

BUILDING HEALTHY CITIES



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Assessment Report on Citizen Reporting Systems in Indore City



February 2020

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ACRONYMS

app	application
BHC	Building Healthy Cities
CRS	citizen reporting system
CM	Chief Minister
FGD	focus group discussion
IMC	Indore Municipal Corporation
L1	level one
L2	level two
L3	level three
L4	level four
MP	Madhya Pradesh

Building Healthy Cities

Building Healthy Cities is a five-year cooperative agreement funded by the United States Agency for International Development (USAID) under Agreement No. AID-OAA-A-17-00028, beginning September 30, 2017. Building Healthy Cities is implemented by JSI Research & Training Institute, Inc. (JSI) partners International Organization for Migration, Thrive Networks Global, and Urban Institute, and with support from Engaging Inquiry, LLC.

This report is made possible by the generous support of the American people through USAID. The contents are the responsibility of Building Healthy Cities and do not necessarily reflect the views of USAID or the United States Government.

Recommended Citation

Faizal, Memon, Neeraj Mishra, and Damodar Bachani. 2020. *Assessment Report on Citizen Reporting Systems in Indore City*. Arlington, VA: Building Healthy Cities (BHC) project.

Acknowledgements

The authors would like to thank the Chief Executive Officer, Indore Smart City Development Limited and officers engaged in implementation and monitoring of Citizen Reporting System Applications; Chief Minister's Helpline and Indore 311 Application.

EXECUTIVE SUMMARY

In 2019, the USAID-funded Building Healthy Cities (BHC) project conducted an assessment of citizen reporting systems (CRSs) in Indore, India – the Chief Minister (CM) Helpline and Indore 311 Application (311 App). This report summarizes those findings and provides recommendations for improvement.

The CM Helpline fields complaints relating to 48 departments, whereas 311 App mainly focuses on complaints relating to 11 departments. Indore Municipal Corporation (IMC) updates the 311 App regularly and has added birth, death, and marriage certificate and water-related platforms. The majority of users for both CRSs registered complaints about sewage, drainage, and electricity. The 311 App had more users registering complaints for health than did CM Helpline. The department rating the highest satisfaction with grievance redressal was electricity for both CRSs, while health had the highest level of dissatisfaction across both platforms.

311 App users were on average wealthier and more educated than CM Helpline users. For both CRSs, the majority of users were men living in non-slum areas, working in business and/or self-employed. CM Helpline users were more likely to have heard about the CRS from friends and family, while 311 App users more often heard about the CRS from electronic media. Users found both CRSs convenient for lodging complaints, but more 311 App users reported reaching resolution of their grievances.

The study found that nearly 30 percent of complaints to the CM Helpline and 36 percent to the 311 App were resolved within 24 hours. Nearly one-in-four of CRS users (23 percent of CM Helpline and 24 percent of 311 App) was fully satisfied with redressal of complaints. The CM Helpline provided temporary solutions for 40 percent of complaints because some required policy decisions or new construction, while the 311 App offered permanent solutions to 85 percent of complaints.

Based on the findings of this study, BHC recommends the following to improve CM Helpline and 311 App services:

- CM Helpline is an important link to lower-income, less educated citizens. Outreach should continue to ensure everyone in Indore, including slum area residents, is familiar with this service. Both CRSs need to improve outreach and usage by women and the elderly. One option may be to work through local service officers to better publicize these services.
- Staffing plans for both CRSs should consider increasing human resources to effectively address complaints, as the number of CRS users continues to grow.
- The health department should address low complaint resolution satisfaction rates, which may improve overall use of health services if citizens feel their CRS complaints are effectively resolved. Some lessons may be learned from how the electrical department responds to and resolves complaints.
- To improve low resolution rates, the city should consider expanding how grievance redressal feedback is provided to CM Helpline users, such as through text messages after a call has finished.
- The 311 App should consider adding options to upload media other than photos (like video) to better illustrate complaints.
- IMC and Indore Smart City Development, Ltd. should conduct regular checks of these CRSs' quality of services and complaint resolution.

INTRODUCTION

The Building Healthy Cities project, funded by USAID, is implemented in three Asian cities, one of which is Indore, India. Indore is also one of the 100 Indian cities being funded by the Smart Cities Mission under the Ministry of Housing and Urban Affairs. Indore has been recognized as one of the cleanest cities in the country as a result of various interventions taken by the city government, including a highly effective citizen reporting system (CRS) through two applications; the Chief Minister (CM) Helpline and Indore 311 Application (311 App). This study was undertaken in 2019 to assess use of these applications through analysis of available data and citizens' responses.

OBJECTIVE

This study was conducted to assess citizens' attitudes about and use of two CRSs in Indore City, and the CRSs' effectiveness in resolving grievances.

BACKGROUND

CRSs aim to help citizens to report community-level problems to city administration for redressal. Prior to the introduction of the e-governance model, there was no standard method for recording complaints or determining responsibility for action and outcomes. Various government schemes and social welfare programs had different grievance redressal mechanisms. Those grievance redressal procedures were burdensome for citizens (Robinson 2015). People registered their written and verbal grievances/complaints with their councilor, zonal officers, or other senior officers in the collectorate, hospitals, urban development, and other government departments. This procedure was time-consuming, was not routinely documented, and resulted in a lack of accountability among officers to resolve the problems. There was a sense of dissatisfaction among average citizens because reported grievances about inefficient public service delivery were not resolved (Indian Institute of Public Administration 2008).

To overcome these problems, the State Government of Madhya Pradesh (MP) introduced the CM Helpline in 2014 ("CM Helpline" n.d.). Another application (app), 311 App was developed by Indore Municipal Corporation (IMC) and launched on October 2, 2016 ("Indore 311 App" n.d.). The initial objective of this application was to receive and resolve problems related to sanitation, but its scope was expanded to receive and resolve complaints related to other sector departments.

An effective grievance redressal mechanism (like these CRSs), according to a World Bank report (Post and Agrawal 2011), embodies six core principles:

- Fairness.
- Objectiveness and independence.
- Simplicity and accessibility.
- Responsiveness and efficiency.
- Speed and proportionality.
- Participatory and social inclusion.

The CM Helpline and 311 App were developed according to these principals and have the following objectives:

- Solve common problems of citizens.
- Improve citizen services in a transparent manner.
- Provide a platform where Indore citizens can access numerous public services in one place.
- Provide required access to information about the city.

CM Helpline

The CM Helpline is a platform through which anyone can register complaints with the administration of 51 MP districts. It is operated through a call center in Bhopal, the state capital, and accepts complaints and provides information related to various services of all the departments of the MP government. The call center handles incoming calls from citizens and outgoing calls from officers who are responsible for providing solutions. Calls are also accepted from people outside MP who have a complaint that is related to the MP government. The call center operates daily from 7:00 am to 11:00 pm ("CM Helpline" n.d.).

