good governance</li> </ul>

<p><b>Effectiveness</b></p>	<p><b>Are the objectives of the development interventions being achieved?</b></p> <ul style="list-style-type: none"> <li>• Yes✓</li> <li>• The objectives of the intervention to have in place a robust and easily accessible public grievance redress mechanism for the state have been adequately met</li> </ul> <p><b>How big is the effectiveness or impact of the project compared to the objectives planned (Comparison: result – planning)?</b></p> <ul style="list-style-type: none"> <li>• Big impact✓</li> <li>• Usage showed a staggering increase of over 247% in three years across the state</li> <li>• Despite numerous challenges and the volume, 55% of total registered complaints could be satisfactorily resolved across the state</li> <li>• 93% of the respondents in the survey strongly agree/ agree that the CM Helpline has made it easier to register complaints than before its introduction</li> <li>• 82% of the respondents in the survey strongly agree /agree on the usefulness of the CM Helpline</li> </ul>
<p><b>Efficiency</b></p>	<p><b>Are the objectives being achieved economically by the development intervention? How big is the efficiency or utilisation ratio of the resources used (Comparison: resources applied –results)?</b></p> <ul style="list-style-type: none"> <li>• Efficiency was not judged in strictly economic terms considering that public grievance redress is an imperative for a robust democracy and indispensable. Nevertheless, it was found that existing manpower and physical resources at the disposal of the state have been harnessed; considerable time and energy is deployed by government staff in addition to the existence of a dedicated Call Centre</li> </ul>
<p><b>Impact</b></p>	<p><b>Does the development intervention contribute to reaching higher level development objectives (preferably, overall objective)?</b></p> <ul style="list-style-type: none"> <li>• Yes✓</li> <li>• Overall objective of ensuring 'happy citizen' adequately met</li> <li>• A big contribution to better governance and citizen-</li> </ul>

	<p>centric administration in the state</p> <p><b>What is the impact or effect of the intervention in proportion to the overall situation of the target group or those effected?</b></p> <ul style="list-style-type: none"> <li>Considerable impact in terms of its accessibility and therefore, usage by people of all socio-economic groups including the marginalized</li> </ul>
<b>Sustainability</b>	<p><b>Are the positive effects or impacts sustainable?</b></p> <ul style="list-style-type: none"> <li>Yesv</li> <li>The impact is likely to be sustainable considering that clear, formal, and transparent internal mechanisms, processes and rules for addressing grievances are firmly in place and officials are empowered enough to take action. It is also accorded top priority by the state</li> </ul> <p><b>How is the sustainability or permanence of the intervention and its effects to be assessed?</b></p> <ul style="list-style-type: none"> <li>The sustainability or permanence of the intervention might, however, be contingent on the continued priority accorded to it by the state government and continued political will to sustain it</li> <li>Might also require an infusion of dedicated resources namely in terms of trained manpower and addressing some of the challenges highlighted in the study (please refer to recommendations)</li> </ul>

**Table 16: CM Helpline in the Light of the OECD Parameters**

### 7.3. The CM Helpline in the Light of National Level Norms

The findings of study indicate that the CM Helpline fares considerably well in terms of the norms laid down by the 2nd ARC Report (2009) as well as by the Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice (2008) for public grievance redress, as seen in the table below:

## Assessing the Effectiveness of the CM Helpline in Addressing Public Grievances in Madhya Pradesh

National Level Norms for Public Grievance Redress	Status of the CM Helpline on these Norms
Easy to use	<b>Yes✓</b> 96% of the respondents of sample survey found it easy to access and register complaints on the CM Helpline
Prompt	<b>Yes✓</b> A substantial chunk of complaints (58%) - are resolved in less than three weeks.
Citizen's faith in the mechanism	<b>Yes✓</b> As attested to by the increasing volume of complaints  Along with a significant majority finding it useful and 57% of the respondents being satisfied with the resolution, 40% have used it more than once indicating faith in the mechanism
Well publicized	More needs to be done on this front as word of mouth is the predominant mode of awareness perhaps highlighting the need for proactively creating greater awareness by the government
Regular monitoring and evaluation which is used to make appropriate interventions	<b>Yes✓</b> Robust mechanism at all levels

