

## Chapter 38

### *Jhansi District, Uttar Pradesh \**

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#### **I) OVERVIEW**

Jhansi District of Uttar Pradesh (India) exhibits an amalgamation of unique culture, harsh geographical conditions and varied aspects of socio-economic development. It is most important, focal point of the well known **Bundelkhand region (Heart of India)**. Since British period Jhansi has remained an important hub for Army, Railways, Central industrial and educational institutions and is also the main gateway to the southern part of India.

Bundelkhand region has suffered several years of drought recently and it is a backward region with agriculture as main activity of livelihood. The majority population lives Below Poverty Line (BPL). Industrial development is minimal. There is a substantial presence of families belonging to deprived section of society. Jhansi District offers vast opportunities to people from other regions of Bundelkhand in terms of employment and settlement. The district comprises of 5 tehsils, 8 blocks and 437 gram panchayats covering a vast area of 5024 sq. kilometers. The estimated population of Jhansi district is about 2.5 million.

Due to constant increase in population, lack of sufficient staff to handle huge number of grievances, insufficient funds and lesser reach, the number of grievances has increased tremendously in recent past. On the other hand expectation of people from Government and Administrative setup has grown up at higher side, thus bringing in a large scale mismatch between expectation and deliverables.

In the state of Uttar Pradesh the existing grievance redressal schemes are such that in which the aggrieved person has to personally meet the concerned officer or send his application through post or Internet. In either case it is a burden on the aggrieved person in terms of time-cost-labour and often he finds it very tough to track his application for action. It has been observed that many times in the case of poor, illiterate citizen taking any move for getting meaningful redressal of his grievance becomes a situation for birth of another grievance. In such an environment the District Administration, Jhansi decided

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\* \* Winner of CSI e-Gov Awards, 2009-2010

to evolve a new mechanism for redressing the grievances of common man using simple ICT tools and named it as Jhansi Jan Suvidha Kendra (JJSK).

*"Jhansi Jan Suvidha Kendra (JJSK) is a telephone (Mobile/Basic) based G2C e-governance initiative which provides round the clock (24x7x365), easily accessible , user friendly, responsive, time-cost-labour effective platform for redressing the public grievances with an objective of strengthening the concept of good governance through synergetic use of commonly available ICT tools."*

## **II) RESULT INDICATORS**

### **1. Key Performance**

*a. What services ( G2C, G2B, G2G and G2E) are delivered using ICT ; provide impact in terms of time and cost of delivery of services*

Jhansi Jan Suvidha Kendra is a Government to Citizen (G2C) initiative with the purpose to strengthen the concept of Good Governance and provide easily accessible, user friendly, responsive. time-cost-labour effective platform the services of which are available round the clock (24 X 7 X 365) for redressing the public grievances through synergetic use of commonly available ICT tools. The priority of JJSK is to provide qualitative and time bound delivery of public services at common man's doorstep so that public faith in the administrative system is restored and further fortified. It aims to encourage paperless communication and bridge the digital divide prevailing among urban-rural mass, rich and poor, haves and have nots.

All existing systems of registering, disposing and monitoring of grievances are very much in place but they are not sufficient in terms of time, cost and labour effectiveness. For example in the state of Uttar Pradesh public grievances redressal schemes like

- Tehsil Divas (twice a month officers assemble at Tehsil for hearing public grievances) ,
- Thana Divas (twice a month officers assemble at police station for hearing public grievances),
- LOKVANI (people register their complaints through internet kiosk), daily 10.00A.M.-12.00A.M. availability of officers for public grievance hearing are very much in place and they are giving results but not up to the satisfaction of the aggrieved person in terms of availability, reach, response, scientific recording and monitoring, quality disposal, cost and labour effectiveness.

The above mentioned schemes are either person-meet based or internet based varying by nature in accessibility, availability and response. An aggrieved

person has to travel from his base location to either to Block headquarters, Tehsil headquarters, District headquarters to meet the concerned officer/staff to register his grievance or to give his application for disposal. This is time consuming, costly, cumbersome process and the monitoring and disposal is also very tedious and less effective and also the concerned person is hardly intimated regarding the disposal status of his grievance. A study conducted by the District Administration, Jhansi on a sample of 400 persons revealed that on an average an aggrieved person has to spend about Rs.350-400 just to reach the office of District Magistrate, Senior Superintendent of Police, Chief Development Officer at district headquarter and meet them personally. The calculated cost included travel expenses, expenditure towards food, printing of application and the loss of income/ wages of a common man for the time he had to be away from his work place. In a welfare State, it is the primary responsibility of the State and the Administration to resolve the grievances of common man and ensure delivery of public services at his doorstep. An innovation was very much needed in the present scenario.