The CM Helpline works across all sector departments (see Annex Supplement¹) including:

- Education.
- Women and child welfare.
- Scheduled castes, scheduled tribes, and minorities.
- Health.
- Prison.
- Religious trust and devotion.
- Environment.
- Panchayat (self-governance system at the village level).
- Rural development.
- Urban development and housing.
- Information and technology.
- Labor.

The CM Helpline also provides information about state government schemes and programs and problems related to public services. The MP government uses the CM Helpline to provide better services to its citizens and to maintain transparency in governance.

Process to register and resolve complaints

Channels to register problems, complaints, and suggestions, and to seek information on CM Helpline are:

- Call 181 (toll-free number).
- Visit 181 website.
- Download the CM Helpline app and check complaint status ("CM Helpline" n.d.).

¹ Faizal, Memon, Neeraj Mishra, and Damodar Bachani. 2020. *Annex Supplement: Assessment Report on Citizen Reporting System in Indore City*. Arlington, VA: Building Healthy Cities (BHC) project.

Calls are forwarded to an operator through interactive voice recorder. If the caller is using CM Helpline for the first time, the operator collects information such as name and address. The operator then registers the caller's complaints or problems and assigns the caller a registration number. If the CM Helpline receives subsequent calls from the same number, the caller's information appears on the operator's screen. A unique registration number is generated for every complaint.

All calls are recorded and complaints are classified by department and district. At the end of each day, all complaints, suggestions, and issues are uploaded to the CM Helpline online portal, where anyone can see the number and status of complaints registered.

The complaints are examined by the additional chief secretary/principal secretary/secretary, department head, district collector, or relevant head of departments of the districts. In cases where a caller does not want to disclose his/her identity, complaints are uploaded to a separate folder accessible only to the relevant aforementioned officers, who ensure the complainant's identity remains confidential. This system helps record cases of government corruption and exploitation when the complainant wants to hide his/her identity.

After the registration process, the complaint is assigned to a level 1 (L1) officer, who is required to respond within 7 days. If the complainant is not satisfied with the response, the complaint is escalated to a level 2 (L2) officer. If that officer does not respond within 7 days or the complainant is not satisfied with the action taken, the complaint is referred to a level 3 (L3) officer. L3 officers (usually at divisional level) also have 7 days to resolve a complaint and have power to 'force/special close' a complaint. A force/special close is allowed if the L3 officer determines that the action taken by L1 and L2 officers was adequate. If the L3 officer does not respond within 7 days, the complaint is escalated to either the level 4 (L4) officer or the senior-most officer available, usually the 'principal secretary' of the related department. The L4 or senior-most officer then has 7 days to resolve the complaint. If the complaint is satisfactorily resolved, it is closed. If the complainant is not satisfied, the L4 officer has the option to close the complaint and note the status as "forced close."

311 App

The purpose of the 311 App is to generate Indore City residents' participation in the Clean India Mission (swachhbharatmission.gov.in) and sanitation-related activities, and to resolve their problems by facilitating direct communication with city officials.

The 311 App provides information about various public services such as blood banks, bus stands, schools, colleges, petrol pumps, hospitals, police stations, public toilets, libraries, community centers, parking places, traffic, I-Bus, banks, gyms, and parks (see Annex Supplement). The 311 App also provides the location of the aforementioned services ("Indore 311 App" n.d.). Many helpline numbers are also available on 311 App, including but not limited to those for, fire, police, hospital, and ambulance services; for senior citizens, women, and children; and for reporting dead animals, malaria, and other public health hazards. With the help of this app, citizens of Indore can register their grievances about any IMC services and attach photographs to illustrate them. Table 1 below lists the current and planned 311 App features.

Table 1. Current and Future 311 App Features

Current 311 App features	Future 311 App features
<ul style="list-style-type: none"> • Real-time reporting of Indore-specific civic issues. • Geo-location-enabled technology. • Register complaints in English or Hindi. • Internet accessible in every area of the city. • Users can instantly share on social media platforms such as Facebook and Twitter. • Facilitates public communication and reporting of community issues. 	<ul style="list-style-type: none"> • Registration, application, and payment for postings on public notice boards. • Trade/commercial license application and renewal. • Trade/commercial license payment/status tracking. • Trade/commercial license certificate and ledger report. • Rental property online payment. • Colonizer license. • Fire safety certificates for multi-story buildings. • Request litter/debris collection (paid service). • Request evidence certificate and fire extinguish services (paid service). • Request septic tank and sewage cleaning (paid service). • Request water tanker (paid service). • Request ambulance (free service). • Request mobile toilet (free service).

Adapted from Indore 311 App website and an unpublished interview with the In-charge Officer of the 311 App development agency, EverythingCivic.

Process for registering and resolving complaints

There are six steps for a citizen to register a complaint on the 311 App (illustrated in Figure 1).

Step 1. The user opens the app and selects  the sign

Step 2. The user selects the first option, “नई शिकायत दर्ज करे” to register a complaint.