**Table 7.3: CM Helpline in the Light of the National Level Norms for Public Grievance Redress**

### 7.4. Recommendations

While the findings of the study viewed in the light of various evaluation frameworks is indicative of the success and effectiveness of the CM Helpline, nevertheless, there are a number of areas on which more work is needed which will ensure the sustainability of this robust mechanism in the years to come. Some of the key recommendations emanating from the study may be listed as below:

(i) A sizeable percentage of complaints are 'invalid' complaints on which action cannot be taken or where resolution is not possible- these includes false complaints, demands for certain benefits for which the complainants are not eligible, complaints on sub-judice matter in the courts or pending police investigations. Complaints of this kind while adding to the burden at the L1 level, also lead to a large number of forced closures, as seen in the analysis on forced closures. A suggestion has been mooted by officials interviewed for filtering out or treating such complaints separately so that valuable time and resources are not exhausted on these, which might be worth considering.

(ii) A big challenge, as pointed out by L1 and L2 officials, is the growing trend to use the CM Helpline to make demands without even applying for the benefit through the concerned department, leading to an enhanced work load for the officials. Hence, a mechanism may need to be worked out whereby the complainant is directed by the Helpline to first apply (online or otherwise) for the benefit after checking his eligibility for the entitlement demanded. It is only when such an application goes unheeded that a complaint should be registered.

(iii) The study highlights the need for the Call Centre staff to devote time and attention to explain the reasons for ineligibility in a lucid, polite manner to the complainant and also the need to make public the list of beneficiaries for a particular scheme (and the waiting list, if any) and convey the same to the complainant. This would go a long way in reducing public resentment.

(iv) Another recurring problem in most districts is that valuable time and energy is lost as complaints at many times are routed by the Call Centre to the wrong department, highlighting the need for better training of the CM Helpline staff and sensitising them on the internal processes and working of government departments.

(v) The need has been articulated at both L1 and L2 levels for dedicated, trained manpower in the various departments as well as at the district level, including field level staff for dealing with complaints under the CM Helpline as there is acute shortage of manpower at all levels and it becomes burdensome for the existing staff to address complaints in record time along with their other core responsibilities.

(vi) Suggestions have also been advanced on the need to relax the time-line at L1 and L2 levels from 7 days to 10 days which will help ease the burden to some extent at these levels where multiple responsibilities are being juggled with. Also, it is important to treat certain complaints and demands separately in which a time-consuming government process has to be adhered to (for instance, infrastructure creation) and where the Helpline time lines cannot be adhered to. As of now, these are treated in a similar manner leading to more 'forced closures'.

(vii) The findings from the study indicate that certain L1 officials are bearing a heavy work load under the CM Helpline which impedes their smooth functioning, particularly officials like the CEO Janpad Panchayat who is responsible for resolution of complaints in the block as well as all the Gram Panchayats under his jurisdiction. There is a need to ease the burden on such officials and delegate responsibility at lower levels leading to better allocation of work and resolution of complaints. Similarly, the suggestion was offered that the Nayab Tehsildar should be recognized as the L1 official instead of one Tahsildar for the whole taluk.

(viii) The findings from the sample survey and case studies indicate that while the CM Helpline fares considerably well in terms of social inclusion, more targeted interventions might be required to enhance its usage among women, minorities, disabled and others.

(ix) As the survey indicates, 'word of mouth' is the predominant mode of awareness regarding the CM Helpline. Also, as seen in certain cases, even people who are familiar with the use of the internet could only obtain information on the Helpline through considerable 'google search'.

This highlights the need for the government to step up efforts on awareness generation at all levels, ranging from sensitising people in rural areas to building a better presence on the internet and social media.

(x) Greater public awareness and sensitisation exercises need to be also initiated so that people can be encouraged to use the CM Helpline in the proper manner and dissuade them from using it for lodging 'false complaints' (this exercise is being carried out in Bhind by the district administration as reported in the study).