Effective public grievance redressal is the top most priority of the Government of Uttar Pradesh. The District administration Jhansi keeping all the above in mind has developed a telephone/mobile based platform known as **Jhansi Jan Suvidha Kendra (JJSK)** with the technical consultation of District Unit of National Informatics Centre (NIC). As of now for bridging the digital divide and communication gap, the most potent, reliable, easily accessible, time-cost-labour effective platform is telephone (Mobile/Landline). This project has effectively used the best features of telephone like call features, SMS based feature, Internet browsing feature etc. for effective redressing the grievances of common man and to empower public delivery system. It was launched in the public interest on 10th. June, 2009 in the Collectorate campus, Jhansi. Any person, from any place and at any time can call and register his grievance and a warm welcome is extended to the caller. The grievance is registered online and details of the grievance are also recorded automatically (as an audio file). Every complaint is assigned a unique complaint no. and category depending upon the severity of the complaint : A category complaints are to be disposed within 24 hours, B category complaints are to be disposed within 3 days, C category complaints are to be disposed within 7 days. The grievance is immediately marked to the concerned officer. As soon as grievance is 'saved' in the database, automatically one SMS is triggered on the mobile no. of the aggrieved person bearing details of his complaint no., category, officer to whom the complaint is marked and target date for disposal. Simultaneously, one SMS is sent to the concerned officer bearing details of the mobile no. of complainant, complaint no., category and target date for disposal. Concerned officer is also intimated telephonically for immediate action. A printout of this complaint bearing

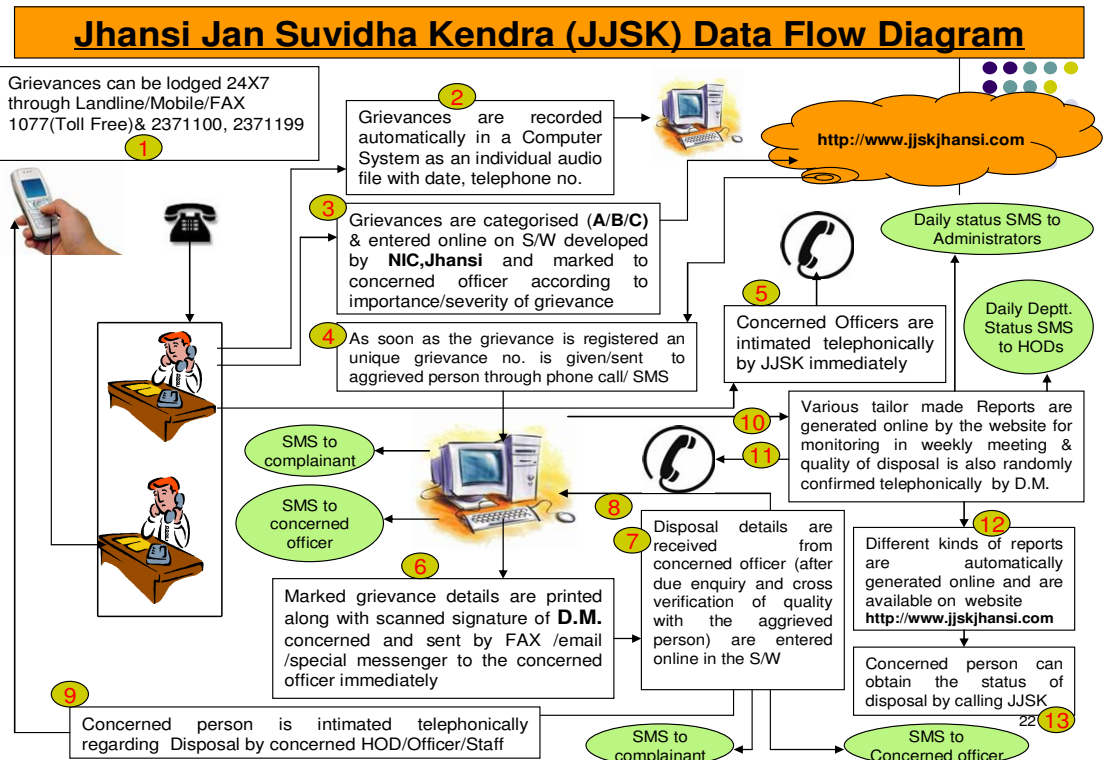
scanned signature of the District Magistrate (Green sheet for 'A' category complaints, Blue sheet for 'B' category complaints and Pink sheet for 'C' category complaints) is also sent to him through Fax/Post/ Special Messenger, thus relieving the person from the pain of journey to the concerned office, saving the precious time, money, labour and also at the same time providing required attention in terms of responsiveness (while registering the grievance, while investigating the grievance and while conveying the details of disposal to the aggrieved person), thus fulfilling the objectives of JJSK which is to provide round the clock, free of cost, easily accessible, responsive, user friendly, cost effective and time saving platform for public grievance redressal.