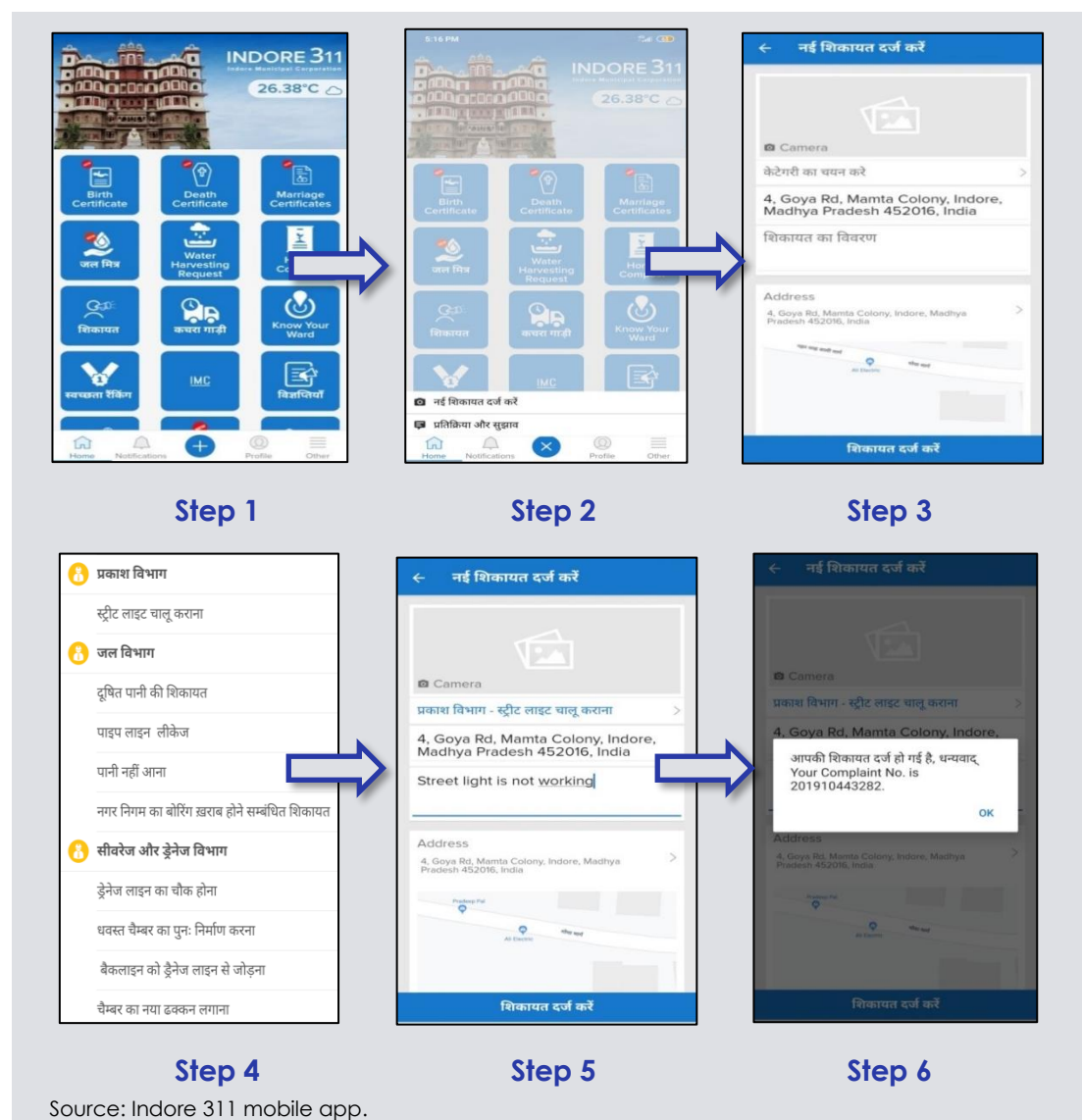
Step 3. On the next page the app automatically records the user’s current location.

Step 4. The user selects the complaint category from the list of departments.

Step 5. The user writes a description of the complaint and clicks on “शिकायत दर्ज करे.”

Step 6. After registering the complaint, the user receives the complaint number, as well as a notification and text message.

Figure 1. Steps for Registering Complaints on 311 App



Complaints are sent to a central server and forwarded to the relevant zonal officer/chief sanitary inspector/health officer, who receives details about the complaints on his/her mobile phones with geo-tagged photos. A Service Level Agreement determines how much time the officer has to address each complaint. After the complaint has been resolved, the officer uploads a photograph as proof that the work has been completed. The 311 App call center makes a follow up call to the complainant. If the complainant is satisfied, the complaint is closed.

METHODOLOGY

This market research study used a mixed methodology. Secondary quantitative usage data were compiled on both systems from Indore Smart City Development, Ltd., IMC, the 311 App control room, the CM Helpline control room, and the CM Helpline web portal. Trend and descriptive analysis were conducted by the BHC team in Microsoft Excel and Epi Info version 7.2.3.1. Primary survey data were then collected on a sample of 2 percent of the complainants using the 311 App and CM

Helpline in three randomly selected zones in April–June 2019. The final sample size was 172, comprising 40 respondents for CM Helpline and 132 respondents for the 311 App (see Annex Supplement for full sampling description). Survey tools for CM Helpline, 311 App, and citizens and government officers are available in the separate Annex Supplement. Survey data were analyzed in Microsoft Excel, with no weights or adjustments, thus the results represent the sample taken, not the population of Indore. Qualitative data were also collected from three focus group discussions (FDGs) with citizens to further understand the problems they faced when registering and resolving their complaints (see Table 2). Focus group tools available in the separate Annex Supplement.

Table 2. Location, Area, and Target Groups Selected for FDGs

FGD #	Location	Area	Target Group
1	Ward 62, Zone 12	Luniyapura near Sarvate bus stand	Citizens in slum areas
2	Ward 61, Zone 12	Bhalai Mohalla	Citizens in slum areas
3	Ward 38, Zone 10	Jhalla Colony, Khajrana	Citizens of minority community in slum areas

The focus group data were used to create case studies to supplement findings of the survey data.

RESULTS

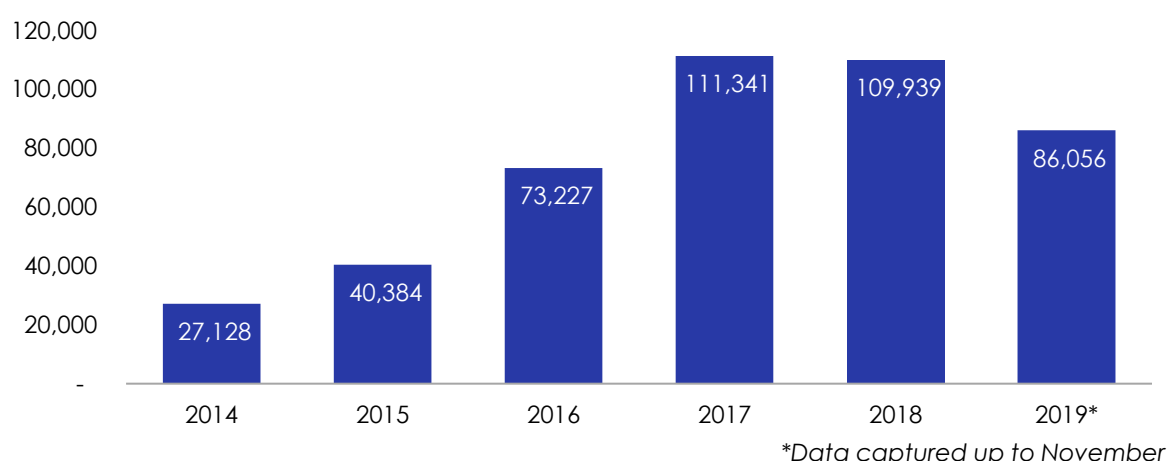
Results are organized to first show the overall usage patterns for the two CRSs in Indore over time. Survey data are then presented to describe how users feel about the services and to understand which sub-groups might be left out. Qualitative case studies are interspersed with the survey data to provide a richer understanding of some key issues.