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## **Annexure 1: Schedule to Assess Citizens' Satisfaction with Respect to the CM Helpline**

Name of the Complainant:

Complaint Number:

Date of registration of complaint:

Date of closure of complaint:

Department and Attribute to which the complaint pertains to:

Address of the complainant (complete details)

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Socio-economic Profile of Complainant

Gender:

Religion:

Caste/ Tribe: General/ SC/ OBC/ ST

Education:

Occupation:

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**1. How did you come to know about the CM Helpline?**

- a) Newspaper
- b) Electronic media
- c) Word of mouth (through friends, acquaintances etc.)
- d) Government officials
- e) Others

**2. How many times have you used CM Helpline in the past?**

- a) Once
- b) Twice
- c) Thrice and more

**3. What kind of complaint/s have you lodged through the CM Helpline? Please specify (attribute).**

**4. (i) Do you find it convenient/ easy to access and register complaints on the CM Helpline?**

a. Yes b. No

**(ii) If no, what are the problems faced in accessing the same?**

**5. Do you in any way fear retaliation?**

**5. Are you satisfied with the way your particular complaint/s has been resolved?**

a. Fully satisfied

b. Satisfied

c. Partially satisfied

d. Not satisfied

**6. How long did it take for your complaint to be resolved?**

a. Less than a week

b. More than a week but less than two weeks

c. More than two weeks but less than three weeks

d. More than three weeks

**7. While your complaint was being processed, did you get/ were able to access regular updates on the current status?**

a. Yes b. No

**8. Are you satisfied with the behaviour of the Call Centre staff attending your call and making calls to inform you about the handling of your complaint?**

a. Fully satisfied

b. Satisfied

c. Partially satisfied

d. Not satisfied

**9. Do you find the CM Helpline useful in addressing your grievances?**

a) Strongly agree

b) Agree

c) Disagree

d) Strongly disagree

**10. Do you think that the CM Helpline has made it easier to register complaints than before its introduction?**

a) Strongly agree

b) Agree

c) Disagree

d) Strongly disagree

**11. Do you think that the CM Helpline has an important role in addressing citizens' grievances in the state?**

a) Strongly agree

b) Agree

c) Disagree

d) Strongly disagree

**12. Do you think that the introduction of CM Helpline has led to better governance in the state?**

a) Strongly agree

b) Agree

c) Disagree

d) Strongly disagree

## **Annexure 2: Interview Guide for L1 Officials**

(Open ended questions/ cues for interview)

- (i) What do you think are the main reasons for the high number of complaints in your department?
- (ii) What do you perceive to be the key challenges in addressing complaints under the CM Helpline in your department in particular and government in general?
- (iii) Is your department well- equipped in terms of manpower and resources for addressing complaints under the CM Helpline?
- (iv) Do you feel empowered enough (have the requisite authority) to take the steps required for addressing complaints under the CM Helpline?
- (v) Do you think that resolving complaints under the CM helpline takes up a lot of your time? Does this have an impact on other aspects of your work?
- (vi) What could be the reason why some complaints are reported as satisfactorily closed on record when the complaint is not satisfied on the ground?

### **Annexure 3: Interview Guide for L2 Officials**

(Open ended questions/ cues for interview)

- (i) What do you perceive to be the key challenges in addressing complaints under the CM Helpline in your district?
- (ii) Are the respective departments in your districts suitably equipped in terms of manpower and resources for addressing complaints under the CM Helpline?
- (iii) Do you think that L1 officials are empowered enough (have the requisite authority) to take the steps required for addressing complaints under the CM Helpline?
- (iii) Do you think that resolving complaints under the CM helpline takes up a lot of time at the L1 level? Does this have an impact on other aspects of their work?
- (iv) Is there a system of monitoring the complaints under your jurisdiction at a regular interval? Are remedial measures being taken accordingly?
- (v) Do you have any particular suggestion for enhancing the effectiveness of the CM Helpline?
- (vi) What could be the reason why some complaints are reported as satisfactorily closed on record when the complaint is not satisfied on the ground?