The concerned officer on receiving the complaint contacts the aggrieved person on his mobile / Landline phone and takes details about his grievance. He conducts enquiry and field visits (if necessary) into the matter and tries to dispose off the complaint qualitatively within the stipulated time limit. In case the complaint is not disposed off with the time limit assigned, one SMS is automatically sent to the concerned officer that the particular pending complaint has been put in the default list and he should dispose it off as soon as possible. Another SMS to this effect is sent to the aggrieved person also. The concerned officer sends the disposal report to JJSK in which it is clearly mentioned as to which field officer personally contacted the aggrieved person along with his telephone number.

Throughout the whole process of receiving, registering, intimating, monitoring, disposing complaints and cross verification of disposed complaints JJSK staff constantly keeps itself personally in touch both with the aggrieved person and concerned officer through active call and SMS for effective monitoring and qualitative disposal.

**Each and every disposal detail is cross verified by the officers and staff deployed at JJSK by calling the aggrieved person, intimating him regarding the disposal details and also taking his feedback for the same** (In case of dissatisfaction of the complainant the concerned officer is asked to look into it again accordingly), *thus ensuring time bound effective and qualitative disposal of complaint.*

Pending status, defaults status of complaints, disposal quality of grievances registered is being monitored on daily and weekly basis by the Chairman and the Administrators of JJSK. **District Magistrate/ Chairman, JJSK, Jhansi on regular basis personally talks to the complainants on his phone and enquires about the quality of disposal.**



b. *Implementation coverage till date and during the year (geographical areas covered under pilot, roll-out, future plans )*

Jhansi Jan Suvidha Kendra (JJSK) is a forum where any citizen who is a resident within the territorial limits of district Jhansi and is legally entitled for delivery of public services can lodge his complaint in case he is aggrieved by any action, inaction on the part of any governmental department working in Jhansi. The public of Jhansi has appreciated this efforts and the performance of the system can well be judged from the outcome of number of complaints registered and disposed. The detailed status of registration and disposal of complaint as on 29.07.2010 is :-

<b>Total Complaint received</b>	<b>19390</b>
<b>Total disposed</b>	<b>18586 (95.85%)</b>
<b>Total pending</b>	<b>335 ( 1.73%)</b>
<b>Total default</b>	<b>452 ( 2.33%)</b>

The system has effectively improved service delivery of various departments both in terms of quality and time (such as electricity, water supply, municipal corporation, public distribution systems, police, revenue, social welfare, development etc.). Before feeding each disposal in the software the complainant is asked about his satisfaction which has sensitized both the Administration and the public thus bringing Administration more close to public and giving birth to a new value system . This system has strengthened

and facilitated the poor common men, women, elders, physically challenged, deprived sections ( Schedule Caste, Schedule Tribes) by providing them a powerful tool in their hands so that they can reach out to the Government and receive the benefit of all Government schemes and become a part in the development process without any kind of impediment. More than 19000 families vesting their faith in JJSK within a span of little over one year of implementation itself speaks about the impact it has made in the lives of common man. There has been a drastic drop in the count of people coming to District Headquarter to meet senior officers to get their problems solved.