Usage Statistics

Number of complaints registered

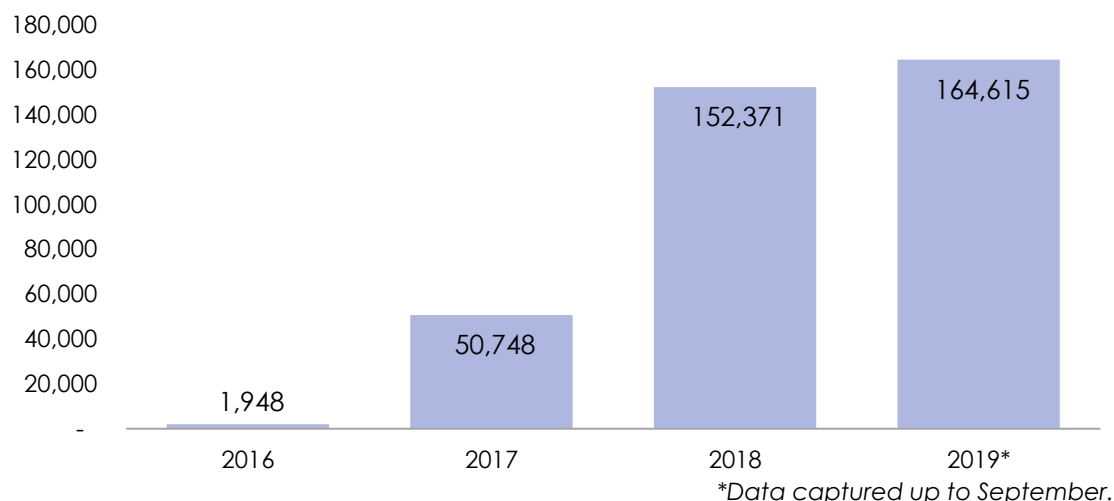
The number of complaints registered under CM Helpline in Indore District has increased since its introduction (Figure 2).

Figure 2. Complaints Registered on CM Helpline (2014–2019)



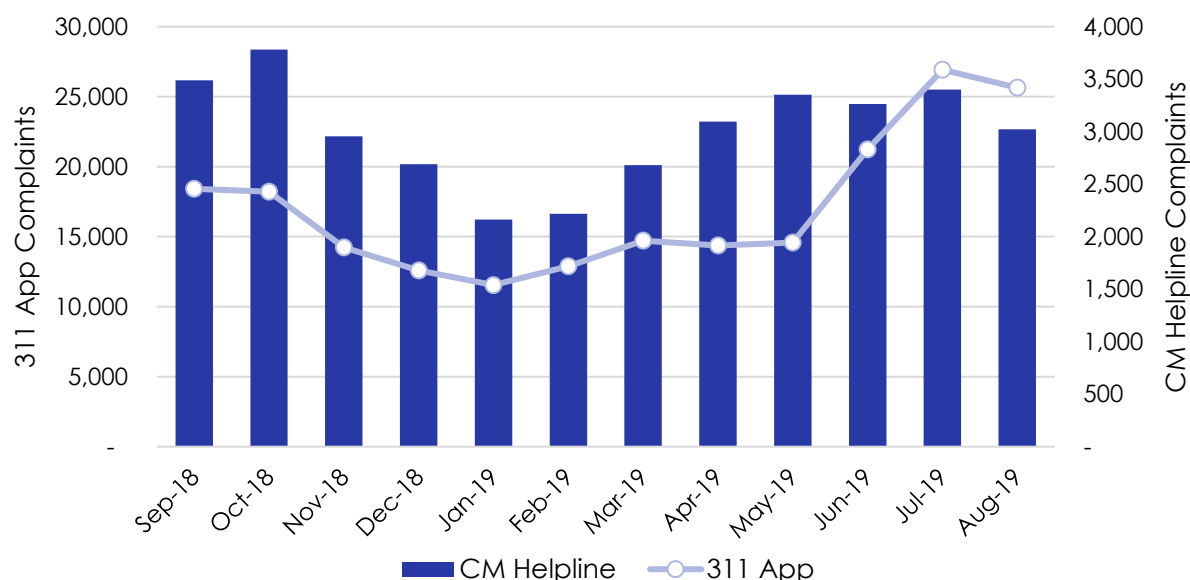
The 311 App works only within Indore City boundaries, not in rural areas of Indore District. The number of complaints registered on the 311 App is increasing each year, as shown in Figure 3.

Figure 3. Complaints Registered on 311 App (Indore City, 2016–2019)



Data for the last 12 months (September 2018 to August 2019) were analyzed to find seasonal variation. Figure 4 shows that while the volume of monthly complaints registered on the CM Helpline for Indore City was much lower than on the 311 App, both CRSs saw a higher level of complaints in the rainy season (June–August) and a relatively lower rate of complaints in the winter (December–February).

Figure 4. Monthly Complaints Registered on CH Helpline and 311 App (2018–2019)



Distribution of complaints by zone

There was wide variation across zones in the total number of complaints registered through CM Helpline and 311 App, ranging from 4,961 in Zone 6, to 26,243 in Zone 8.

Figure 5. Distribution of CRS Complaints by Zone (Indore City, 2018–2019)