*Time bound qualitative disposal of complaints taking the aggrieved person's satisfaction into consideration and ensuring constant communication between aggrieved person and concerned officer with transparency and accountability has not only simplified life of the common man but has also ushered in a new work culture which has been the backbone of SMART (Simple, Moral, Accountable, Responsive, Transparent) governance.*

Many organizations (of Central Government, State Government and Local Bodies) have shown keen interest in the working of JJSK and their senior officers have personally visited and seen the working of JJSK and have expressed their strong willingness to replicate the same in their organization for effective handling of public grievances. UP Housing Development Board, Cantonment Board, Jhansi have replicated the system in their organizations and the system is working satisfactorily there. Other Government offices such as Jhansi Development Authority (JDA), Mid day Meal Directorate U.P., Police Department, U.P., Civil Defence Department U.P., State Information Commission, U.P., Local Bodies Directorate U.P., North Central Railway ( Jhansi Division), Bharat Heavy Electronic Limited, Jhansi (BHEL) etc. have requested to replicate the system in their organisations. Trials are being conducted with positive results.

JJSK is committed to the cause of the common man. In order that better services are provided to citizens with the use of simple technology JJSK plans to introduce voice based SMS, Call Conferencing facility (Caller-JJSK-Officer), Pre recorded voice call based services very soon.

## **2. Government Efficiency improvement initiatives**

As stated earlier today with rapid developments in the sphere of Information Technology (IT), Telephone (Land Line/Mobile) has made its inroads into the most distant parts of the country. JJSK has tried to use this tools with all its associated features for providing relief to the common man by redressing his grievances without letting him run from pillar to post in search of officers to listen to his problem.

JJSK is equipped with three computer systems, three laser printers, one voice logger system, SMS gateway, internet connection, web server for online processing, Web application, three telephone lines with caller-ID, one Fax machine, one Television and various News papers and journals are subscribed. Every day one district level officer, two clerks, two computer operators and one class-IV employee are assigned duties in JJSK to run and monitor the project in shifts of eight hours each on voluntary basis. In JJSK each and every incoming call and outgoing call is automatically recorded by the voice logger software which saves the complete call conversation with telephone number, date, time and file name. This unique feature is very useful for

- Extracting more details regarding the grievance registered at any point of time.
- It also ensures extending warm welcome and positive response by the staff / officers deployed at Jhansi Jan Suvidha Kendra.
- It is very useful for filtering and sorting out fallacious and false complaints.

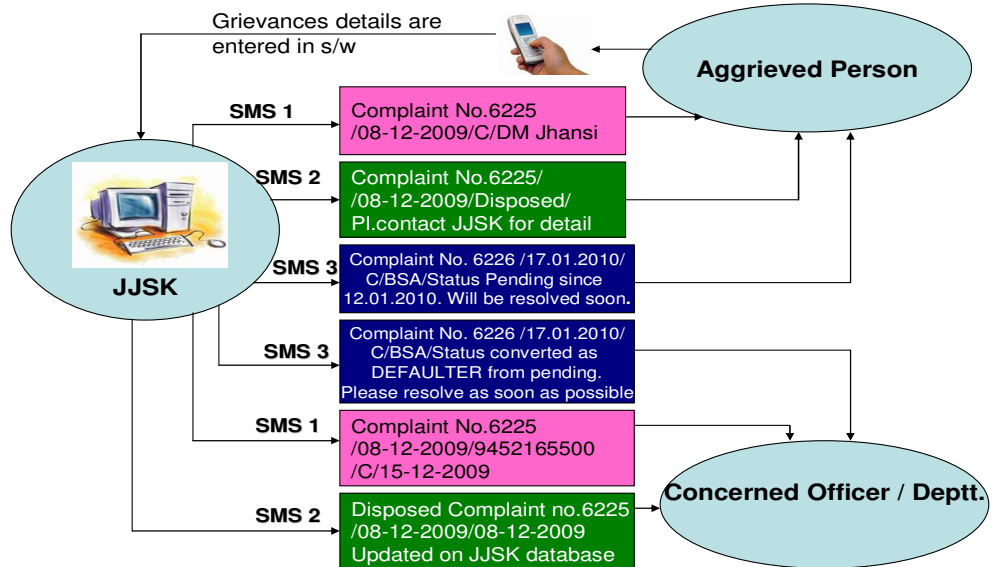
The complete data (complainant's personal detail, complainants contact number, brief summary of complaint, the department/ officer responsible for disposal, disposal details etc) is available on the website of Jhansi Jan Suvidha Kendra (<http://www.jjskjhansi.com>) for Administrative purpose and for information to all stake holders. Various tailor made reports are being generated for administrators and other useful details are available on net for common man thus making the system **more Accountable, Responsible and Transparent (ART of JJSK)**.