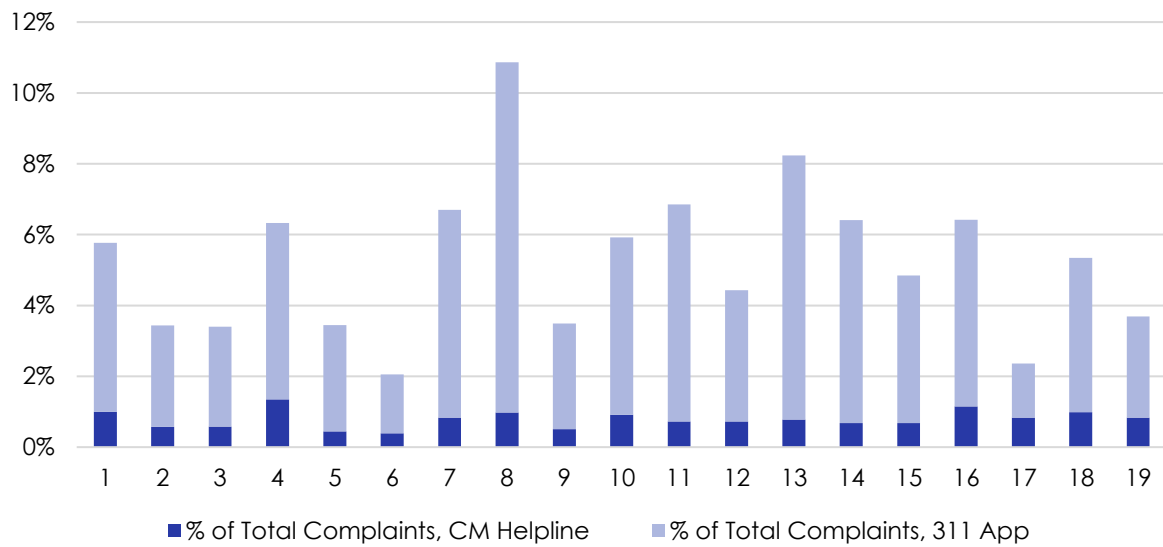
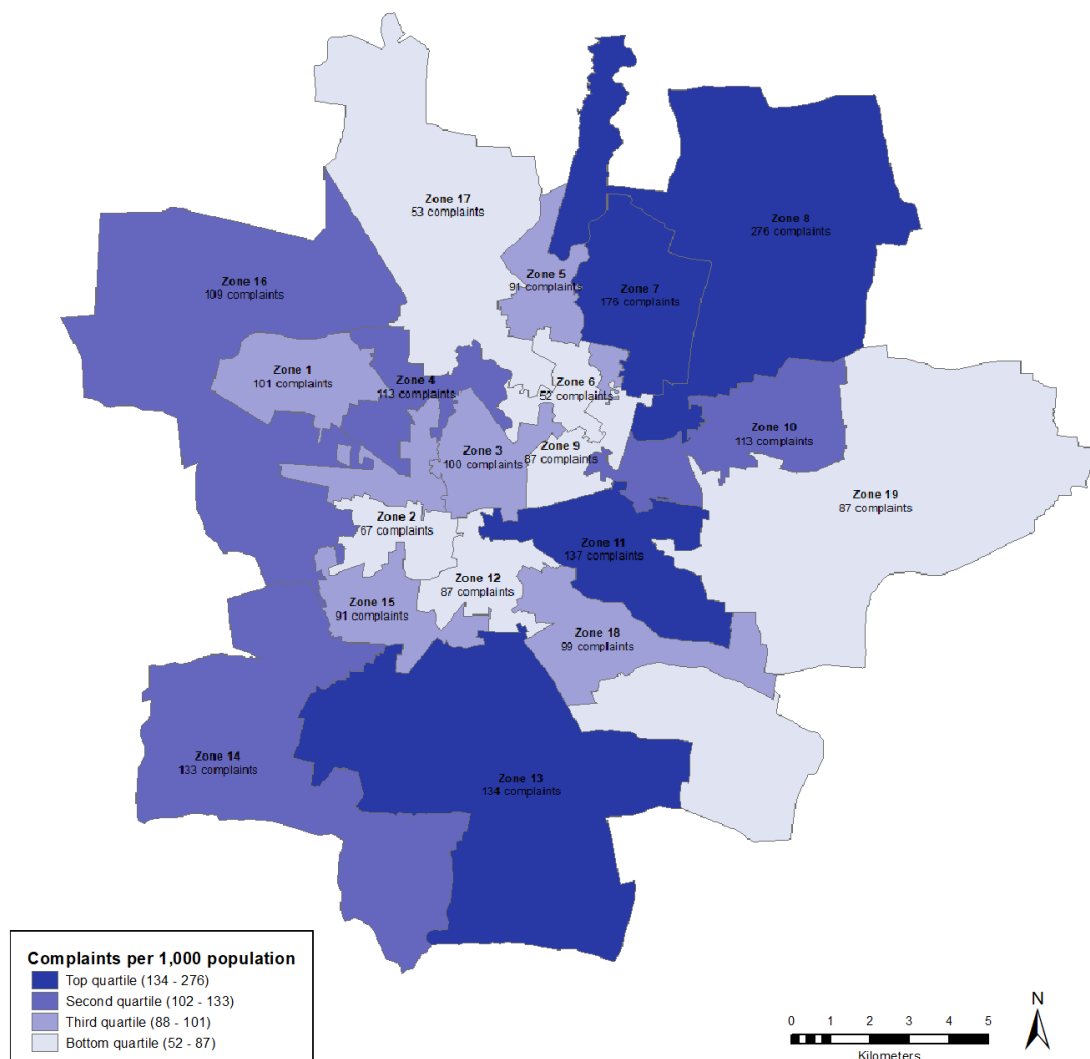


Figure 6. Number of Complaints (per 1,000) Registered under CRS in Indore City by Zone



Distribution of complaints by department

Data on complaints registered under CRs were grouped by department to obtain patterns. Figures 7 and 8 show a comparison of the percentage of complaints registered with different departments using CM Helpline and 311 App.

Figure 7. CM Helpline Monthly Average by Department (June–August 2019)

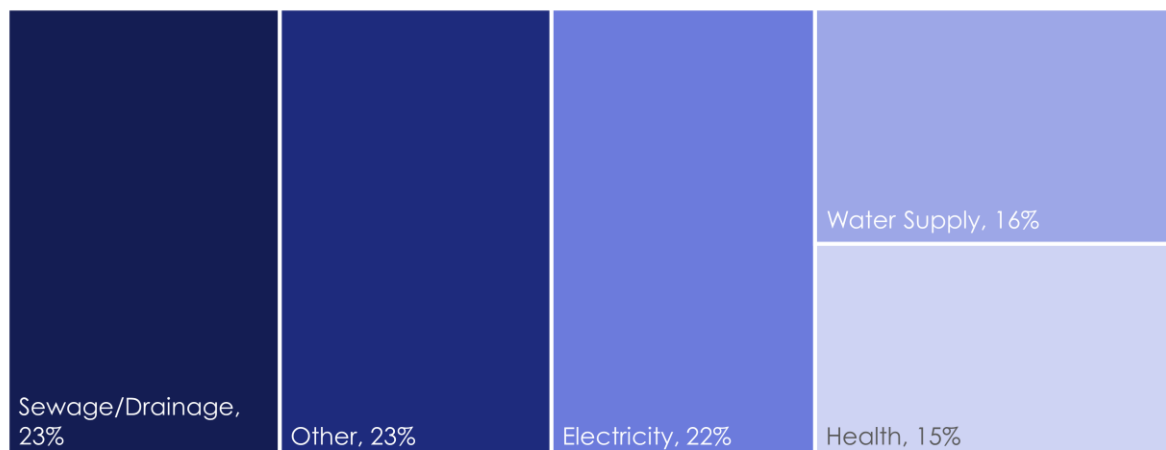
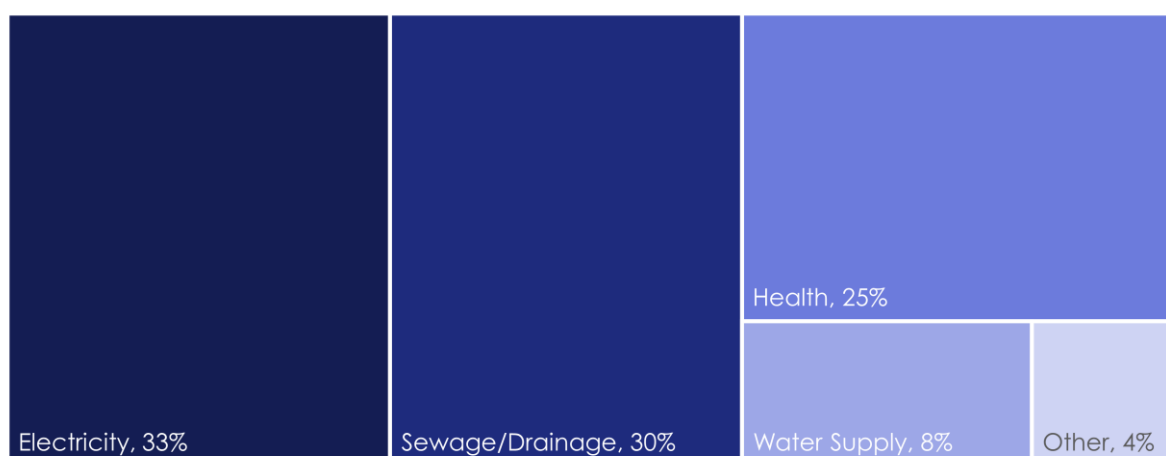


Figure 8. 311 App Monthly Average, by Department (June–August 2019)



The majority of complaints to both CRs pertained to sewage and drainage and electricity. The CM Helpline received a lower proportion of health-related complaints than the 311 App.

Survey Data (2019)

Profile of CM Helpline and 311 App users

According to the user sample taken, both CRs were mainly used by men and citizens ages 20–49 years. Those involved in business and services were prime users. Use of both CRs by housewives and students was low, at 5 and 4 percent respectively. The majority of users of the 311 App appeared to be from higher education levels, with over 70 percent having a college or higher degree, compared to only 30 percent for CM Helpline (Table 3). Users of the 311 App also skewed toward the wealthier end of the income scale, while nearly 50 percent of

CM Helpline users were low-income (under Rs. 10,000 per month). However, a similar proportion (1 in 4) of users across both CRSs were from slum areas.

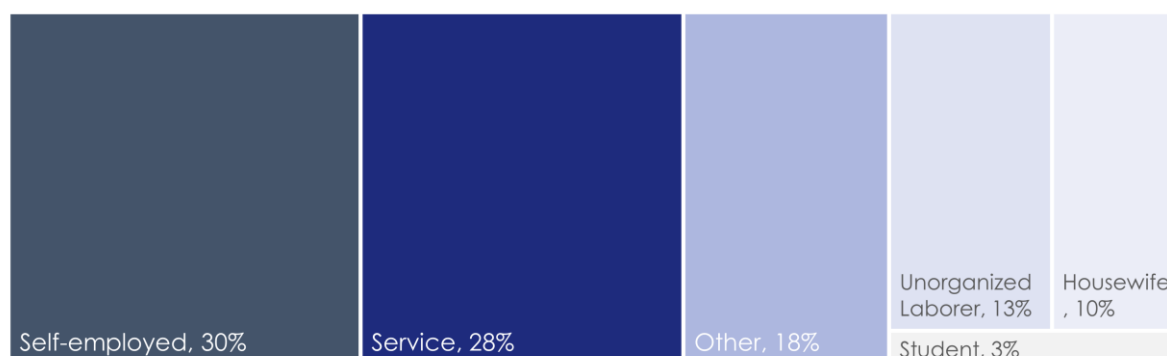
Table 3. Profile of CM Helpline and 311 App Users

Variable	CM Helpline (n=40)		311 app (n=132)		Total (n=172)	
	Number	%*	Number	%*	Number	%*
Gender						
Male	30	75	115	87	145	84
Female	10	25	17	13	27	16
Age						
<20	2	5	4	3	6	4
20–29	12	30	37	28	49	29
30–39	11	28	46	35	57	33
40–49	10	25	28	21	38	22
50–59	3	8	8	6	11	6
60+	2	5	9	7	11	6
Education						
Illiterate	5	13	2	2	7	4
Primary/middle	13	33	10	8	23	13
Secondary	10	25	27	21	37	22
College graduate	6	15	68	52	74	43
Post-graduate	6	15	25	19	31	18
Income (Rs. per month)						
≤10,000	19	48	34	26	53	31
10,001–15,000	8	20	28	21	36	21
15,001–20,000	6	15	20	15	26	15
>20,000	7	18	50	38	57	33
Residence						
Slum	9	23	33	25	42	24
Non-slum	31	78	99	75	130	76

*Due to rounding, figures may not add up to 100 percent.

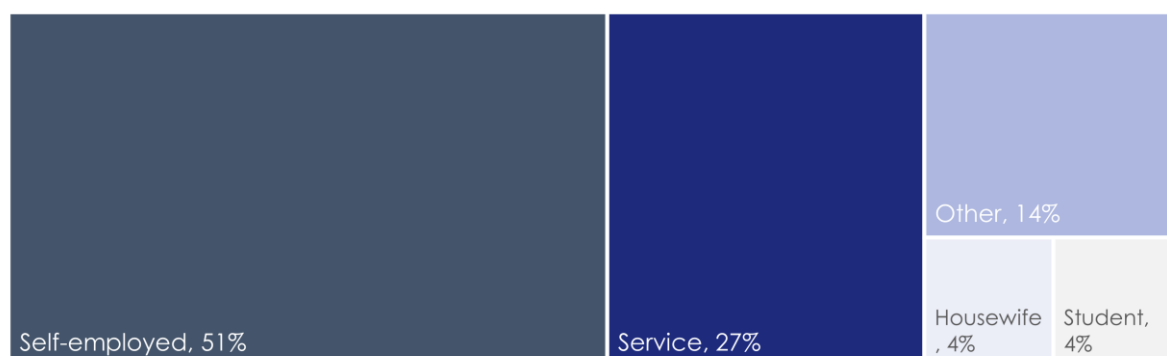
The CM Helpline was mainly used by self-employed people, and those employed in services (Figure 9).

Figure 9. CM Helpline Users by Occupation²



Similarly, self-employed people and those employed in services were more active in using the 311 App as compared to unorganized laborers and housewives (Figure 10).

Figure 10. 311 App Users by Occupation



Views of users of CM Helpline & 311 App

The most common source of information about the CM Helpline was word-of-mouth from friends and family, followed by newspapers and electronic media; for the 311 App, it was electronic media followed by newspapers. Users were generally happy with the responses from the CRS officers, though the distribution of responses was wider for the 311 App and more people rated their experience with it “excellent.” Ninety-seven percent of 311 App respondents said they had no problem downloading or using the application. More than 90 percent of respondents had no problem downloading or using either application, and nearly all respondents said they would recommend either CRS to others (Table 4).