*JJSK has effectively demonstrated the beneficial use of Short Message Services (SMS) feature of mobile telephone for*

- Intimating the aggrieved person his/her complaint number and other details
- Intimating the concerned department officer regarding details of complaint through SMS for quick and positive response.
- Intimating the aggrieved person regarding disposal details through SMS as soon as the complaint is disposed within the specified time.
- Intimating the concerned officer regarding disposal of the complaint pending with him.
- Intimating the administrative officers of JJSK and all the Head of Departments of district every day about total complaint status of district / department.

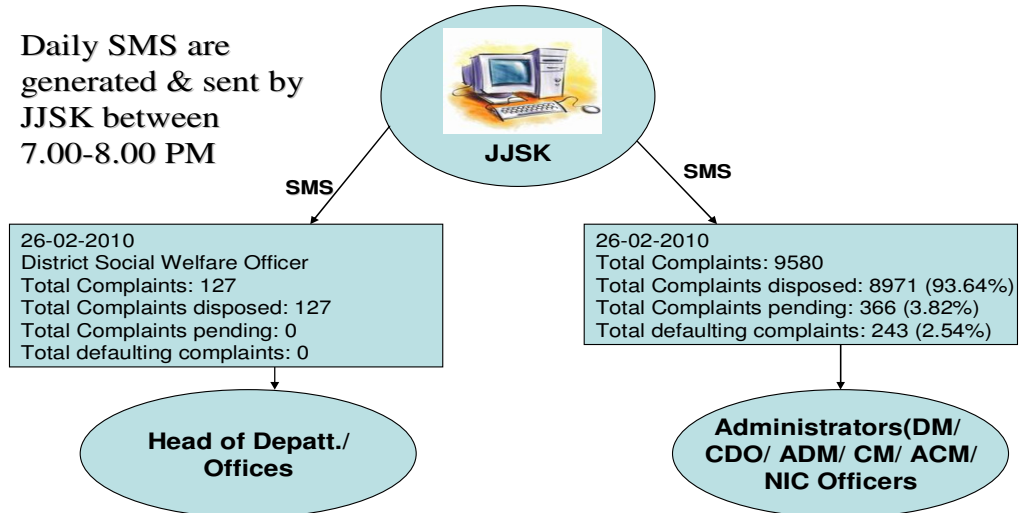
- When any complaint is shifted from normal pending status to a default status internet generated automatic SMS is sent to aggrieved person and officer concerned intimating the present status and to clear the pendency as soon as possible.

## Value Added Services (Automatic SMSs)



## Use of SMS based Services for effective monitoring

Daily SMS are generated & sent by JJSK between 7.00-8.00 PM





The District Magistrate, Jhansi is the chairman of Jhansi Jan Suvidha Kendra. Being the head of the district he monitors the performance of all the departments with regard to grievance redressal. He regularly talks to the complainants from his office and also during weekly meetings to ascertain that all officers are sensitive to public grievances. Beside this he regularly holds inter departmental sessions to coordinate with officers in problems involving more than one department. The only purpose is that all possible efforts should be made to get the problem of common man solved. In cases where a person is repeatedly making the same complaints and is not satisfied with disposal he calls both the complainant and the concerned officer in weekly meeting with all records and decides the issue thus strengthening the institution. Jhansi is witnessing a new work culture and both the officers and public is benefiting from it.

Since March 2010 complaints received in other existing public grievance redressal systems like Tehsil Divas, LOKVANI are also being entered on the website of Jhansi Jan Suvidha Kendra (JJSK) and being monitored in the same way as complaints received through phone are done.

*When compared to other e-governance initiatives already in place in various institutions JJSK stands out distinctly for its unique, innovative and citizen friendly approach in terms of reach, cost-time-labour effectiveness, inbuilt fool proof mechanism of quality cross check and monitoring leading to efficient administration and corruption free society. Above all it ensures the satisfaction of aggrieved person making it distinct from other projects, thus strengthening the concept of e-accountability and e-democracy.*

### **III) ENABLER INDICATORS**

#### **1. District Policy & Strategy**

##### **a. eGov/ICT vision roadmap for District and its current status**

The district policy for Good Governance is the application of Information Technology in the processes of Government functioning to ensure the highest standard of services to the citizens by *providing instant access to the selected government information, and interfaces for communicating with the various government functionaries, wherever & whenever they need it.* The District Administration, Jhansi is committed to provide the general public, especially living in distant rural areas of the district, with the benefits of “using Information and Communication Technology (ICT) in Governance” at their doorstep.