² Occupation categories are defined as the following:

- Housewife - Women who are homemakers and do not get any remuneration.
- Self-employed - Persons having their own business or shop, or who work to provide a service but do not get a fixed salary.
- Service - Salaried persons employed by the government, or private organizations or industry.
- Student - Persons receiving education in school, college, or any other academic institution.
- Unorganized laborer - Persons engaged on daily wages by any industry, agriculture, construction activity etc., without any perks, insurance, or benefits.

Table 4. Views of CM Helpline and 311 App Users

Variable	CM Helpline (n=40)		311 App (n=132)		Total (n=172)	
	Number	%*	Number	%*	Number	%*
Source of information about CRS						
Friends/family	16	40	23	17	39	23
Newspapers	11	28	30	23	41	24
Electronic media	7	18	52	39	59	34
Government staff	4	10	10	8	14	8
Others	2	5	17	13	19	11
Response of CRS officer						
Excellent	7	18	40	30	47	27
Good	29	73	64	49	93	54
Average	1	3	21	16	22	13
Poor	3	8	7	5	10	6
Behavior of CRS officer						
Excellent	5	13	26	20	31	18
Good	12	30	56	42	68	40
Average	15	38	38	29	53	31
Poor/none	8	20	12	9	20	12
Problem downloading applications						
Yes	0	0	4	3	4	2
No	40	100	128	97	168	98
Convenient use of CRS						
Yes	39	98	130	99	169	98
No	1	3	2	2	3	2
Recommend use of CRS						
Yes	36	90	124	94	160	93
No	4	10	8	6	12	7

*Due to rounding, figures may not add up to 100 percent.

Redressal experiences of CM Helpline & 311 App users

Thirty-four percent of the complaints reported to the CRSs were resolved within a day; an additional 18 (CM Helpline) and 41 percent (311 App) were resolved in the first week. Forty percent of complaints registered through the CM Helpline remained unresolved at the time of data

collection; for the 311 App, only 15 percent remained unresolved. Thirty percent of CM Helpline users and 57 percent of 311 App users were satisfied with how their complaints were resolved. Overall, the redressal system was better for 311 App (Figure 11).

Figure 11. Time to Resolve Complaint

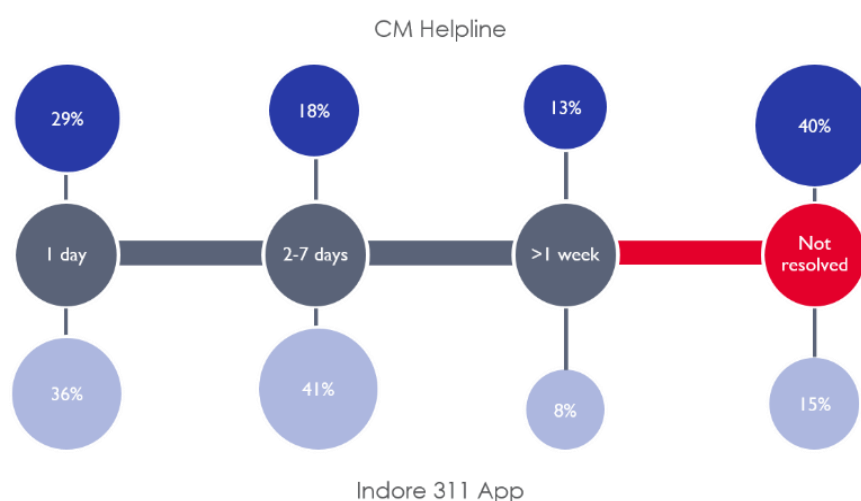


Figure 12a. Level of Satisfaction in Resolving CM Helpline Complaints*

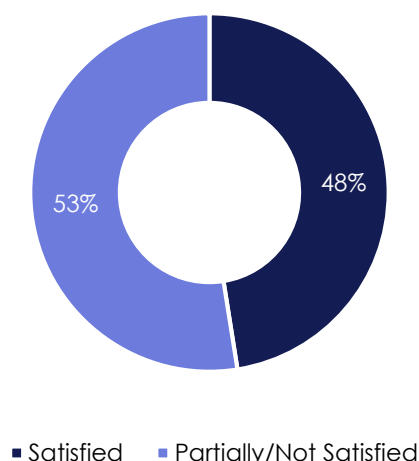
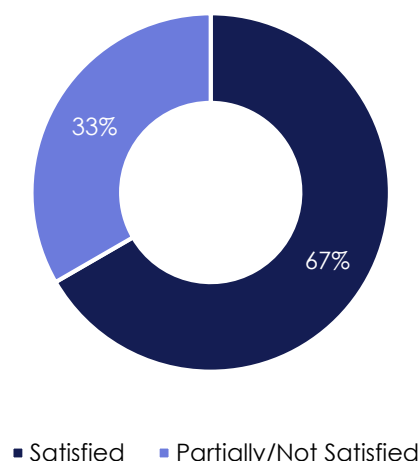


Figure 12b. Level of Satisfaction in Resolving 311 App Complaints*

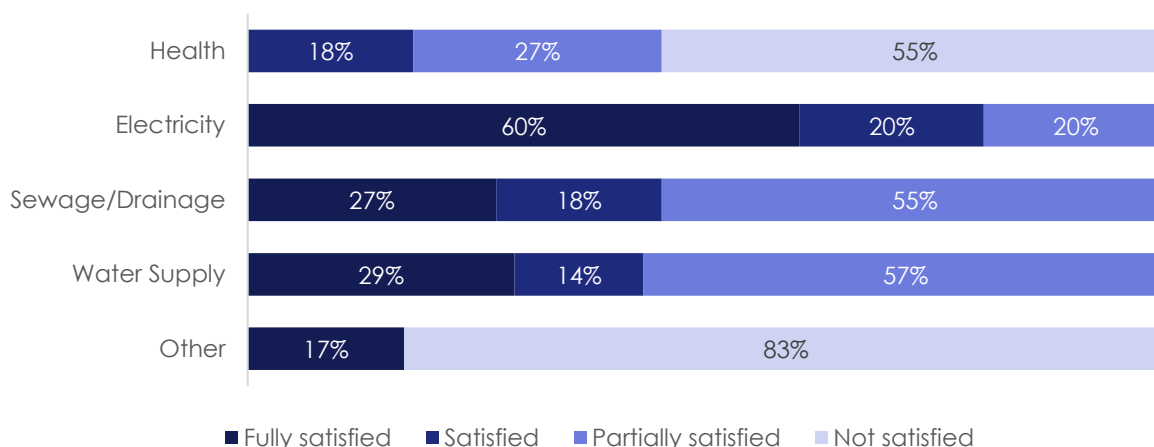


*Satisfaction categories have been collapsed in Figures 12a and 12b.