In the current era almost all the departments at district level have been computerised and strict instructions have been issued to train all the employees in the use of computer but still lot needs to be done. Today mobile phones are widely been used by all sections of society and landline phones have reached the most distant villages of the district. JJSK has tried to capitalize on this popular electronic tool to reach the last man in the queue of people awaiting the administrative machinery to solve this problem. With the future increase in the number of mobile/landline phone users JJSK expects to further spread its arena of services. Currently even if a person does not have his own phone number (because of various reasons) he can lodge his complaint through phone number of any of his acquaintances or through PCO. JJSK uses this medium to know whether the government machinery attended the problem with sincerity and sensitivity.

*c. To what extent the common infrastructure (national, state, other District; delivery channels) is being shared*

To begin with, JJSK did not have any separate funds for itself. It was totally a local initiative which shared its resources, such as computers, printers, fax machine, photo copier and staff with other departments of the district. The staff deployed at JJSK was attached from other departments and some district level officers were assigned 8 hours duty once a week at JJSK to monitor and guide the working of the system. JJSK was registered as a society under the society registration Act with all district level officers as its members. Its bylaws were drawn wherein it was agreed to intershare resources with LOKVANI for common cause. The chairman for both LOKVANI society and JJSK is the District Magistrate, Jhansi.

### **III) ENABLER INDICATORS**

#### ***1. District Policy & Strategy***

##### *a. eGov/ICT vision roadmap for District and its current status*

JJSK strongly believes that technology is not an end in itself. It is always a facilitator for the ultimate objective to be achieved.

When it comes to policy for technology implementation, JJSK has always given emphasis on the most basic but essential feature of any technology like simplicity, user friendliness, cost-time-labour effectiveness and universal availability so that the above mentioned features support the long term objectives of Sustainability and Replicability of the system.

Thus JJSK has used the telephone (Mobile/Landline) as baseline/platform (which exhibits all the above mentioned beneficial features) for achieving the ultimate objective of Good Governance.

## ***2. Process reengineering & Legal Reforms***

We at JJSK strongly believes that process reengineering of back-end operations is equally important as reengineering of front-end operations. Thus process reengineering in case of JJSK involves significant modifications in both front-end and back-end operations.

### ***a. Major front end process changes includes***

- Registration, monitoring and intimating the disposal details of the grievance registered through mobile and landline phone.
- Ensuring availability of all services 24X7X365
- Online data entry and updation.
- Online availability of complete data for public consumption.

### ***b. Major Back end process reengineering includes***

- Instant action in terms of communicating the grievance detail to concerned officer/ field staff immediately through SMS, active phone call and a printout of the grievance detail.
- Ensuring constant communication with the aggrieved person and the concerned officer from Ist step ( registration of grievance) to the last step (effective disposal of registered complaint).
- keeping all the officers and Administrators informed and updated regarding the summary status of all registered grievances of their department and district as a whole through Internet generated automatic SMS daily.
- 100% cross verification of all the disposal reports thus received by JJSK officials taking the aggrieved persons satisfaction into consideration.
- Effective and regular monitoring of disposal, pendency and defaulted cases through weekly meetings.

When it comes to the question of legal reforms undertaken, JJSK being a registered society believes and also emphasizes more on the necessary attitudinal and moral reforms of the officer/field staff responsible for bringing in Good Governance.

## ***3. Capacity Building***

- JJSK setup strongly believes in adoption and promotion of useful and effective innovation and also shows strong conviction to implement the

same for the benefit of common man wherever and when ever possible.

- New Ideas, innovation, methods and processes are cross verified, tried and documented for further use of keeping the system sound and updated.
- JJSK also believes in the spirit of team building and promotes the culture of collective responsibility for all the decisions taken in good faith.
- JJSK also strongly relies on democratic method of making decisions in all the aspects concerned with leadership promotion, capacity building and systemic operational changes/ improvements required for strengthening the system for effective delivery of public services.

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