Most of the complaints registered in CM Helpline were related to the sewerage system (28 percent) and health (28 percent), followed by water supply (18 percent) and electricity (13 percent); whereas the 311 App was mainly used to lodge health-related complaints (46 percent), followed by electricity (24 percent), sewerage (16 percent), and water supply (12 percent) complaints.

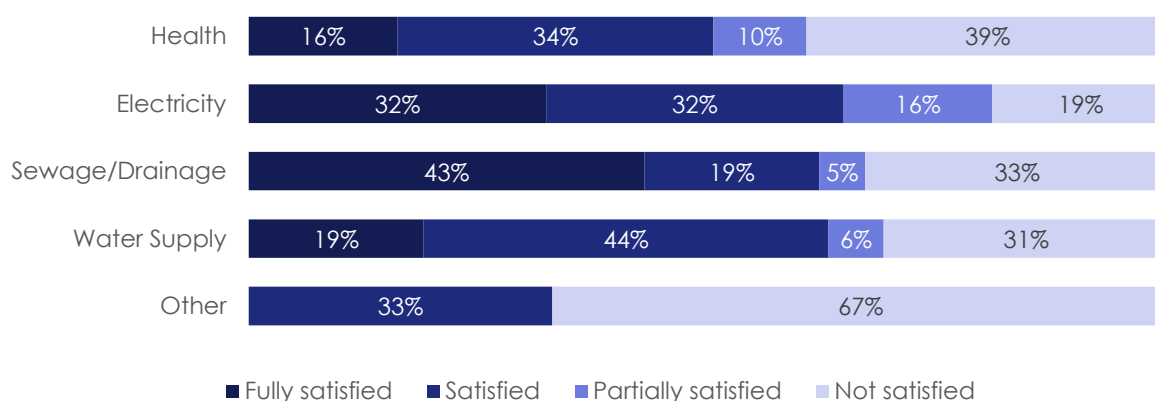
Moving from complaints registered to those resolved by sector department, more than half of all CM Helpline users were not satisfied in every department except electricity, which, at 60 percent, had the highest rate of fully satisfied users. None of the people who lodged a health department-related complaint were fully satisfied (Figure 13).

Figure 13. CM Helpline Complainants and Level of Satisfaction by Department



Looking at the same sector department resolution data for 311 App, there was a generally higher rate of satisfaction across all departments. Health received the highest level of dissatisfaction and lowest level of full satisfaction of all the defined department categories ("others" received the lowest ratings overall). Nearly one-third of complainants were not satisfied in resolving their complaints related to the health, sewerage, and environment departments (Figure 14).

Figure 14. 311 App Complainants and Level of Satisfaction by Department



USER EXPERIENCES FOR CM HELPLINE

Satisfied user experience

A 21-year-old male service worker in a non-slum area of Ward 3, Zone 19 registered a complaint related to sewage and drainage on CM Helpline on 5 April 2019. The complaint was resolved within a day and the complainant was fully satisfied with the action and behavior of the responding officer. The complainant said that the CM Helpline grievance redressal mechanism was easy, convenient, and responsive. He recommended the CM Helpline to his friends, relatives, and neighbors.

Unsatisfied user experience

A 29-year-old male businessman in a non-slum area in Ward 1, Zone 16 filed a complaint on CM Helpline on 5 June 2019 about a broken wastewater chamber cover. He complained three times before receiving a response. The sewage and drainage department officer—whose behavior the complainant rated as 'average'—took one week to resolve it. Although the complainant was not satisfied with the solution, the complaint was closed. Officials were annoyed because the man made several CM Helpline complaints, and retaliated by going to his home to check that he had paid all of his IMC taxes (which he had), and warning him not to register grievances on CM Helpline again.

USER EXPERIENCES FOR 311 APP

Satisfied user experience

A 20-year-old woman in a slum area of Ward 61, Zone 12A registered a complaint on 311 App on 29 May 2019. A sewage chamber was blocked, causing wastewater to flow onto the road. The complaint was resolved within six days and the complainant was fully satisfied, but rated the officer's behavior as average. The complainant had used 311 App once and suggested it to her friends and family. She received a feedback call from the App.

Partially satisfied user experience

A 39-year-old businessman in Ward 60 of Zone 11, Indore City, registered a complaint on 311 App on 12 May 2019. Solid waste next to a drain near the complainant's shop had not been collected, leading to breeding mosquitoes and other health hazards. The problem was recurrent. The complaint took 3 weeks to be resolved, and the complainant reported partial satisfaction with the action.

CONCLUSIONS

The study was conducted to assess patterns and use of two applications available for CRSs, and record public opinion. The findings represent a point in time, and while every effort was made to get a random sample of complainants, there may be some variation in the representativeness of the sample. These limitations noted, this study found that both CRSs had a high volume of users, with the 311 App rapidly gaining users each year. The majority of users for both CRSs registered complaints about sewage, drainage, and electricity. The 311 App had more users registering complaints for health than did CM Helpline. The department rating the highest satisfaction with grievance redressal was electricity for both CRSs, while health had the highest level of dissatisfaction across both platforms.

311 App users were on average wealthier and more educated than CM Helpline users. For both CRSs, the majority of users were men living in non-slum areas, working in business and/or self-employed. CM Helpline users were more likely to have heard about the CRS from friends and family, while 311 App users more often heard about the CRS from electronic media. Users found both CRSs convenient for lodging complaints, but more 311 App users reported reaching resolution of their grievances.

Based on the findings of this study, BHC recommends the following to improve CM Helpline and 311 App services:

- CM Helpline is an important link to lower-income, less educated citizens. Outreach should continue to ensure everyone in Indore, including slum area residents, is familiar with this service. Both CRSs need to improve outreach and usage by women and the elderly. One option may be to work through local service officers to better publicize these services.
- Staffing plans for both CRSs should consider increasing human resources to effectively address complaints, as the number of CRS users continues to grow.
- The health department should address low complaint resolution satisfaction rates, which may improve overall use of health services if citizens feel their CRS complaints are effectively resolved. Some lessons may be learned from how the electrical department responds to and resolves complaints.
- To improve low resolution rates, the city should consider expanding how grievance redressal feedback is provided to CM Helpline users, such as through text messages after a call has finished.
- The 311 App should consider adding options to upload media other than photos (like video) to better illustrate complaints.
- IMC and Indore Smart City Development, Ltd. should conduct regular checks of these CRSs' quality of services and complaint resolution.

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JSI RESEARCH & TRAINING INSTITUTE, INC.

2733 Crystal Drive
4th Floor
Arlington, VA 22202
USA
Phone: 703-528-7474
Fax: 703-528-7480
Web: www.jsi.com

JOHN SNOW INDIA PRIVATE LIMITED

Plot No. 5 & 6, Local Shopping Complex
Nelson Mandela Marg (Near Post
Office)
Vasant Kunj
New Delhi 110070
India
Phone: +91 11 4868 5050

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